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# Coll 6/7(1) 'The Yemen: Relations between H.M.G. and the Imam.'

| | |
|---|---|
| **Holding Institution** | British Library: India Office Records and Private Papers |
| **Reference** | IOR/L/PS/12/2068 |
| **Date(s)** | Jan 1906-16 Jun 1932 (CE, Gregorian) |
| **Written in** | English and French in Latin |
| **Extent and Format** | 1 volume (387 folios) |
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**About this record**

This volume concerns relations between the British Government and Imam Yehia bin Muhammad Hamid Uddin [Yaḥyá
Muḥammad Ḥamīd al-Dīn, Imam of Yemen]. It largely consists of correspondence between the Political Resident at Aden (Sir George Stewart Symes, succeeded by Bernard Rawdon Reilly) and officials of the India Office, the Colonial Office and the Foreign Office. Also included are copies of correspondence between the Political Resident and the Imam.

The correspondence includes the following subject matter:

- The Imam's wish to conclude a treaty between Yemen and Britain, and British objections to some of the Imam's terms for a proposed treaty, such as the Imam's demand for the recognition of his sovereignty over the tribes of the Aden Protectorate.

- The Imam's refusal to accept the boundaries of the Aden Protectorate, as laid down between Britain and the Ottoman Empire before the First World War.

- The possibility of sending a British official representative to visit the Imam, with the objective of establishing a 'clearer understanding of each other's policy and aims'.

- Discussion as to how the British should respond to reports that the Imam's troops have

occupied Al 'Ain [Am ‘Ayn] (a group of villages in the Wadi Beihan [Wādī Bayḩān] region, deemed by the British to be part of the Aden Protectorate), with a threat of aerial bombardment being among the considered options.

• Discussion of matters that the British may wish to raise in treaty negotiations with the Imam, including the evacuation of the Imam's troops from the districts of Audhali and Sanah [Sanāh, near Qa‘ţabah], and the Sultan of Upper Yafa's claim to Rube'aten.

Also included in the volume are the following:

• Copies of the Aden Residency's Political Intelligence Summaries.

• Minutes from meetings of the Imperial Defence Committee's Standing Official Sub-Committee for questions concerning the Middle East, which discuss British relations with Yemen.

• A copy of a report by Lieutenant-Colonel Morice Challoner Lake recounting his visit to the Wadi Beihan in March 1931.

• A copy of a translation of the Imam of Yemen's proposed terms for a treaty between Britain and Yemen, and several copies of a corresponding British counter draft treaty.

• Copies of memoranda from Air Ministry and War Office representatives.

• Five maps showing disputed territory.

The French material in the volume consists of one letter. Most of the material in this volume covers the period 1931-1932; however, the volume also includes several maps dating from an earlier period, of which the earliest is dated 1906.

The volume includes a divider which gives a list of correspondence references contained in the volume by year. This is placed at the back of the correspondence.

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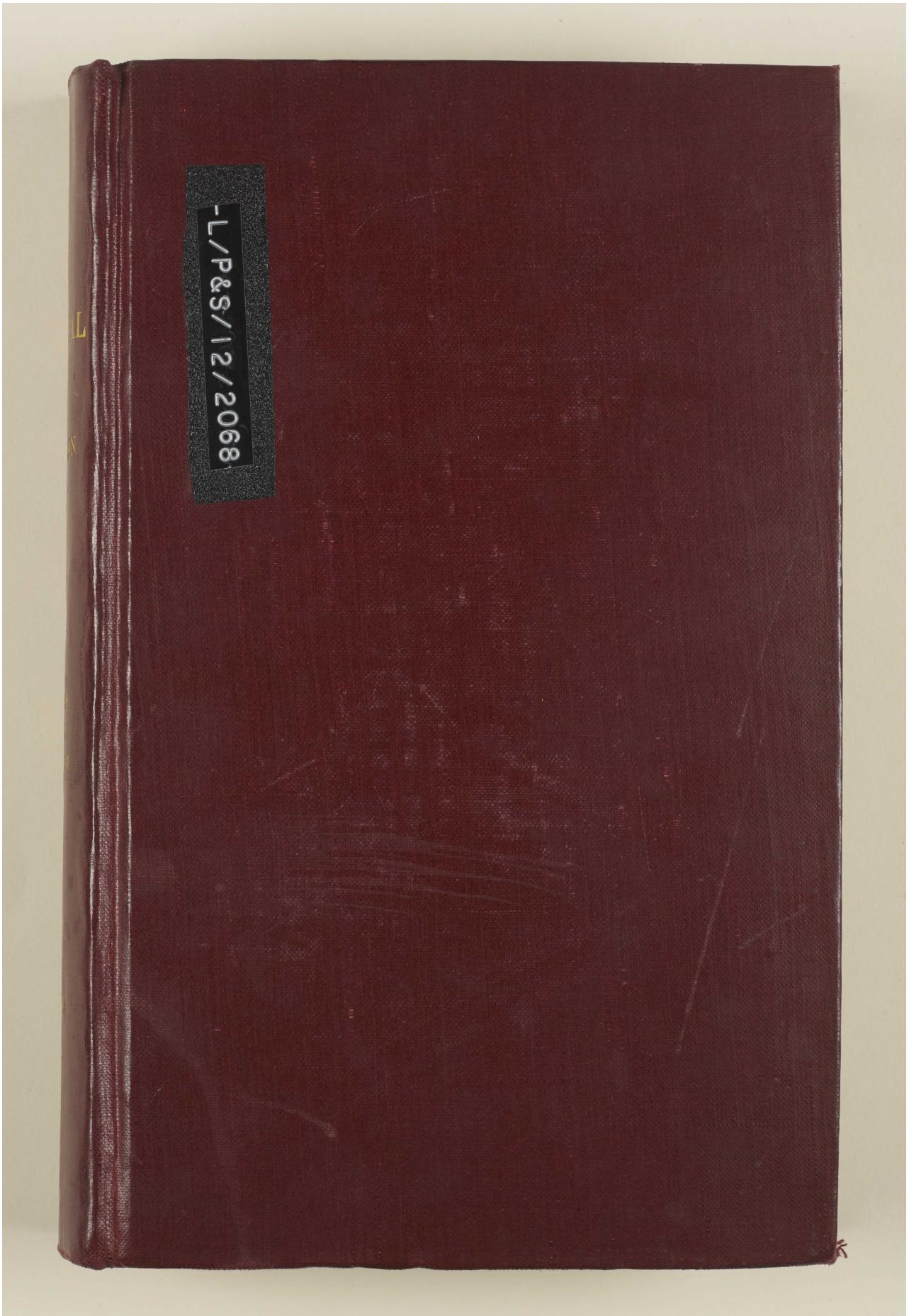


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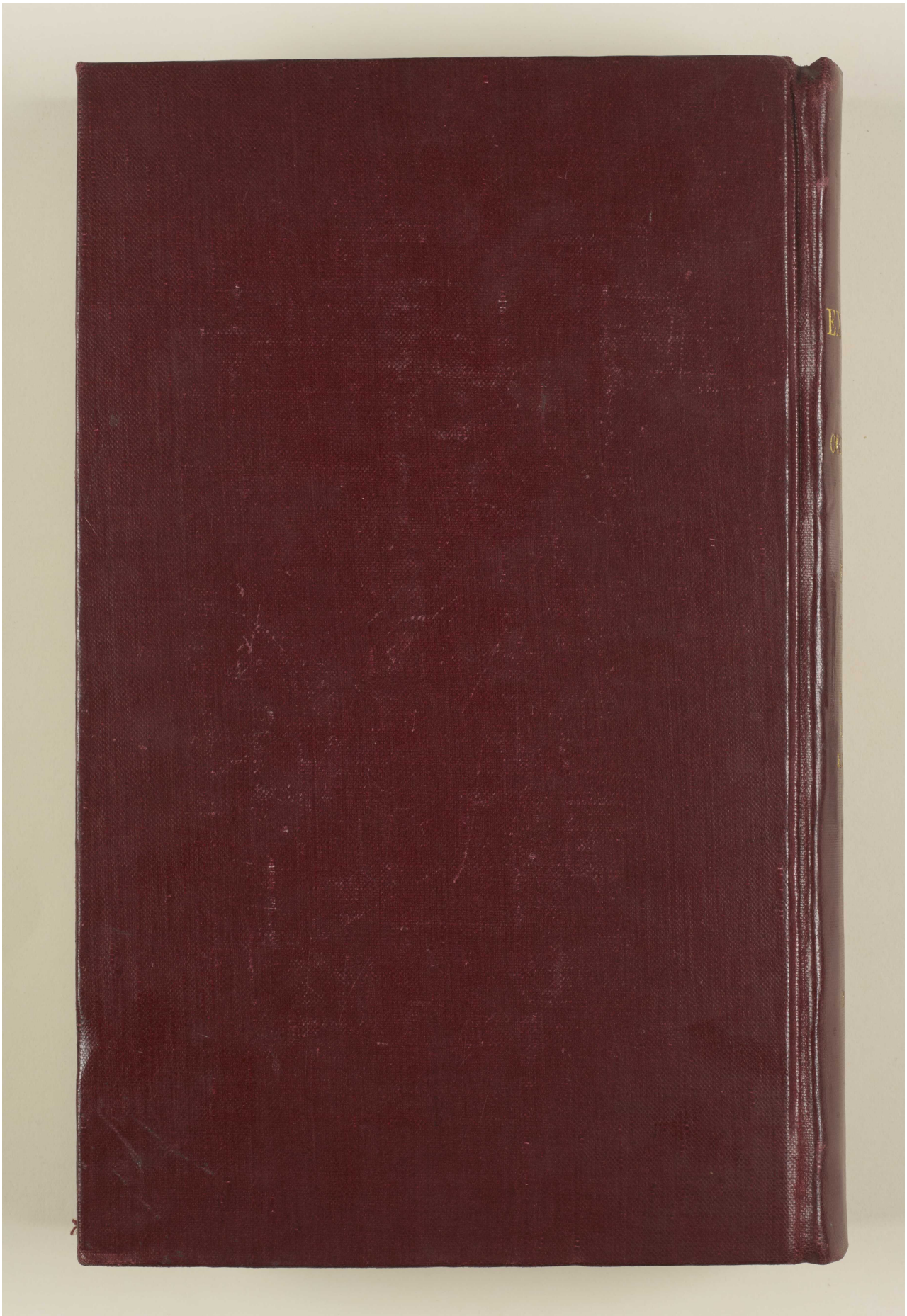

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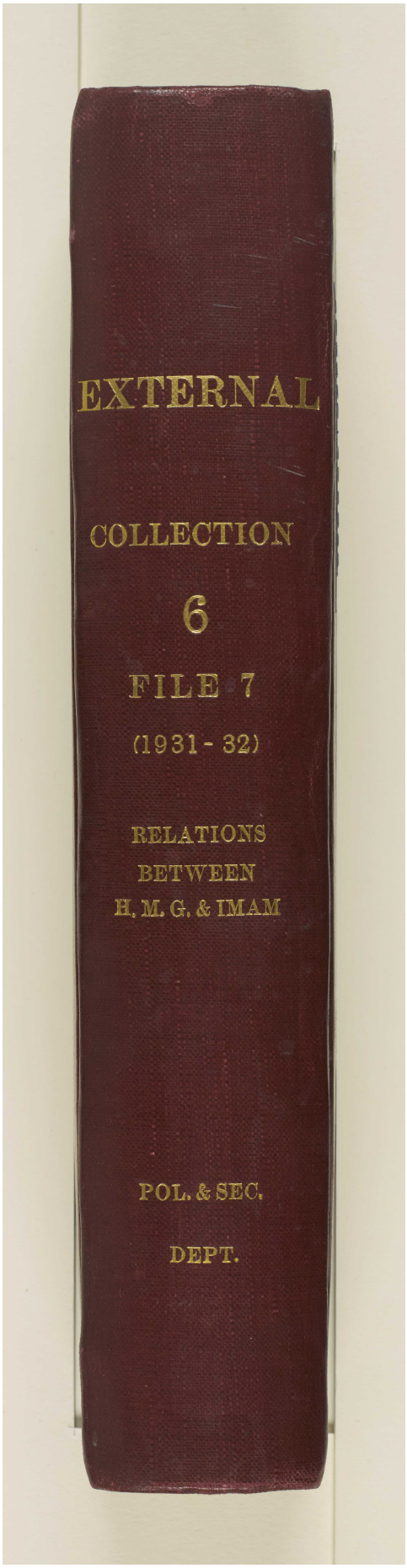


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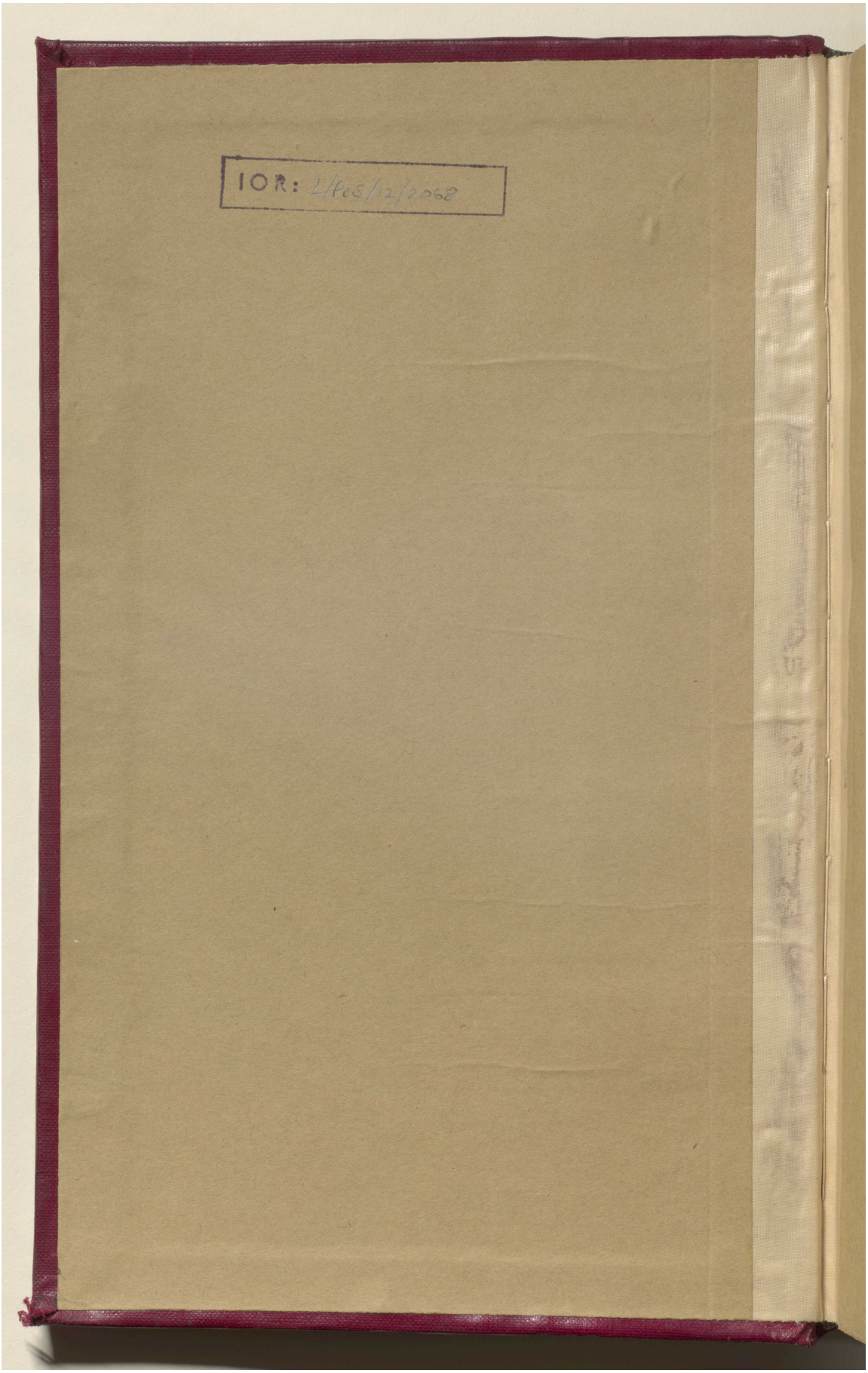


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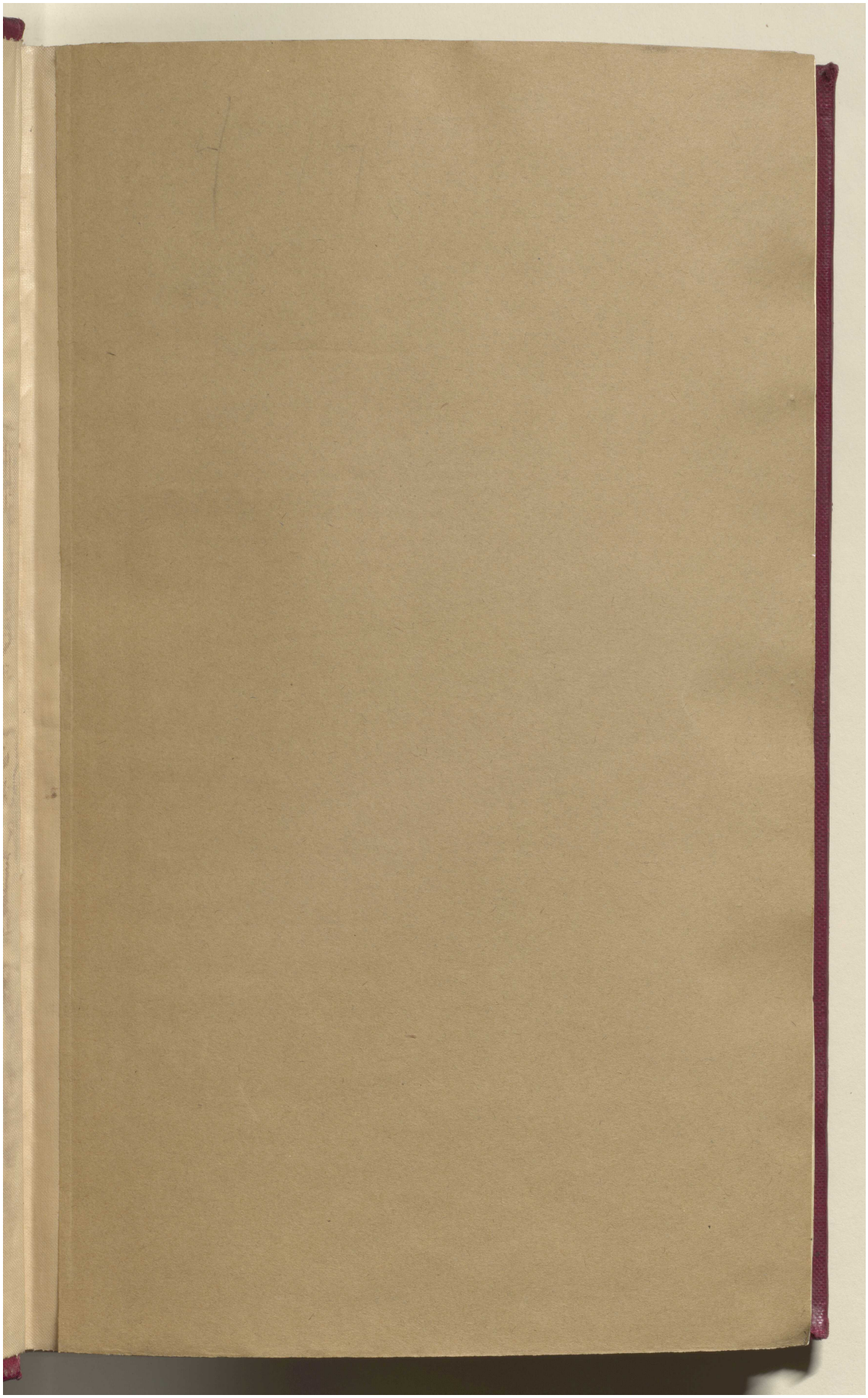

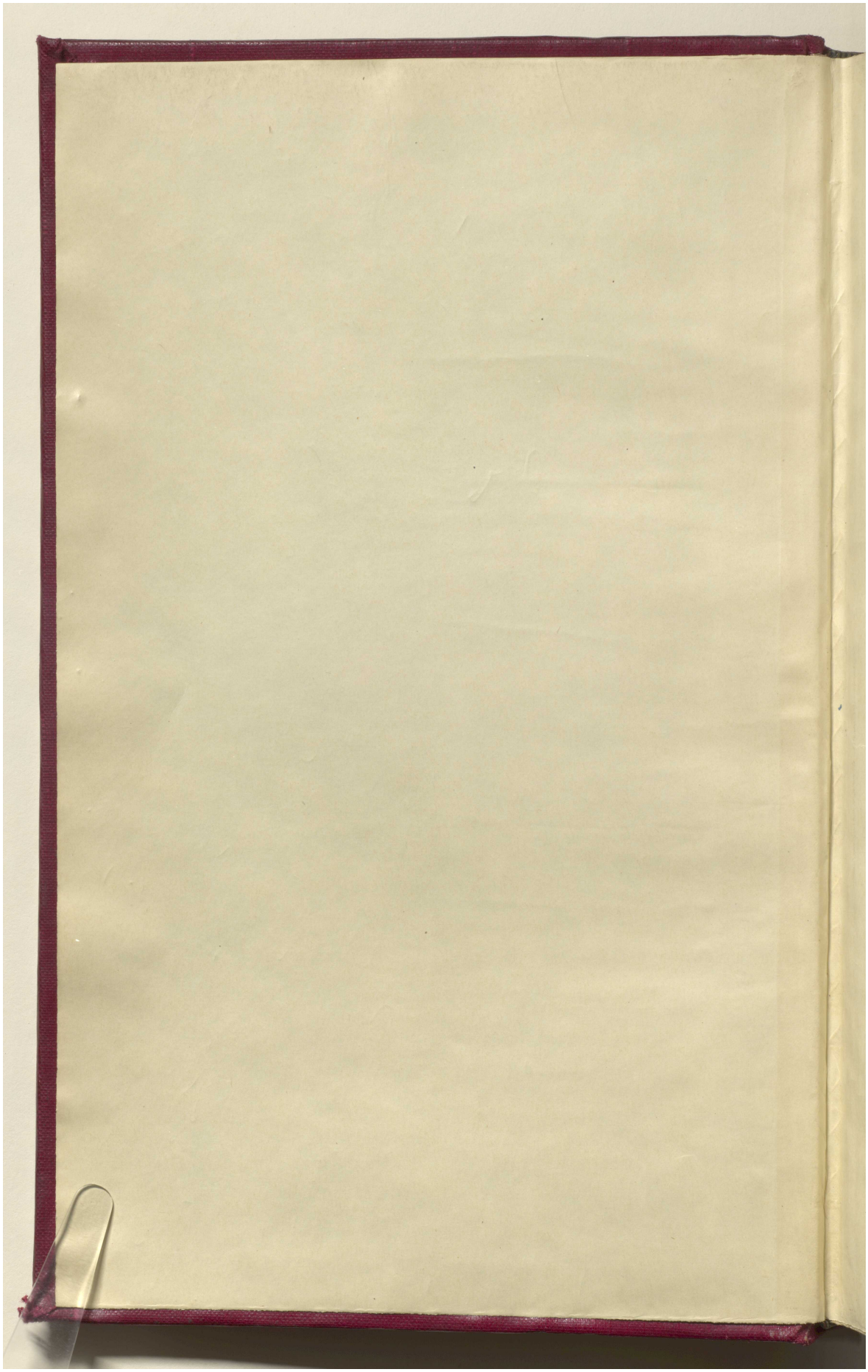

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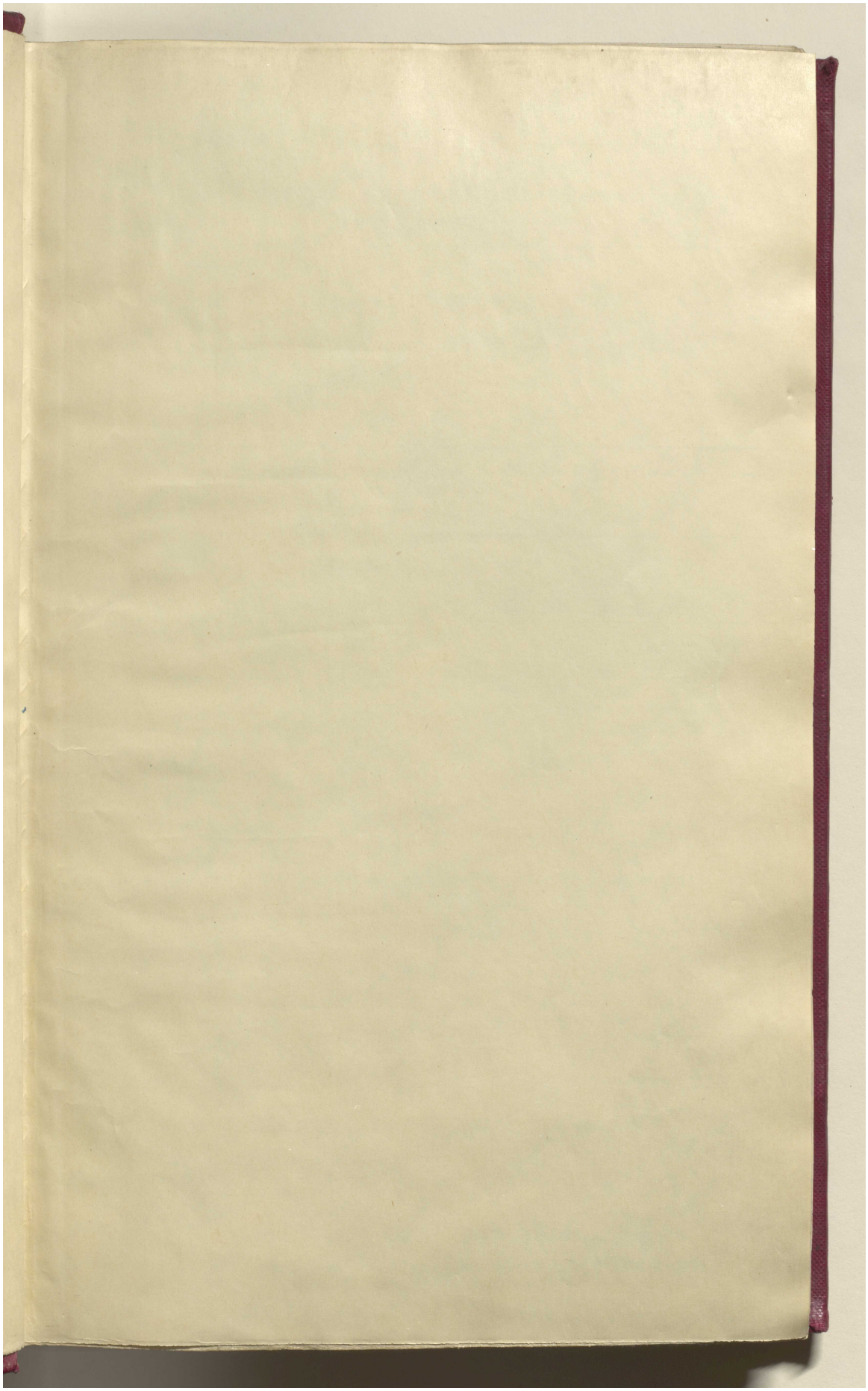

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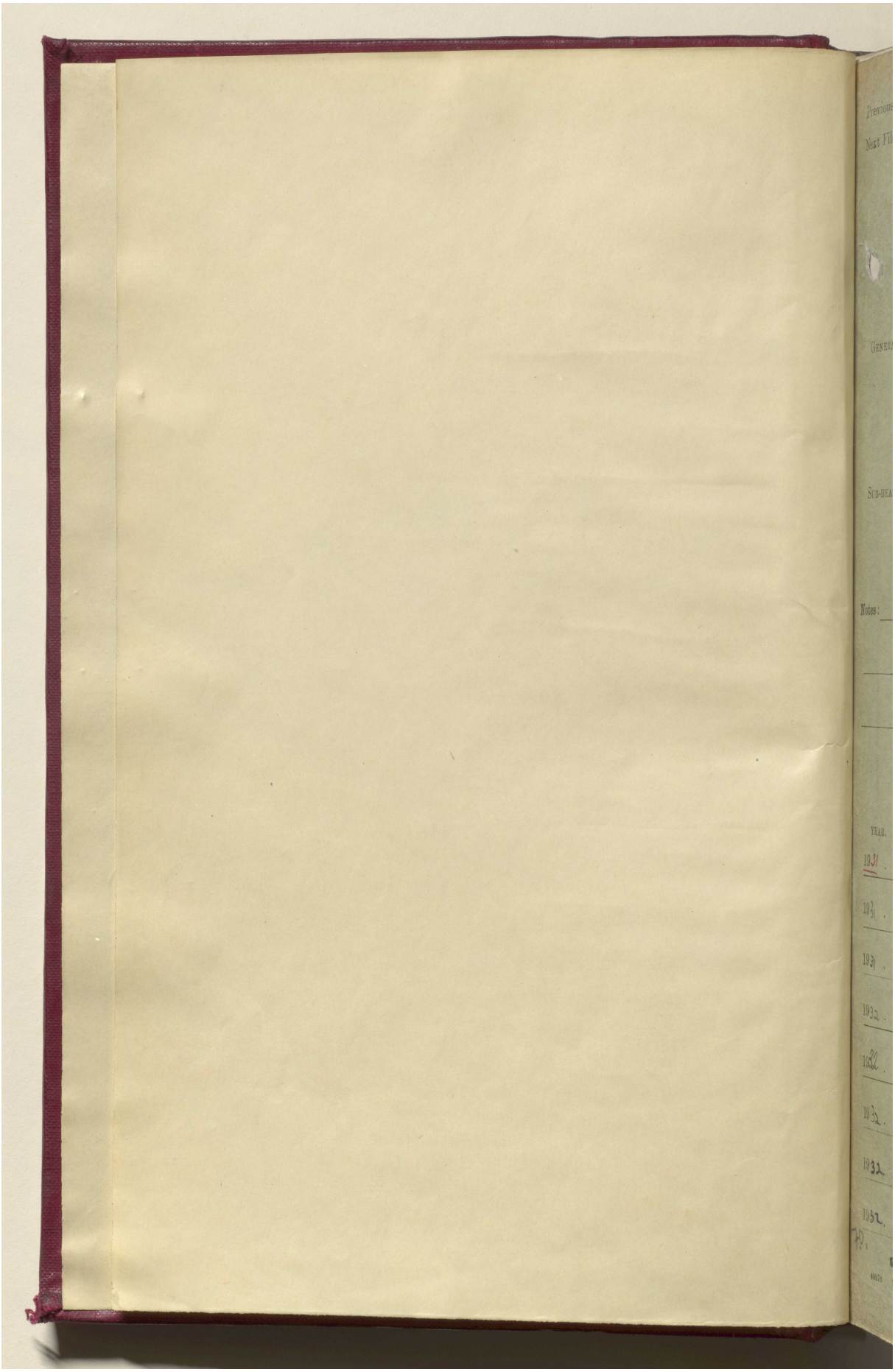

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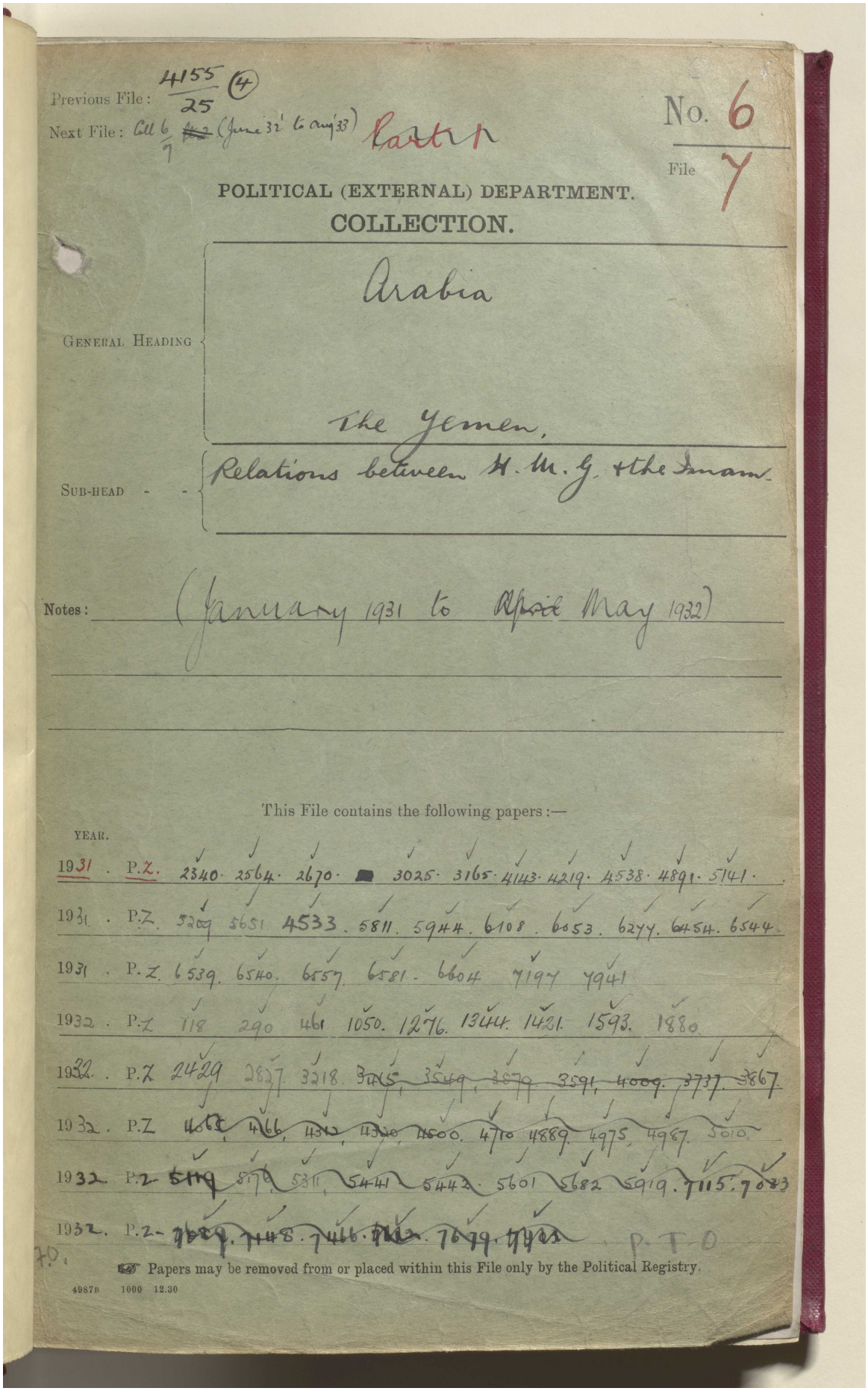

Previous File: 4155/25 (4)

Next File: Coll 6/7 ~~[illegible]~~ (June 32' to Aug '33) Part 1

No. 6

File 7

POLITICAL (EXTERNAL) DEPARTMENT.

COLLECTION.

GENERAL HEADING: Arabia

The Yemen.

SUB-HEAD: Relations between H. M. G. & the Imam.

Notes: (January 1931 to ~~April~~ May 1932)

This File contains the following papers:—

| YEAR. | | |
|---|---|---|
| 1931 | P.Z. | 2340. 2564. 2670. [redacted] 3025. 3165. 4143. 4219. 4538. 4891. 5141. |
| 1931 | P.Z. | 5209 5651 4533. 5811. 5944. 6108. 6053. 6277. 6454. 6544. |
| 1931 | P.Z. | 6539. 6540. 6557. 6581. 6604 7197 7941 |
| 1932 | P.Z. | 118 290 461 1050. 1276. 1344. 1421. 1593. 1880. |
| 1932 | P.Z. | 2429 2827. 3218. ~~3415, 3549, 3579. 3591, 4009. 3737. 3867.~~ |
| 1932 | P.Z. | ~~4065, 4166, 4312, 4320, 4500.~~ 4710 4889. 4975, 4987. 5010. |
| 1932 | P.Z. | ~~5119 5176, 5311, 5441 5442.~~ 5601 5682 5919. 7115. 7083 |
| 1932 | P.Z. | ~~7089. 7148. 7466. [illegible]. 7679. [illegible]~~ P.T.O |

70.

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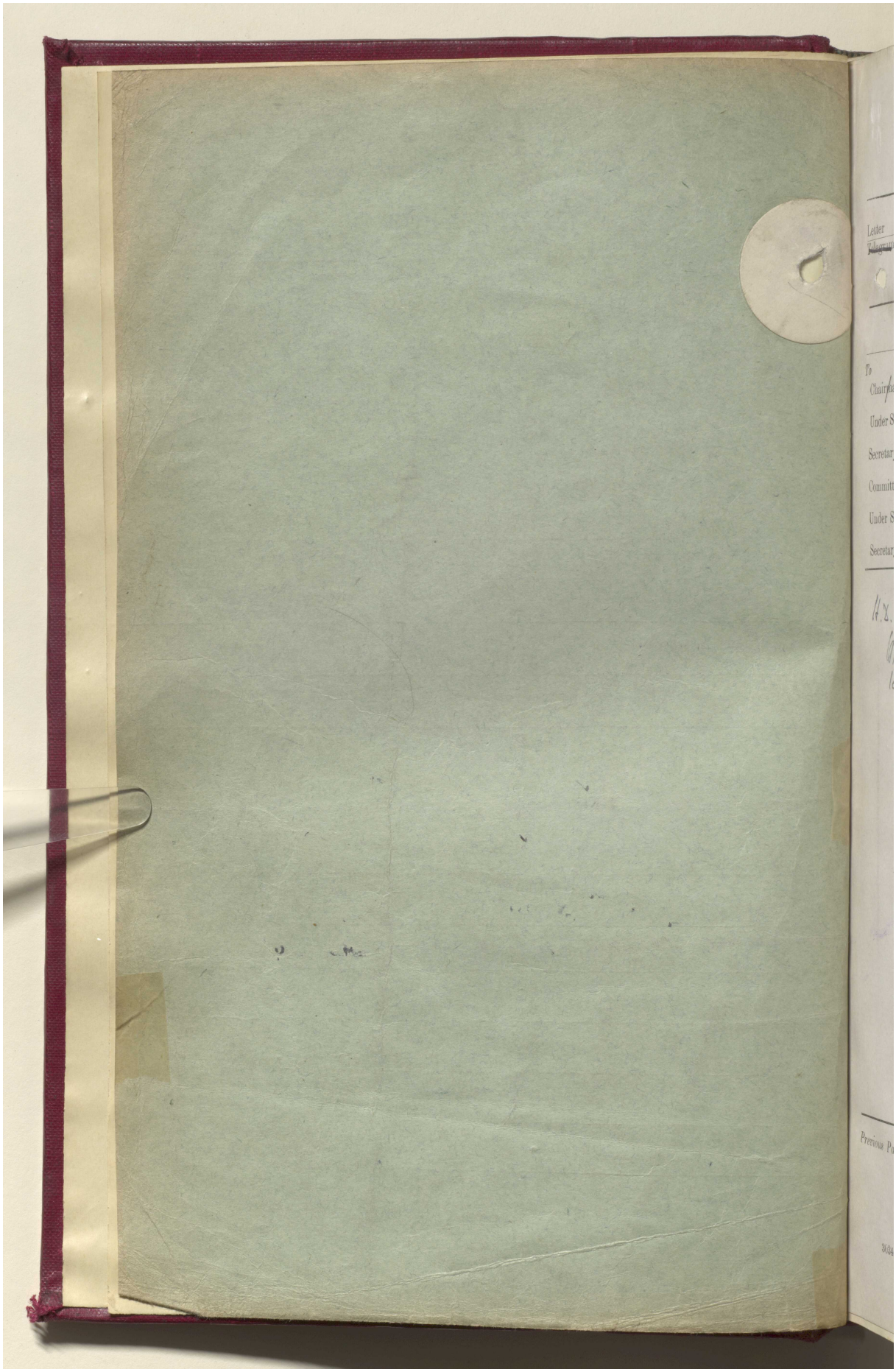

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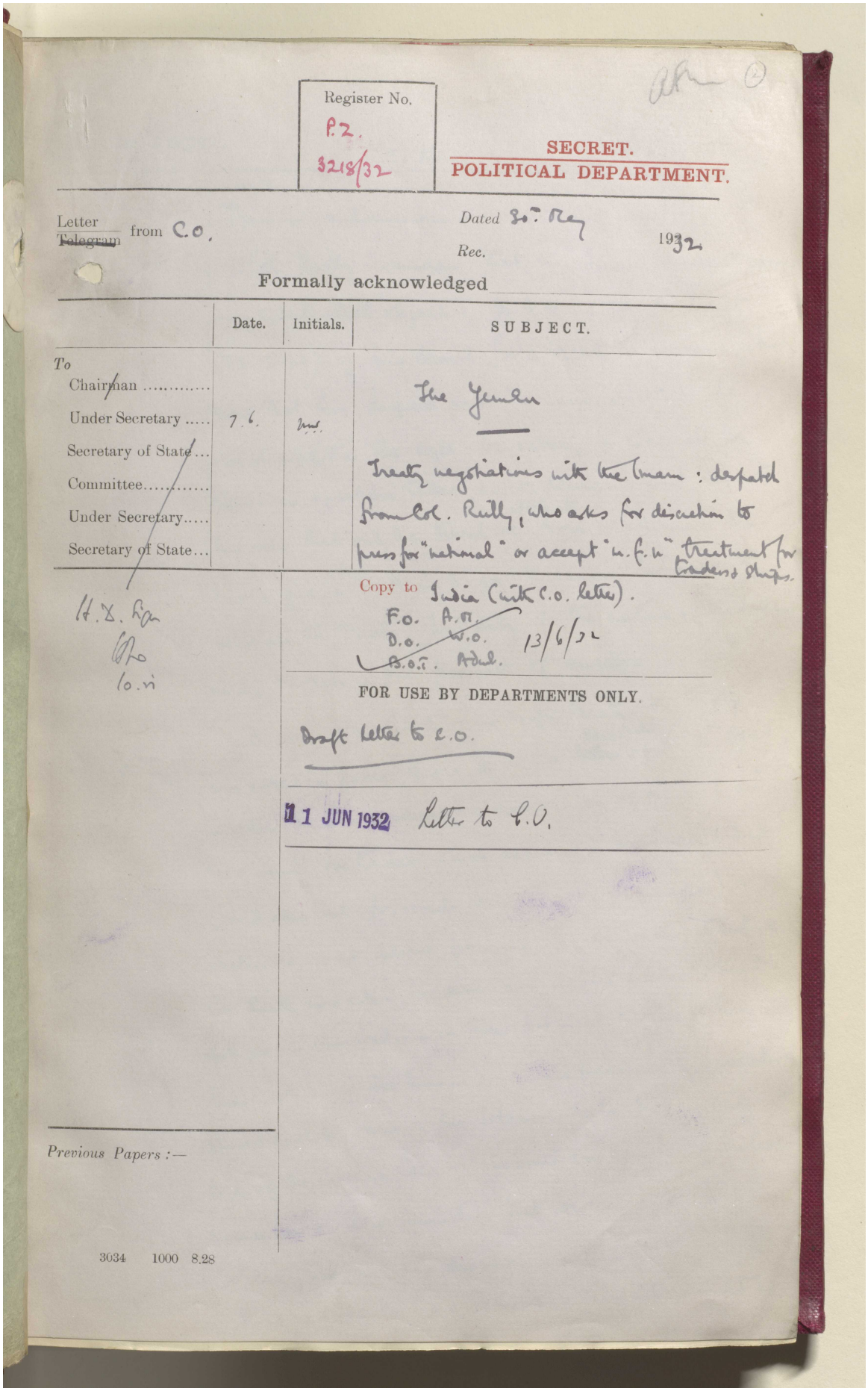

Register No.
P.Z.
3218/32

SECRET.
POLITICAL DEPARTMENT.

Letter ~~Telegram~~ from C.O.

Dated 30th May 1932

Rec.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman ..... | | | The Yemen |
| Under Secretary ..... | 7.6. | [illegible] | |
| Secretary of State... | | | Treaty negotiations with the Imam: despatch from Col. Reilly, who asks for discretion to press for "national" or accept "m.f.n." treatment for traders & ships. |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

H.D. Sign
[illegible]
10.vi

Copy to India (with C.O. letter).
F.O. A.M.
D.O. W.O.
B.O.T. Adml.
13/6/32

FOR USE BY DEPARTMENTS ONLY.

Draft letter to C.O.

11 JUN 1932 Letter to C.O.

Previous Papers :—

3034 1000 8.28

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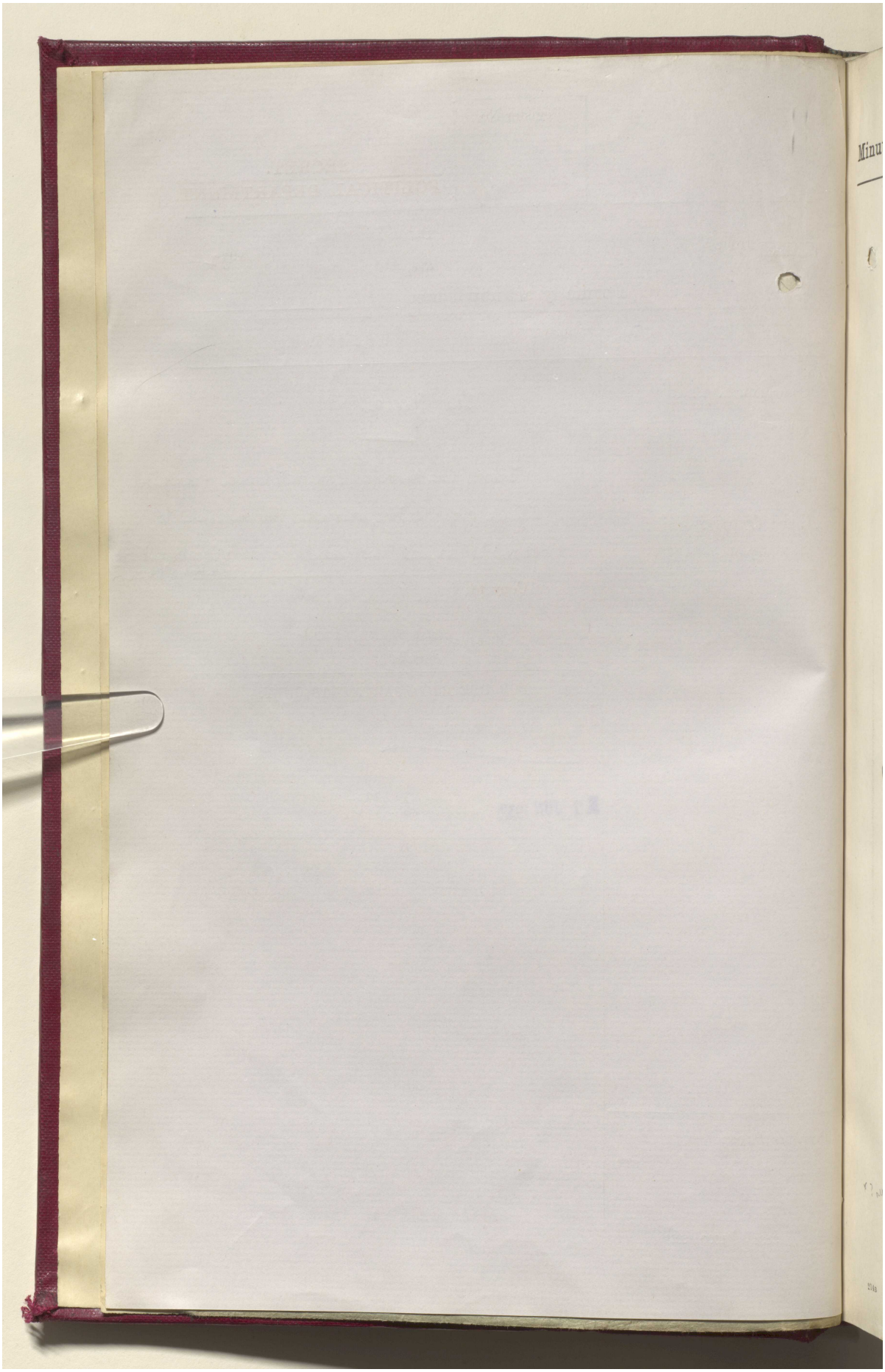

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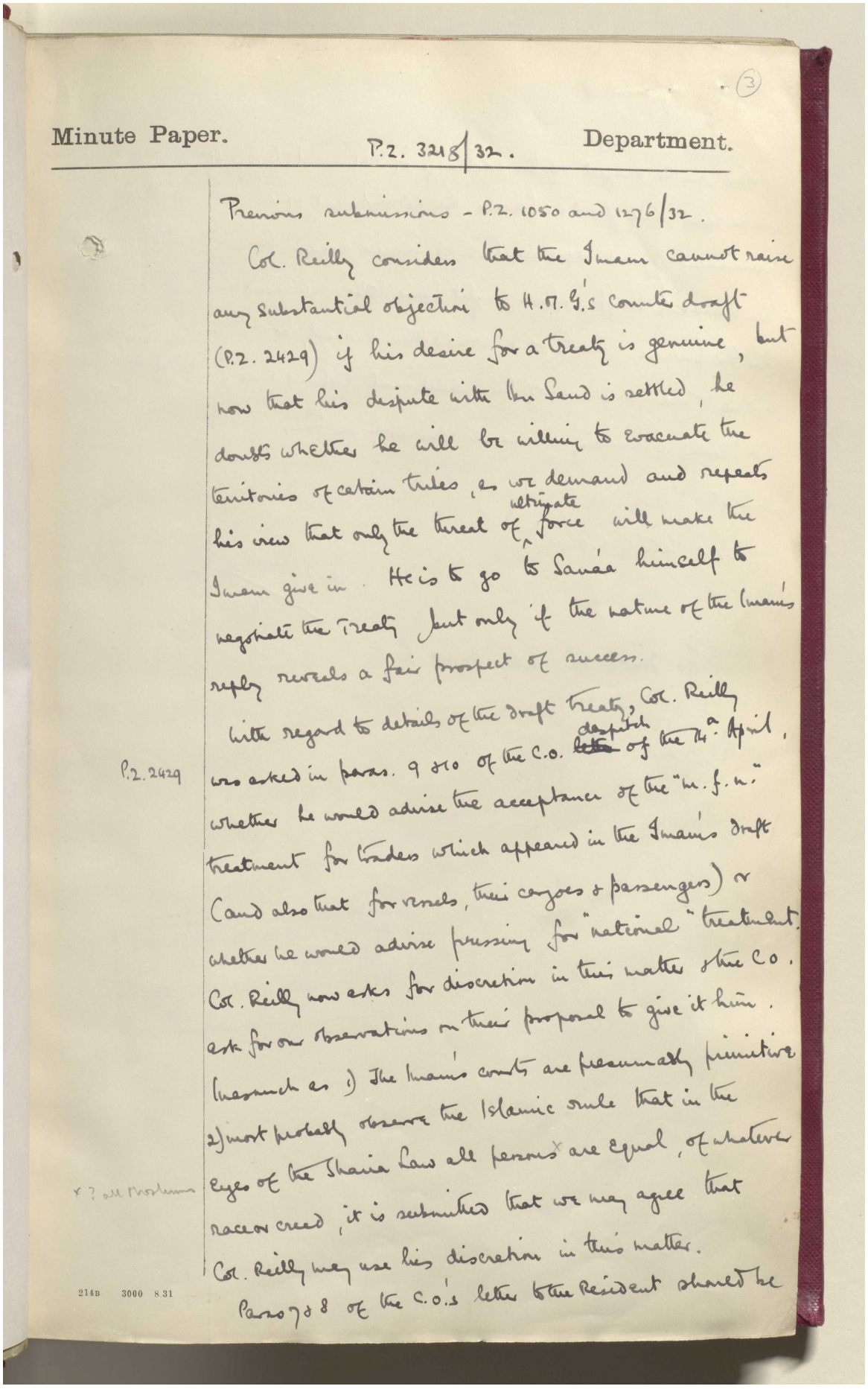

(3)

Minute Paper. P.Z. 3218/32. Department.

Previous submissions - P.Z. 1050 and 1276/32.

Col. Reilly considers that the Imam cannot raise any substantial objection to H.M.G.'s counter draft (P.Z. 2429) if his desire for a treaty is genuine, but now that his dispute with Ibn Saud is settled, he doubts whether he will be willing to evacuate the territories of certain tribes, as we demand and repeats his view that only the threat of ultimate force will make the Imam give in. He is to go to Sanáa himself to negotiate the treaty but only if the nature of the Imam's reply reveals a fair prospect of success.

With regard to details of the draft treaty, Col. Reilly was asked in paras. 9 & 10 of the C.O. despatch of the 14th April, P.Z. 2429 whether he would advise the acceptance of the "m.f.n." treatment for traders which appeared in the Imam's draft (and also that for vessels, their cargoes & passengers) or whether he would advise pressing for "national" treatment. Col. Reilly now asks for discretion in this matter & the C.O. ask for our observations on their proposal to give it him. Inasmuch as 1) the Imam's courts are presumably primitive 2) most probably observe the Islamic rule that in the eyes of the Sharia Law all persons* are equal, of whatever race or creed, it is submitted that we may agree that Col. Reilly may use his discretion in this matter.

* ? all Moslems

214B 3000 8 31

Paras 7 & 8 of the C.O.'s letter to the Resident should be

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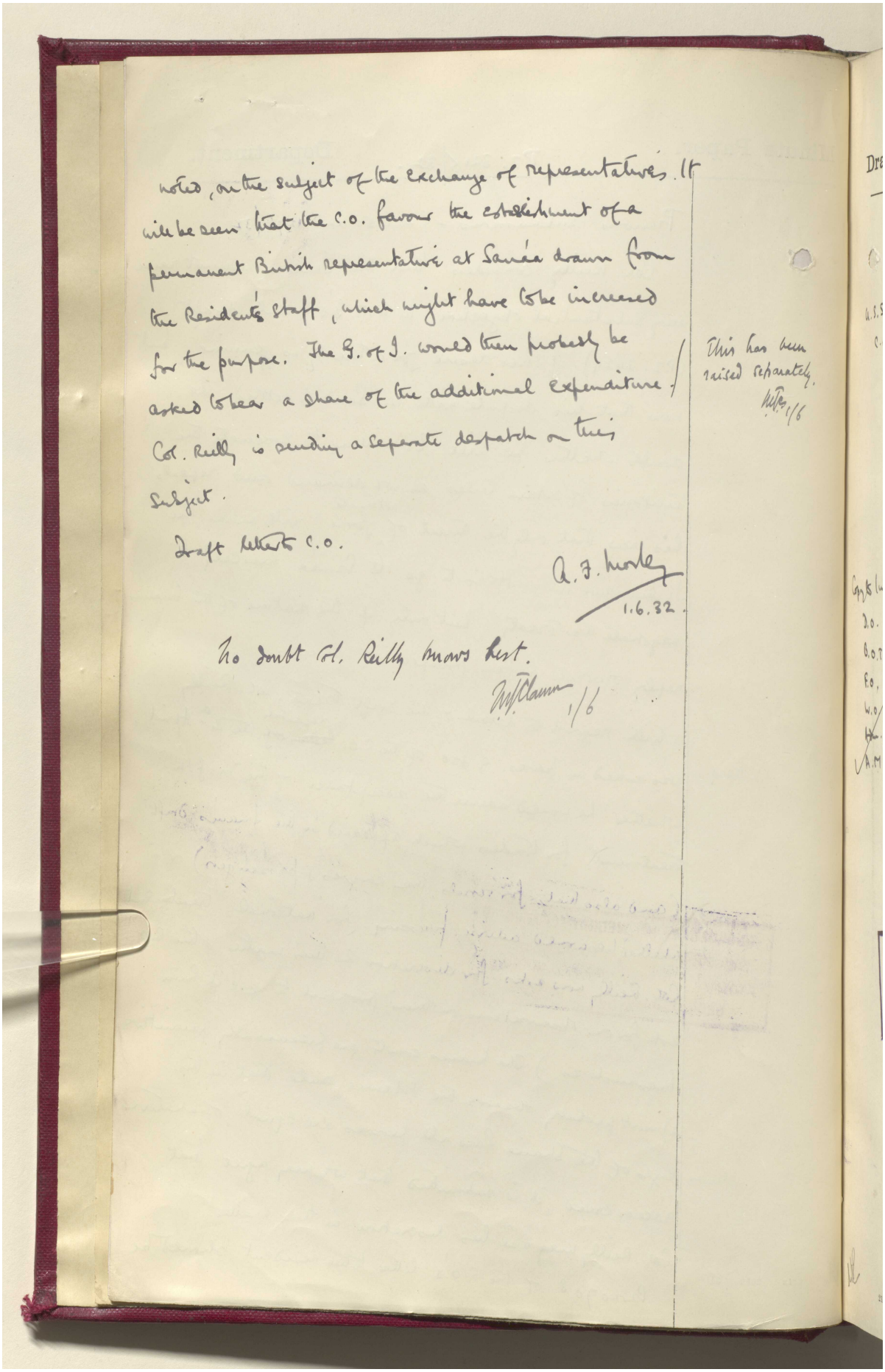

noted, on the subject of the exchange of representatives. It will be seen that the C.O. favour the establishment of a permanent British representative at Sanáa drawn from the Resident's staff, which might have to be increased for the purpose. The G. of I. would then probably be asked to bear a share of the additional expenditure. Col. Reilly is sending a separate despatch on this subject.

This has been raised separately. H.F. 1/6

Draft letter C.O.

A.J. Morley
1.6.32.

No doubt Col. Reilly knows best.

1/6

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(4)

Draft Paper. (15) 30 Jenel P.Z. 3218/32 Department.

11 JUN 1932

U.S.S.
C.O.

Copy to India (with C.O. letter)
D.O.
B.O.T.
F.O.
W.O.
Adm.
A.M.

13/6/32

Sir,

In reply to your letter No. 97857/32 of the 30th May regarding the draft Treaty with the Imam of the Yemen, I am directed by the S/S for I to state that he has no observations to make on the proposal in para. 2 of your letter under reply.

2. A copy of this letter is being sent to all the Depts. represented on the official Sub-Ctee., & to the D.O. & B.O.T.

(Sd.) J. C. WALTON.

ENCLOSURE IN WEEKLY LETTER
No. Z24 16 JUN. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

214A 4000 8.31

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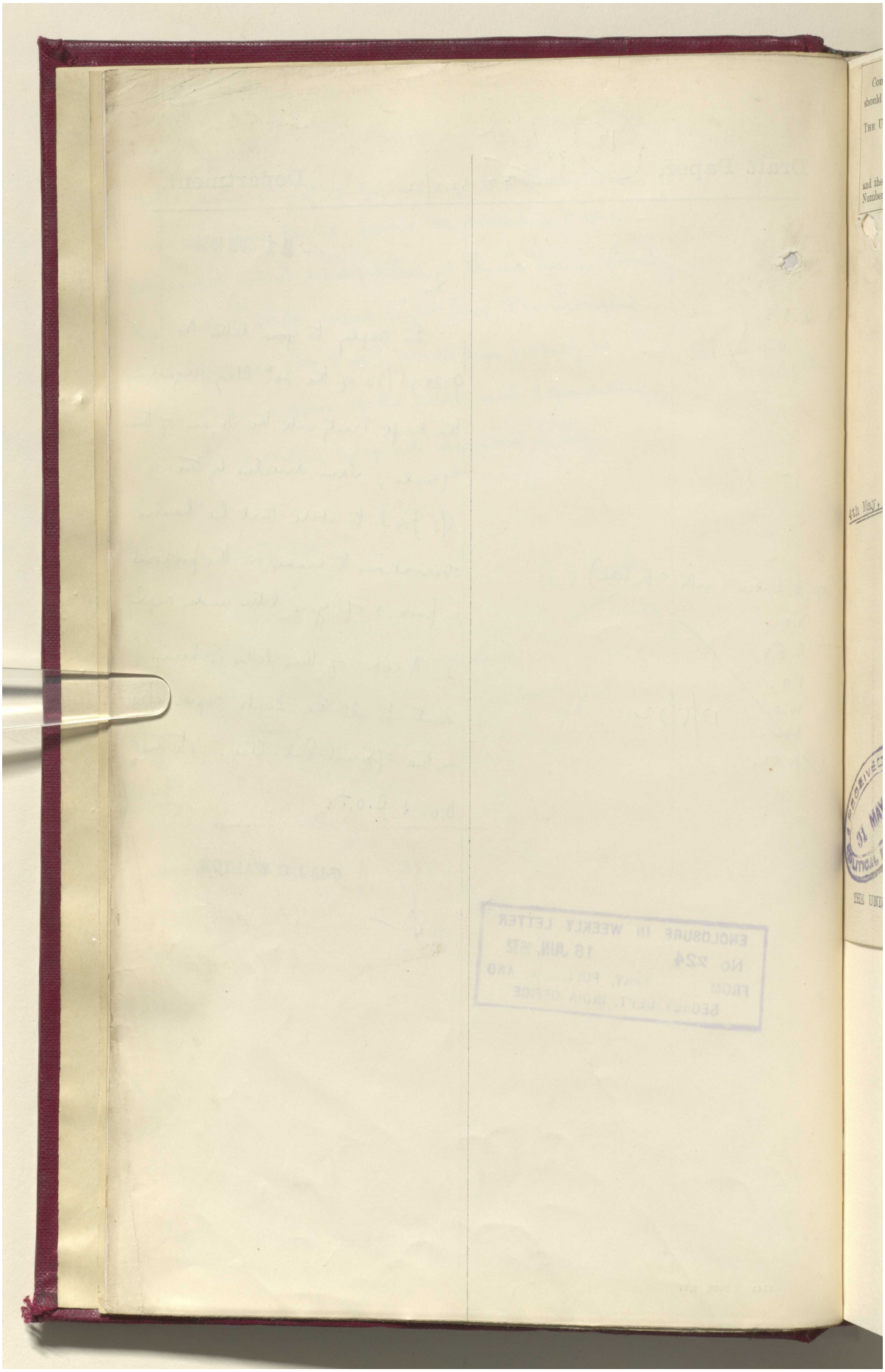

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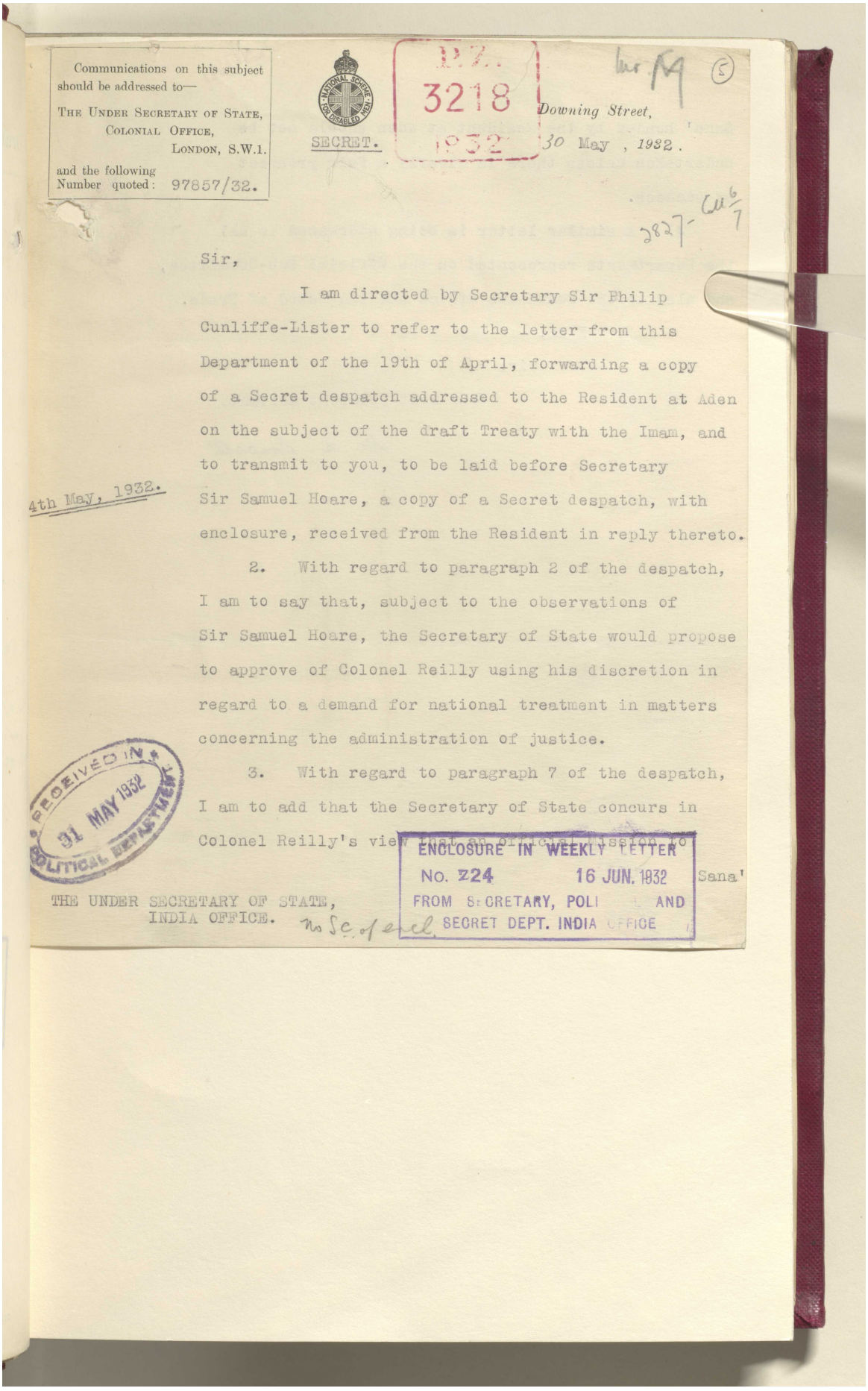

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 97857/32.

P.Z. 3218 1932

Downing Street,
30 May, 1932.

SECRET.

Sir,

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the letter from this Department of the 19th of April, forwarding a copy of a Secret despatch addressed to the Resident at Aden on the subject of the draft Treaty with the Imam, and to transmit to you, to be laid before Secretary Sir Samuel Hoare, a copy of a Secret despatch, with enclosure, received from the Resident in reply thereto.

4th May, 1932.

2. With regard to paragraph 2 of the despatch, I am to say that, subject to the observations of Sir Samuel Hoare, the Secretary of State would propose to approve of Colonel Reilly using his discretion in regard to a demand for national treatment in matters concerning the administration of justice.

3. With regard to paragraph 7 of the despatch, I am to add that the Secretary of State concurs in Colonel Reilly's view that an official mission to Sana'

RECEIVED IN 31 MAY 1932 POLITICAL DEPARTMENT

ENCLOSURE IN WEEKLY LETTER
No. Z24 16 JUN. 1932
FROM SECRETARY, POLI AND
SECRET DEPT. INDIA OFFICE

THE UNDER SECRETARY OF STATE,
INDIA OFFICE.

No Secret

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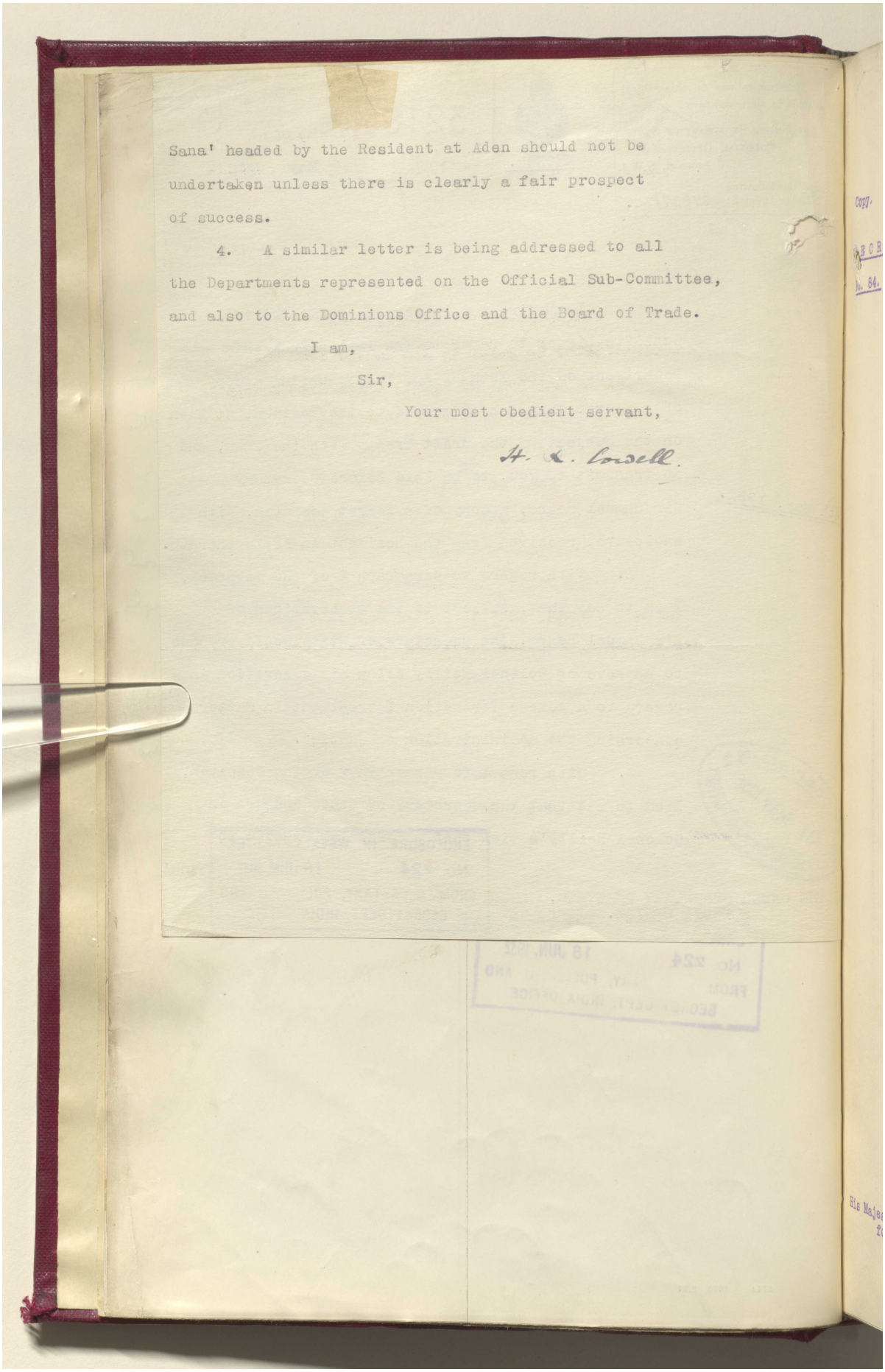

Sana' headed by the Resident at Aden should not be undertaken unless there is clearly a fair prospect of success.

4. A similar letter is being addressed to all the Departments represented on the Official Sub-Committee, and also to the Dominions Office and the Board of Trade.

I am,

Sir,

Your most obedient servant,

H. K. Cornell.

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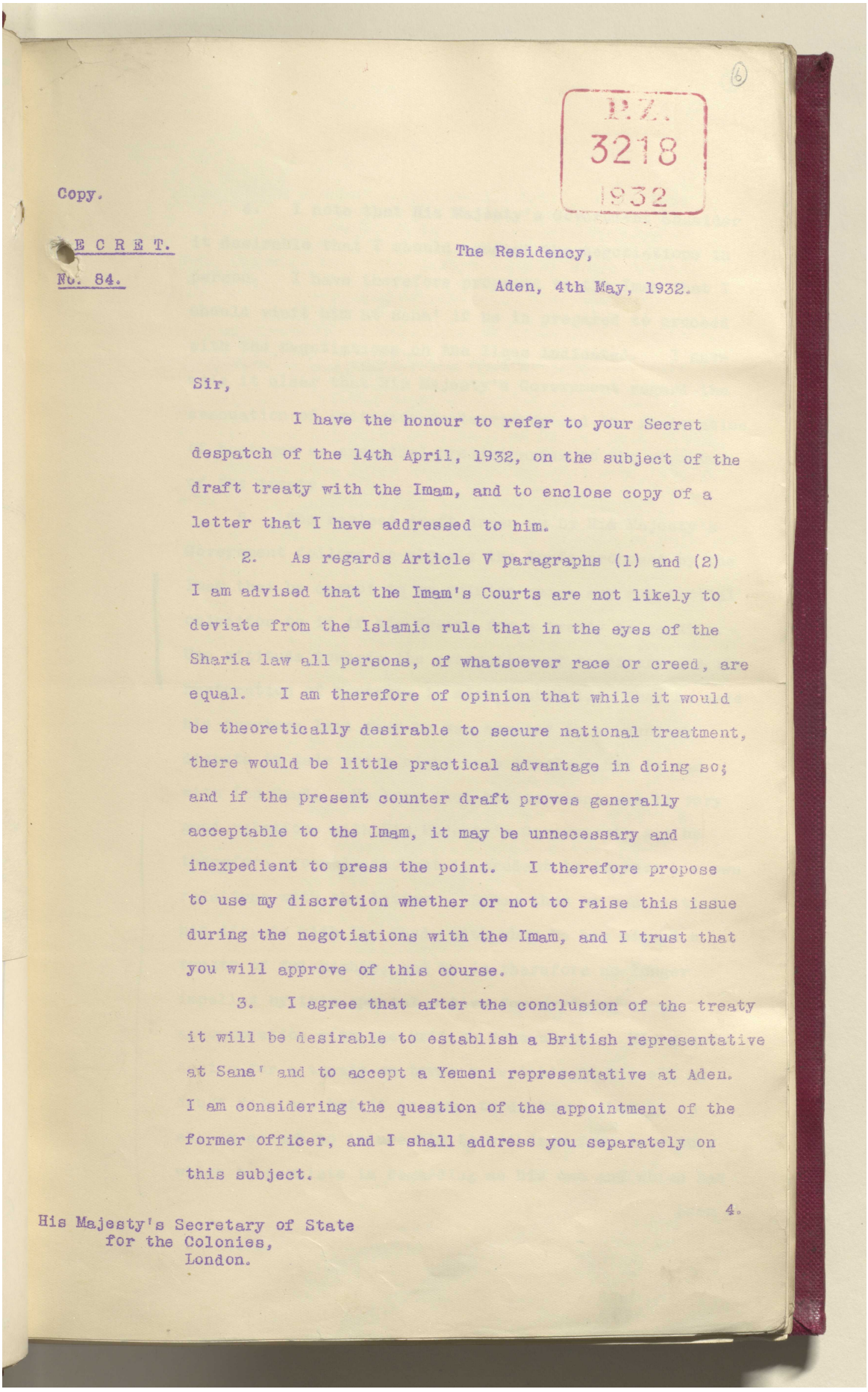

P.Z.
3218
1932

(6)

Copy.

SECRET.

No. 84.

The Residency,
Aden, 4th May, 1932.

Sir,

I have the honour to refer to your Secret despatch of the 14th April, 1932, on the subject of the draft treaty with the Imam, and to enclose copy of a letter that I have addressed to him.

2. As regards Article V paragraphs (1) and (2) I am advised that the Imam's Courts are not likely to deviate from the Islamic rule that in the eyes of the Sharia law all persons, of whatsoever race or creed, are equal. I am therefore of opinion that while it would be theoretically desirable to secure national treatment, there would be little practical advantage in doing so; and if the present counter draft proves generally acceptable to the Imam, it may be unnecessary and inexpedient to press the point. I therefore propose to use my discretion whether or not to raise this issue during the negotiations with the Imam, and I trust that you will approve of this course.

3. I agree that after the conclusion of the treaty it will be desirable to establish a British representative at Sana' and to accept a Yemeni representative at Aden. I am considering the question of the appointment of the former officer, and I shall address you separately on this subject.

4.

His Majesty's Secretary of State
for the Colonies,
London.

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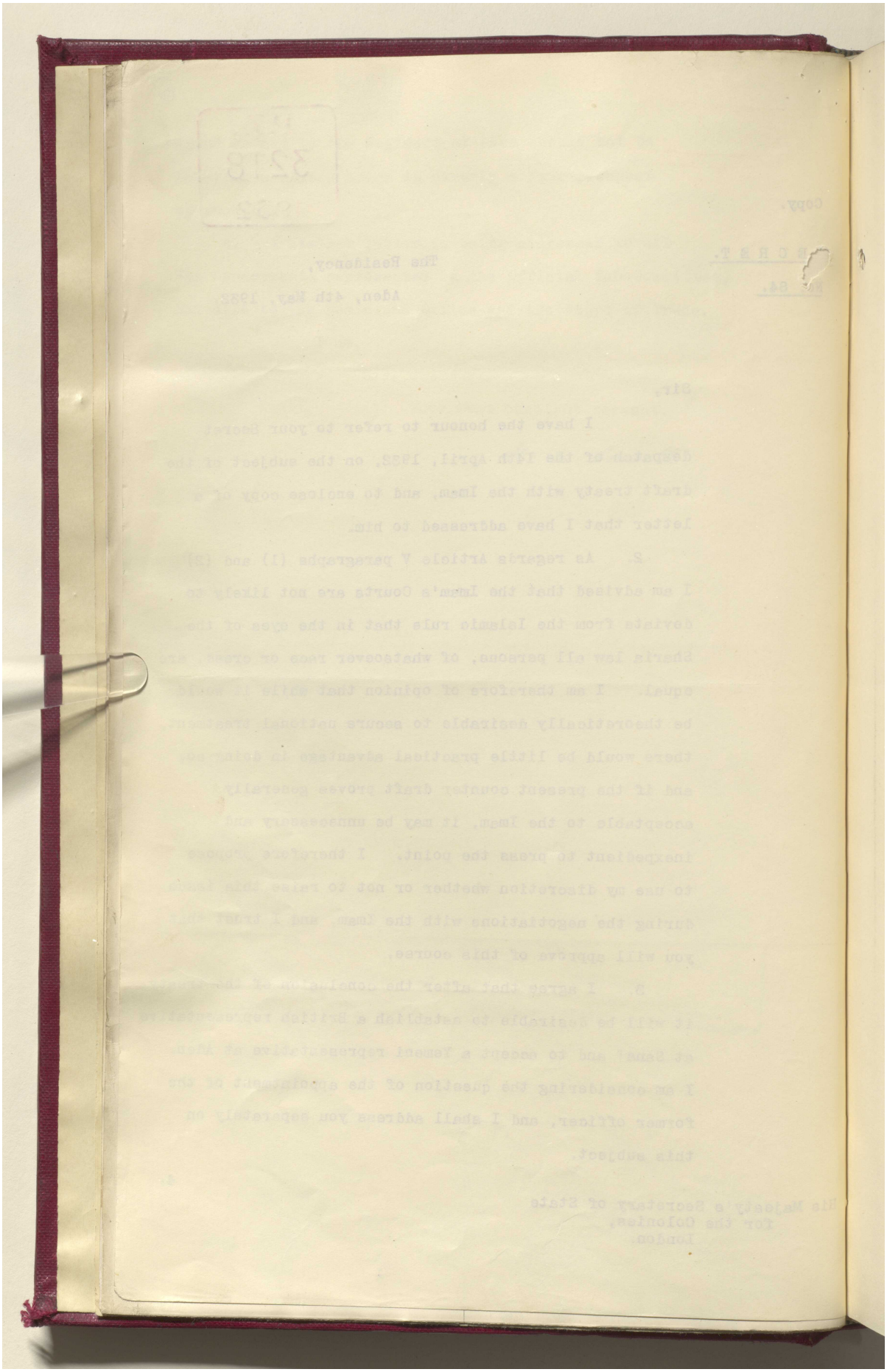

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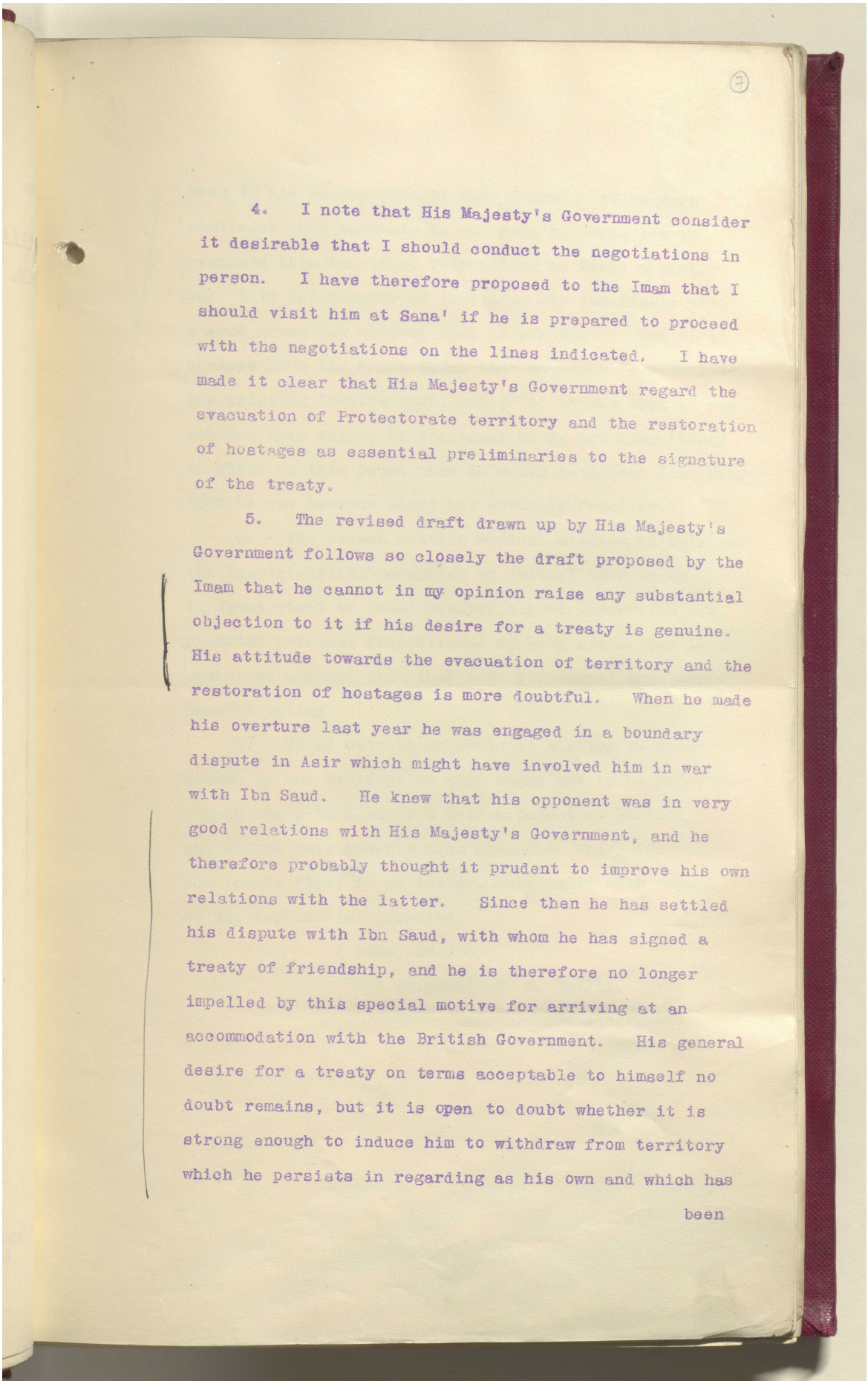

(7)

4. I note that His Majesty's Government consider it desirable that I should conduct the negotiations in person. I have therefore proposed to the Imam that I should visit him at Sana' if he is prepared to proceed with the negotiations on the lines indicated. I have made it clear that His Majesty's Government regard the evacuation of Protectorate territory and the restoration of hostages as essential preliminaries to the signature of the treaty.

5. The revised draft drawn up by His Majesty's Government follows so closely the draft proposed by the Imam that he cannot in my opinion raise any substantial objection to it if his desire for a treaty is genuine. His attitude towards the evacuation of territory and the restoration of hostages is more doubtful. When he made his overture last year he was engaged in a boundary dispute in Asir which might have involved him in war with Ibn Saud. He knew that his opponent was in very good relations with His Majesty's Government, and he therefore probably thought it prudent to improve his own relations with the latter. Since then he has settled his dispute with Ibn Saud, with whom he has signed a treaty of friendship, and he is therefore no longer impelled by this special motive for arriving at an accommodation with the British Government. His general desire for a treaty on terms acceptable to himself no doubt remains, but it is open to doubt whether it is strong enough to induce him to withdraw from territory which he persists in regarding as his own and which has

been

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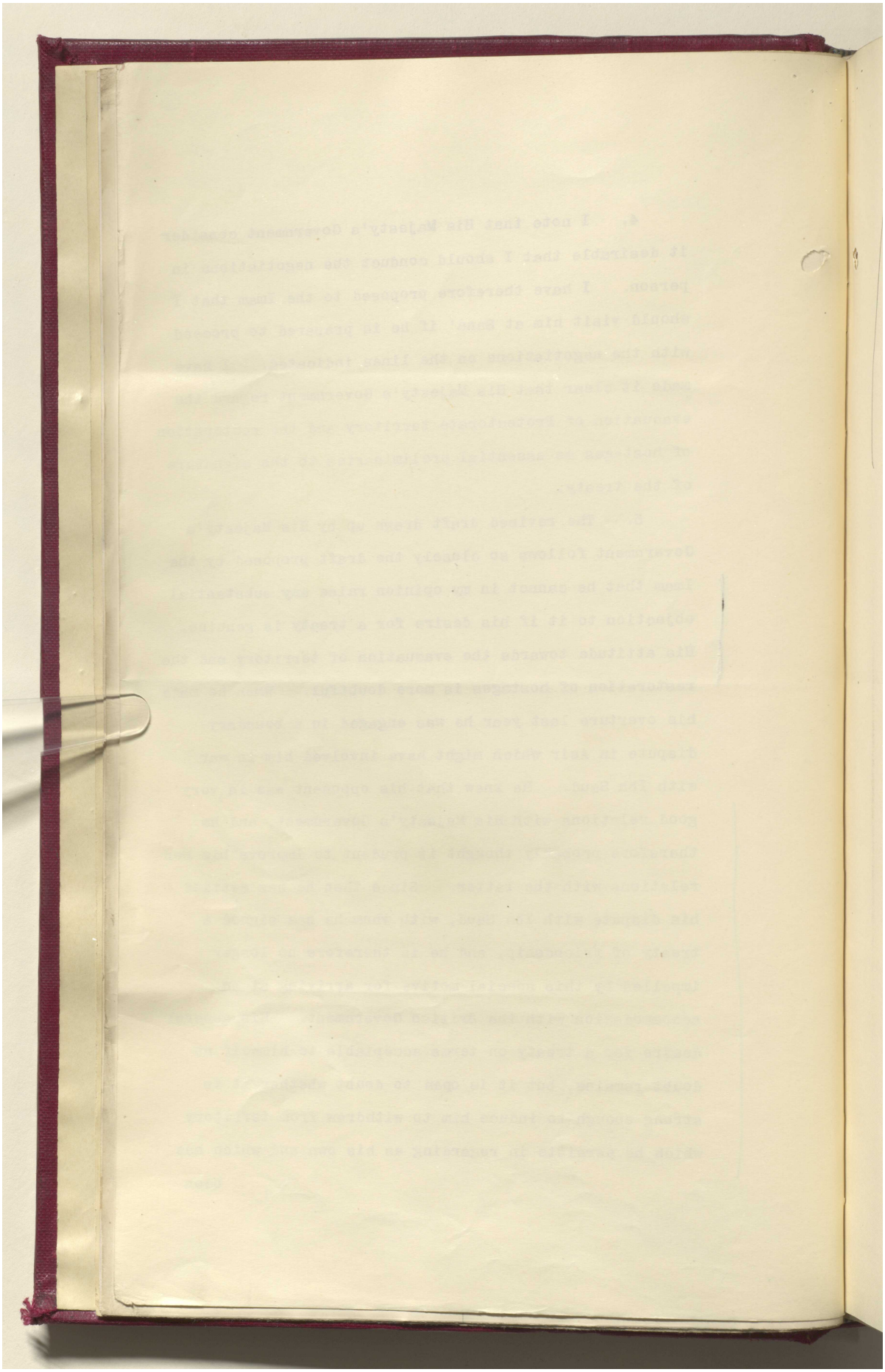

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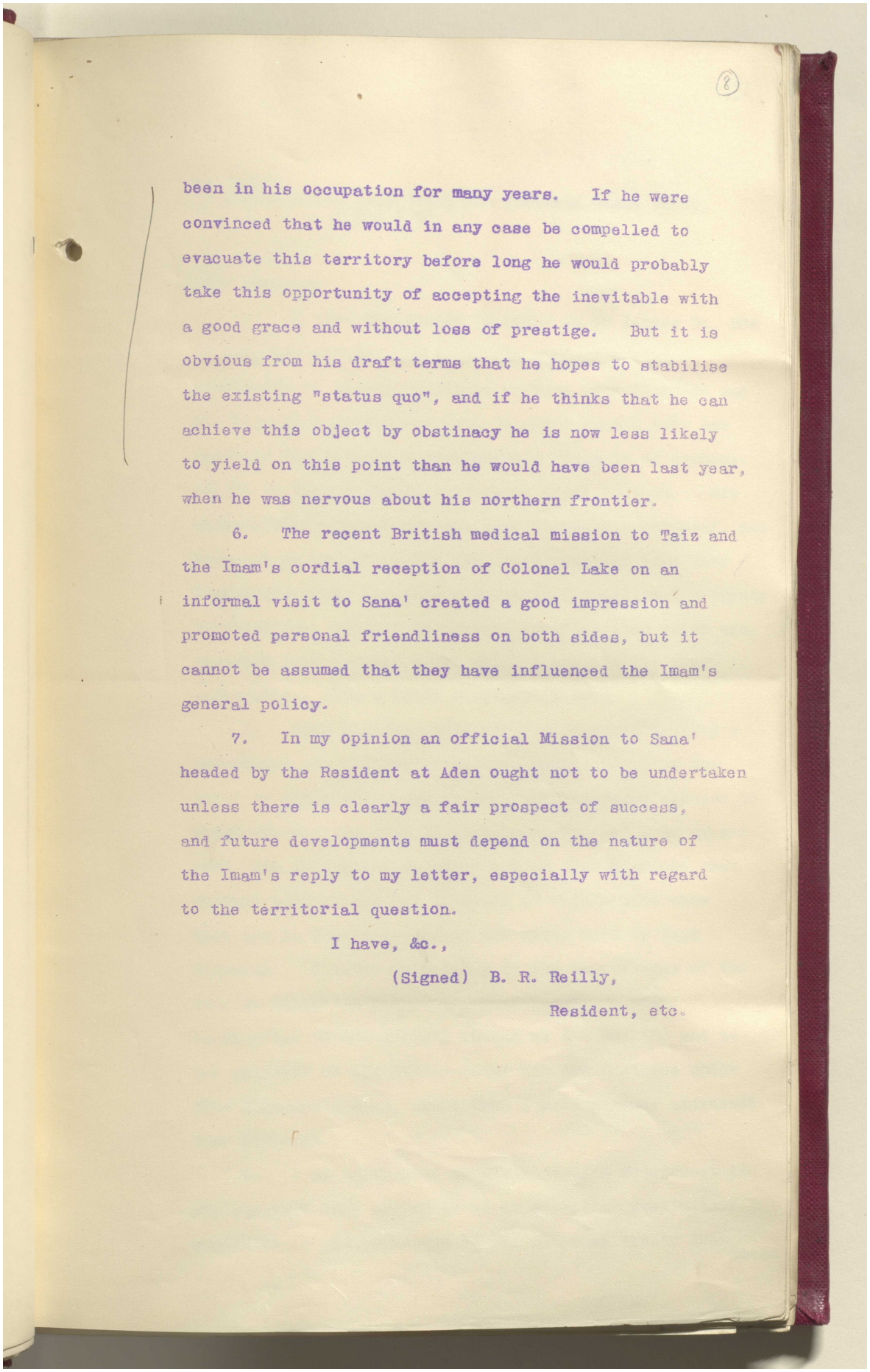

(8)

been in his occupation for many years. If he were convinced that he would in any case be compelled to evacuate this territory before long he would probably take this opportunity of accepting the inevitable with a good grace and without loss of prestige. But it is obvious from his draft terms that he hopes to stabilise the existing "status quo", and if he thinks that he can achieve this object by obstinacy he is now less likely to yield on this point than he would have been last year, when he was nervous about his northern frontier.

6. The recent British medical mission to Taiz and the Imam's cordial reception of Colonel Lake on an informal visit to Sana' created a good impression and promoted personal friendliness on both sides, but it cannot be assumed that they have influenced the Imam's general policy.

7. In my opinion an official Mission to Sana' headed by the Resident at Aden ought not to be undertaken unless there is clearly a fair prospect of success, and future developments must depend on the nature of the Imam's reply to my letter, especially with regard to the territorial question.

I have, &c.,

(Signed) B. R. Reilly,

Resident, etc.

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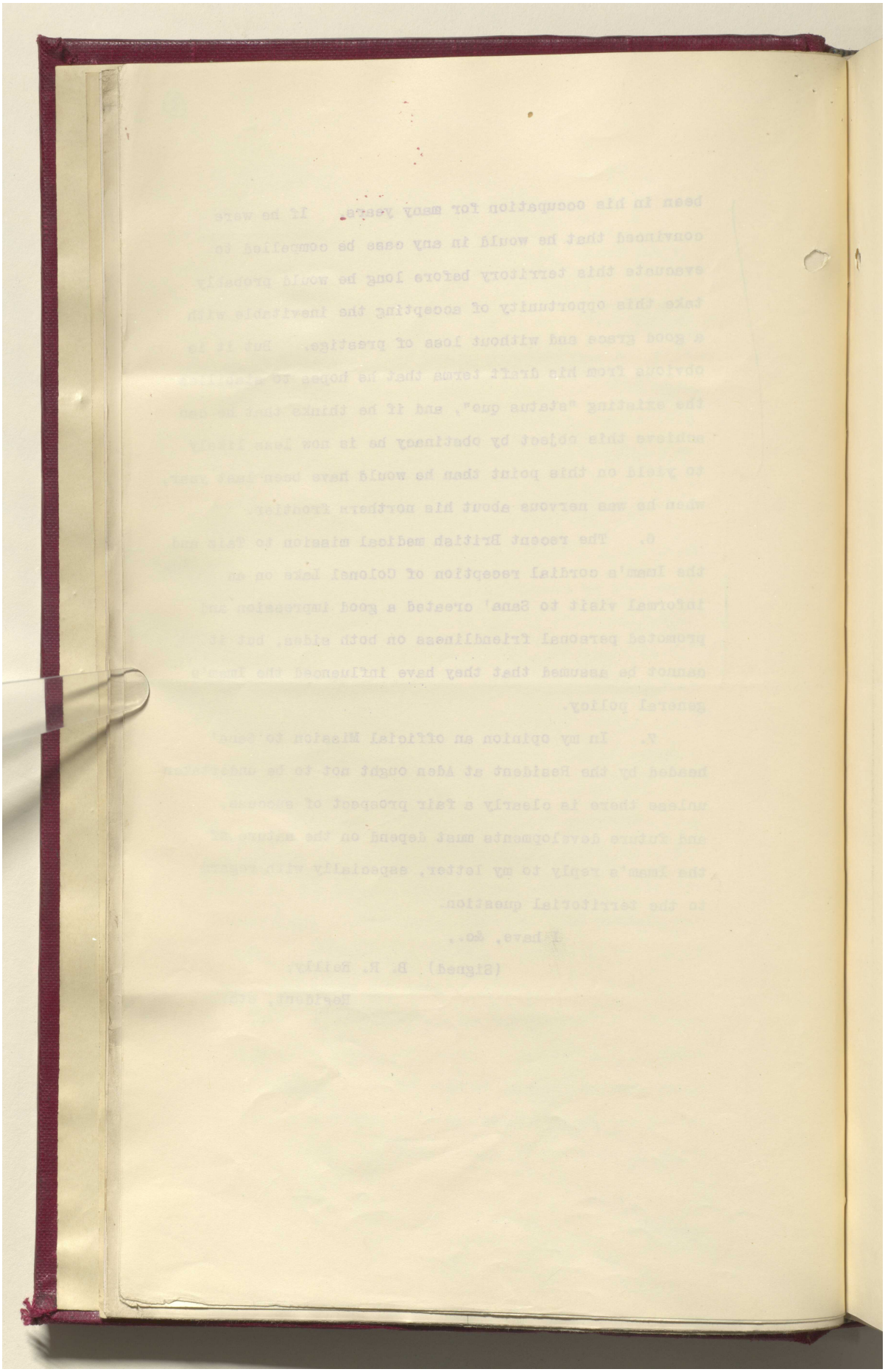

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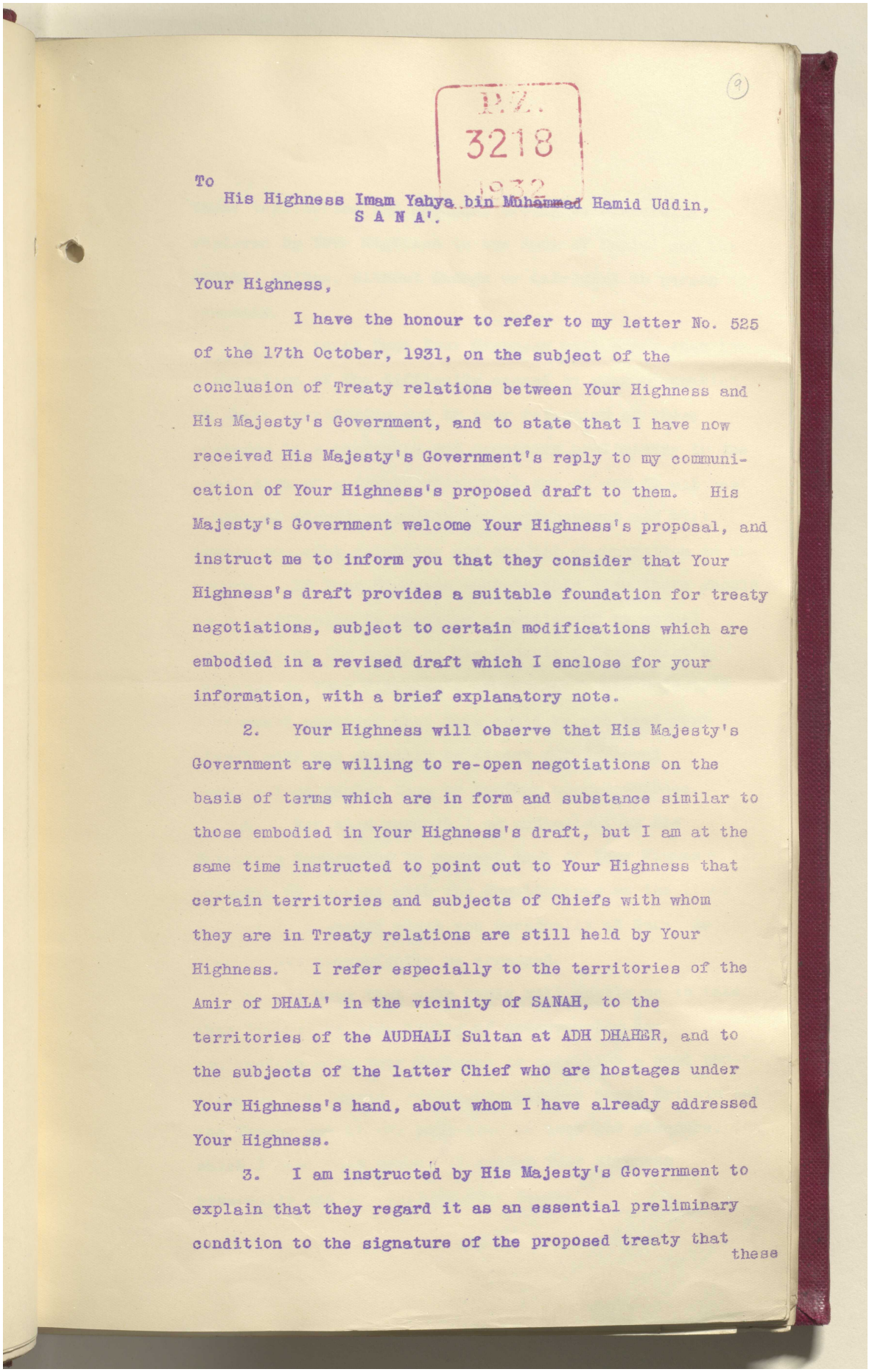

P.Z.
3218
1931

(9)

To
His Highness Imam Yahya bin Muhammed Hamid Uddin,
S A N A'.

Your Highness,

I have the honour to refer to my letter No. 525 of the 17th October, 1931, on the subject of the conclusion of Treaty relations between Your Highness and His Majesty's Government, and to state that I have now received His Majesty's Government's reply to my communication of Your Highness's proposed draft to them. His Majesty's Government welcome Your Highness's proposal, and instruct me to inform you that they consider that Your Highness's draft provides a suitable foundation for treaty negotiations, subject to certain modifications which are embodied in a revised draft which I enclose for your information, with a brief explanatory note.

2. Your Highness will observe that His Majesty's Government are willing to re-open negotiations on the basis of terms which are in form and substance similar to those embodied in Your Highness's draft, but I am at the same time instructed to point out to Your Highness that certain territories and subjects of Chiefs with whom they are in Treaty relations are still held by Your Highness. I refer especially to the territories of the Amir of DHALA' in the vicinity of SANAH, to the territories of the AUDHALI Sultan at ADH DHAHER, and to the subjects of the latter Chief who are hostages under Your Highness's hand, about whom I have already addressed Your Highness.

3. I am instructed by His Majesty's Government to explain that they regard it as an essential preliminary condition to the signature of the proposed treaty that these

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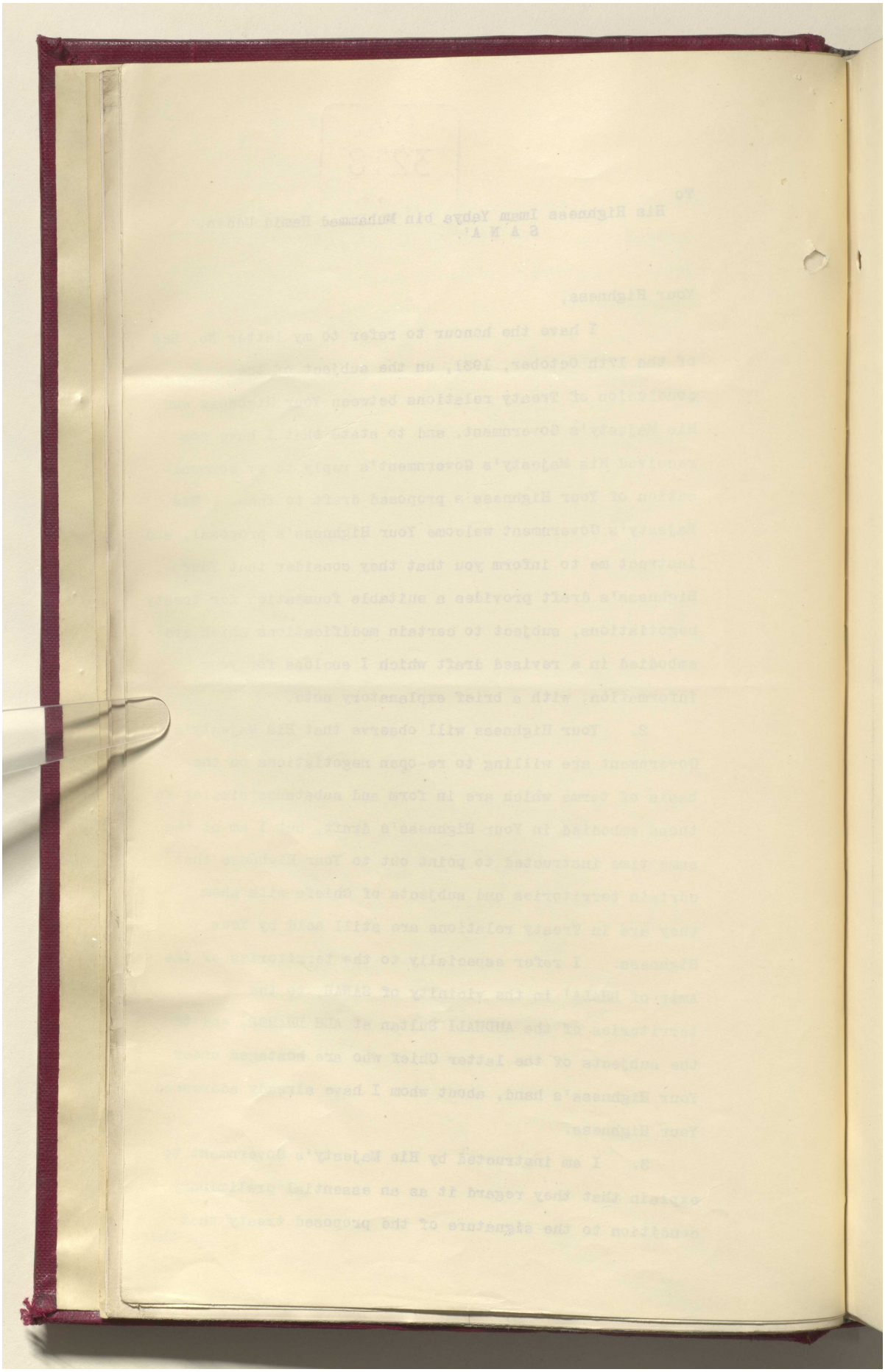

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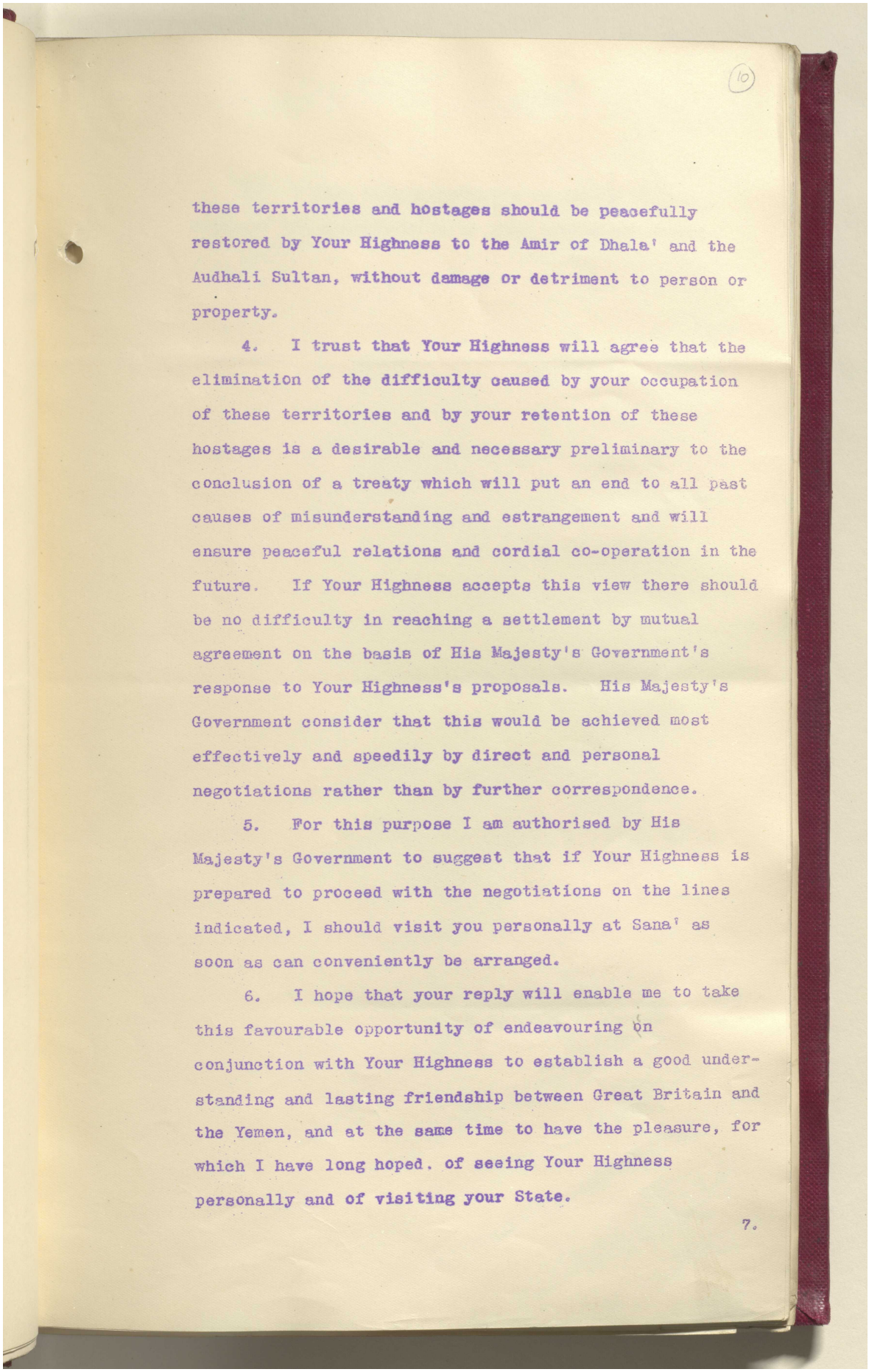

(10)

these territories and hostages should be peacefully restored by Your Highness to the Amir of Dhala' and the Audhali Sultan, without damage or detriment to person or property.

4. I trust that Your Highness will agree that the elimination of the difficulty caused by your occupation of these territories and by your retention of these hostages is a desirable and necessary preliminary to the conclusion of a treaty which will put an end to all past causes of misunderstanding and estrangement and will ensure peaceful relations and cordial co-operation in the future. If Your Highness accepts this view there should be no difficulty in reaching a settlement by mutual agreement on the basis of His Majesty's Government's response to Your Highness's proposals. His Majesty's Government consider that this would be achieved most effectively and speedily by direct and personal negotiations rather than by further correspondence.

5. For this purpose I am authorised by His Majesty's Government to suggest that if Your Highness is prepared to proceed with the negotiations on the lines indicated, I should visit you personally at Sana' as soon as can conveniently be arranged.

6. I hope that your reply will enable me to take this favourable opportunity of endeavouring on conjunction with Your Highness to establish a good understanding and lasting friendship between Great Britain and the Yemen, and at the same time to have the pleasure, for which I have long hoped. of seeing Your Highness personally and of visiting your State.

7.

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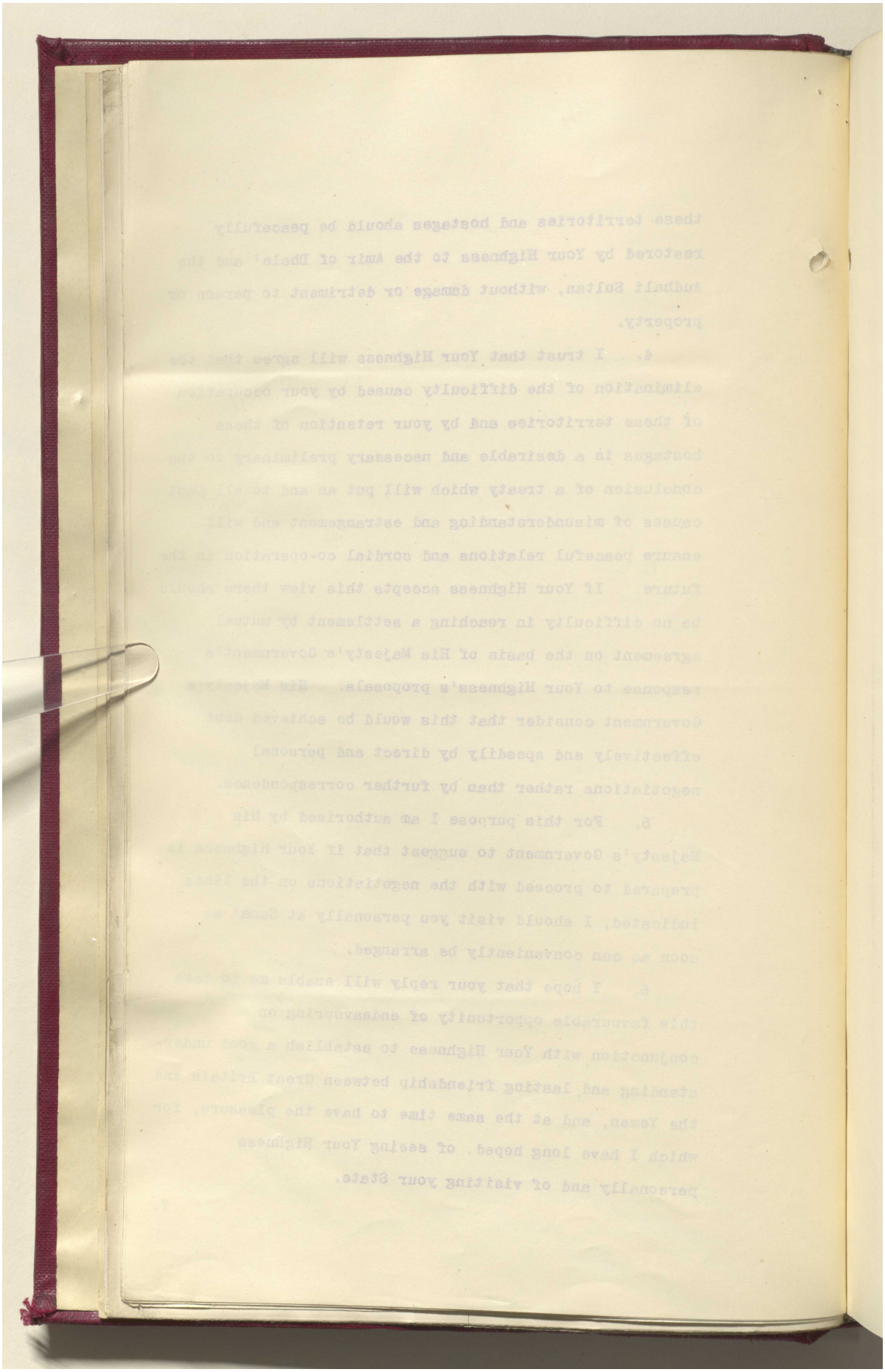

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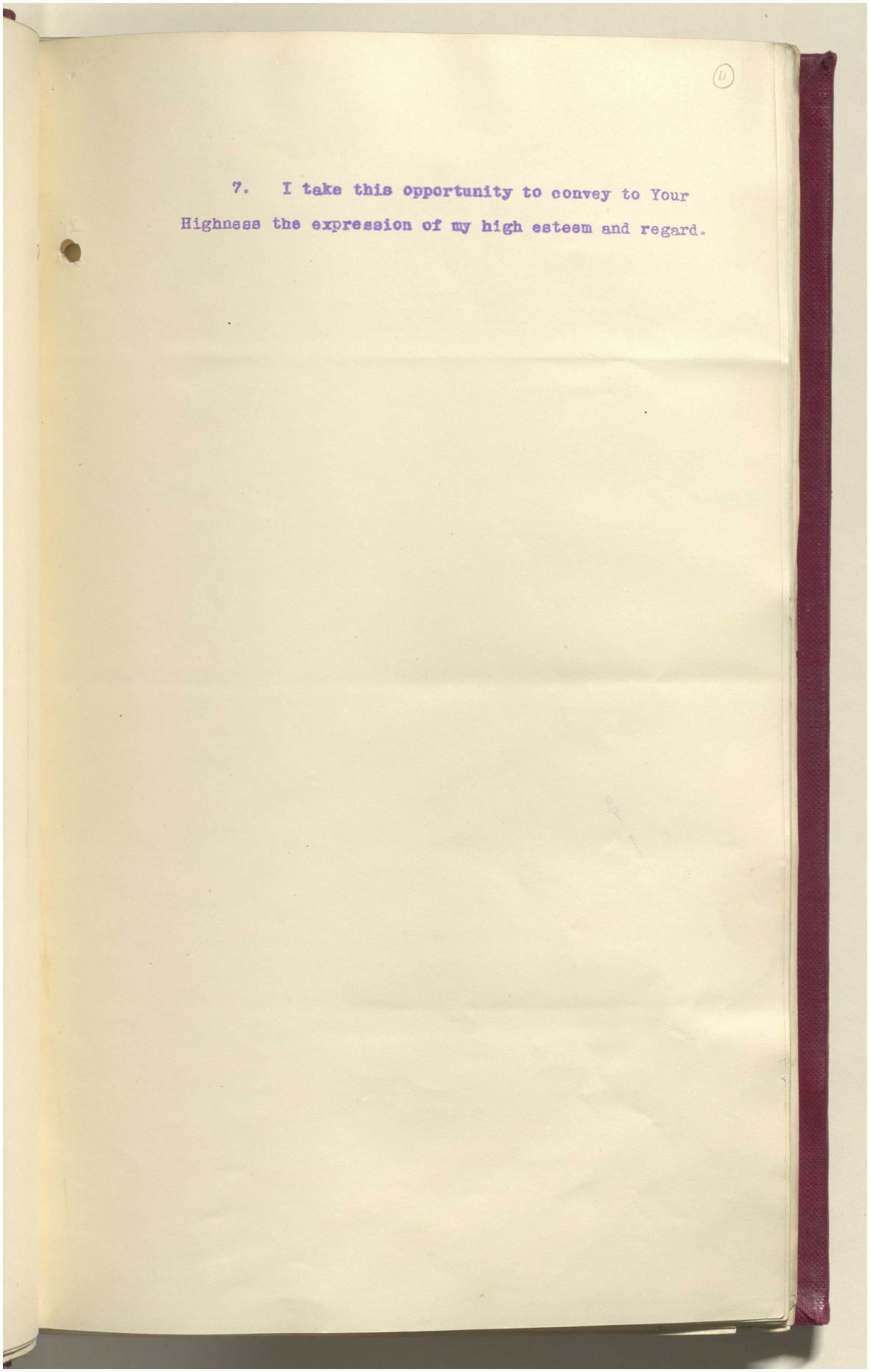

(11)

7. I take this opportunity to convey to Your Highness the expression of my high esteem and regard.

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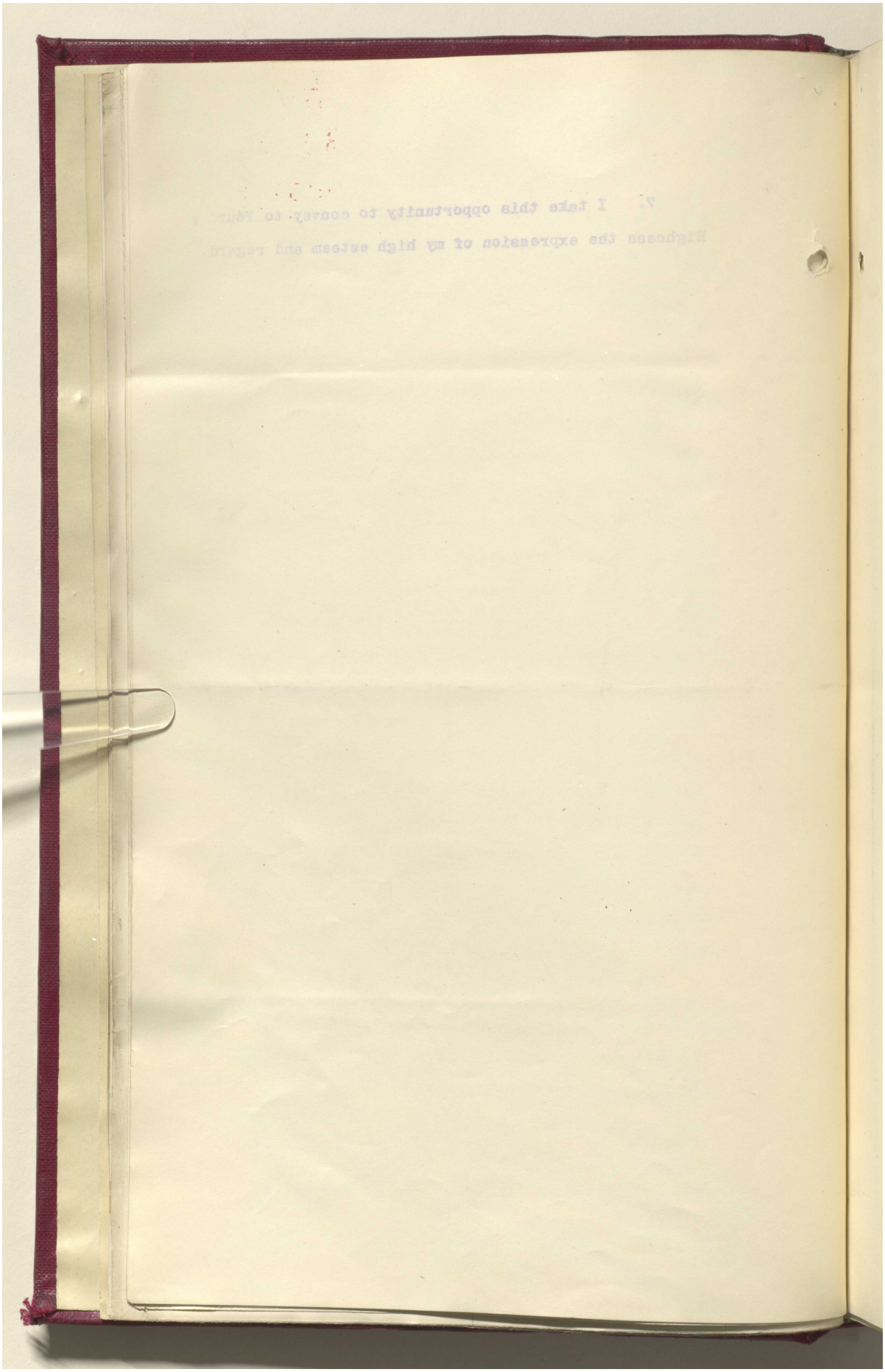

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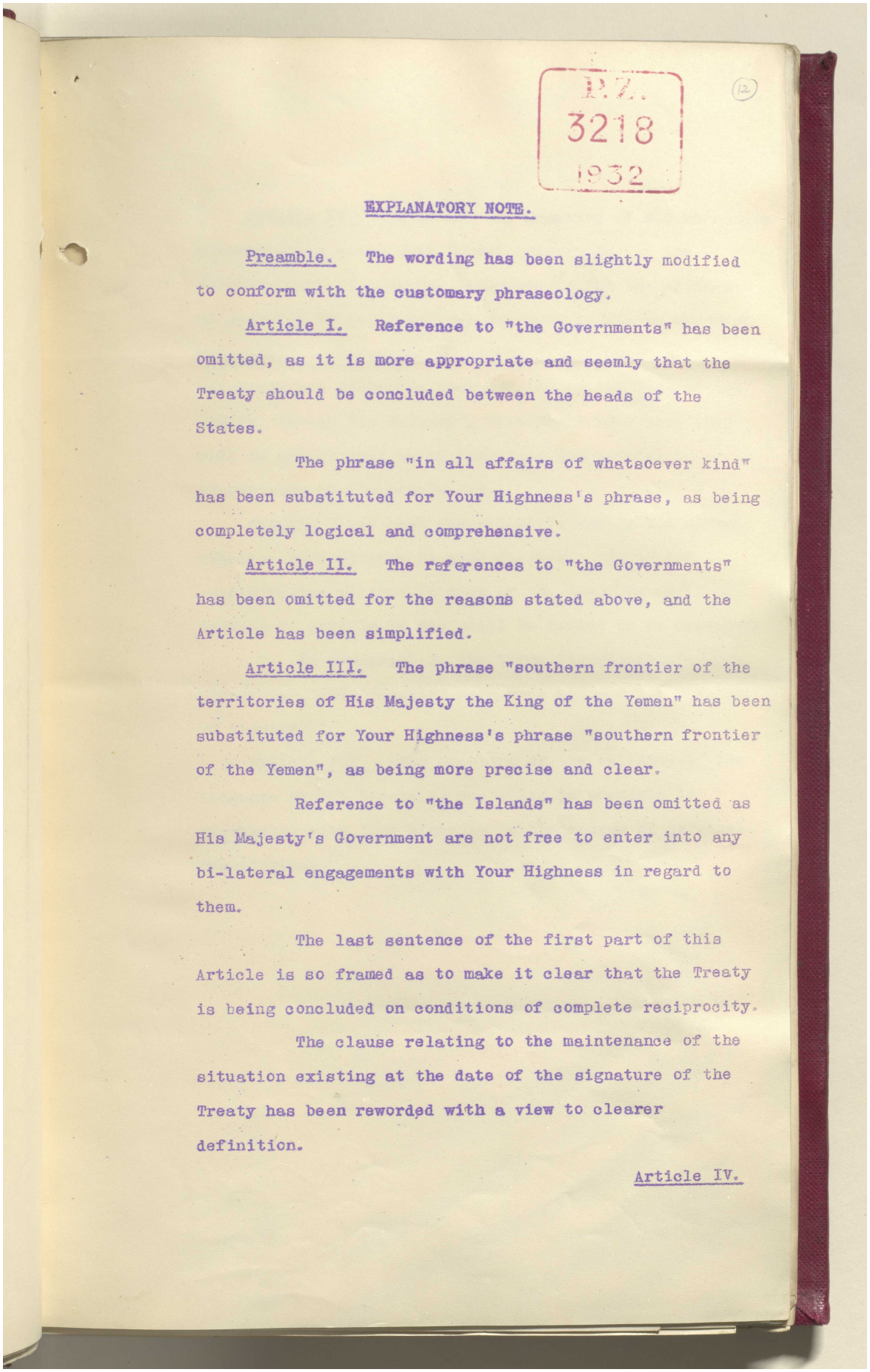

P.Z.
3218
1932

(12)

EXPLANATORY NOTE.

Preamble. The wording has been slightly modified to conform with the customary phraseology.

Article I. Reference to "the Governments" has been omitted, as it is more appropriate and seemly that the Treaty should be concluded between the heads of the States.

The phrase "in all affairs of whatsoever kind" has been substituted for Your Highness's phrase, as being completely logical and comprehensive.

Article II. The references to "the Governments" has been omitted for the reasons stated above, and the Article has been simplified.

Article III. The phrase "southern frontier of the territories of His Majesty the King of the Yemen" has been substituted for Your Highness's phrase "southern frontier of the Yemen", as being more precise and clear.

Reference to "the Islands" has been omitted as His Majesty's Government are not free to enter into any bi-lateral engagements with Your Highness in regard to them.

The last sentence of the first part of this Article is so framed as to make it clear that the Treaty is being concluded on conditions of complete reciprocity.

The clause relating to the maintenance of the situation existing at the date of the signature of the Treaty has been reworded with a view to clearer definition.

Article IV.

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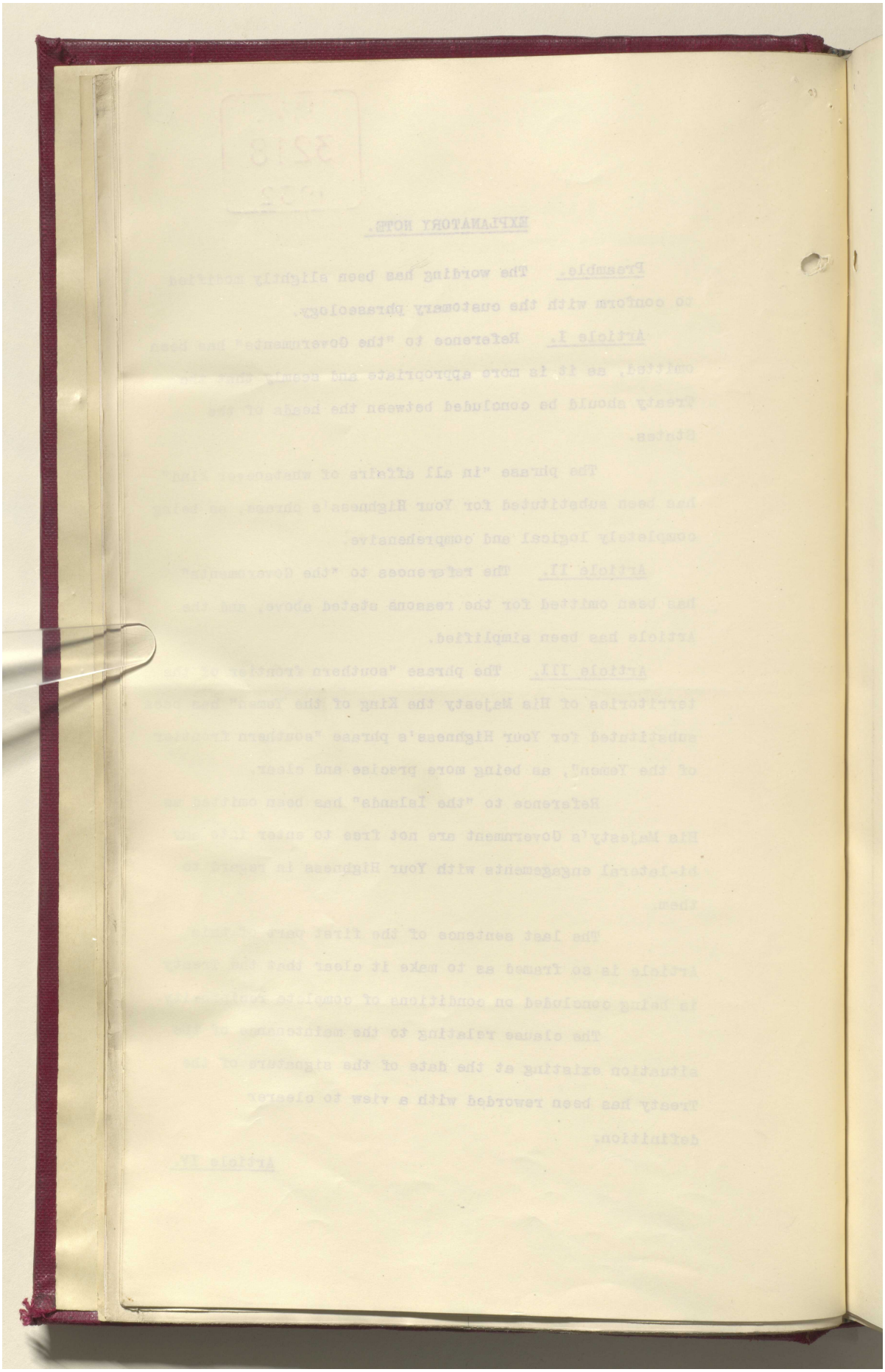

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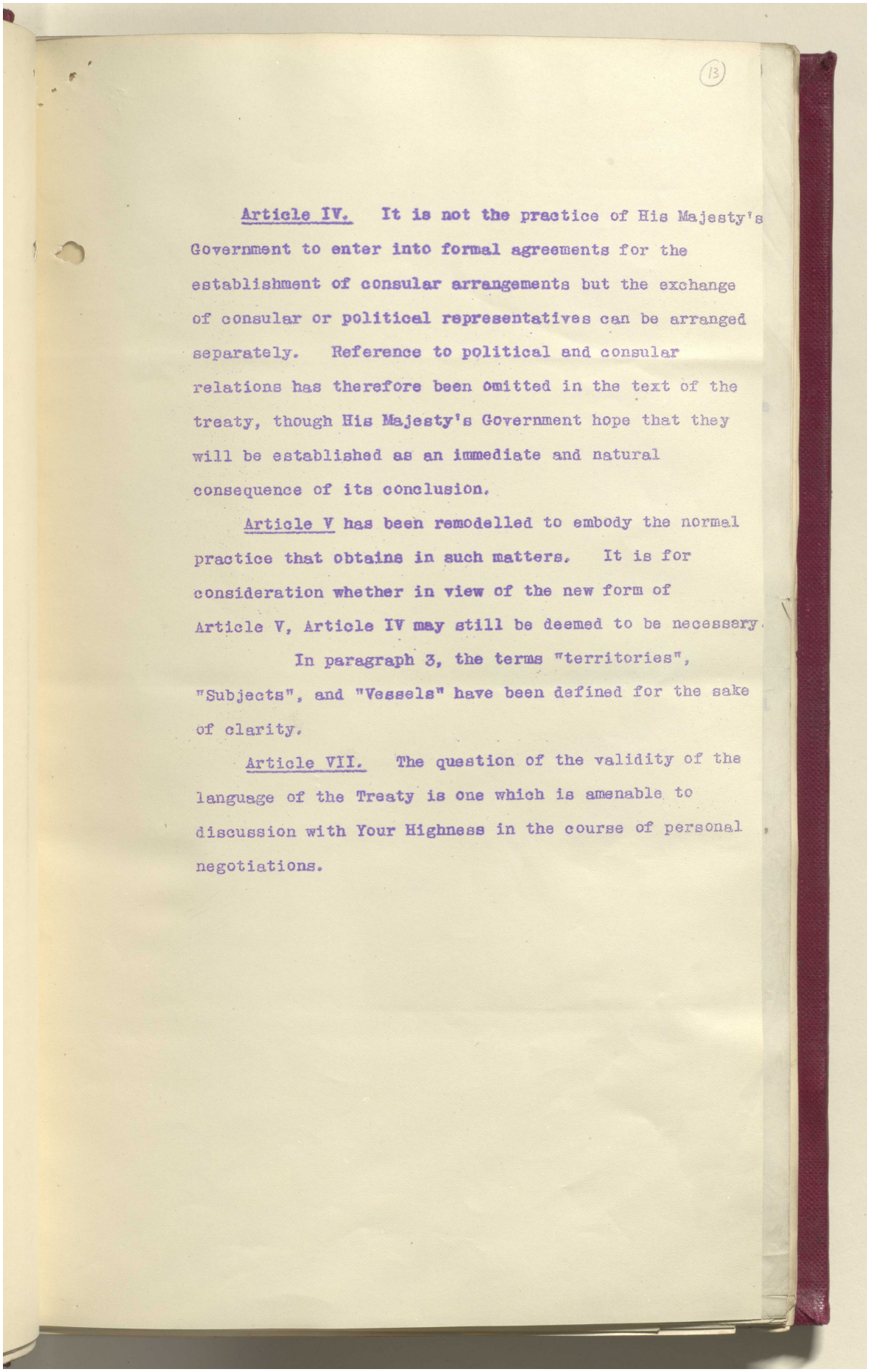

(13)

Article IV. It is not the practice of His Majesty's Government to enter into formal agreements for the establishment of consular arrangements but the exchange of consular or political representatives can be arranged separately. Reference to political and consular relations has therefore been omitted in the text of the treaty, though His Majesty's Government hope that they will be established as an immediate and natural consequence of its conclusion.

Article V has been remodelled to embody the normal practice that obtains in such matters. It is for consideration whether in view of the new form of Article V, Article IV may still be deemed to be necessary.

In paragraph 3, the terms "territories", "Subjects", and "Vessels" have been defined for the sake of clarity.

Article VII. The question of the validity of the language of the Treaty is one which is amenable to discussion with Your Highness in the course of personal negotiations.

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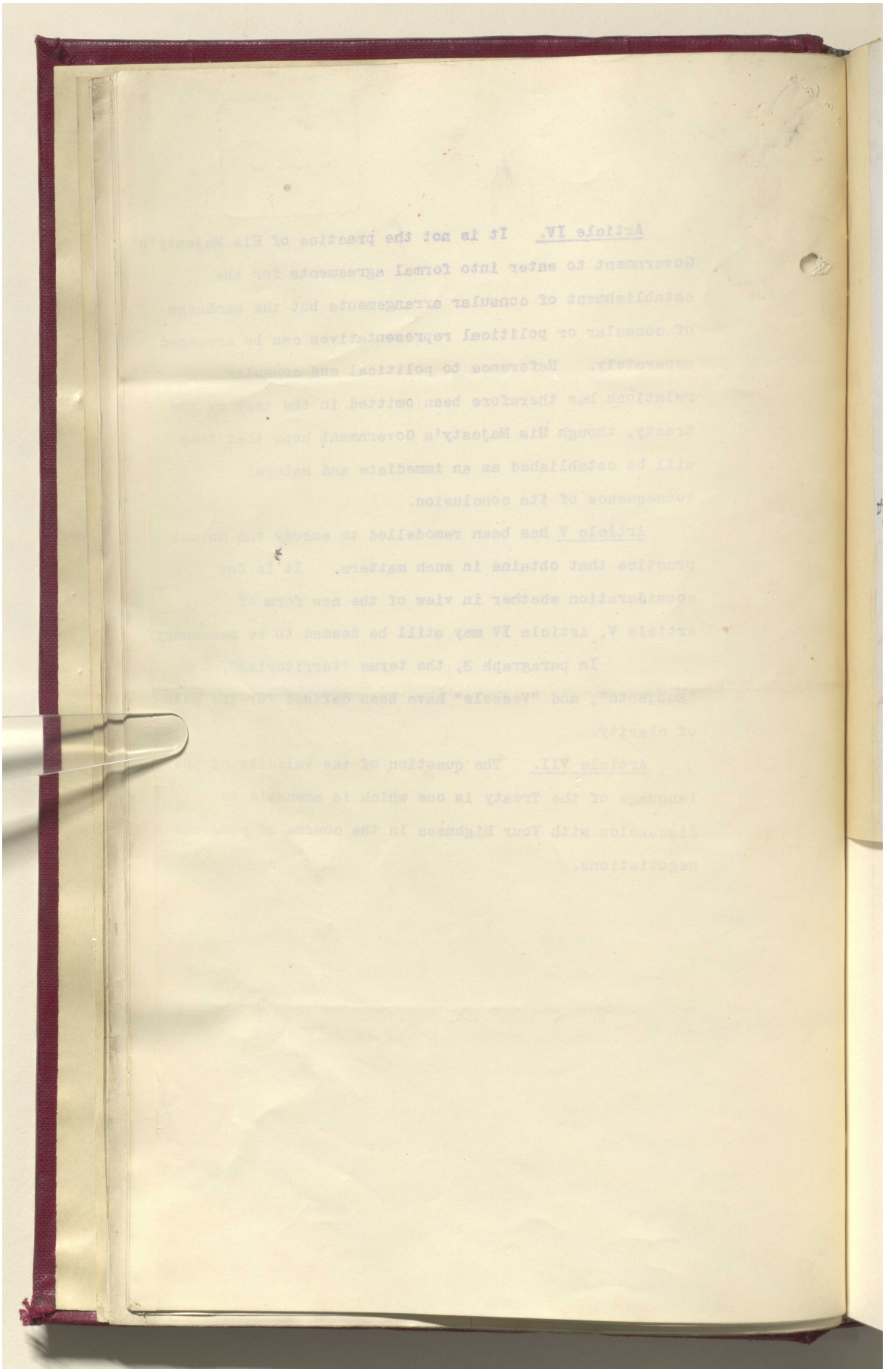

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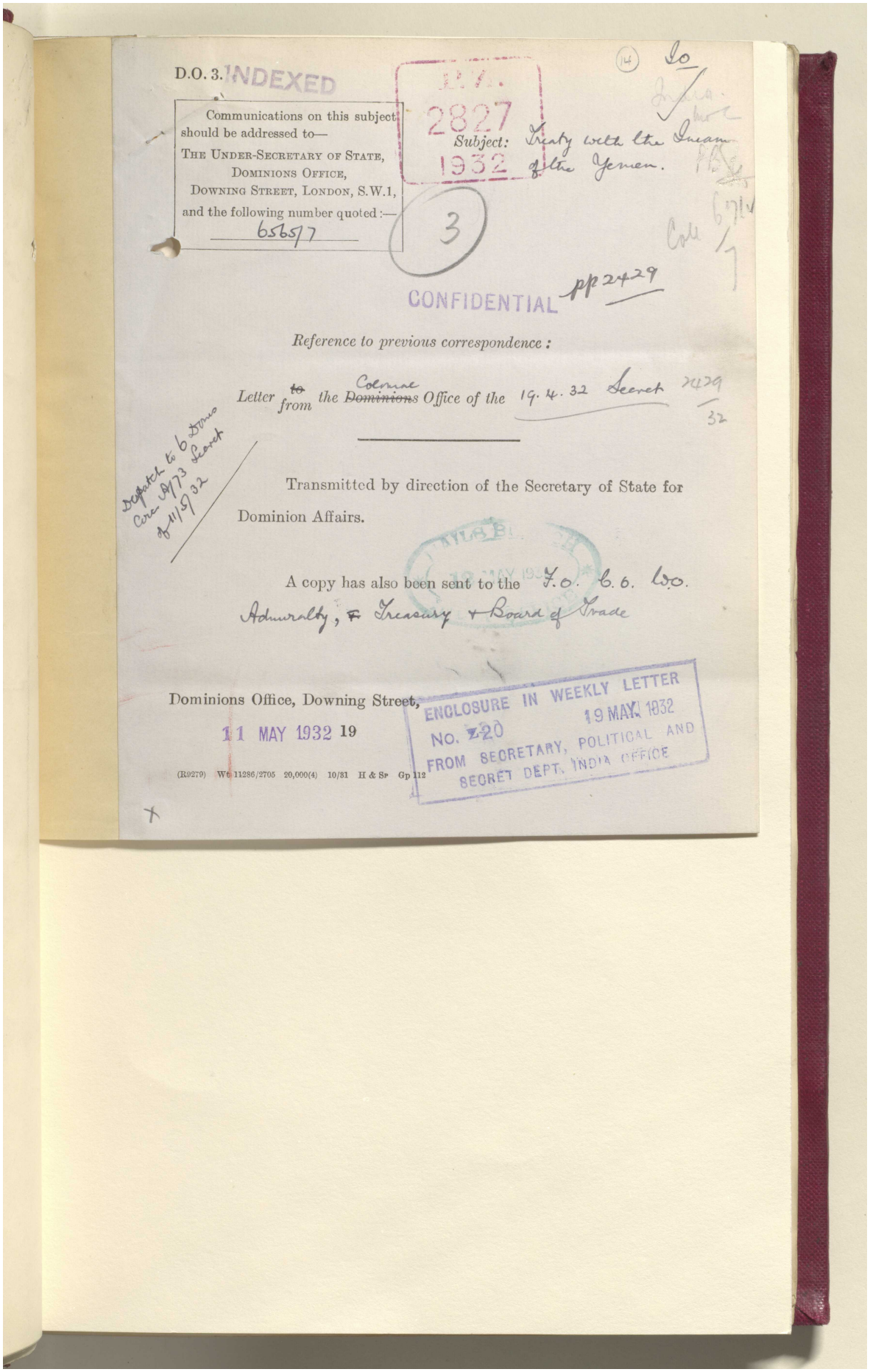

D.O. 3. INDEXED

P.A. 2827 1932

Communications on this subject should be addressed to—
THE UNDER-SECRETARY OF STATE,
DOMINIONS OFFICE,
DOWNING STREET, LONDON, S.W.1,
and the following number quoted:—
6565/7

Subject: Treaty with the Imam of the Yemen.

(14) Io

3

Coll 6/7(1)

CONFIDENTIAL pp 2429

*Reference to previous correspondence:*

Letter ~~to~~ from the ~~Dominions~~ Colonial Office of the 19.4.32 Secret 2429/32

Despatch to 6 Doms Circ A/73 Secret of 11/5/32

Transmitted by direction of the Secretary of State for Dominion Affairs.

A copy has also been sent to the F.O. C.O. W.O. Admiralty, Treasury + Board of Trade

Dominions Office, Downing Street,
11 MAY 1932 19

ENCLOSURE IN WEEKLY LETTER
No. Z20 19 MAY 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

(R9279) Wt 11286/2705 20,000(4) 10/31 H & Sp Gp 112

X

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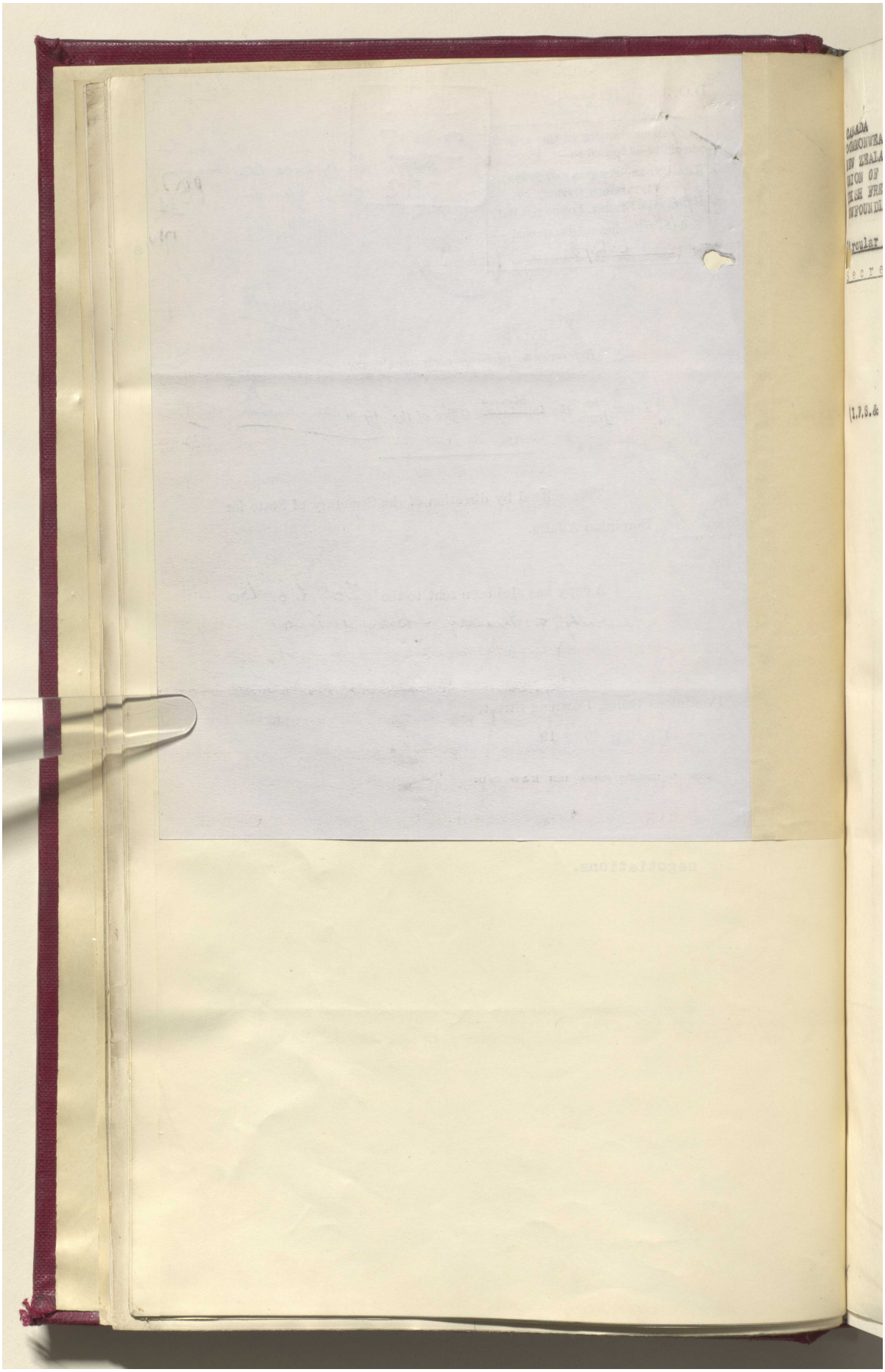

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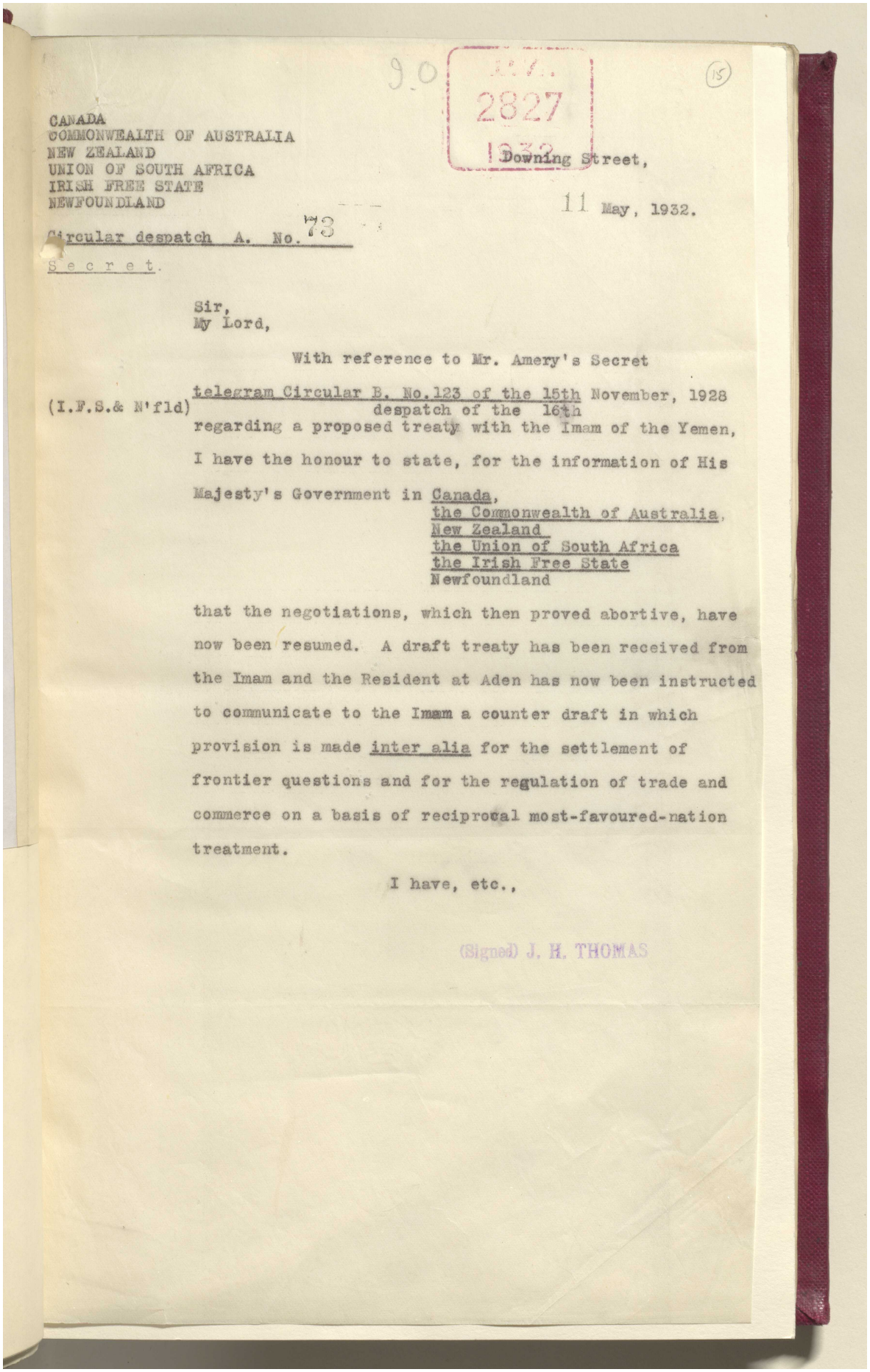

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I.V.
2827
1932

(15)

CANADA
COMMONWEALTH OF AUSTRALIA
NEW ZEALAND
UNION OF SOUTH AFRICA
IRISH FREE STATE
NEWFOUNDLAND

Downing Street,

11 May, 1932.

Circular despatch A. No. 73

Secret.

Sir,
My Lord,

With reference to Mr. Amery's Secret telegram Circular B. No.123 of the 15th November, 1928 (I.F.S.& N'fld) despatch of the 16th regarding a proposed treaty with the Imam of the Yemen, I have the honour to state, for the information of His Majesty's Government in Canada, the Commonwealth of Australia, New Zealand the Union of South Africa the Irish Free State Newfoundland that the negotiations, which then proved abortive, have now been resumed. A draft treaty has been received from the Imam and the Resident at Aden has now been instructed to communicate to the Imam a counter draft in which provision is made inter alia for the settlement of frontier questions and for the regulation of trade and commerce on a basis of reciprocal most-favoured-nation treatment.

I have, etc.,

(Signed) J. H. THOMAS

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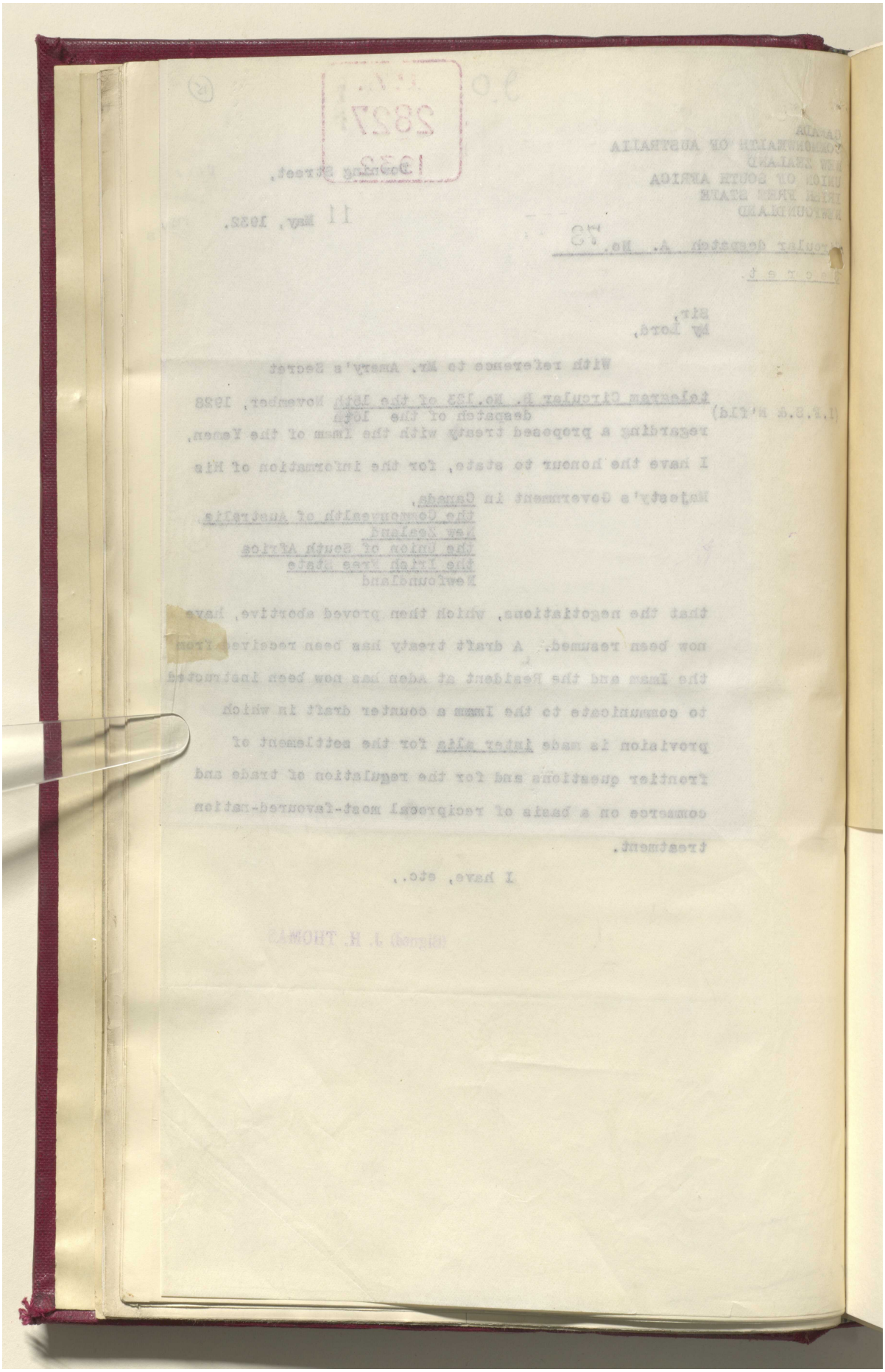

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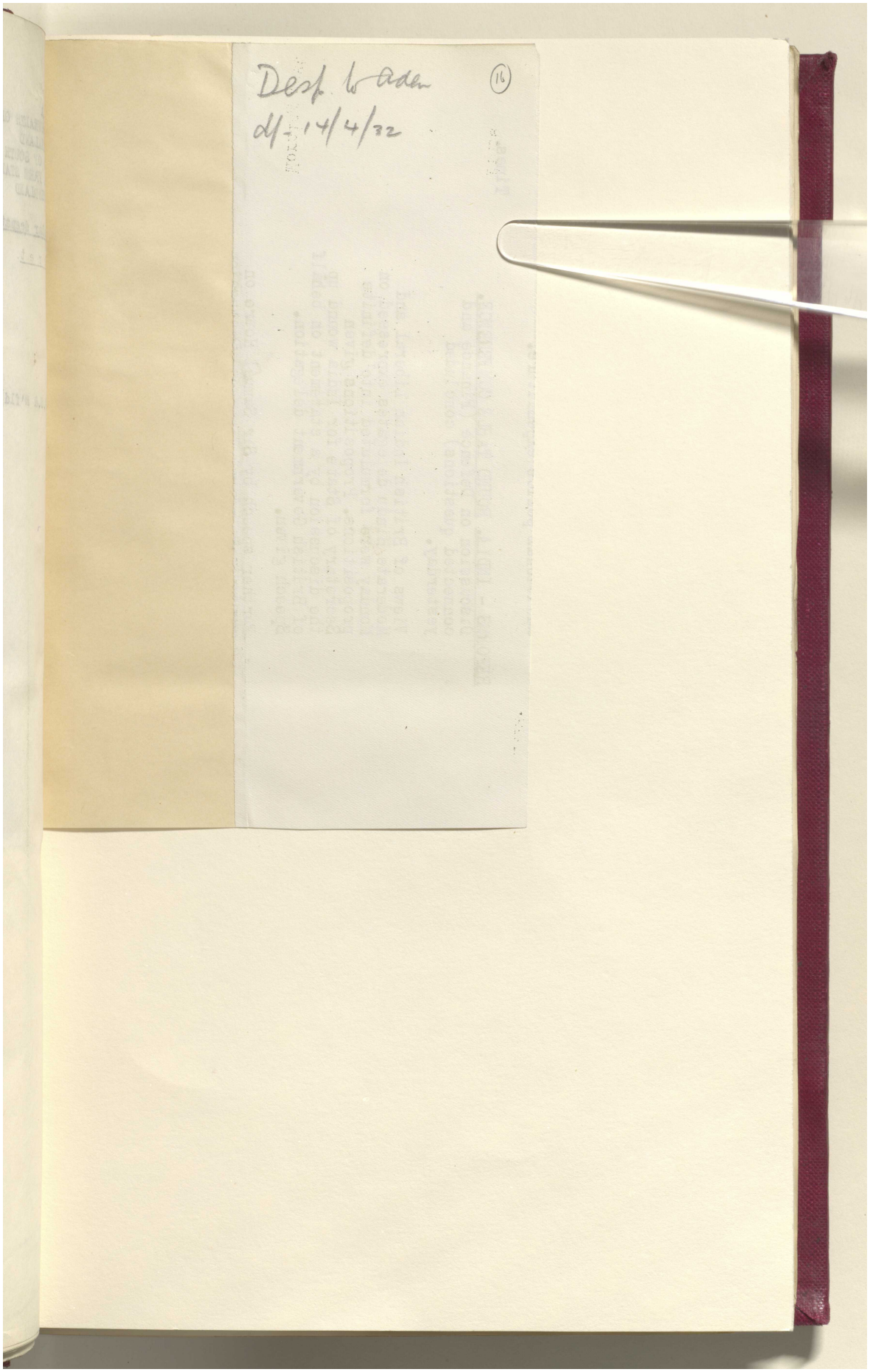


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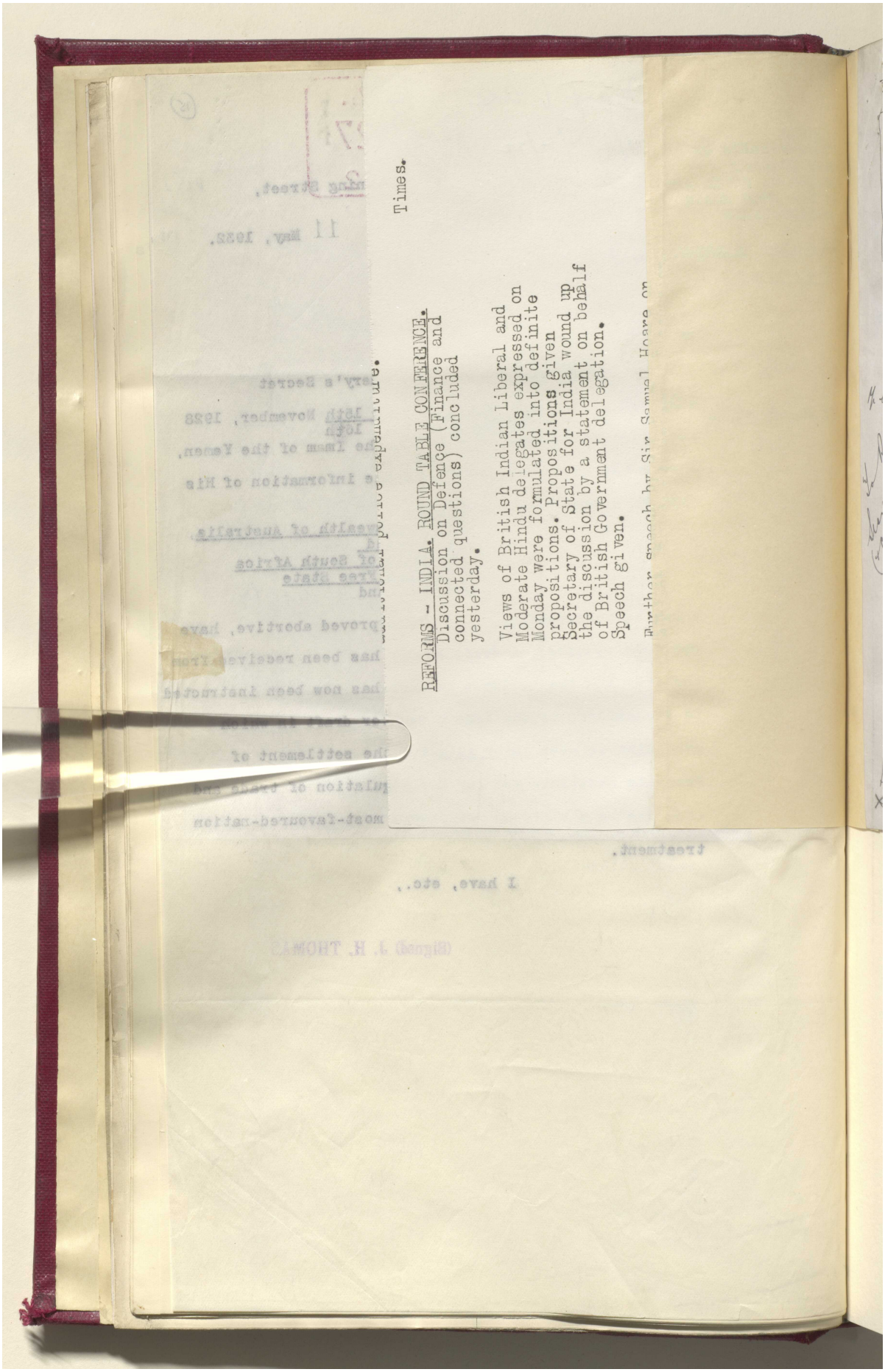

Times.

REFORMS - INDIA. ROUND TABLE CONFERENCE.
Discussion on Defence (Finance and connected questions) concluded yesterday.

Views of British Indian Liberal and Moderate Hindu delegates expressed on Monday were formulated into definite propositions. Propositions given Secretary of State for India wound up the discussion by a statement on behalf of British Government delegation.
Speech given.

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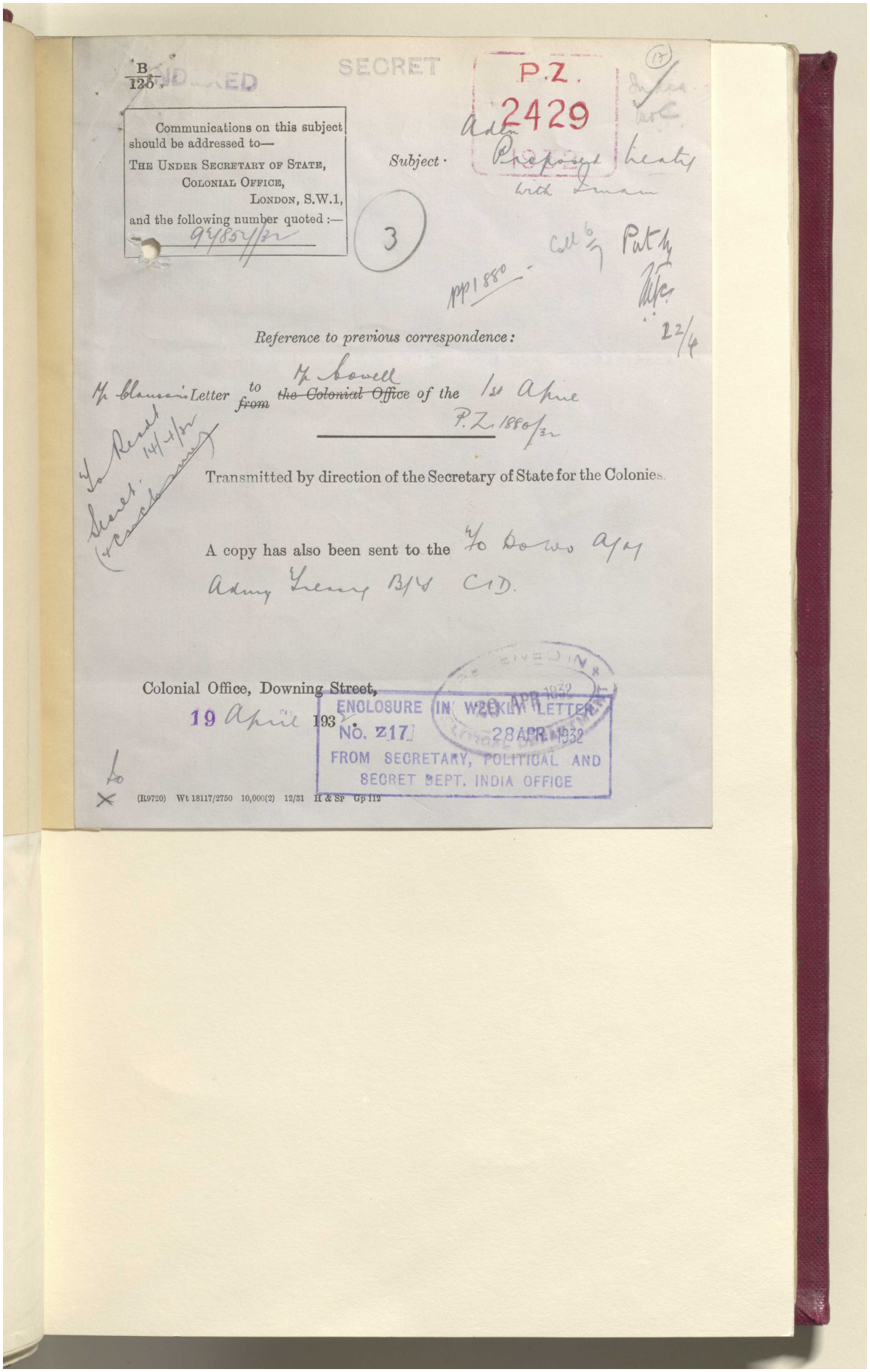

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SECRET

P.Z.
2429

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
94854/32

Subject: Adm Proposed treaty with Imam

3

Coll 6/7 Put by

PP 1880

22/4

*Reference to previous correspondence:*

Mr Clauson's Letter to ~~from~~ Mr Lowell ~~the Colonial Office~~ of the 1st April P.Z. 1880/32

To Resdt Secret. 14/4/32 (+ enclosure)

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the To Do Wo A/M Admy Treasy B/S C.I.D.

Colonial Office, Downing Street,
19 April 1932

ENCLOSURE IN WEEKLY LETTER
No. Z17
28 APR 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

RECEIVED IN
28 APR 1932
POLITICAL DEPARTMENT

(R9720) Wt 18117/2750 10,000(2) 12/31 H & SP Gp 112

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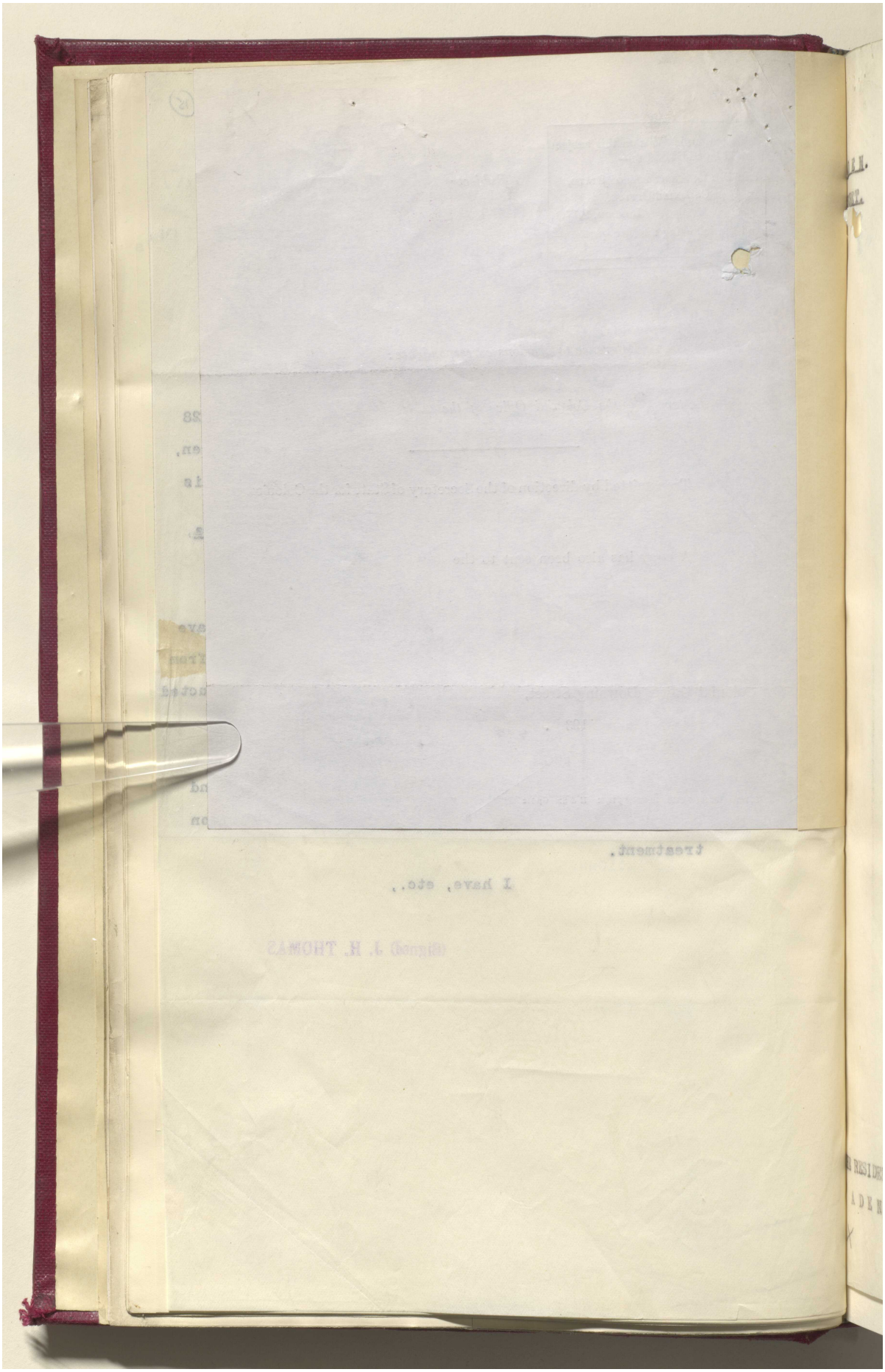

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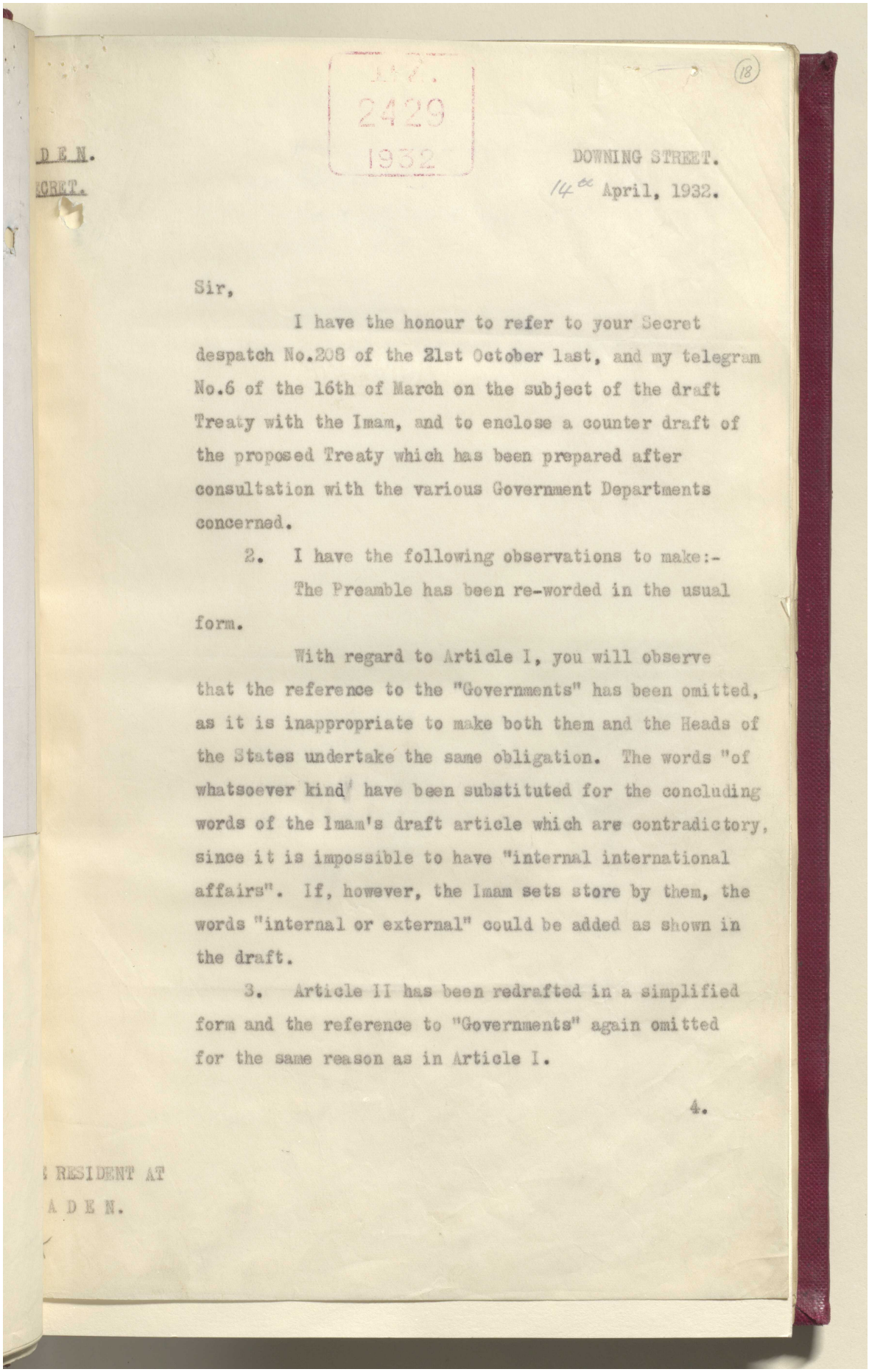

I.O.
2429
1932

(18)

D E N.
CRET.

DOWNING STREET.
14th April, 1932.

Sir,

I have the honour to refer to your Secret despatch No.208 of the 21st October last, and my telegram No.6 of the 16th of March on the subject of the draft Treaty with the Imam, and to enclose a counter draft of the proposed Treaty which has been prepared after consultation with the various Government Departments concerned.

2. I have the following observations to make:-

The Preamble has been re-worded in the usual form.

With regard to Article I, you will observe that the reference to the "Governments" has been omitted, as it is inappropriate to make both them and the Heads of the States undertake the same obligation. The words "of whatsoever kind" have been substituted for the concluding words of the Imam's draft article which are contradictory, since it is impossible to have "internal international affairs". If, however, the Imam sets store by them, the words "internal or external" could be added as shown in the draft.

3. Article II has been redrafted in a simplified form and the reference to "Governments" again omitted for the same reason as in Article I.

4.

RESIDENT AT
A D E N.

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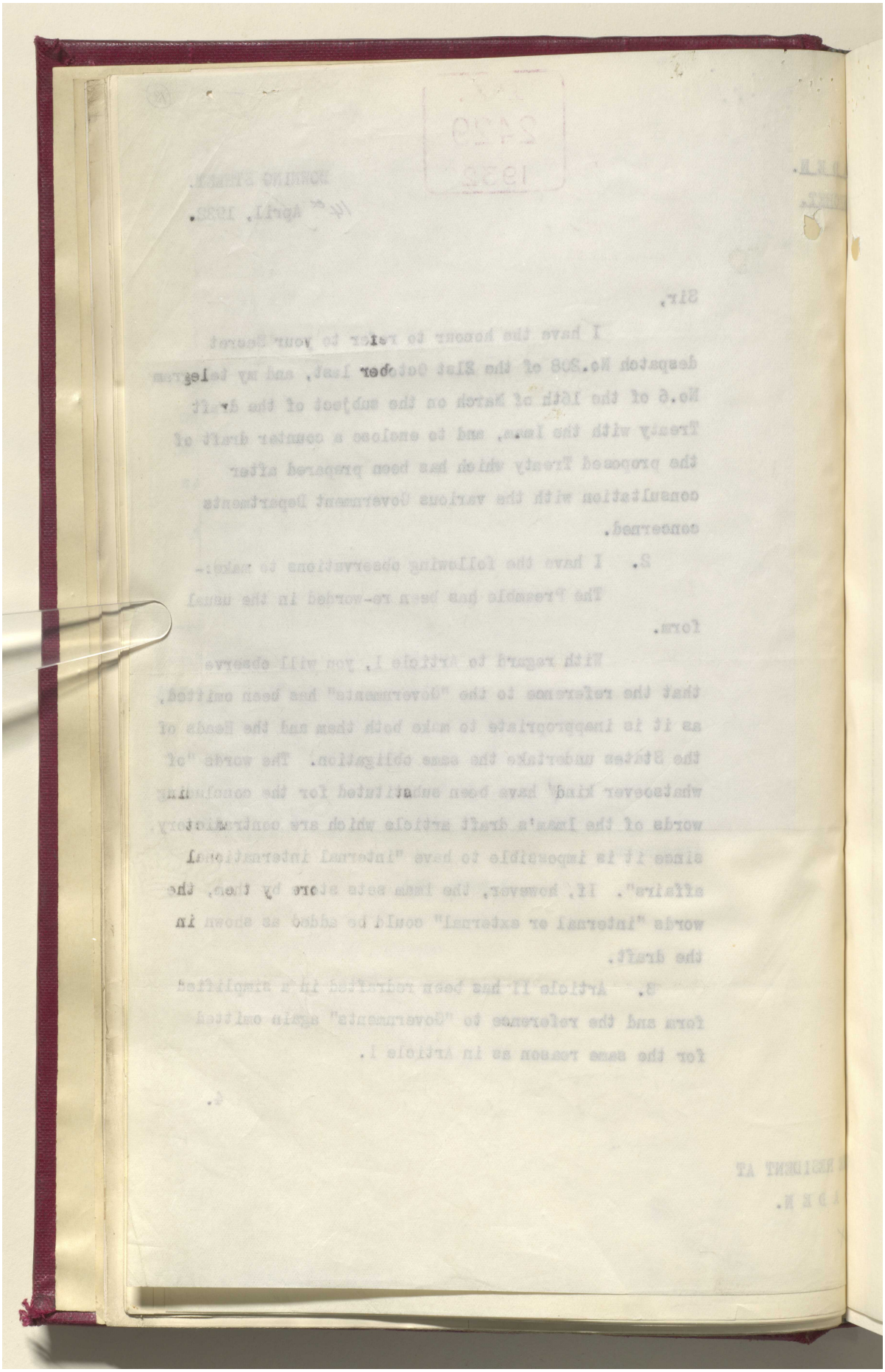

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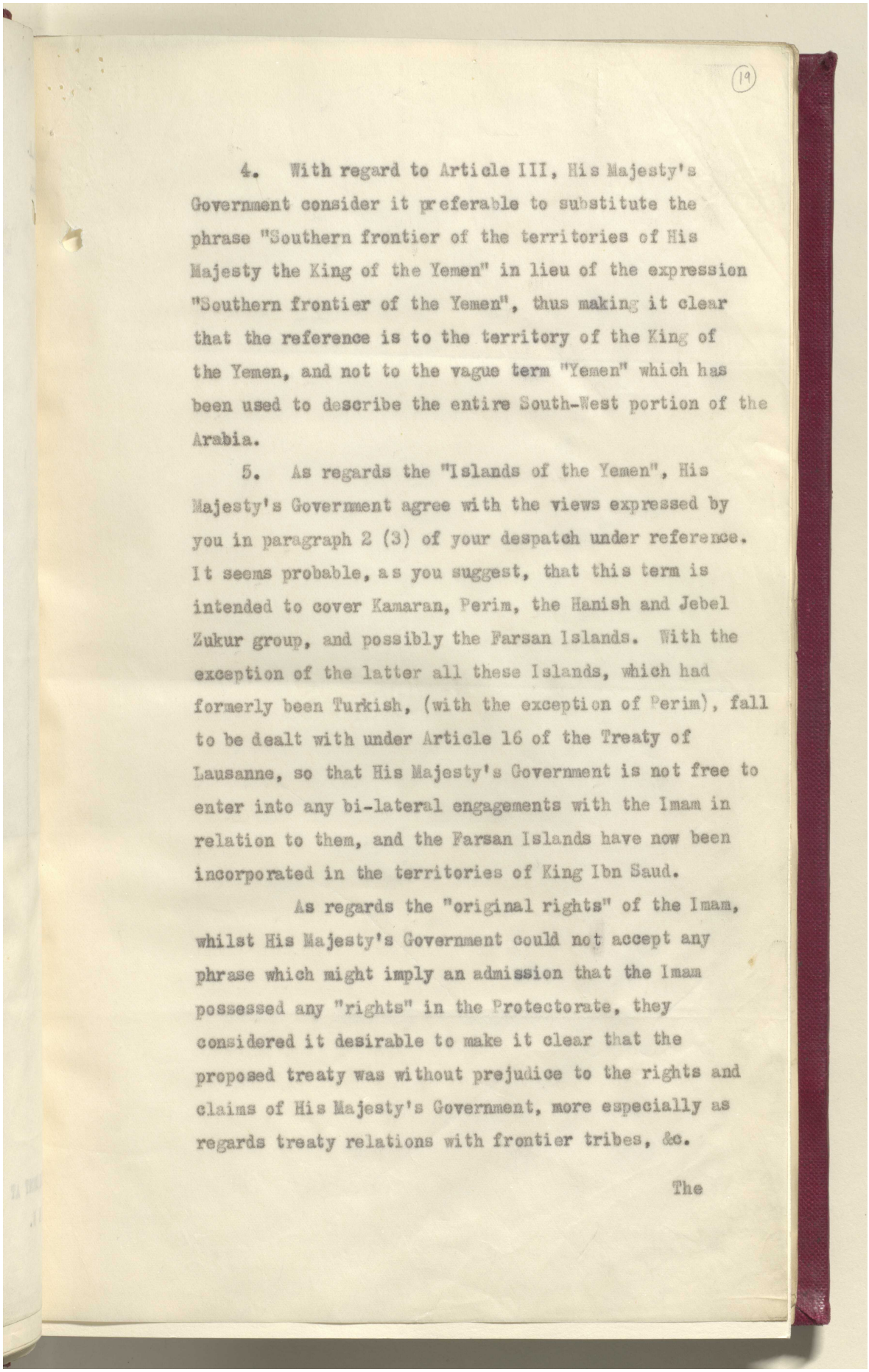

(19)

4. With regard to Article III, His Majesty's Government consider it preferable to substitute the phrase "Southern frontier of the territories of His Majesty the King of the Yemen" in lieu of the expression "Southern frontier of the Yemen", thus making it clear that the reference is to the territory of the King of the Yemen, and not to the vague term "Yemen" which has been used to describe the entire South-West portion of the Arabia.

5. As regards the "Islands of the Yemen", His Majesty's Government agree with the views expressed by you in paragraph 2 (3) of your despatch under reference. It seems probable, as you suggest, that this term is intended to cover Kamaran, Perim, the Hanish and Jebel Zukur group, and possibly the Farsan Islands. With the exception of the latter all these Islands, which had formerly been Turkish, (with the exception of Perim), fall to be dealt with under Article 16 of the Treaty of Lausanne, so that His Majesty's Government is not free to enter into any bi-lateral engagements with the Imam in relation to them, and the Farsan Islands have now been incorporated in the territories of King Ibn Saud.

As regards the "original rights" of the Imam, whilst His Majesty's Government could not accept any phrase which might imply an admission that the Imam possessed any "rights" in the Protectorate, they considered it desirable to make it clear that the proposed treaty was without prejudice to the rights and claims of His Majesty's Government, more especially as regards treaty relations with frontier tribes, &c.

The

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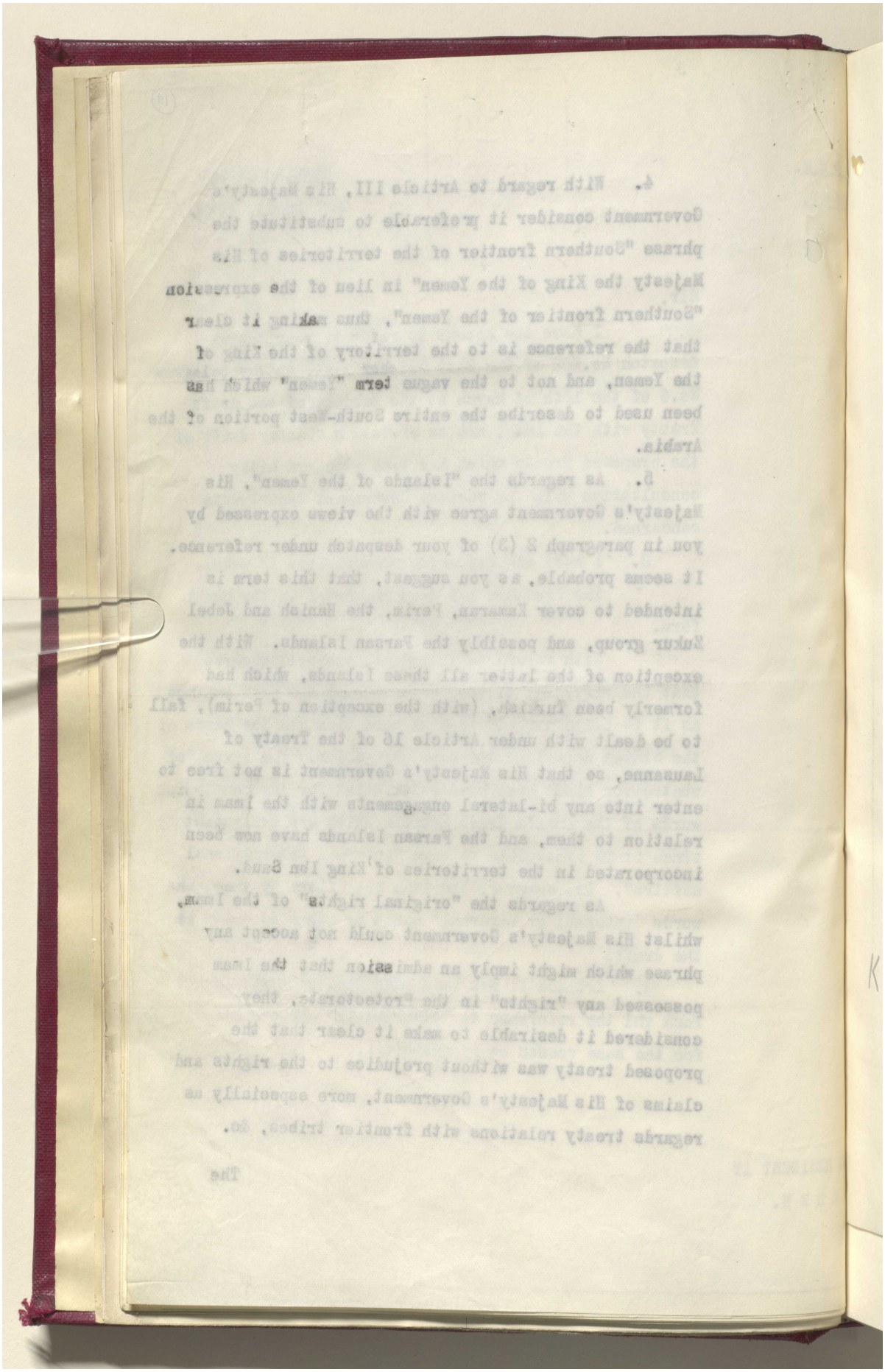

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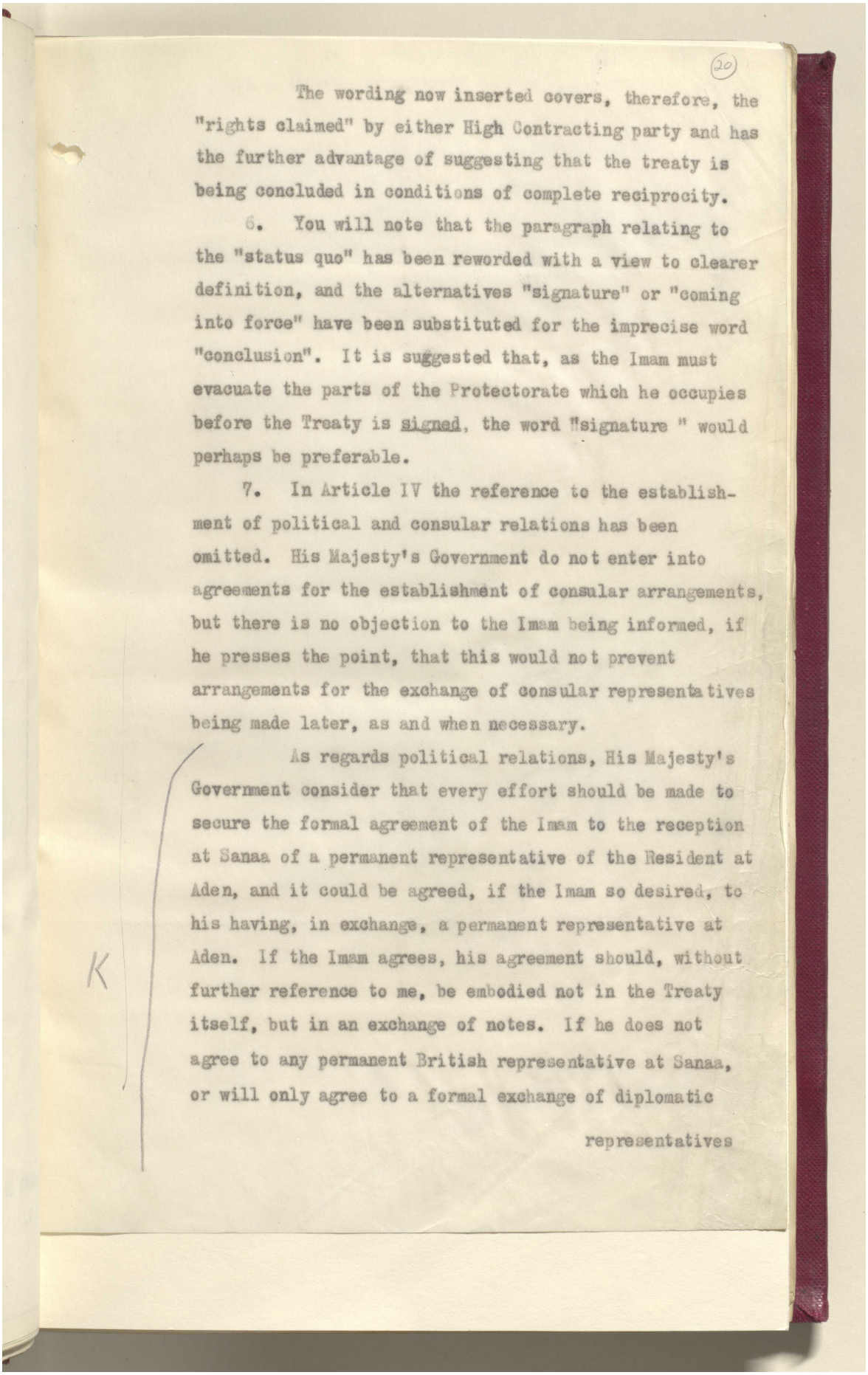

(20)

The wording now inserted covers, therefore, the "rights claimed" by either High Contracting party and has the further advantage of suggesting that the treaty is being concluded in conditions of complete reciprocity.

6. You will note that the paragraph relating to the "status quo" has been reworded with a view to clearer definition, and the alternatives "signature" or "coming into force" have been substituted for the imprecise word "conclusion". It is suggested that, as the Imam must evacuate the parts of the Protectorate which he occupies before the Treaty is signed, the word "signature " would perhaps be preferable.

7. In Article IV the reference to the establishment of political and consular relations has been omitted. His Majesty's Government do not enter into agreements for the establishment of consular arrangements, but there is no objection to the Imam being informed, if he presses the point, that this would not prevent arrangements for the exchange of consular representatives being made later, as and when necessary.

As regards political relations, His Majesty's Government consider that every effort should be made to secure the formal agreement of the Imam to the reception at Sanaa of a permanent representative of the Resident at Aden, and it could be agreed, if the Imam so desired, to his having, in exchange, a permanent representative at Aden. If the Imam agrees, his agreement should, without further reference to me, be embodied not in the Treaty itself, but in an exchange of notes. If he does not agree to any permanent British representative at Sanaa, or will only agree to a formal exchange of diplomatic

representatives

K

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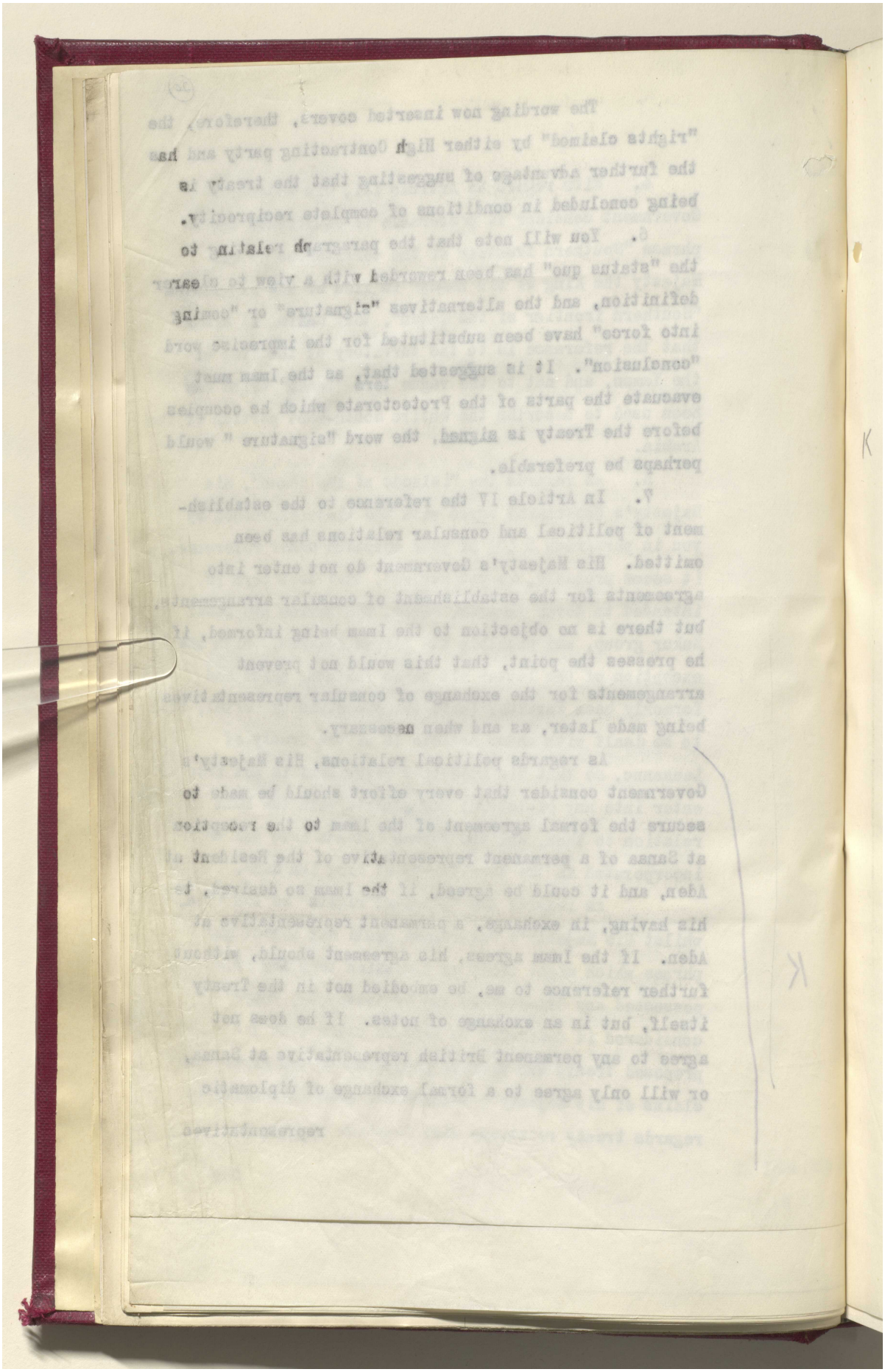

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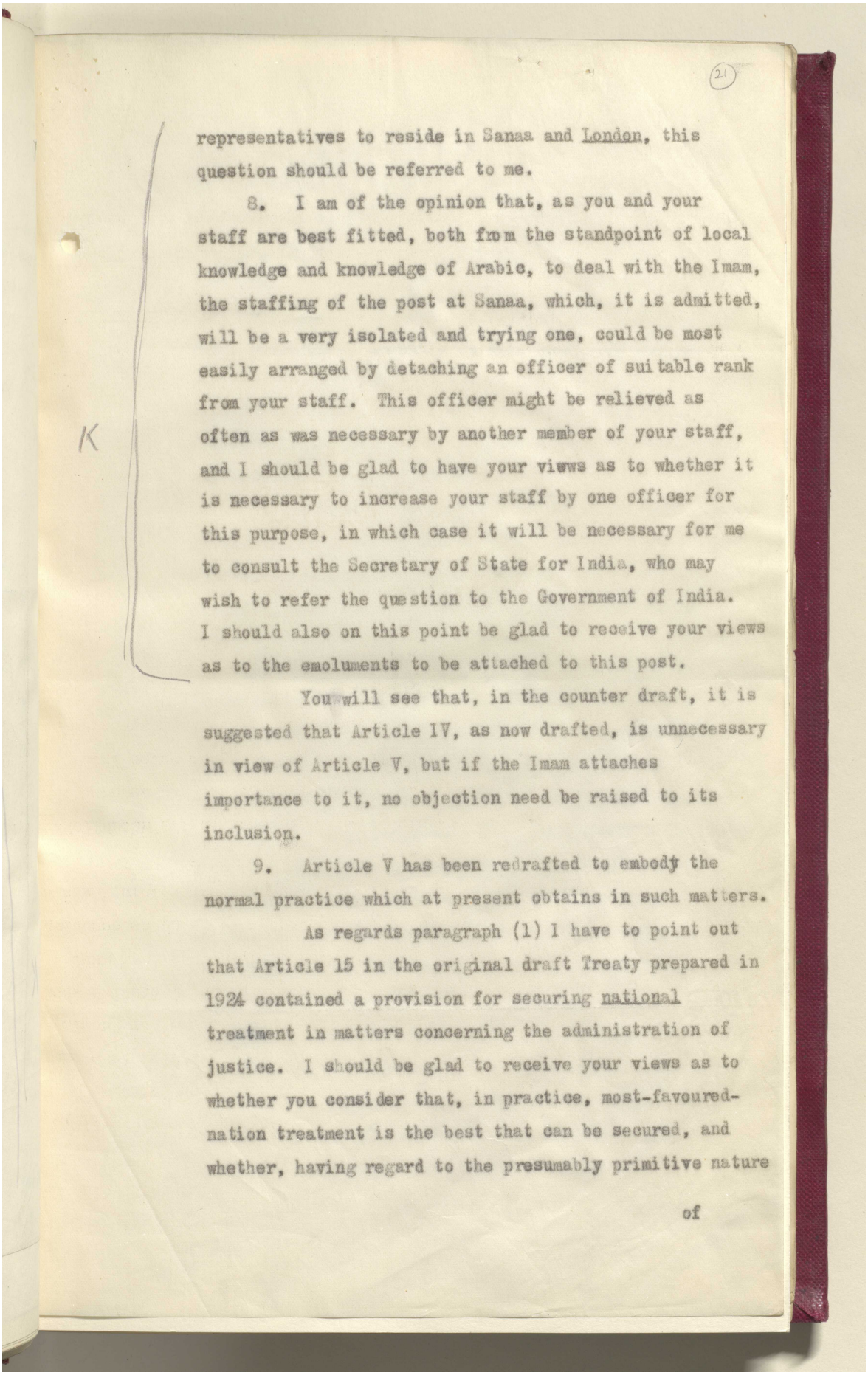

(21)

representatives to reside in Sanaa and London, this question should be referred to me.

8. I am of the opinion that, as you and your staff are best fitted, both from the standpoint of local knowledge and knowledge of Arabic, to deal with the Imam, the staffing of the post at Sanaa, which, it is admitted, will be a very isolated and trying one, could be most easily arranged by detaching an officer of suitable rank from your staff. This officer might be relieved as often as was necessary by another member of your staff, and I should be glad to have your views as to whether it is necessary to increase your staff by one officer for this purpose, in which case it will be necessary for me to consult the Secretary of State for India, who may wish to refer the question to the Government of India. I should also on this point be glad to receive your views as to the emoluments to be attached to this post.

You will see that, in the counter draft, it is suggested that Article IV, as now drafted, is unnecessary in view of Article V, but if the Imam attaches importance to it, no objection need be raised to its inclusion.

9. Article V has been redrafted to embody the normal practice which at present obtains in such matters.

As regards paragraph (1) I have to point out that Article 15 in the original draft Treaty prepared in 1924 contained a provision for securing national treatment in matters concerning the administration of justice. I should be glad to receive your views as to whether you consider that, in practice, most-favoured-nation treatment is the best that can be secured, and whether, having regard to the presumably primitive nature

of

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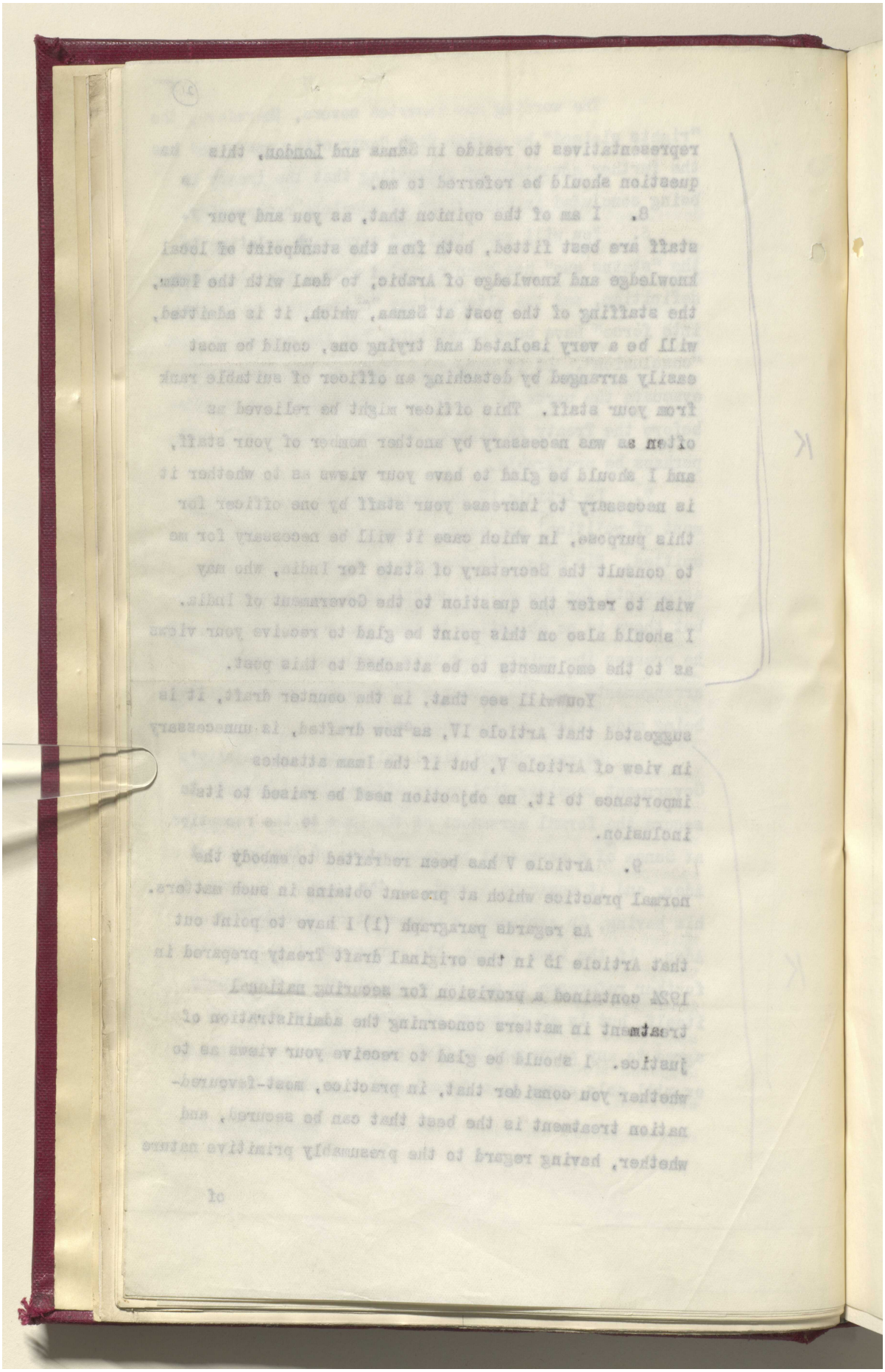

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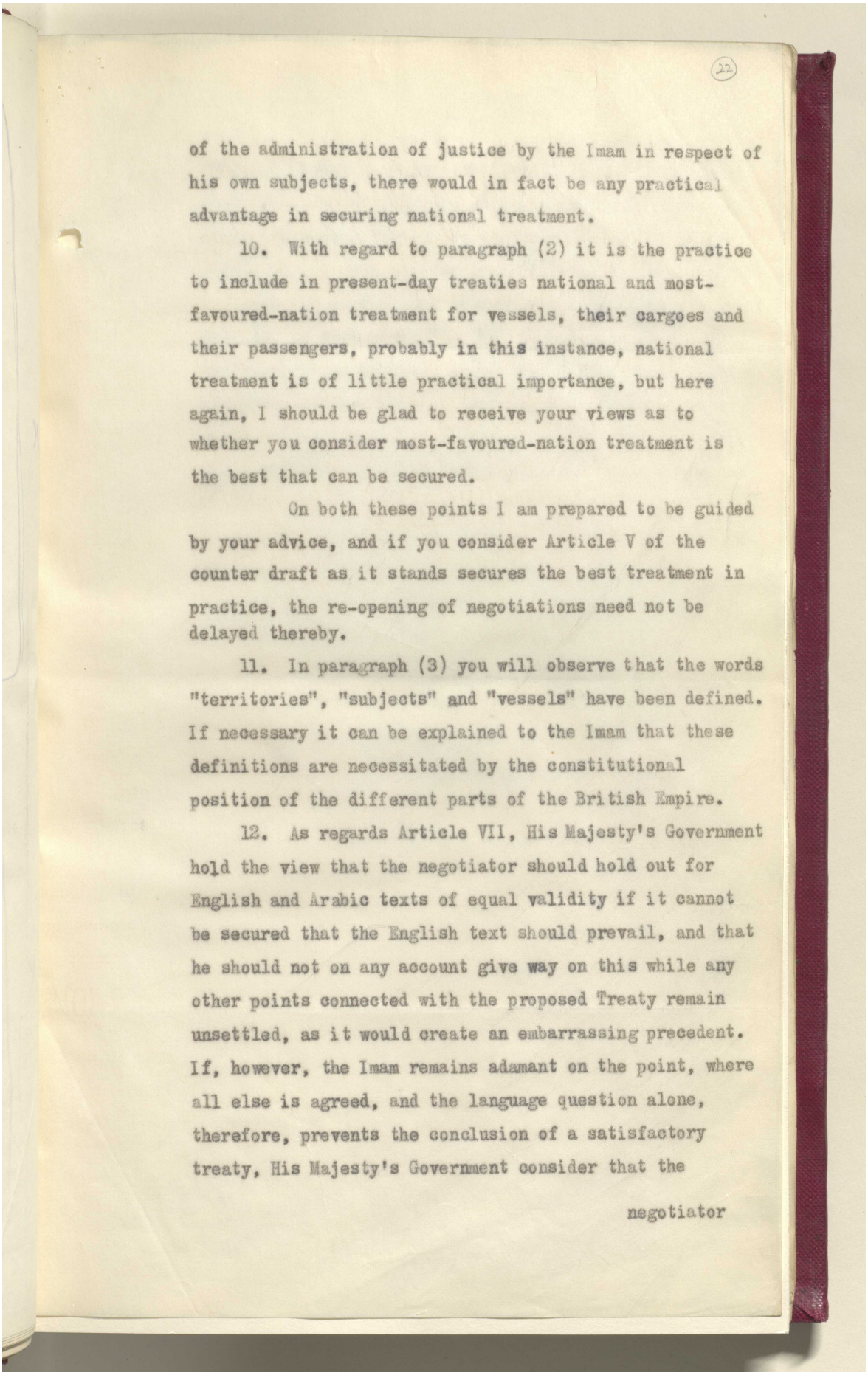

(22)

of the administration of justice by the Imam in respect of his own subjects, there would in fact be any practical advantage in securing national treatment.

10. With regard to paragraph (2) it is the practice to include in present-day treaties national and most-favoured-nation treatment for vessels, their cargoes and their passengers, probably in this instance, national treatment is of little practical importance, but here again, I should be glad to receive your views as to whether you consider most-favoured-nation treatment is the best that can be secured.

On both these points I am prepared to be guided by your advice, and if you consider Article V of the counter draft as it stands secures the best treatment in practice, the re-opening of negotiations need not be delayed thereby.

11. In paragraph (3) you will observe that the words "territories", "subjects" and "vessels" have been defined. If necessary it can be explained to the Imam that these definitions are necessitated by the constitutional position of the different parts of the British Empire.

12. As regards Article VII, His Majesty's Government hold the view that the negotiator should hold out for English and Arabic texts of equal validity if it cannot be secured that the English text should prevail, and that he should not on any account give way on this while any other points connected with the proposed Treaty remain unsettled, as it would create an embarrassing precedent. If, however, the Imam remains adamant on the point, where all else is agreed, and the language question alone, therefore, prevents the conclusion of a satisfactory treaty, His Majesty's Government consider that the

negotiator

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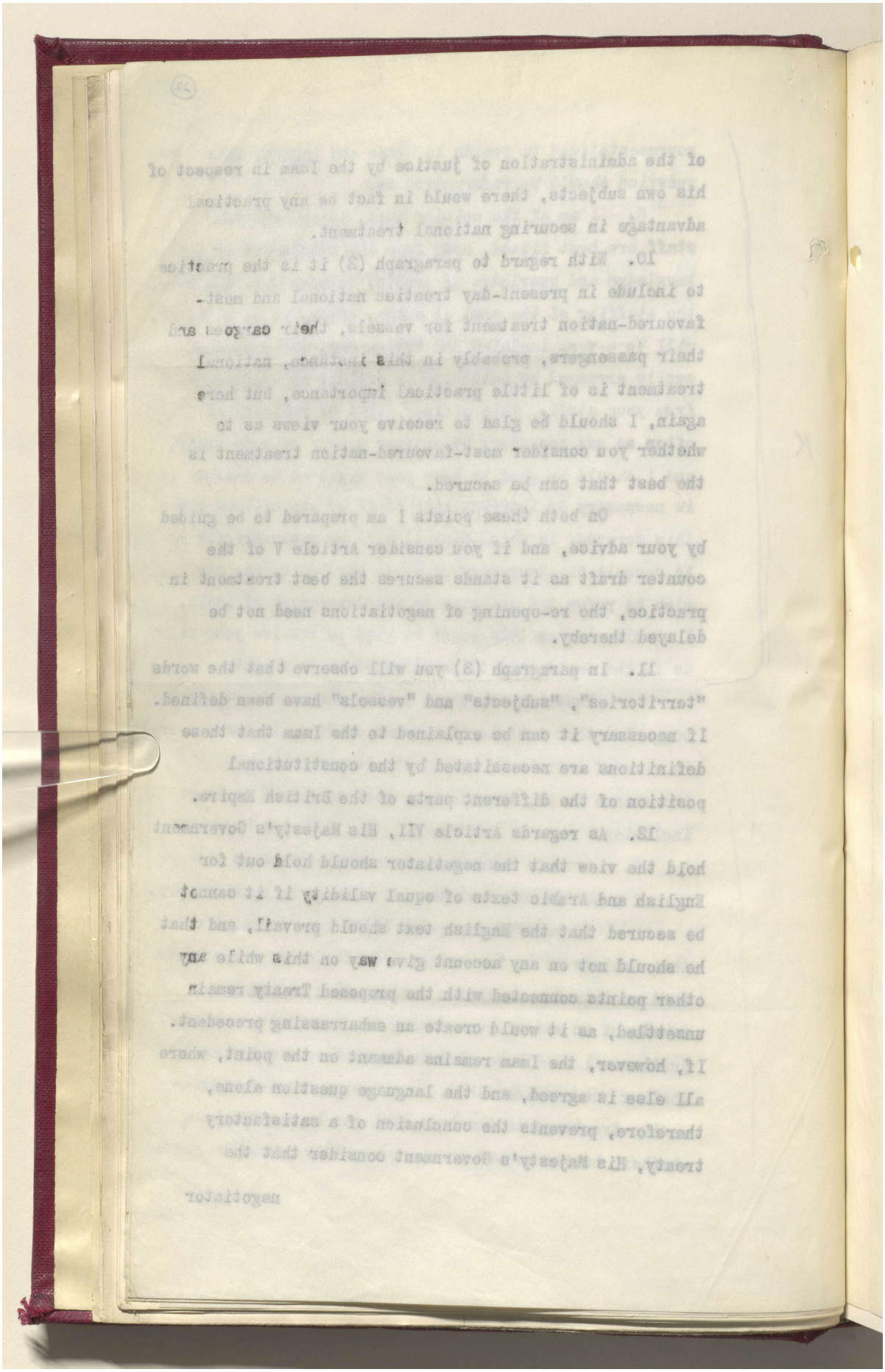

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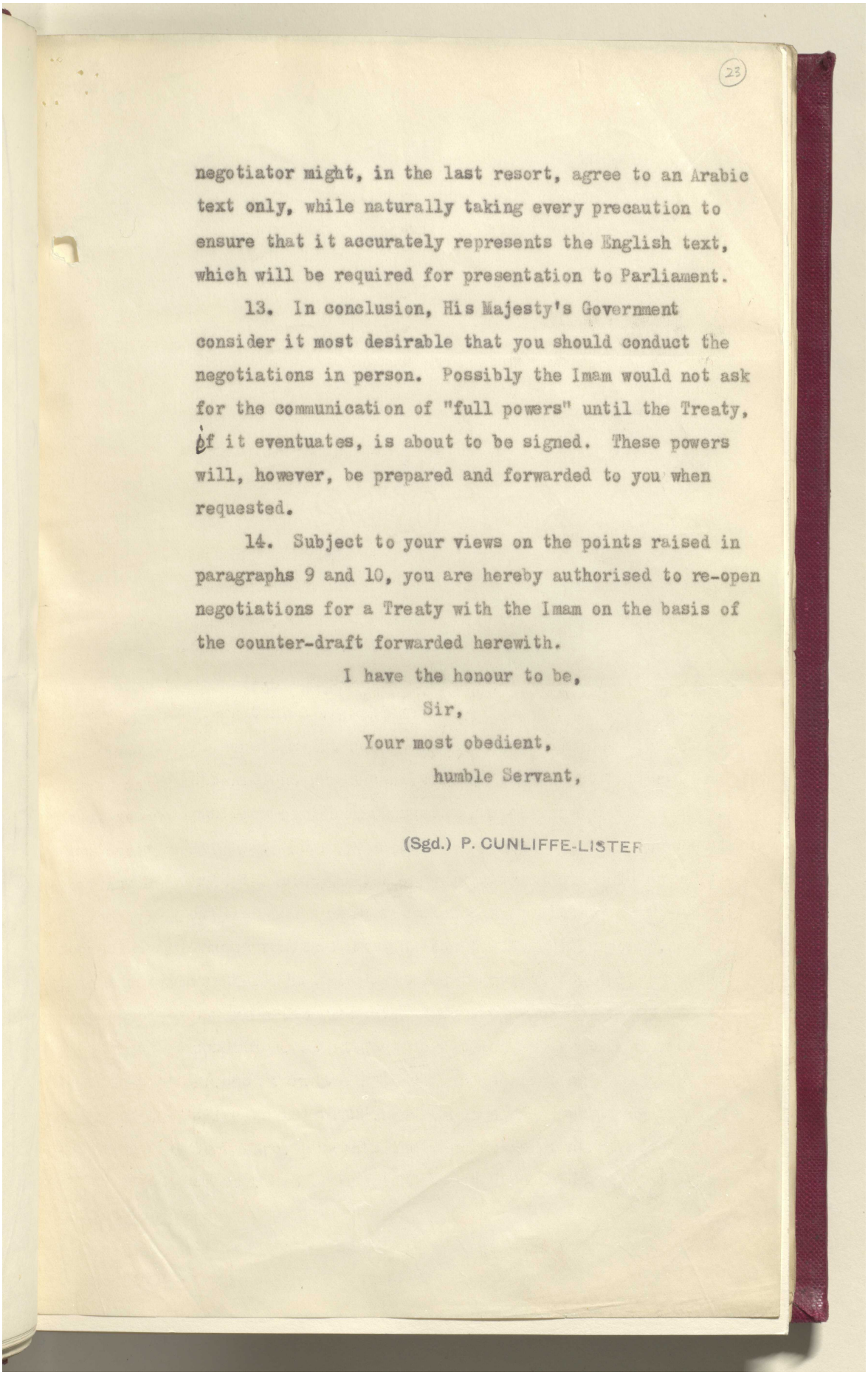

(23)

negotiator might, in the last resort, agree to an Arabic text only, while naturally taking every precaution to ensure that it accurately represents the English text, which will be required for presentation to Parliament.

13. In conclusion, His Majesty's Government consider it most desirable that you should conduct the negotiations in person. Possibly the Imam would not ask for the communication of "full powers" until the Treaty, if it eventuates, is about to be signed. These powers will, however, be prepared and forwarded to you when requested.

14. Subject to your views on the points raised in paragraphs 9 and 10, you are hereby authorised to re-open negotiations for a Treaty with the Imam on the basis of the counter-draft forwarded herewith.

I have the honour to be,
Sir,
Your most obedient,
humble Servant,

(Sgd.) P. CUNLIFFE-LISTER

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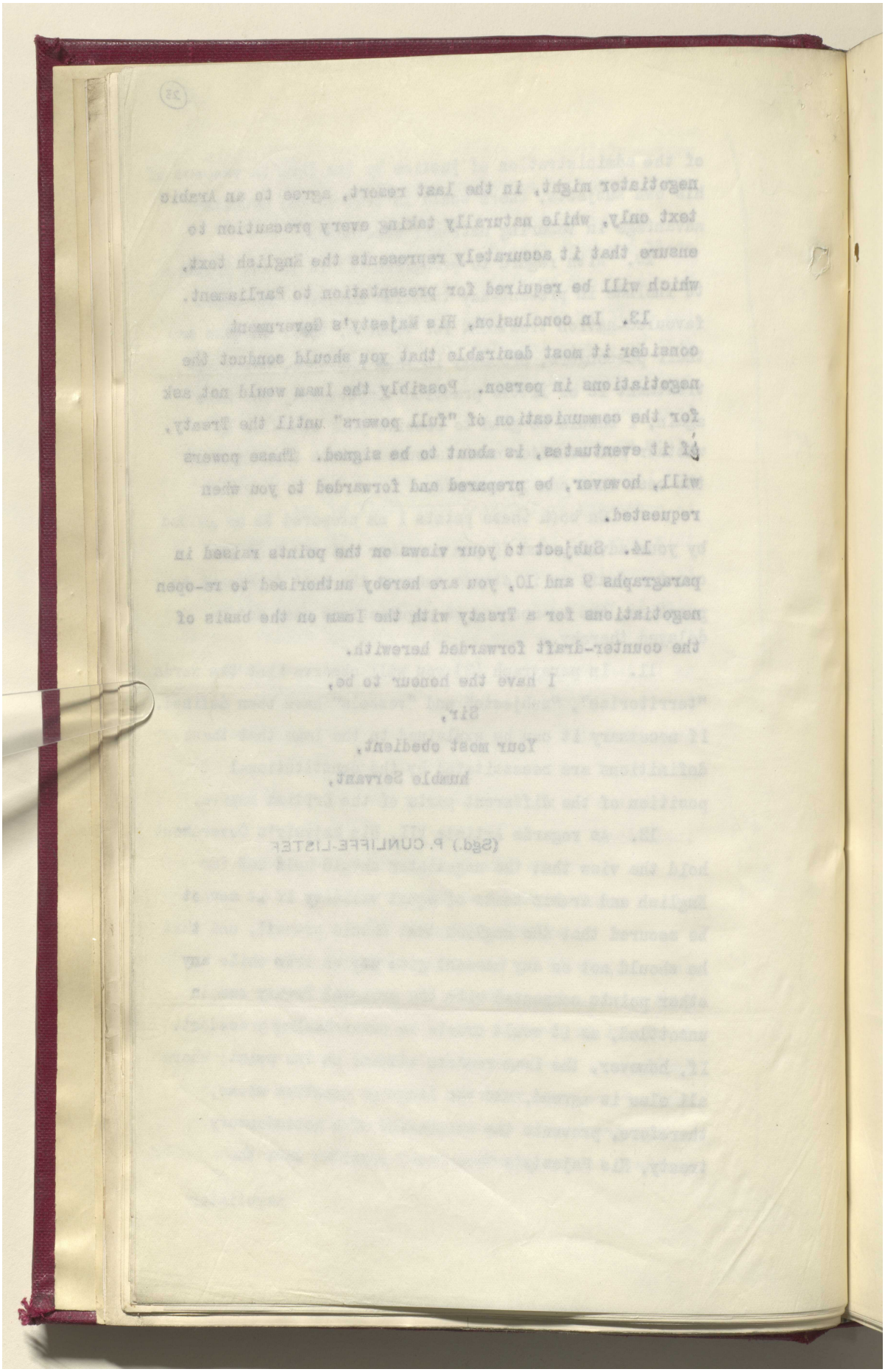

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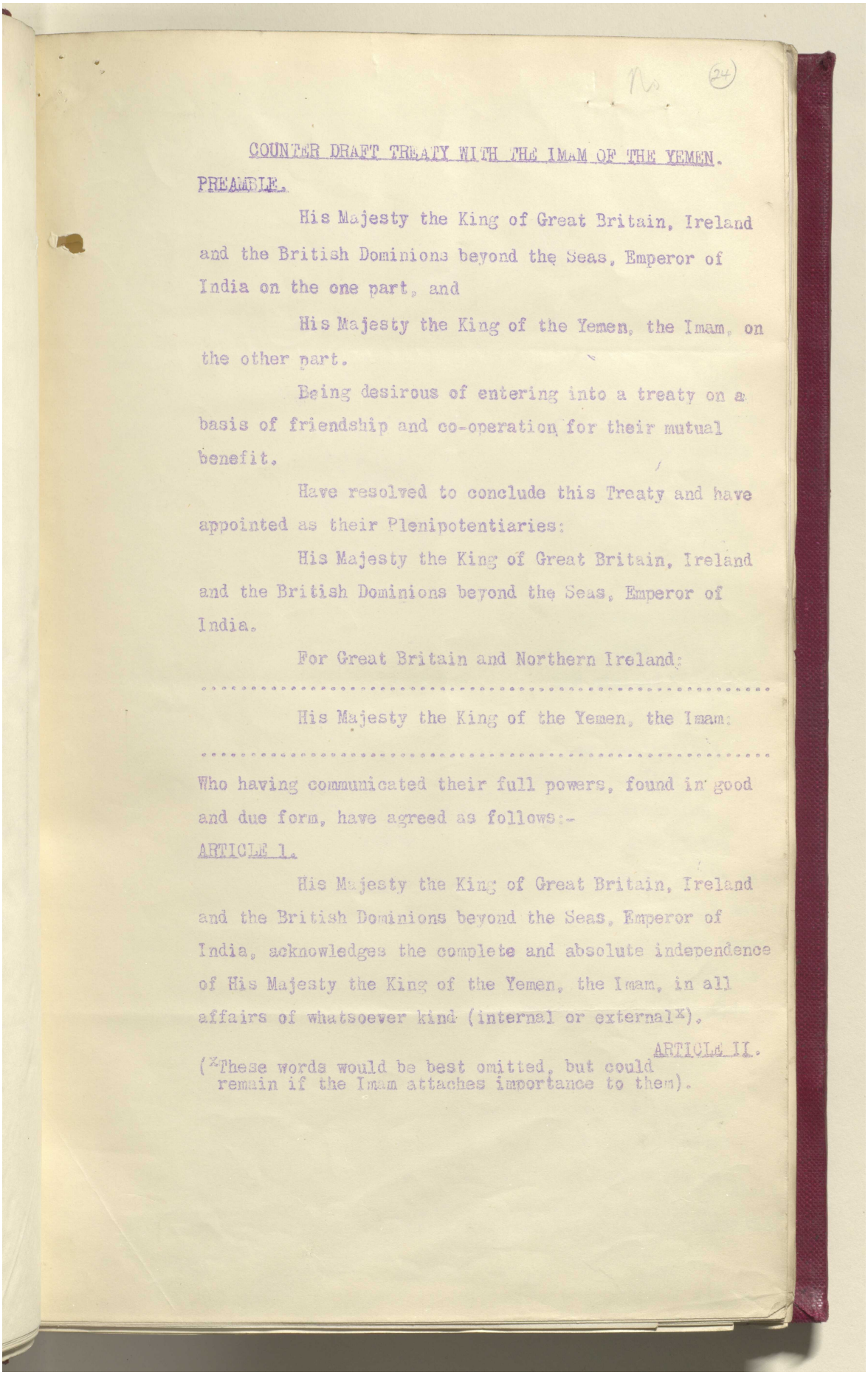

No (24)

COUNTER DRAFT TREATY WITH THE IMAM OF THE YEMEN.

PREAMBLE.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India on the one part, and

His Majesty the King of the Yemen, the Imam, on the other part.

Being desirous of entering into a treaty on a basis of friendship and co-operation for their mutual benefit.

Have resolved to conclude this Treaty and have appointed as their Plenipotentiaries:

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India.

For Great Britain and Northern Ireland:

.....

His Majesty the King of the Yemen, the Imam:

.....

Who having communicated their full powers, found in good and due form, have agreed as follows:-

ARTICLE 1.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, acknowledges the complete and absolute independence of His Majesty the King of the Yemen, the Imam, in all affairs of whatsoever kind (internal or external[x]).

ARTICLE II.

([x]These words would be best omitted, but could remain if the Imam attaches importance to them).

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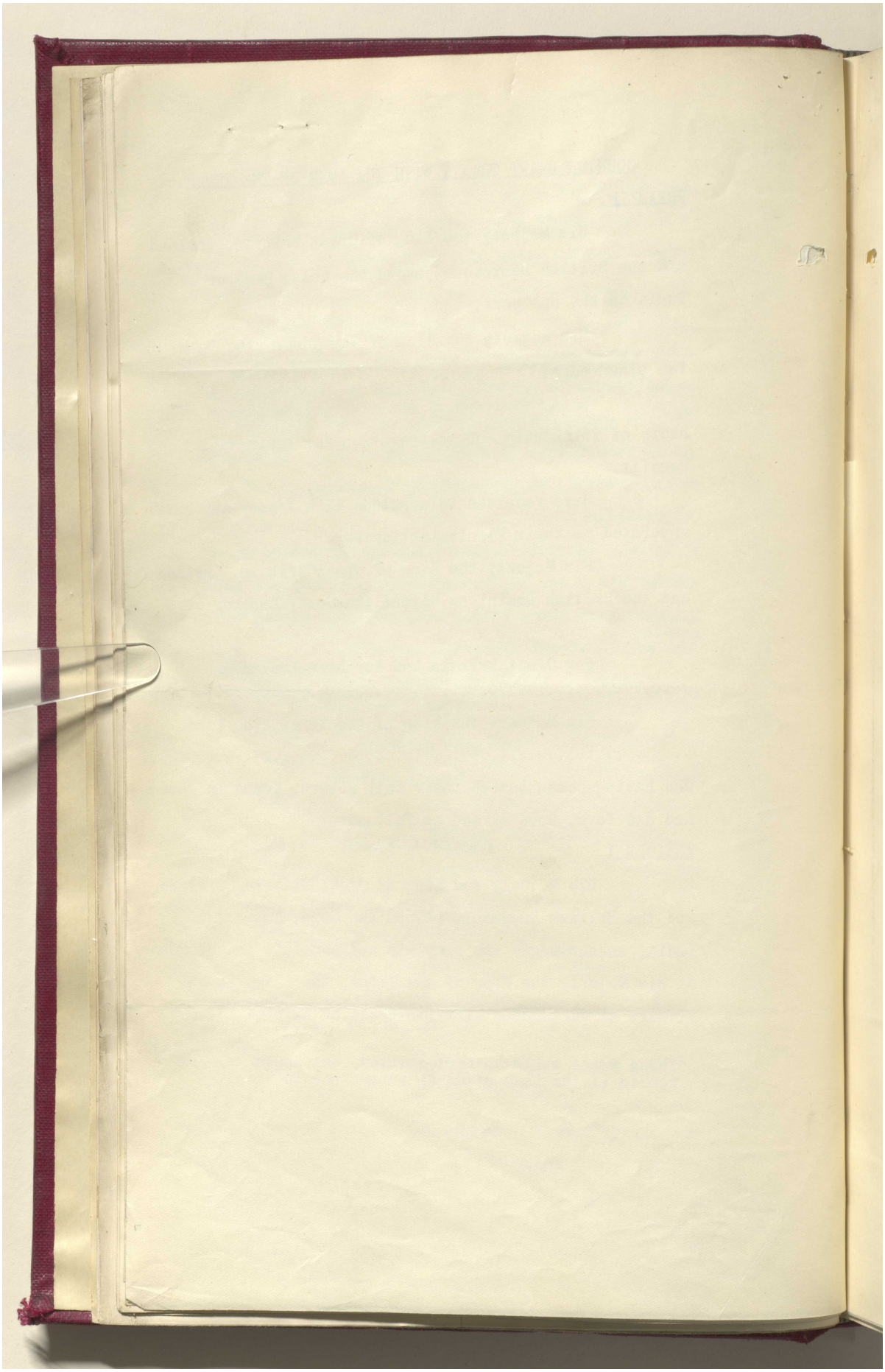

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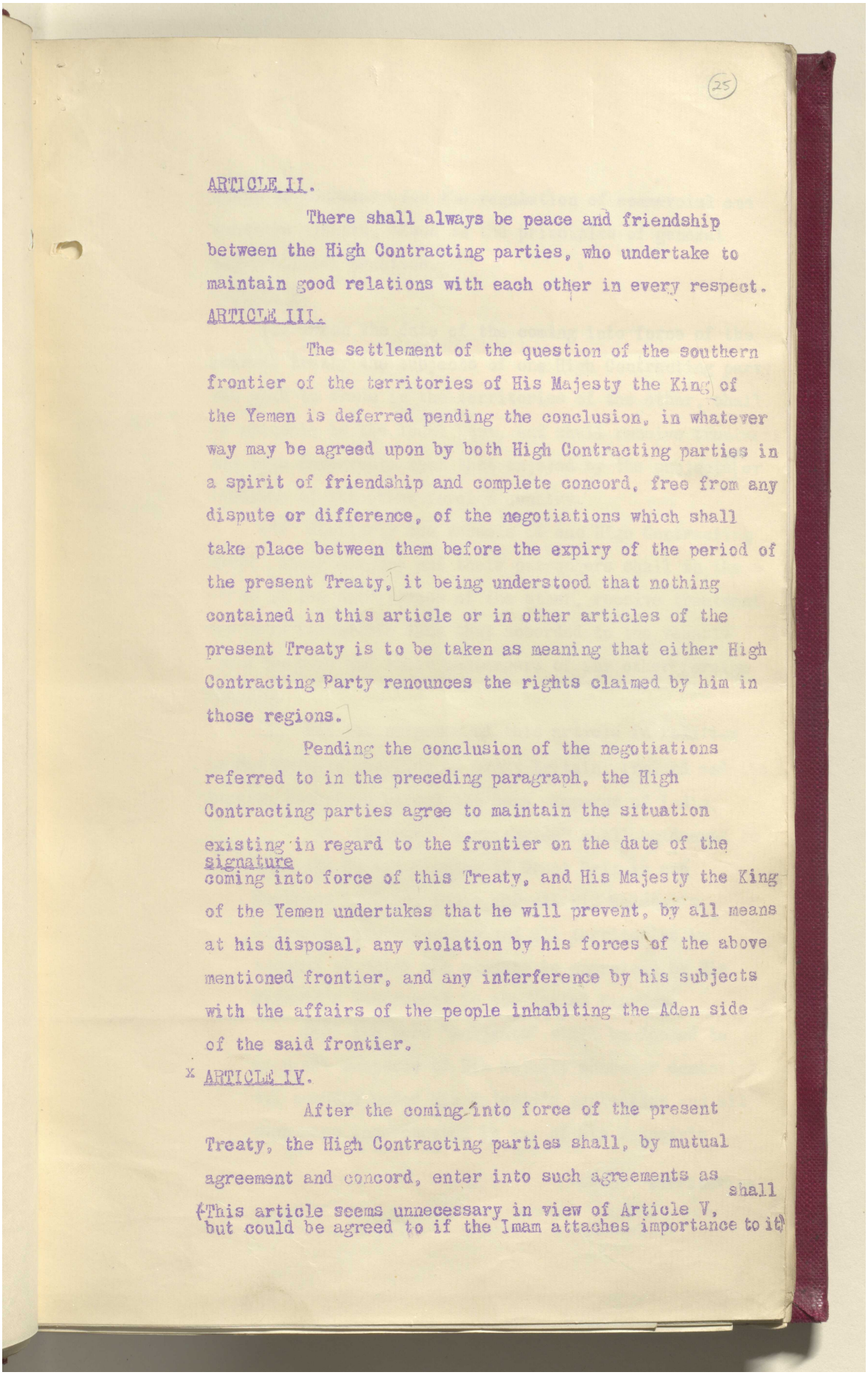

(25)

ARTICLE II.

There shall always be peace and friendship between the High Contracting parties, who undertake to maintain good relations with each other in every respect.

ARTICLE III.

The settlement of the question of the southern frontier of the territories of His Majesty the King of the Yemen is deferred pending the conclusion, in whatever way may be agreed upon by both High Contracting parties in a spirit of friendship and complete concord, free from any dispute or difference, of the negotiations which shall take place between them before the expiry of the period of the present Treaty, it being understood that nothing contained in this article or in other articles of the present Treaty is to be taken as meaning that either High Contracting Party renounces the rights claimed by him in those regions.

Pending the conclusion of the negotiations referred to in the preceding paragraph, the High Contracting parties agree to maintain the situation existing in regard to the frontier on the date of the signature coming into force of this Treaty, and His Majesty the King of the Yemen undertakes that he will prevent, by all means at his disposal, any violation by his forces of the above mentioned frontier, and any interference by his subjects with the affairs of the people inhabiting the Aden side of the said frontier.

x ARTICLE IV.

After the coming into force of the present Treaty, the High Contracting parties shall, by mutual agreement and concord, enter into such agreements as shall

(This article seems unnecessary in view of Article V, but could be agreed to if the Imam attaches importance to it)

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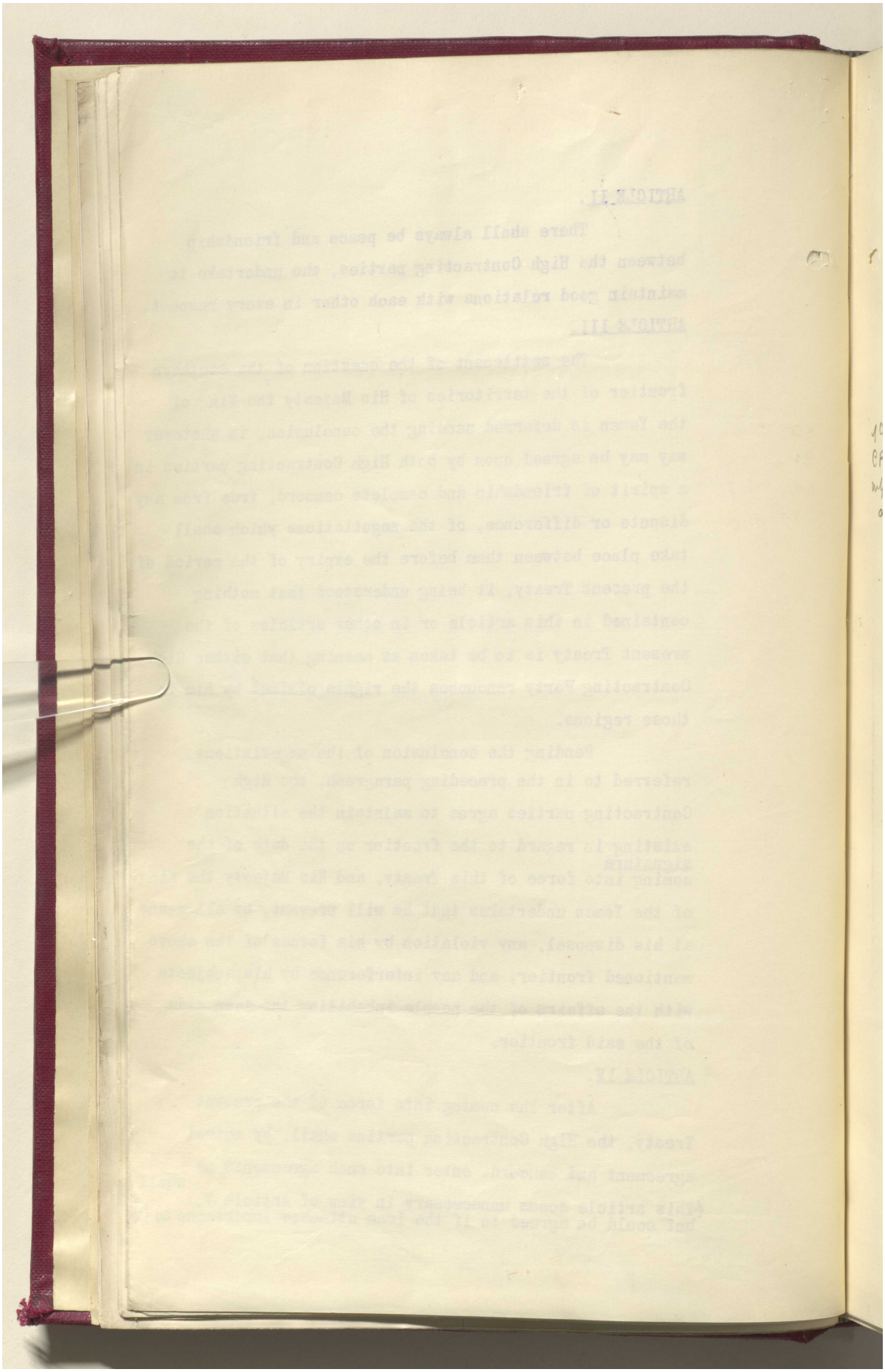

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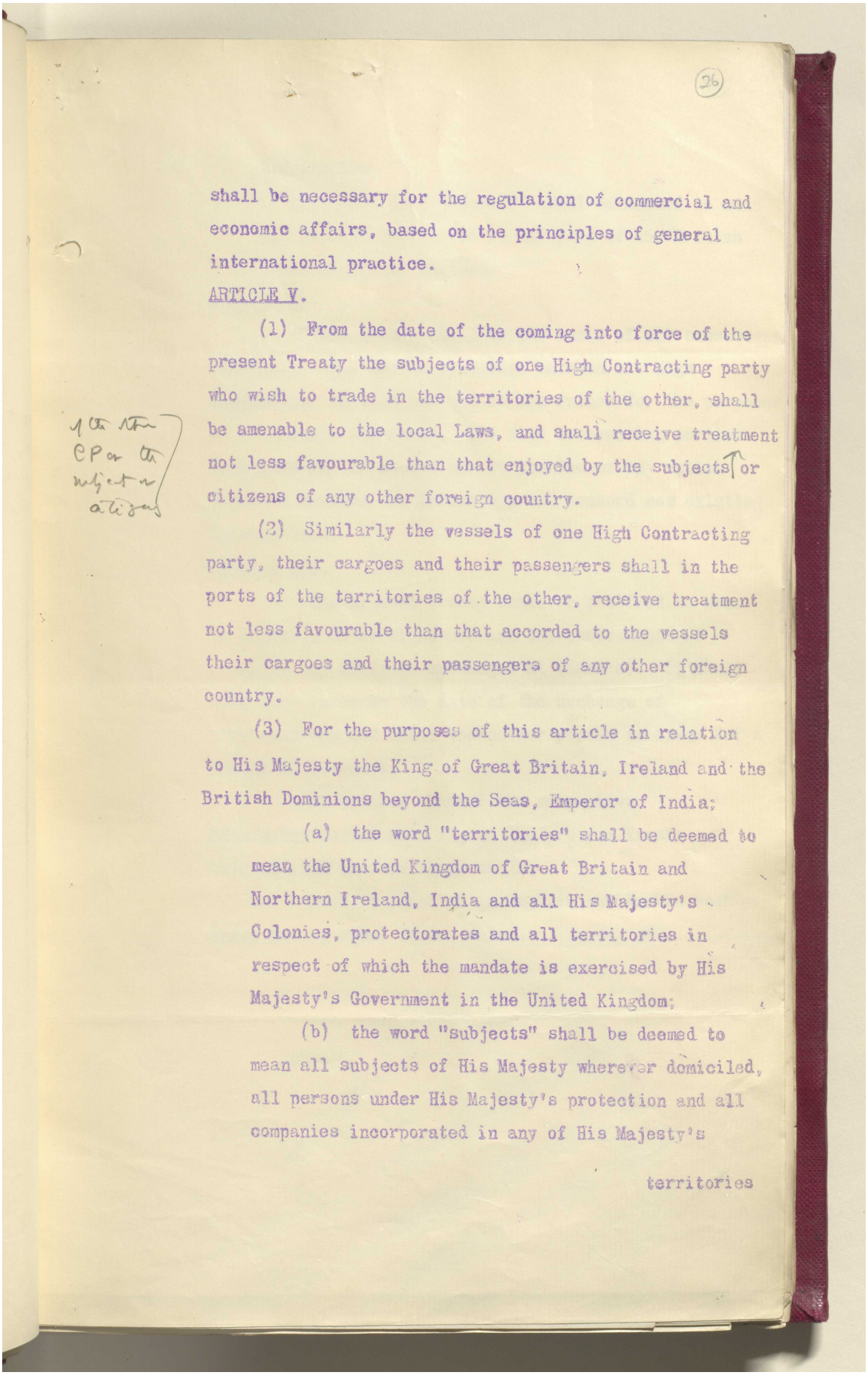

(26)

shall be necessary for the regulation of commercial and economic affairs, based on the principles of general international practice.

ARTICLE V.

(1) From the date of the coming into force of the present Treaty the subjects of one High Contracting party who wish to trade in the territories of the other, shall be amenable to the local Laws, and shall receive treatment not less favourable than that enjoyed by the subjects or citizens of any other foreign country.

(2) Similarly the vessels of one High Contracting party, their cargoes and their passengers shall in the ports of the territories of the other, receive treatment not less favourable than that accorded to the vessels their cargoes and their passengers of any other foreign country.

(3) For the purposes of this article in relation to His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India;

(a) the word "territories" shall be deemed to mean the United Kingdom of Great Britain and Northern Ireland, India and all His Majesty's Colonies, protectorates and all territories in respect of which the mandate is exercised by His Majesty's Government in the United Kingdom;

(b) the word "subjects" shall be deemed to mean all subjects of His Majesty wherever domiciled, all persons under His Majesty's protection and all companies incorporated in any of His Majesty's

territories

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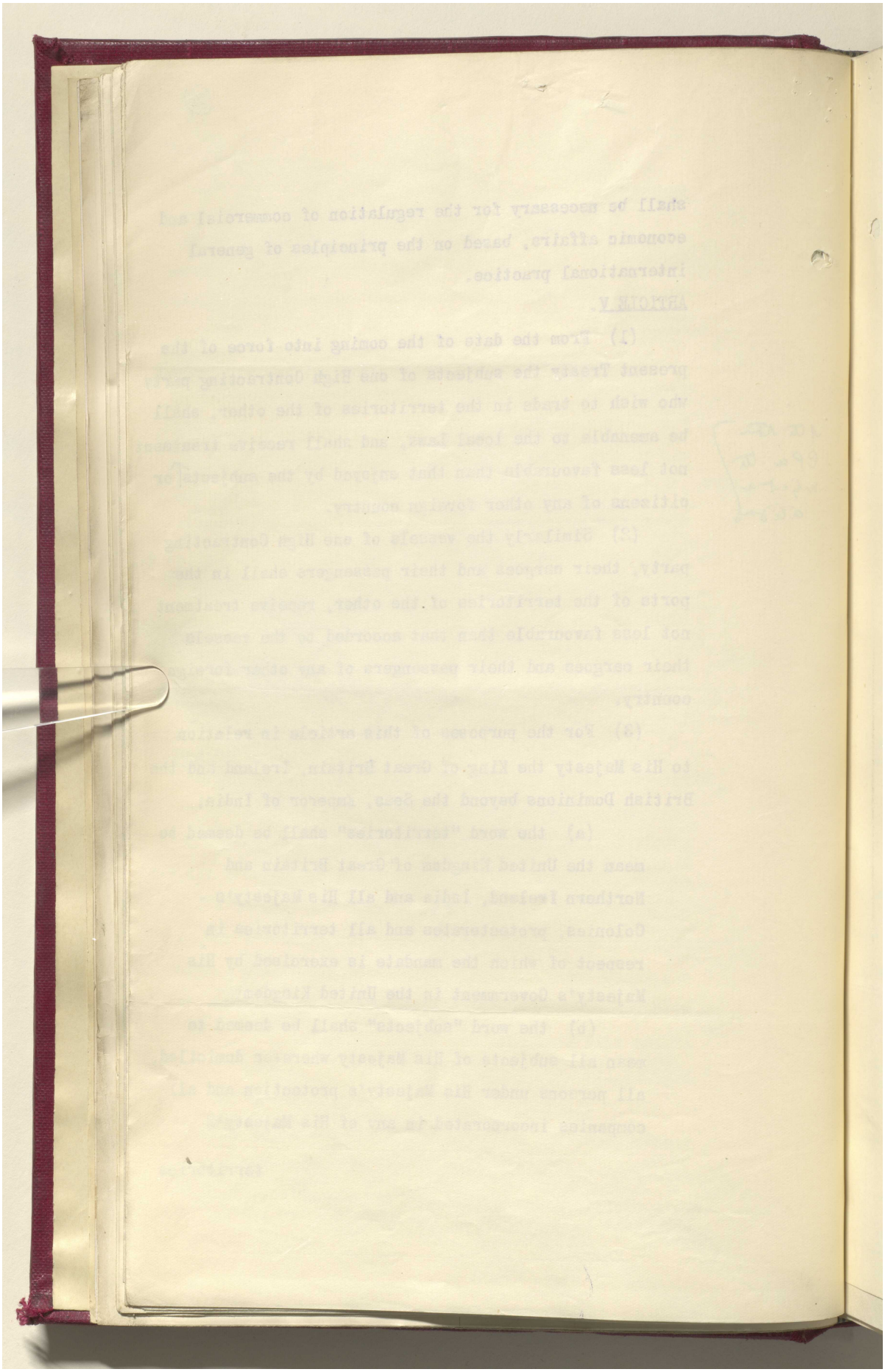

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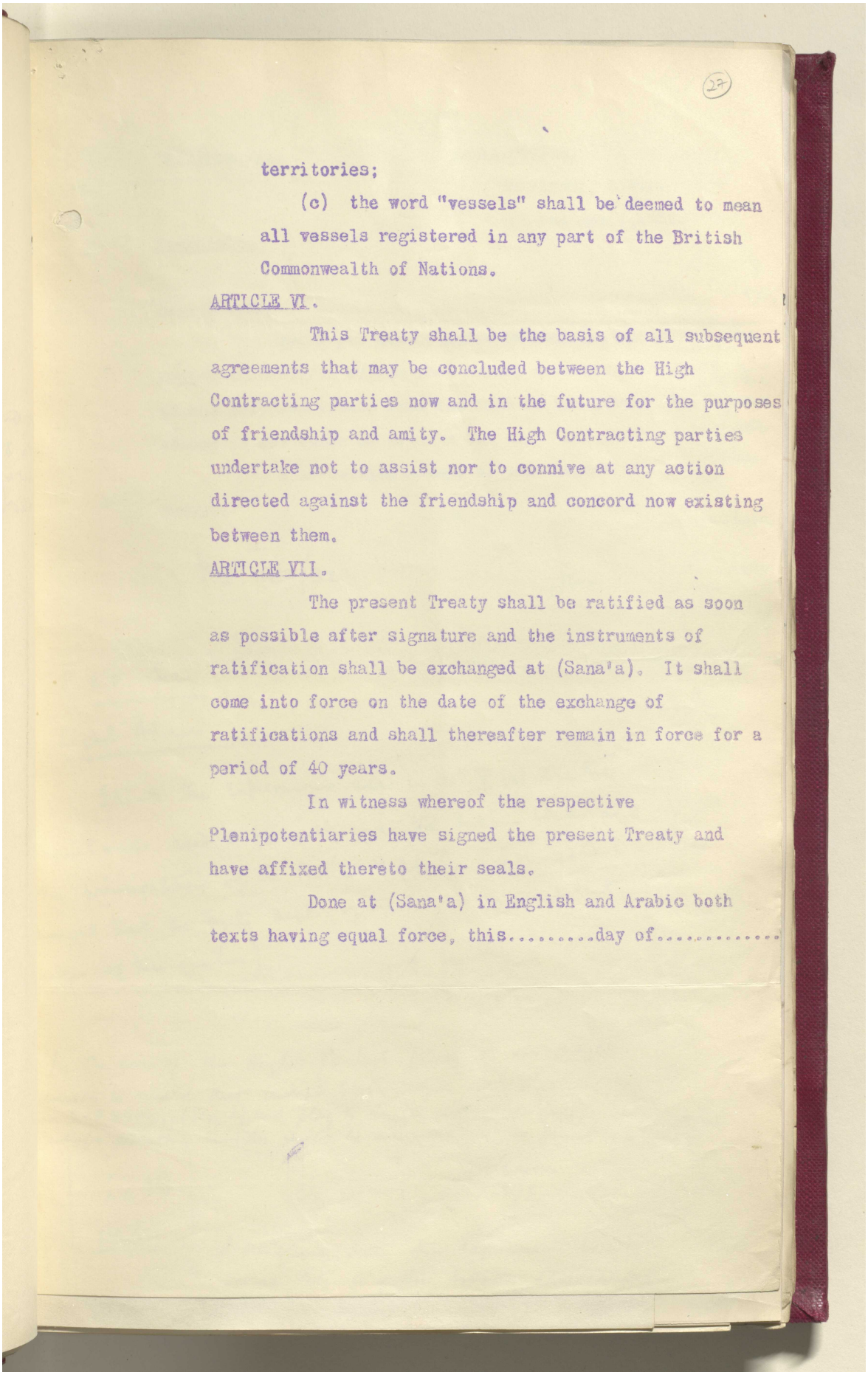

(27)

territories;

(c) the word "vessels" shall be deemed to mean all vessels registered in any part of the British Commonwealth of Nations.

ARTICLE VI.

This Treaty shall be the basis of all subsequent agreements that may be concluded between the High Contracting parties now and in the future for the purposes of friendship and amity. The High Contracting parties undertake not to assist nor to connive at any action directed against the friendship and concord now existing between them.

ARTICLE VII.

The present Treaty shall be ratified as soon as possible after signature and the instruments of ratification shall be exchanged at (Sana'a). It shall come into force on the date of the exchange of ratifications and shall thereafter remain in force for a period of 40 years.

In witness whereof the respective Plenipotentiaries have signed the present Treaty and have affixed thereto their seals.

Done at (Sana'a) in English and Arabic both texts having equal force, this.....day of.....

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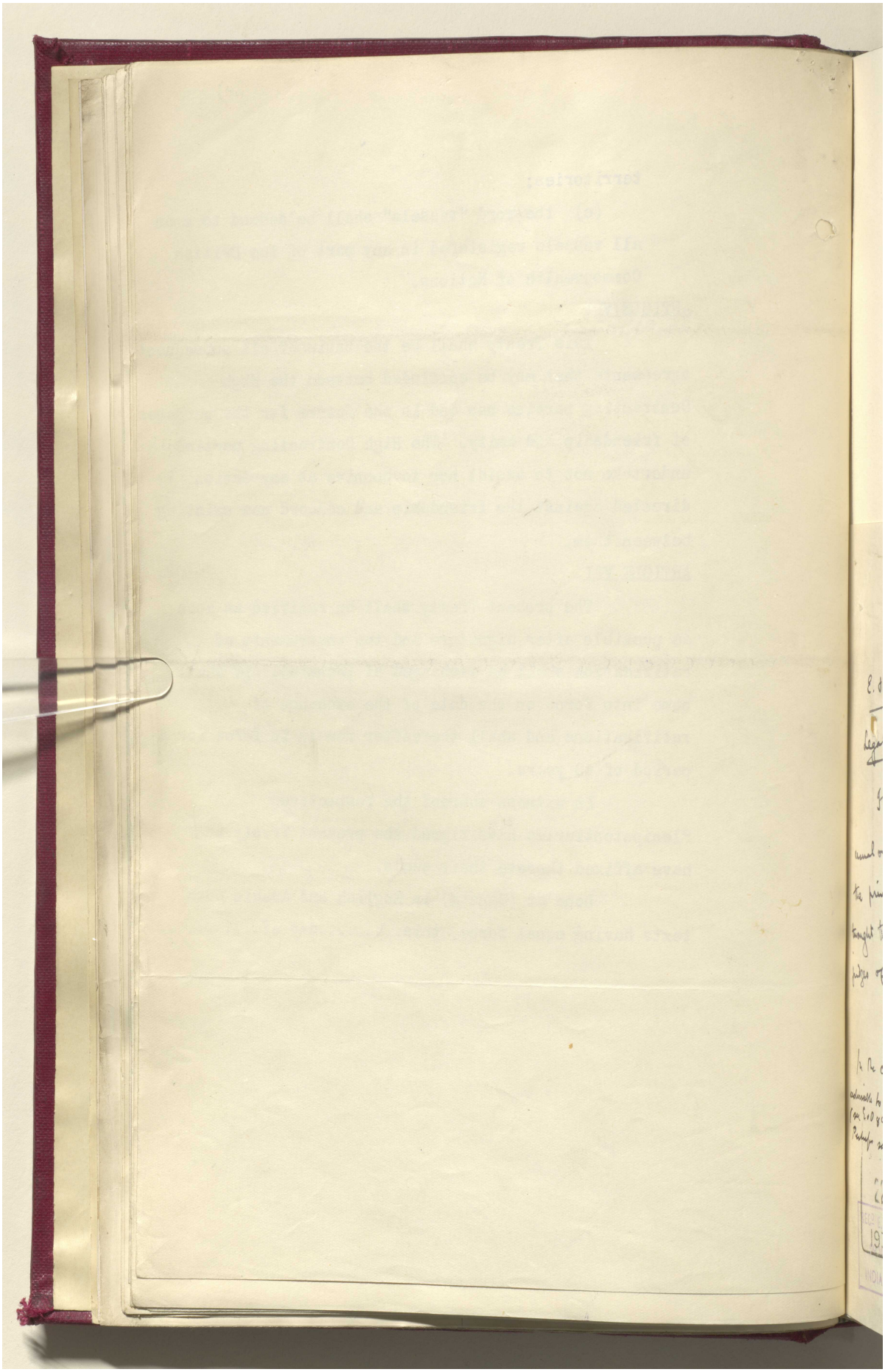

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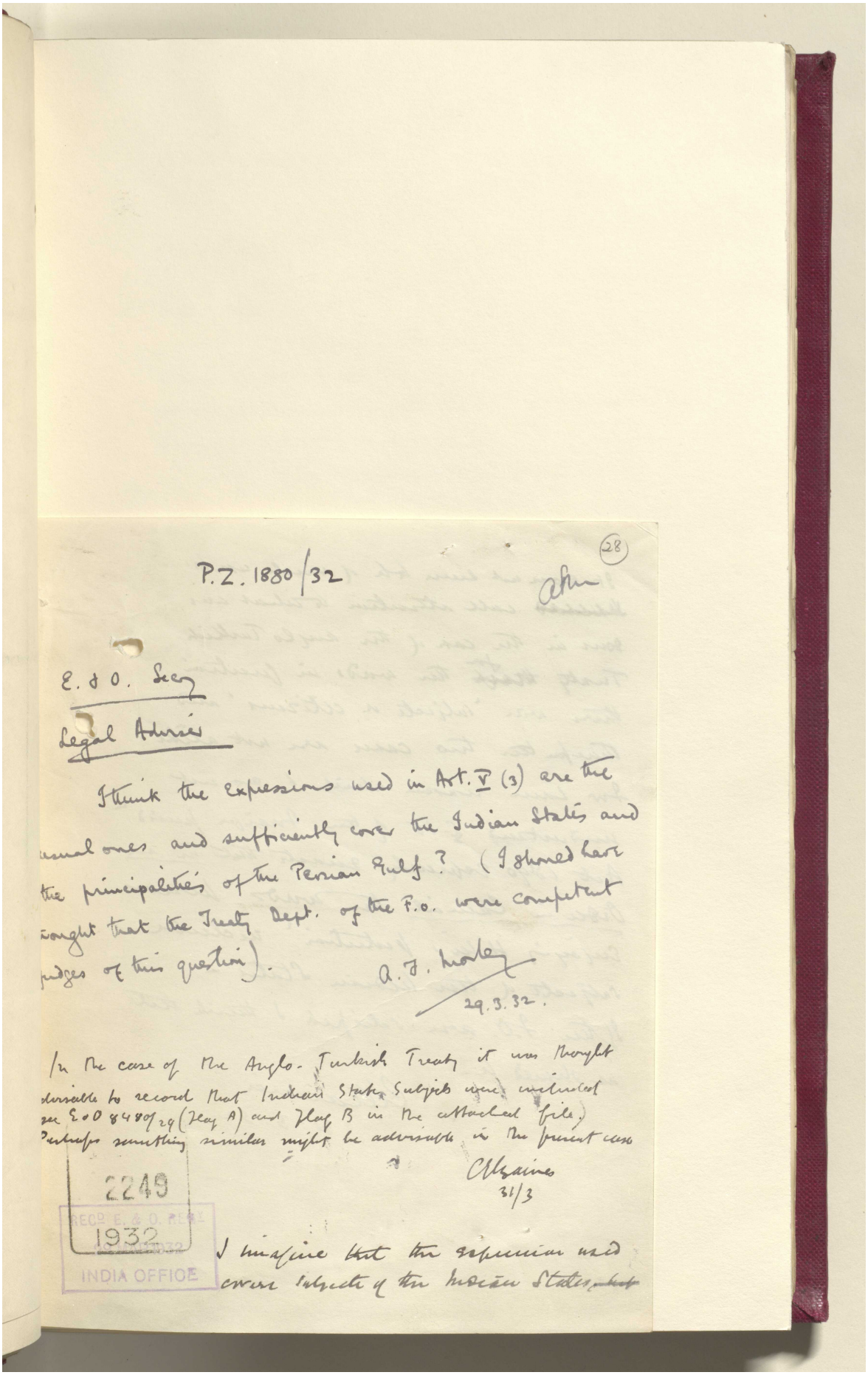

(28)

P.Z. 1880/32

E. & O. Secy

Legal Adviser

I think the expressions used in Art. V (3) are the usual ones and sufficiently cover the Indian States and the principalities of the Persian Gulf? (I should have thought that the Treaty Dept. of the F.O. were competent judges of this question).

A. J. Morley
29.3.32.

In the case of the Anglo-Turkish Treaty it was thought advisable to record that Indian State Subjects were included (see E&O 8480/29 (Flag A) and Flag B in the attached file.) Perhaps something similar might be advisable in the present case

C Elgaines
31/3

2249
RECD E. & O. REGY
1932
INDIA OFFICE

I imagine that the expression used covers subjects of the Indian States, but

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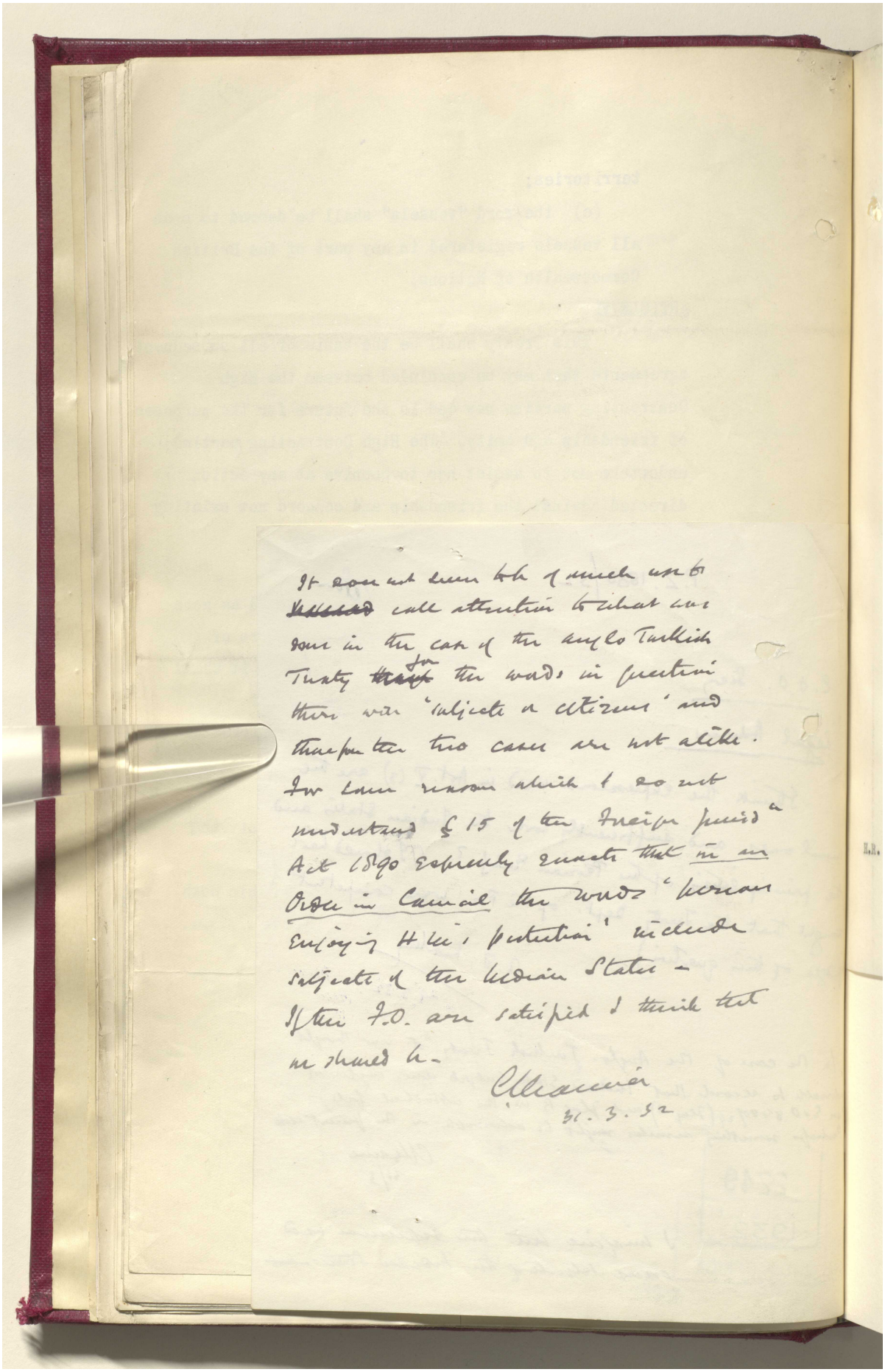

It does not seem to be of much use to ~~[illegible]~~ call attention to what was done in the case of the Anglo Turkish Treaty ~~[illegible]~~ for the words in question there were 'subjects or citizens' and therefore the two cases are not alike. For some reason which I do not understand § 15 of the Foreign Jurisd^n Act 1890 expressly enacts that in an Order in Council the words 'persons enjoying H.M.'s protection' include subjects of the Indian States —

If the F.O. are satisfied I think that we should be —

C. Mansfield
31. 3. 32

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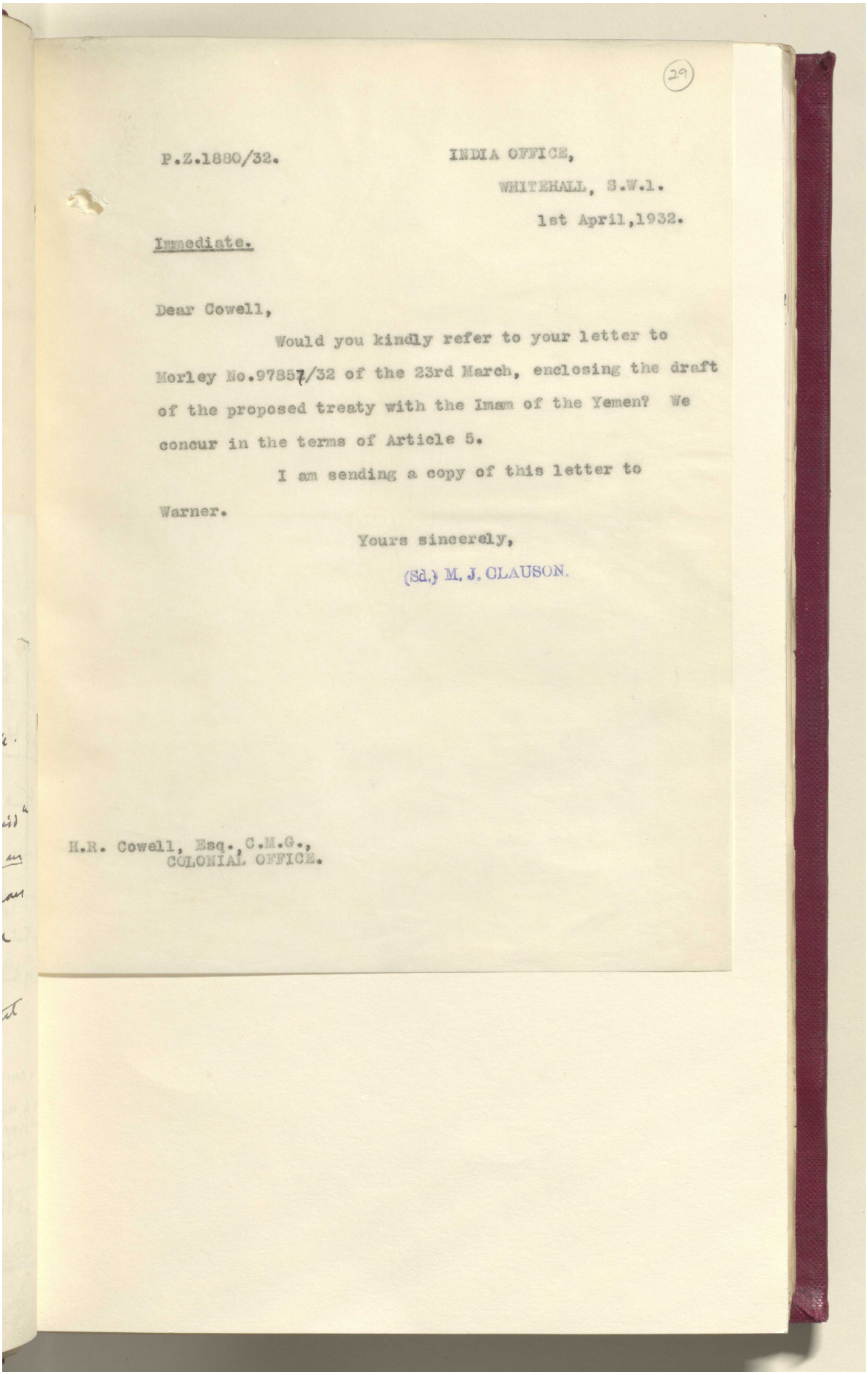

(29)

P.Z.1880/32.

INDIA OFFICE,
WHITEHALL, S.W.1.
1st April,1932.

Immediate.

Dear Cowell,

Would you kindly refer to your letter to Morley No.97857/32 of the 23rd March, enclosing the draft of the proposed treaty with the Imam of the Yemen? We concur in the terms of Article 5.

I am sending a copy of this letter to Warner.

Yours sincerely,

(Sd.) M. J. CLAUSON.

H.R. Cowell, Esq., C.M.G.,
COLONIAL OFFICE.

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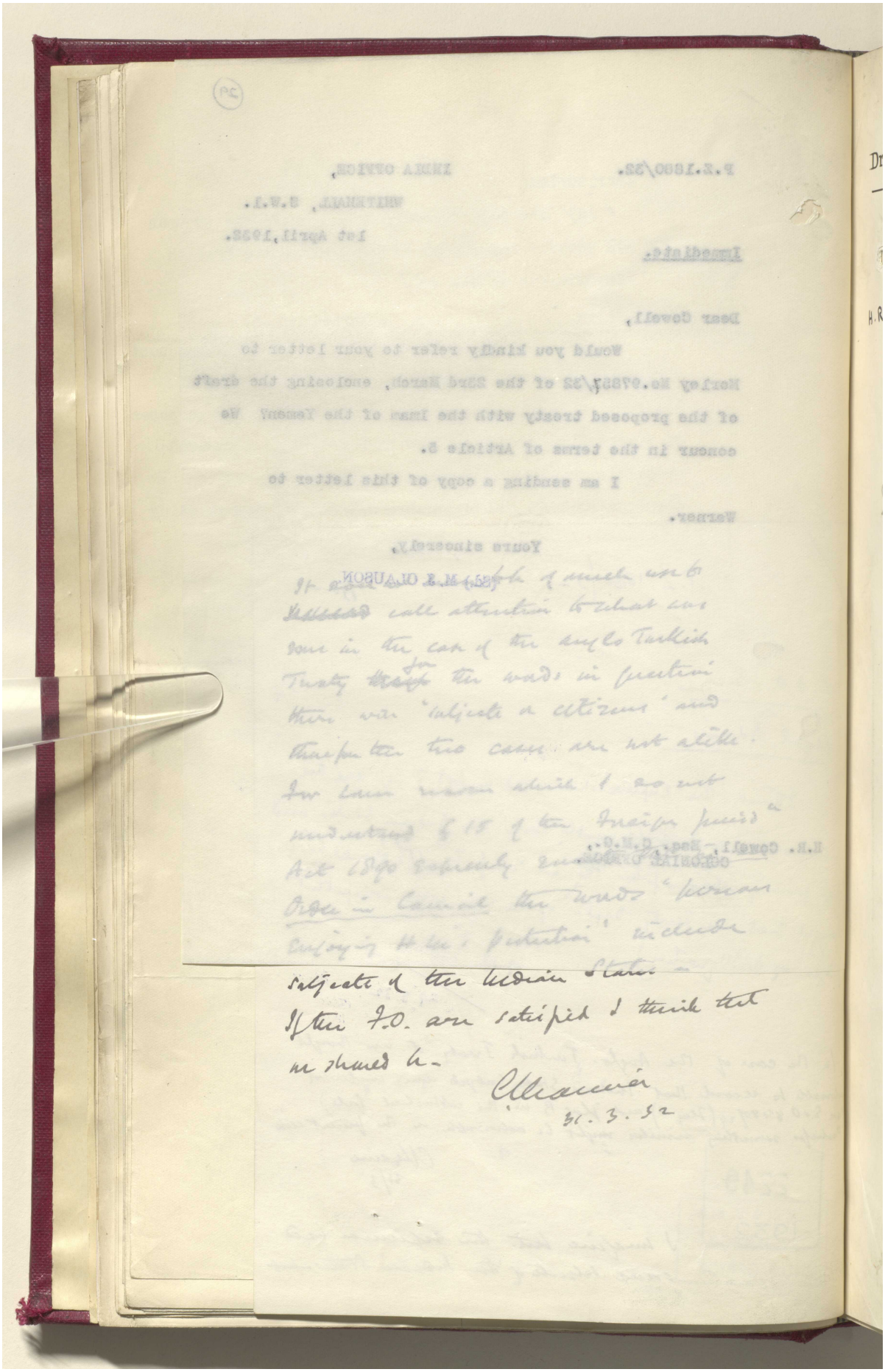

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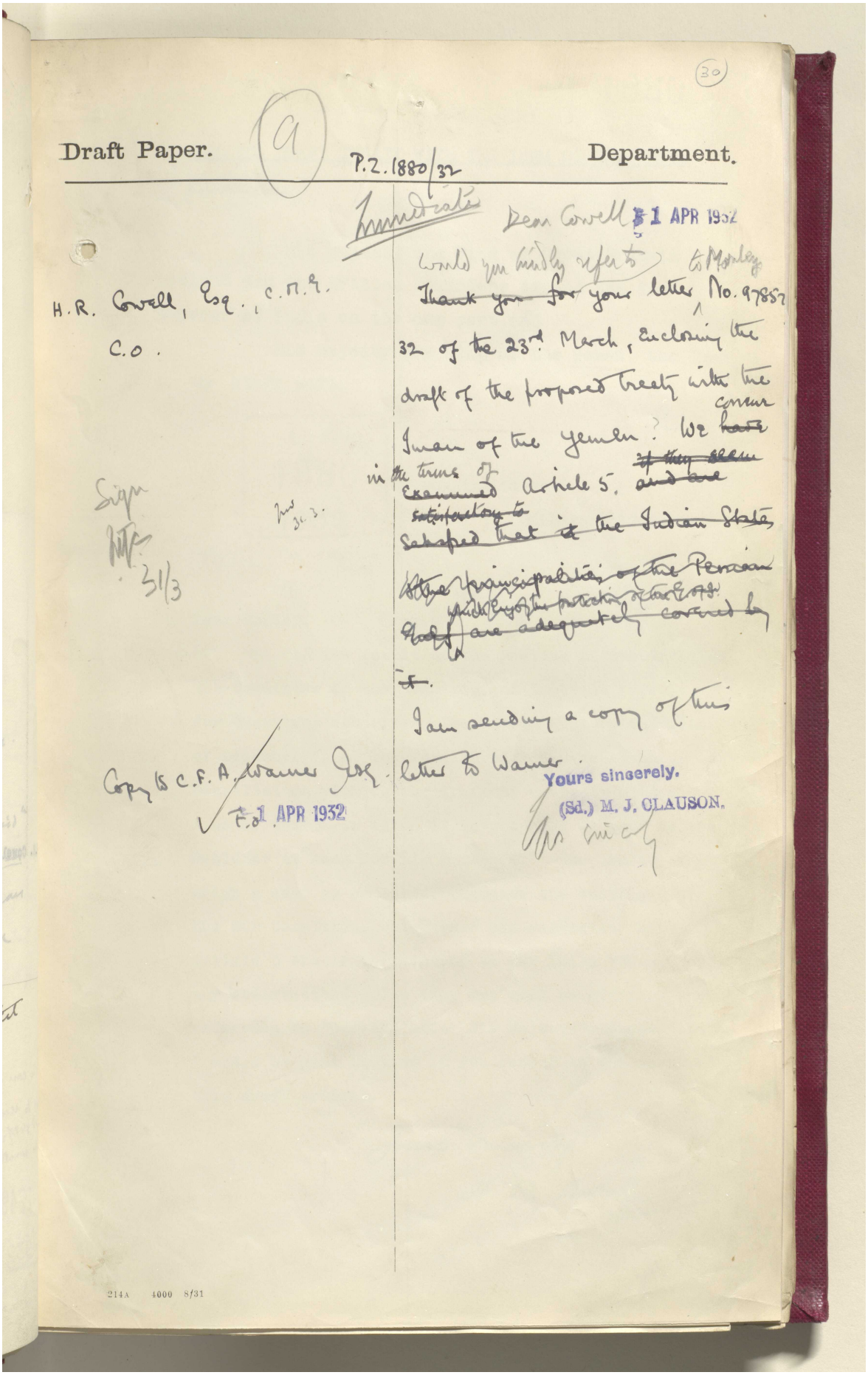

(30)

Draft Paper. (9) P.Z. 1880/32 Department.

Immediate

Dear Cowell 31 APR 1932

H.R. Cowell, Esq., C.M.G.
C.O.

Would you kindly refer to ~~Thank you for~~ your letter to Monkey No. 97857/32 of the 23rd March, enclosing the draft of the proposed treaty with the Imam of the Yemen? We ~~have~~ concur in the terms of ~~examined~~ Article 5. ~~if they seem and are satisfactory to~~ ~~satisfied that it the Indian States & the principalities of the Persian Gulf which enjoy the protection of the E.of I. are adequately covered by it.~~

I am sending a copy of this letter to Warner.

Yours sincerely.
(Sd.) M. J. CLAUSON.

Copy to C.F.A. Warner Esq.
F.O. 1 APR 1932

Sign
31/3

214A 4000 8/31

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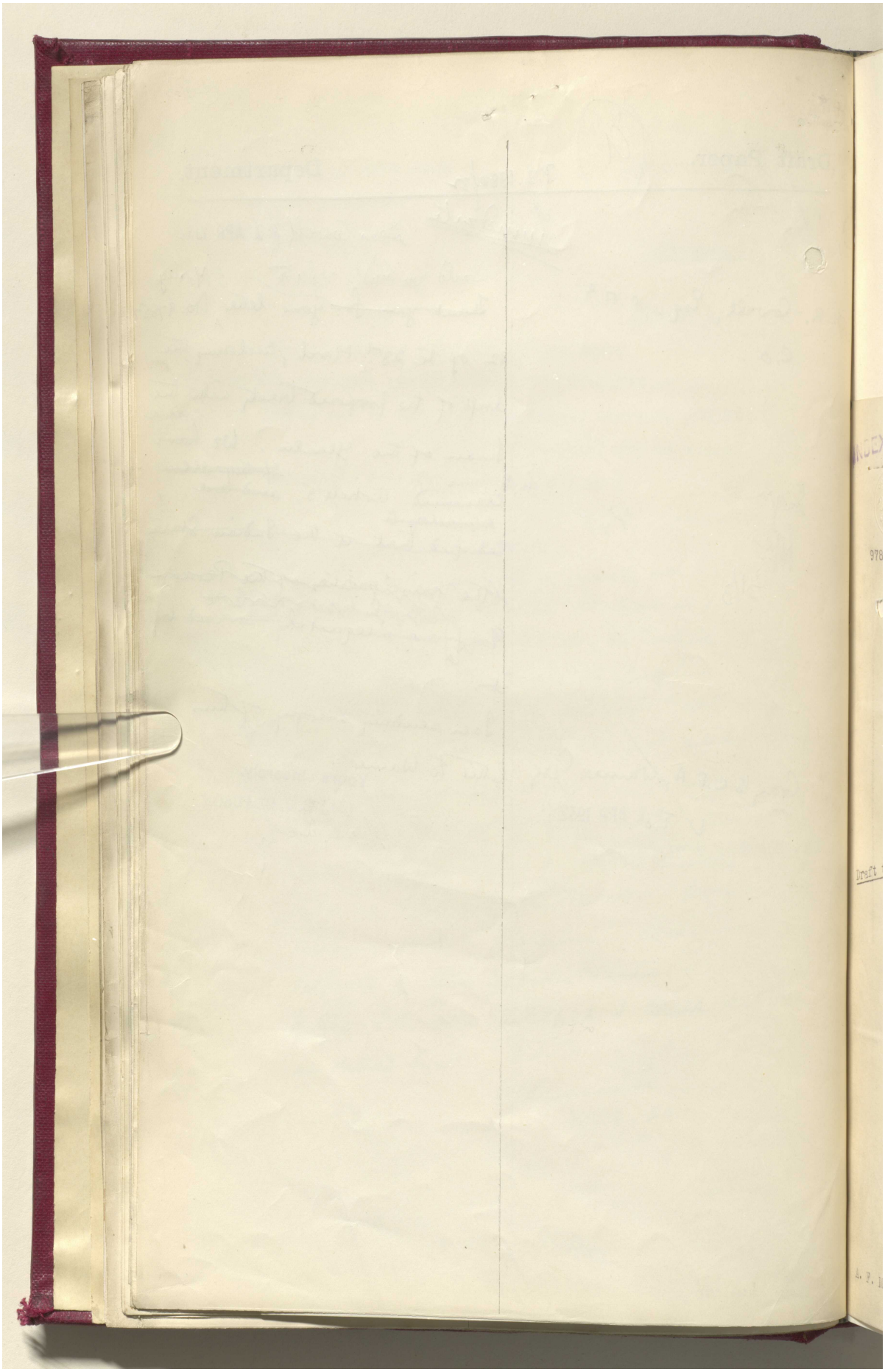

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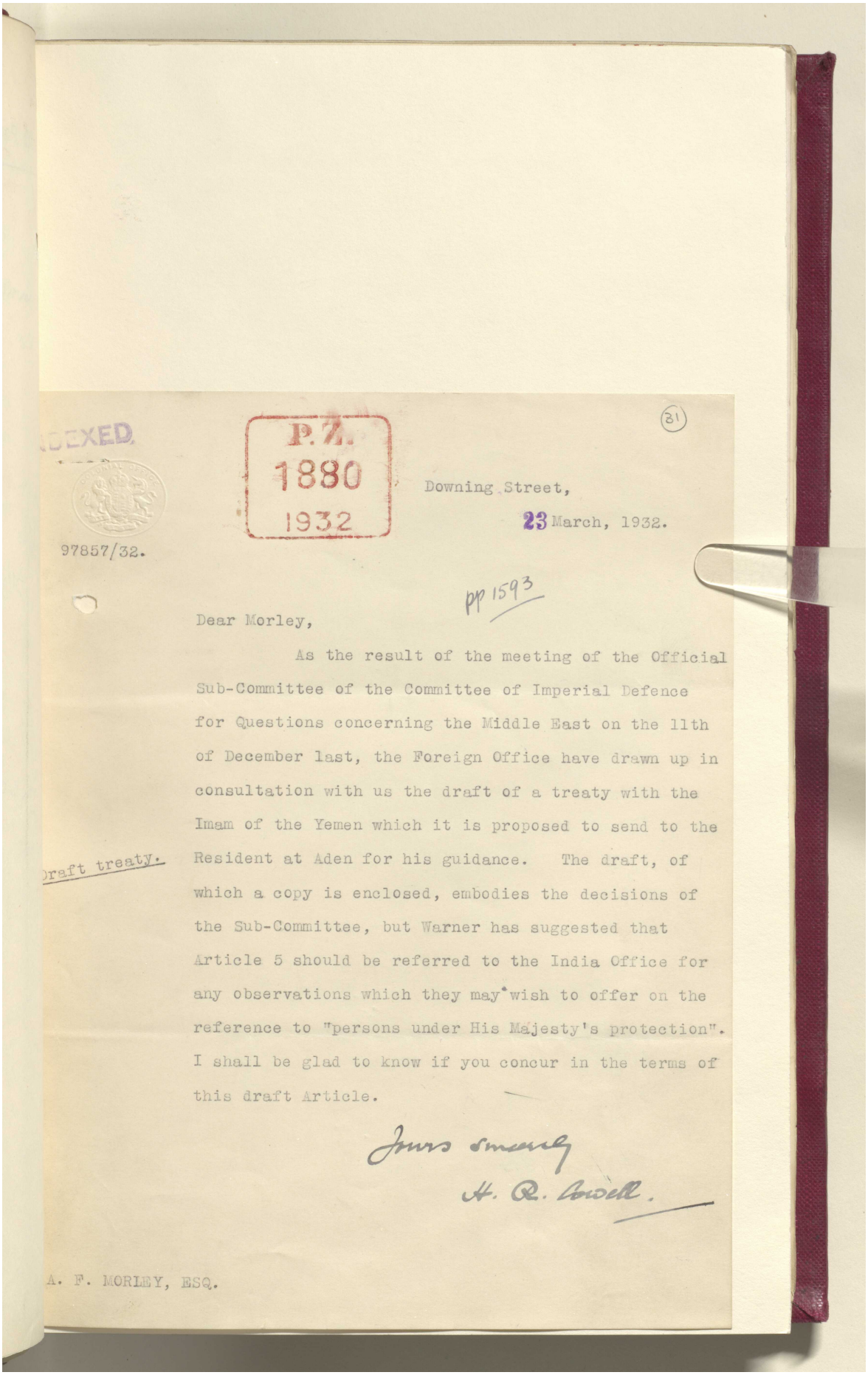

INDEXED.

P.Z. 1880 1932

(31)

97857/32.

Downing Street,
23 March, 1932.

pp 1593

Dear Morley,

As the result of the meeting of the Official Sub-Committee of the Committee of Imperial Defence for Questions concerning the Middle East on the 11th of December last, the Foreign Office have drawn up in consultation with us the draft of a treaty with the Imam of the Yemen which it is proposed to send to the Resident at Aden for his guidance. The draft, of which a copy is enclosed, embodies the decisions of the Sub-Committee, but Warner has suggested that Article 5 should be referred to the India Office for any observations which they may wish to offer on the reference to "persons under His Majesty's protection". I shall be glad to know if you concur in the terms of this draft Article.

Draft treaty.

Yours sincerely
H. R. Lovell.

A. F. MORLEY, ESQ.

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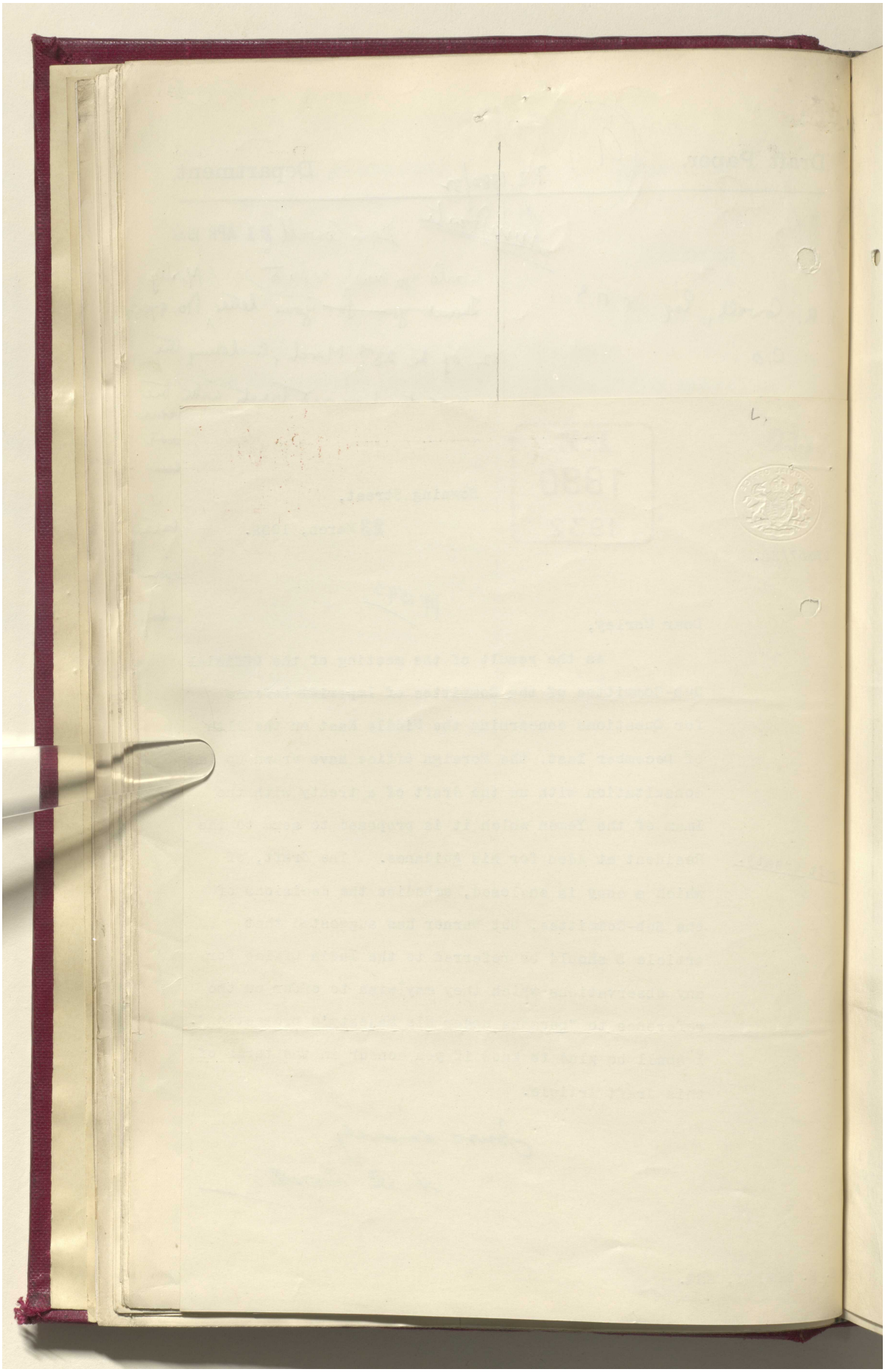

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P.Z.
1880
1932

(32)

COUNTER DRAFT TREATY WITH THE IMAM OF THE YEMEN

PREAMBLE.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India on the one part, and

His Majesty the King of the Yemen, the Imam, on the other part.

Being desirous of entering into a treaty on a basis of friendship and co-operation for their mutual benefit.

Have resolved to conclude this Treaty and have appointed as their Plenipotentiaries:

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India.

For Great Britain and Northern Ireland:

. . . . . .

His Majesty the King of the Yemen, the Imam:

. . . . . .

who having communicated their full powers, found in good and due form, have agreed as follows:-

ARTICLE I.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, acknowledges the complete and absolute independence of His Majesty the King of the Yemen, the Imam, in all affairs of whatsoever kind (internal or external[x]).

ARTICLE II.

(x These words would be best omitted, but could remain if the Imam attaches importance to them).

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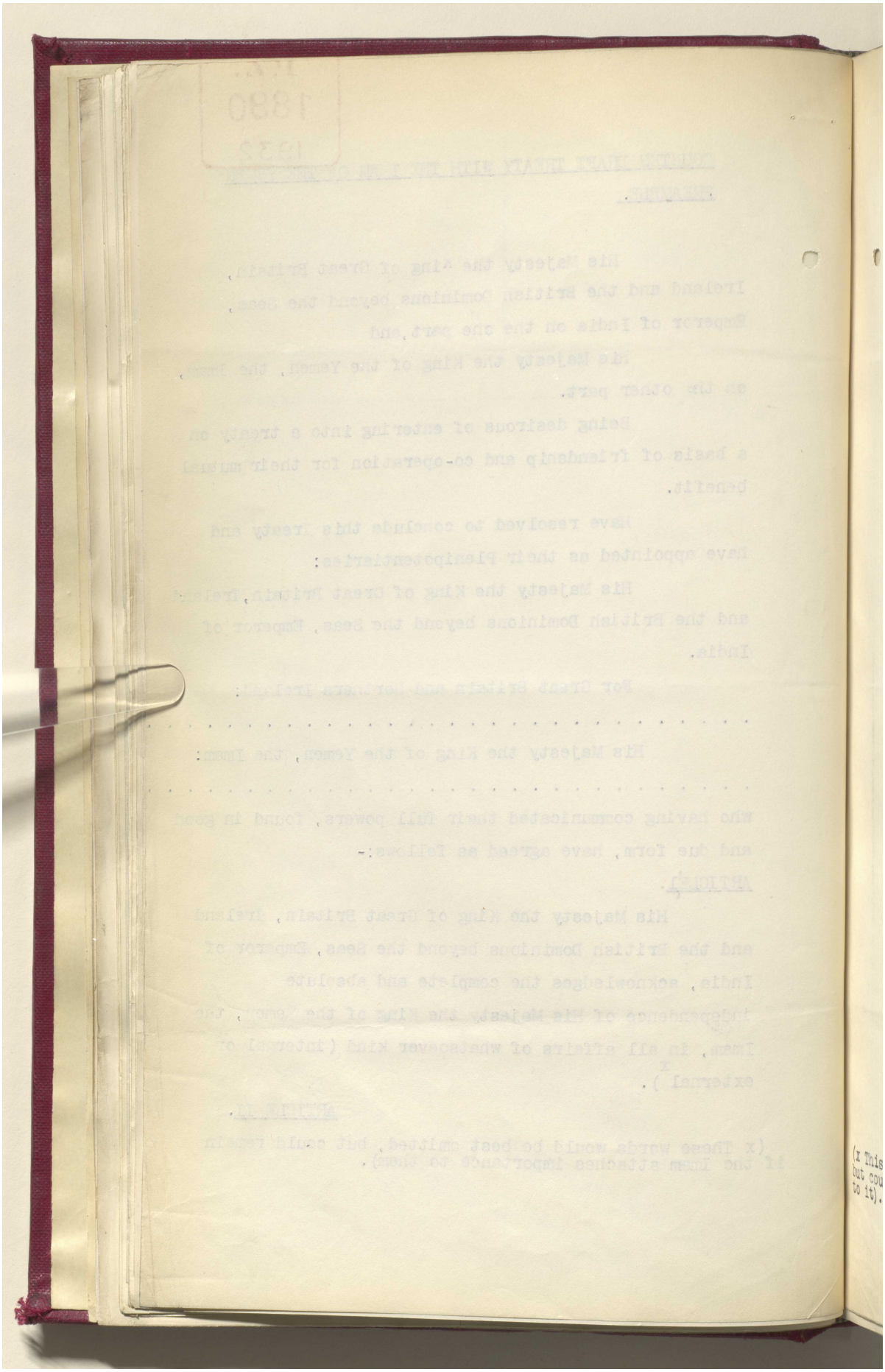

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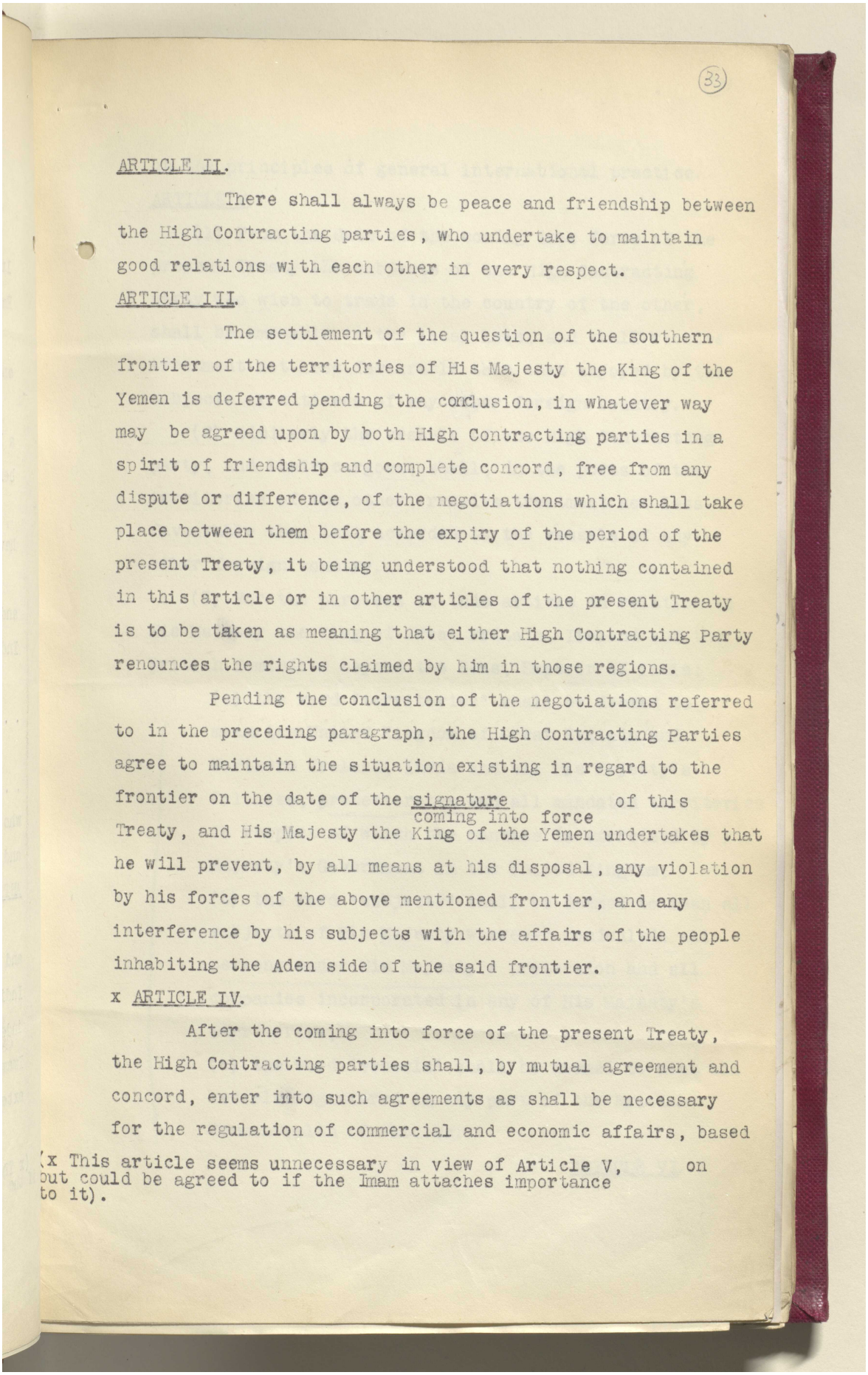

(33)

ARTICLE II.

There shall always be peace and friendship between the High Contracting parties, who undertake to maintain good relations with each other in every respect.

ARTICLE III.

The settlement of the question of the southern frontier of the territories of His Majesty the King of the Yemen is deferred pending the conclusion, in whatever way may be agreed upon by both High Contracting parties in a spirit of friendship and complete concord, free from any dispute or difference, of the negotiations which shall take place between them before the expiry of the period of the present Treaty, it being understood that nothing contained in this article or in other articles of the present Treaty is to be taken as meaning that either High Contracting Party renounces the rights claimed by him in those regions.

Pending the conclusion of the negotiations referred to in the preceding paragraph, the High Contracting Parties agree to maintain the situation existing in regard to the frontier on the date of the signature coming into force of this Treaty, and His Majesty the King of the Yemen undertakes that he will prevent, by all means at his disposal, any violation by his forces of the above mentioned frontier, and any interference by his subjects with the affairs of the people inhabiting the Aden side of the said frontier.

x ARTICLE IV.

After the coming into force of the present Treaty, the High Contracting parties shall, by mutual agreement and concord, enter into such agreements as shall be necessary for the regulation of commercial and economic affairs, based

(x This article seems unnecessary in view of Article V, but could be agreed to if the Imam attaches importance on to it).

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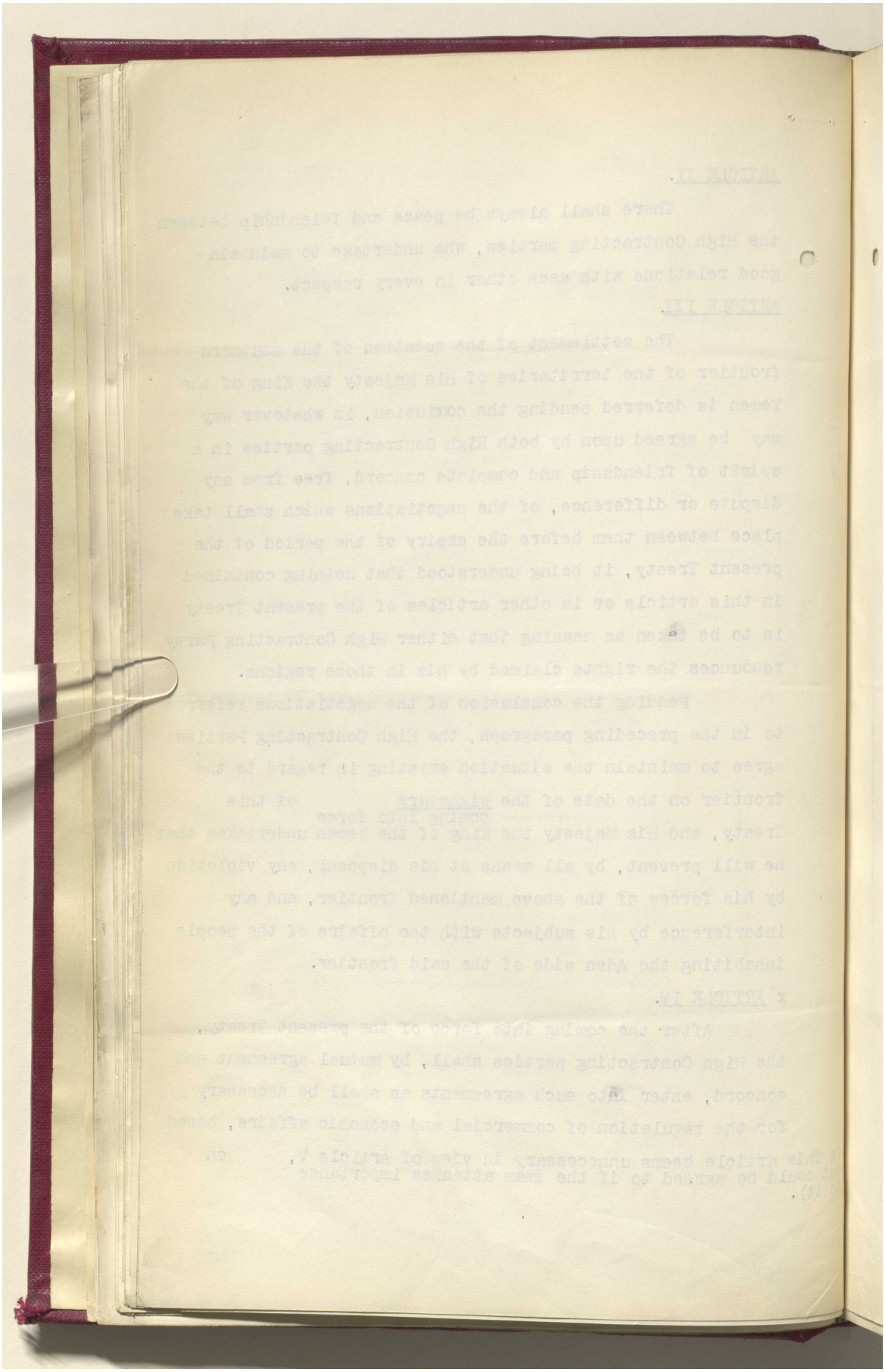

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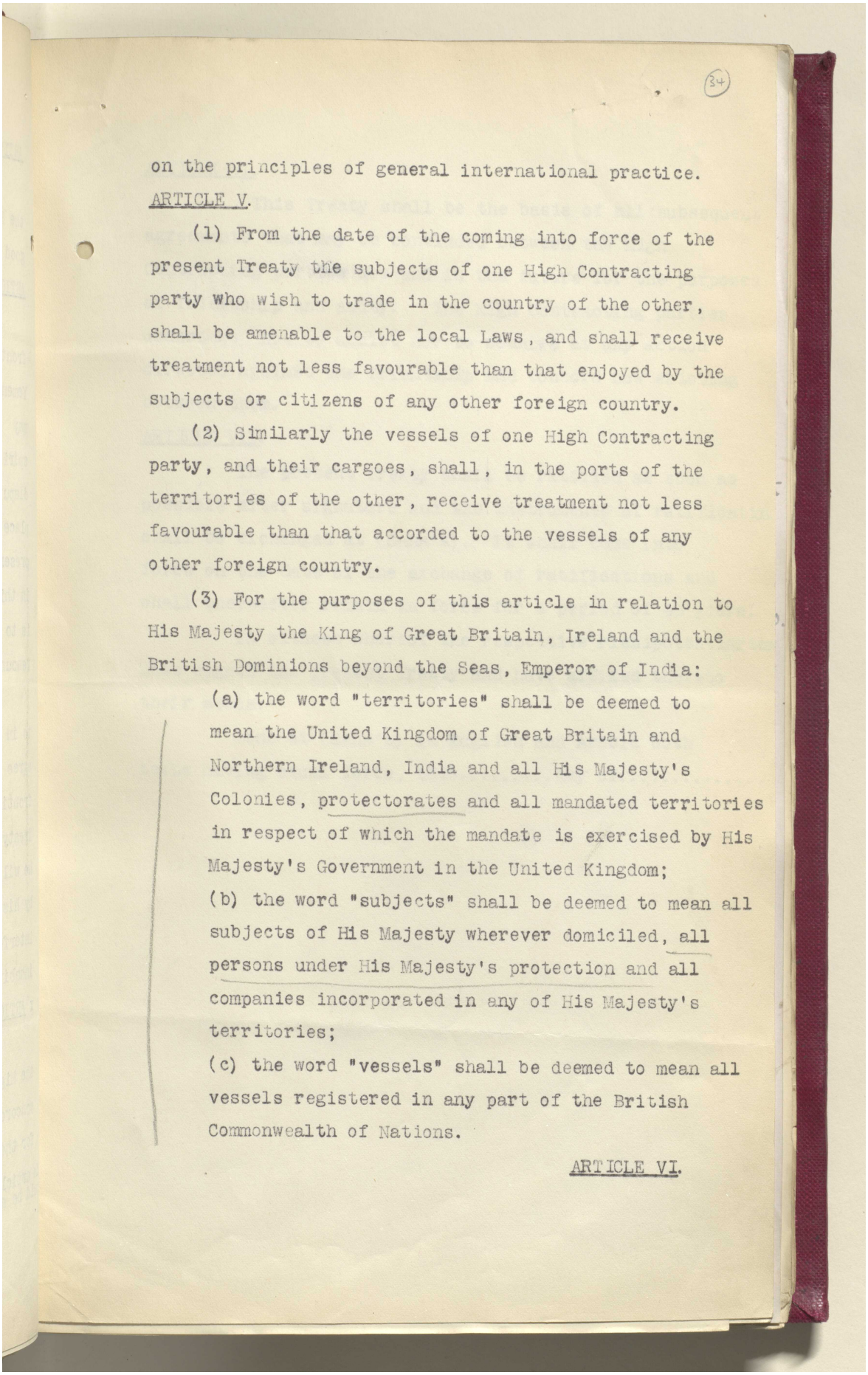

(34)

on the principles of general international practice.

ARTICLE V.

(1) From the date of the coming into force of the present Treaty the subjects of one High Contracting party who wish to trade in the country of the other, shall be amenable to the local Laws, and shall receive treatment not less favourable than that enjoyed by the subjects or citizens of any other foreign country.

(2) Similarly the vessels of one High Contracting party, and their cargoes, shall, in the ports of the territories of the other, receive treatment not less favourable than that accorded to the vessels of any other foreign country.

(3) For the purposes of this article in relation to His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India:

(a) the word "territories" shall be deemed to mean the United Kingdom of Great Britain and Northern Ireland, India and all His Majesty's Colonies, protectorates and all mandated territories in respect of which the mandate is exercised by His Majesty's Government in the United Kingdom;

(b) the word "subjects" shall be deemed to mean all subjects of His Majesty wherever domiciled, all persons under His Majesty's protection and all companies incorporated in any of His Majesty's territories;

(c) the word "vessels" shall be deemed to mean all vessels registered in any part of the British Commonwealth of Nations.

ARTICLE VI.

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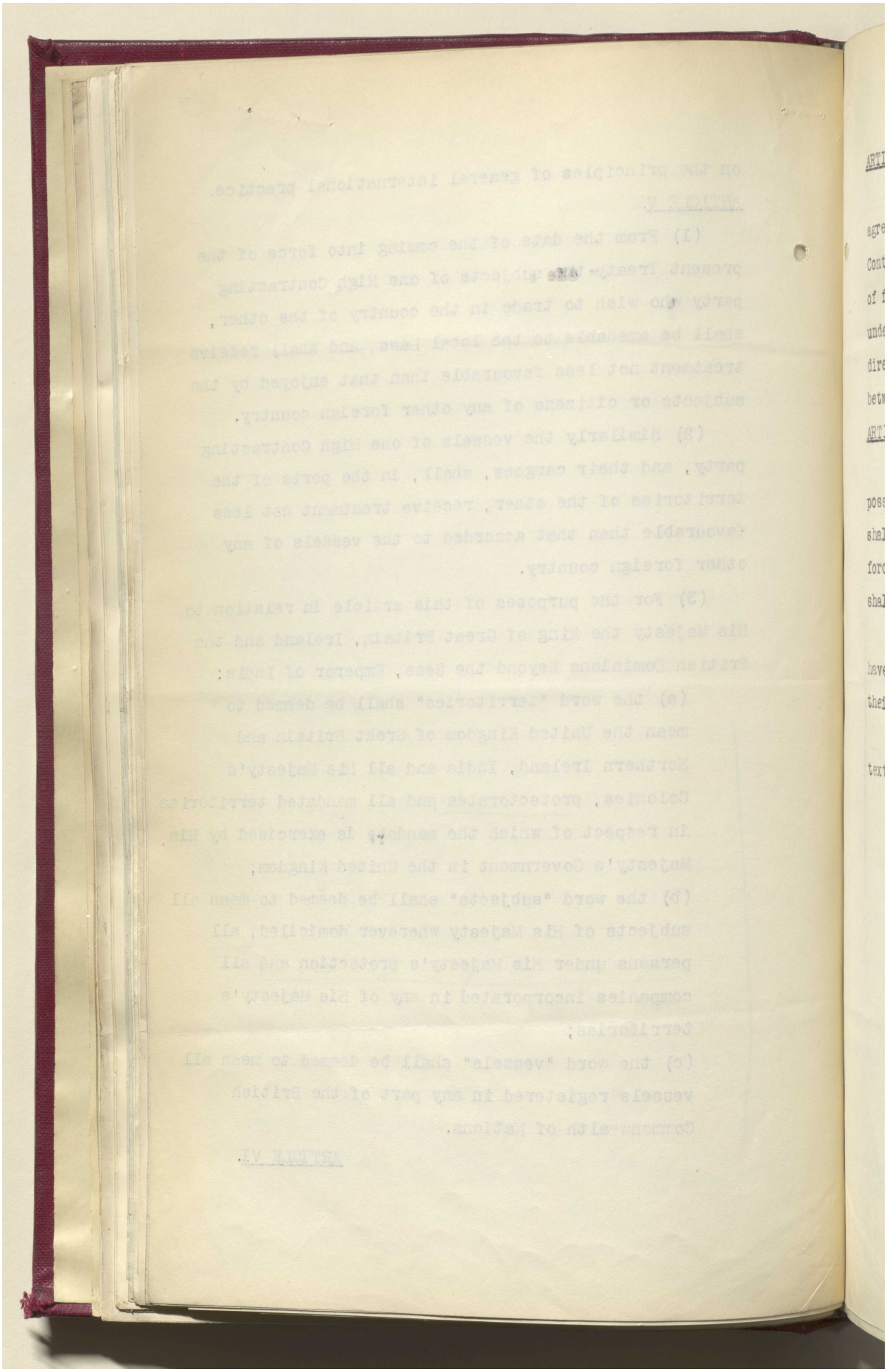

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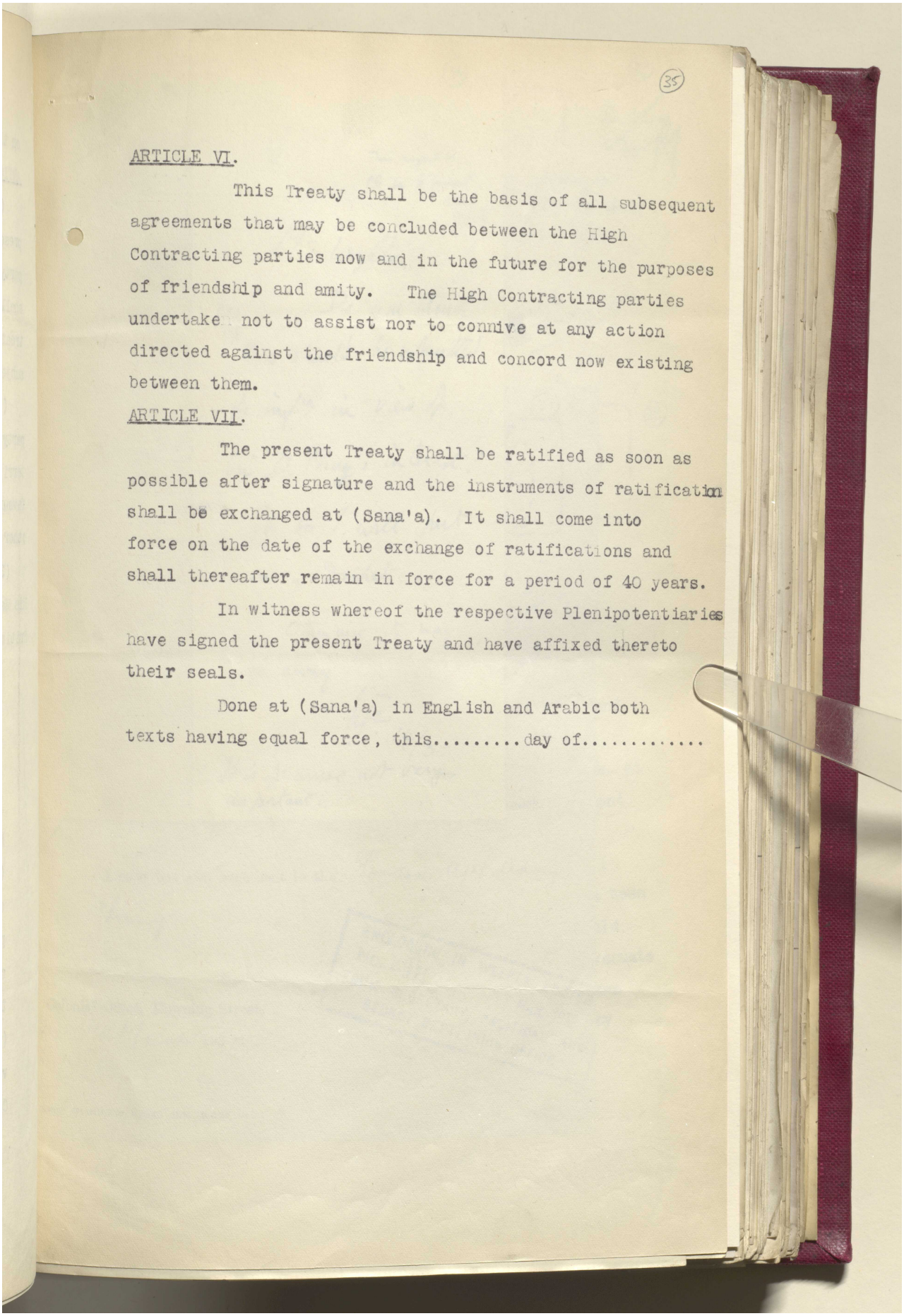

(35)

ARTICLE VI.

This Treaty shall be the basis of all subsequent agreements that may be concluded between the High Contracting parties now and in the future for the purposes of friendship and amity. The High Contracting parties undertake not to assist nor to connive at any action directed against the friendship and concord now existing between them.

ARTICLE VII.

The present Treaty shall be ratified as soon as possible after signature and the instruments of ratification shall be exchanged at (Sana'a). It shall come into force on the date of the exchange of ratifications and shall thereafter remain in force for a period of 40 years.

In witness whereof the respective Plenipotentiaries have signed the present Treaty and have affixed thereto their seals.

Done at (Sana'a) in English and Arabic both texts having equal force, this.....day of.....

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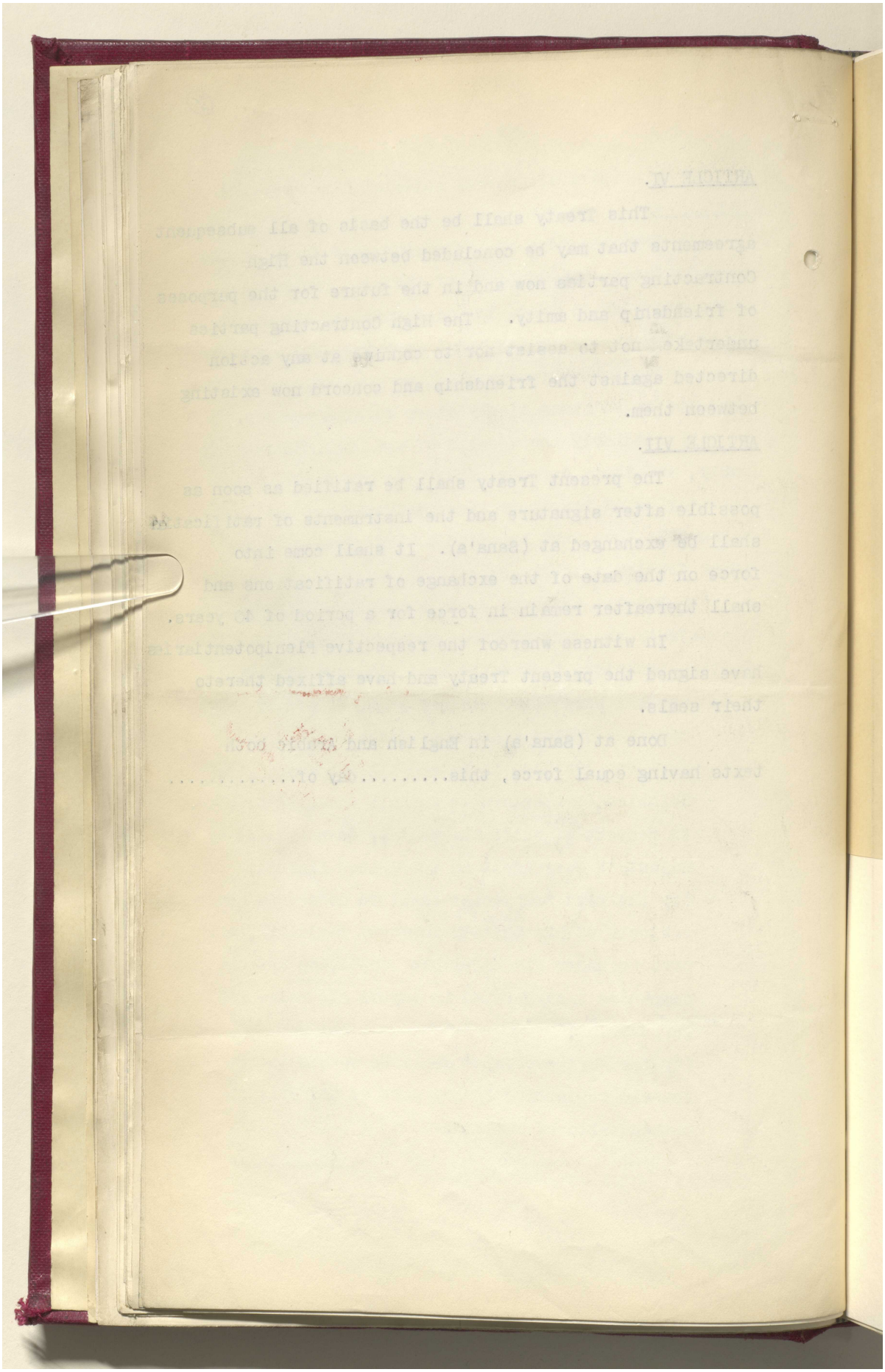

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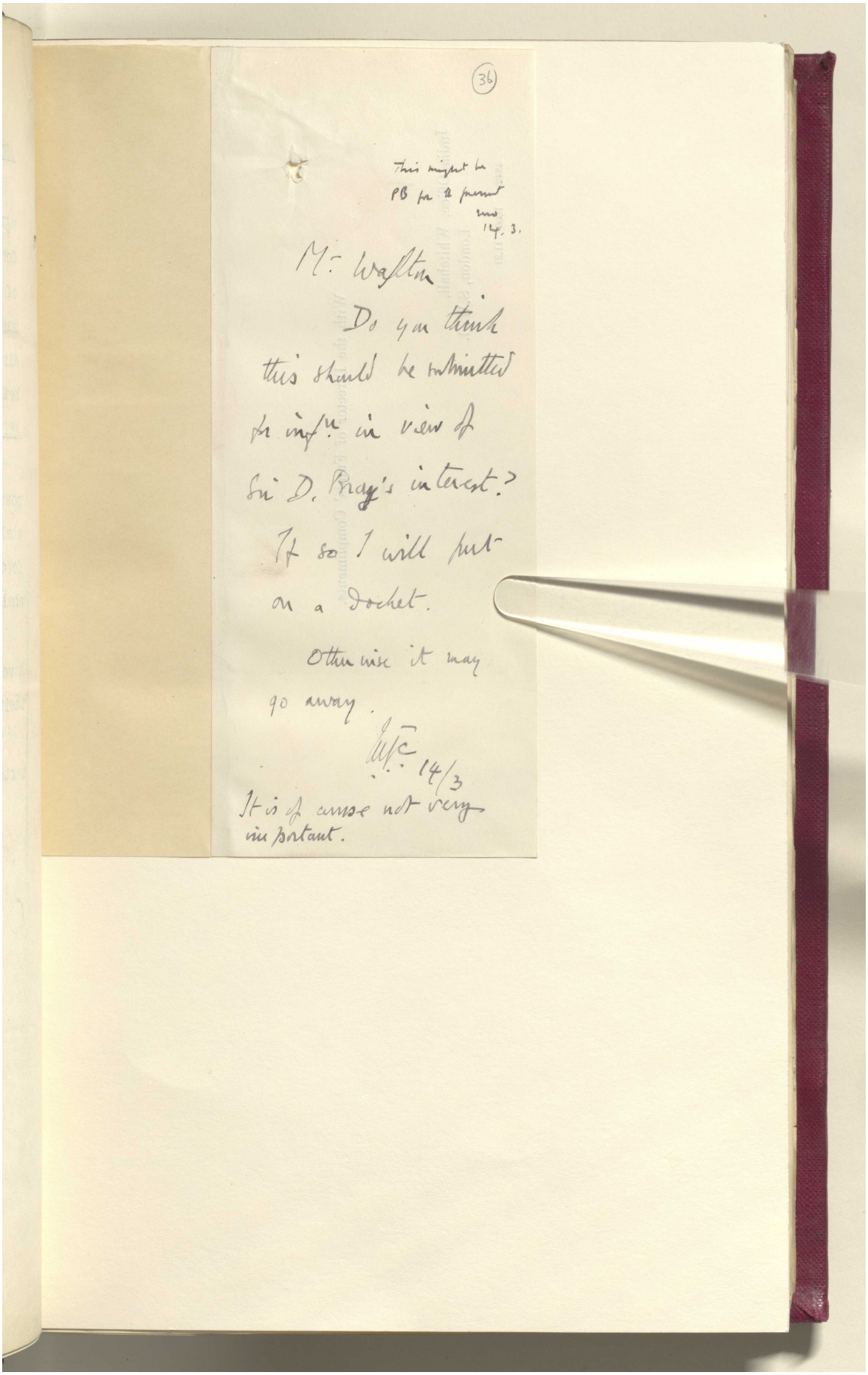

(36)

This might be PB for the present mo. 14. 3.

Mr Walton

Do you think this should be submitted for infn in view of Sir D. Bray's interest?

If so I will put on a docket.

Otherwise it may go away.

[illegible] 14/3

It is of course not very important.

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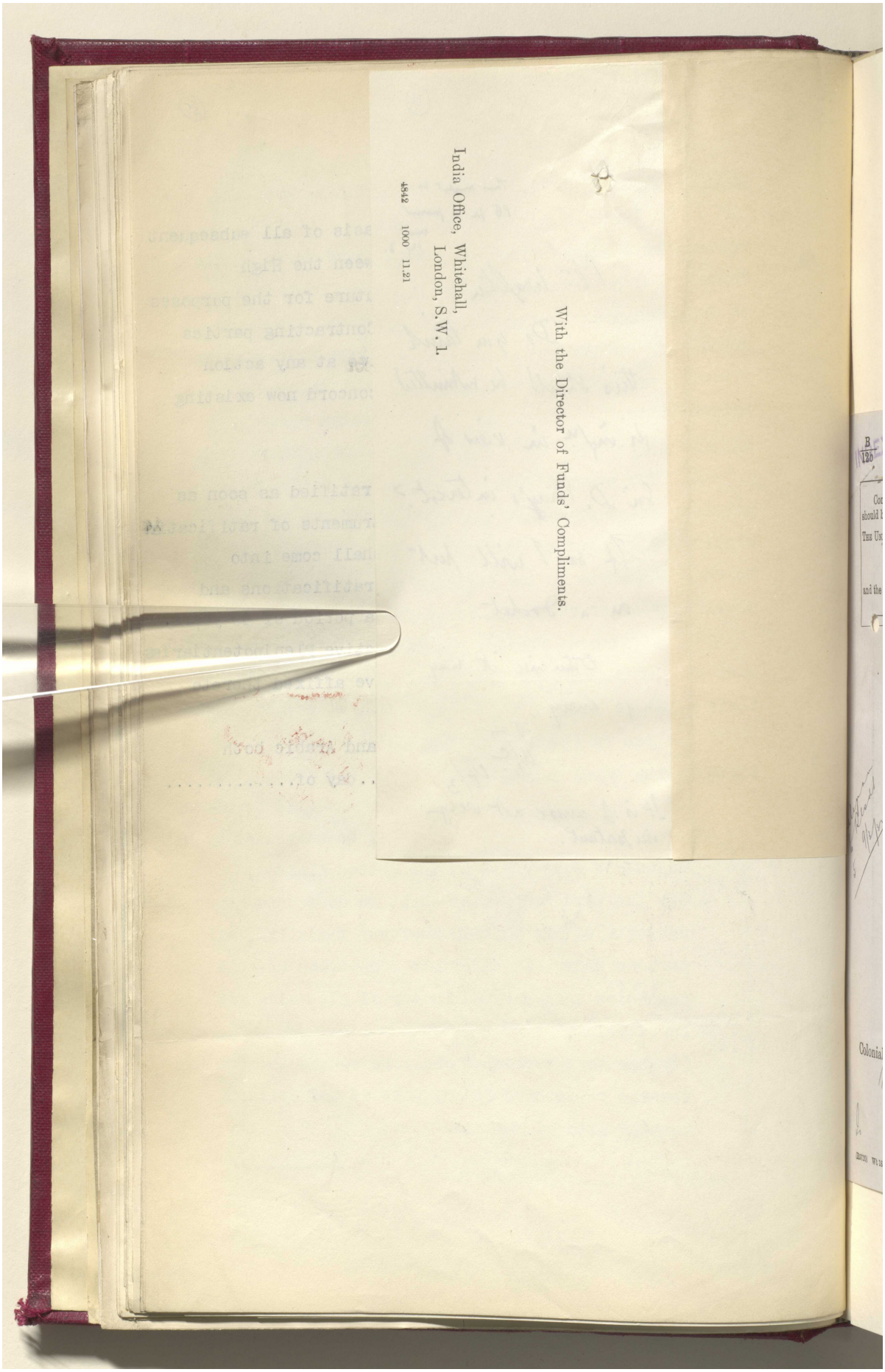


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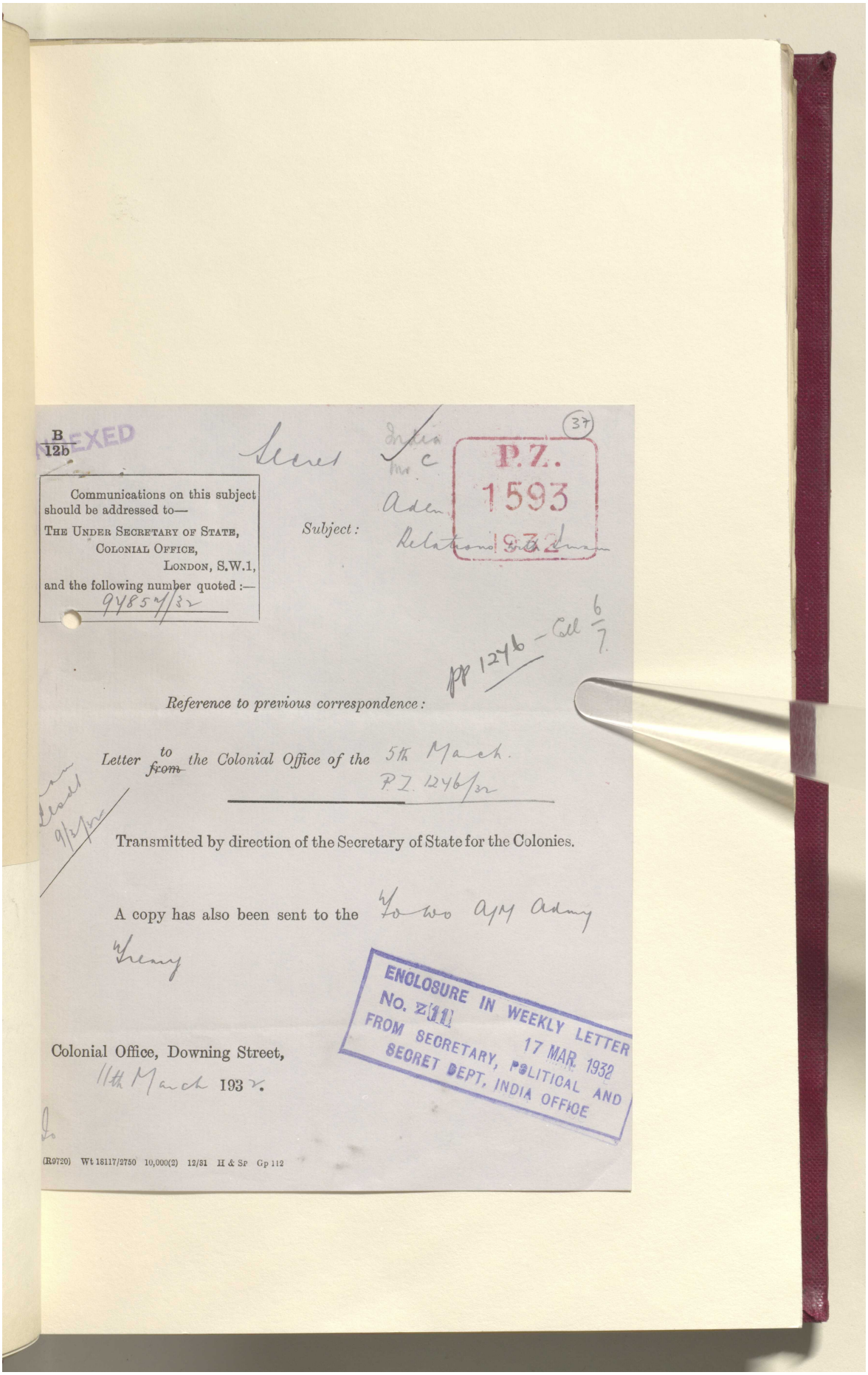

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B
12b

ANNEXED

Secret

India
Mr C

(37)

P.Z.
1593
1932

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
9485 M/32

Subject : Aden, Relations with Imam

pp 1246 – Coll 6/7

*Reference to previous correspondence :*

*Letter* to ~~*from*~~ *the Colonial Office of the* 5th March.
P.Z. 1246/32

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the To Wo A/M Admy
Treasy

ENCLOSURE IN WEEKLY LETTER
No. Z 11
17 MAR. 1932
FROM SECRETARY, POLITICAL AND
SECRET DEPT, INDIA OFFICE

Colonial Office, Downing Street,
11th March 1932.

(R9720) Wt 18117/2750 10,000(2) 12/31 H & Sp Gp 112

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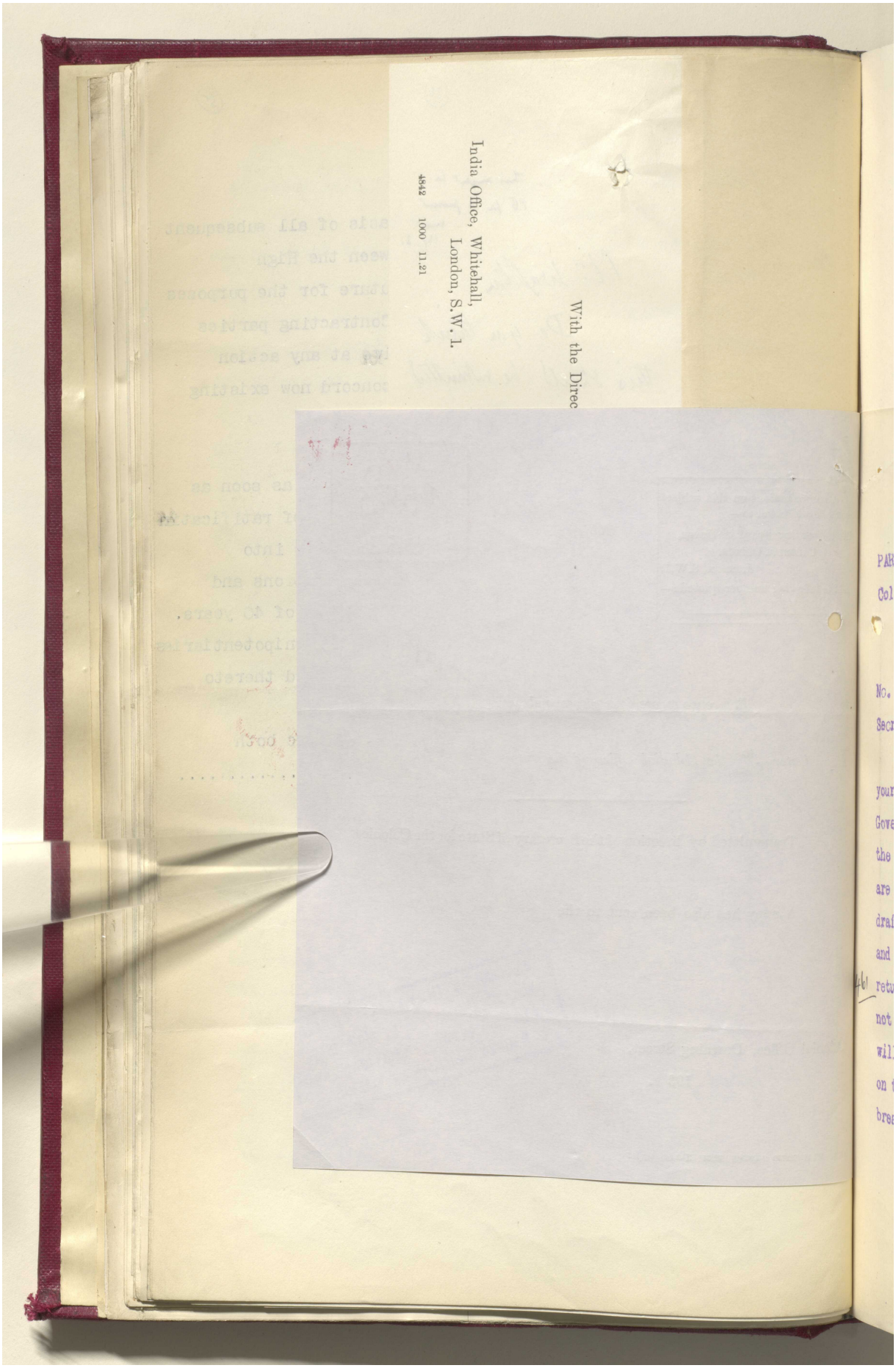
With the Direc
India Office, Whitehall,
London, S.W. 1.
4842 1000 11.21

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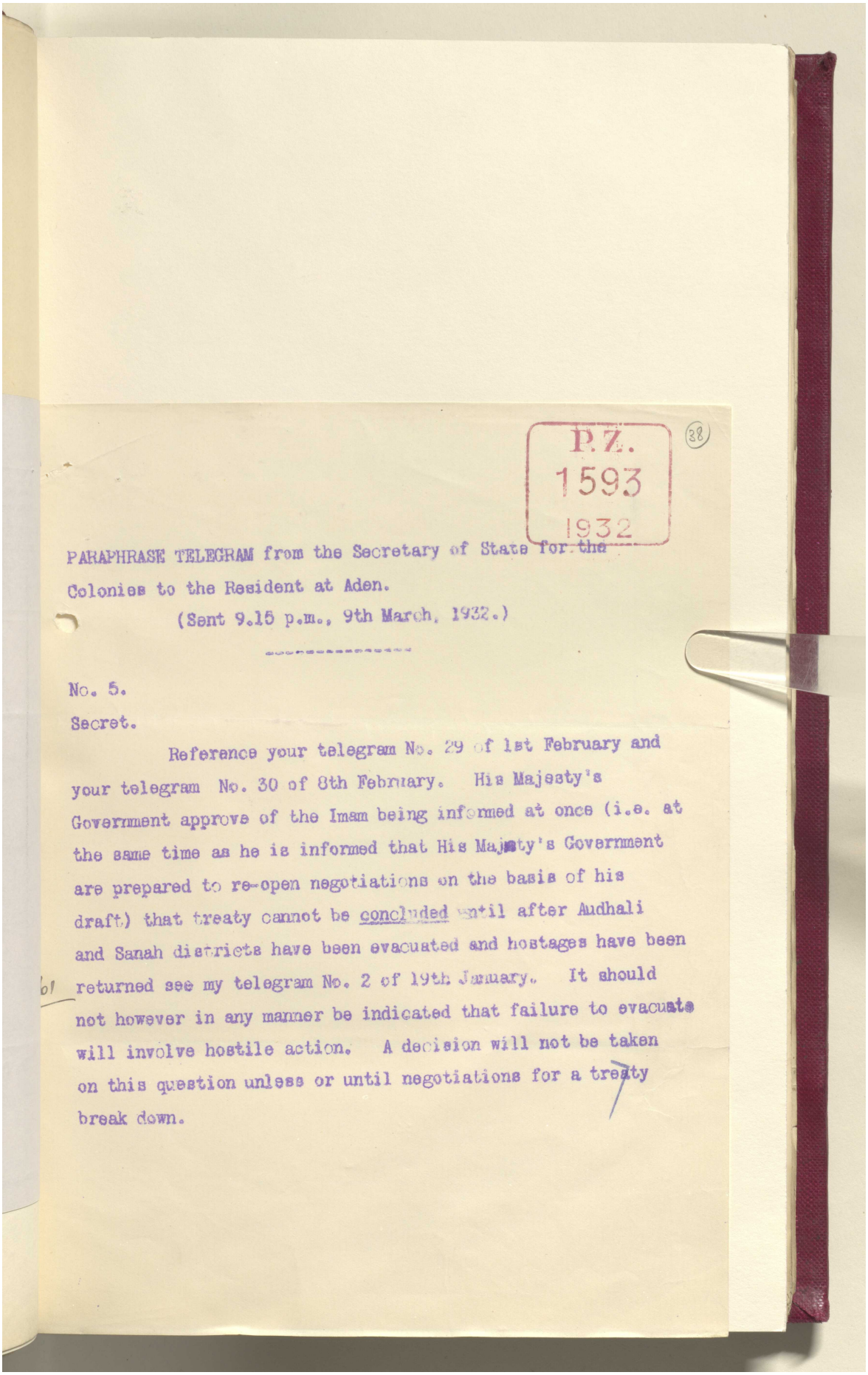

P.Z.
1593
1932

(38)

PARAPHRASE TELEGRAM from the Secretary of State for the Colonies to the Resident at Aden.

(Sent 9.15 p.m., 9th March, 1932.)

No. 5.

Secret.

Reference your telegram No. 29 of 1st February and your telegram No. 30 of 8th February. His Majesty's Government approve of the Imam being informed at once (i.e. at the same time as he is informed that His Majesty's Government are prepared to re-open negotiations on the basis of his draft) that treaty cannot be concluded until after Audhali and Sanah districts have been evacuated and hostages have been returned see my telegram No. 2 of 19th January. It should not however in any manner be indicated that failure to evacuate will involve hostile action. A decision will not be taken on this question unless or until negotiations for a treaty break down.

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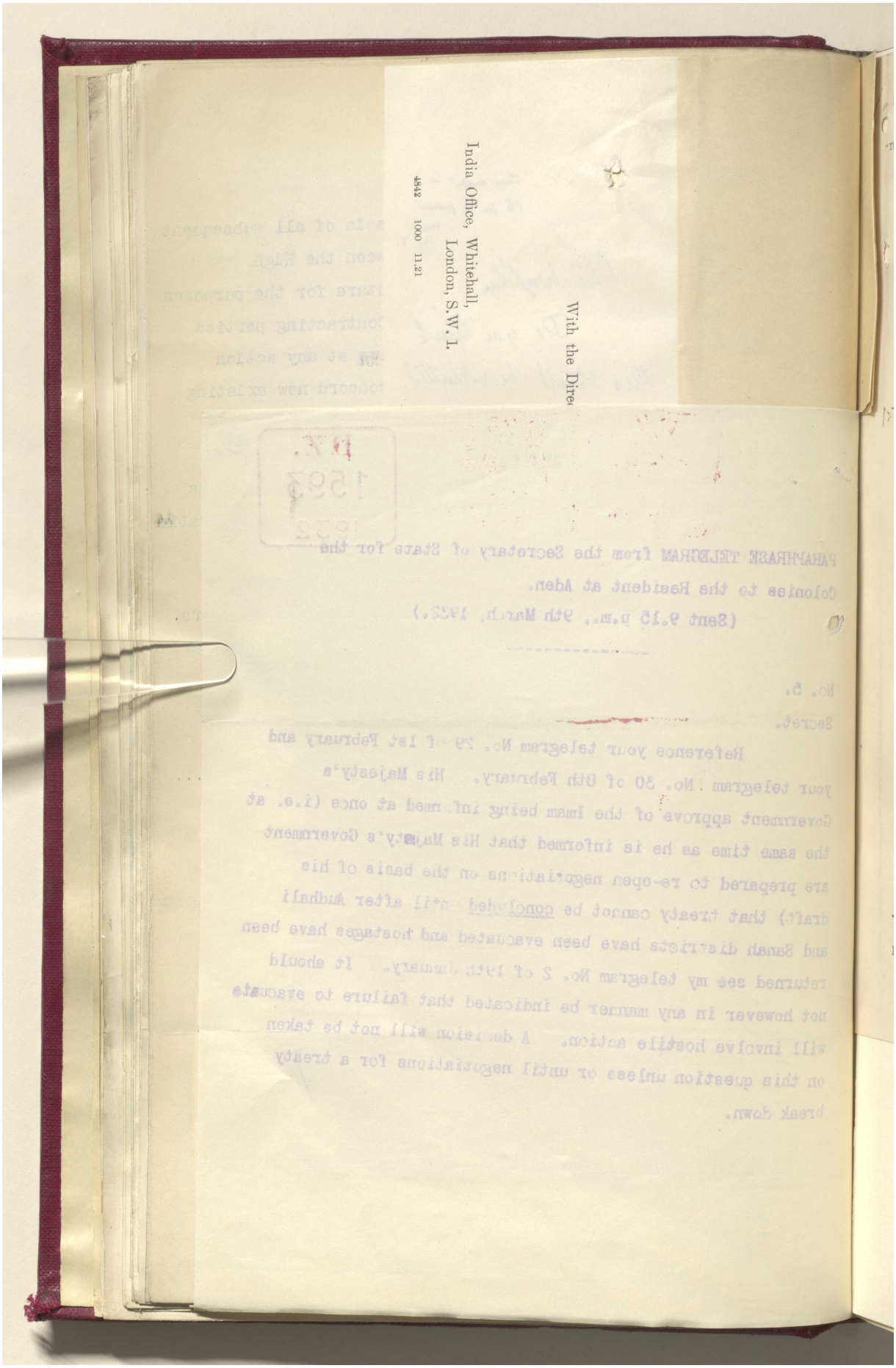
With the Direc
India Office, Whitehall,
London, S.W. 1.
4842 1000 11.21

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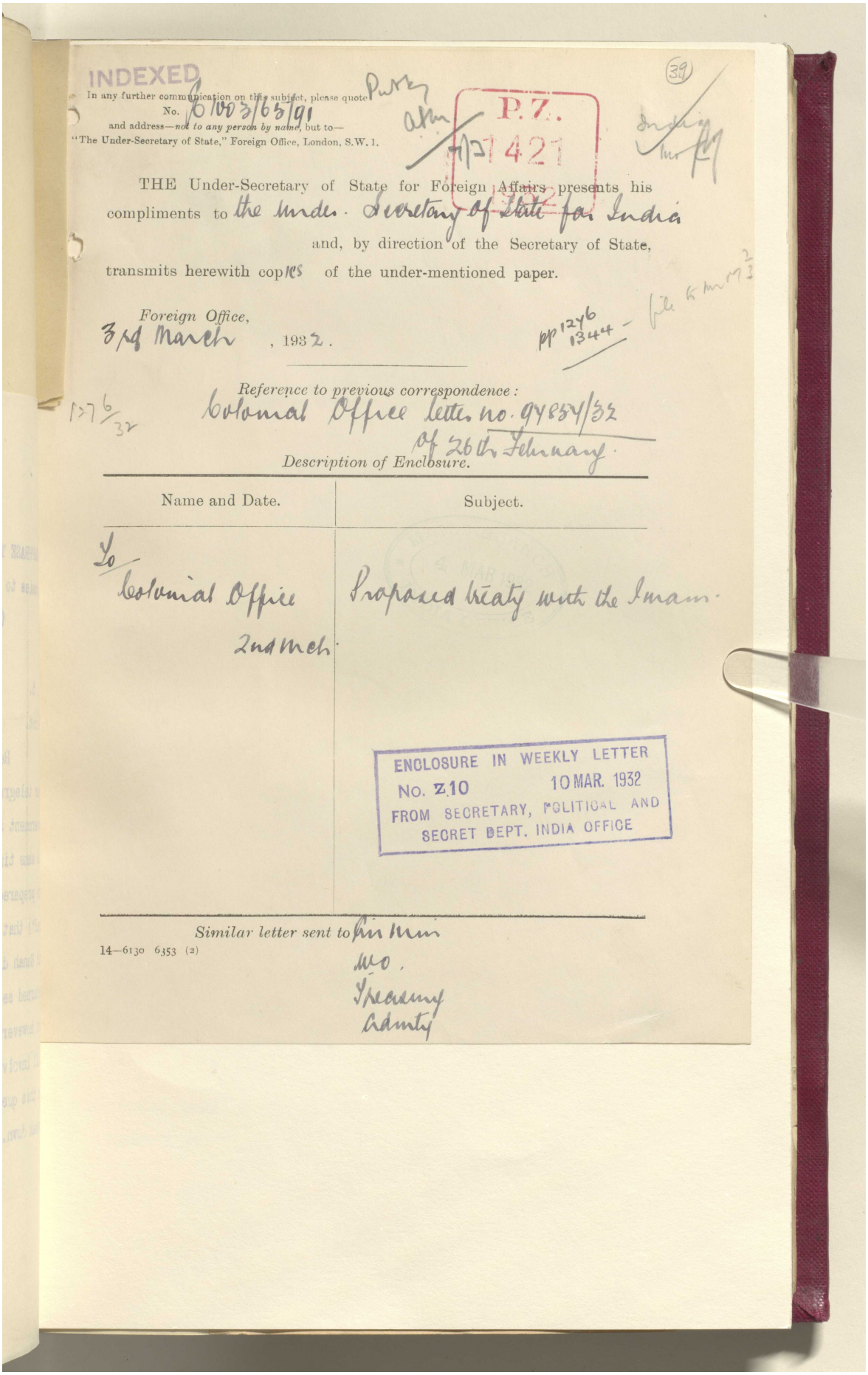

INDEXED

(39)

In any further communication on this subject, please quote
No. 61003/63/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W. 1.

Pub by
atm

P.Z.
1421
1932

India
Mr

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

*Foreign Office,*
3rd March, 1932.

pp 1246
1344 - file to Mr M 2/3

*Reference to previous correspondence:*
Colonial Office letter no. 94854/32
of 26th February.

1276/32

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| To Colonial Office 2nd Mch. | Proposed treaty with the Imam. |

ENCLOSURE IN WEEKLY LETTER
No. Z10 10 MAR. 1932
FROM SECRETARY, POLITICAL AND
SECRET DEPT. INDIA OFFICE

*Similar letter sent to* Fin Min
WO.
Treasury
Admty

14—6130 6353 (2)

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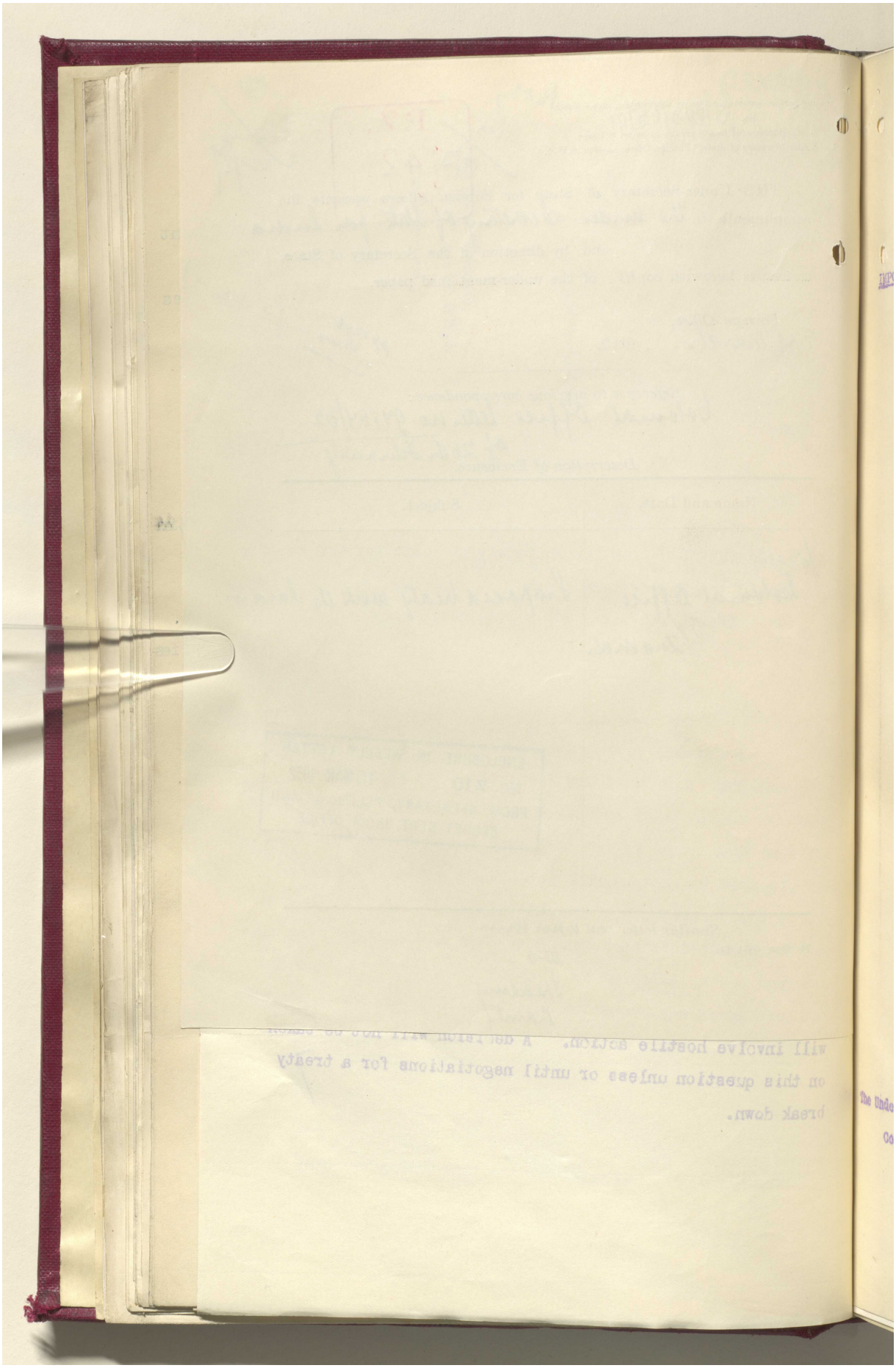

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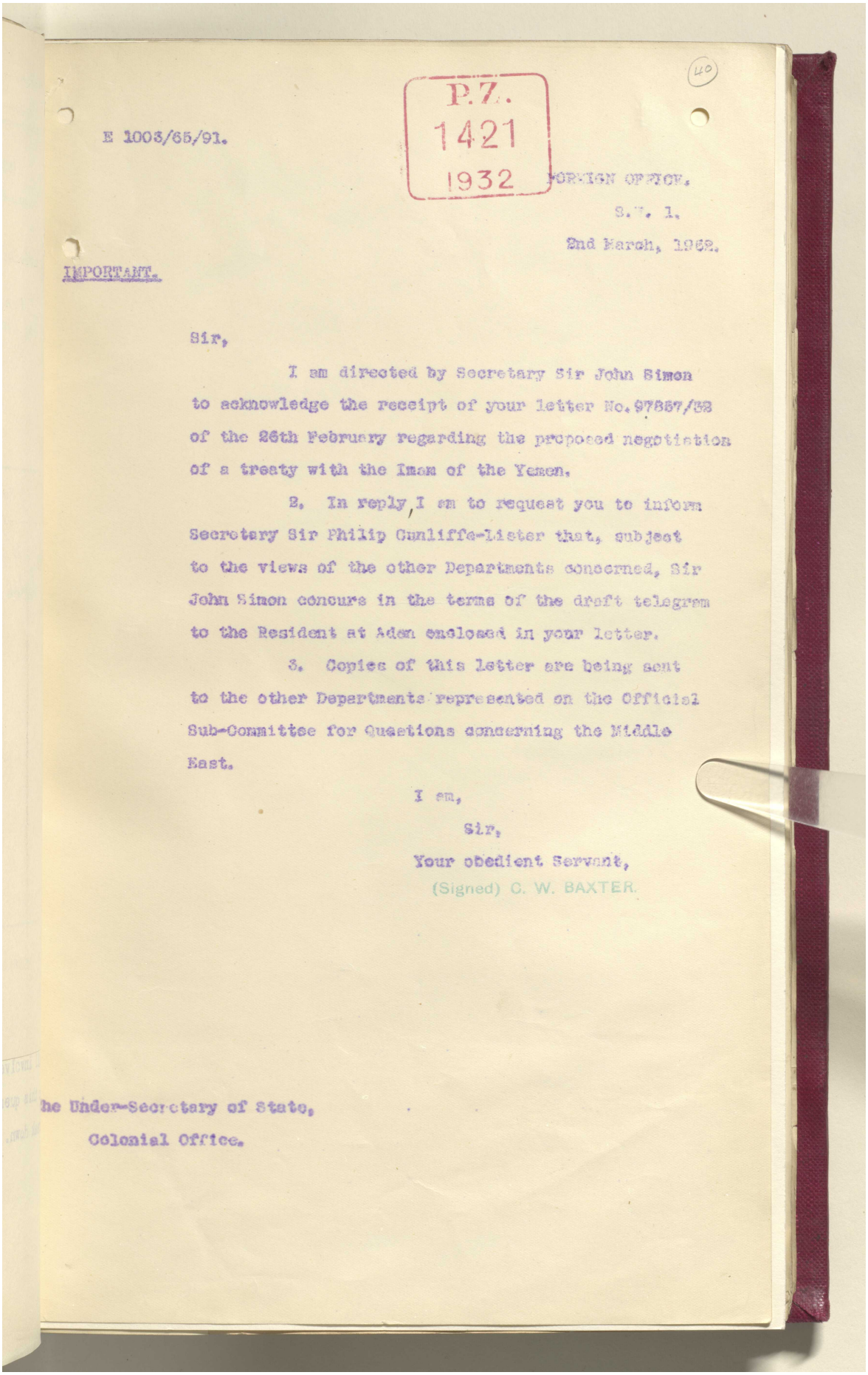

E 1003/65/91.

P.Z. 1421 1932

FOREIGN OFFICE,
S.W. 1.
2nd March, 1932.

IMPORTANT.

Sir,

I am directed by Secretary Sir John Simon to acknowledge the receipt of your letter No.97857/32 of the 26th February regarding the proposed negotiation of a treaty with the Imam of the Yemen.

2. In reply, I am to request you to inform Secretary Sir Philip Cunliffe-Lister that, subject to the views of the other Departments concerned, Sir John Simon concurs in the terms of the draft telegram to the Resident at Aden enclosed in your letter.

3. Copies of this letter are being sent to the other Departments represented on the Official Sub-Committee for Questions concerning the Middle East.

I am,
Sir,
Your obedient Servant,
(Signed) C. W. BAXTER.

he Under-Secretary of State,
Colonial Office.

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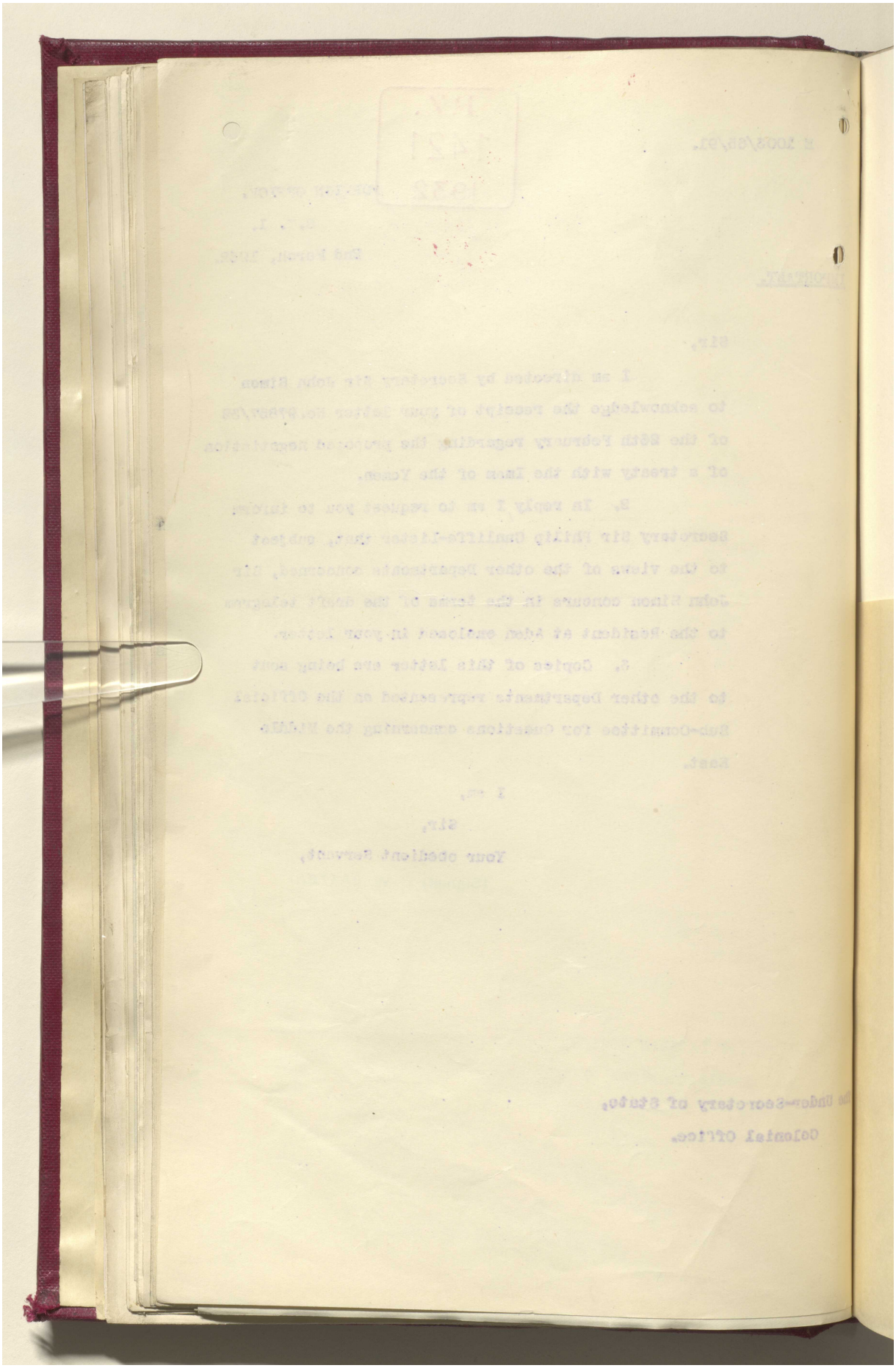

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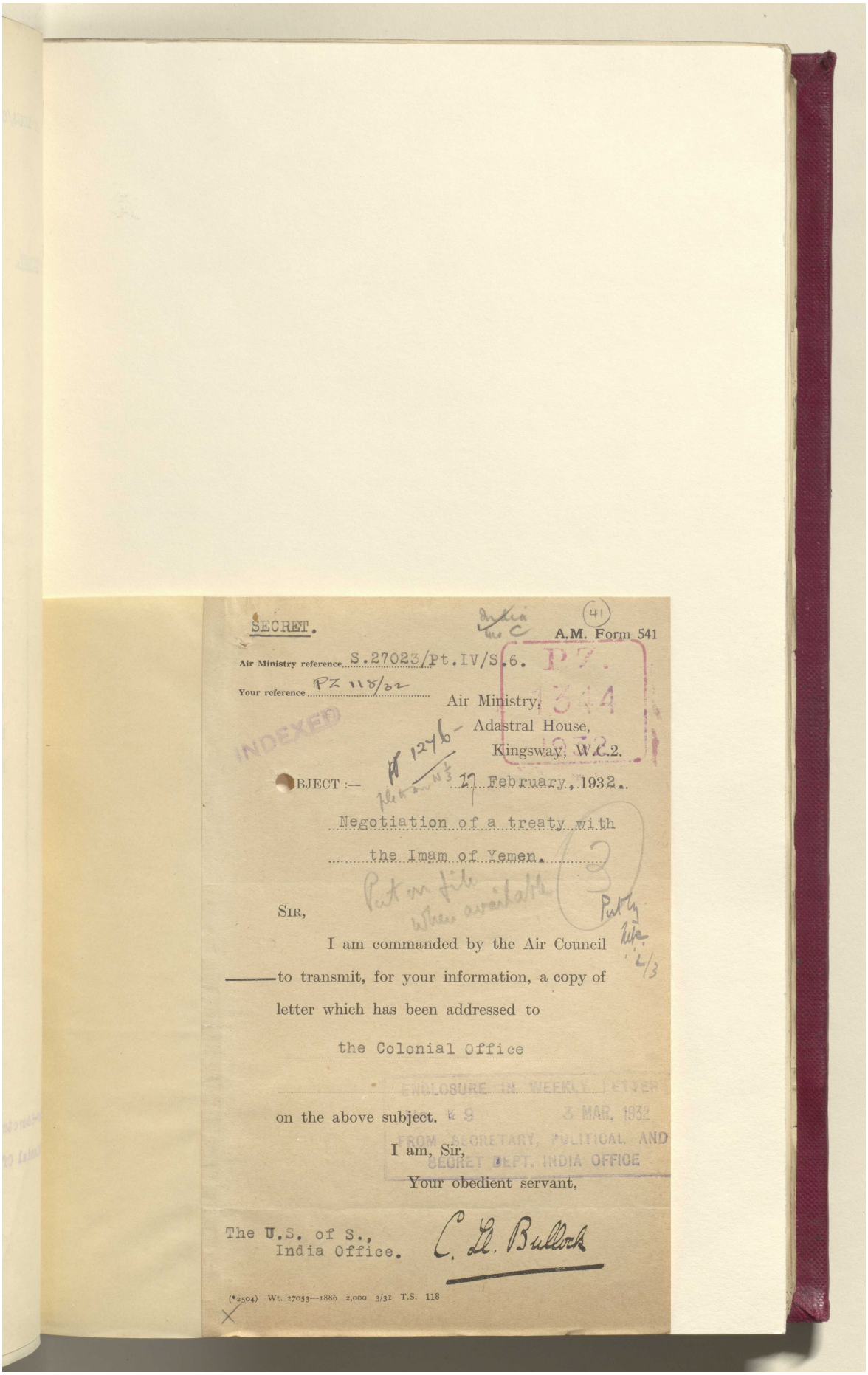

SECRET.

India
Mo C

(41)

A.M. Form 541

Air Ministry reference S.27023/Pt.IV/S.6.

Your reference PZ 118/32

P.Z. 1344 1932

Air Ministry,
Adastral House,
Kingsway, W.C.2.

INDEXED

Pt 1276 -
plet on N 1/3

SUBJECT :— 27 February, 1932.

Negotiation of a treaty with the Imam of Yemen.

Put on file when available

3

Putty
Mr.
2/3

SIR,

I am commanded by the Air Council to transmit, for your information, a copy of letter which has been addressed to the Colonial Office on the above subject.

ENCLOSURE IN WEEKLY LETTER
No. 9 3 MAR. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

I am, Sir,
Your obedient servant,

The U.S. of S.,
India Office.

C. Ll. Bullock

(*2504) Wt. 27053—1886 2,000 3/31 T.S. 118

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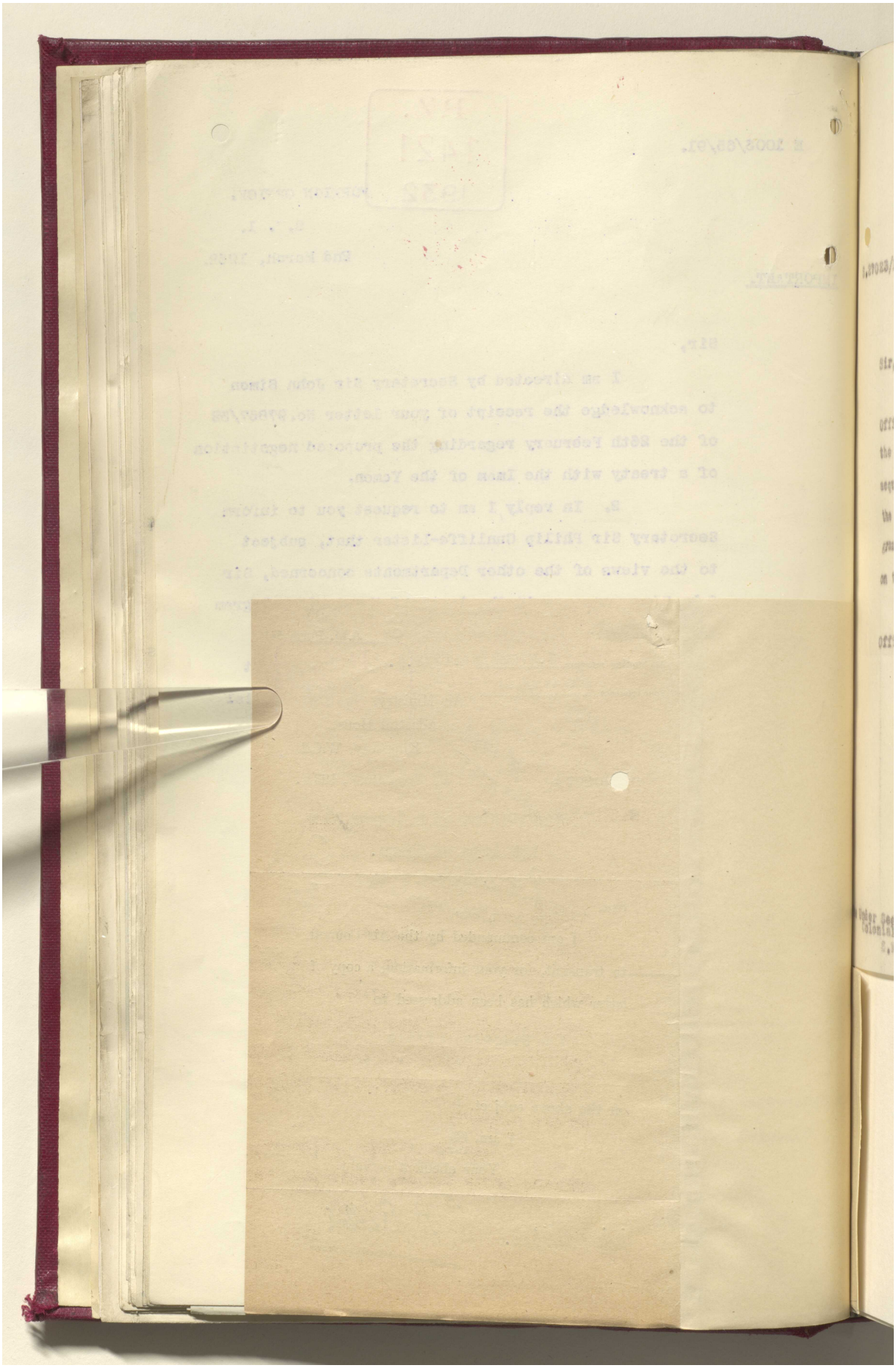

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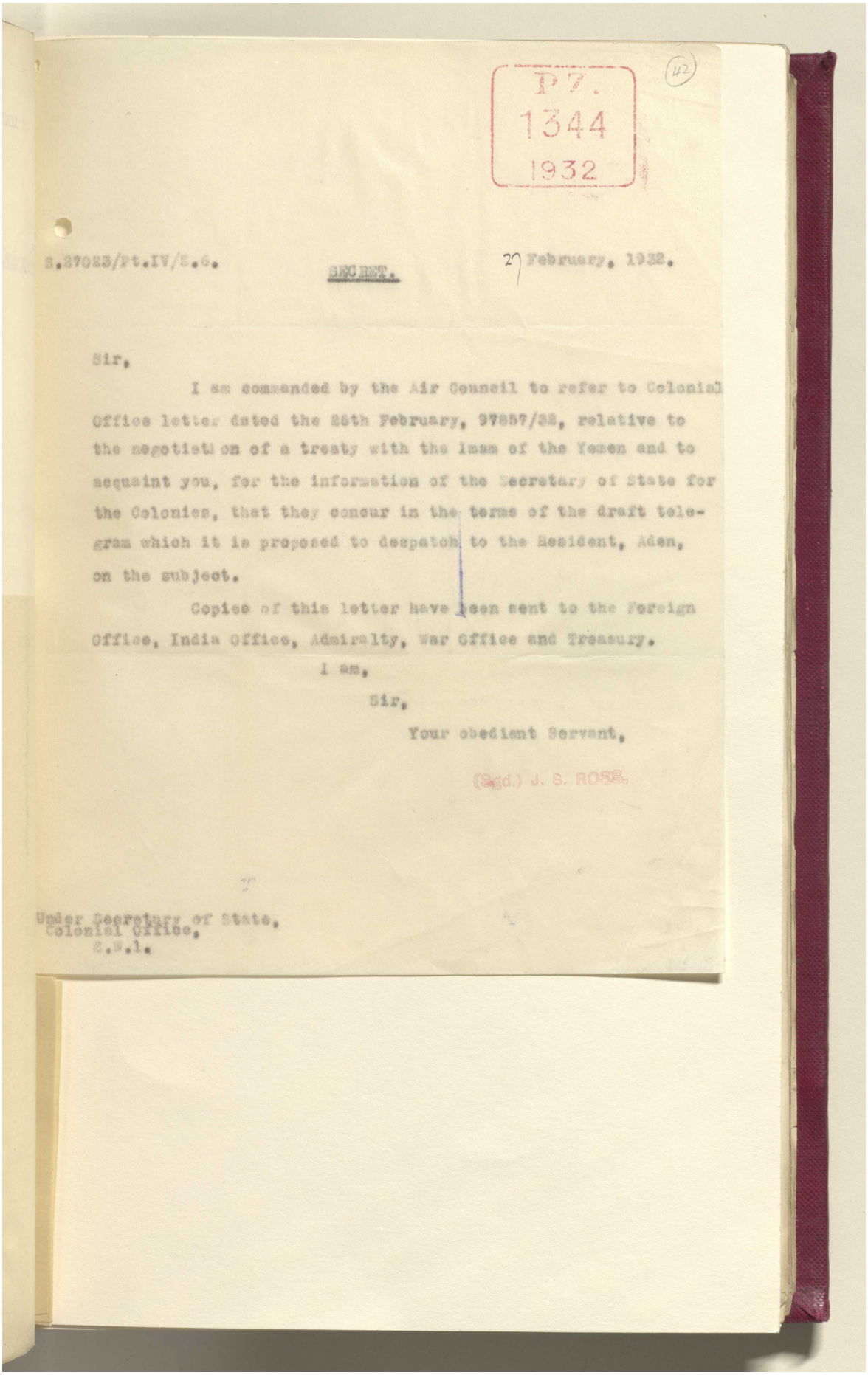
Coll 6/7(1) 'The Yemen: Relations between H.M.G. and the Imam.' [42r] (94/782)



P7.
1344
1932

(42)

S.27023/Pt.IV/S.6. SECRET. 27 February, 1932.

Sir,

I am commanded by the Air Council to refer to Colonial Office letter dated the 26th February, 97857/32, relative to the negotiation of a treaty with the Imam of the Yemen and to acquaint you, for the information of the Secretary of State for the Colonies, that they concur in the terms of the draft telegram which it is proposed to despatch to the Resident, Aden, on the subject.

Copies of this letter have been sent to the Foreign Office, India Office, Admiralty, War Office and Treasury.

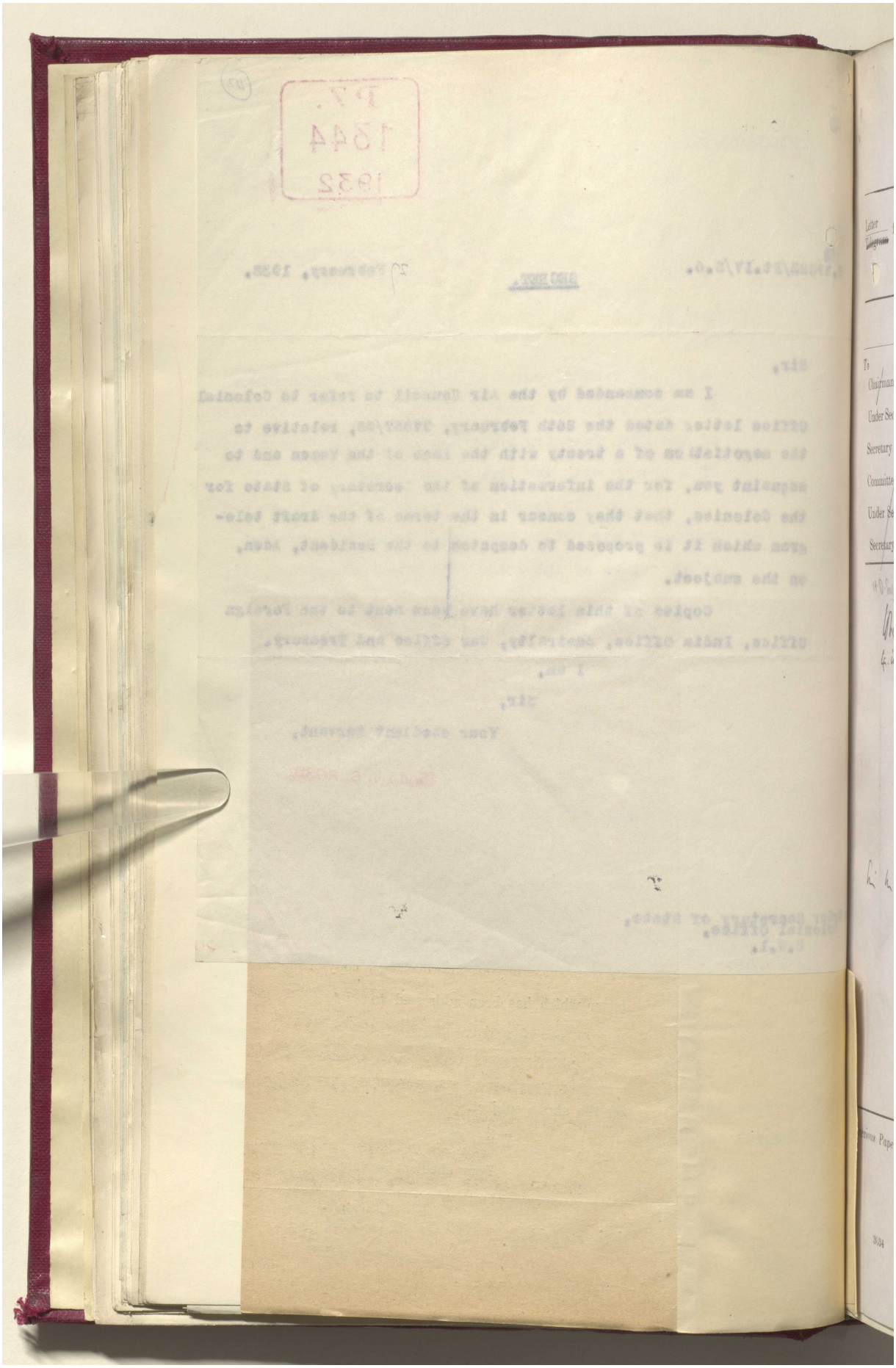
I am,

Sir,

Your obedient Servant,

(Sgd.) J. S. ROSS.

Under Secretary of State,
Colonial Office,
S.W.1.



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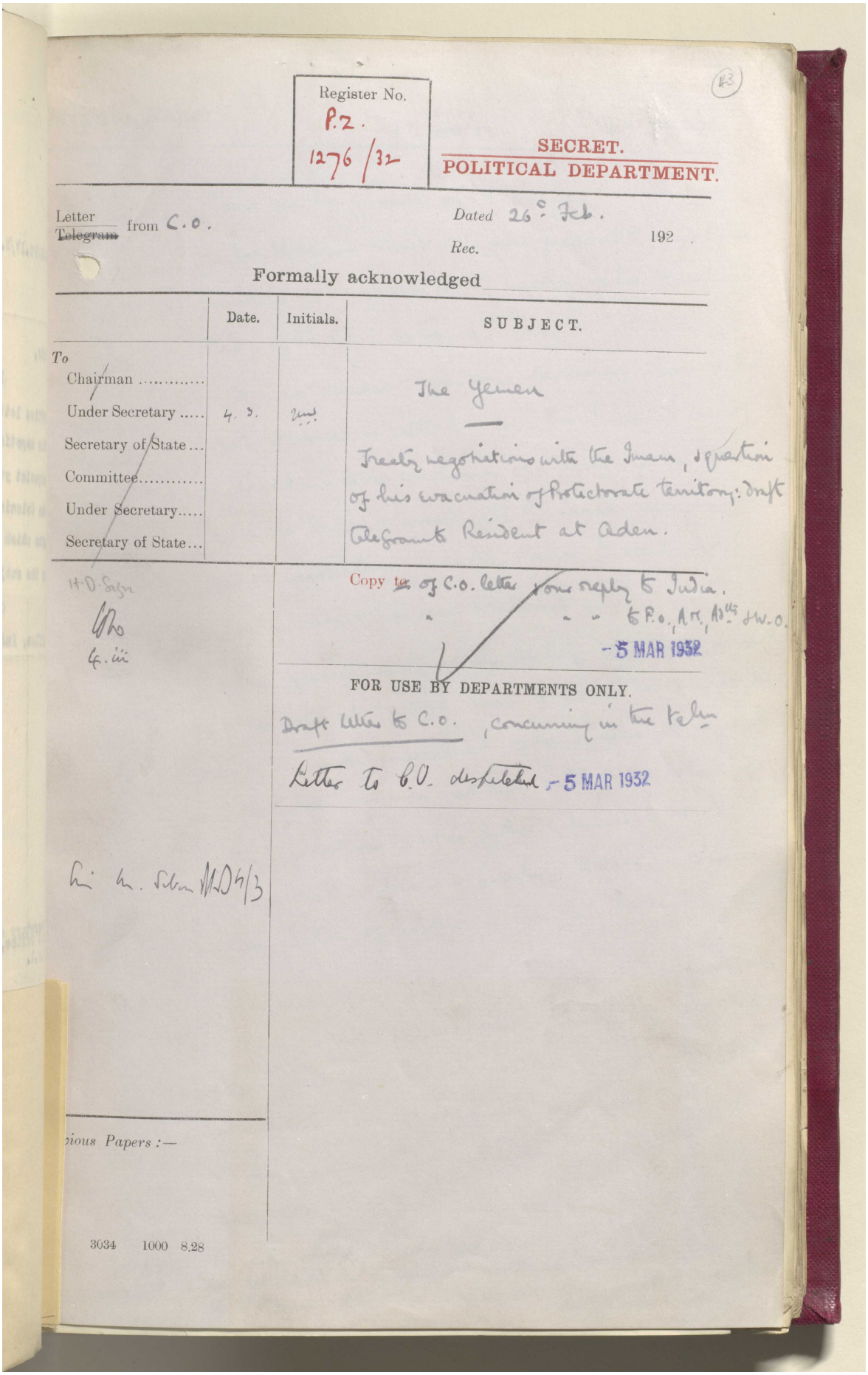

(43)

Register No.
P.Z.
1276/32

SECRET.
POLITICAL DEPARTMENT.

Letter ~~Telegram~~ from C.O.

Dated 26th Feb. 192

Rec.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | |
| Chairman ..... | | | The Yemen |
| Under Secretary ..... | 4. 3. | [illegible] | |
| Secretary of State ... | | | Treaty negotiations with the Imam, & question of his evacuation of Protectorate territory: draft telegram to Resident at Aden. |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

H.D. Sayer
[illegible]
4. iii

Copy ~~to~~ of C.O. letter & our reply to India.
" " " to P.O., A.M., Adm. & W.O.
- 5 MAR 1932

FOR USE BY DEPARTMENTS ONLY.

Draft letter to C.O., concurring in the telm

Letter to C.O. despatched - 5 MAR 1932

Sir M. Sibon [illegible] 4/3

...ious Papers :—

3034 1000 8.28

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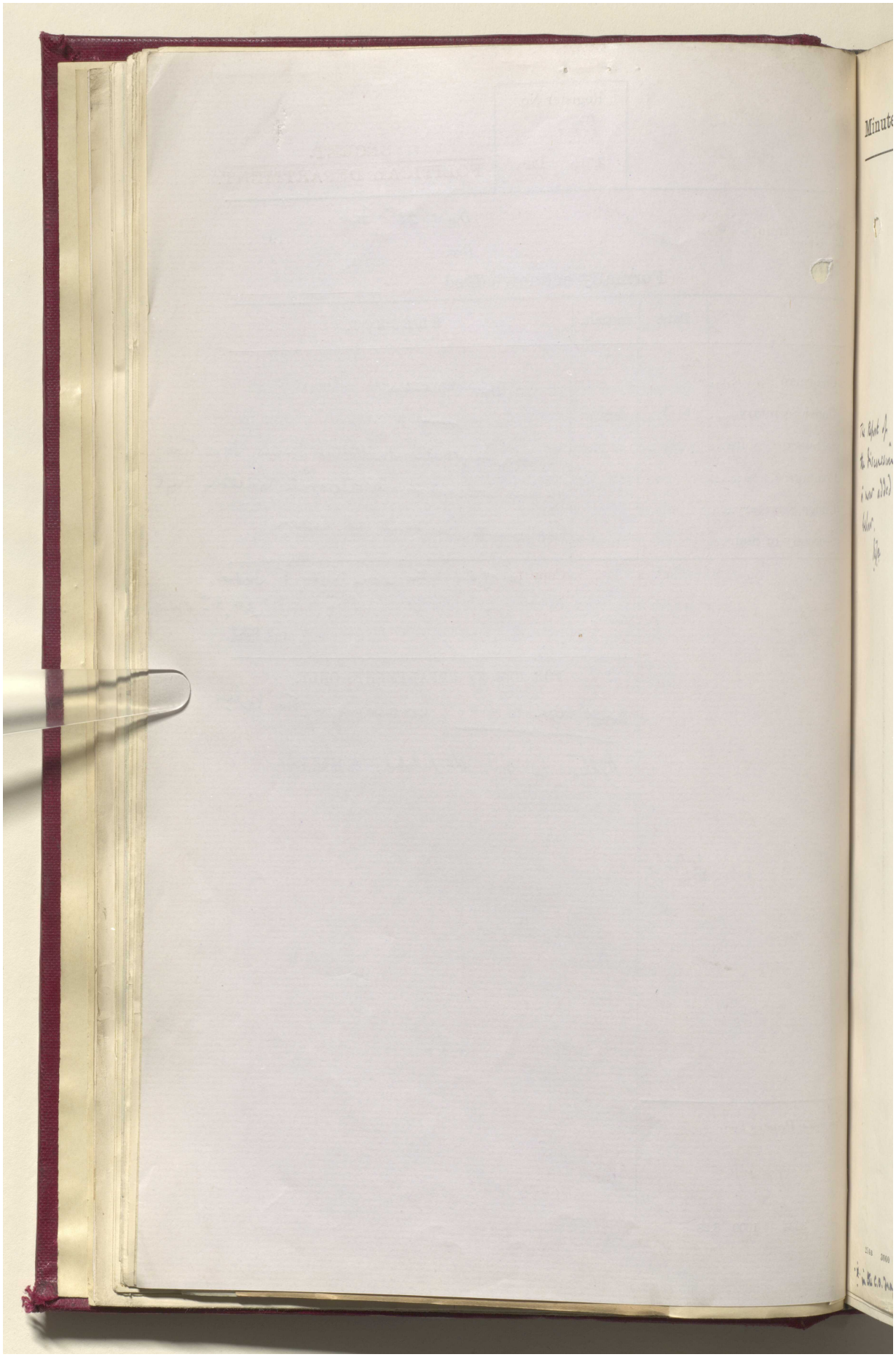

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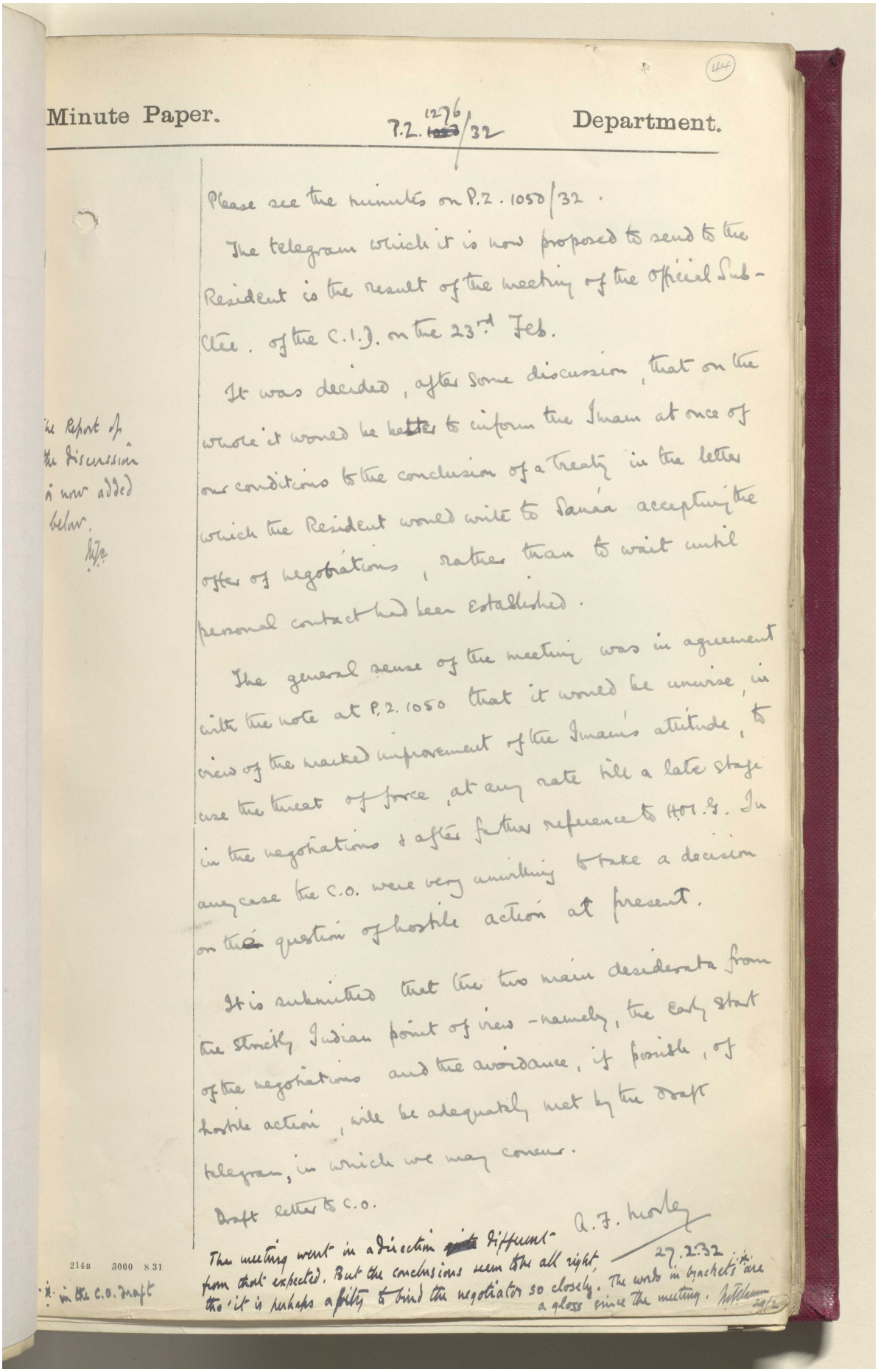

Minute Paper. P.Z. 1276/32 Department.

Please see the minutes on P.Z. 1050/32.

The telegram which it is now proposed to send to the Resident is the result of the meeting of the Official Sub-Ctee. of the C.I.D. on the 23rd Feb.

It was decided, after some discussion, that on the whole it would be better to inform the Imam at once of our conditions to the conclusion of a Treaty in the letter which the Resident would write to Sanáa accepting the offer of negotiations, rather than to wait until personal contact had been established.

The Report of the discussion is now added below. [illegible]

The general sense of the meeting was in agreement with the note at P.Z. 1050 that it would be unwise, in view of the marked improvement of the Imam's attitude, to use the threat of force, at any rate till a late stage in the negotiations & after further reference to H.M.G. In any case the C.O. were very unwilling to take a decision on the question of hostile action at present.

It is submitted that the two main desiderata from the strictly Indian point of view - namely, the early start of the negotiations and the avoidance, if possible, of hostile action, will be adequately met by the draft telegram, in which we may concur.

Draft letter to C.O.

A. F. Morley
27.2.32

The meeting went in a direction ~~quite~~ different from that expected. But the conclusions seem to be all right, tho' it is perhaps a pity to bind the negotiator so closely. The words in brackets* are a gloss since the meeting. [illegible] 29/2

214B 3000 8.31

* in the C.O. draft

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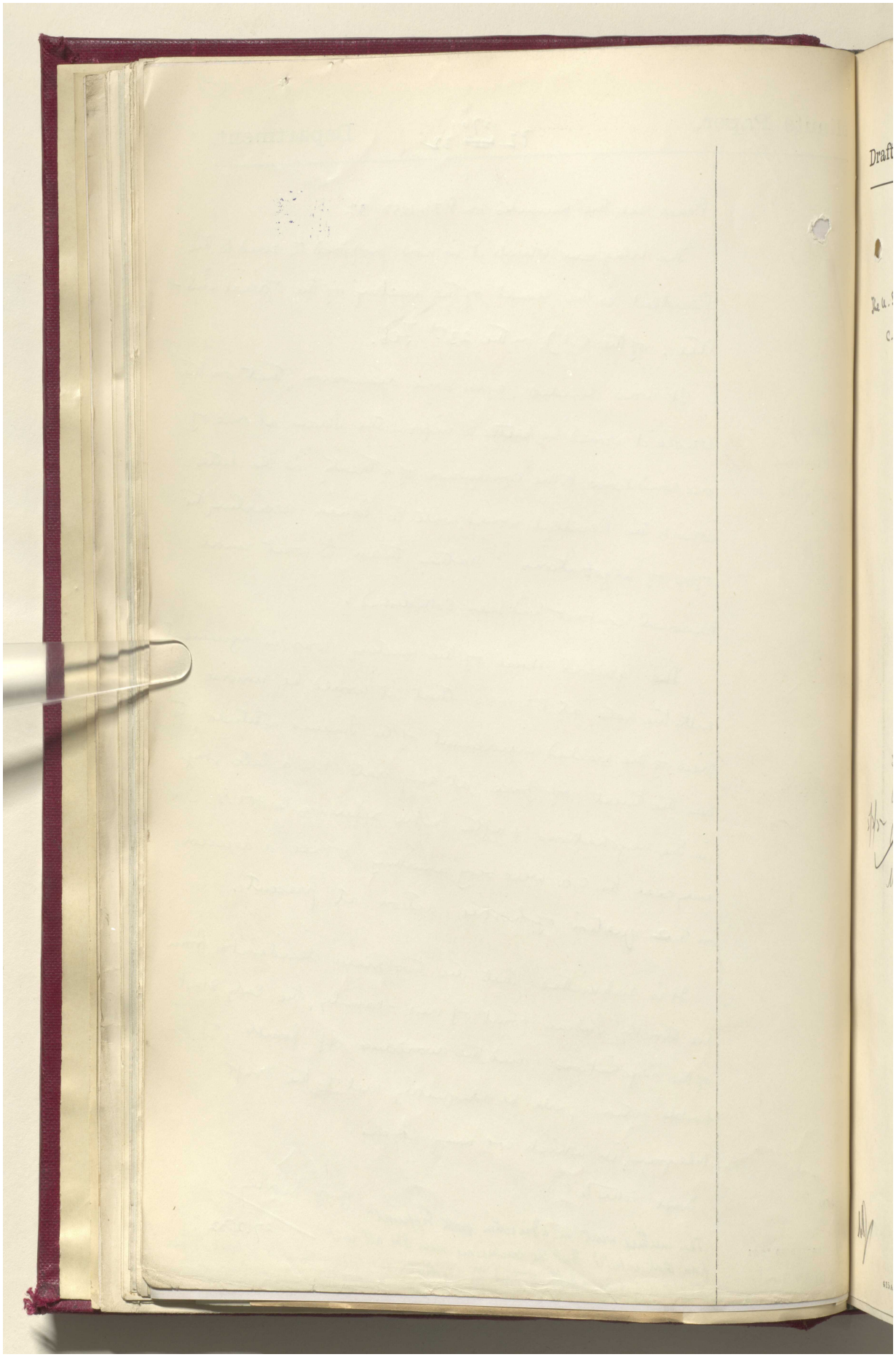

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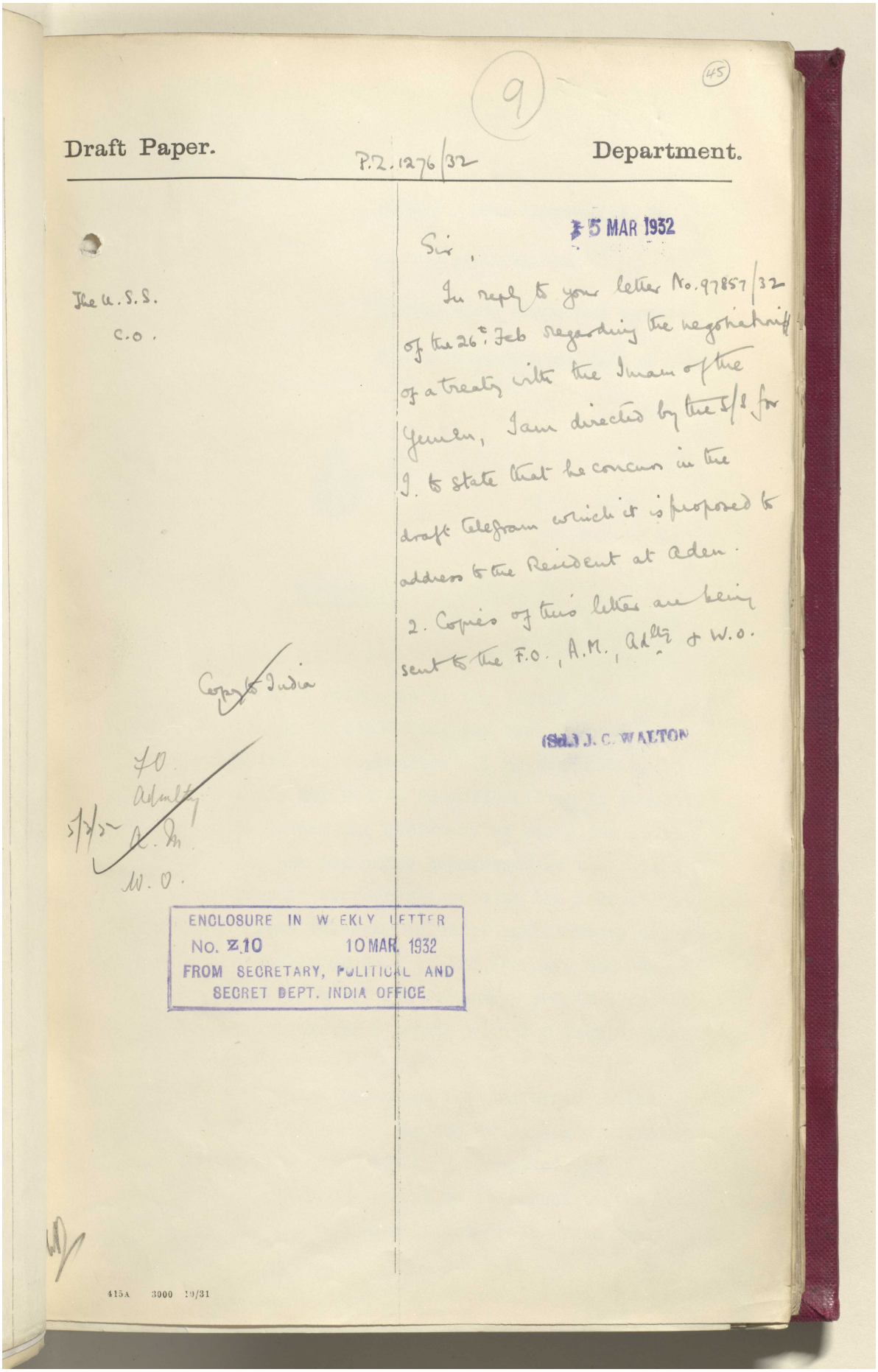

(9)

(45)

Draft Paper. P.Z. 1276/32 Department.

5 MAR 1932

The U.S.S.
C.O.

Sir,

In reply to your letter No. 97857/32 of the 26th Feb regarding the negotiation of a treaty with the Imam of the Yemen, I am directed by the S/S for I. to state that he concurs in the draft telegram which it is proposed to address to the Resident at Aden.

2. Copies of this letter are being sent to the F.O., A.M., Admlty & W.O.

(Sd.) J. C. WALTON

Copy to India

F.O.
Admlty
A.M.
W.O.

ENCLOSURE IN WEEKLY LETTER
No. Z 10 10 MAR 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

415A 3000 10/31

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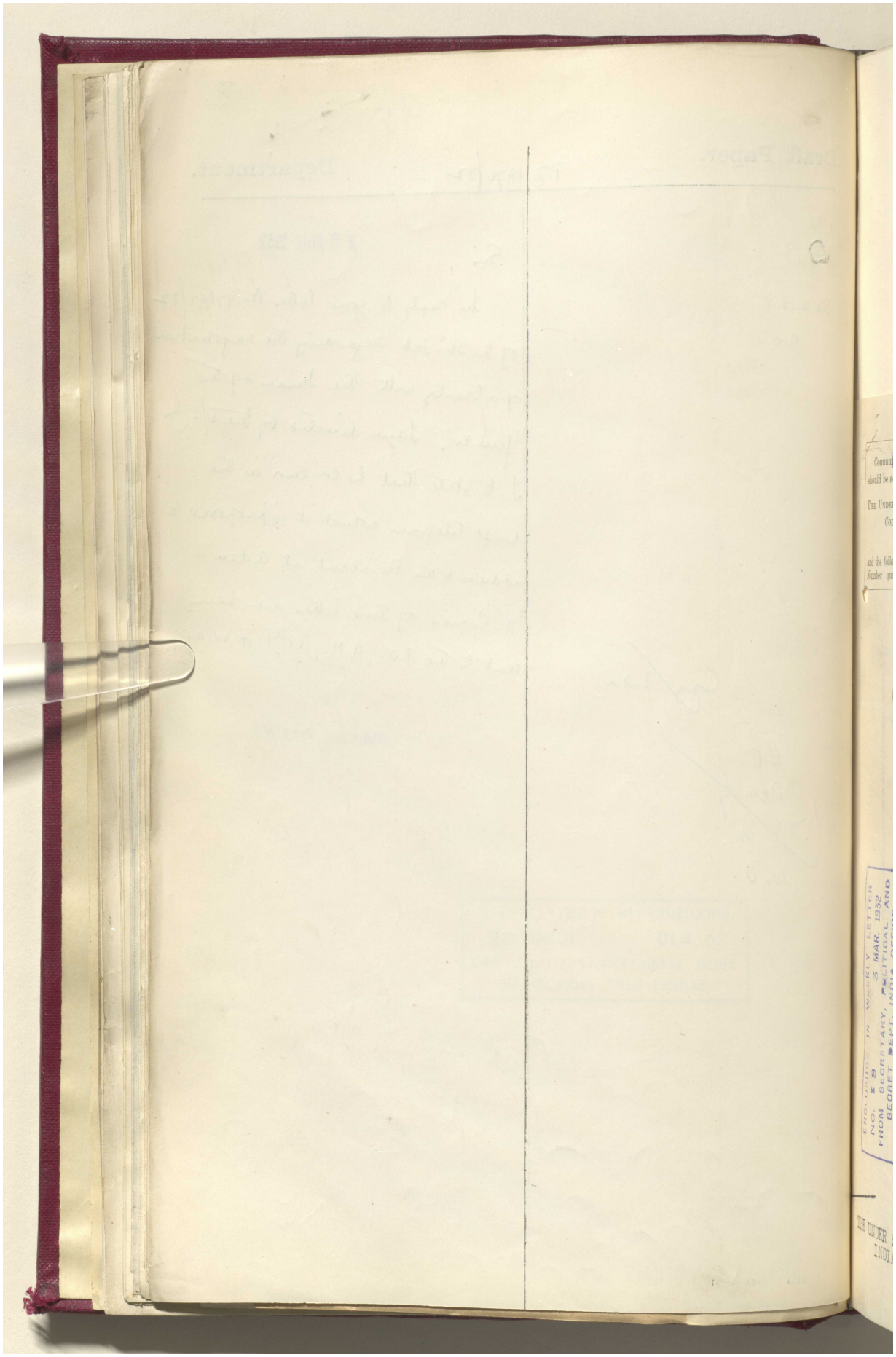

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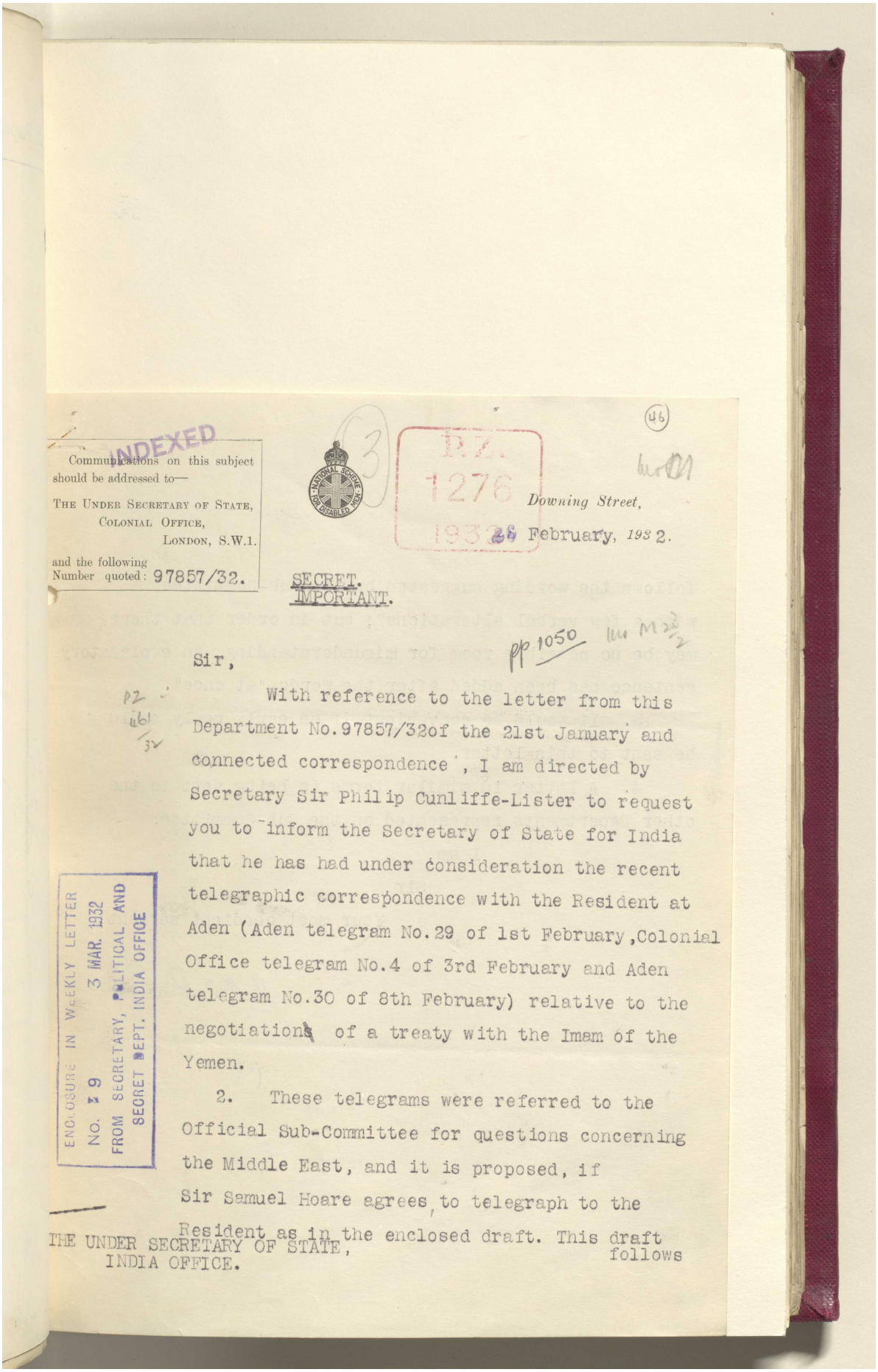

INDEXED

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 97857/32.

P.Z. 1276 1932

Downing Street,
28 February, 1932.

SECRET.
IMPORTANT.

Sir,

With reference to the letter from this Department No.97857/32of the 21st January and connected correspondence, I am directed by Secretary Sir Philip Cunliffe-Lister to request you to inform the Secretary of State for India that he has had under consideration the recent telegraphic correspondence with the Resident at Aden (Aden telegram No.29 of 1st February, Colonial Office telegram No.4 of 3rd February and Aden telegram No.30 of 8th February) relative to the negotiations of a treaty with the Imam of the Yemen.

2. These telegrams were referred to the Official Sub-Committee for questions concerning the Middle East, and it is proposed, if Sir Samuel Hoare agrees, to telegraph to the Resident as in the enclosed draft. This draft follows

THE UNDER SECRETARY OF STATE,
INDIA OFFICE.

ENCLOSURE IN WEEKLY LETTER
No. 19
3 MAR. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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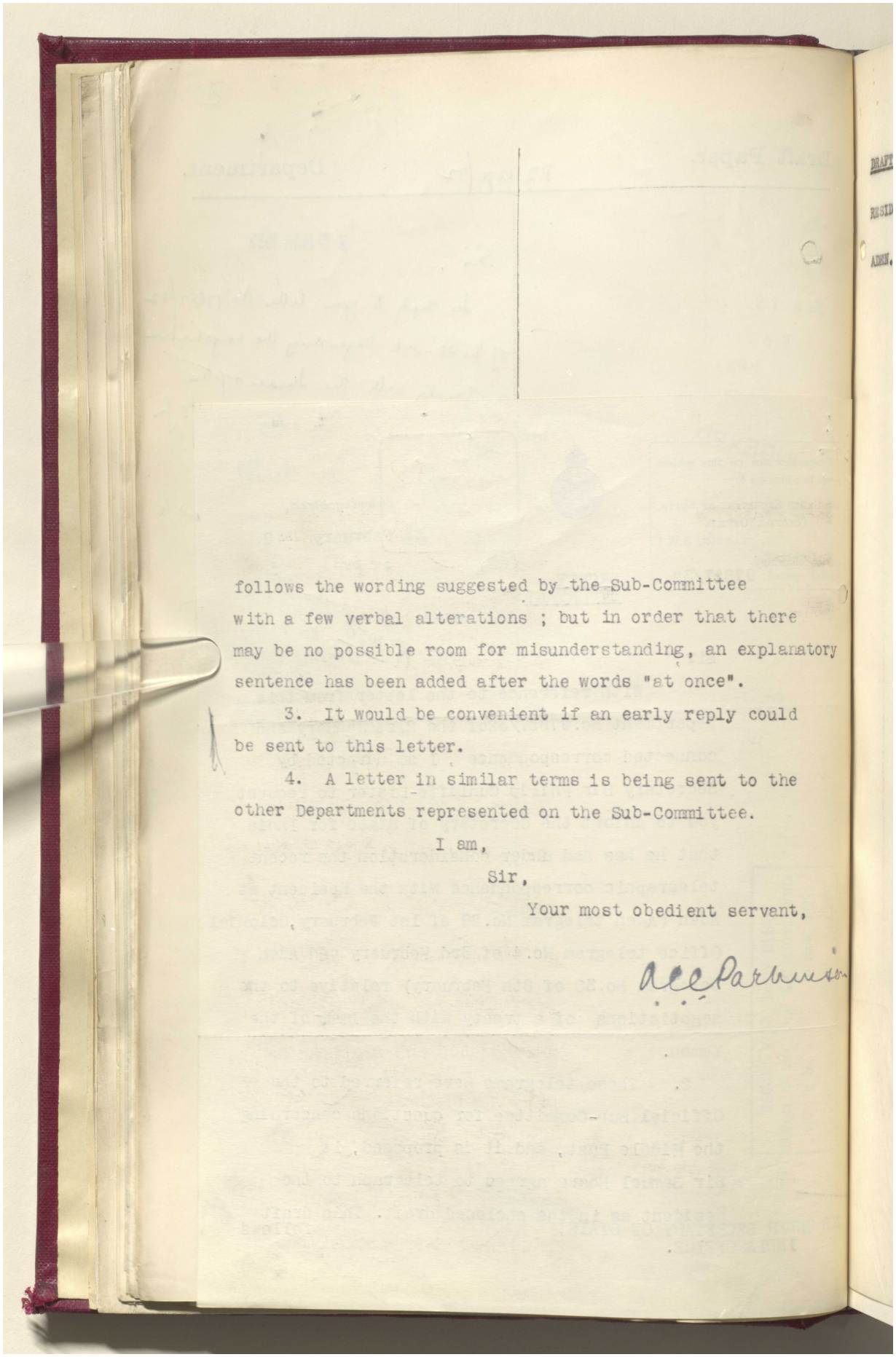

follows the wording suggested by the Sub-Committee with a few verbal alterations ; but in order that there may be no possible room for misunderstanding, an explanatory sentence has been added after the words "at once".

3. It would be convenient if an early reply could be sent to this letter.

4. A letter in similar terms is being sent to the other Departments represented on the Sub-Committee.

I am,

Sir,

Your most obedient servant,

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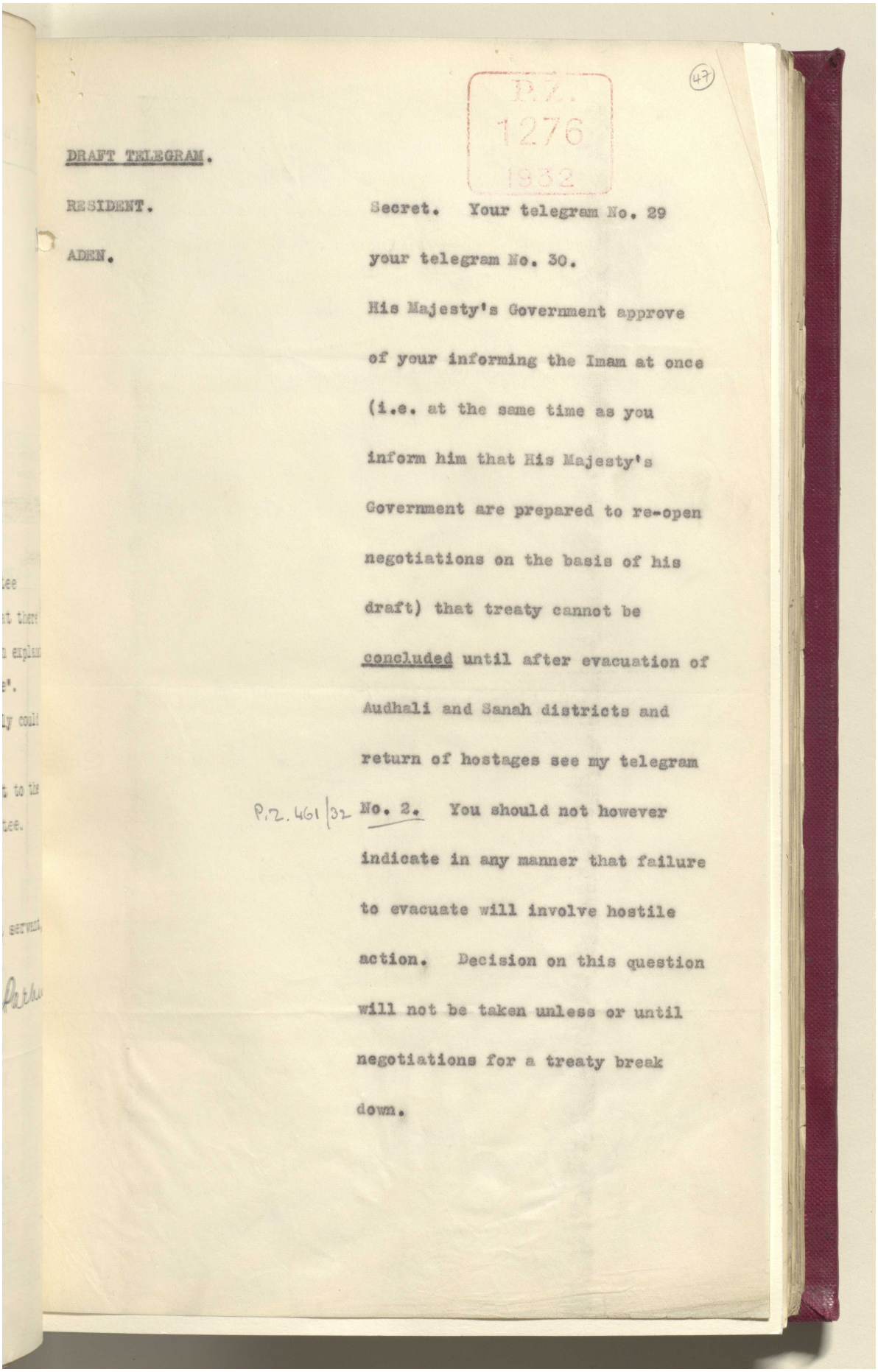

P.Z. 1276 1932

(47)

DRAFT TELEGRAM.

RESIDENT.

ADEN.

Secret. Your telegram No. 29 your telegram No. 30.

His Majesty's Government approve of your informing the Imam at once (i.e. at the same time as you inform him that His Majesty's Government are prepared to re-open negotiations on the basis of his draft) that treaty cannot be concluded until after evacuation of Audhali and Sanah districts and return of hostages see my telegram No. 2. You should not however indicate in any manner that failure to evacuate will involve hostile action. Decision on this question will not be taken unless or until negotiations for a treaty break down.

P.Z. 461/32

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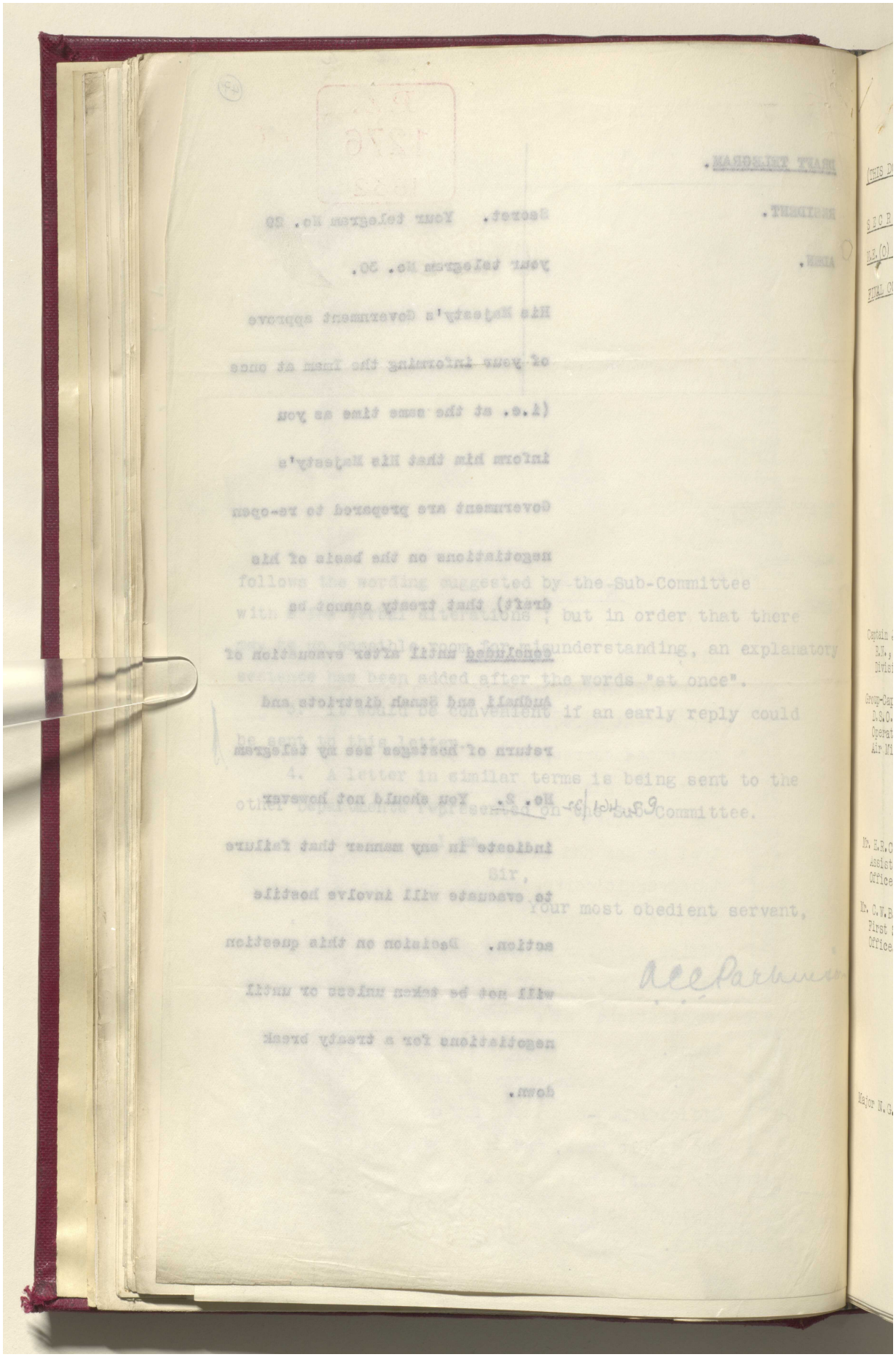

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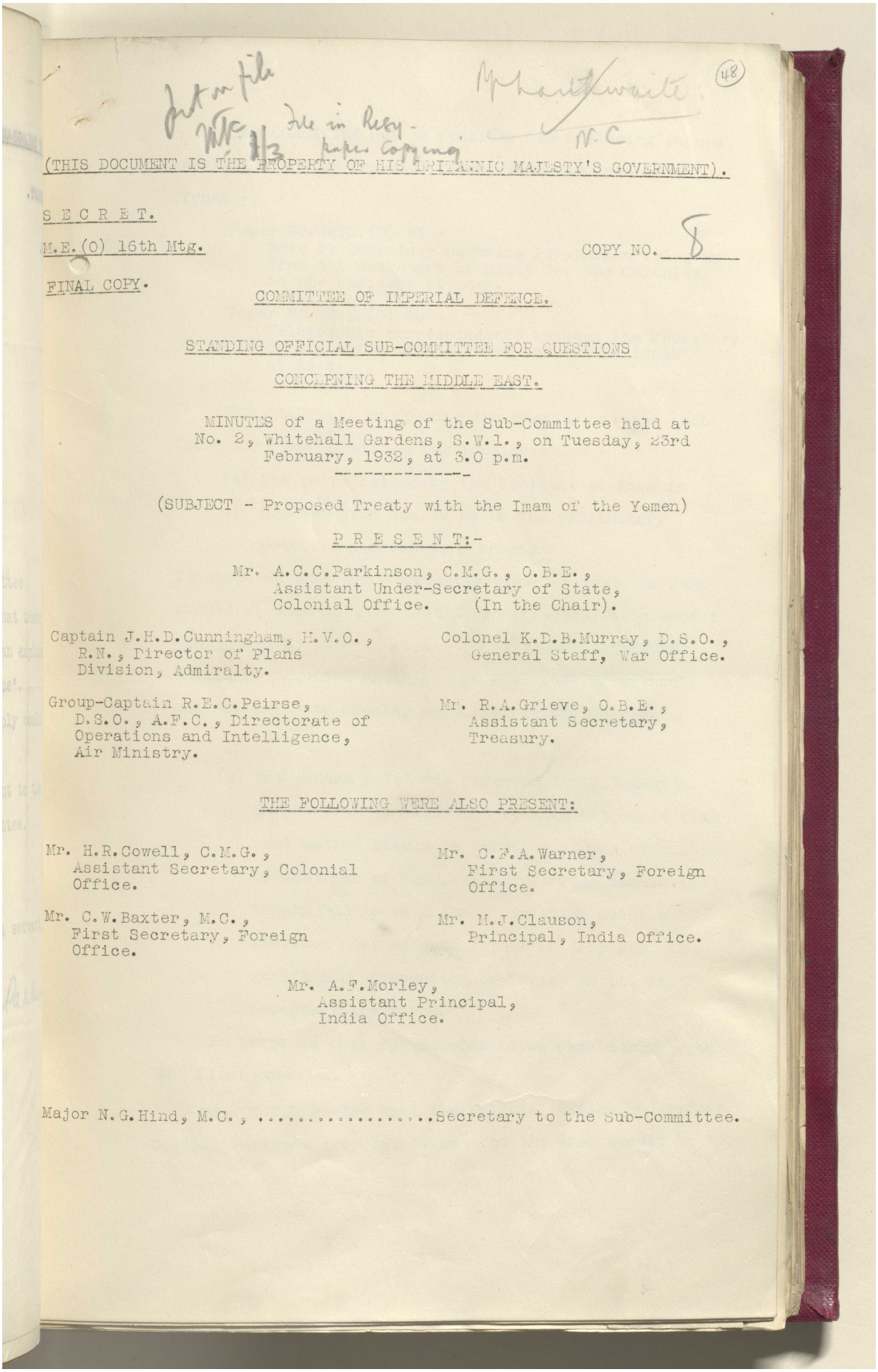

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S E C R E T.

M.E.(O) 16th Mtg.

COPY NO. 8

FINAL COPY.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

MINUTES of a Meeting of the Sub-Committee held at No. 2, Whitehall Gardens, S.W.1., on Tuesday, 23rd February, 1932, at 3.0 p.m.

(SUBJECT - Proposed Treaty with the Imam of the Yemen)

P R E S E N T:-

Mr. A.C.C.Parkinson, C.M.G., O.B.E., Assistant Under-Secretary of State, Colonial Office. (In the Chair).

Captain J.H.D.Cunningham, M.V.O., R.N., Director of Plans Division, Admiralty.

Colonel K.D.B.Murray, D.S.O., General Staff, War Office.

Group-Captain R.E.C.Peirse, D.S.O., A.F.C., Directorate of Operations and Intelligence, Air Ministry.

Mr. R.A.Grieve, O.B.E., Assistant Secretary, Treasury.

THE FOLLOWING WERE ALSO PRESENT:

Mr. H.R.Cowell, C.M.G., Assistant Secretary, Colonial Office.

Mr. C.F.A.Warner, First Secretary, Foreign Office.

Mr. C.W.Baxter, M.C., First Secretary, Foreign Office.

Mr. M.J.Clauson, Principal, India Office.

Mr. A.F.Morley, Assistant Principal, India Office.

Major N.G.Hind, M.C., .....Secretary to the Sub-Committee.

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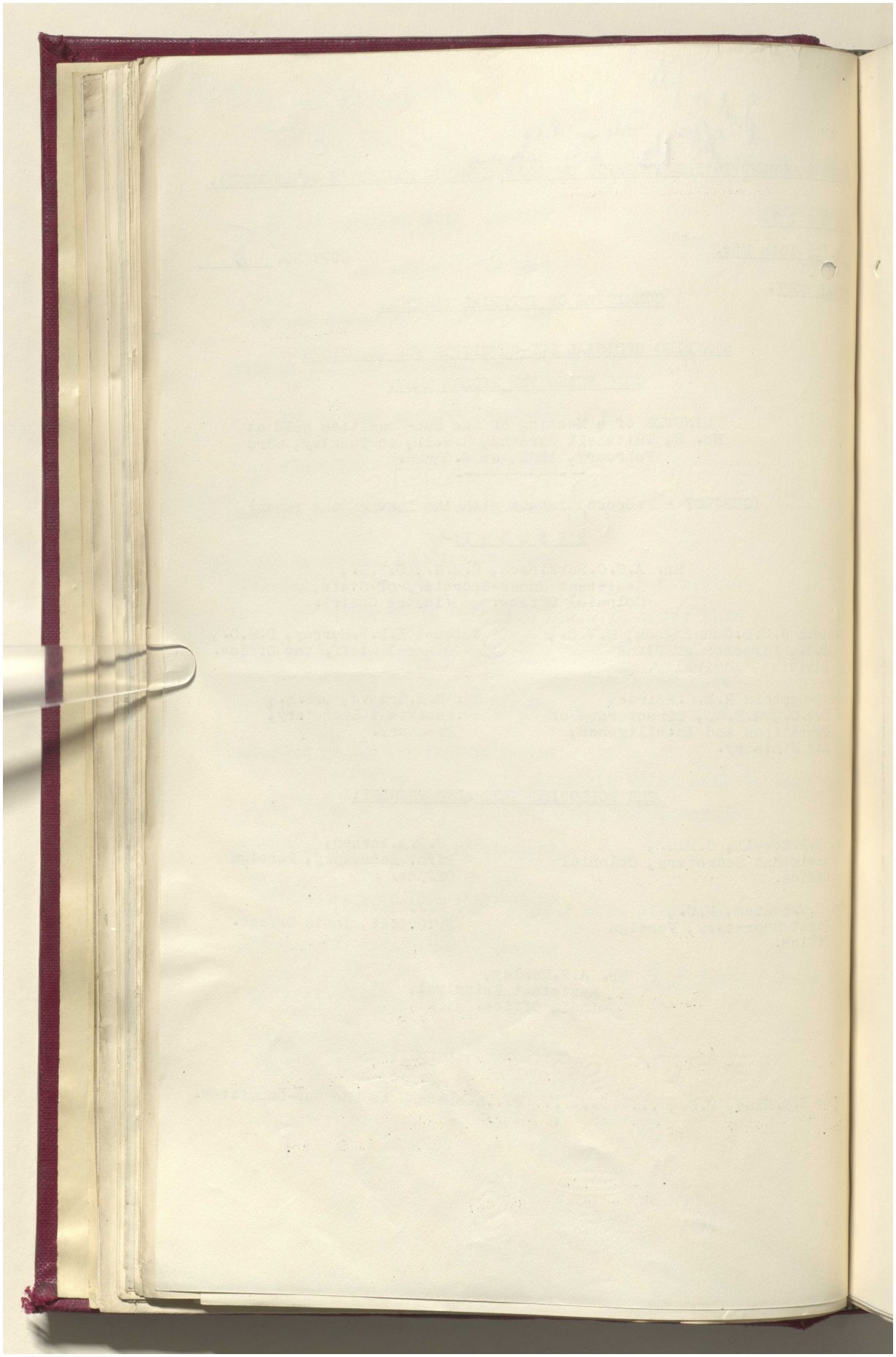

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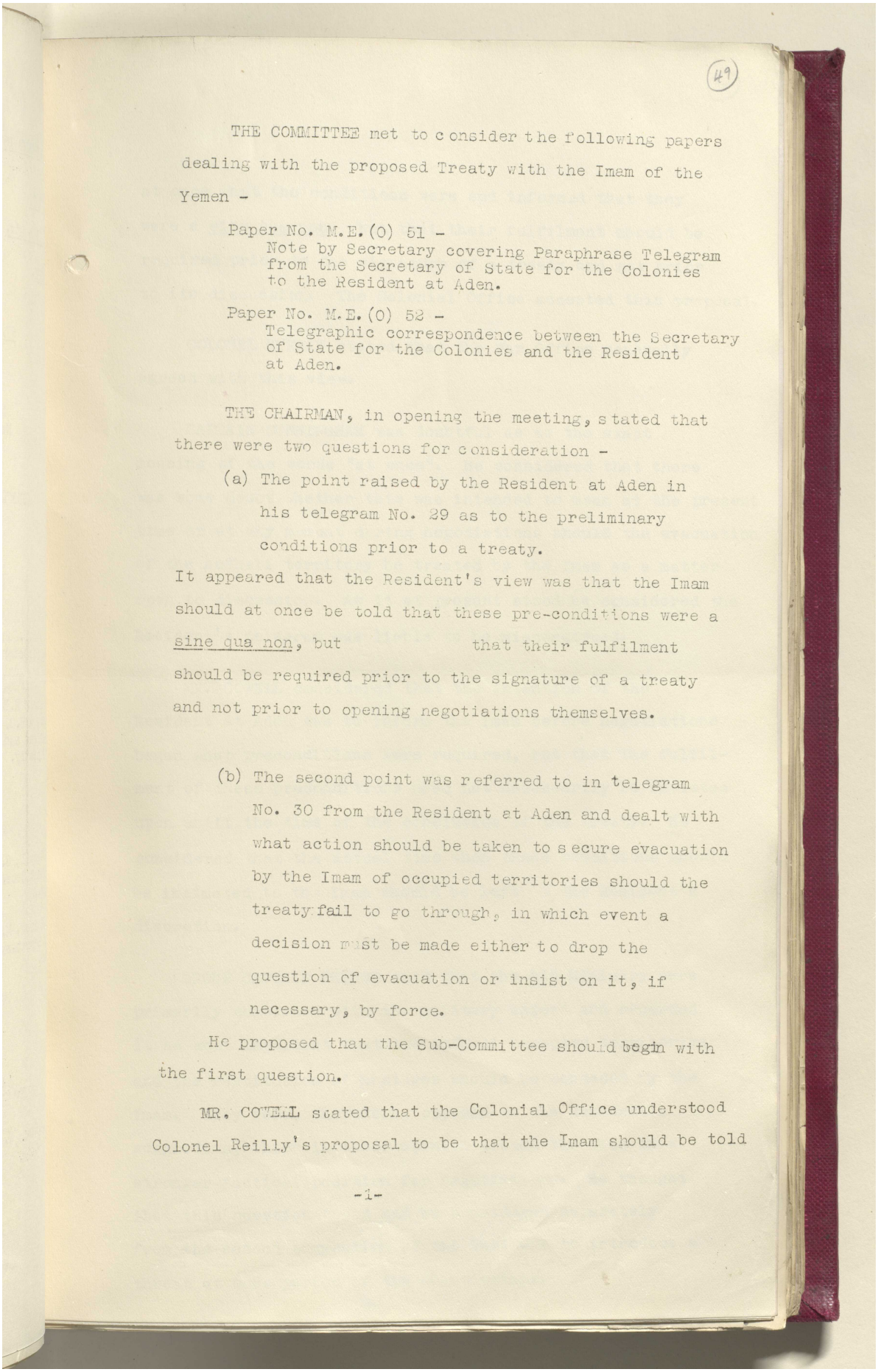

(49)

THE COMMITTEE met to consider the following papers dealing with the proposed Treaty with the Imam of the Yemen -

Paper No. M.E.(O) 51 -
Note by Secretary covering Paraphrase Telegram from the Secretary of State for the Colonies to the Resident at Aden.

Paper No. M.E.(O) 52 -
Telegraphic correspondence between the Secretary of State for the Colonies and the Resident at Aden.

THE CHAIRMAN, in opening the meeting, stated that there were two questions for consideration -

(a) The point raised by the Resident at Aden in his telegram No. 29 as to the preliminary conditions prior to a treaty.

It appeared that the Resident's view was that the Imam should at once be told that these pre-conditions were a sine qua non, but that their fulfilment should be required prior to the signature of a treaty and not prior to opening negotiations themselves.

(b) The second point was referred to in telegram No. 30 from the Resident at Aden and dealt with what action should be taken to secure evacuation by the Imam of occupied territories should the treaty fail to go through, in which event a decision must be made either to drop the question of evacuation or insist on it, if necessary, by force.

He proposed that the Sub-Committee should begin with the first question.

MR. COWELL stated that the Colonial Office understood Colonel Reilly's proposal to be that the Imam should be told

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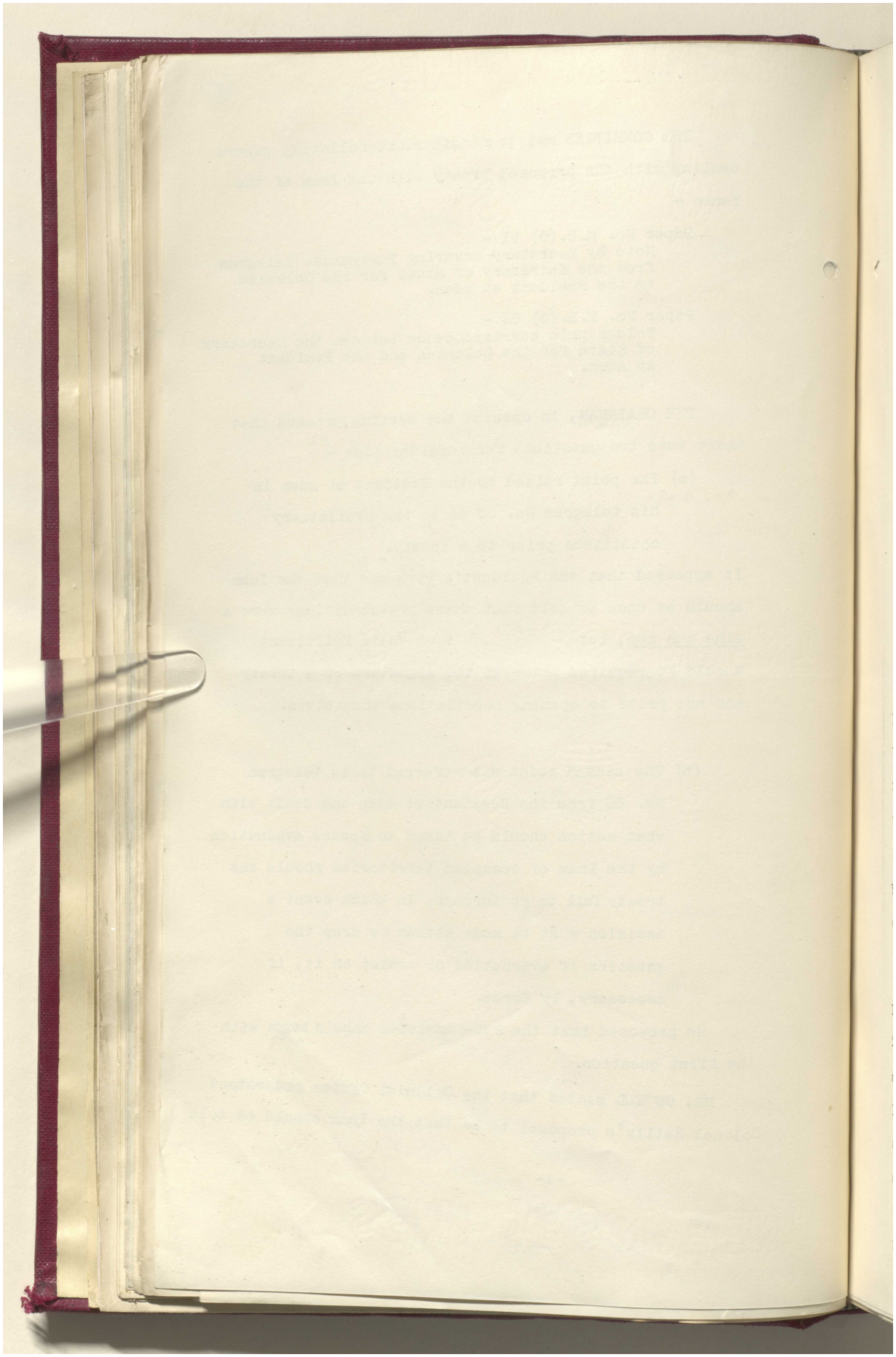

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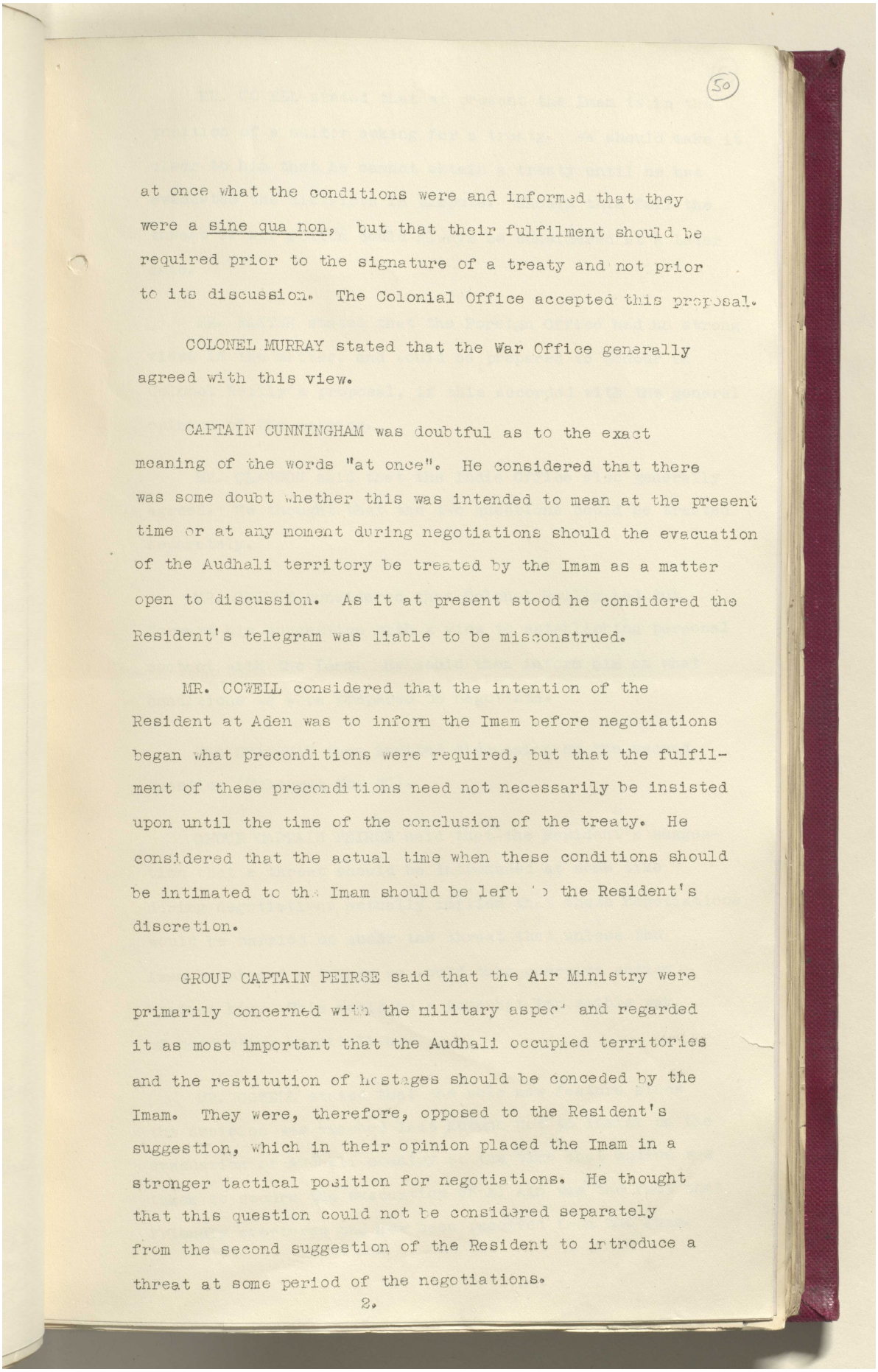

(50)

at once what the conditions were and informed that they were a sine qua non, but that their fulfilment should be required prior to the signature of a treaty and not prior to its discussion. The Colonial Office accepted this proposal.

COLONEL MURRAY stated that the War Office generally agreed with this view.

CAPTAIN CUNNINGHAM was doubtful as to the exact meaning of the words "at once". He considered that there was some doubt whether this was intended to mean at the present time or at any moment during negotiations should the evacuation of the Audhali territory be treated by the Imam as a matter open to discussion. As it at present stood he considered the Resident's telegram was liable to be misconstrued.

MR. COWELL considered that the intention of the Resident at Aden was to inform the Imam before negotiations began what preconditions were required, but that the fulfilment of these preconditions need not necessarily be insisted upon until the time of the conclusion of the treaty. He considered that the actual time when these conditions should be intimated to the Imam should be left to the Resident's discretion.

GROUP CAPTAIN PEIRSE said that the Air Ministry were primarily concerned with the military aspect and regarded it as most important that the Audhali occupied territories and the restitution of hostages should be conceded by the Imam. They were, therefore, opposed to the Resident's suggestion, which in their opinion placed the Imam in a stronger tactical position for negotiations. He thought that this question could not be considered separately from the second suggestion of the Resident to introduce a threat at some period of the negotiations.

2.

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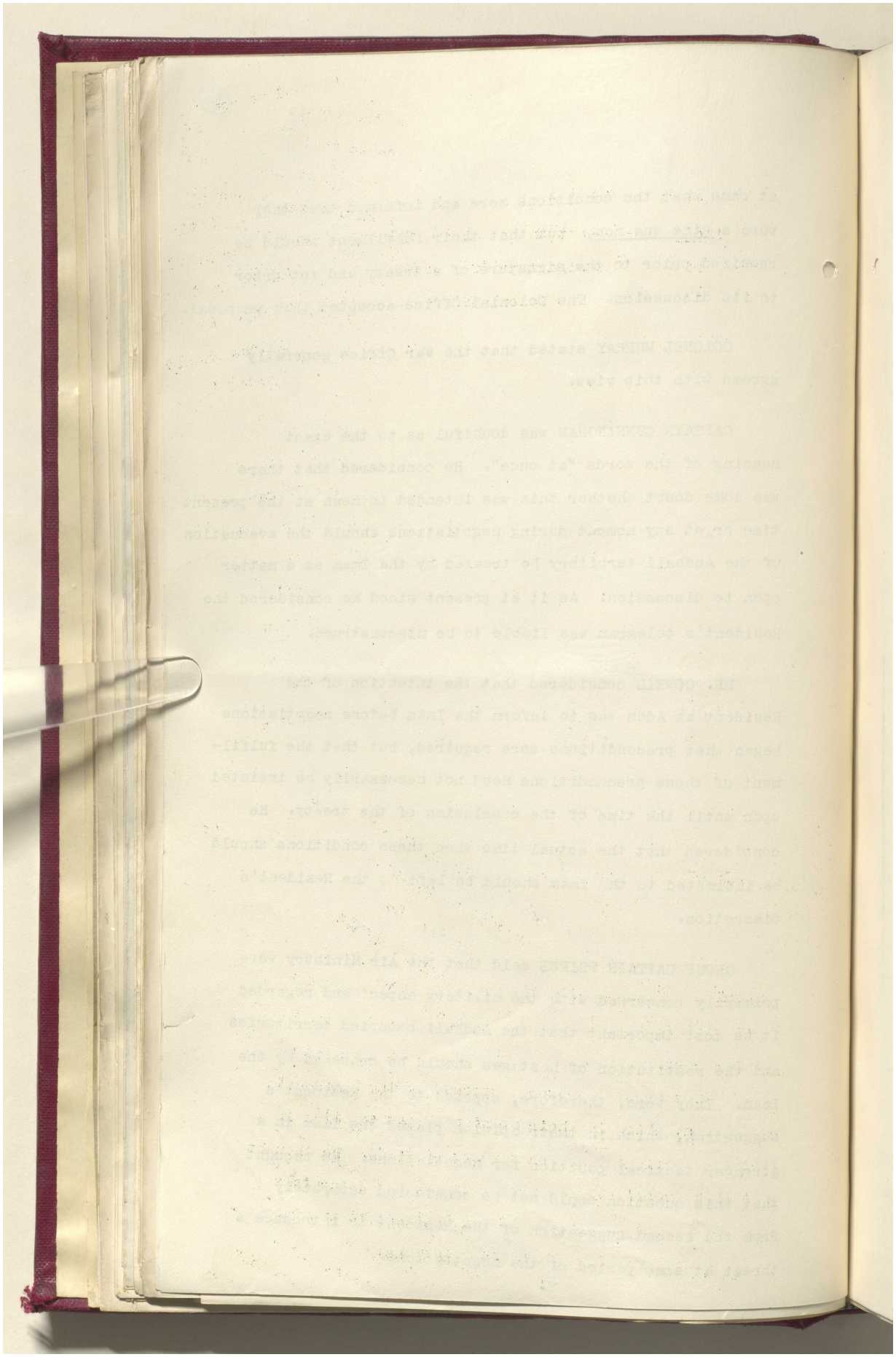

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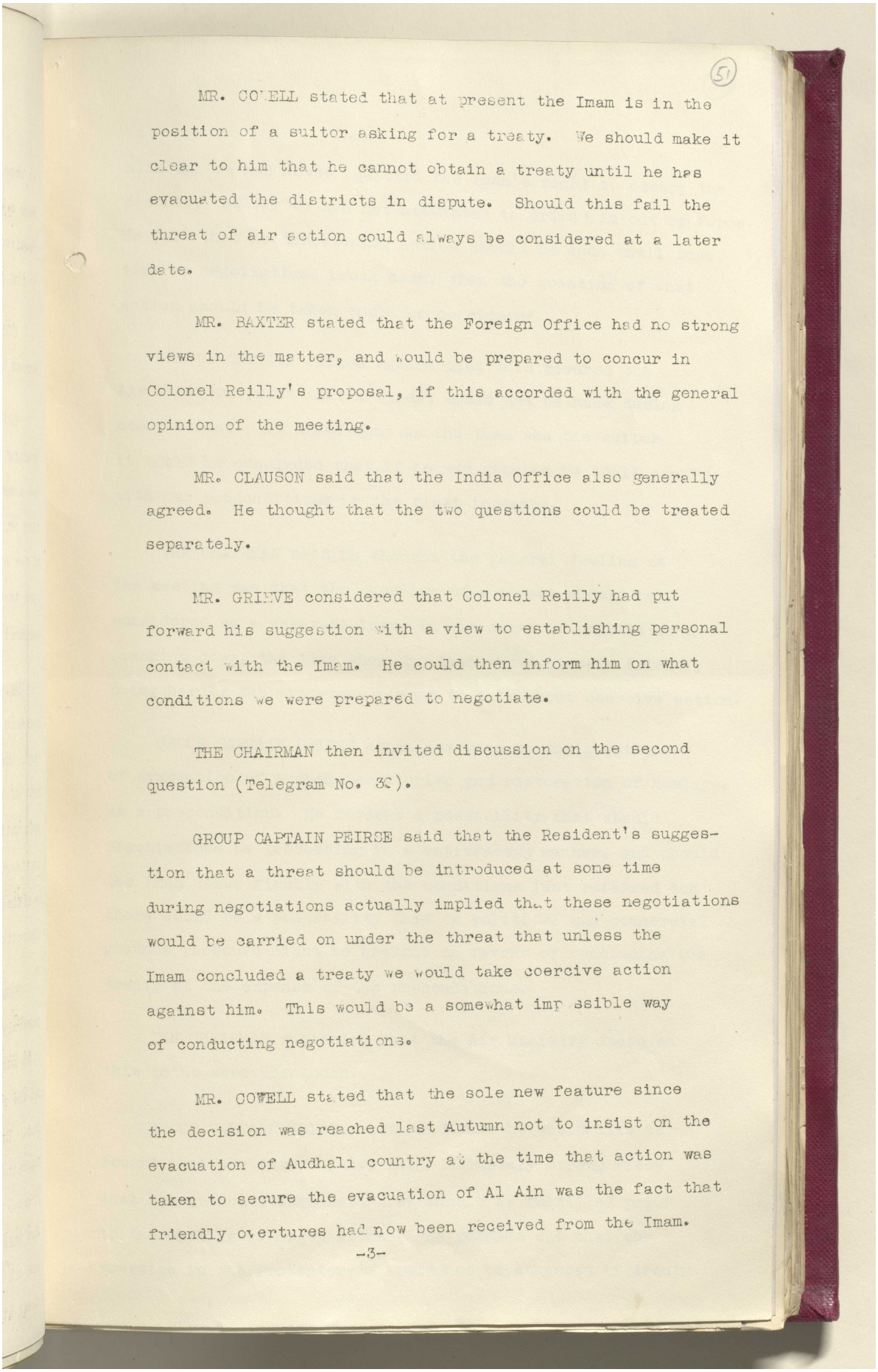

(51)

MR. COWELL stated that at present the Imam is in the position of a suitor asking for a treaty. We should make it clear to him that he cannot obtain a treaty until he has evacuated the districts in dispute. Should this fail the threat of air action could always be considered at a later date.

MR. BAXTER stated that the Foreign Office had no strong views in the matter, and would be prepared to concur in Colonel Reilly's proposal, if this accorded with the general opinion of the meeting.

MR. CLAUSON said that the India Office also generally agreed. He thought that the two questions could be treated separately.

MR. GRIEVE considered that Colonel Reilly had put forward his suggestion with a view to establishing personal contact with the Imam. He could then inform him on what conditions we were prepared to negotiate.

THE CHAIRMAN then invited discussion on the second question (Telegram No. 36).

GROUP CAPTAIN PEIRSE said that the Resident's suggestion that a threat should be introduced at some time during negotiations actually implied that these negotiations would be carried on under the threat that unless the Imam concluded a treaty we would take coercive action against him. This would be a somewhat impossible way of conducting negotiations.

MR. COWELL stated that the sole new feature since the decision was reached last Autumn not to insist on the evacuation of Audhali country at the time that action was taken to secure the evacuation of Al Ain was the fact that friendly overtures had now been received from the Imam.

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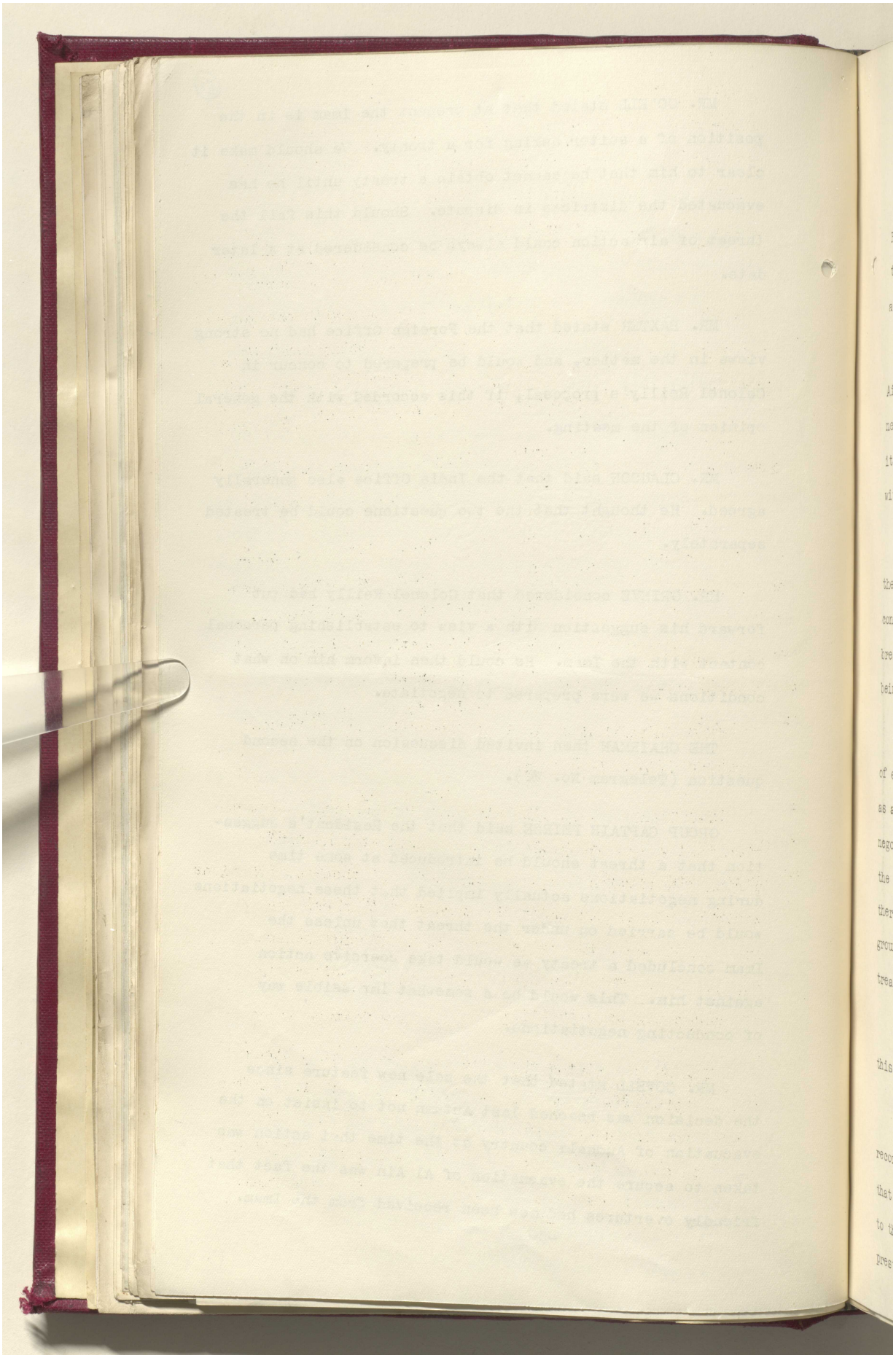

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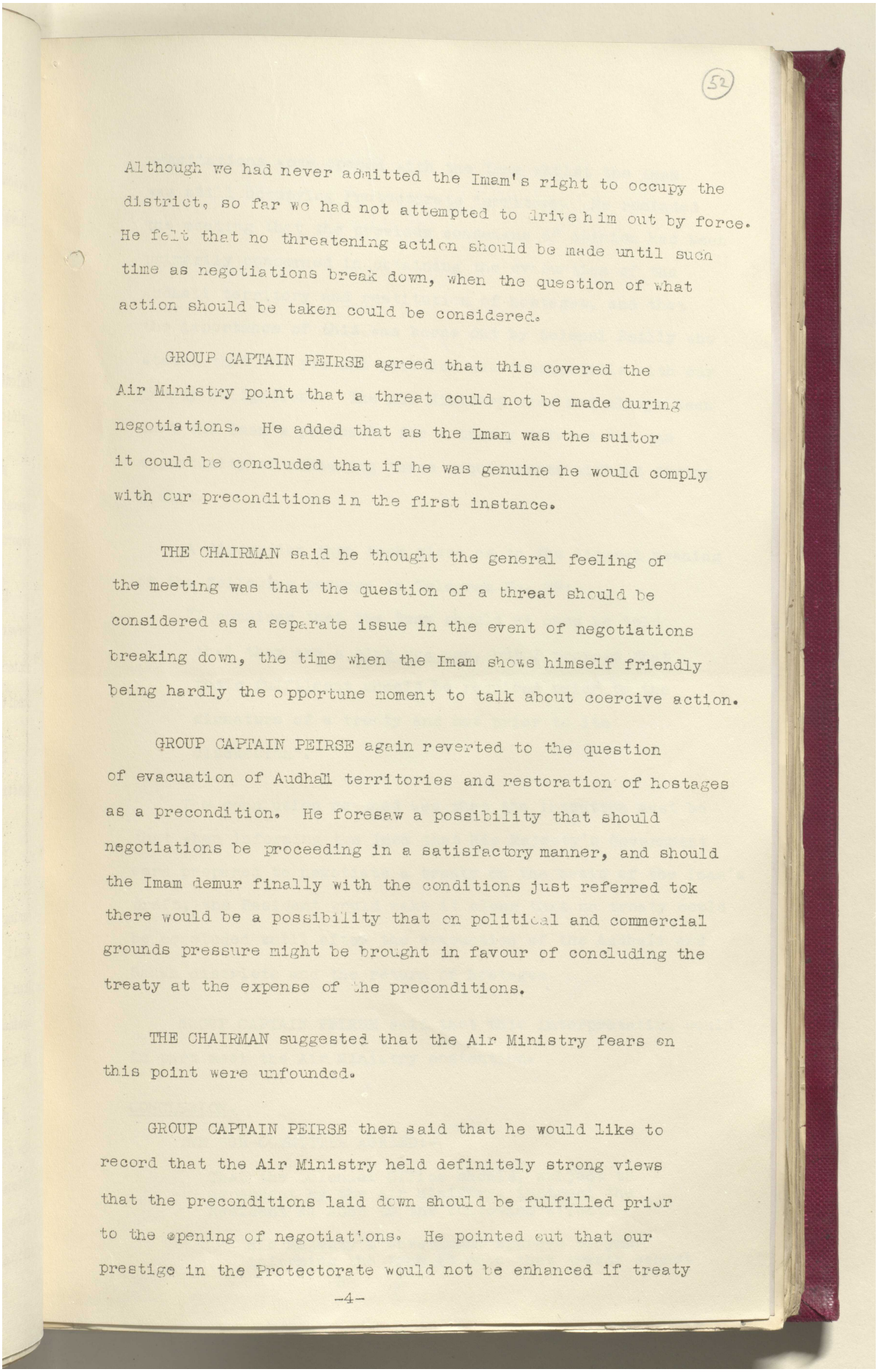

(52)

Although we had never admitted the Imam's right to occupy the district, so far we had not attempted to drive him out by force. He felt that no threatening action should be made until such time as negotiations break down, when the question of what action should be taken could be considered.

GROUP CAPTAIN PEIRSE agreed that this covered the Air Ministry point that a threat could not be made during negotiations. He added that as the Imam was the suitor it could be concluded that if he was genuine he would comply with our preconditions in the first instance.

THE CHAIRMAN said he thought the general feeling of the meeting was that the question of a threat should be considered as a separate issue in the event of negotiations breaking down, the time when the Imam shows himself friendly being hardly the opportune moment to talk about coercive action.

GROUP CAPTAIN PEIRSE again reverted to the question of evacuation of Audhali territories and restoration of hostages as a precondition. He foresaw a possibility that should negotiations be proceeding in a satisfactory manner, and should the Imam demur finally with the conditions just referred tok there would be a possibility that on political and commercial grounds pressure might be brought in favour of concluding the treaty at the expense of the preconditions.

THE CHAIRMAN suggested that the Air Ministry fears on this point were unfounded.

GROUP CAPTAIN PEIRSE then said that he would like to record that the Air Ministry held definitely strong views that the preconditions laid down should be fulfilled prior to the opening of negotiations. He pointed out that our prestige in the Protectorate would not be enhanced if treaty

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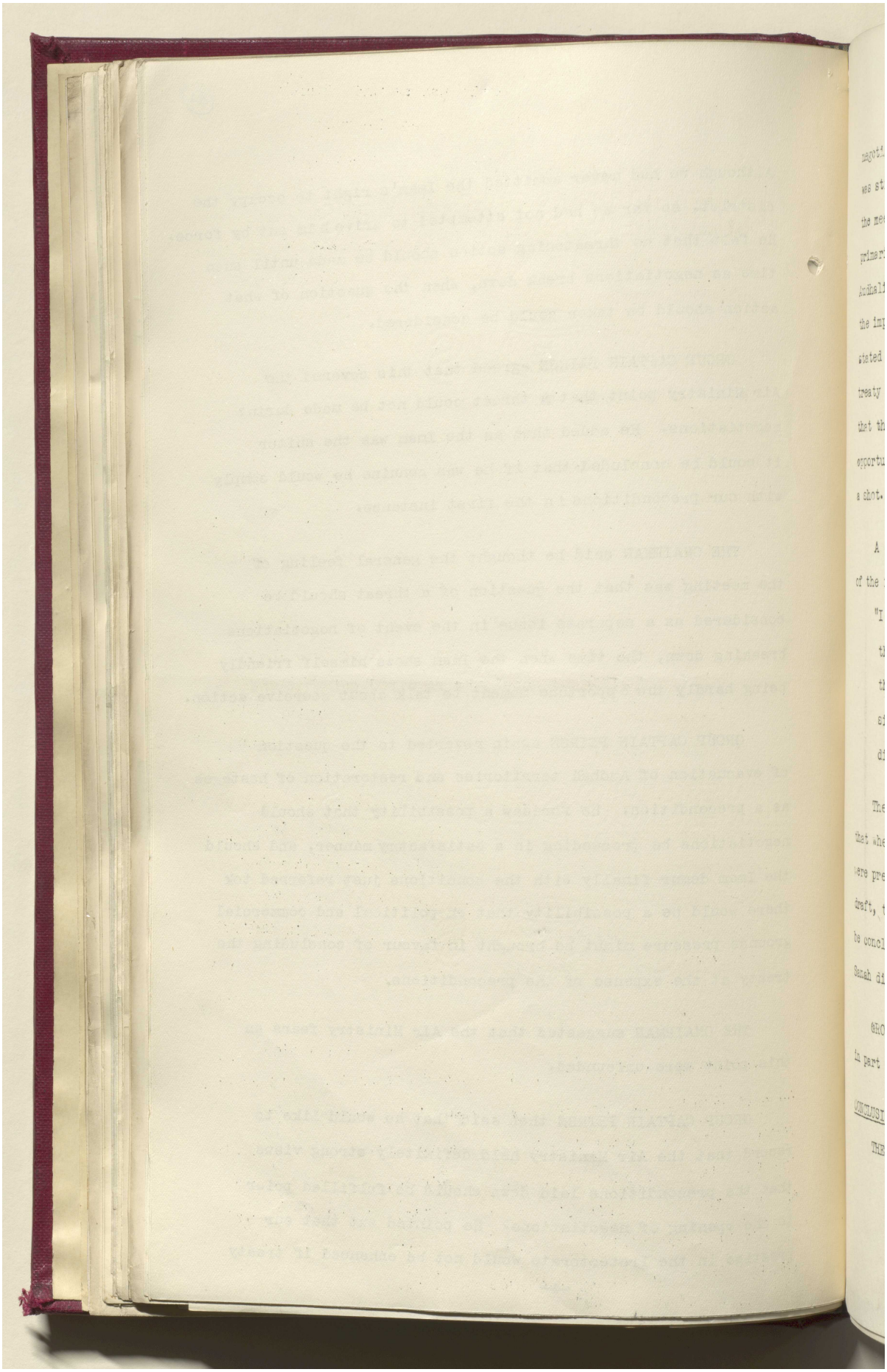

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negotiations were opened with the Imam whilst the Imam was still occupying Protectorate territory. He reminded the meeting that the previous consensus of opinion had been primarily concerned in obtaining the evacuation of the Audhali territory and restitution of hostages, and that the importance of this was borne out by Colonel Reilly who stated that the present position was incompatible with our treaty obligations. The Air Ministry view had always been that the Imam's proposals for a treaty offered the one opportunity of achieving these requirements without firing a shot.

A discussion then took place as to the literal meaning of the following passage in Telegram No. 29:-

"I consider that the Imam should at once be told that they are a sine qua non, but I propose that their fulfilment should be required prior to the signature of a treaty and not prior to its discussion".

The conclusion reached was that the intention must be that when informing the Imam that His Majesty's Government were prepared to negotiate a treaty on the basis of the Imam's draft, the Resident would make it clear that no treaty could be concluded until after the evacuation of the Audhali and Sanah districts and the return of hostages.

GROUP CAPTAIN PEIRSE said that this interpretation would in part meet the Air Ministry contention.

CONCLUSION.

THE SUB-COMMITTEE AGREED:-

That the Colonial Office should, subject to agreement by the Air Ministry, instruct the Resident at Aden to the following effect -

His Majesty's Government approve of your informing the Imam at once that treaty cannot



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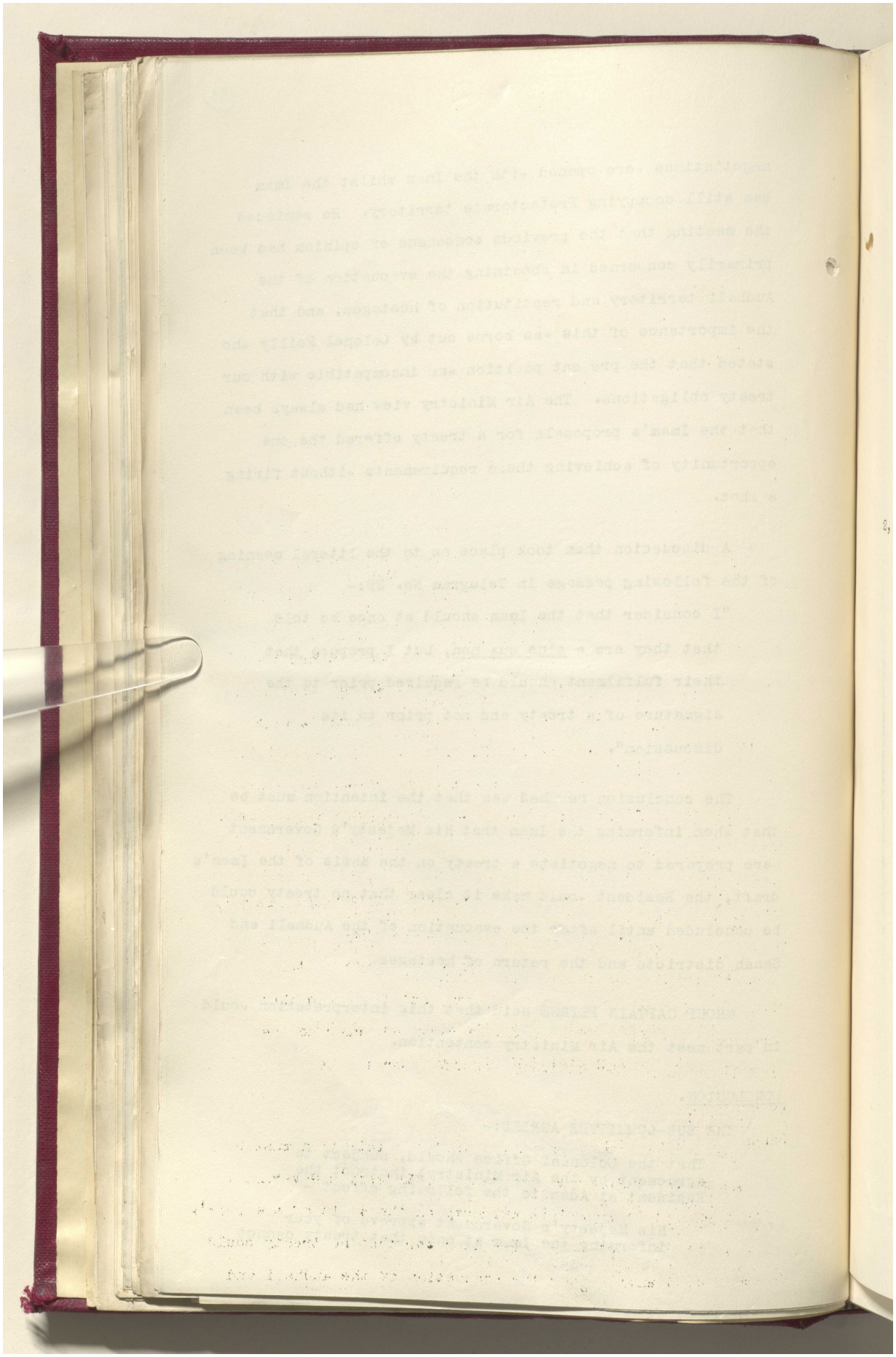

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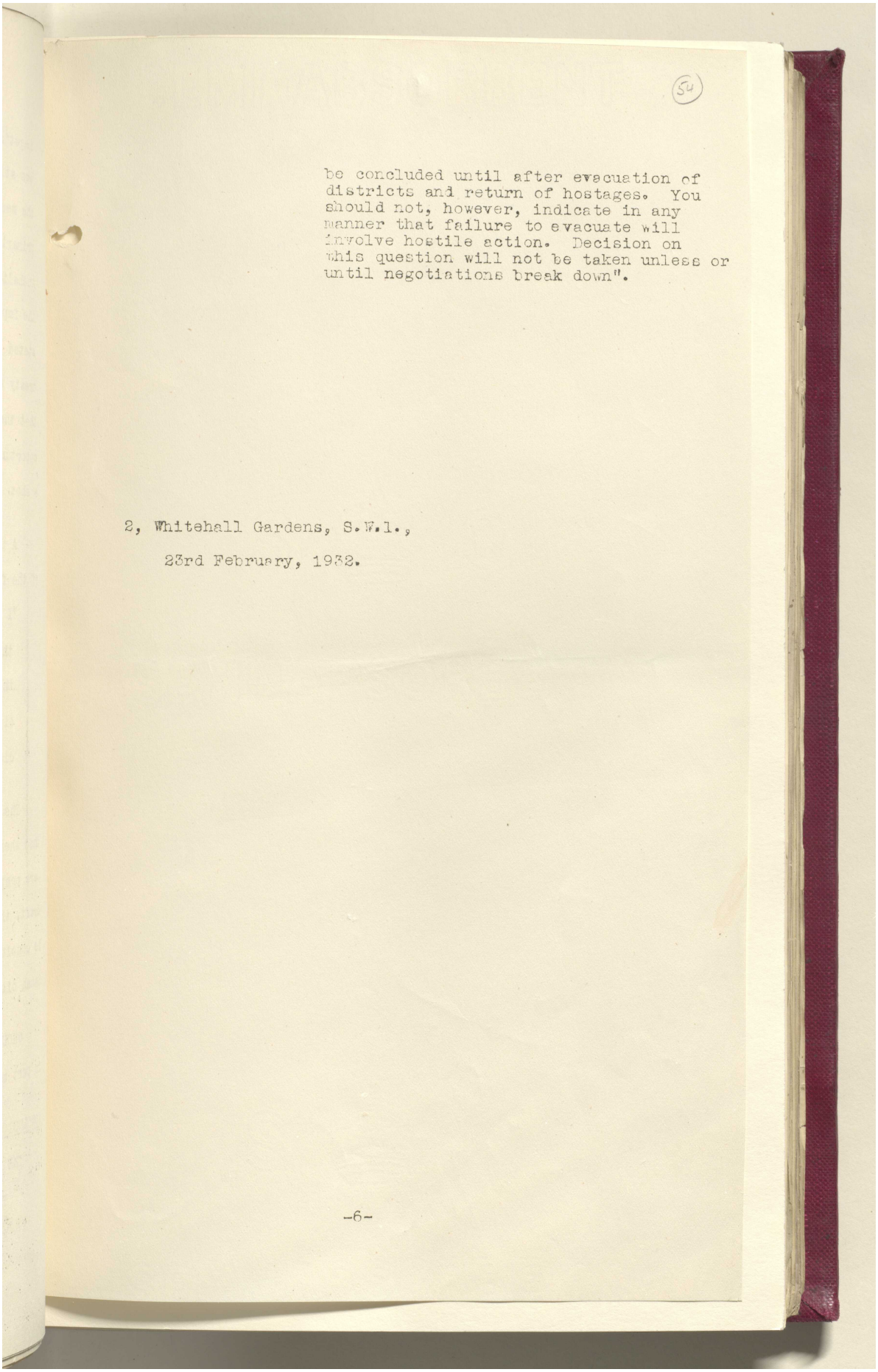

(54)

be concluded until after evacuation of districts and return of hostages. You should not, however, indicate in any manner that failure to evacuate will involve hostile action. Decision on this question will not be taken unless or until negotiations break down".

2, Whitehall Gardens, S.W.1.,

23rd February, 1932.



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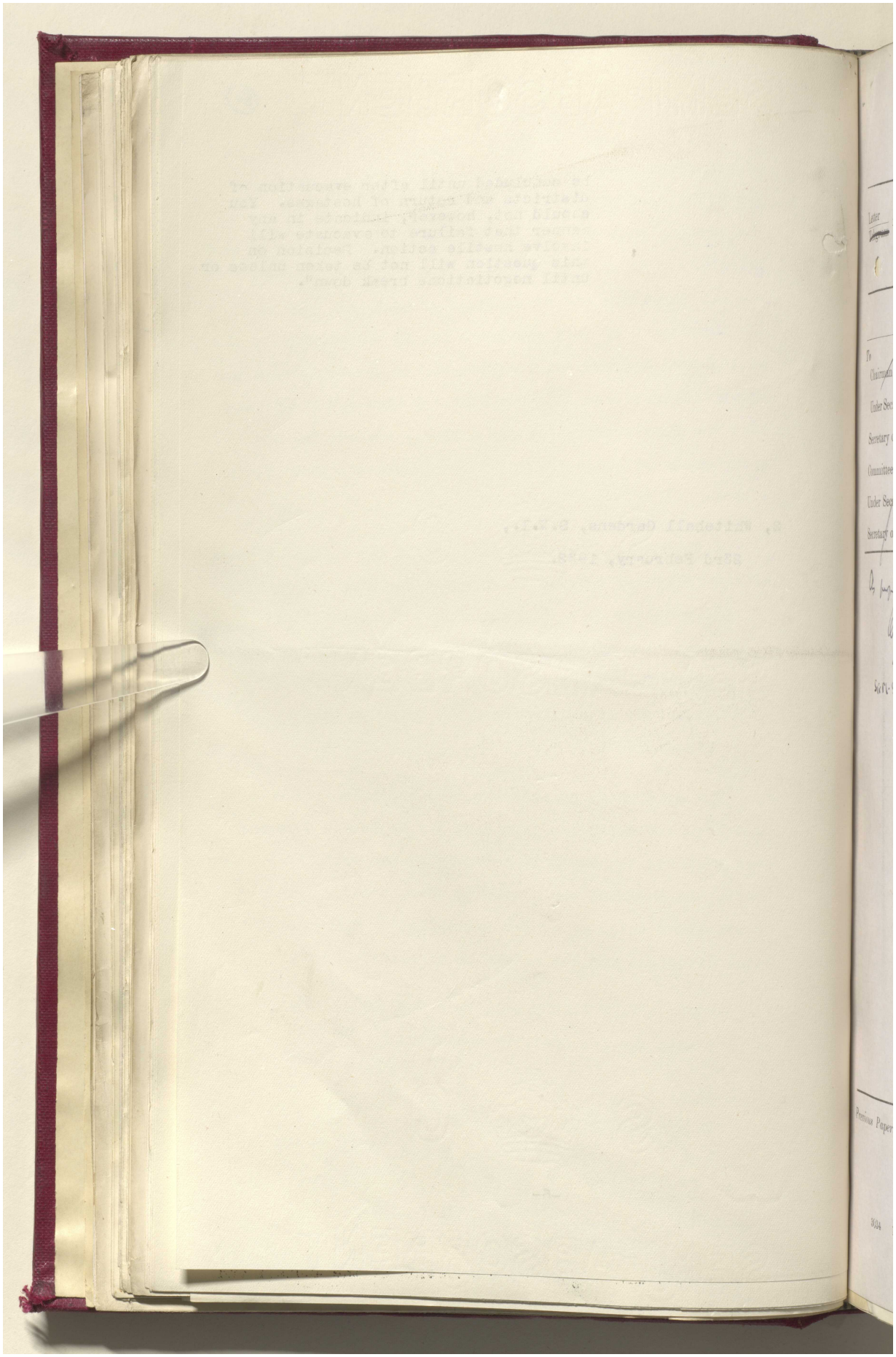

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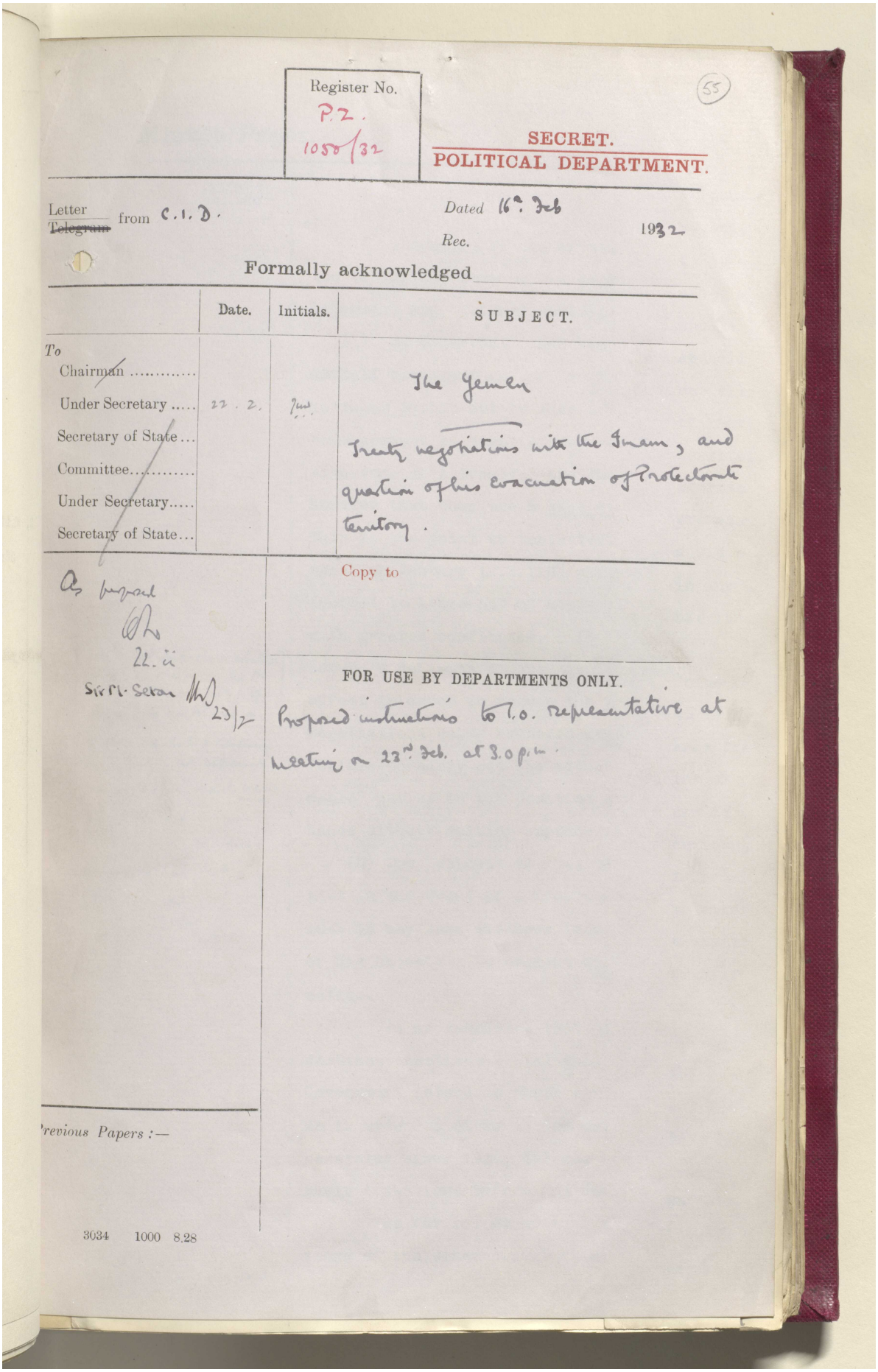

Register No.
P.Z.
1050/32

(55)

SECRET.
POLITICAL DEPARTMENT.

Letter / ~~Telegram~~ from C.I.D.

Dated 16th Feb 1932

Rec.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | |
| Chairman ..... | | | |
| Under Secretary ..... | 22.2. | [illegible] | The Yemen |
| Secretary of State ... | | | Treaty negotiations with the Imam, and question of his evacuation of Protectorate territory. |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

As proposed
22.ii
Sir R. Seton 23/2

Copy to

FOR USE BY DEPARTMENTS ONLY.

Proposed instructions to H.M. representative at meeting on 23rd Feb. at 3.0 p.m.

Previous Papers :—

3034 1000 8.28

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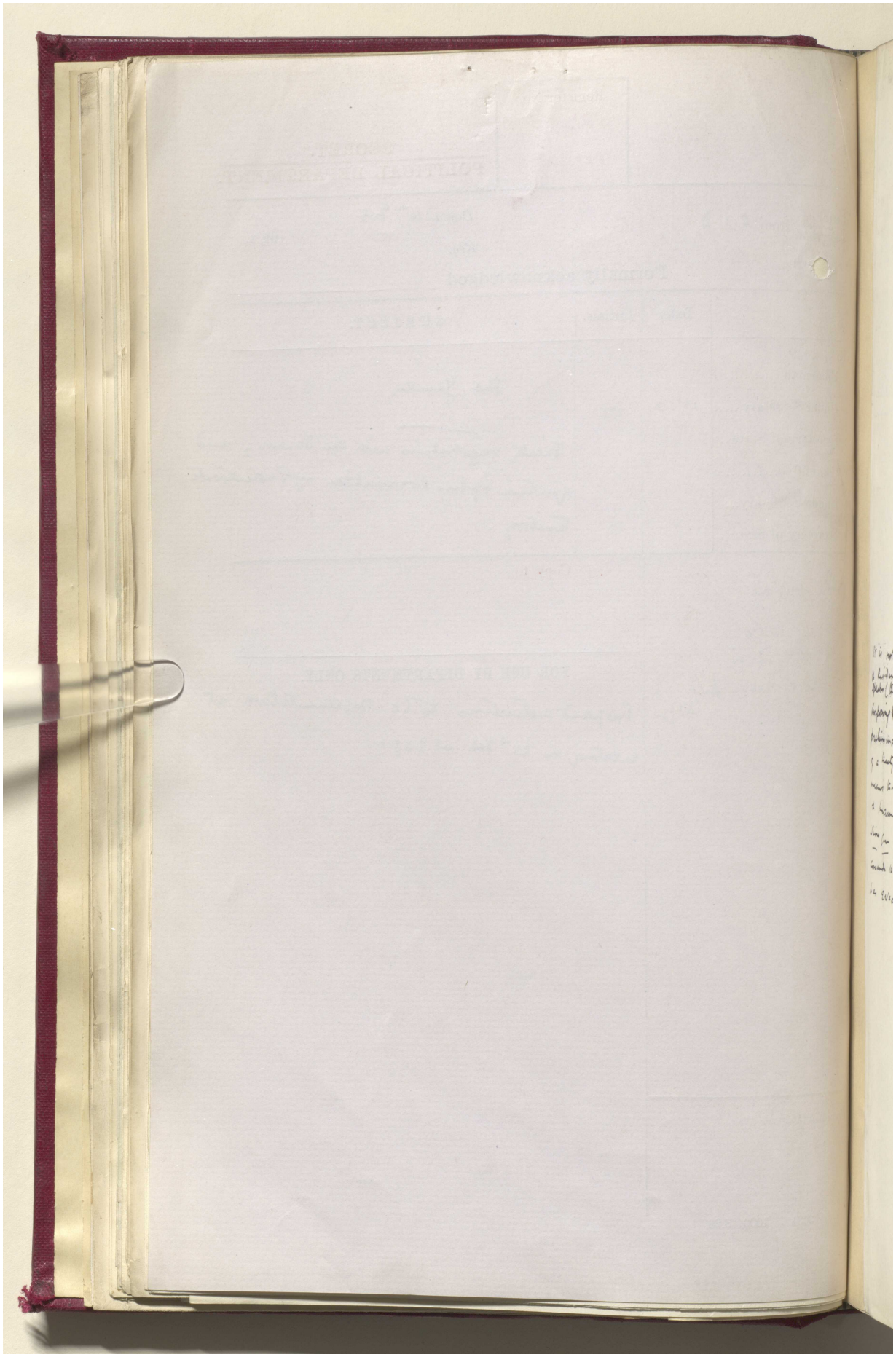

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P.Z.1050/32.

**Minute Paper.** **Department.**

A meeting of the Official Sub-Committee of the C.I.D. has been called to consider two further telegrams from Colonel Reilly.

(1) He is anxious that the actual evacuation of Audhali territory and of Sanah and the return of hostages should not be made a condition of the commencement of negotiations but only to the actual signature of a treaty; the Imam would at once be told however that they are a sine qua non to the latter. This is the point we tentatively made in our letter of the 11th January (P.Z.118) which the Colonial Office decided to leave out of account, We may now press it with greater confidence. It might however be wise to secure a definite undertaking from the Imam to this effect in order to reduce the prospect of the negotiations being rendered nugatory by a subsequent failure to carry out the actual evacuation, which would put us in the position of having shown our hands without gaining anything.

It is not quite clear whether the Resident means this. He speaks (letter of 8 Feb.) of imposing the conditions as preliminaries to the conclusion of a treaty, but apparently means that we should inform the Imam now of our sine qua non or refuse to conclude a treaty until he has evacuated.

(2) The Resident desires the Imam to be informed that in the event of a breakdown of negotiations, he must in any case withdraw from Protectorate territory or His Majesty's Government will be compelled to take action.

It is submitted that there are here two distinct questions:- (a) what His Majesty's Government intend in their own minds eventually to do in order to clear up the deadlock which has persisted since 1928, (b) how far they tell the Imam their intentions before and during the negotiations.

As for (a) we must, I think be guided by the views of the other departments. We are anxious to avoid,

if

415B 3000 10/31

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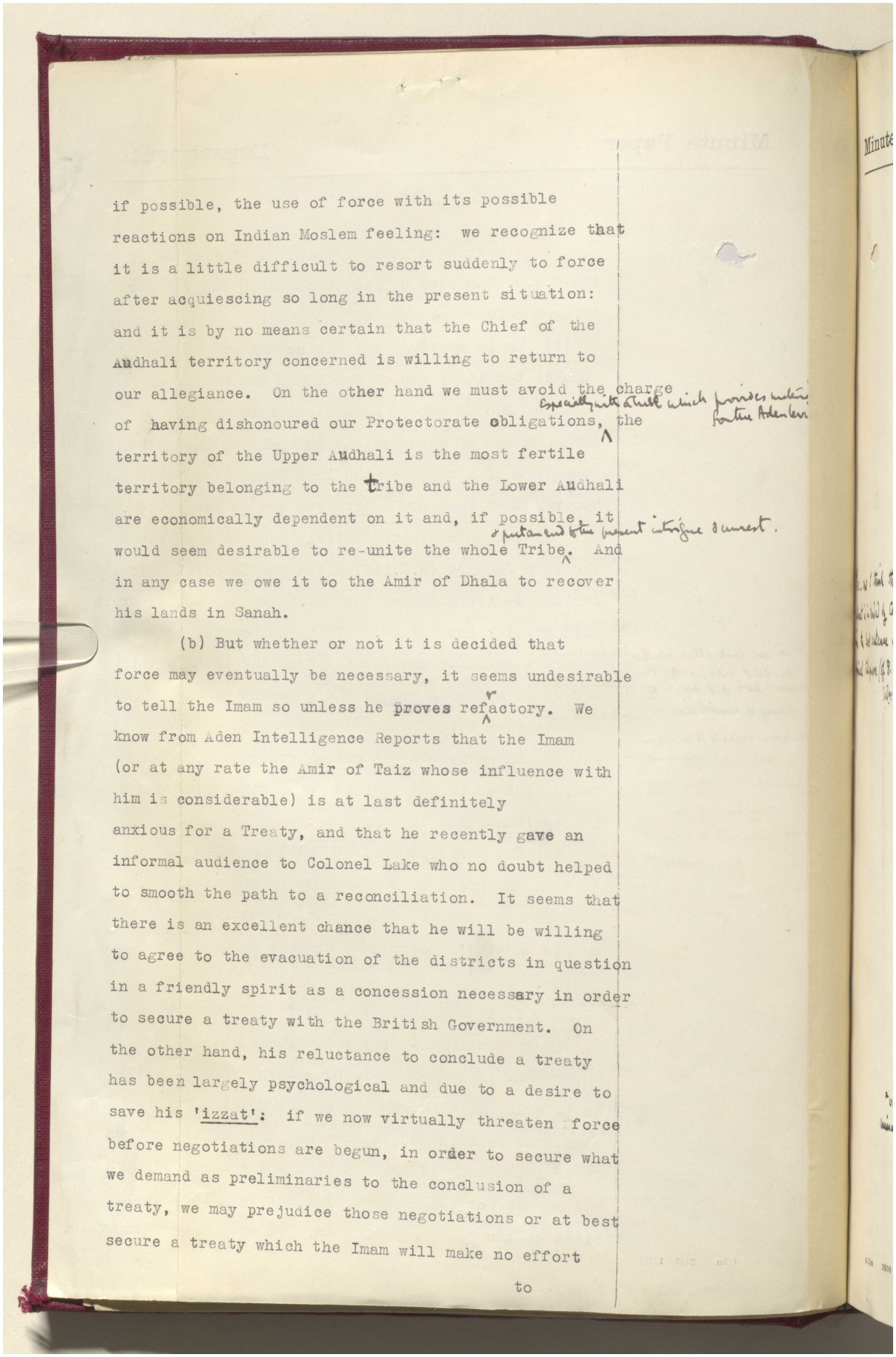

if possible, the use of force with its possible reactions on Indian Moslem feeling: we recognize that it is a little difficult to resort suddenly to force after acquiescing so long in the present situation: and it is by no means certain that the Chief of the Audhali territory concerned is willing to return to our allegiance. On the other hand we must avoid the charge of having dishonoured our Protectorate obligations, the territory of the Upper Audhali is the most fertile territory belonging to the tribe and the Lower Audhali are economically dependent on it and, if possible, it would seem desirable to re-unite the whole Tribe. And in any case we owe it to the Amir of Dhala to recover his lands in Sanah.

(b) But whether or not it is decided that force may eventually be necessary, it seems undesirable to tell the Imam so unless he proves refactory. We know from Aden Intelligence Reports that the Imam (or at any rate the Amir of Taiz whose influence with him is considerable) is at last definitely anxious for a Treaty, and that he recently gave an informal audience to Colonel Lake who no doubt helped to smooth the path to a reconciliation. It seems that there is an excellent chance that he will be willing to agree to the evacuation of the districts in question in a friendly spirit as a concession necessary in order to secure a treaty with the British Government. On the other hand, his reluctance to conclude a treaty has been largely psychological and due to a desire to save his 'izzat': if we now virtually threaten force before negotiations are begun, in order to secure what we demand as preliminaries to the conclusion of a treaty, we may prejudice those negotiations or at best secure a treaty which the Imam will make no effort

to

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(57)

Minute Paper. Department.

to preserve. It is surely worth while attempting to secure the conditions to the treaty (which, in effect, are bound to be regarded by the Imam aspart of the negotiations themselves) by ordinary agreement before using threats to secure them.

It is therefore submitted that the correct line - assuming that it is agreed that His Majesty's Government are prepared to use force, if necessary, in order to secure the Imam's evacuation of Protectorate territory in the near future - is to make every effort to secure his promise of evacuation, on which the negotiations depend, without using the threat of force; this should be kept in reserve and only used as a last resort which may prejudice the negotiations themselves, even if it does secure the evacuation of the territories.

A.J. Monk
20.2.32.

Yes - and I think this is what is intended by Col. Reilly in the last sentence of his final telegram (of 8.2.32)? J.M.

Please see the discussion in the official Sub Cttee on 14.9.31 (flagged K) which gives the Audhali question in a nutshell: also the discussion on Dec.r 11th (flag H). It is proposed to take the following line at the meeting (tomorrow 3.0 p.m.).

(1) agree with the Resident.

re (1) of minute above.

(2) (a) India office concurs in the view that our obligations to Protectorate rulers with whom we are in treaty relations, but whose territory is in Zeidi occupation, should be fulfilled, & that the Imam should withdraw from

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from the Protectorate.

(b) How this is to be interpreted in practice we leave to the Imperial Departments. The district of Beida is inside the Protectorate boundary of 1903 but we have no treaty with the ruler. Beihan, on the other hand, is also inside the Protectorate, but is beyond Beida, and yet we have a treaty with its ruler. At present Beida is in Zeidi occupation, but Beihan is not — though it is hard pressed from the North, West, and south, it has access to Aden by the East. The Al'Ain tribe, who were attacked recently by Zeidis but saved by the threat of air action, are neighbours of Beihan. The question therefore which the Imperial Departments will have to decide is whether to demand withdrawal from the Upper Andali territory only, or from Beida as well. We may leave them to decide that*, expressing a preference for the former as being less troublesome to the Imam and yet fulfilling our obligations.

(P.2. 5814/31 etc)

* viz. on the basis, presumably, of which [illegible] would be easiest to establish.

(c) India Office would prefer that this object (see (a)) should be achieved peacefully if possible: we hope therefore that the negotiations will be successful, and if a threat on the lines Col Reilly proposes would help, we would leave him discretion to use it.

(d) I.O. recognise that if the negotiations break down finally force might at some later stage have to be used. While not favouring this in view of possible Moslem reactions, we realise the necessity, and would only ask that we should have a further opportunity for considering the question of when & how the force shd be used.

Attached is a very rough map

I agree Inviction 21. 2 M.T. Clauson 22/2

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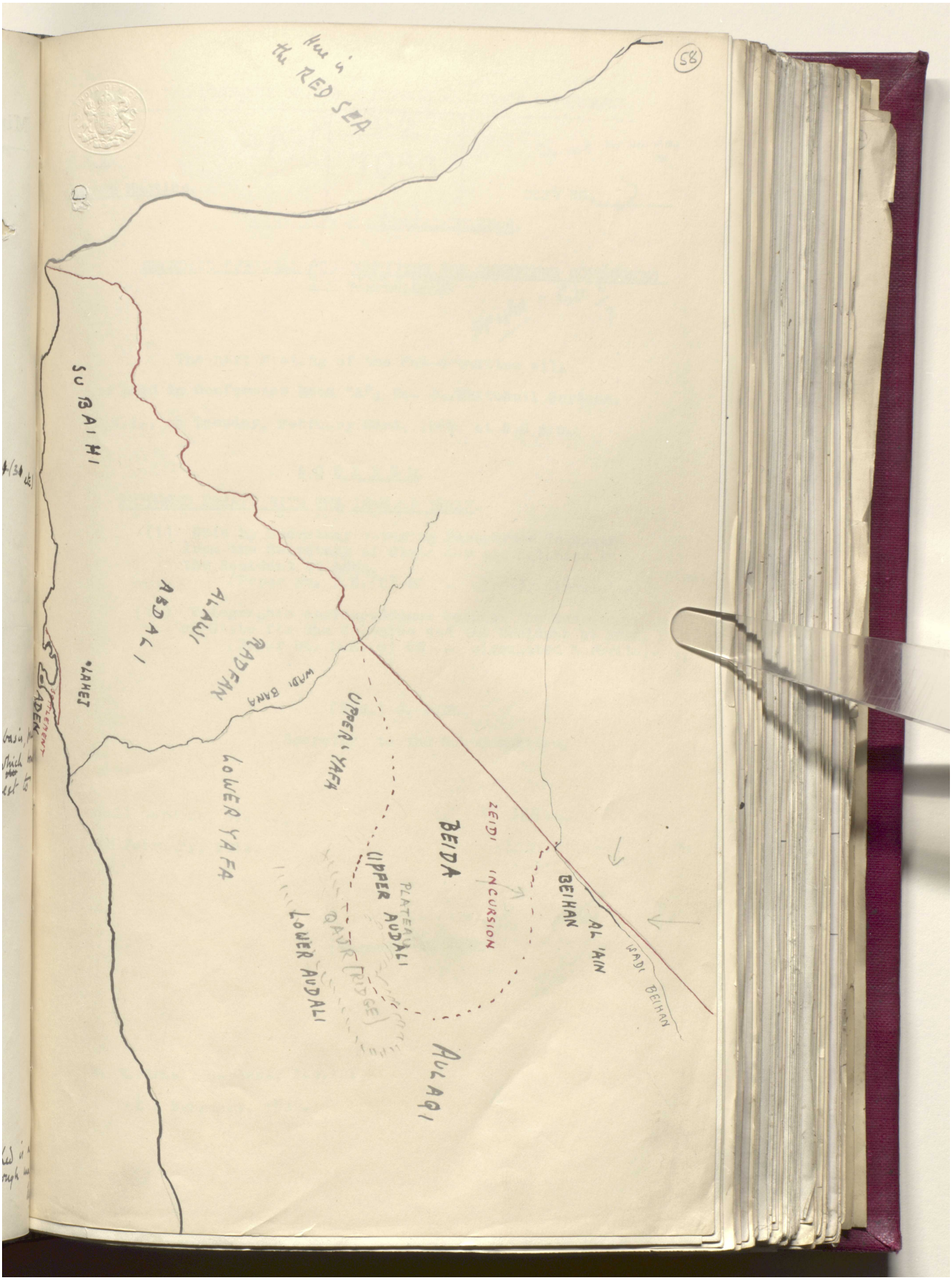
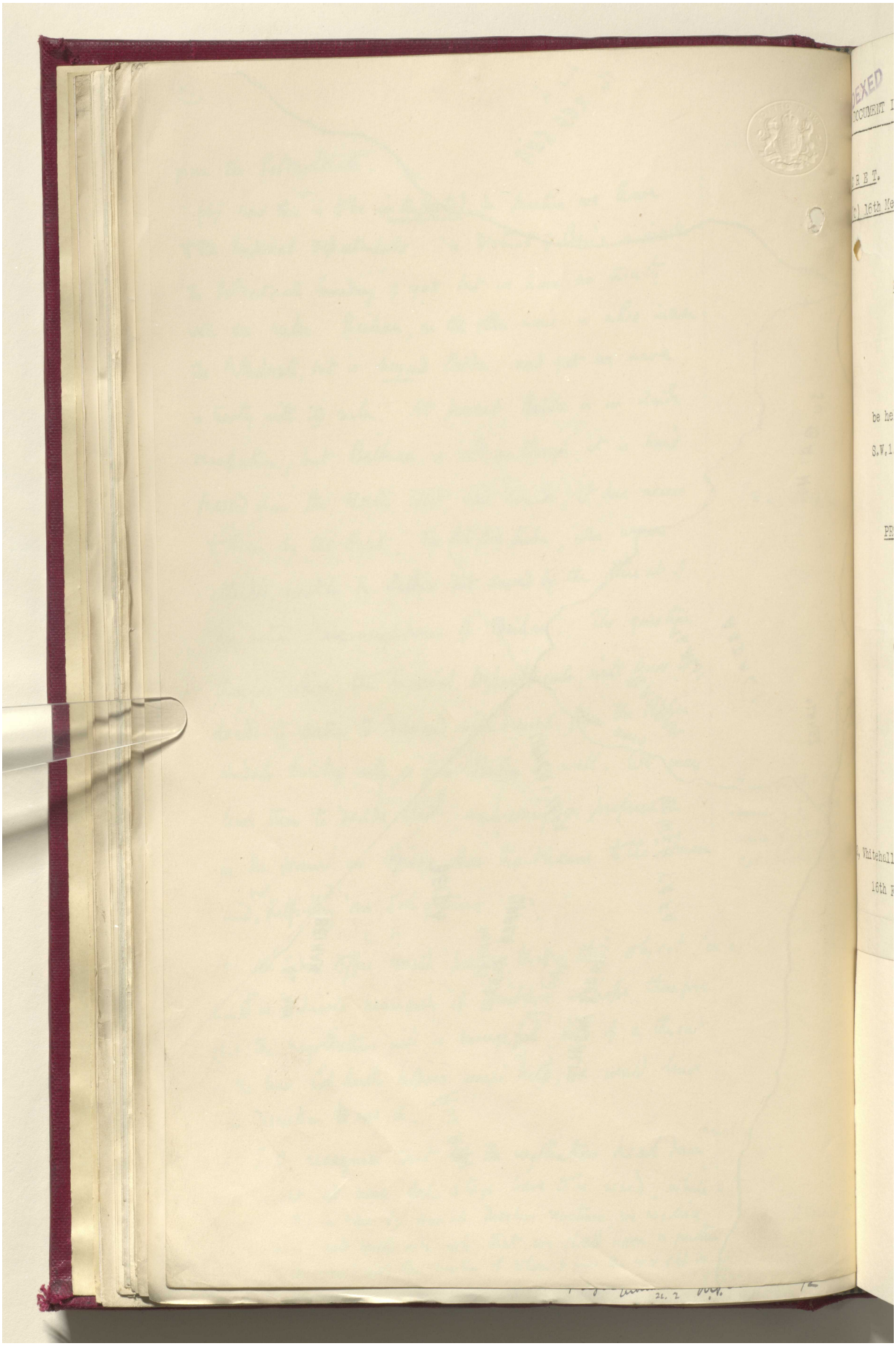
# Sketch Map of the Beida district of Yemen [58r] (1/2)





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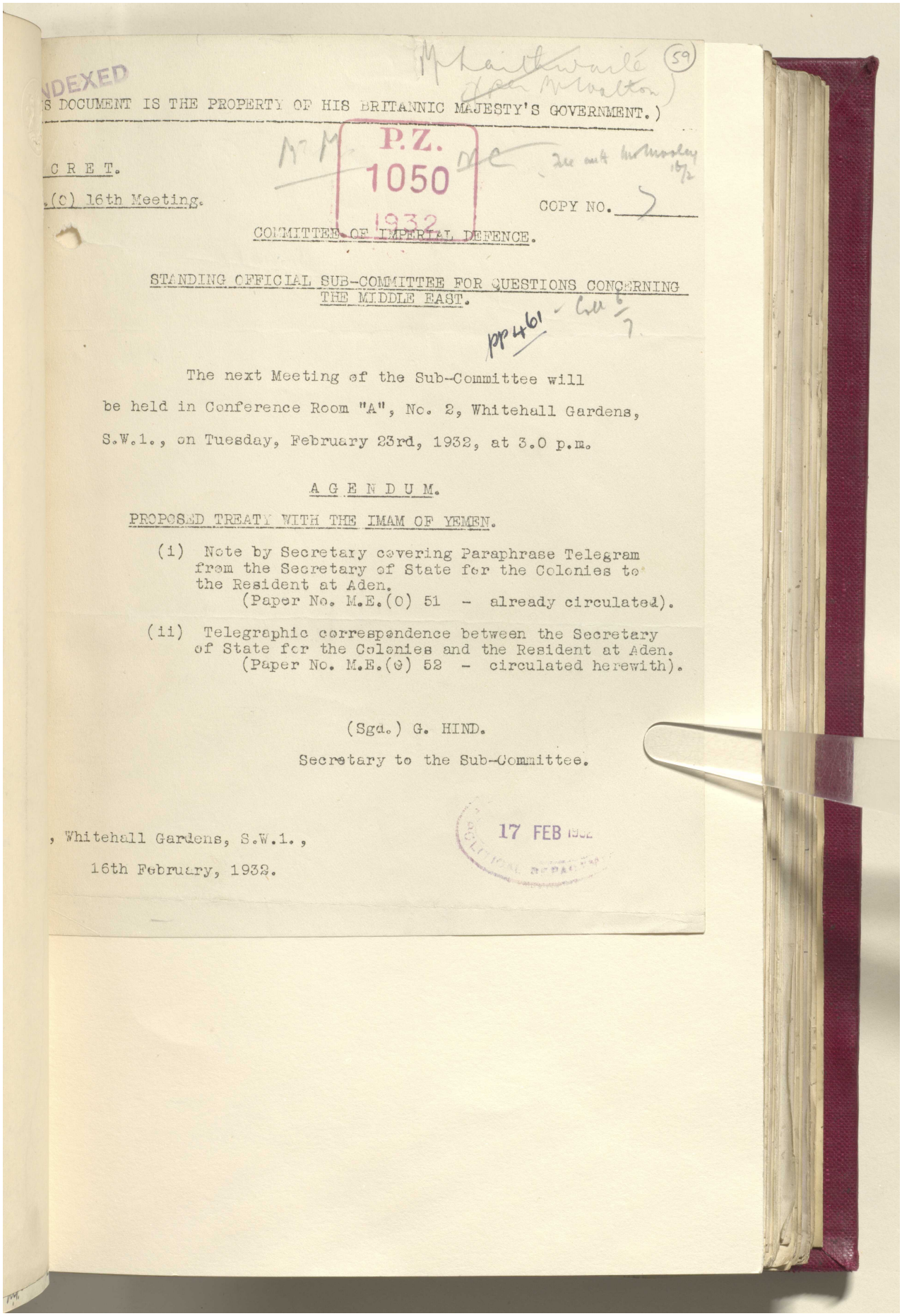

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P.Z. 1050 1932

C R E T.

.(C) 16th Meeting.

COPY NO. 7

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

The next Meeting of the Sub-Committee will be held in Conference Room "A", No. 2, Whitehall Gardens, S.W.1., on Tuesday, February 23rd, 1932, at 3.0 p.m.

A G E N D U M.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

(i) Note by Secretary covering Paraphrase Telegram from the Secretary of State for the Colonies to the Resident at Aden.
(Paper No. M.E.(O) 51 - already circulated).

(ii) Telegraphic correspondence between the Secretary of State for the Colonies and the Resident at Aden.
(Paper No. M.E.(O) 52 - circulated herewith).

(Sgd.) G. HIND.

Secretary to the Sub-Committee.

, Whitehall Gardens, S.W.1.,
16th February, 1932.

17 FEB 1932

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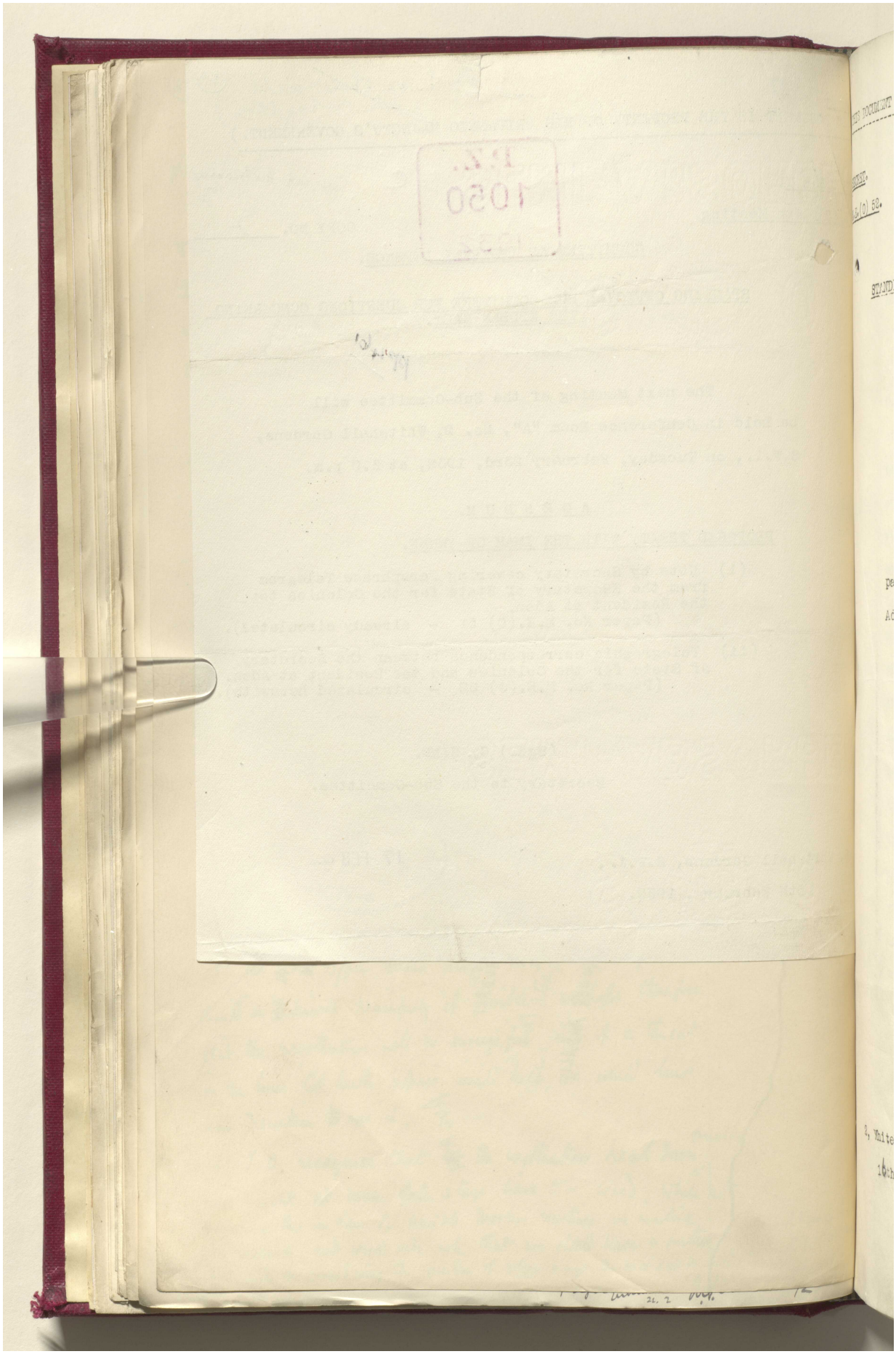

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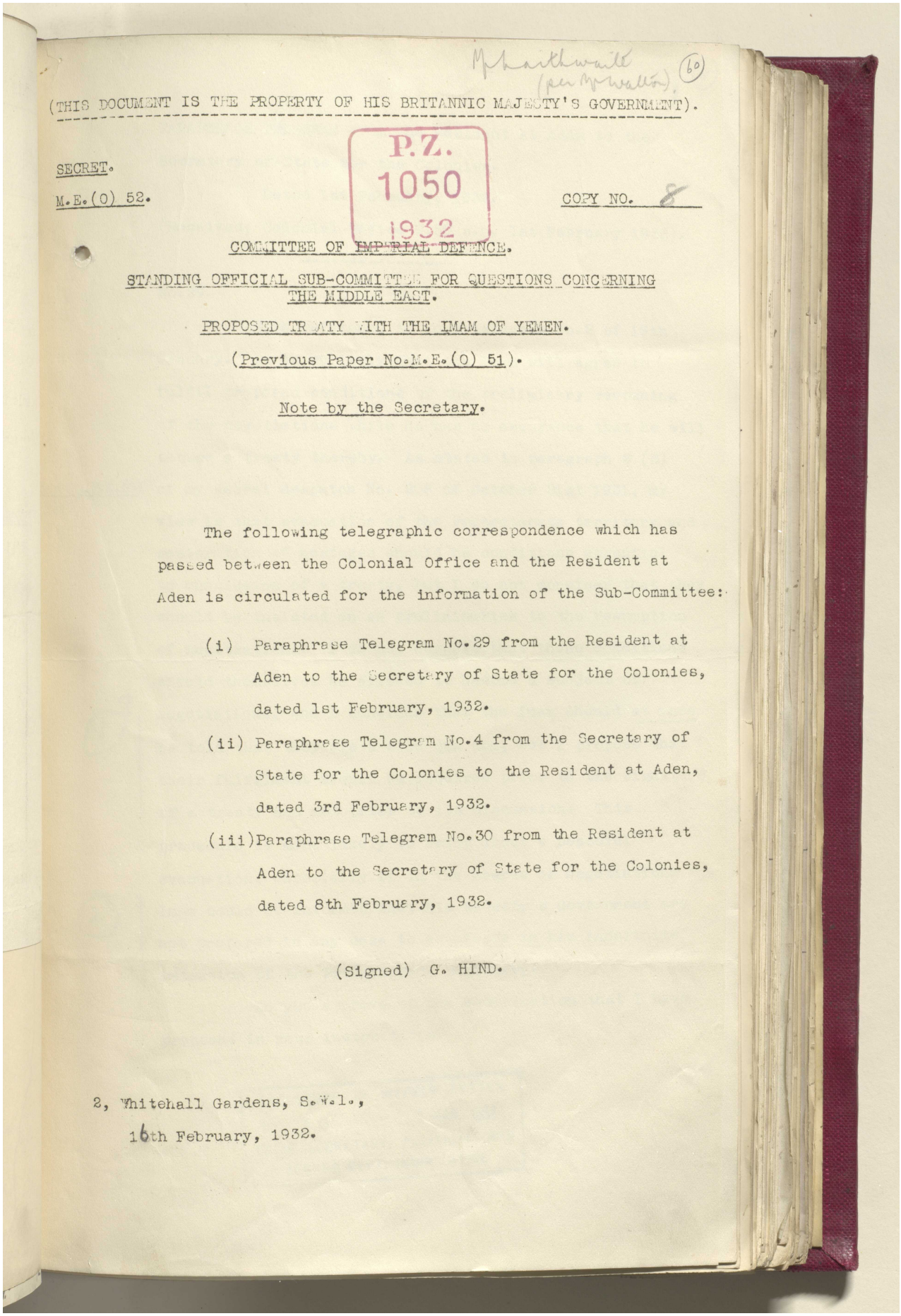

Mr Smallwaite (per Mr Walton) (60)

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P.Z. 1050 1932

SECRET.

M.E.(O) 52.

COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

(Previous Paper No. M.E.(O) 51).

Note by the Secretary.

The following telegraphic correspondence which has passed between the Colonial Office and the Resident at Aden is circulated for the information of the Sub-Committee:-

(i) Paraphrase Telegram No.29 from the Resident at Aden to the Secretary of State for the Colonies, dated 1st February, 1932.

(ii) Paraphrase Telegram No.4 from the Secretary of State for the Colonies to the Resident at Aden, dated 3rd February, 1932.

(iii) Paraphrase Telegram No.30 from the Resident at Aden to the Secretary of State for the Colonies, dated 8th February, 1932.

(Signed) G. HIND.

2, Whitehall Gardens, S.W.1.,
16th February, 1932.

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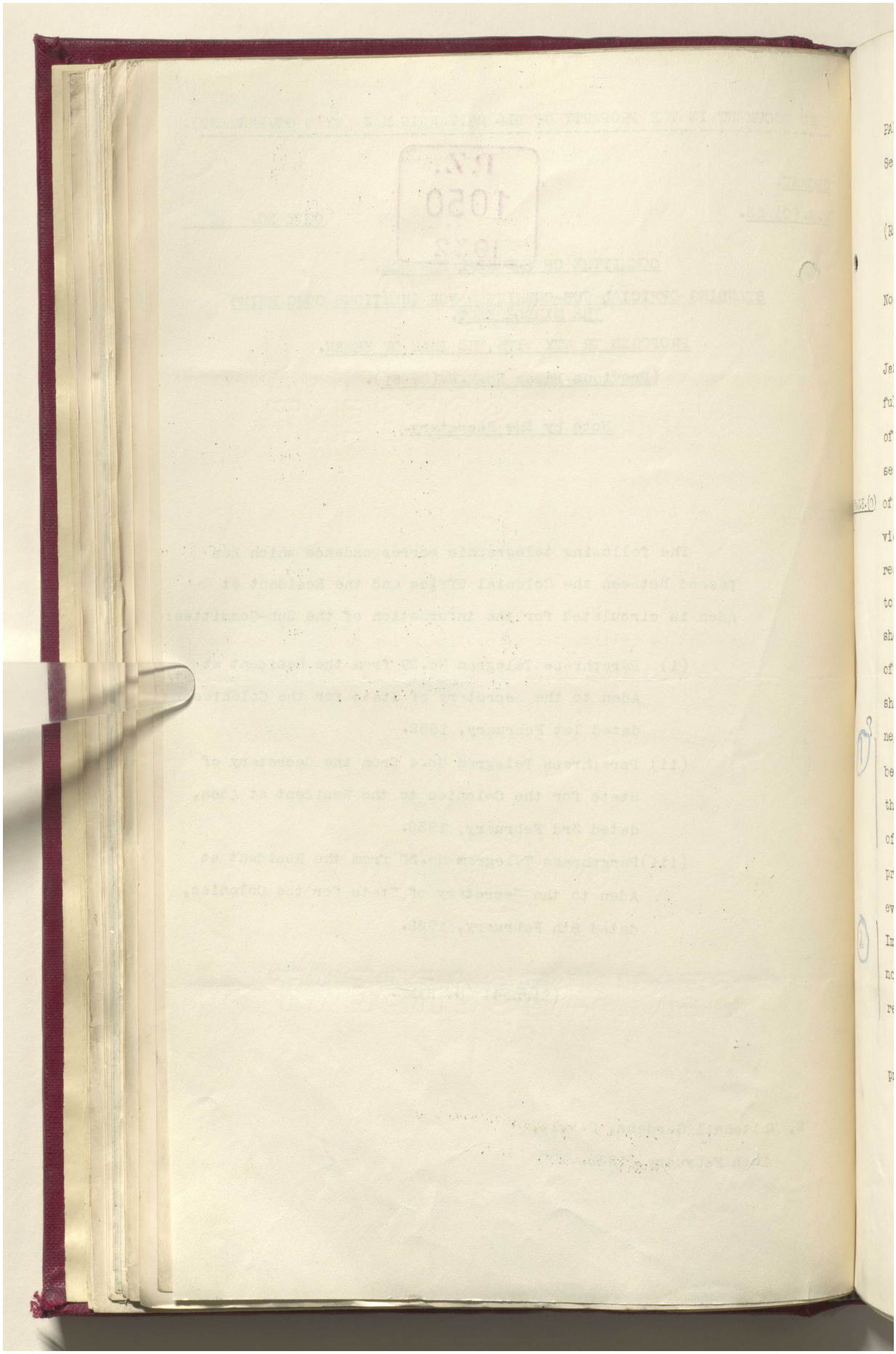

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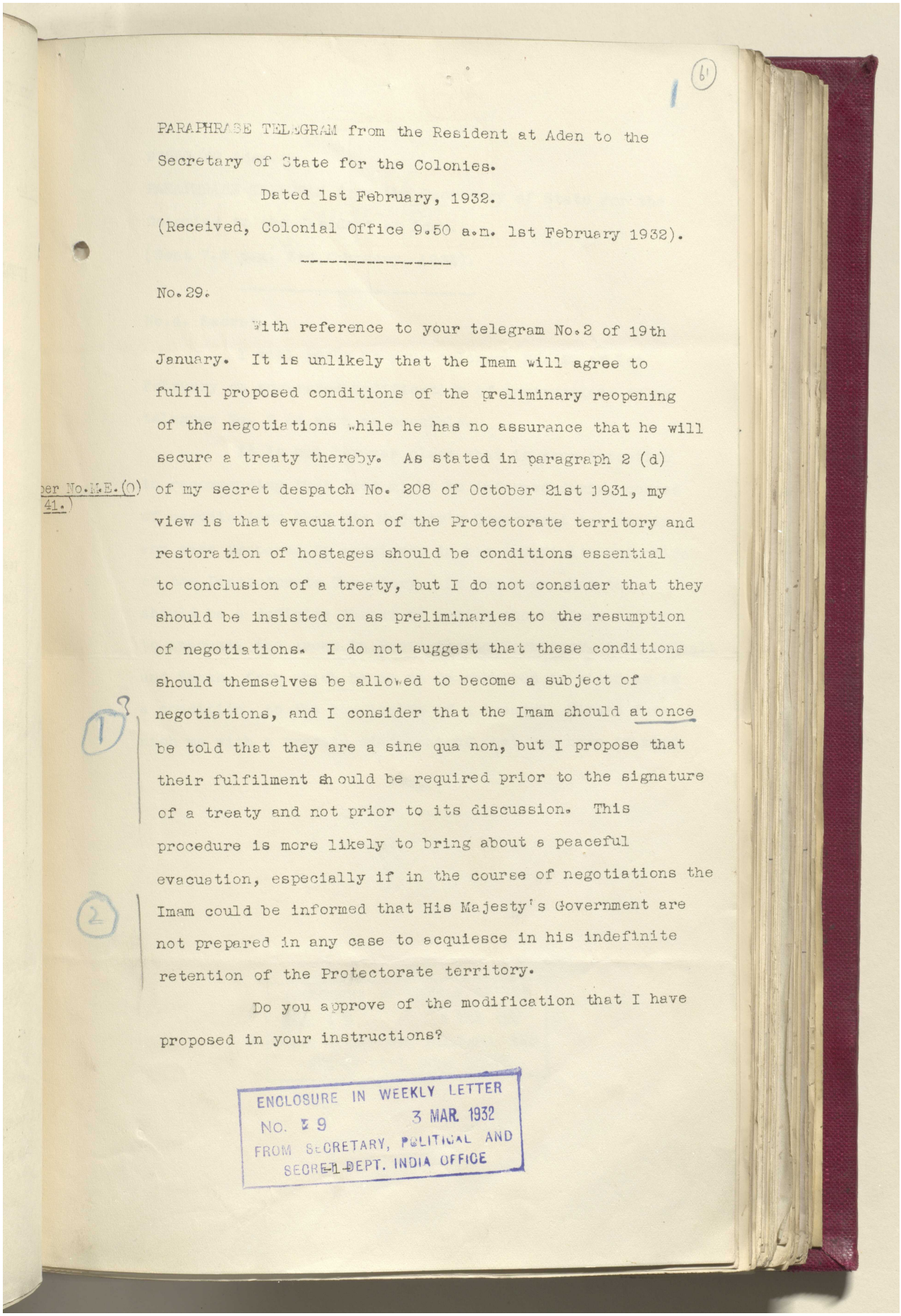

(61)

PARAPHRASE TELEGRAM from the Resident at Aden to the Secretary of State for the Colonies.

Dated 1st February, 1932.

(Received, Colonial Office 9.50 a.m. 1st February 1932).

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No. 29.

With reference to your telegram No. 2 of 19th January. It is unlikely that the Imam will agree to fulfil proposed conditions of the preliminary reopening of the negotiations while he has no assurance that he will secure a treaty thereby. As stated in paragraph 2 (d) of my secret despatch No. 208 of October 21st 1931, my view is that evacuation of the Protectorate territory and restoration of hostages should be conditions essential to conclusion of a treaty, but I do not consider that they should be insisted on as preliminaries to the resumption of negotiations. I do not suggest that these conditions should themselves be allowed to become a subject of negotiations, and I consider that the Imam should at once be told that they are a sine qua non, but I propose that their fulfilment should be required prior to the signature of a treaty and not prior to its discussion. This procedure is more likely to bring about a peaceful evacuation, especially if in the course of negotiations the Imam could be informed that His Majesty's Government are not prepared in any case to acquiesce in his indefinite retention of the Protectorate territory.

Do you approve of the modification that I have proposed in your instructions?

ENCLOSURE IN WEEKLY LETTER
NO. 9 3 MAR. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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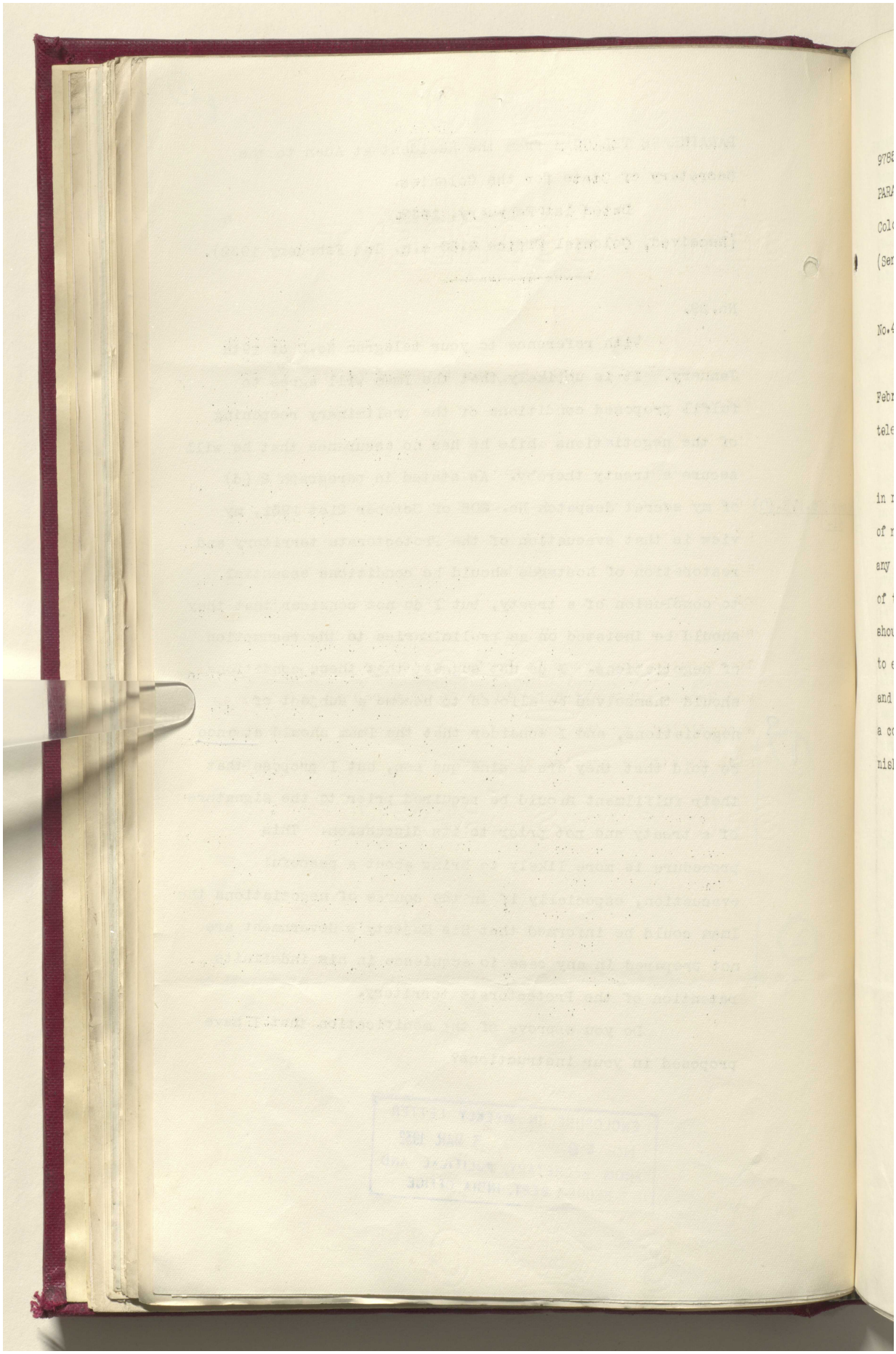

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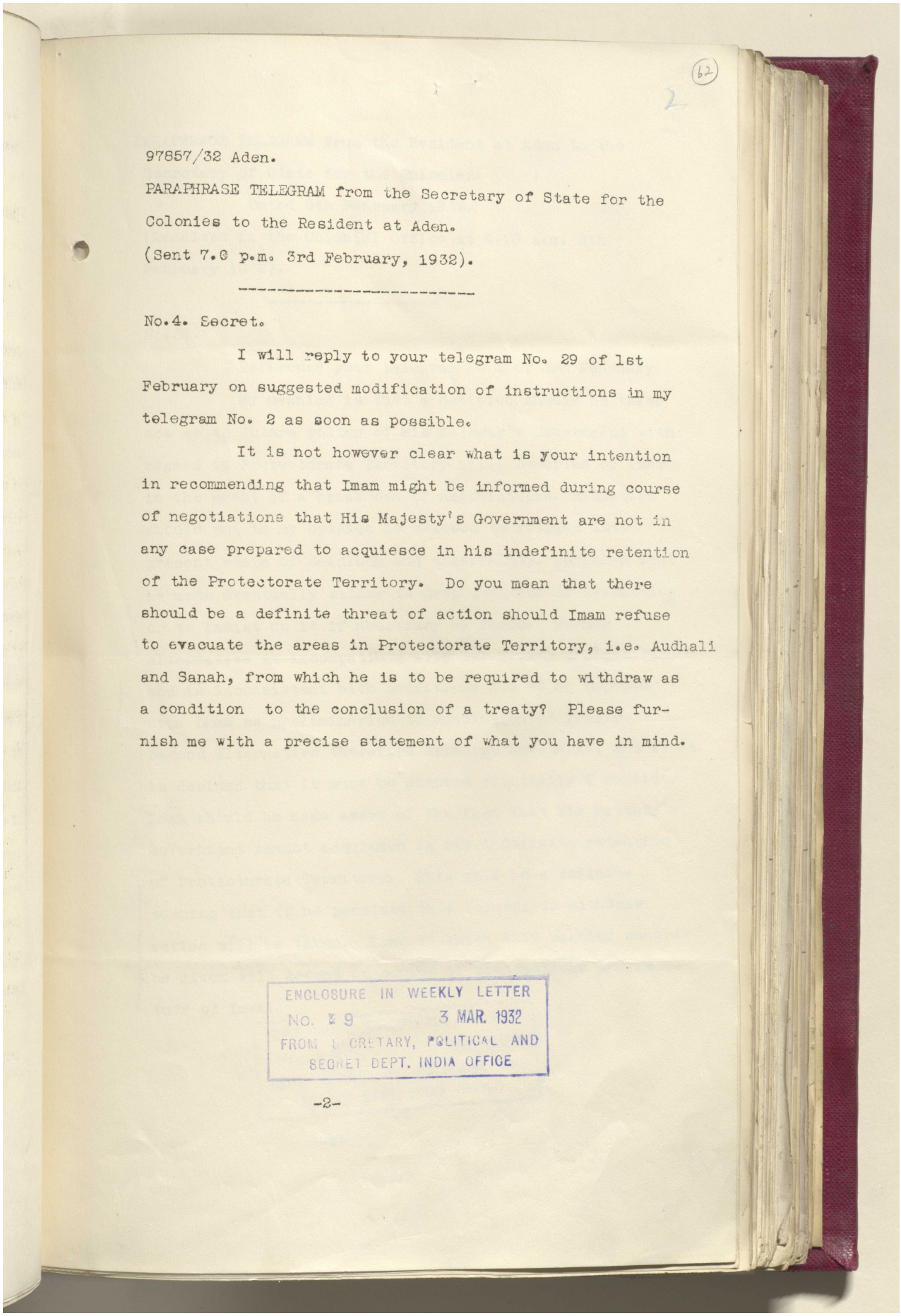

(62)

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97857/32 Aden.

PARAPHRASE TELEGRAM from the Secretary of State for the Colonies to the Resident at Aden.

(Sent 7.0 p.m. 3rd February, 1932).

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No.4. Secret.

I will reply to your telegram No. 29 of 1st February on suggested modification of instructions in my telegram No. 2 as soon as possible.

It is not however clear what is your intention in recommending that Imam might be informed during course of negotiations that His Majesty's Government are not in any case prepared to acquiesce in his indefinite retention of the Protectorate Territory. Do you mean that there should be a definite threat of action should Imam refuse to evacuate the areas in Protectorate Territory, i.e. Audhali and Sanah, from which he is to be required to withdraw as a condition to the conclusion of a treaty? Please furnish me with a precise statement of what you have in mind.

ENCLOSURE IN WEEKLY LETTER
No. 29 3 MAR. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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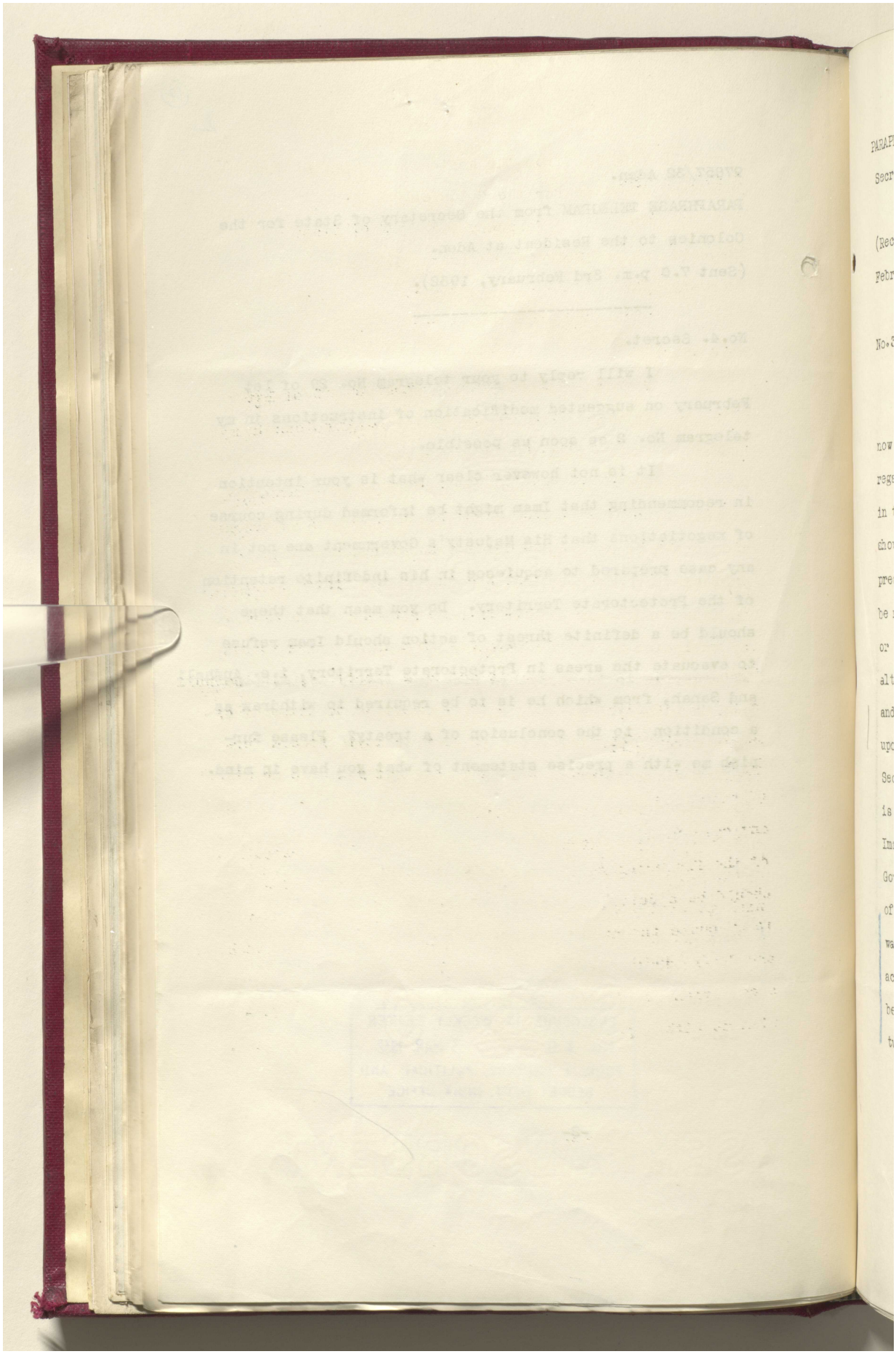

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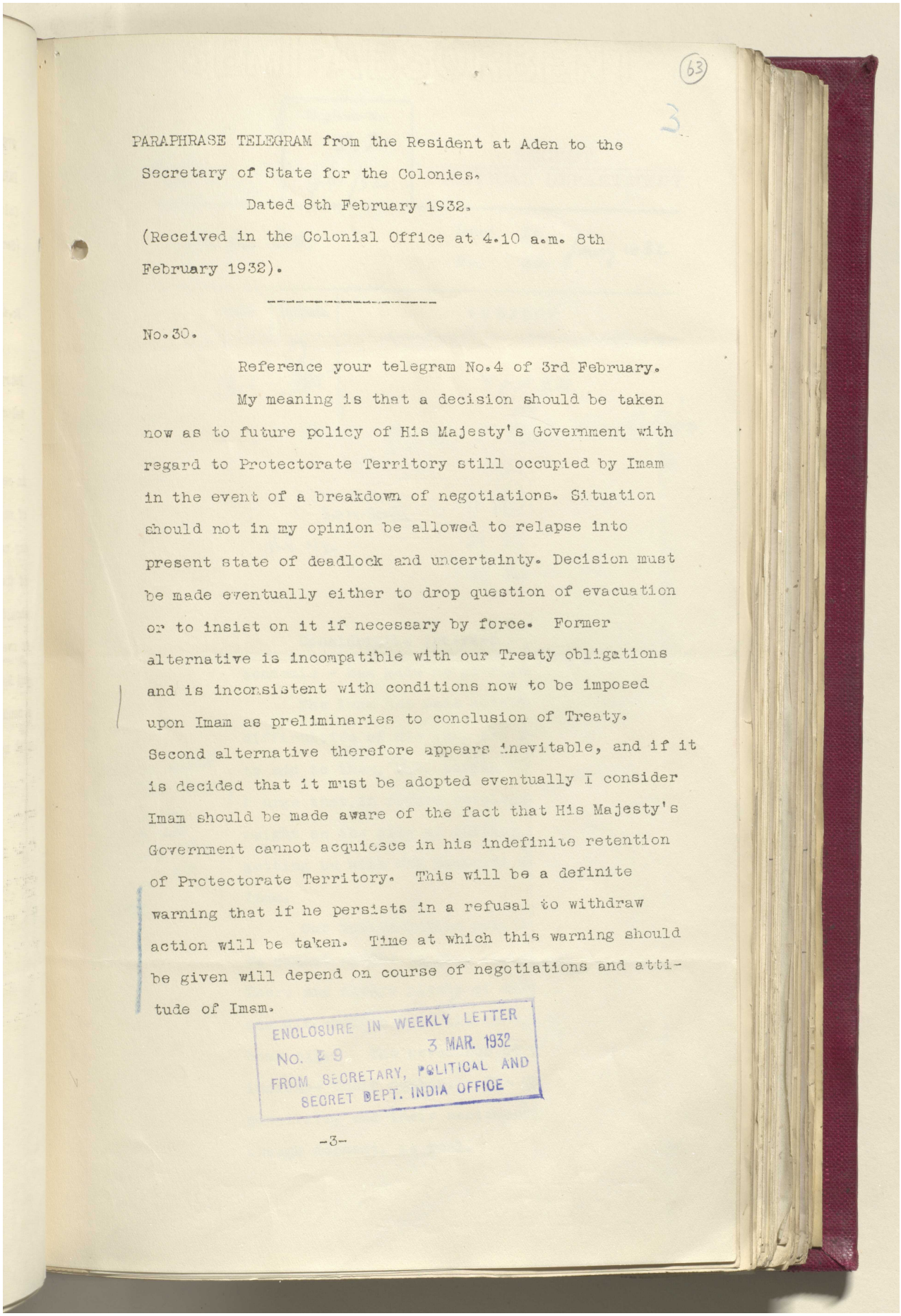

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3.

PARAPHRASE TELEGRAM from the Resident at Aden to the Secretary of State for the Colonies.

Dated 8th February 1932.

(Received in the Colonial Office at 4.10 a.m. 8th February 1932).

---

No.30.

Reference your telegram No.4 of 3rd February.

My meaning is that a decision should be taken now as to future policy of His Majesty's Government with regard to Protectorate Territory still occupied by Imam in the event of a breakdown of negotiations. Situation should not in my opinion be allowed to relapse into present state of deadlock and uncertainty. Decision must be made eventually either to drop question of evacuation or to insist on it if necessary by force. Former alternative is incompatible with our Treaty obligations and is inconsistent with conditions now to be imposed upon Imam as preliminaries to conclusion of Treaty. Second alternative therefore appears inevitable, and if it is decided that it must be adopted eventually I consider Imam should be made aware of the fact that His Majesty's Government cannot acquiesce in his indefinite retention of Protectorate Territory. This will be a definite warning that if he persists in a refusal to withdraw action will be taken. Time at which this warning should be given will depend on course of negotiations and attitude of Imam.

ENCLOSURE IN WEEKLY LETTER
No. 29 3 MAR. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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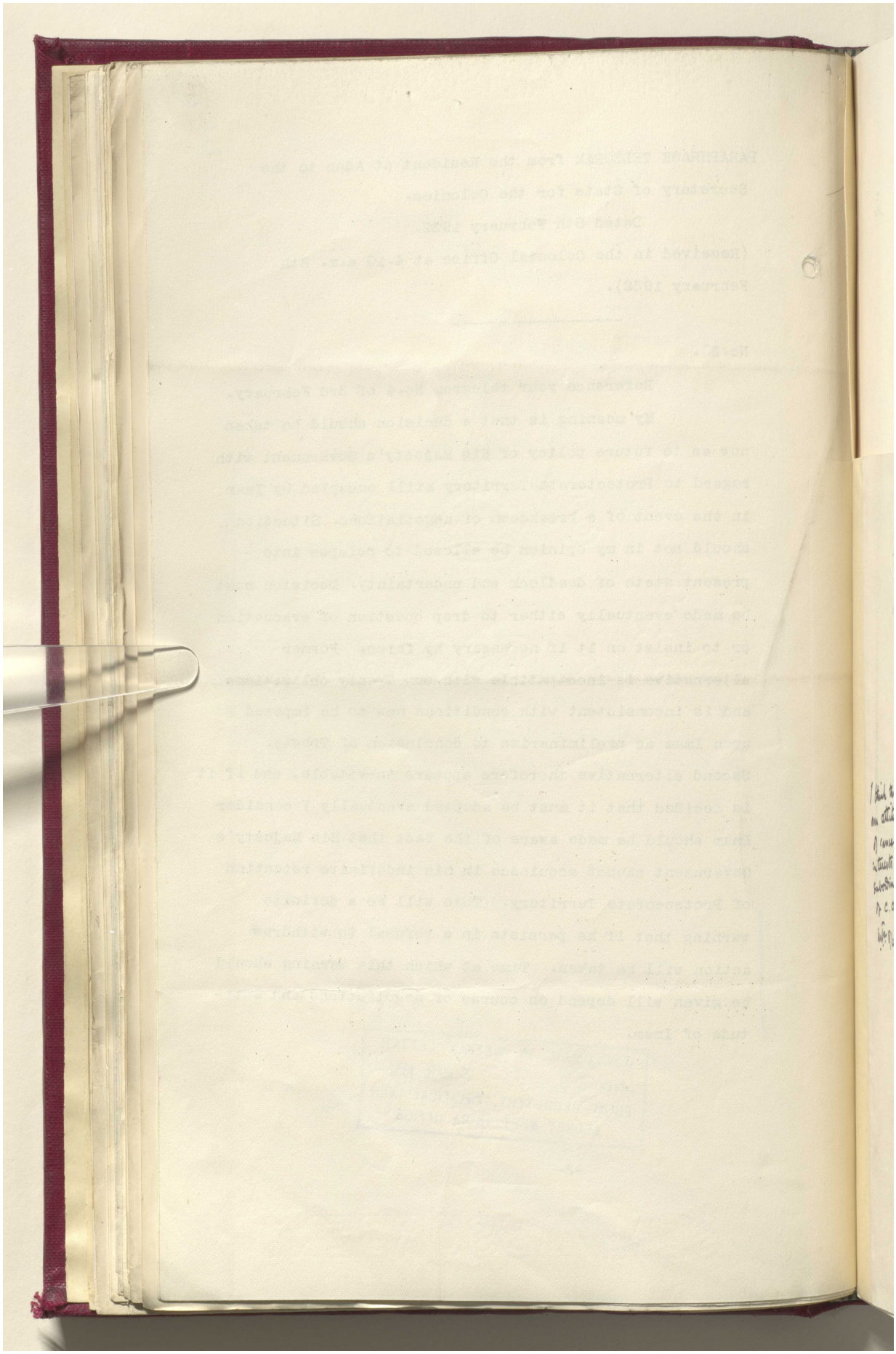

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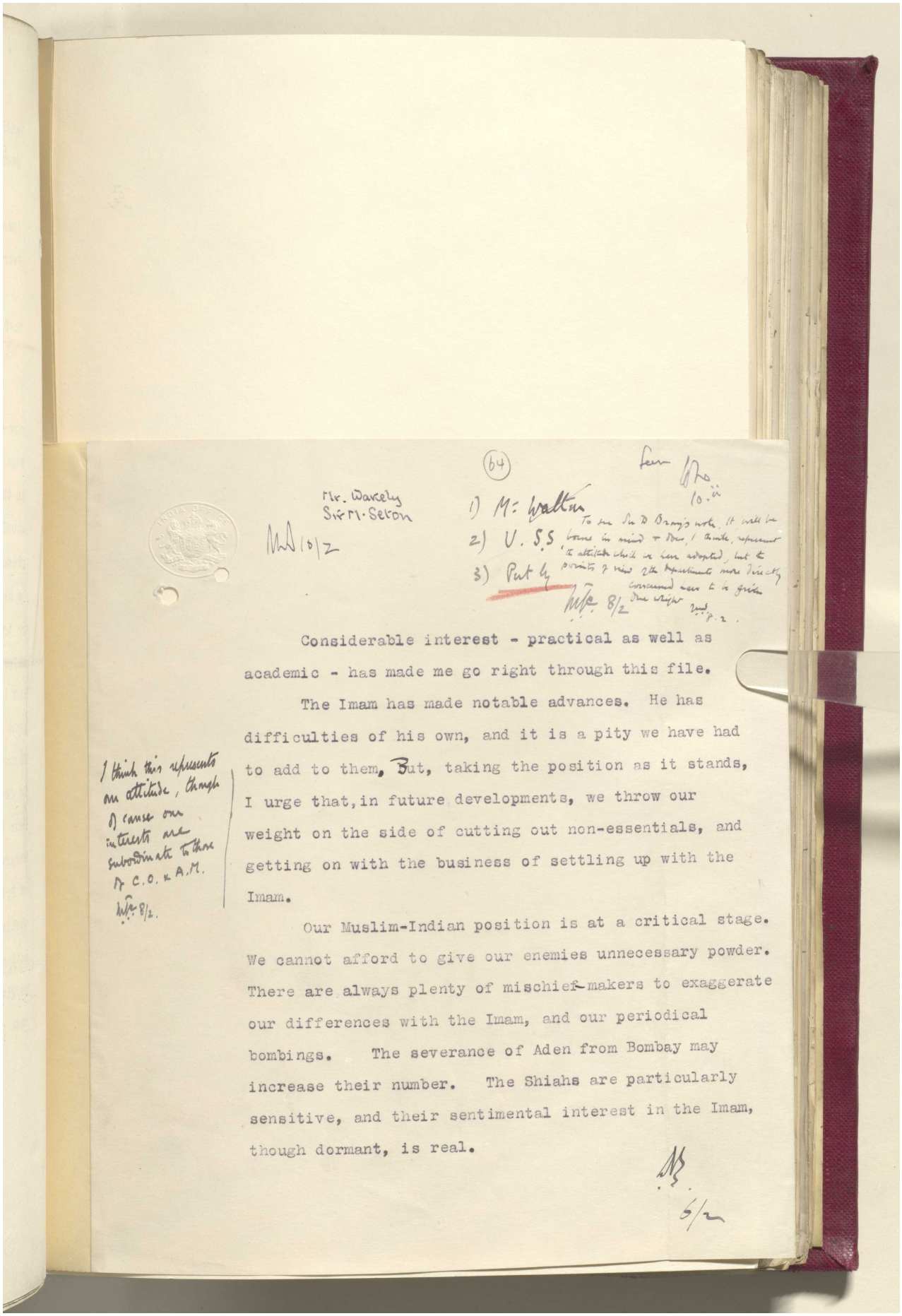

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(64)

Mr. Wakely
Sir M. Seton

MD 10/2

1) Mr. Walton
2) U.S.S.
3) Put by

To see Sir D. Bray's note. It will be borne in mind & does, I think, represent the attitude which we have adopted, but the points of view of the departments more directly concerned have to be given due weight.

MFe 8/2

Considerable interest - practical as well as academic - has made me go right through this file.

The Imam has made notable advances. He has difficulties of his own, and it is a pity we have had to add to them. But, taking the position as it stands, I urge that, in future developments, we throw our weight on the side of cutting out non-essentials, and getting on with the business of settling up with the Imam.

I think this represents our attitude, though of course our interests are subordinate to those of C.O. & A.M.

MFe 8/2.

Our Muslim-Indian position is at a critical stage. We cannot afford to give our enemies unnecessary powder. There are always plenty of mischief-makers to exaggerate our differences with the Imam, and our periodical bombings. The severance of Aden from Bombay may increase their number. The Shiahs are particularly sensitive, and their sentimental interest in the Imam, though dormant, is real.

6/2

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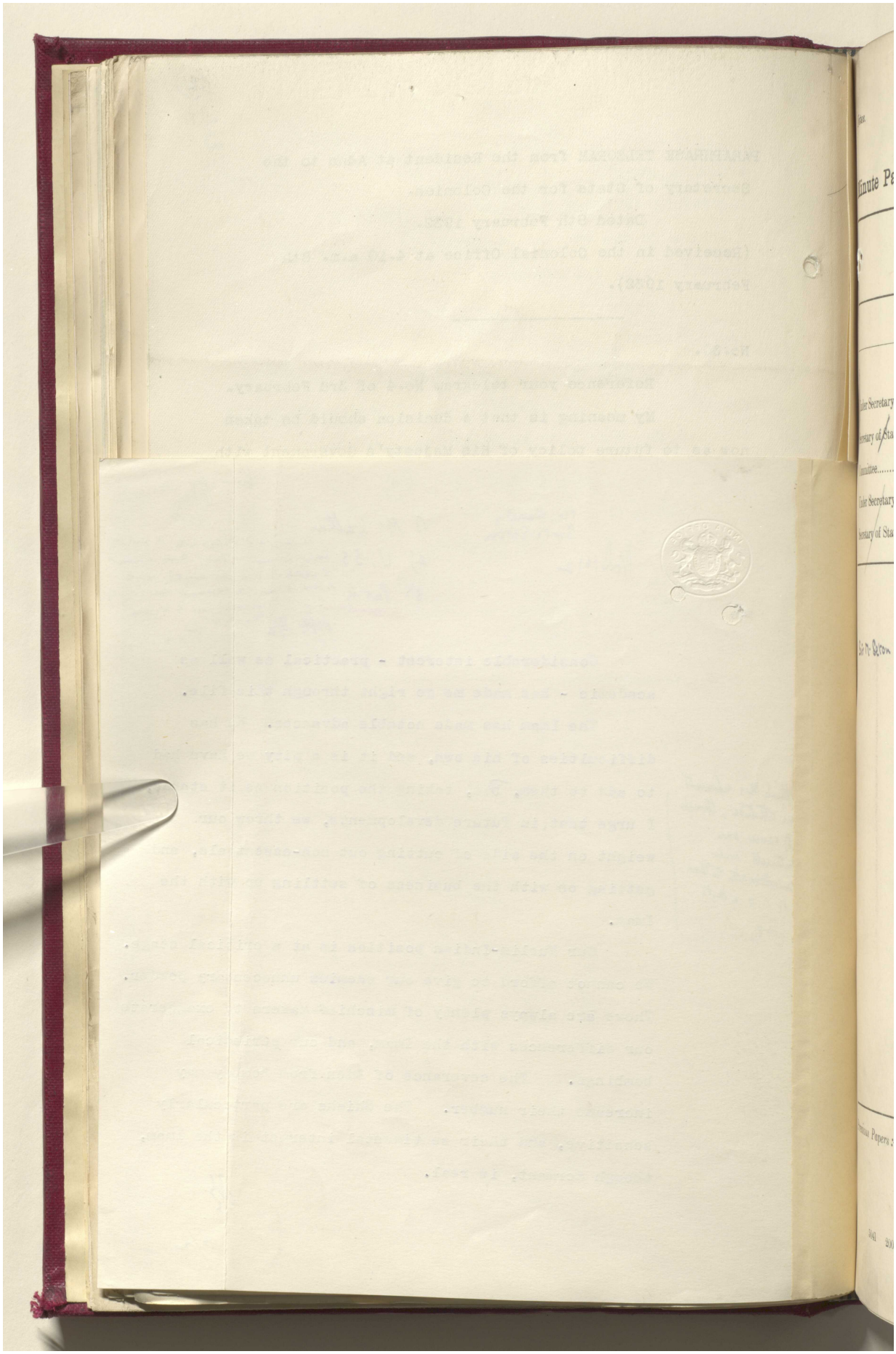

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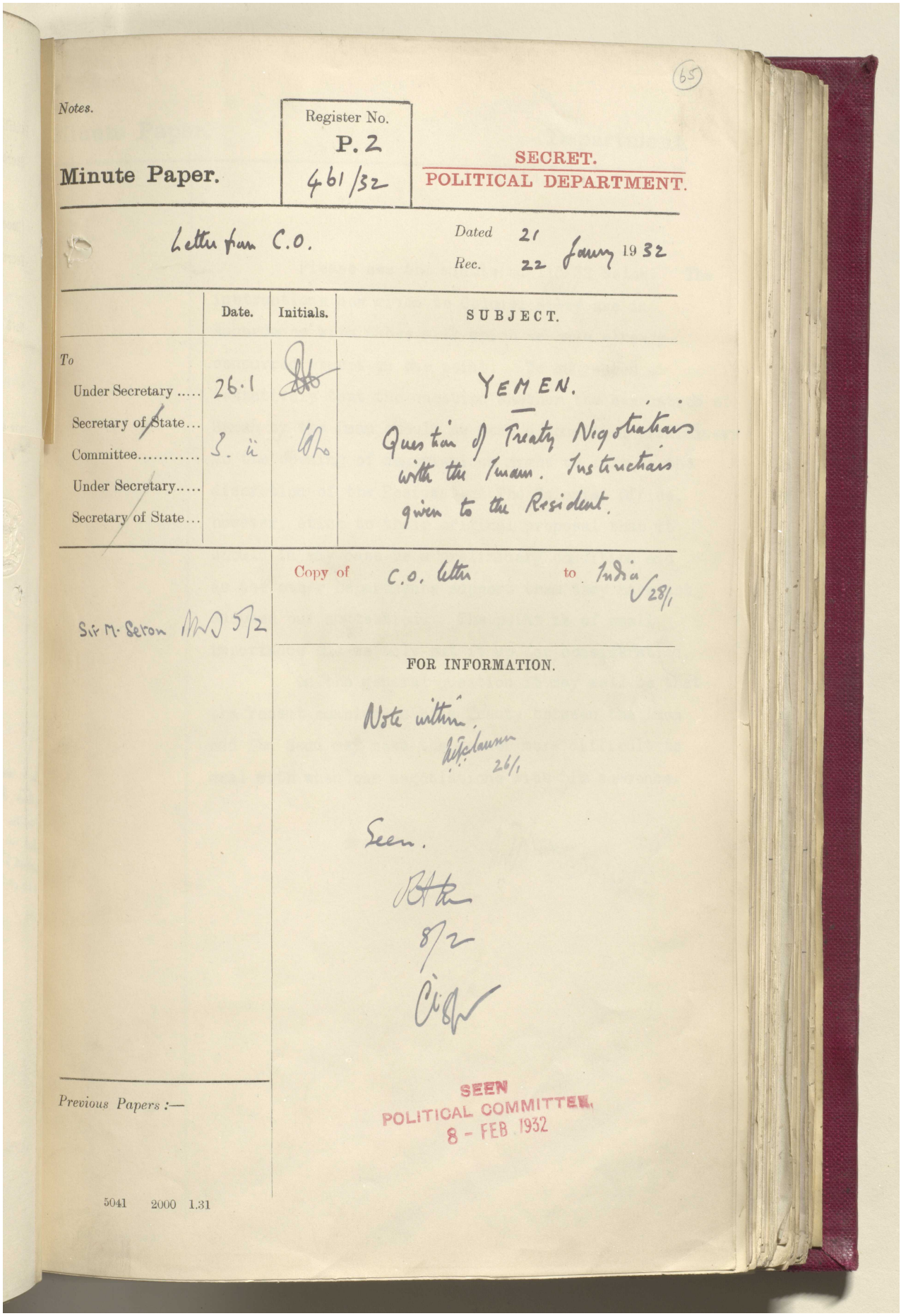

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Notes.

Minute Paper.

Register No. P. 2 461/32

SECRET. POLITICAL DEPARTMENT.

Letter from C.O. Dated 21 Jany 1932 Rec. 22 Jany 1932

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | YEMEN. |
| Under Secretary ..... | 26.1 | | Question of Treaty Negotiations with the Imam. Instructions given to the Resident. |
| Secretary of State... | 3. ii | | |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

Sir M. Seton MD 5/2

Copy of C.O. letter to India 28/1

FOR INFORMATION.

Note within. 26/1

Seen.

8/2

Previous Papers :—

SEEN POLITICAL COMMITTEE 8 - FEB 1932

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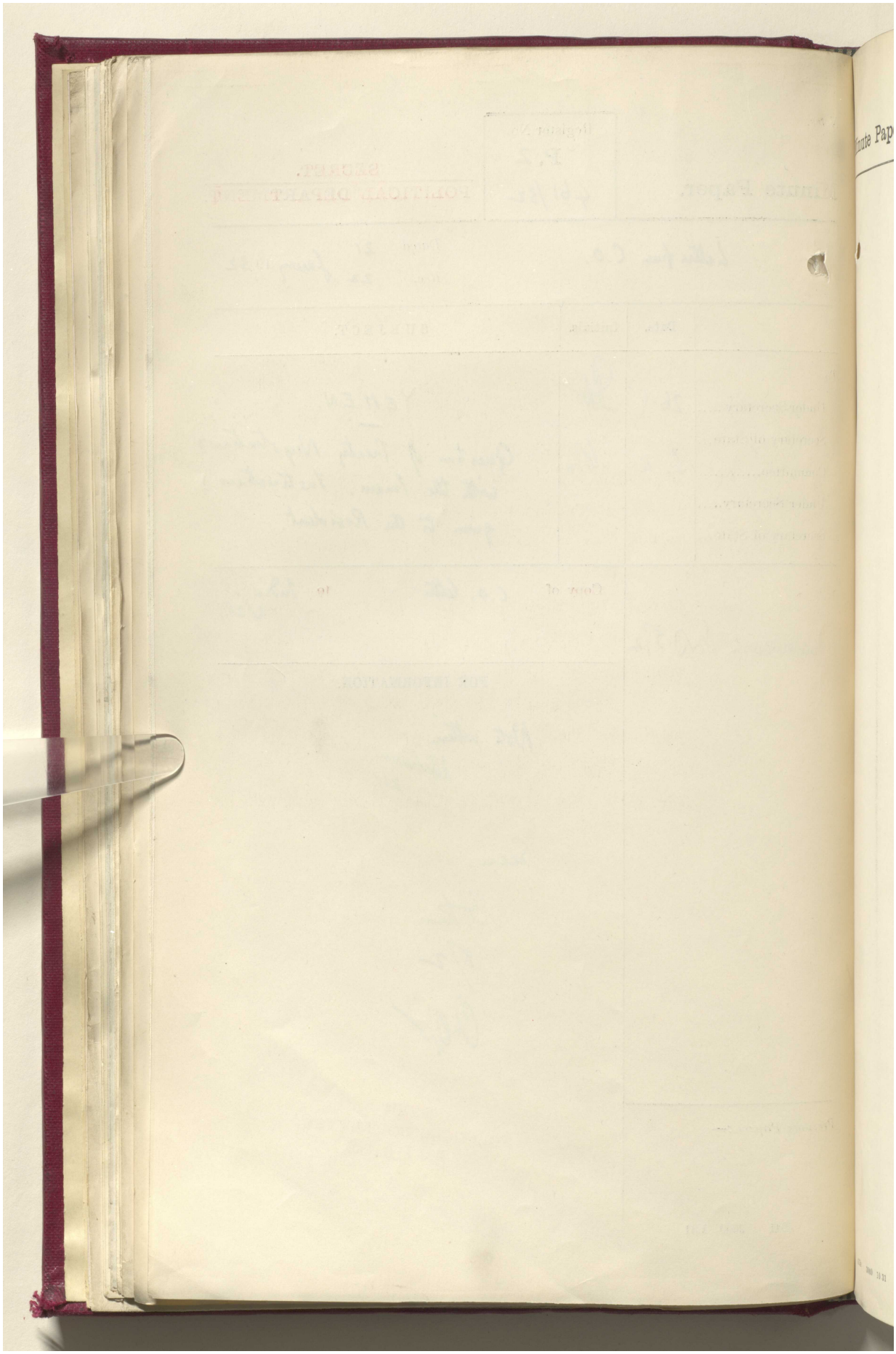

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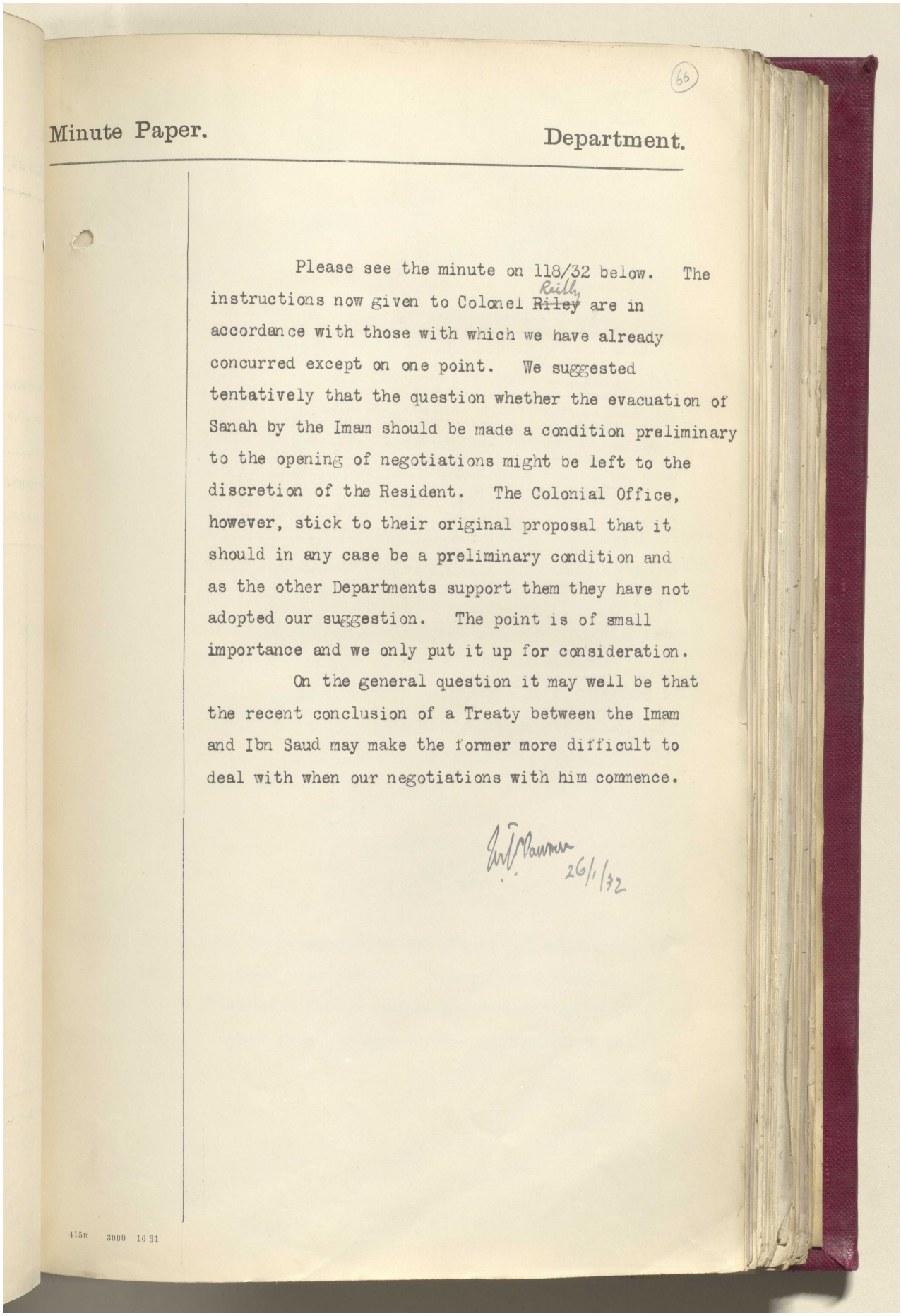

(66)

Minute Paper. Department.

Please see the minute on 118/32 below. The instructions now given to Colonel ~~Riley~~ Reilly are in accordance with those with which we have already concurred except on one point. We suggested tentatively that the question whether the evacuation of Sanah by the Imam should be made a condition preliminary to the opening of negotiations might be left to the discretion of the Resident. The Colonial Office, however, stick to their original proposal that it should in any case be a preliminary condition and as the other Departments support them they have not adopted our suggestion. The point is of small importance and we only put it up for consideration.

On the general question it may well be that the recent conclusion of a Treaty between the Imam and Ibn Saud may make the former more difficult to deal with when our negotiations with him commence.

26/1/32

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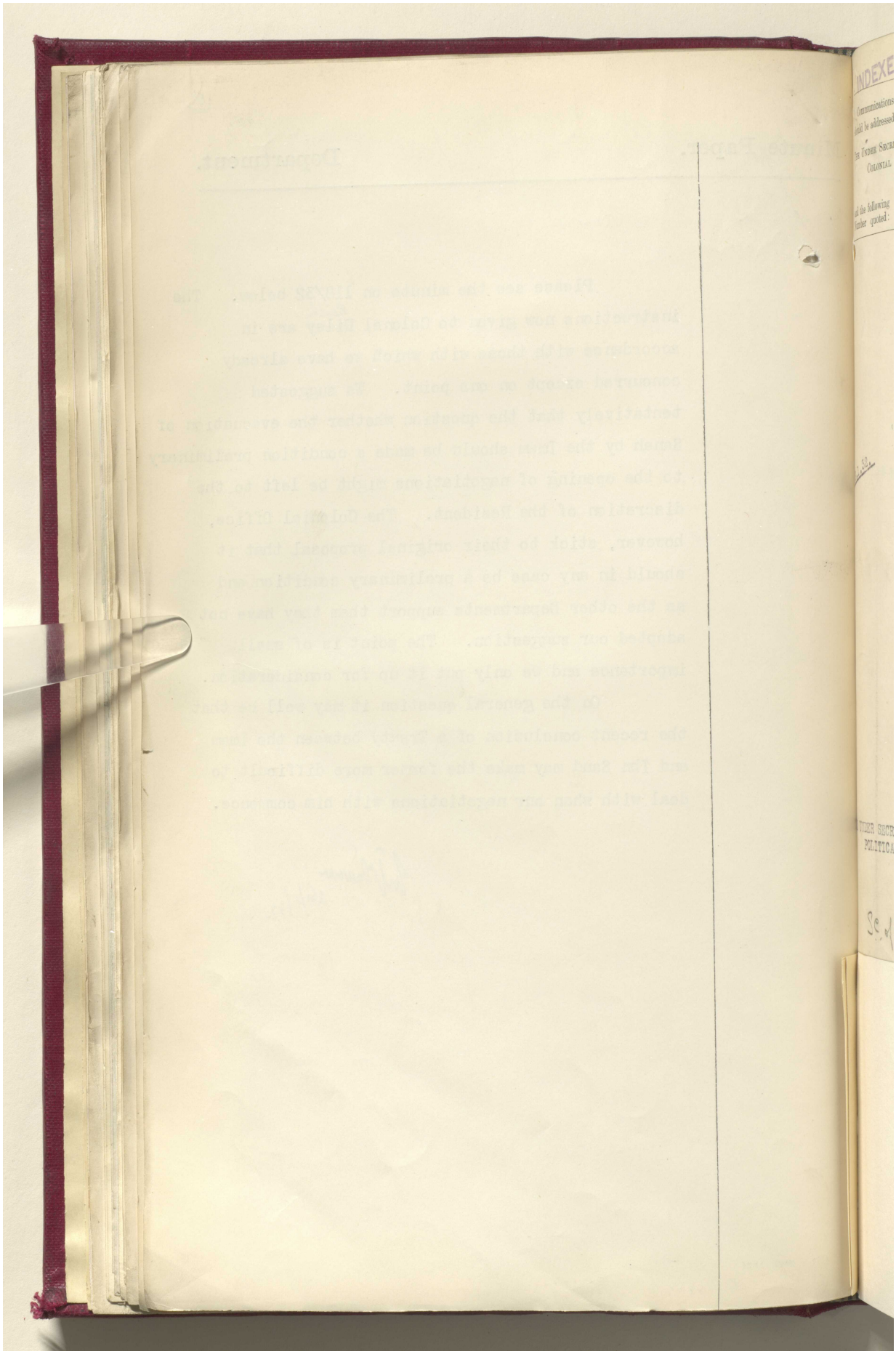

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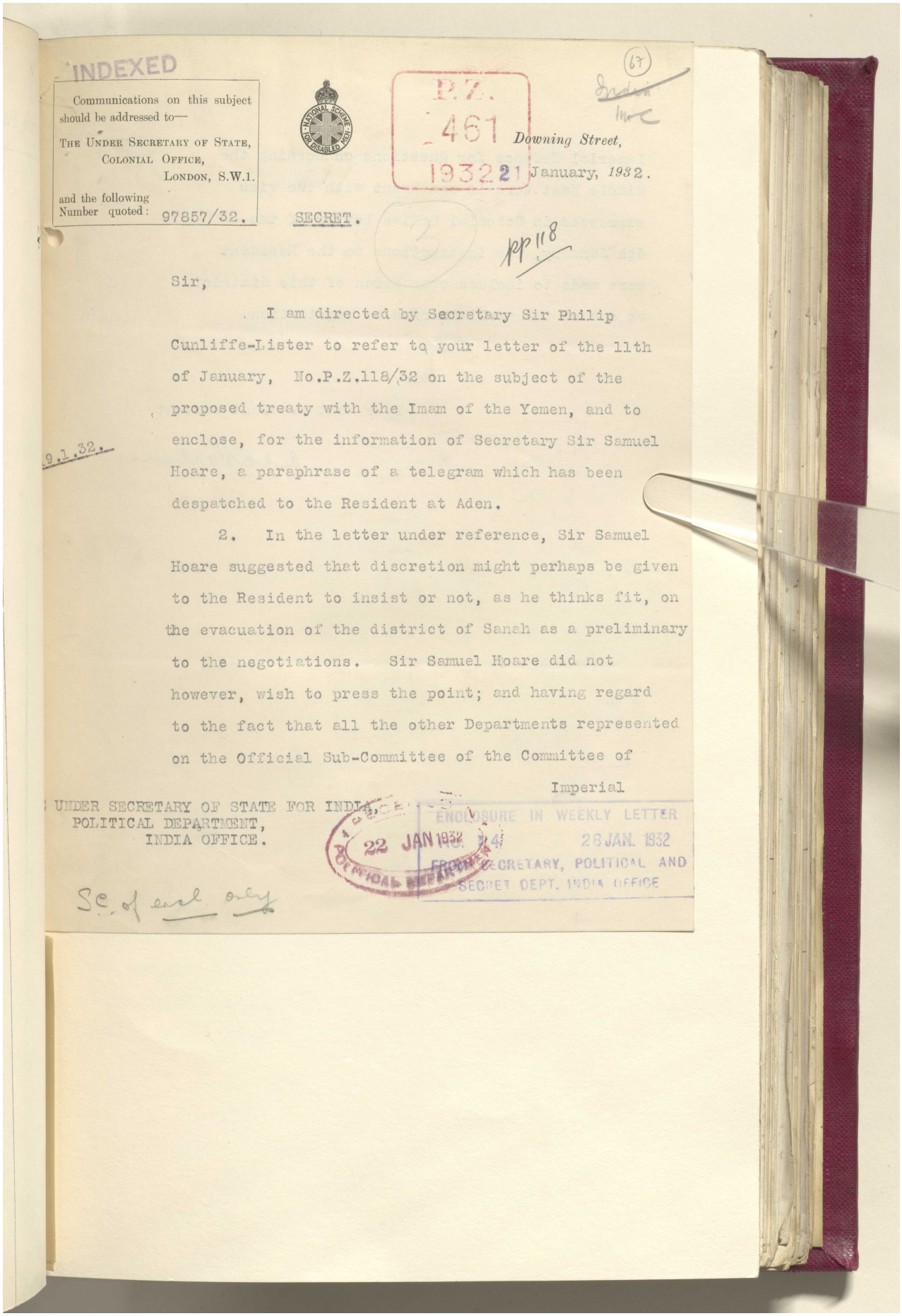

INDEXED

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 97857/32.

P.Z. 461 1932 21

Downing Street, January, 1932.

SECRET.

Sir,

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to your letter of the 11th of January, No.P.Z.118/32 on the subject of the proposed treaty with the Imam of the Yemen, and to enclose, for the information of Secretary Sir Samuel Hoare, a paraphrase of a telegram which has been despatched to the Resident at Aden.

2. In the letter under reference, Sir Samuel Hoare suggested that discretion might perhaps be given to the Resident to insist or not, as he thinks fit, on the evacuation of the district of Sanah as a preliminary to the negotiations. Sir Samuel Hoare did not however, wish to press the point; and having regard to the fact that all the other Departments represented on the Official Sub-Committee of the Committee of Imperial

UNDER SECRETARY OF STATE FOR INDIA,
POLITICAL DEPARTMENT,
INDIA OFFICE.

22 JAN 1932 POLITICAL DEPARTMENT

ENCLOSURE IN WEEKLY LETTER
28 JAN. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

Sc. of encl only

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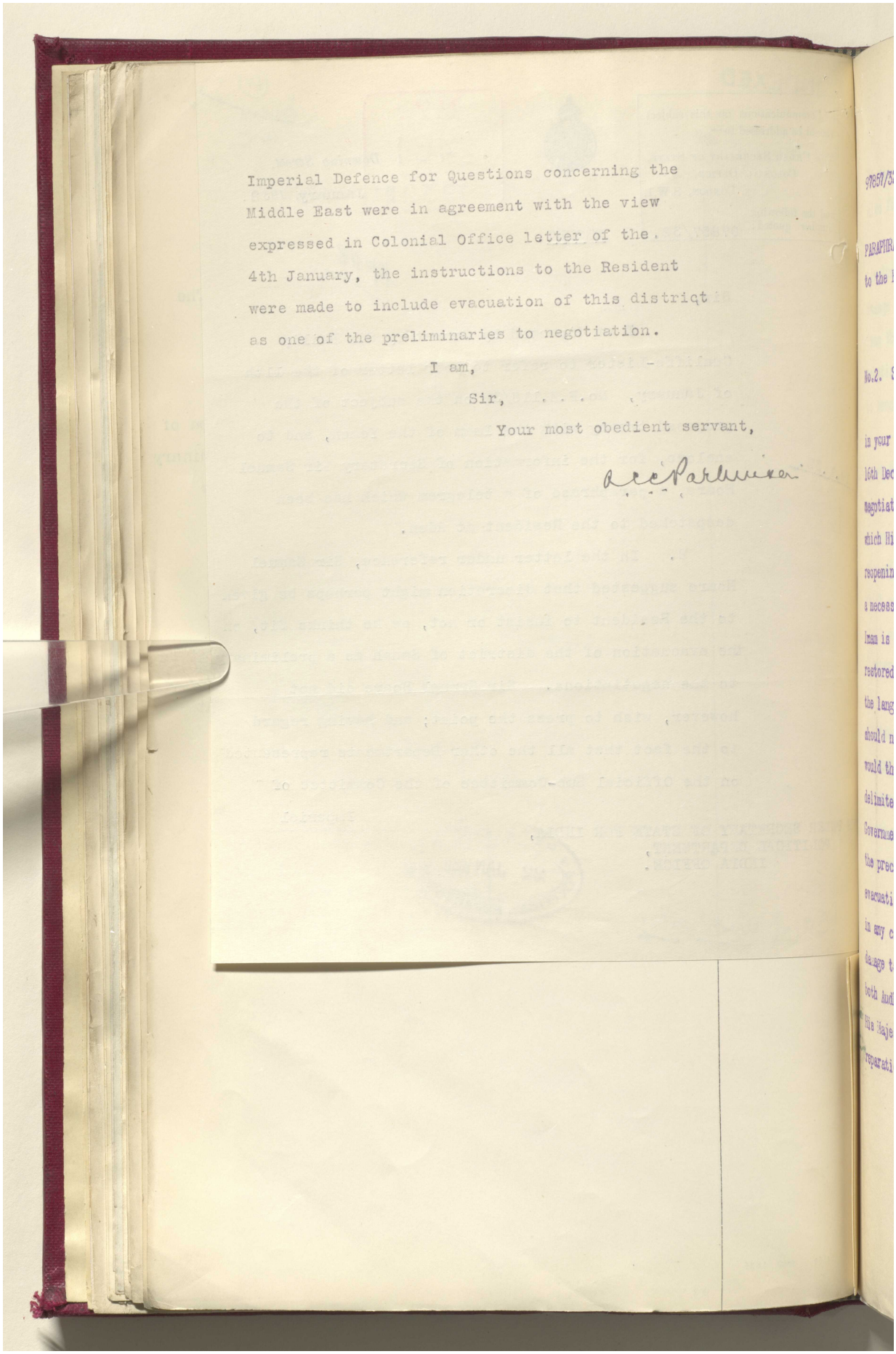

Imperial Defence for Questions concerning the
Middle East were in agreement with the view
expressed in Colonial Office letter of the
4th January, the instructions to the Resident
were made to include evacuation of this district
as one of the preliminaries to negotiation.

I am,

Sir,

Your most obedient servant,

R. E. Parkinson

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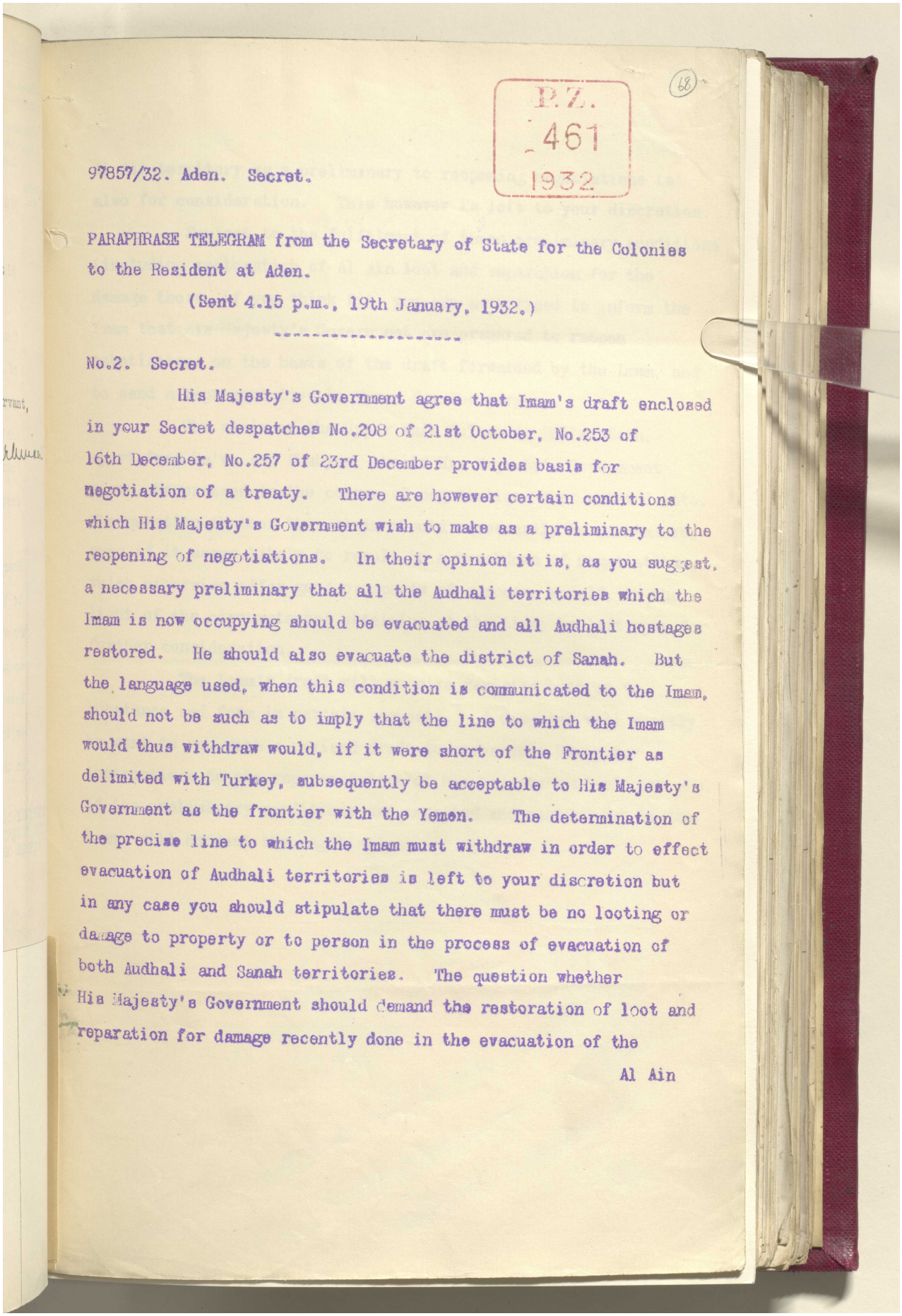

P.Z.
461
1932

(68)

97857/32. Aden. Secret.

PARAPHRASE TELEGRAM from the Secretary of State for the Colonies to the Resident at Aden.

(Sent 4.15 p.m., 19th January, 1932.)

---

No.2. Secret.

His Majesty's Government agree that Imam's draft enclosed in your Secret despatches No.208 of 21st October, No.253 of 16th December, No.257 of 23rd December provides basis for negotiation of a treaty. There are however certain conditions which His Majesty's Government wish to make as a preliminary to the reopening of negotiations. In their opinion it is, as you suggest, a necessary preliminary that all the Audhali territories which the Imam is now occupying should be evacuated and all Audhali hostages restored. He should also evacuate the district of Sanah. But the language used, when this condition is communicated to the Imam, should not be such as to imply that the line to which the Imam would thus withdraw would, if it were short of the Frontier as delimited with Turkey, subsequently be acceptable to His Majesty's Government as the frontier with the Yemen. The determination of the precise line to which the Imam must withdraw in order to effect evacuation of Audhali territories is left to your discretion but in any case you should stipulate that there must be no looting or damage to property or to person in the process of evacuation of both Audhali and Sanah territories. The question whether His Majesty's Government should demand the restoration of loot and reparation for damage recently done in the evacuation of the

Al Ain

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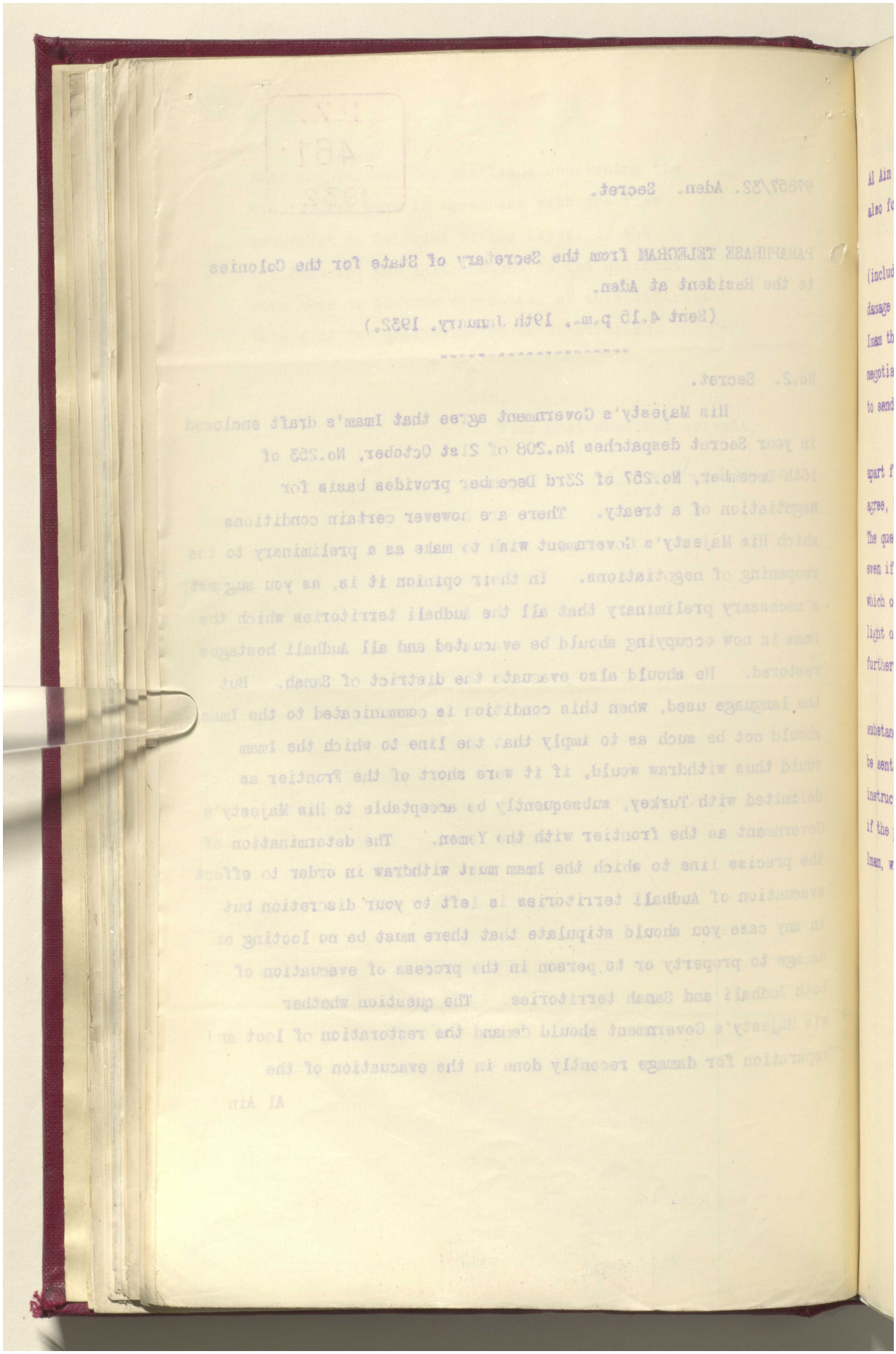

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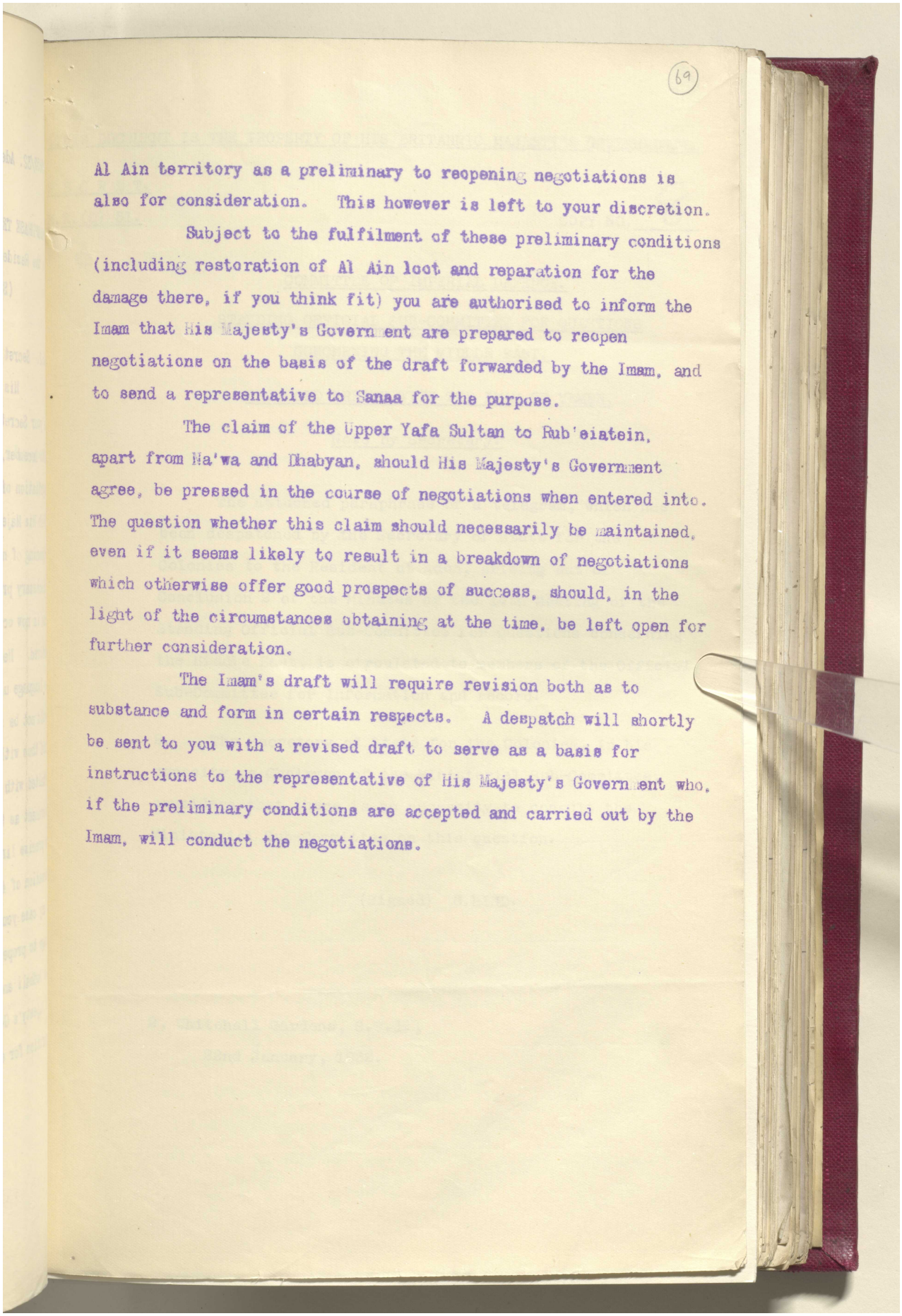

(69)

Al Ain territory as a preliminary to reopening negotiations is also for consideration. This however is left to your discretion.

Subject to the fulfilment of these preliminary conditions (including restoration of Al Ain loot and reparation for the damage there, if you think fit) you are authorised to inform the Imam that His Majesty's Government are prepared to reopen negotiations on the basis of the draft forwarded by the Imam, and to send a representative to Sanaa for the purpose.

The claim of the Upper Yafa Sultan to Rub'eiatein, apart from Ha'wa and Dhabyan, should His Majesty's Government agree, be pressed in the course of negotiations when entered into. The question whether this claim should necessarily be maintained, even if it seems likely to result in a breakdown of negotiations which otherwise offer good prospects of success, should, in the light of the circumstances obtaining at the time, be left open for further consideration.

The Imam's draft will require revision both as to substance and form in certain respects. A despatch will shortly be sent to you with a revised draft to serve as a basis for instructions to the representative of His Majesty's Government who, if the preliminary conditions are accepted and carried out by the Imam, will conduct the negotiations.

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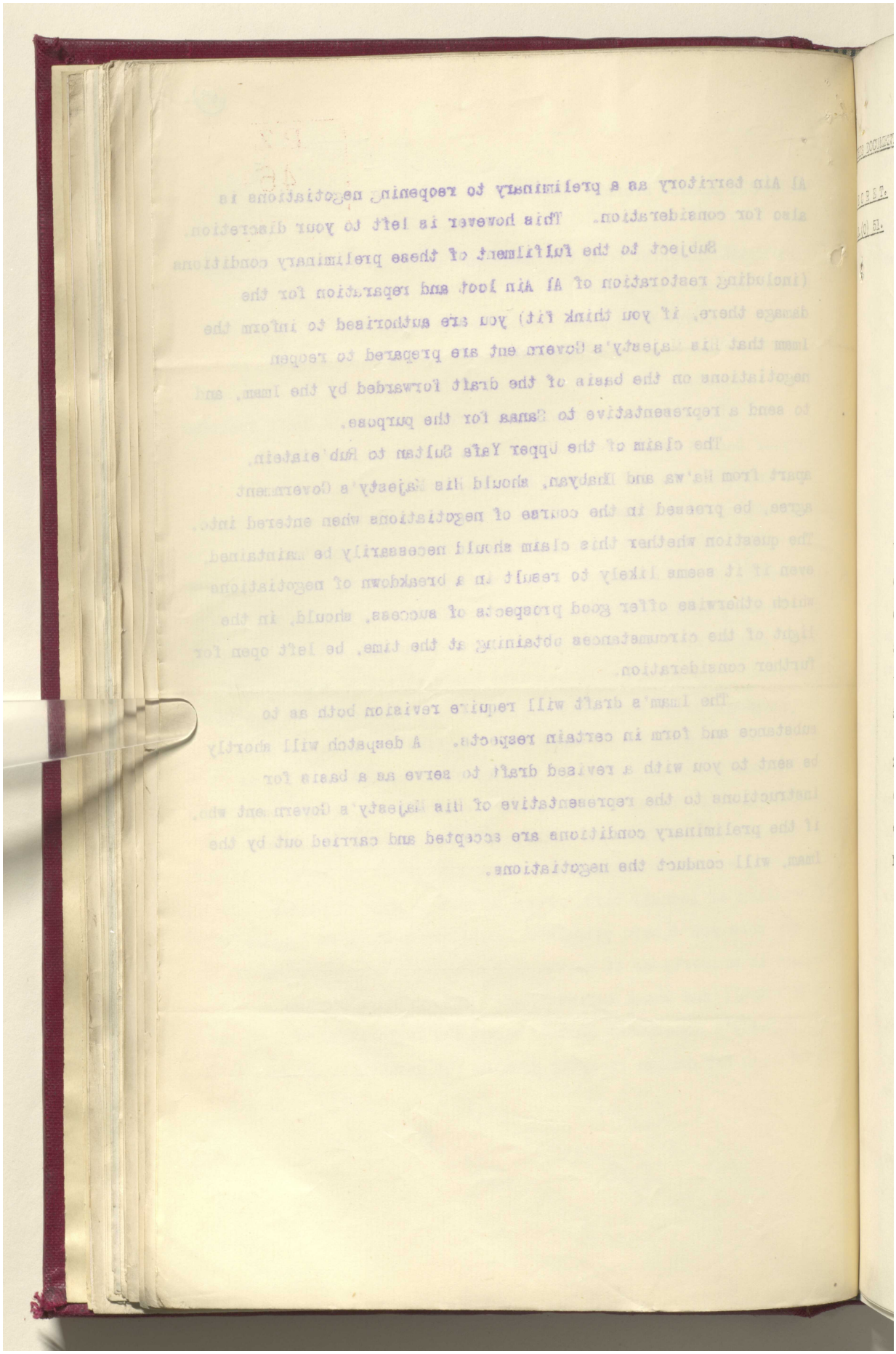

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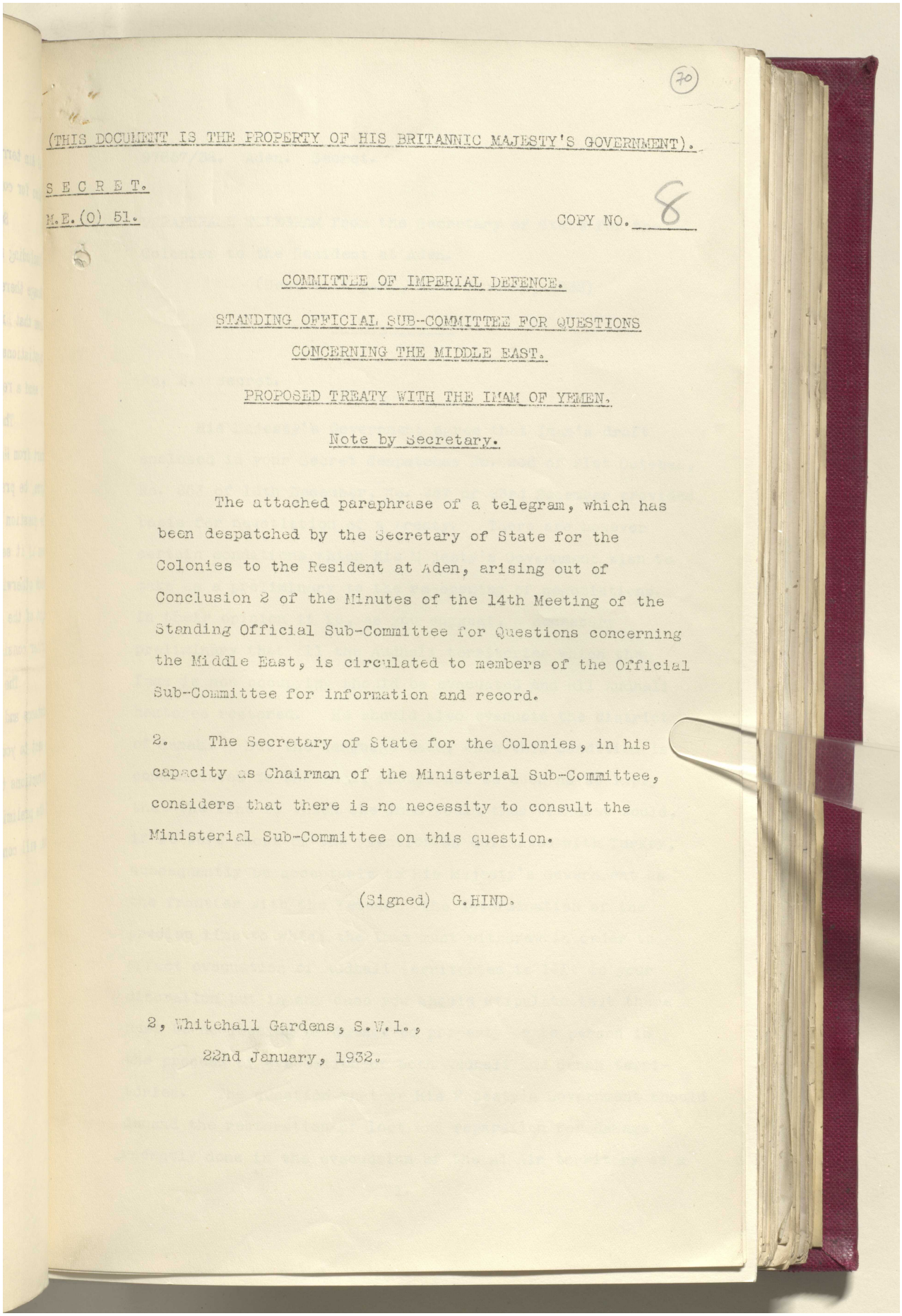

(70)

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S E C R E T.

M.E.(O) 51.

COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

Note by Secretary.

The attached paraphrase of a telegram, which has been despatched by the Secretary of State for the Colonies to the Resident at Aden, arising out of Conclusion 2 of the Minutes of the 14th Meeting of the Standing Official Sub-Committee for Questions concerning the Middle East, is circulated to members of the Official Sub-Committee for information and record.

2. The Secretary of State for the Colonies, in his capacity as Chairman of the Ministerial Sub-Committee, considers that there is no necessity to consult the Ministerial Sub-Committee on this question.

(Signed) G.HIND.

2, Whitehall Gardens, S.W.1.,
22nd January, 1932.

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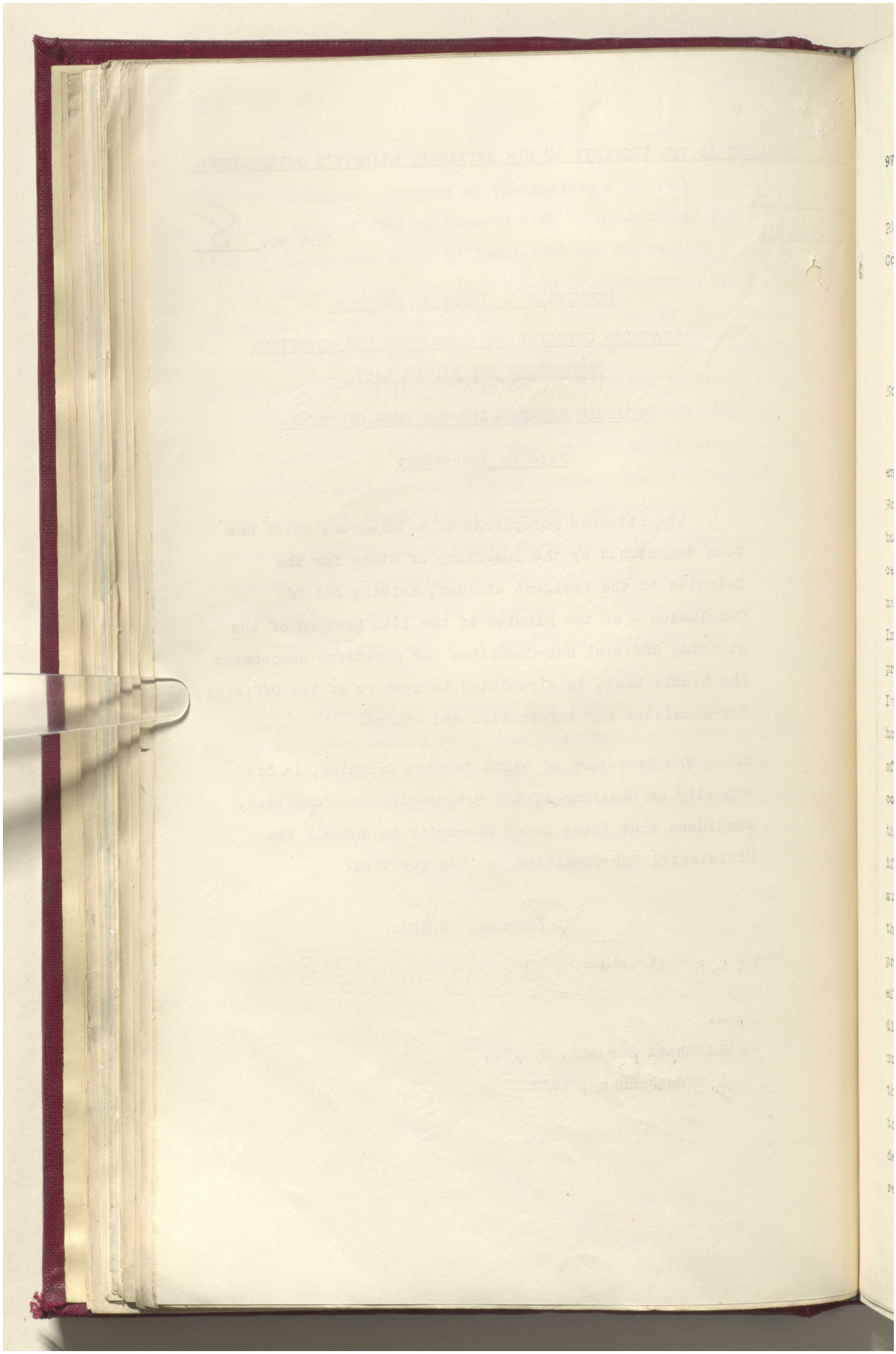

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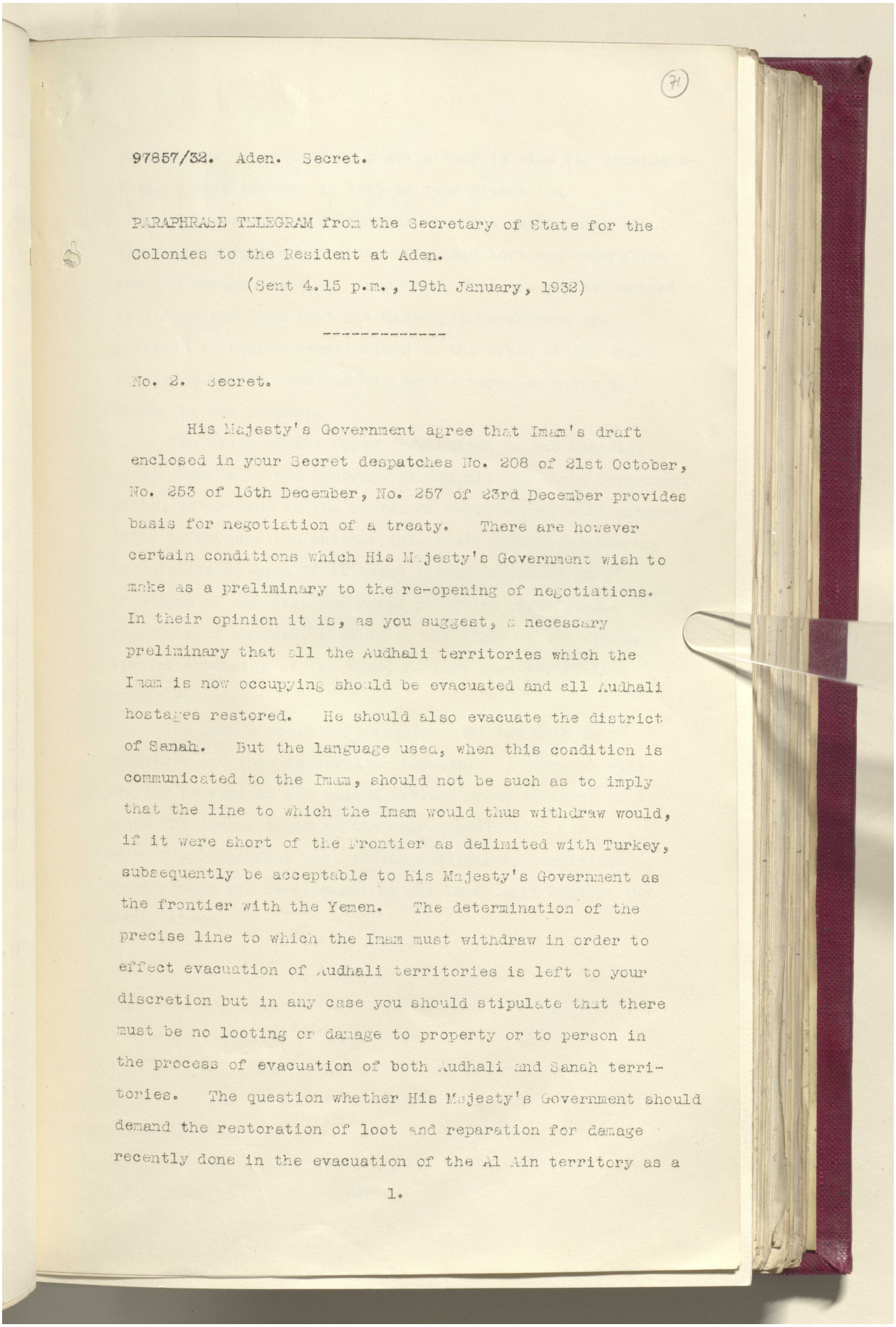

(71)

97857/32. Aden. Secret.

PARAPHRASE TELEGRAM from the Secretary of State for the Colonies to the Resident at Aden.

(Sent 4.15 p.m., 19th January, 1932)

---

No. 2. Secret.

His Majesty's Government agree that Imam's draft enclosed in your Secret despatches No. 208 of 21st October, No. 253 of 16th December, No. 257 of 23rd December provides basis for negotiation of a treaty. There are however certain conditions which His Majesty's Government wish to make as a preliminary to the re-opening of negotiations. In their opinion it is, as you suggest, a necessary preliminary that all the Audhali territories which the Imam is now occupying should be evacuated and all Audhali hostages restored. He should also evacuate the district of Sanah. But the language used, when this condition is communicated to the Imam, should not be such as to imply that the line to which the Imam would thus withdraw would, if it were short of the Frontier as delimited with Turkey, subsequently be acceptable to his Majesty's Government as the frontier with the Yemen. The determination of the precise line to which the Imam must withdraw in order to effect evacuation of Audhali territories is left to your discretion but in any case you should stipulate that there must be no looting or damage to property or to person in the process of evacuation of both Audhali and Sanah territories. The question whether His Majesty's Government should demand the restoration of loot and reparation for damage recently done in the evacuation of the Al Ain territory as a

1.

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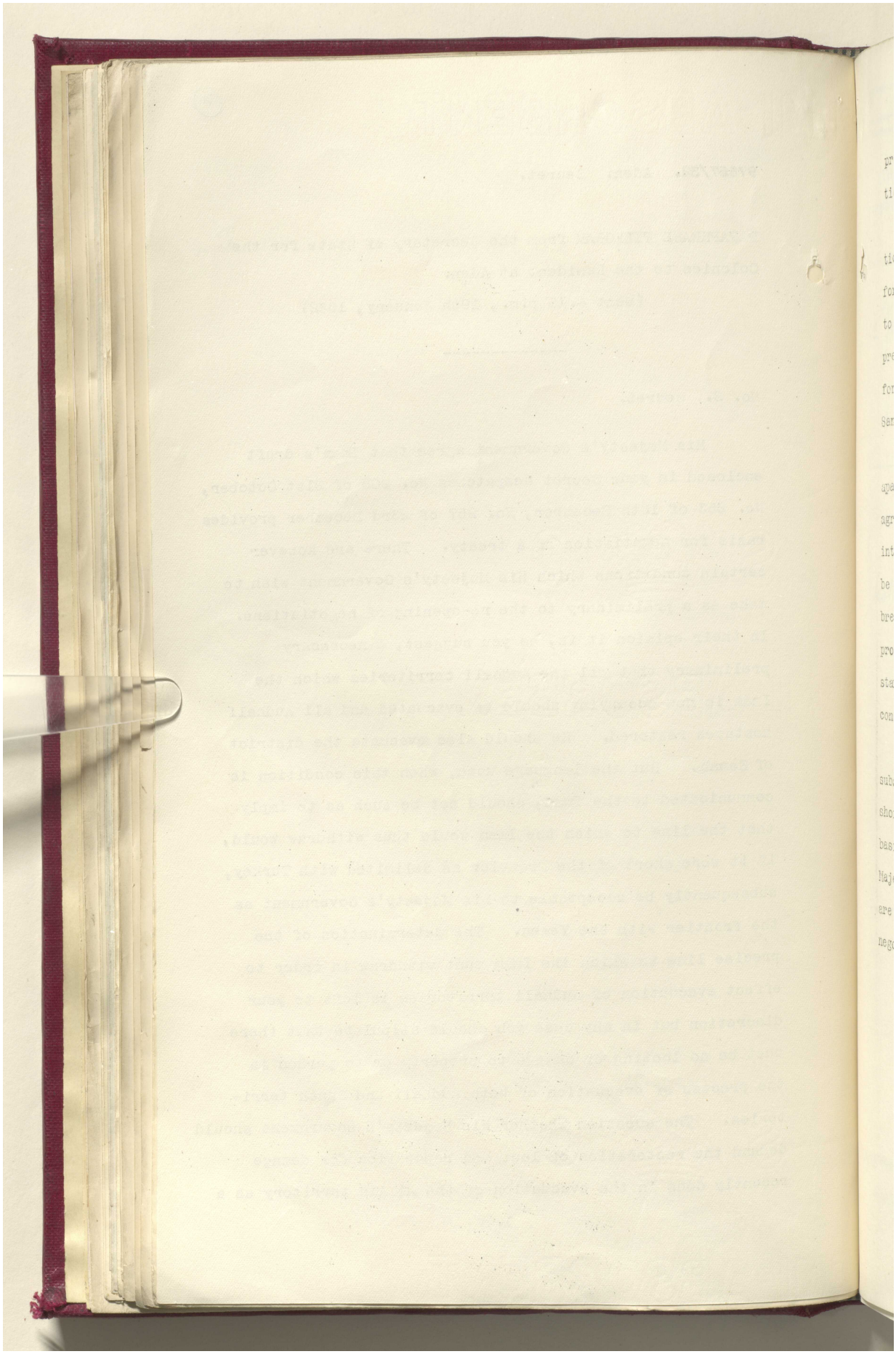

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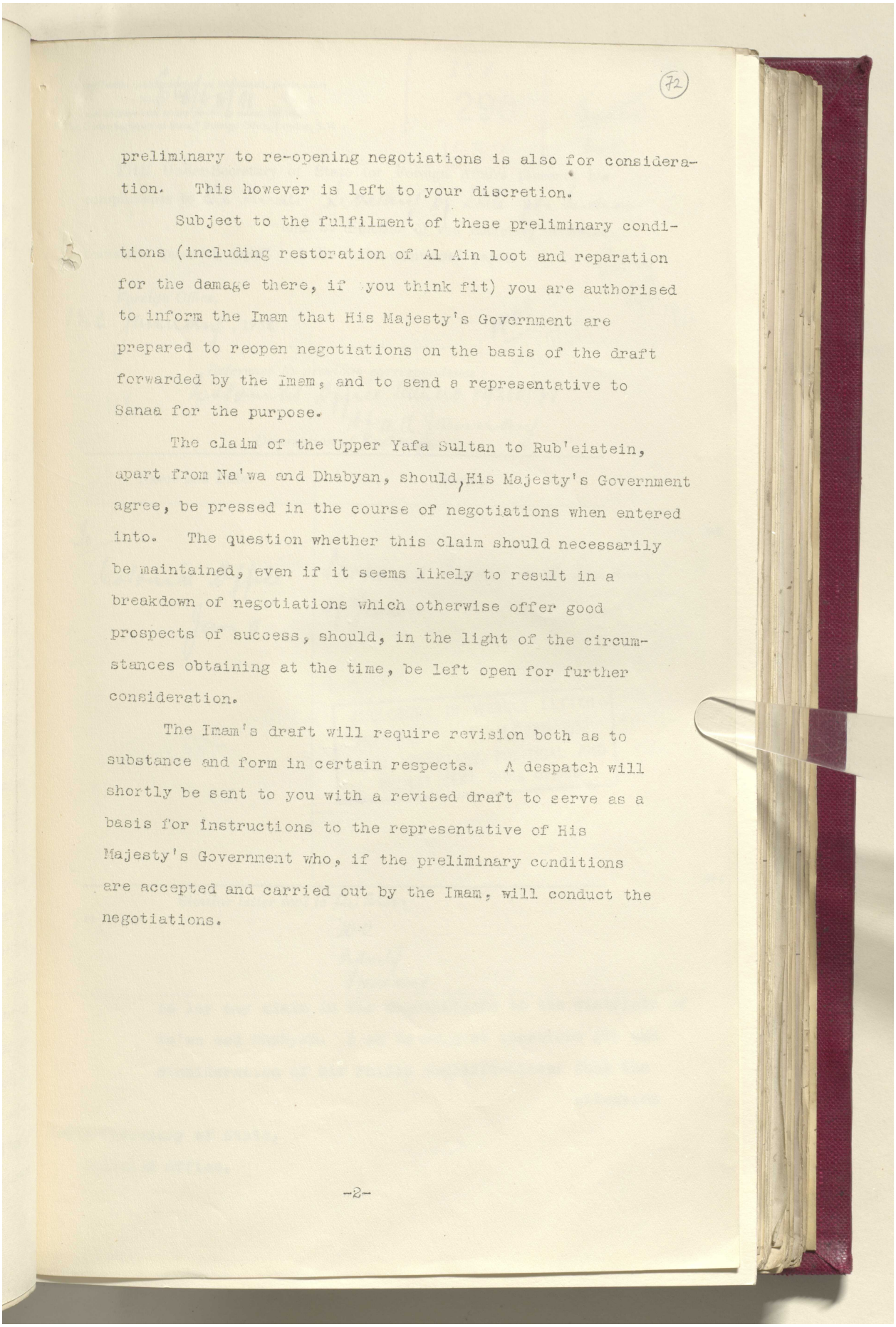

(72)

preliminary to re-opening negotiations is also for consideration. This however is left to your discretion.

Subject to the fulfilment of these preliminary conditions (including restoration of Al Ain loot and reparation for the damage there, if you think fit) you are authorised to inform the Imam that His Majesty's Government are prepared to reopen negotiations on the basis of the draft forwarded by the Imam, and to send a representative to Sanaa for the purpose.

The claim of the Upper Yafa Sultan to Rub'eiatein, apart from Na'wa and Dhabyan, should, His Majesty's Government agree, be pressed in the course of negotiations when entered into. The question whether this claim should necessarily be maintained, even if it seems likely to result in a breakdown of negotiations which otherwise offer good prospects of success, should, in the light of the circumstances obtaining at the time, be left open for further consideration.

The Imam's draft will require revision both as to substance and form in certain respects. A despatch will shortly be sent to you with a revised draft to serve as a basis for instructions to the representative of His Majesty's Government who, if the preliminary conditions are accepted and carried out by the Imam, will conduct the negotiations.

-2-

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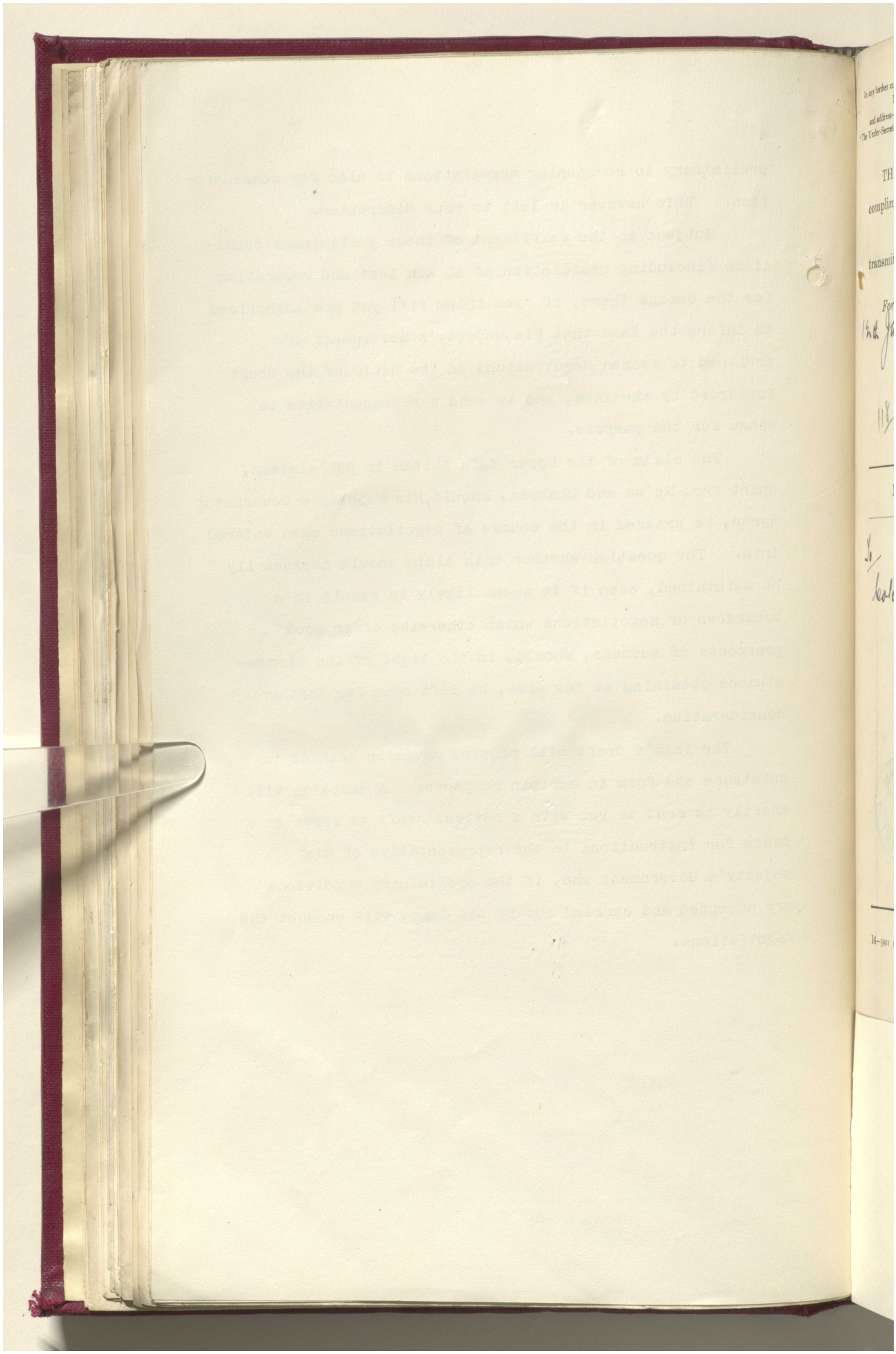

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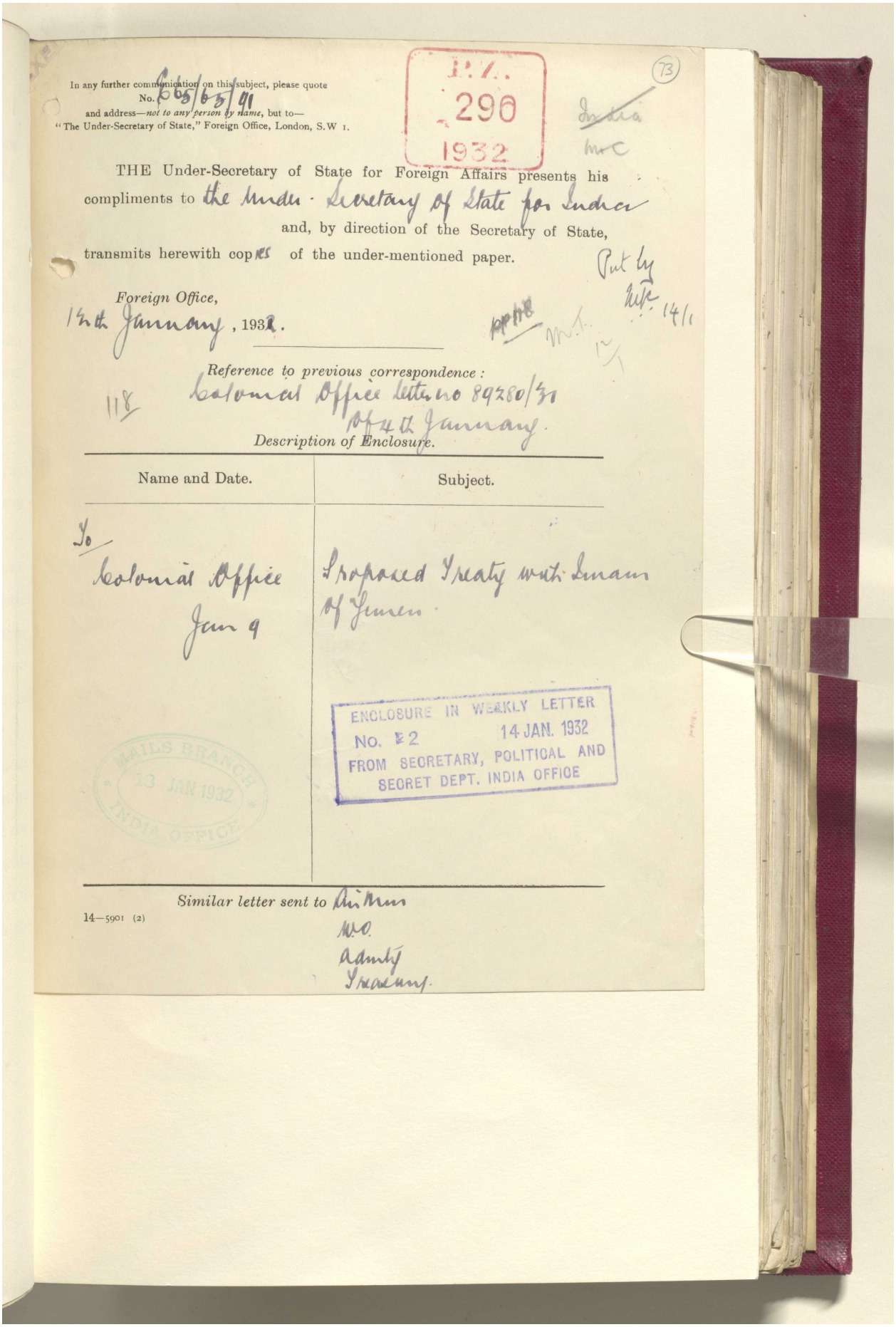

In any further communication on this subject, please quote
No. 665/63/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W 1.

P.Z.
290
1932

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~~India~~
MoC

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

Put by
MK 14/1

*Foreign Office,*
12th January, 1932.

PP 118 M.T. 12/1

*Reference to previous correspondence:*
Colonial Office letter no 89280/31 of 4th January.

118

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| To Colonial Office Jan 9 | Proposed Treaty with Imam of Yemen. |

MAILS BRANCH
13 JAN 1932
INDIA OFFICE

ENCLOSURE IN WEEKLY LETTER
No. 2 14 JAN. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

*Similar letter sent to* Air Mun
W.O.
Admty
Treasury.

14—5901 (2)

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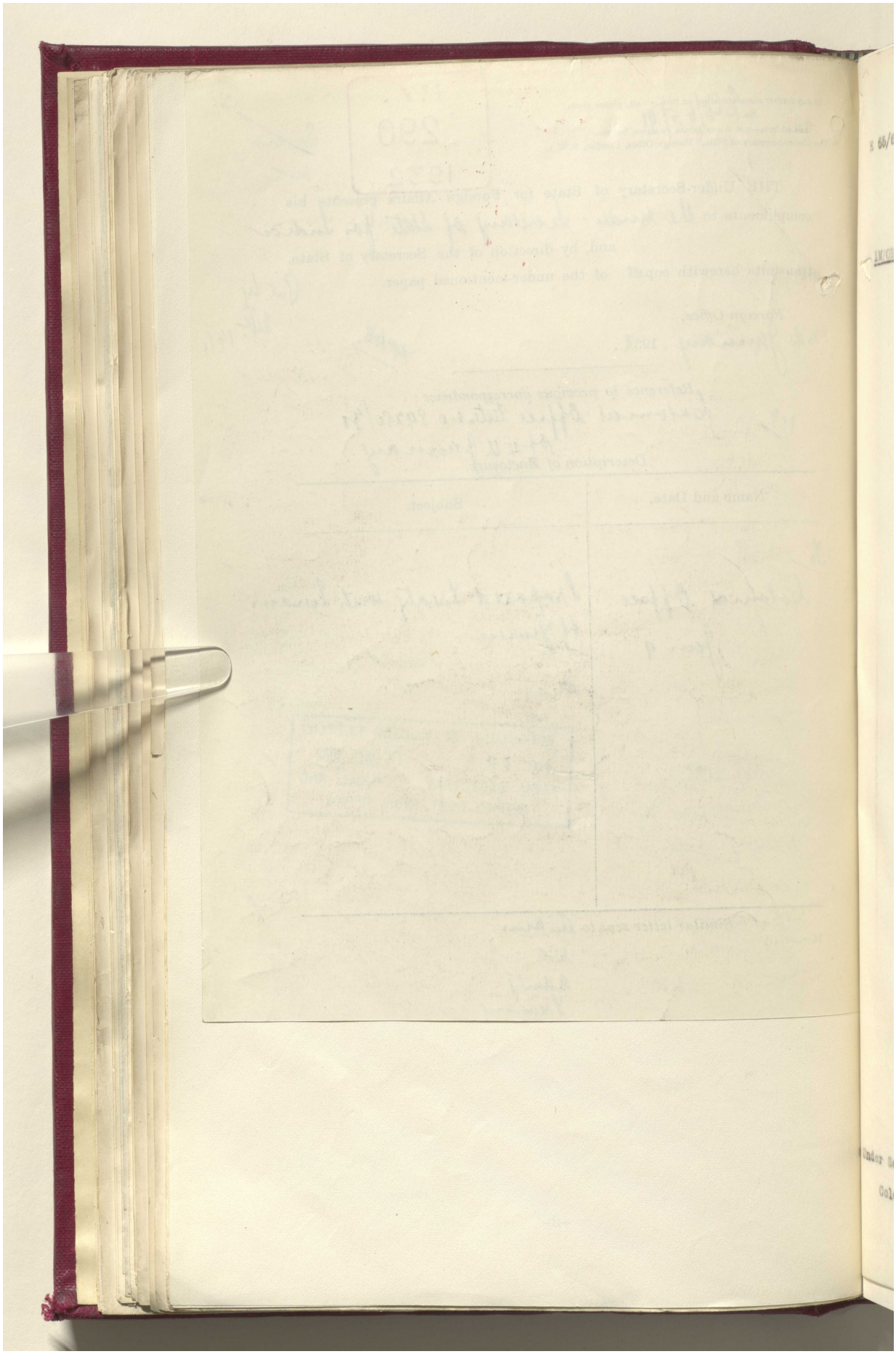

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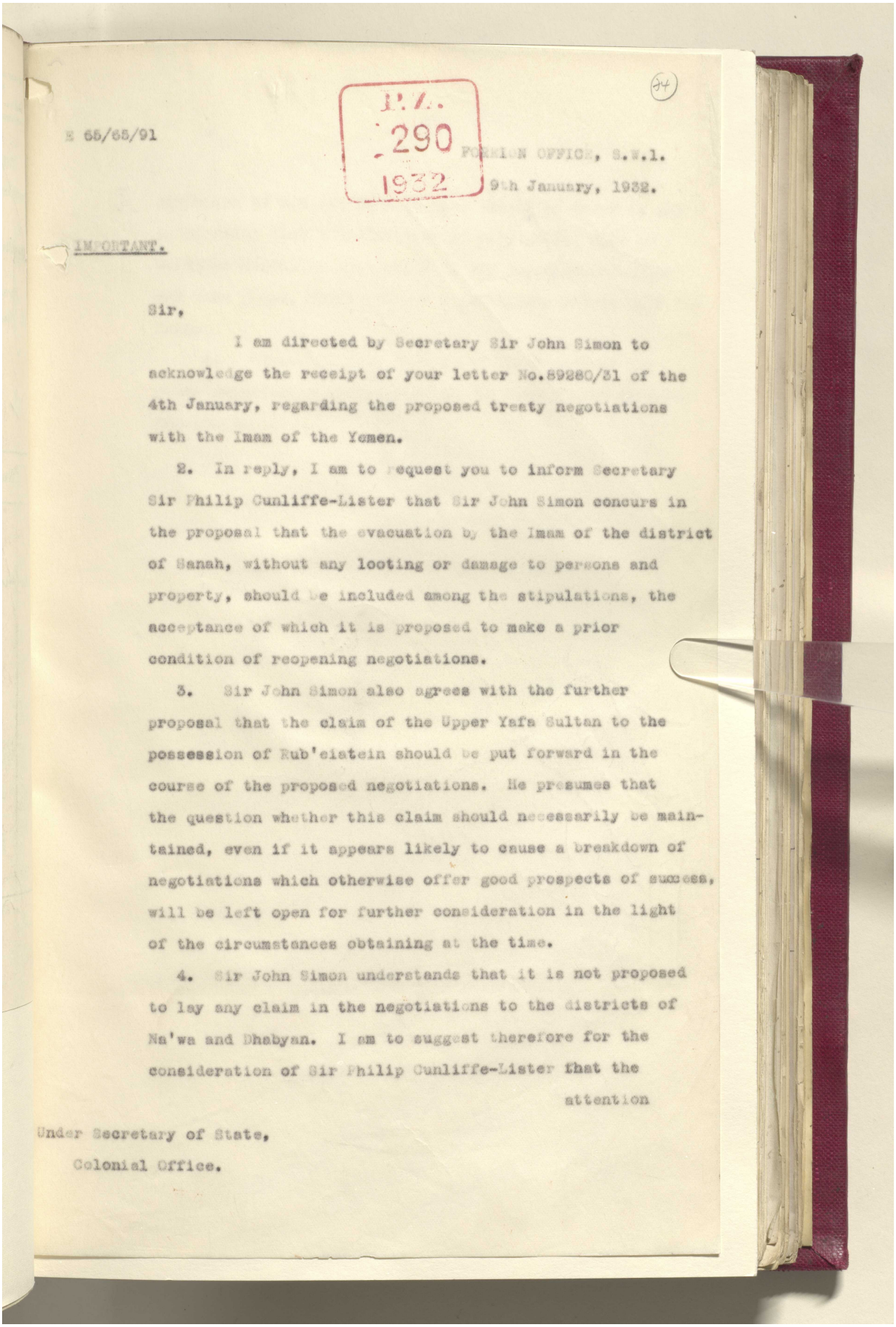

P.Z. 290 1932

(74)

E 65/65/91

FOREIGN OFFICE, S.W.1.
9th January, 1932.

IMPORTANT.

Sir,

I am directed by Secretary Sir John Simon to acknowledge the receipt of your letter No.89280/31 of the 4th January, regarding the proposed treaty negotiations with the Imam of the Yemen.

2. In reply, I am to request you to inform Secretary Sir Philip Cunliffe-Lister that Sir John Simon concurs in the proposal that the evacuation by the Imam of the district of Sanah, without any looting or damage to persons and property, should be included among the stipulations, the acceptance of which it is proposed to make a prior condition of reopening negotiations.

3. Sir John Simon also agrees with the further proposal that the claim of the Upper Yafa Sultan to the possession of Rub'elatein should be put forward in the course of the proposed negotiations. He presumes that the question whether this claim should necessarily be maintained, even if it appears likely to cause a breakdown of negotiations which otherwise offer good prospects of success, will be left open for further consideration in the light of the circumstances obtaining at the time.

4. Sir John Simon understands that it is not proposed to lay any claim in the negotiations to the districts of Na'wa and Dhabyan. I am to suggest therefore for the consideration of Sir Philip Cunliffe-Lister that the attention

Under Secretary of State,
Colonial Office.

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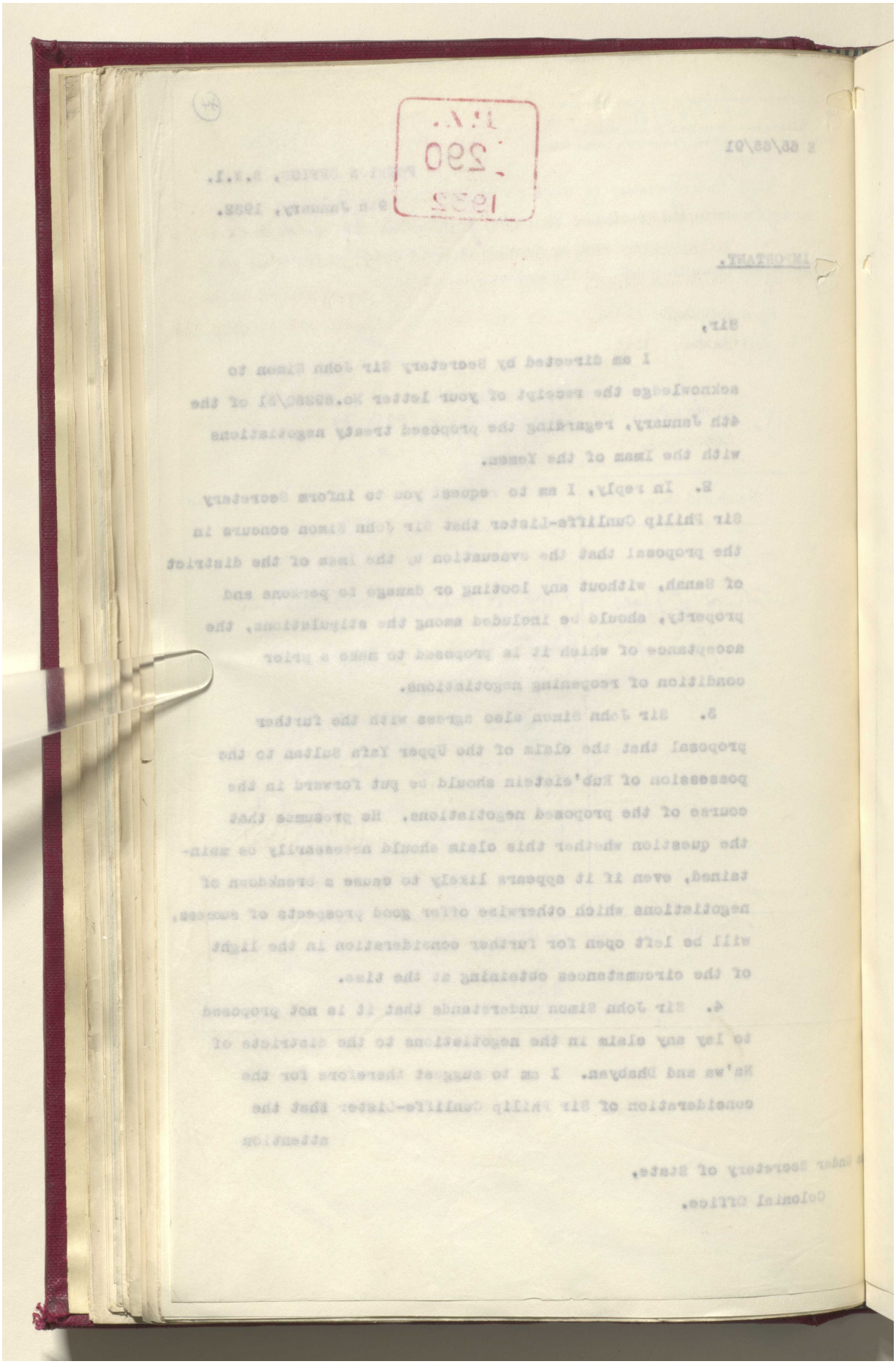

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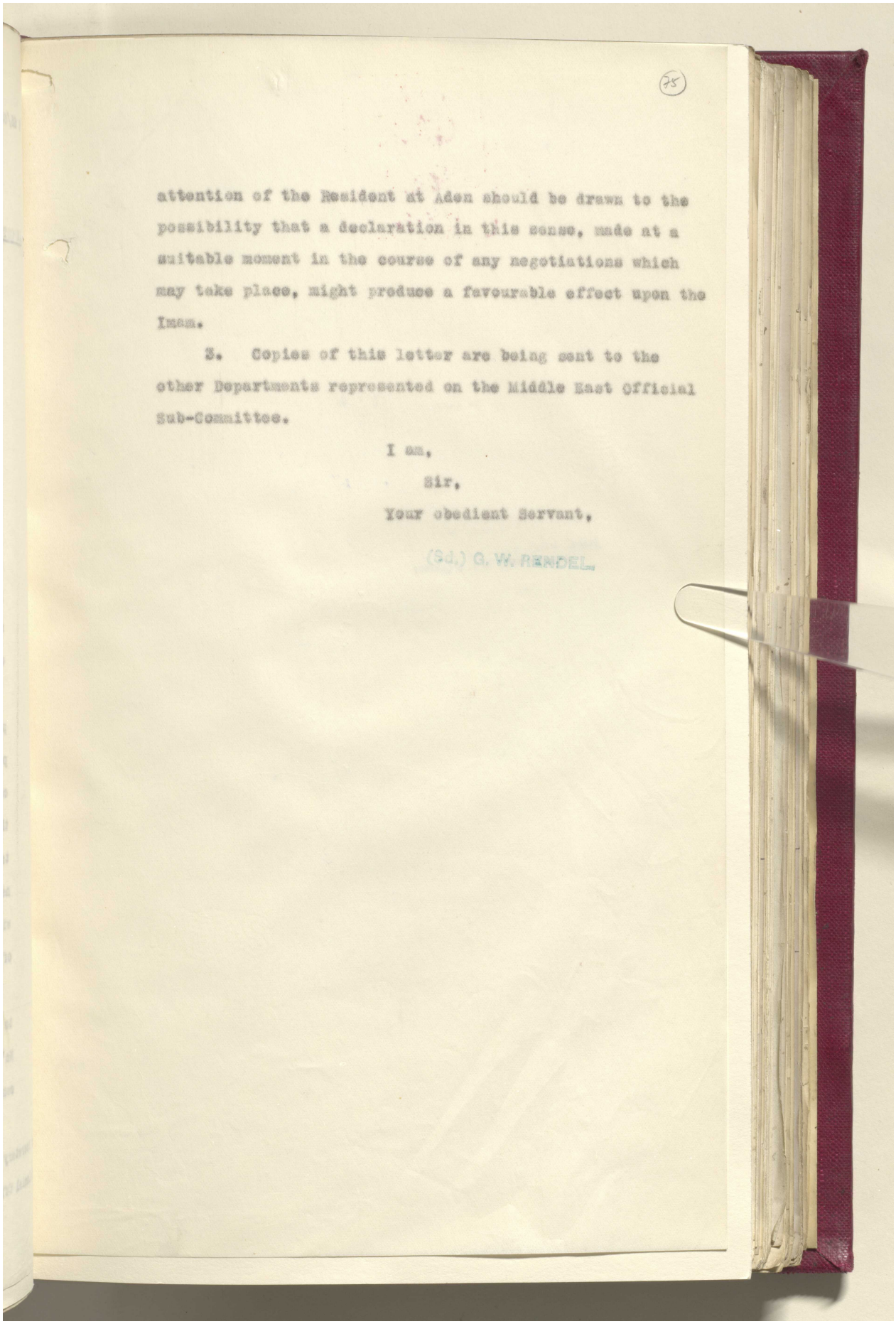

(75)

attention of the Resident at Aden should be drawn to the possibility that a declaration in this sense, made at a suitable moment in the course of any negotiations which may take place, might produce a favourable effect upon the Imam.

3. Copies of this letter are being sent to the other Departments represented on the Middle East Official Sub-Committee.

I am,

Sir,

Your obedient Servant,

(Sd.) G. W. RENDEL.

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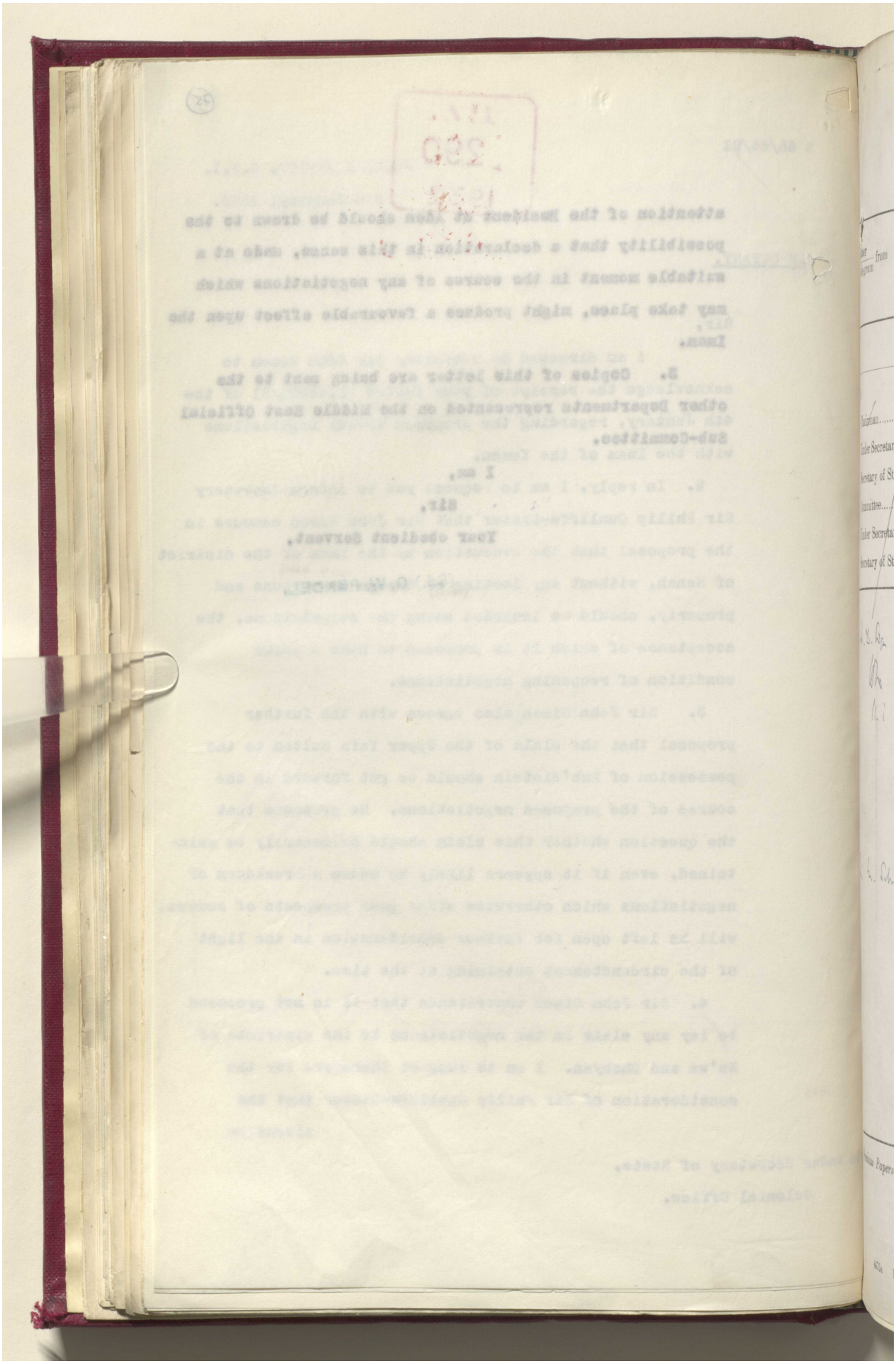

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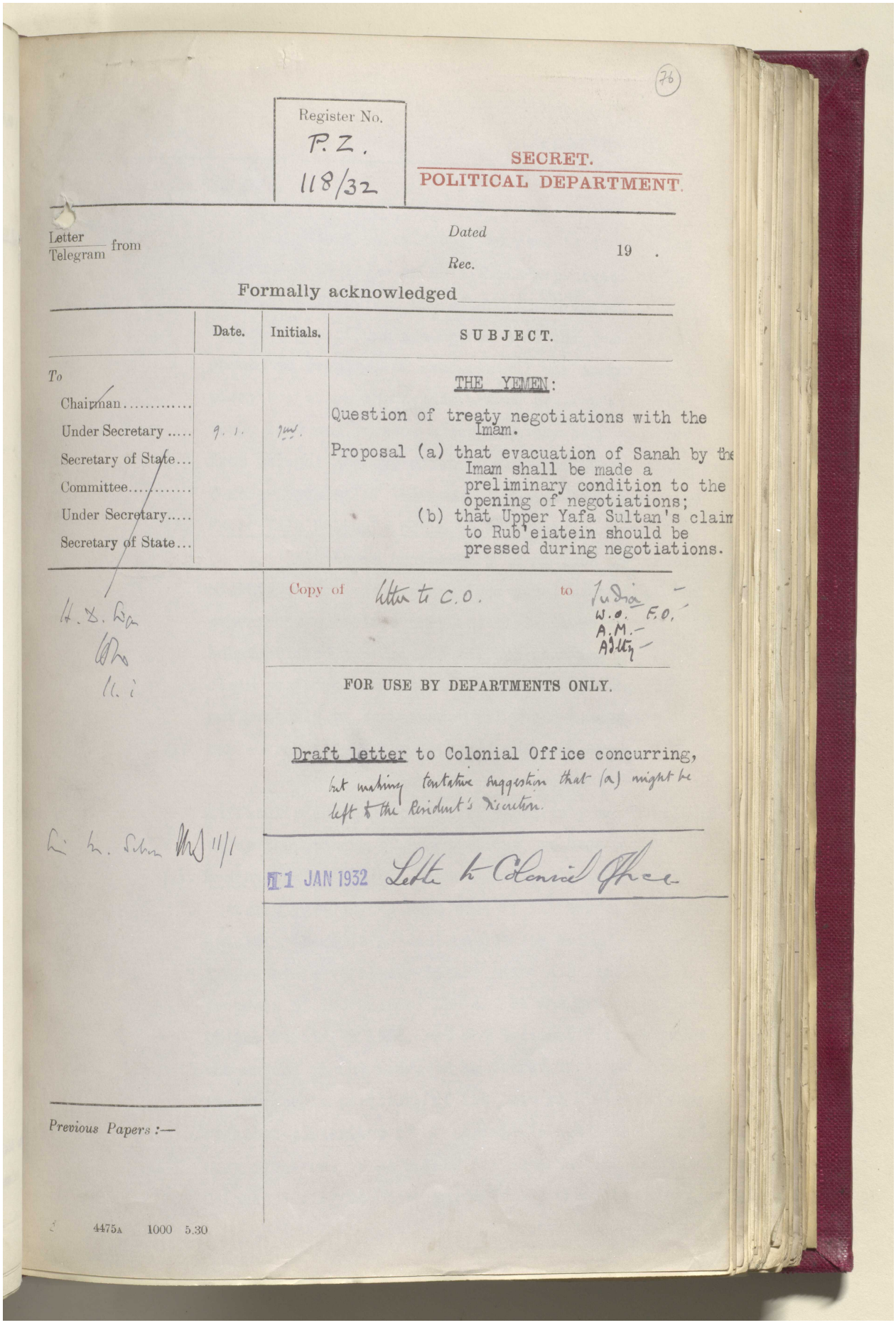

(76)

Register No.
P.Z.
118/32

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from

Dated

Rec. 19 .

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To<br>Chairman.....<br>Under Secretary .....<br>Secretary of State...<br>Committee.....<br>Under Secretary.....<br>Secretary of State... | 9. 1. | [illegible] | THE YEMEN:<br>Question of treaty negotiations with the Imam.<br>Proposal (a) that evacuation of Sanah by the Imam shall be made a preliminary condition to the opening of negotiations;<br>(b) that Upper Yafa Sultan's claim to Rub'eiatein should be pressed during negotiations. |

H. D. [illegible]
[illegible]
[illegible]

Copy of letter to C.O. to India
W.O. F.O.
A.M.
Adlty

FOR USE BY DEPARTMENTS ONLY.

Draft letter to Colonial Office concurring, but making tentative suggestion that (a) might be left to the Resident's discretion.

[illegible] 11/1

11 JAN 1932 Letter to Colonial Office

Previous Papers :—

4475A 1000 5.30

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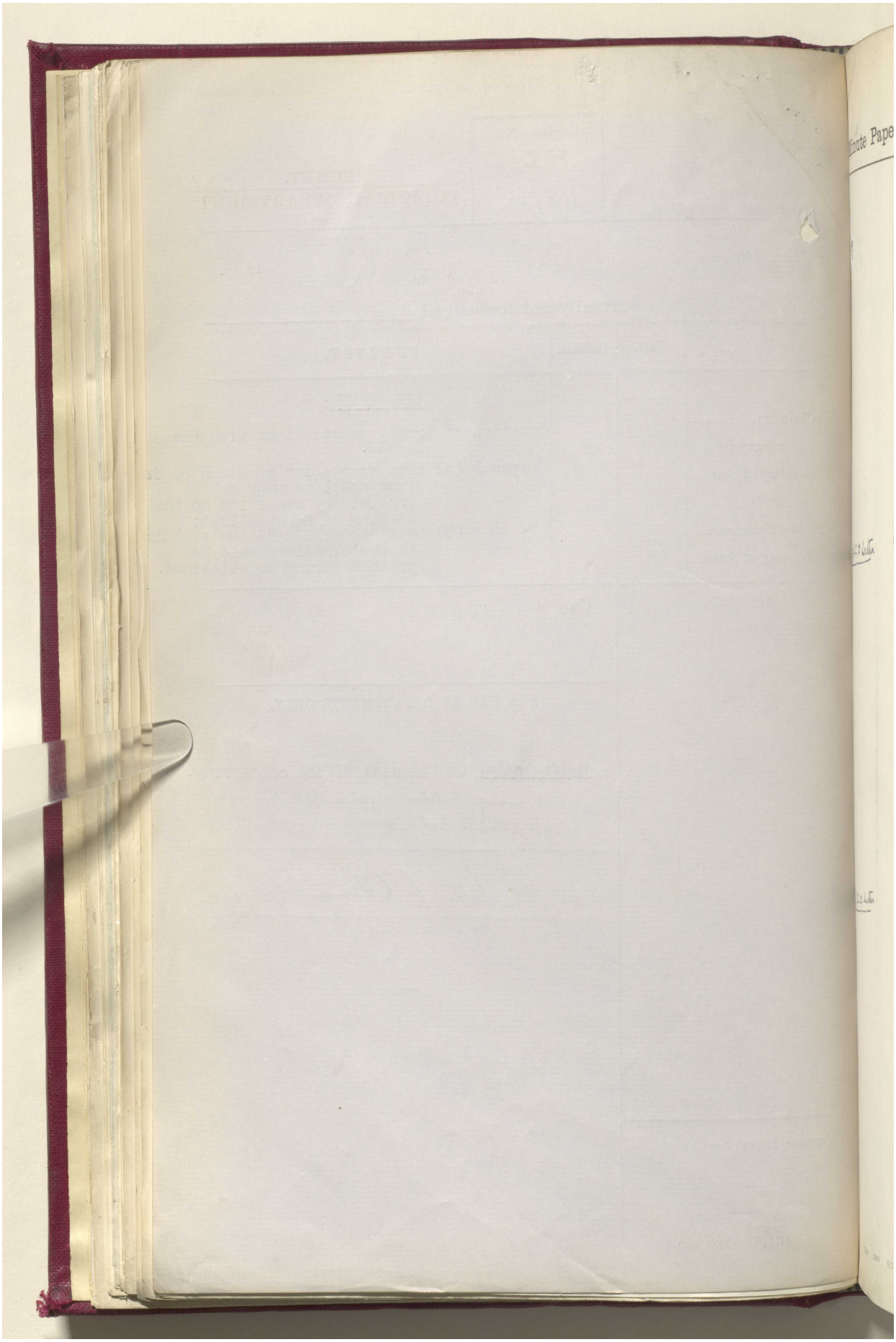

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Minute Paper. Department.

There is evidently no need to consult the Government of India on this further proposal of the Colonial Office. It has already been agreed that before negotiations are opened with the Imam, he should be required to evacuate all the Audhali territory which the Zeidis are at present occupying. Since this was agreed, a despatch has been received from Colonel Reilly, which is now submitted, making two further proposals. ~~Please see page 1, outlining the~~

para 3 of C.O. letter (1) Upper Yafa Sultan's claim to Rub'eiatein.

It seems unnecessary to go into the details of this claim. It appears from pages 3 and 6 of the papers now submitted that the claim is well substantiated and documented, but that the claim to Na'wa and Dhabyan (page 4) is much weaker and could not probably be sustained. All these places are marked roughly in the attached map - flagged.

We may presumably concur without difficulty in the proposal in para. 3 of the C.O. letter, especially as it will not delay the opening of negotiations, ~~to demand the~~

Para. 4 C.O. letter (2) Evacuation of Sanah. Sanah - see map - is a small district just on the Aden side of the border opposite Kataba. There is no doubt about its being Protectorate territory, in the Amiri district, the property of the Amir of Dhala. It was not evacuated by the Zeidis in 1928, and the Resident did not press the matter at the time, as he feared that, owing to its strategic position, if the Amir of Dhala's tribes regained possession of it during the disturbed period, they might use it as a base for an attack on Kataba. Colonel Reilly is, however, definite that its

restoration/

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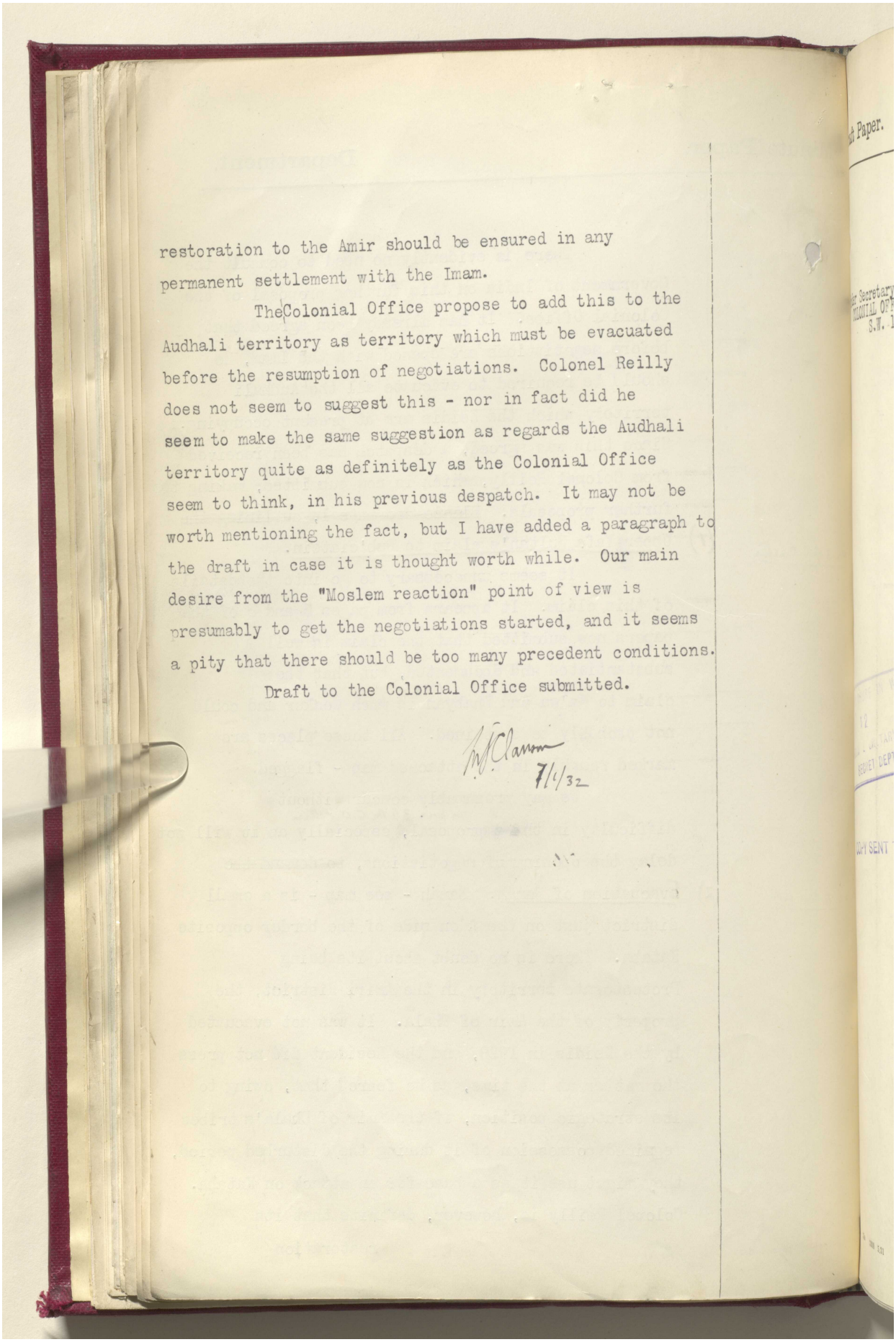

restoration to the Amir should be ensured in any permanent settlement with the Imam.

The Colonial Office propose to add this to the Audhali territory as territory which must be evacuated before the resumption of negotiations. Colonel Reilly does not seem to suggest this - nor in fact did he seem to make the same suggestion as regards the Audhali territory quite as definitely as the Colonial Office seem to think, in his previous despatch. It may not be worth mentioning the fact, but I have added a paragraph to the draft in case it is thought worth while. Our main desire from the "Moslem reaction" point of view is presumably to get the negotiations started, and it seems a pity that there should be too many precedent conditions.

Draft to the Colonial Office submitted.

H.J.C. 7/1/32

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Draft Paper. Department.

P.2.118/32.

Immediate

21 JAN 1932

Sir,

I am directed by Secretary Sir Samuel Hoare to refer to the letter from your Department, No. 89280/31, of the 4th January, transmitting a copy of a further despatch, with enclosures, from the Resident at Aden on the subject of a proposed treaty with the Imam of the Yemen.

2. Sir Samuel Hoare is not disposed to dissent from Sir Philip Cunliffe-Lister's view that the district of Sanah should be regarded in the same light as the Upper Audhali territory in that the withdrawal of the Imam's troops from this district must constitute a necessary preliminary to the negotiation of a treaty with him. Sir Samuel notes, however, that the Resident in paragraph 3 of his despatch does not appear to suggest that this condition should be made a preliminary to the opening of negotiations, but only that it should be an essential condition to the final conclusion of a treaty. ~~The same observation seems also to apply to the Resident's reference in paragraph 2 of his despatch of the 21st October to the evacuation of all~~ Audhali

e Under Secretary of State,
COLONIAL OFFICE,
S.W. 1.

ENCLOSURE IN WEEKLY LETTER
No. 2 14 JAN. 1932
FROM SECRETARY, POLITICAL AND
SECRET DEPT. INDIA OFFICE

COPY SENT TO F.O. W.O. A.M. Admty 14/1/32

35B 3000 5.31

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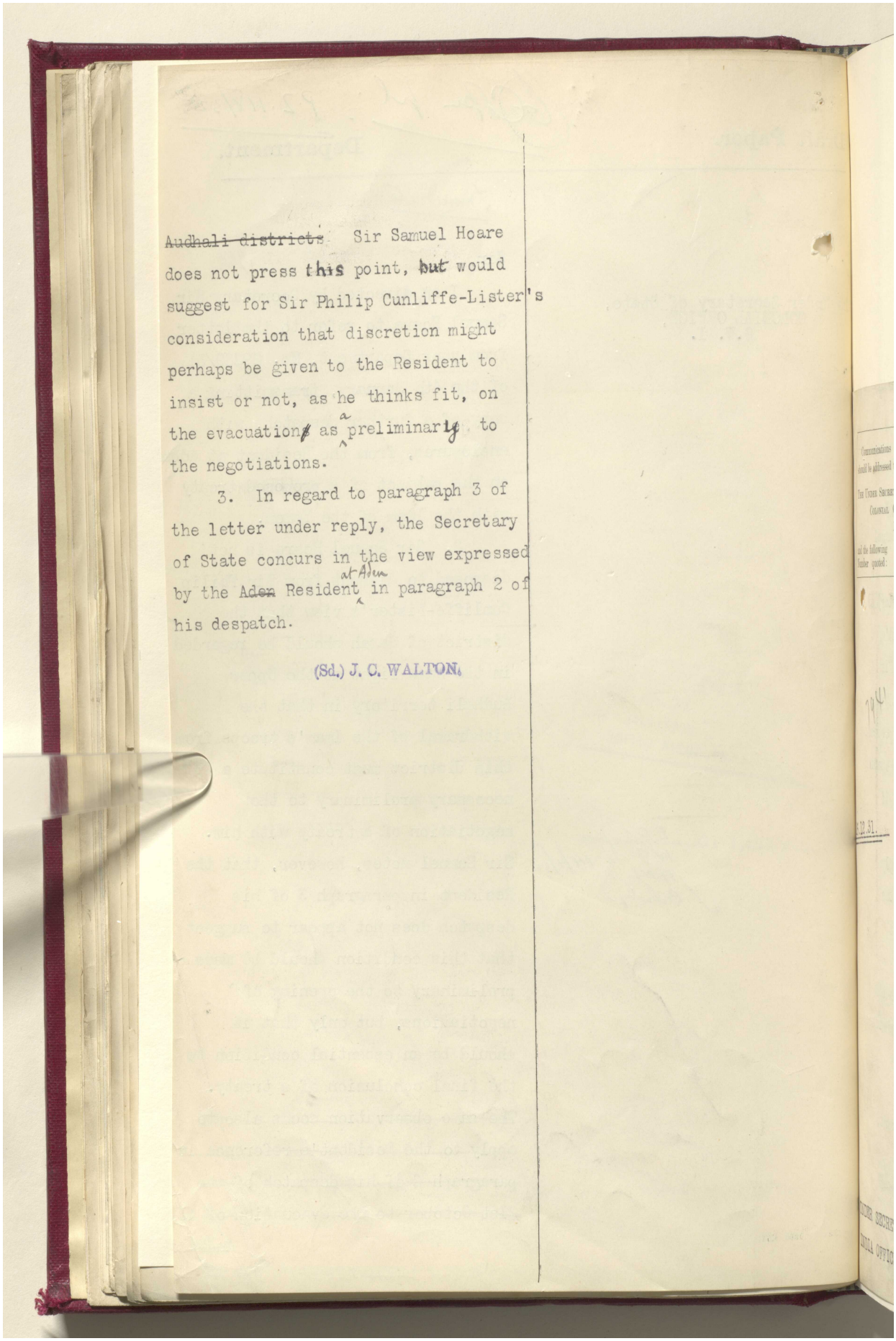

~~Audhali districts~~ Sir Samuel Hoare does not press ~~this~~ point, ~~but~~ would suggest for Sir Philip Cunliffe-Lister's consideration that discretion might perhaps be given to the Resident to insist or not, as he thinks fit, on the evacuation as a preliminary to the negotiations.

3. In regard to paragraph 3 of the letter under reply, the Secretary of State concurs in the view expressed by the ~~Aden~~ Resident at Aden in paragraph 2 of his despatch.

(Sd.) J. C. WALTON.

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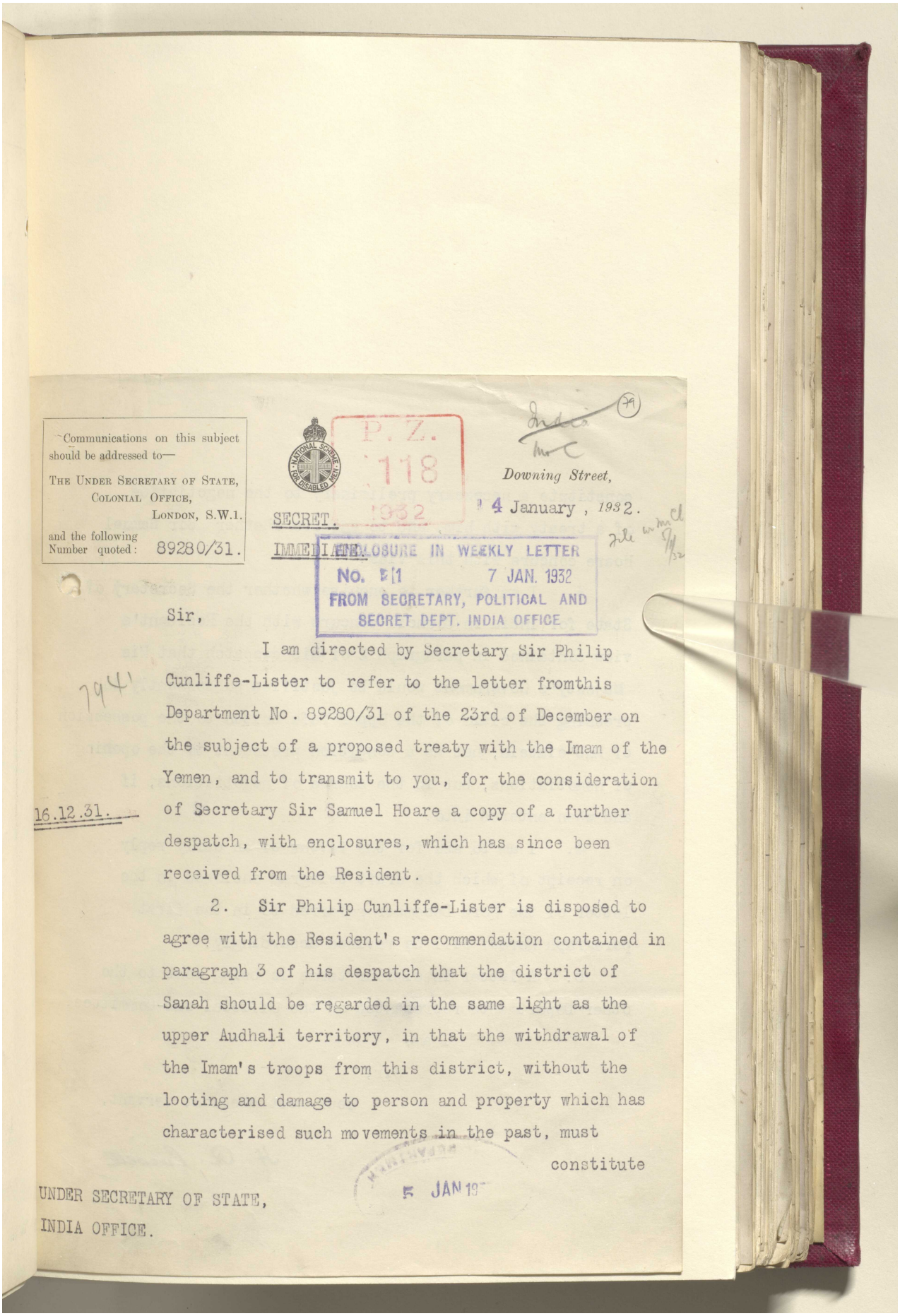

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 89280/31.

P. Z. 118 1932

Downing Street,
4 January, 1932.

SECRET.
IMMEDIATE.

ENCLOSURE IN WEEKLY LETTER
No. 1 7 JAN. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

Sir,

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the letter fromthis Department No. 89280/31 of the 23rd of December on the subject of a proposed treaty with the Imam of the Yemen, and to transmit to you, for the consideration of Secretary Sir Samuel Hoare a copy of a further despatch, with enclosures, which has since been received from the Resident.

2. Sir Philip Cunliffe-Lister is disposed to agree with the Resident's recommendation contained in paragraph 3 of his despatch that the district of Sanah should be regarded in the same light as the upper Audhali territory, in that the withdrawal of the Imam's troops from this district, without the looting and damage to person and property which has characterised such movements in the past, must constitute

5 JAN 19

UNDER SECRETARY OF STATE,
INDIA OFFICE.

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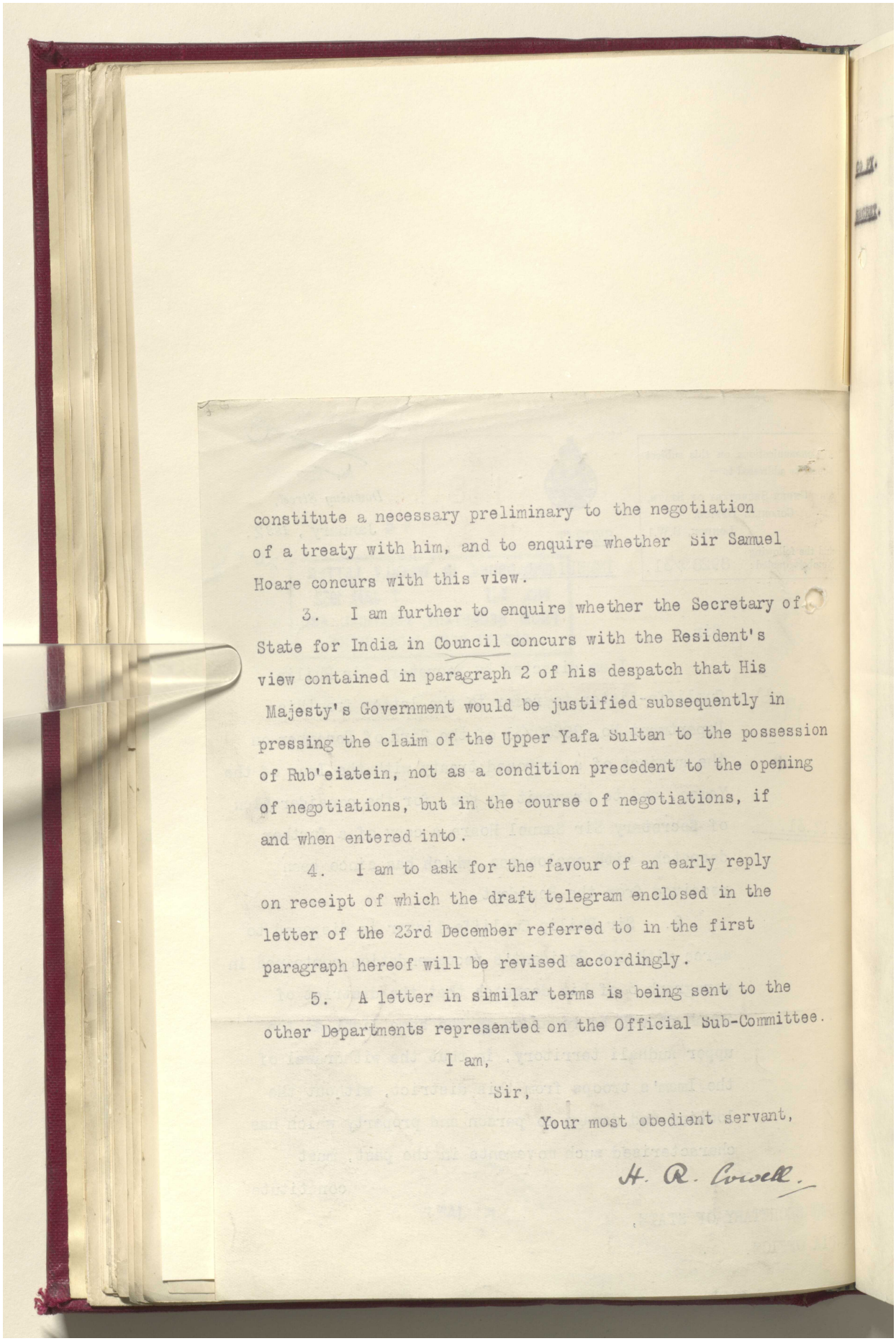

constitute a necessary preliminary to the negotiation of a treaty with him, and to enquire whether Sir Samuel Hoare concurs with this view.

3. I am further to enquire whether the Secretary of State for India in Council concurs with the Resident's view contained in paragraph 2 of his despatch that His Majesty's Government would be justified subsequently in pressing the claim of the Upper Yafa Sultan to the possession of Rub'eiatein, not as a condition precedent to the opening of negotiations, but in the course of negotiations, if and when entered into.

4. I am to ask for the favour of an early reply on receipt of which the draft telegram enclosed in the letter of the 23rd December referred to in the first paragraph hereof will be revised accordingly.

5. A letter in similar terms is being sent to the other Departments represented on the Official Sub-Committee.

I am,

Sir,

Your most obedient servant,

H. R. Cowell.

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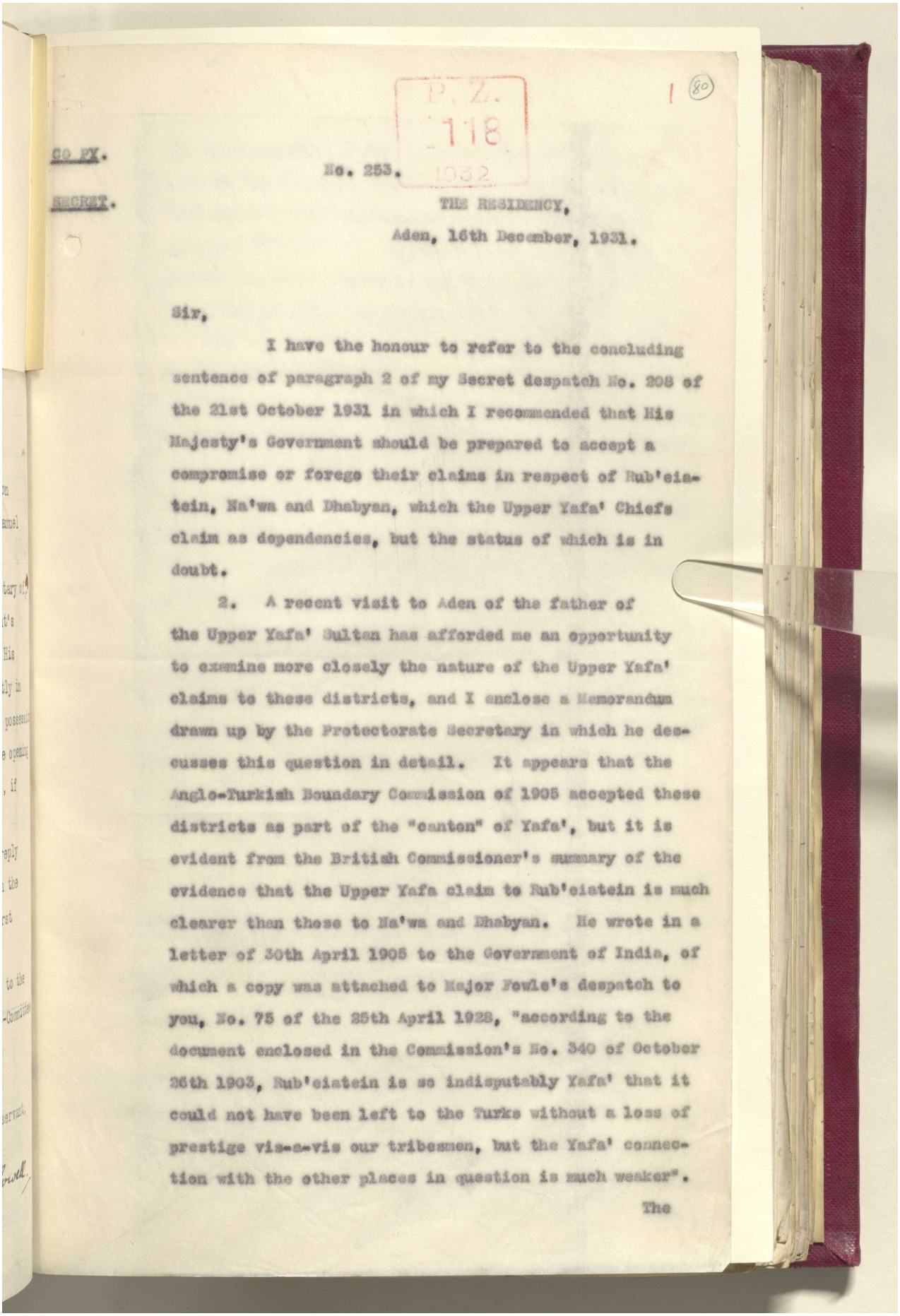

P. Z.
118
1932



GO FY.

SECRET.

No. 253.

THE RESIDENCY,

Aden, 16th December, 1931.

Sir,

I have the honour to refer to the concluding sentence of paragraph 2 of my Secret despatch No. 208 of the 21st October 1931 in which I recommended that His Majesty's Government should be prepared to accept a compromise or forego their claims in respect of Rub'eia-tein, Na'wa and Dhabyan, which the Upper Yafa' Chiefs claim as dependencies, but the status of which is in doubt.

2. A recent visit to Aden of the father of the Upper Yafa' Sultan has afforded me an opportunity to examine more closely the nature of the Upper Yafa' claims to these districts, and I enclose a Memorandum drawn up by the Protectorate Secretary in which he dis-cusses this question in detail. It appears that the Anglo-Turkish Boundary Commission of 1905 accepted these districts as part of the "canton" of Yafa', but it is evident from the British Commissioner's summary of the evidence that the Upper Yafa claim to Rub'eiatein is much clearer than those to Na'wa and Dhabyan. He wrote in a letter of 30th April 1905 to the Government of India, of which a copy was attached to Major Fowle's despatch to you, No. 75 of the 25th April 1928, "according to the document enclosed in the Commission's No. 340 of October 26th 1903, Rub'eiatein is so indisputably Yafa' that it could not have been left to the Turks without a loss of prestige vis-a-vis our tribesmen, but the Yafa' connec-tion with the other places in question is much weaker".

The

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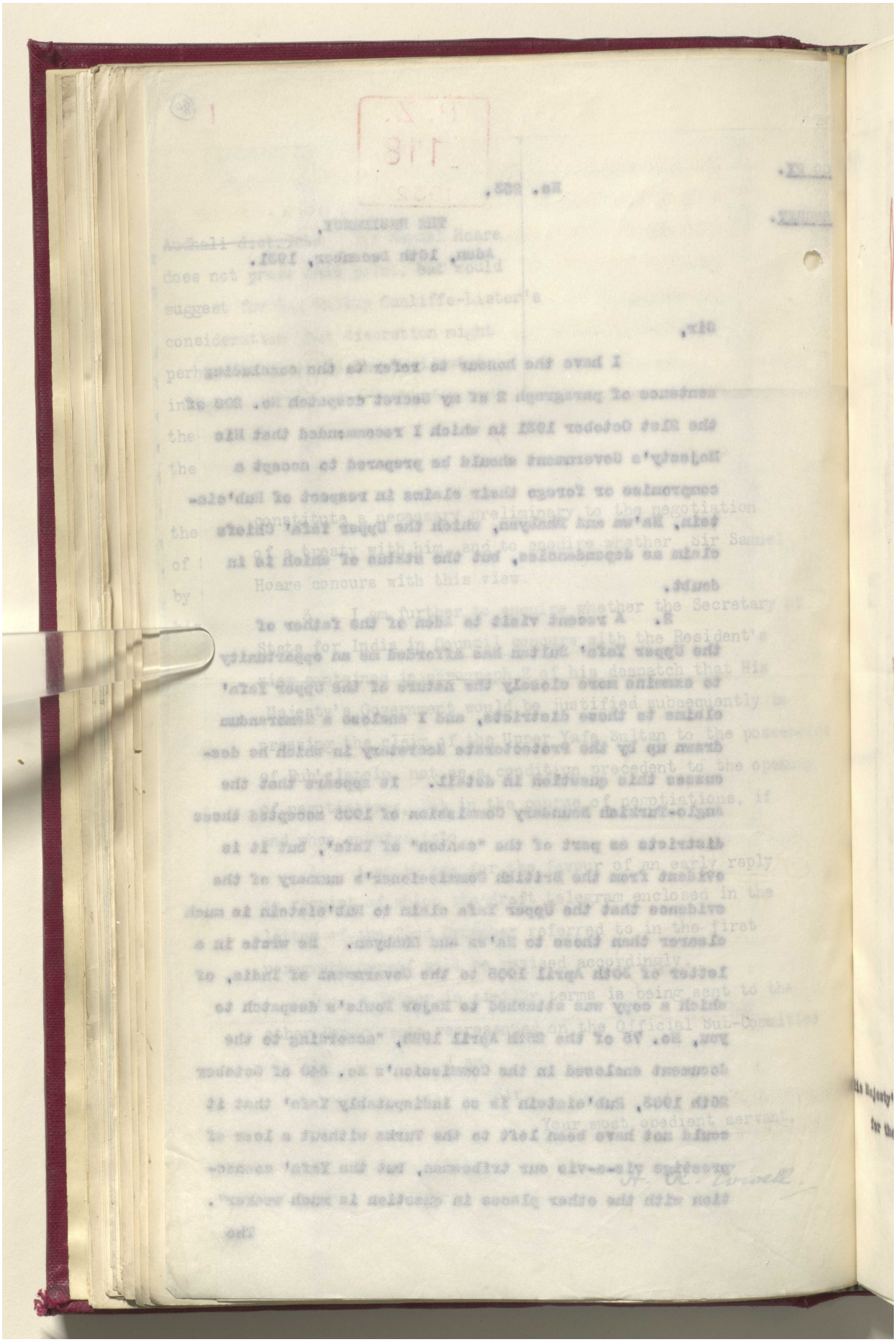

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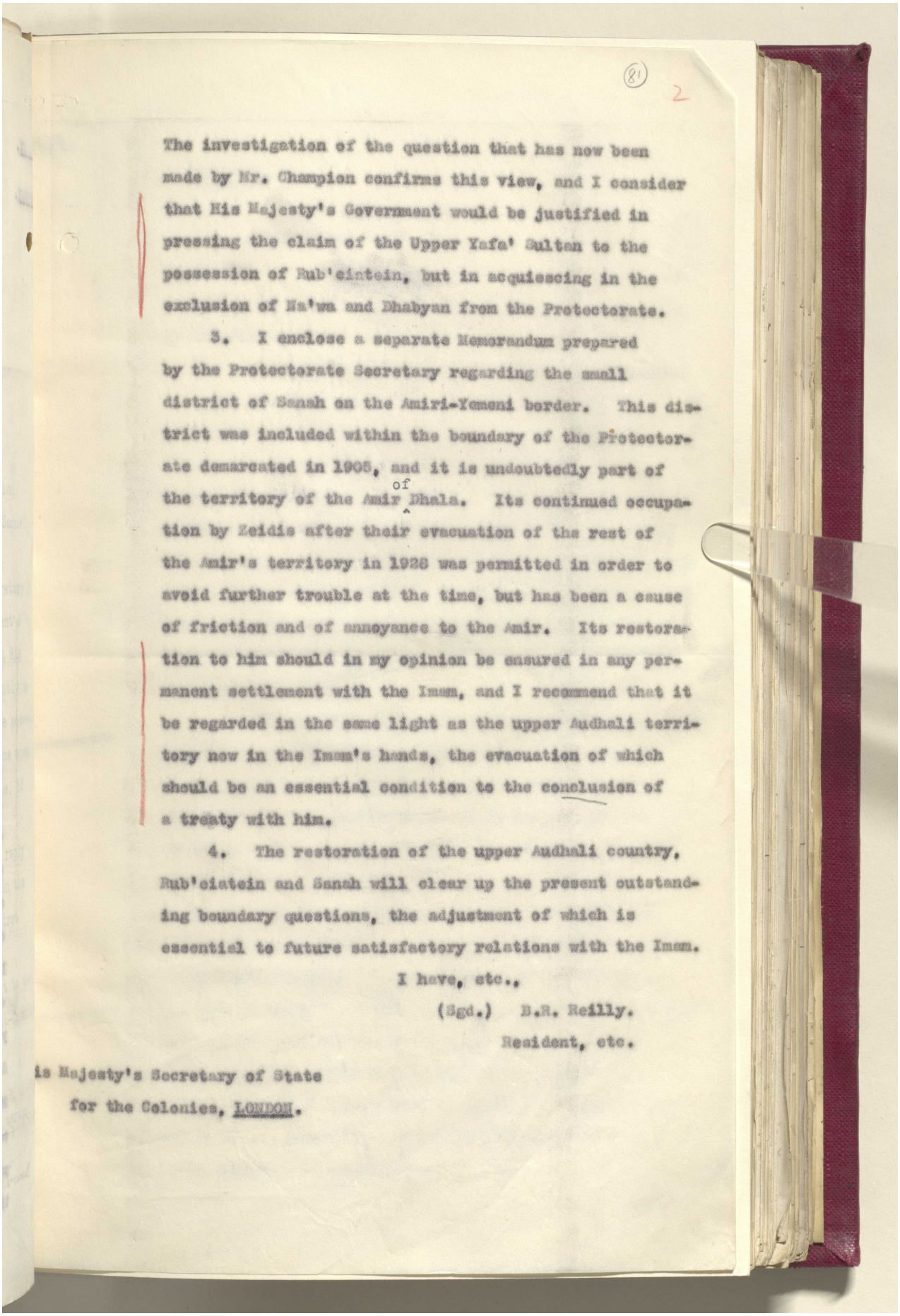

(81) 2

The investigation of the question that has now been made by Mr. Champion confirms this view, and I consider that His Majesty's Government would be justified in pressing the claim of the Upper Yafa' Sultan to the possession of Rub'eintein, but in acquiescing in the exclusion of Ba'wa and Dhabyan from the Protectorate.

3. I enclose a separate Memorandum prepared by the Protectorate Secretary regarding the small district of Sanah on the Amiri-Yemeni border. This district was included within the boundary of the Protectorate demarcated in 1905, and it is undoubtedly part of the territory of the Amir of Dhala. Its continued occupation by Zeidis after their evacuation of the rest of the Amir's territory in 1928 was permitted in order to avoid further trouble at the time, but has been a cause of friction and of annoyance to the Amir. Its restoration to him should in my opinion be ensured in any permanent settlement with the Imam, and I recommend that it be regarded in the same light as the upper Audhali territory now in the Imam's hands, the evacuation of which should be an essential condition to the conclusion of a treaty with him.

4. The restoration of the upper Audhali country, Rub'eiatein and Sanah will clear up the present outstanding boundary questions, the adjustment of which is essential to future satisfactory relations with the Imam.

I have, etc.,

(Sgd.) B.R. Reilly.

Resident, etc.

is Majesty's Secretary of State
for the Colonies, LONDON.

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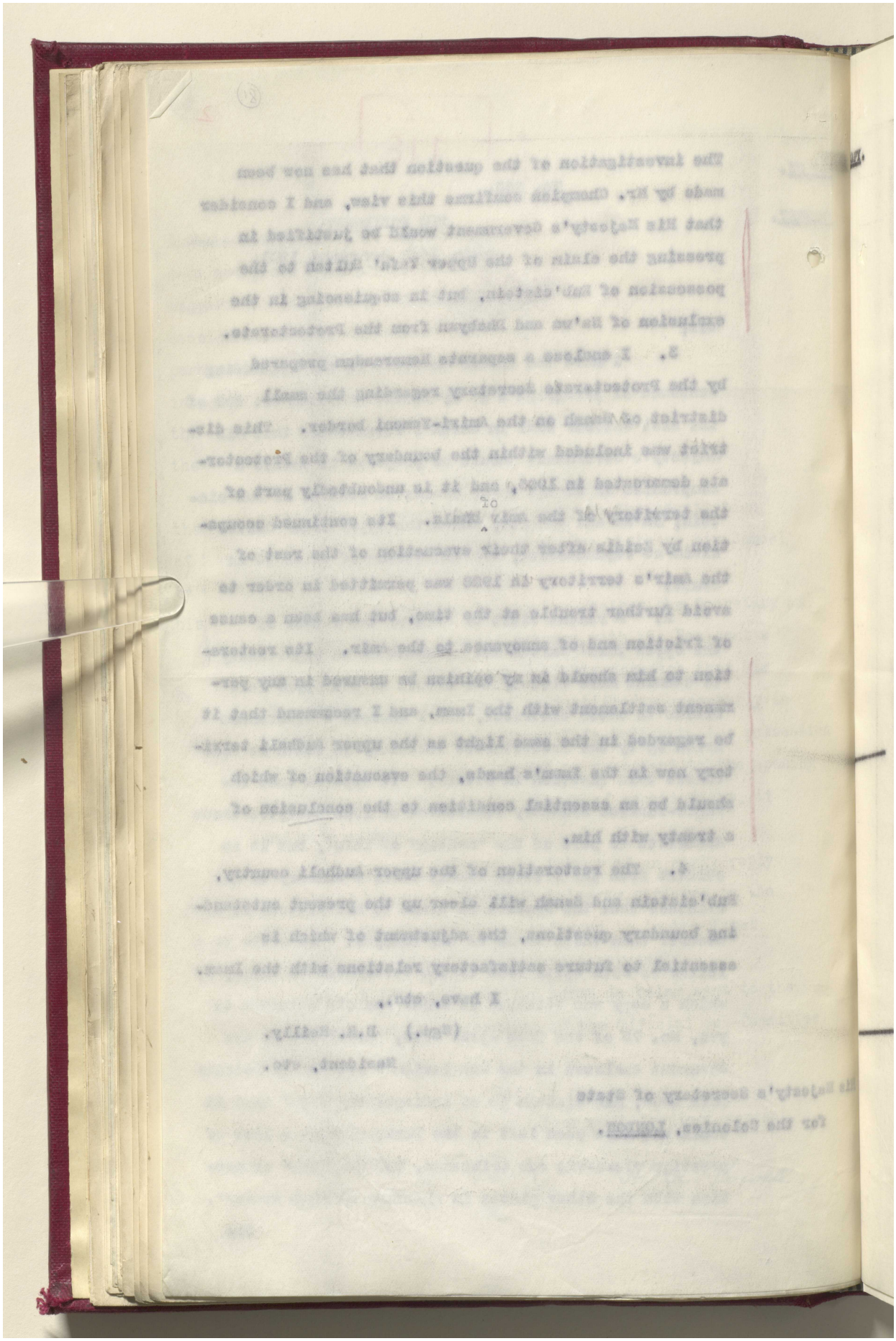

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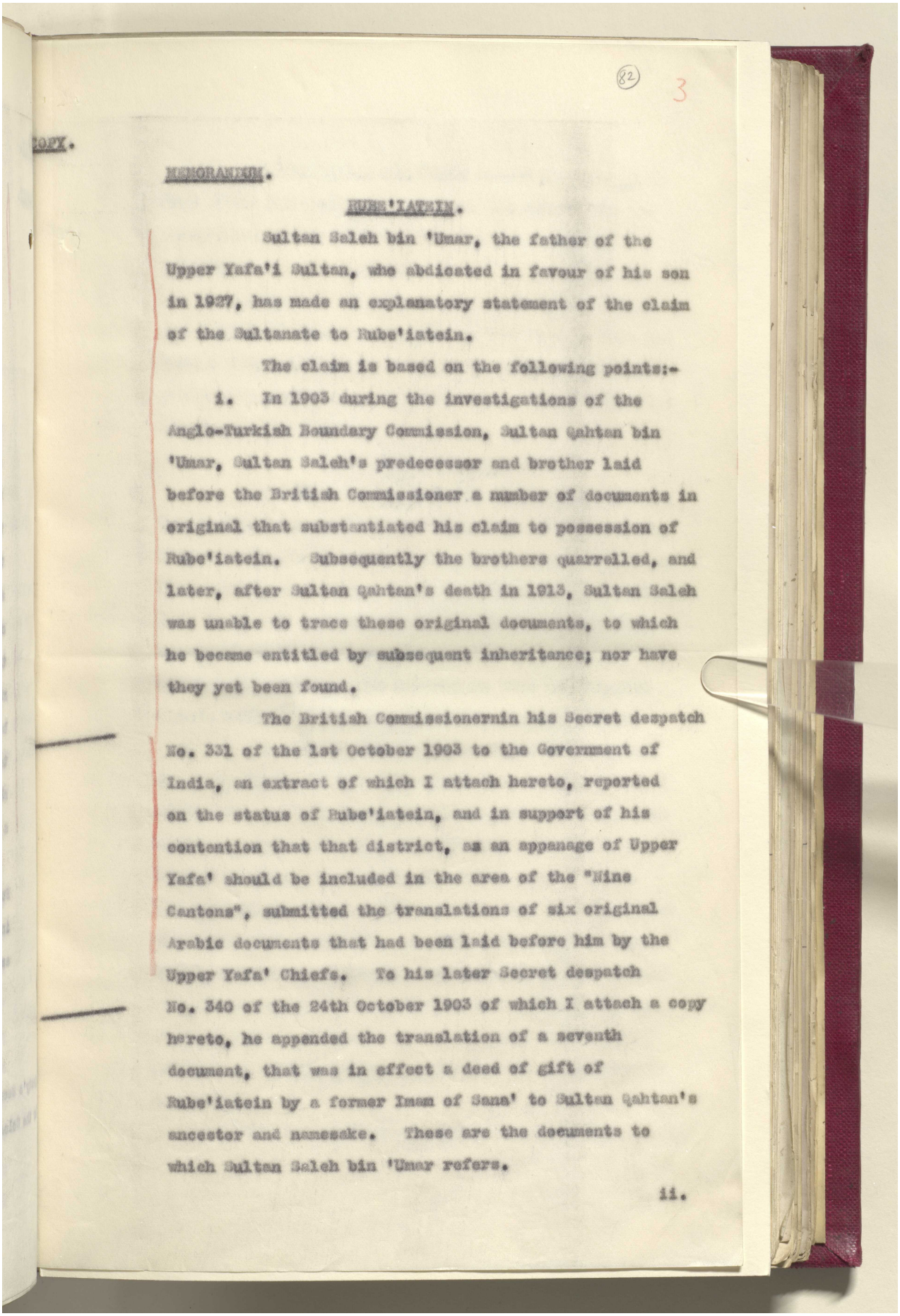

(82) 3

COPY.

MEMORANDUM.

RUBE'IATEIN.

Sultan Saleh bin 'Umar, the father of the Upper Yafa'i Sultan, who abdicated in favour of his son in 1927, has made an explanatory statement of the claim of the Sultanate to Rube'iatein.

The claim is based on the following points:-

i. In 1903 during the investigations of the Anglo-Turkish Boundary Commission, Sultan Qahtan bin 'Umar, Sultan Saleh's predecessor and brother laid before the British Commissioner a number of documents in original that substantiated his claim to possession of Rube'iatein. Subsequently the brothers quarrelled, and later, after Sultan Qahtan's death in 1913, Sultan Saleh was unable to trace these original documents, to which he became entitled by subsequent inheritance; nor have they yet been found.

The British Commissionernin his Secret despatch No. 331 of the 1st October 1903 to the Government of India, an extract of which I attach hereto, reported on the status of Rube'iatein, and in support of his contention that that district, as an appanage of Upper Yafa' should be included in the area of the "Nine Cantons", submitted the translations of six original Arabic documents that had been laid before him by the Upper Yafa' Chiefs. To his later Secret despatch No. 340 of the 24th October 1903 of which I attach a copy hereto, he appended the translation of a seventh document, that was in effect a deed of gift of Rube'iatein by a former Imam of Sana' to Sultan Qahtan's ancestor and namesake. These are the documents to which Sultan Saleh bin 'Umar refers.

ii.

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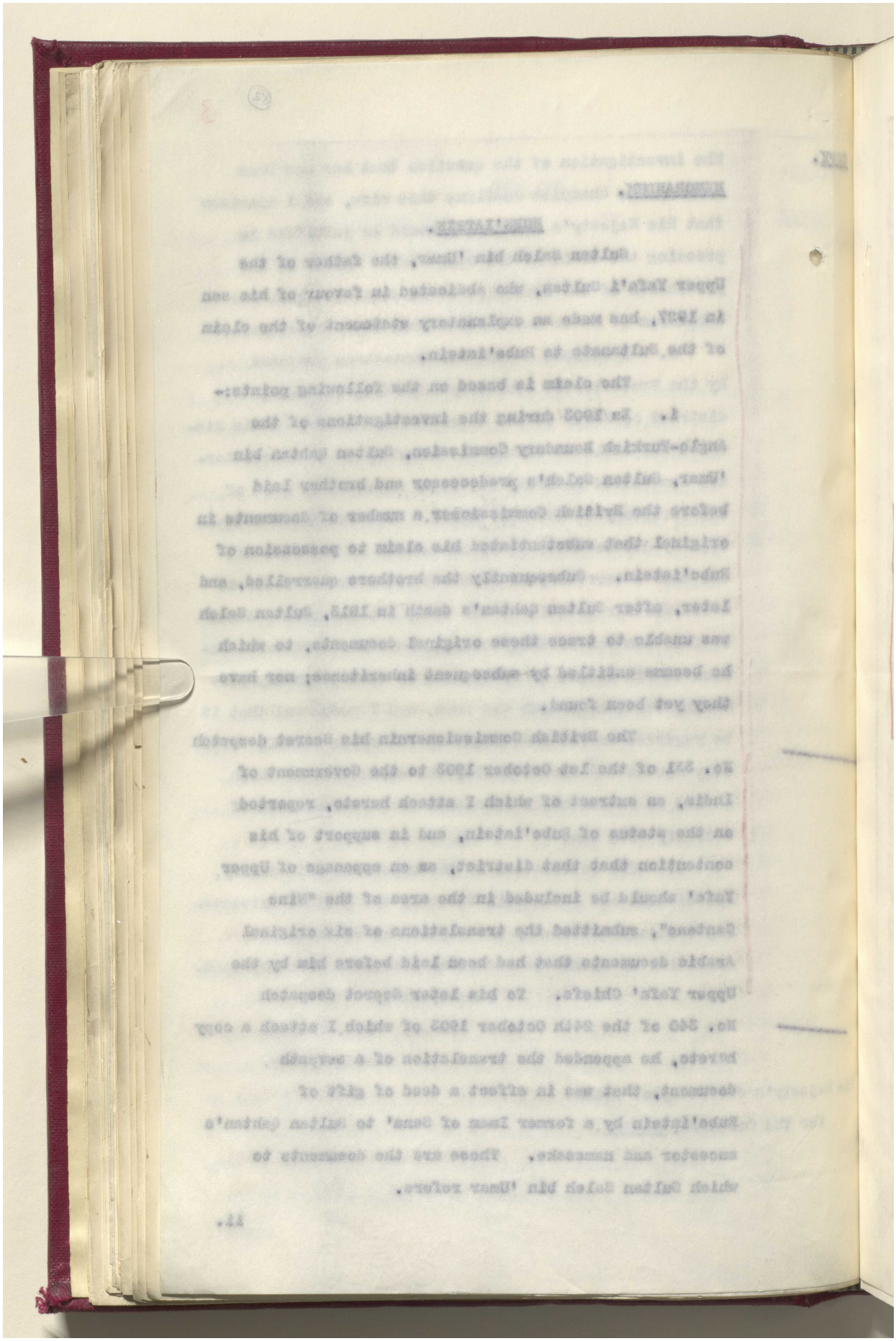

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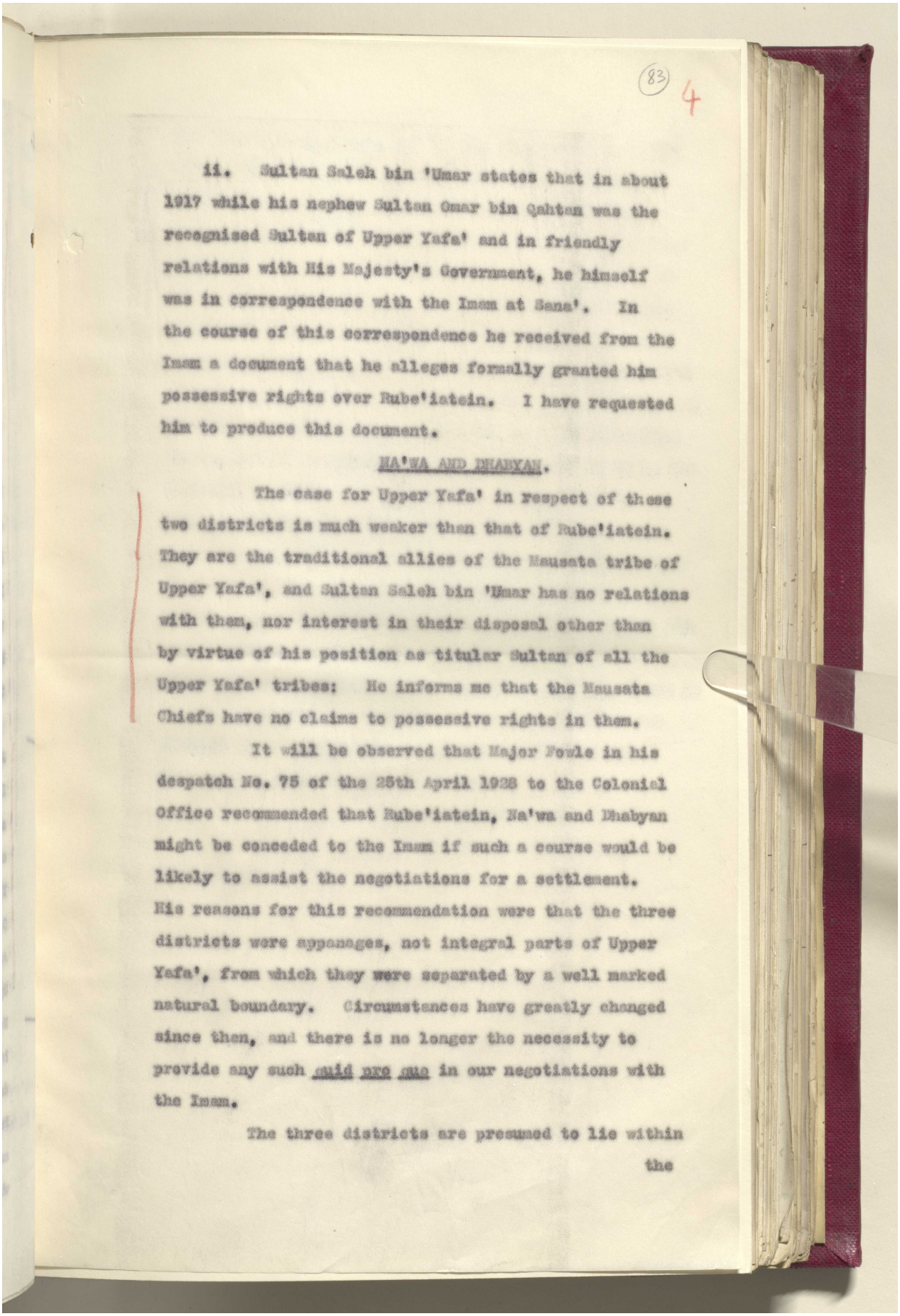

(83) 4

ii. Sultan Saleh bin 'Umar states that in about 1917 while his nephew Sultan Omar bin Qahtan was the recognised Sultan of Upper Yafa' and in friendly relations with His Majesty's Government, he himself was in correspondence with the Imam at Sana'. In the course of this correspondence he received from the Imam a document that he alleges formally granted him possessive rights over Rube'iatein. I have requested him to produce this document.

NA'WA AND DHABYAN.

The case for Upper Yafa' in respect of these two districts is much weaker than that of Rube'iatein. They are the traditional allies of the Mausata tribe of Upper Yafa', and Sultan Saleh bin 'Umar has no relations with them, nor interest in their disposal other than by virtue of his position as titular Sultan of all the Upper Yafa' tribes: He informs me that the Mausata Chiefs have no claims to possessive rights in them.

It will be observed that Major Fowle in his despatch No. 75 of the 25th April 1928 to the Colonial Office recommended that Rube'iatein, Na'wa and Dhabyan might be conceded to the Imam if such a course would be likely to assist the negotiations for a settlement. His reasons for this recommendation were that the three districts were appanages, not integral parts of Upper Yafa', from which they were separated by a well marked natural boundary. Circumstances have greatly changed since then, and there is no longer the necessity to provide any such quid pro quo in our negotiations with the Imam.

The three districts are presumed to lie within the

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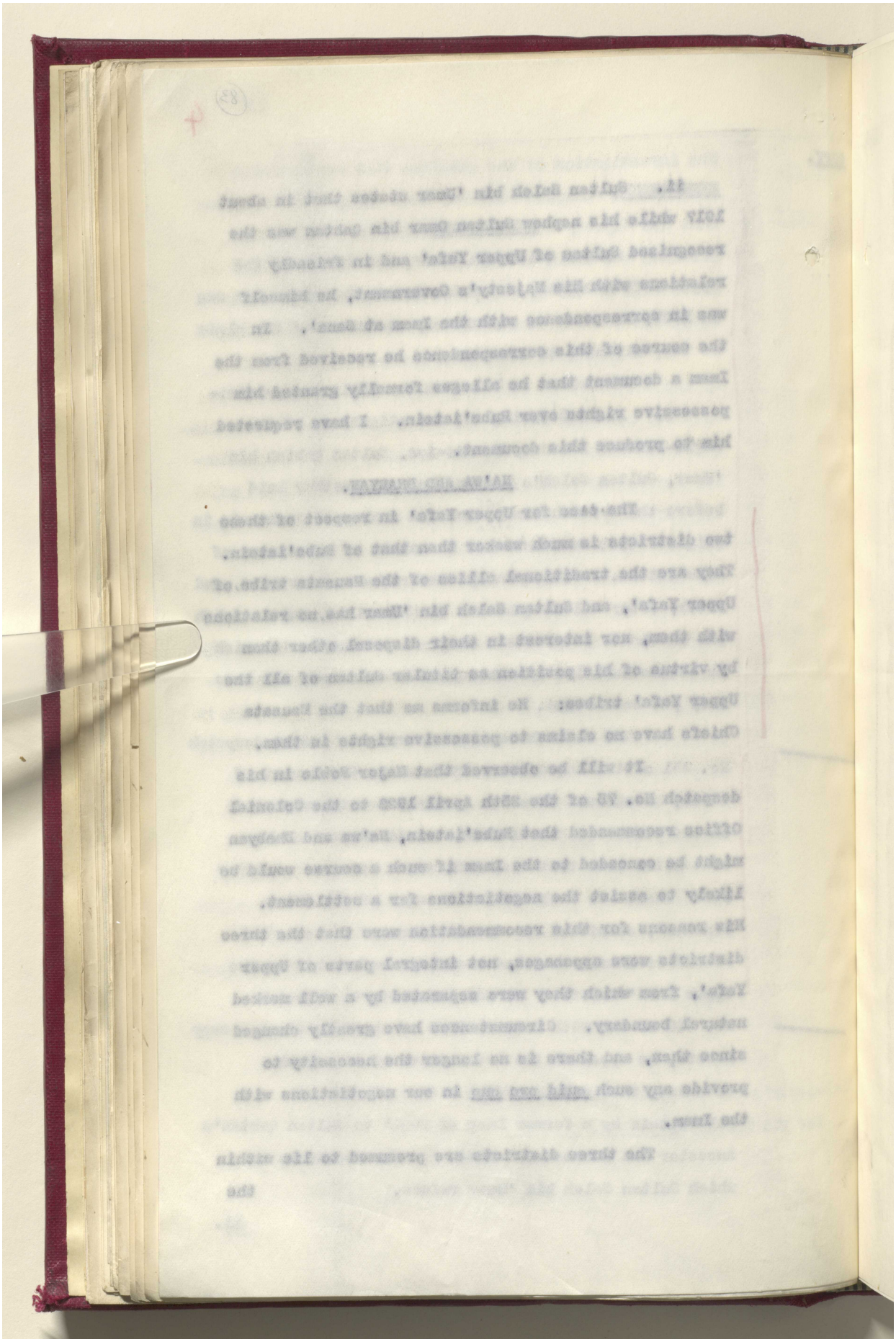

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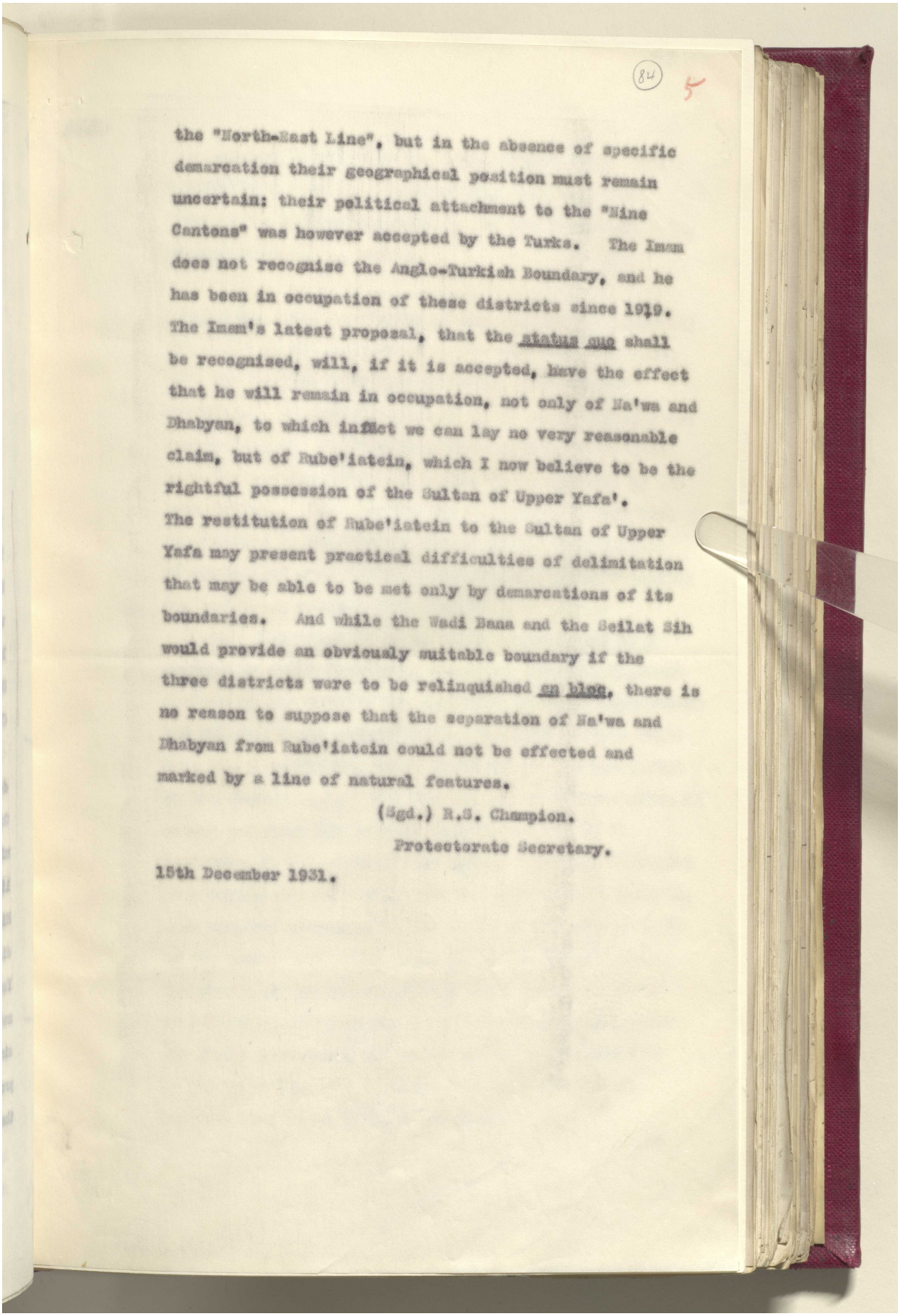

(84) 5

the "North-East Line", but in the absence of specific demarcation their geogrephical position must remain uncertain: their political attachment to the "Nine Cantons" was however accepted by the Turks. The Imam does not recognise the Anglo-Turkish Boundary, and he has been in occupation of these districts since 1919. The Imam's latest proposal, that the status quo shall be recognised, will, if it is accepted, have the effect that he will remain in occupation, not only of Ha'wa and Dhabyan, to which in fact we can lay no very reasonable claim, but of Rube'iatein, which I now believe to be the rightful possession of the Sultan of Upper Yafa'.

The restitution of Rube'iatein to the Sultan of Upper Yafa may present practical difficulties of delimitation that may be able to be met only by demarcations of its boundaries. And while the Wadi Bana and the Seilat Sih would provide an obviously suitable boundary if the three districts were to be relinquished en bloc, there is no reason to suppose that the separation of Ha'wa and Dhabyan from Rube'iatein could not be effected and marked by a line of natural features.

(Sgd.) R.S. Champion.
Protectorate Secretary.

15th December 1931.

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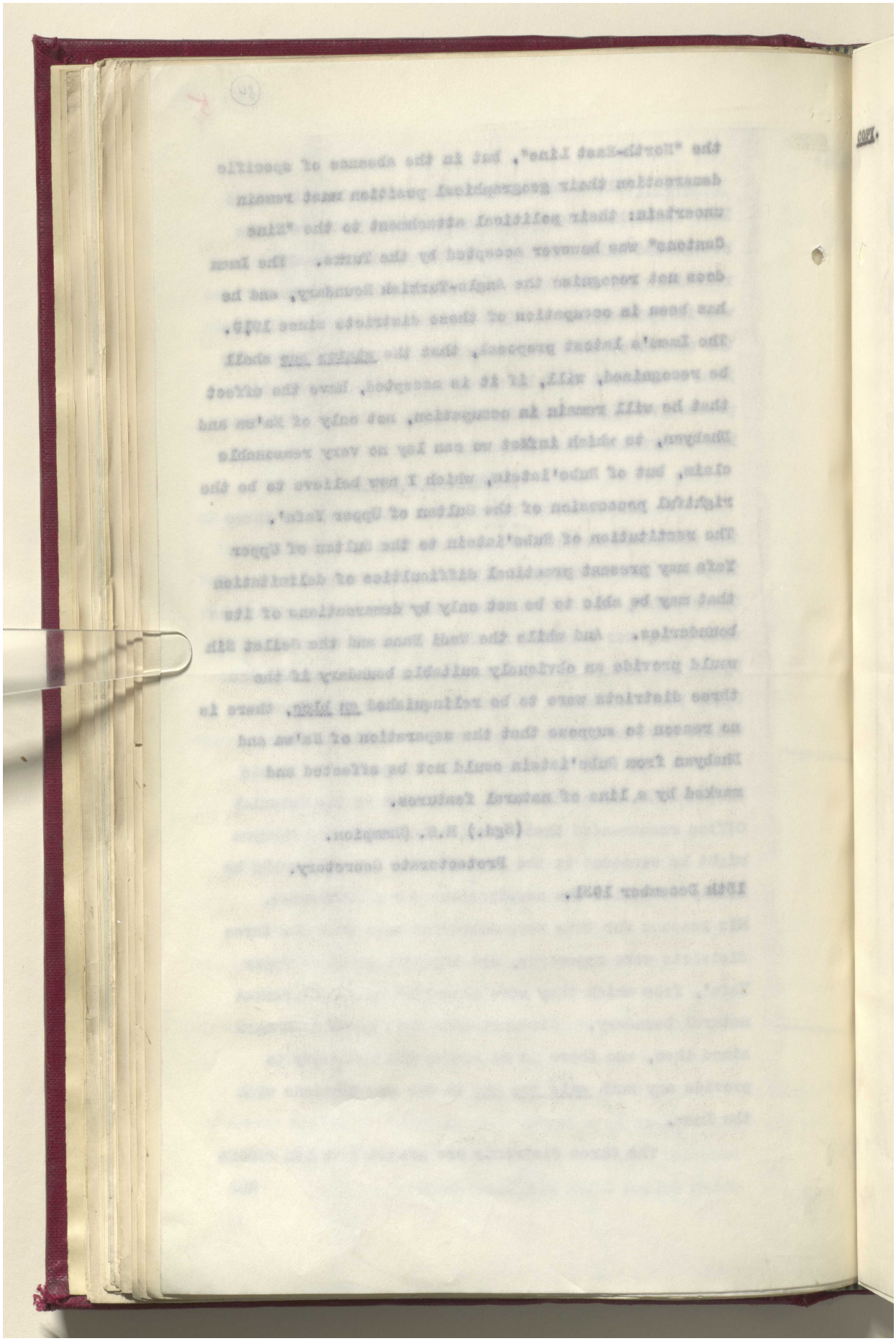

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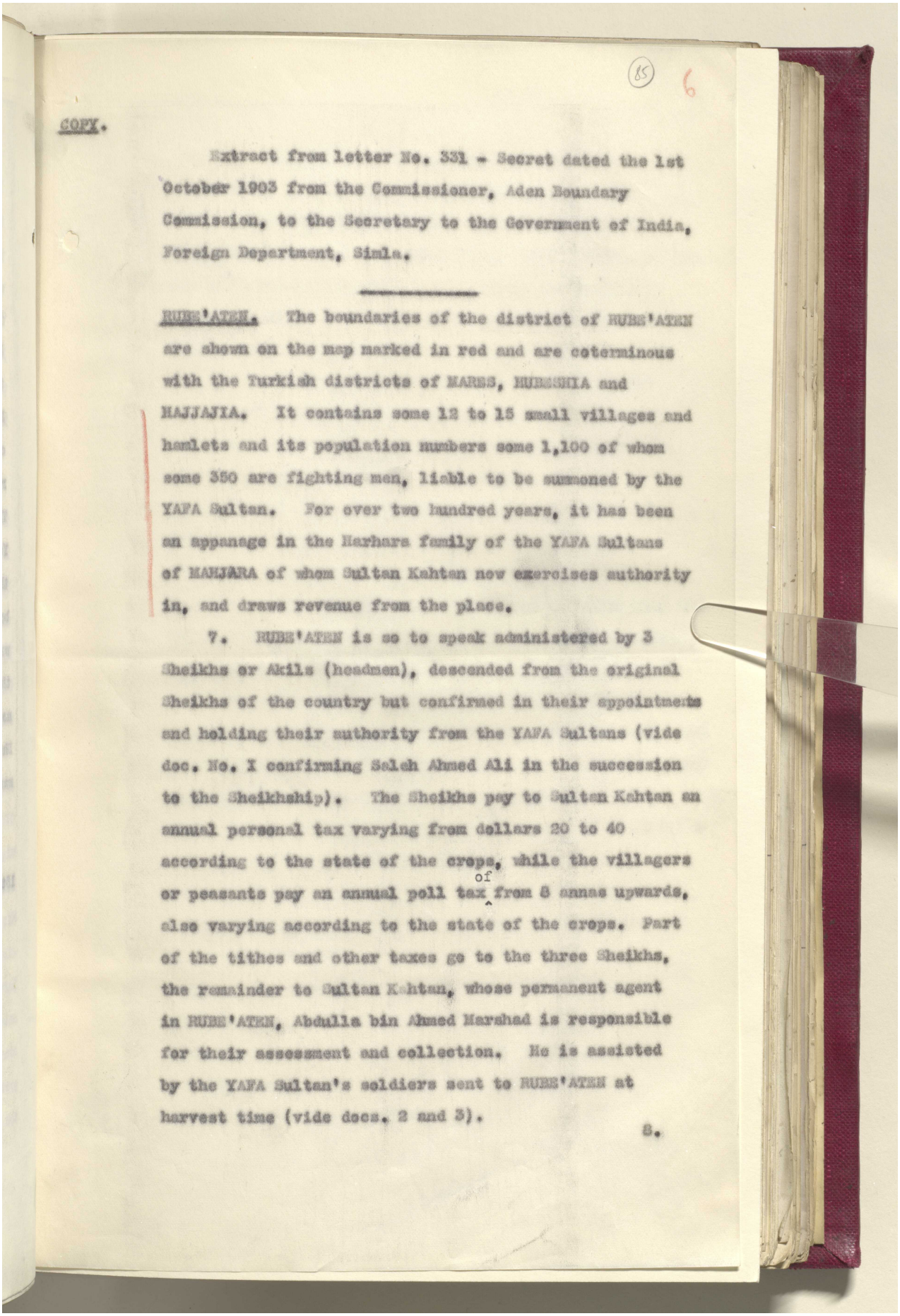

(85) 6

COPY.

Extract from letter No. 331 - Secret dated the 1st October 1903 from the Commissioner, Aden Boundary Commission, to the Secretary to the Government of India, Foreign Department, Simla.

---

RUBE'ATEN. The boundaries of the district of RUBE'ATEN are shown on the map marked in red and are coterminous with the Turkish districts of HARBS, HUBEISHIA and HAJJAJIA. It contains some 12 to 15 small villages and hamlets and its population numbers some 1,100 of whom some 350 are fighting men, liable to be summoned by the YAFA Sultan. For over two hundred years, it has been an appanage in the Harhara family of the YAFA Sultans of HAJJARA of whom Sultan Kahtan now exercises authority in, and draws revenue from the place.

7. RUBE'ATEN is so to speak administered by 3 Sheikhs or Akils (headmen), descended from the original Sheikhs of the country but confirmed in their appointments and holding their authority from the YAFA Sultans (vide doc. No. I confirming Saleh Ahmed Ali in the succession to the Sheikhship). The Sheikhs pay to Sultan Kahtan an annual personal tax varying from dollars 20 to 40 according to the state of the crops, while the villagers or peasants pay an annual poll tax of from 8 annas upwards, also varying according to the state of the crops. Part of the tithes and other taxes go to the three Sheikhs, the remainder to Sultan Kahtan, whose permanent agent in RUBE'ATEN, Abdulla bin Ahmed Marshad is responsible for their assessment and collection. He is assisted by the YAFA Sultan's soldiers sent to RUBE'ATEN at harvest time (vide docs. 2 and 3).

8.

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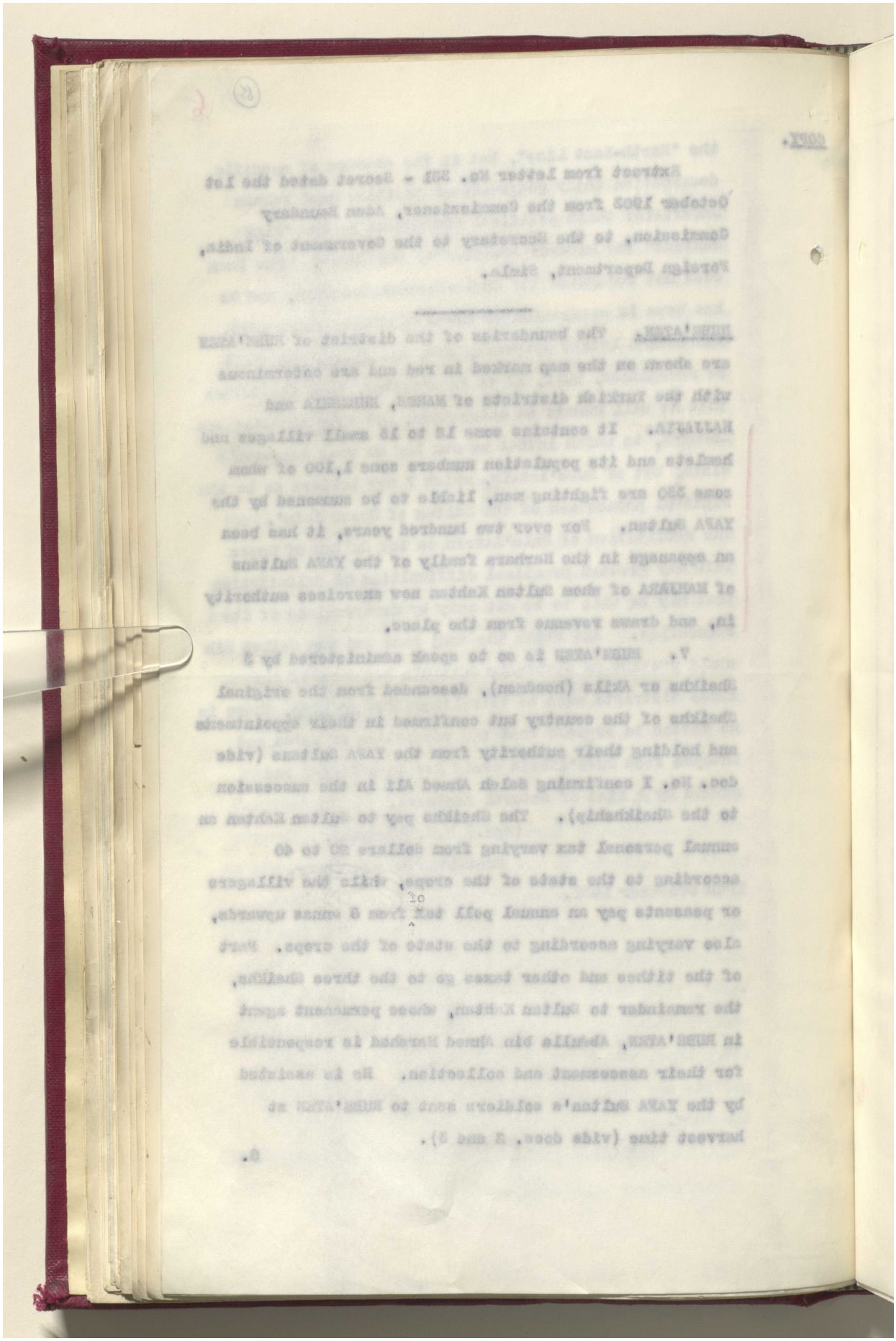

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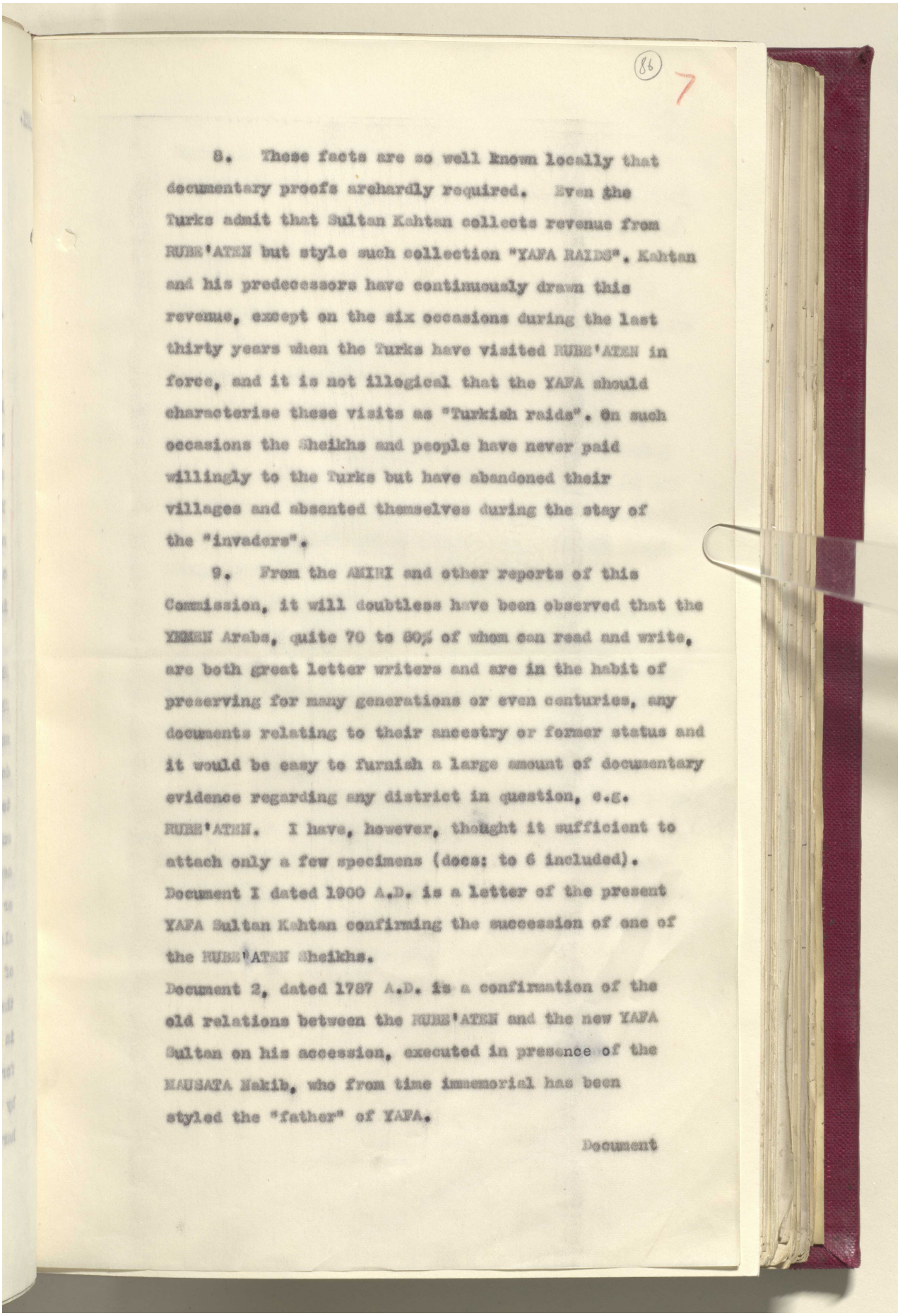

(86) 7

8. These facts are so well known locally that documentary proofs arehardly required. Even the Turks admit that Sultan Kahtan collects revenue from RUBE'ATEN but style such collection "YAFA RAIDS". Kahtan and his predecessors have continuously drawn this revenue, except on the six occasions during the last thirty years when the Turks have visited RUBE'ATEN in force, and it is not illogical that the YAFA should characterise these visits as "Turkish raids". On such occasions the Sheikhs and people have never paid willingly to the Turks but have abandoned their villages and absented themselves during the stay of the "invaders".

9. From the AMIRI and other reports of this Commission, it will doubtless have been observed that the YEMEN Arabs, quite 70 to 80% of whom can read and write, are both great letter writers and are in the habit of preserving for many generations or even centuries, any documents relating to their ancestry or former status and it would be easy to furnish a large amount of documentary evidence regarding any district in question, e.g. RUBE'ATEN. I have, however, thought it sufficient to attach only a few specimens (docs: to 6 included).
Document I dated 1900 A.D. is a letter of the present YAFA Sultan Kahtan confirming the succession of one of the RUBE'ATEN Sheikhs.
Document 2, dated 1787 A.D. is a confirmation of the old relations between the RUBE'ATEN and the new YAFA Sultan on his accession, executed in presence of the NAUSAFA Nakib, who from time immemorial has been styled the "father" of YAFA.

Document

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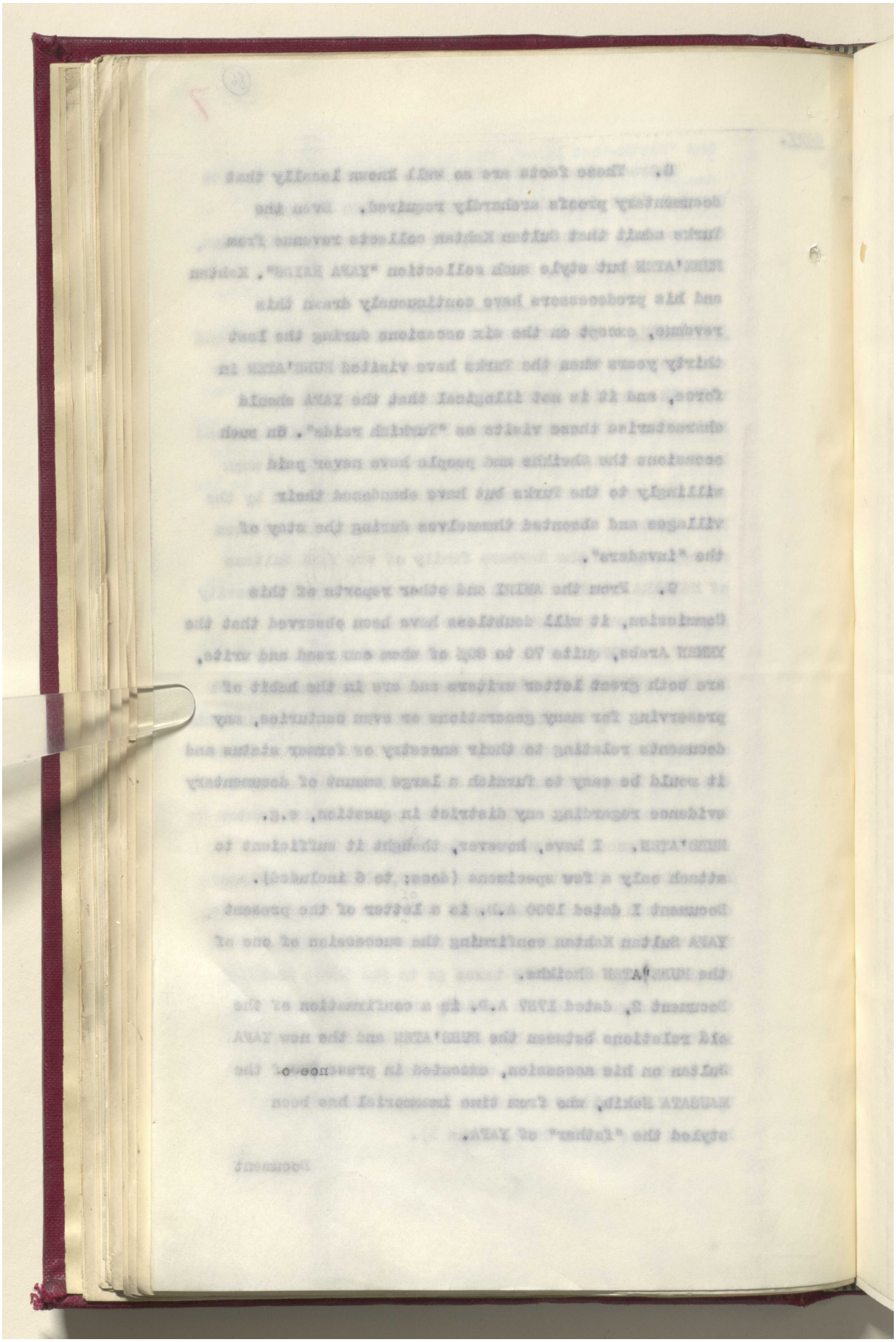

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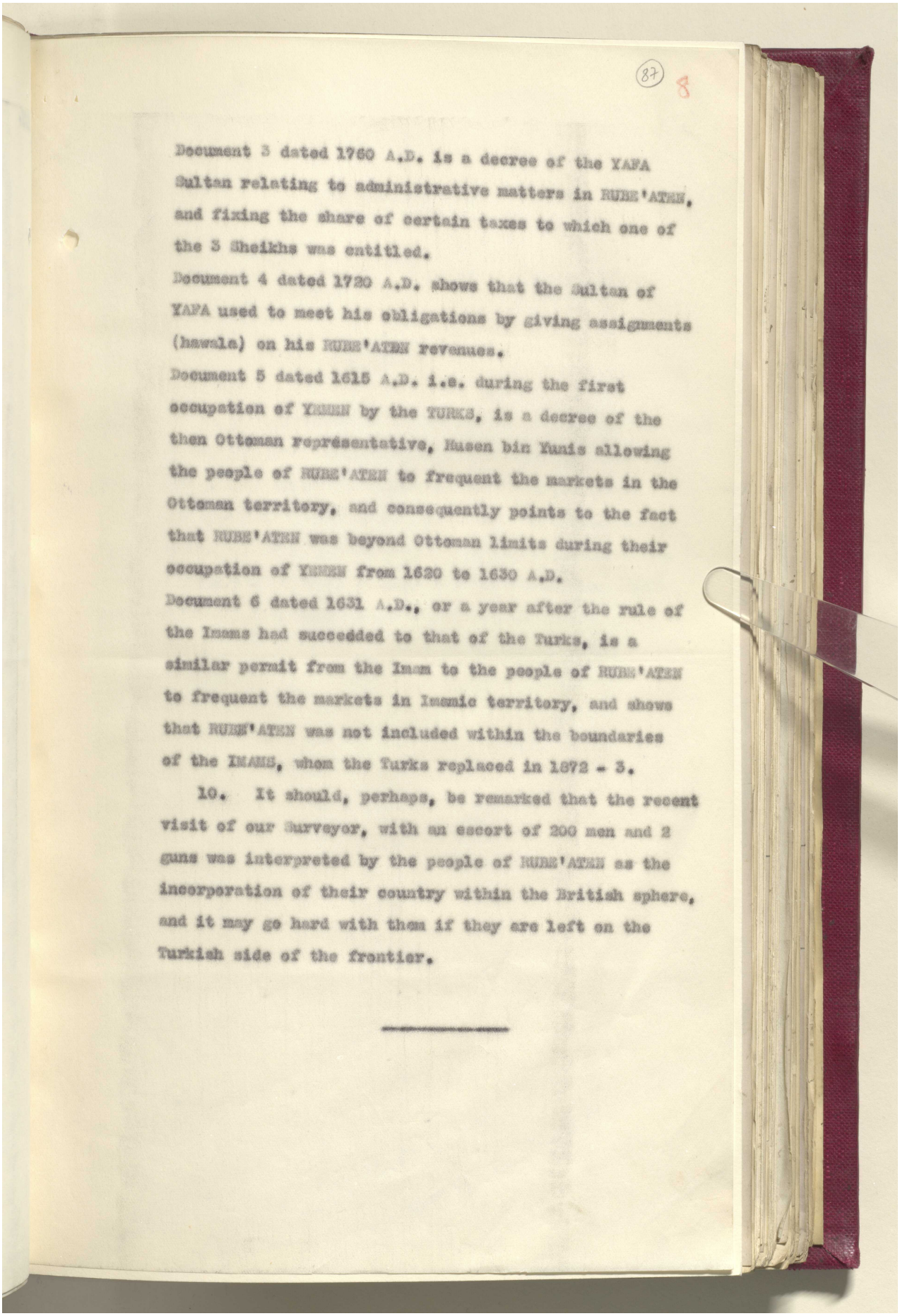

(87) 8

Document 3 dated 1760 A.D. is a decree of the YAFA Sultan relating to administrative matters in RUBE'ATEN, and fixing the share of certain taxes to which one of the 3 Sheikhs was entitled.

Document 4 dated 1720 A.D. shows that the Sultan of YAFA used to meet his obligations by giving assignments (hawala) on his RUBE'ATEN revenues.

Document 5 dated 1615 A.D. i.e. during the first occupation of YEMEN by the TURKS, is a decree of the then Ottoman representative, Hasen bin Yunis allowing the people of RUBE'ATEN to frequent the markets in the Ottoman territory, and consequently points to the fact that RUBE'ATEN was beyond Ottoman limits during their occupation of YEMEN from 1620 to 1630 A.D.

Document 6 dated 1631 A.D., or a year after the rule of the Imams had succeeded to that of the Turks, is a similar permit from the Imam to the people of RUBE'ATEN to frequent the markets in Imamic territory, and shows that RUBE'ATEN was not included within the boundaries of the IMAMS, whom the Turks replaced in 1872 - 3.

10. It should, perhaps, be remarked that the recent visit of our Surveyor, with an escort of 200 men and 2 guns was interpreted by the people of RUBE'ATEN as the incorporation of their country within the British sphere, and it may go hard with them if they are left on the Turkish side of the frontier.

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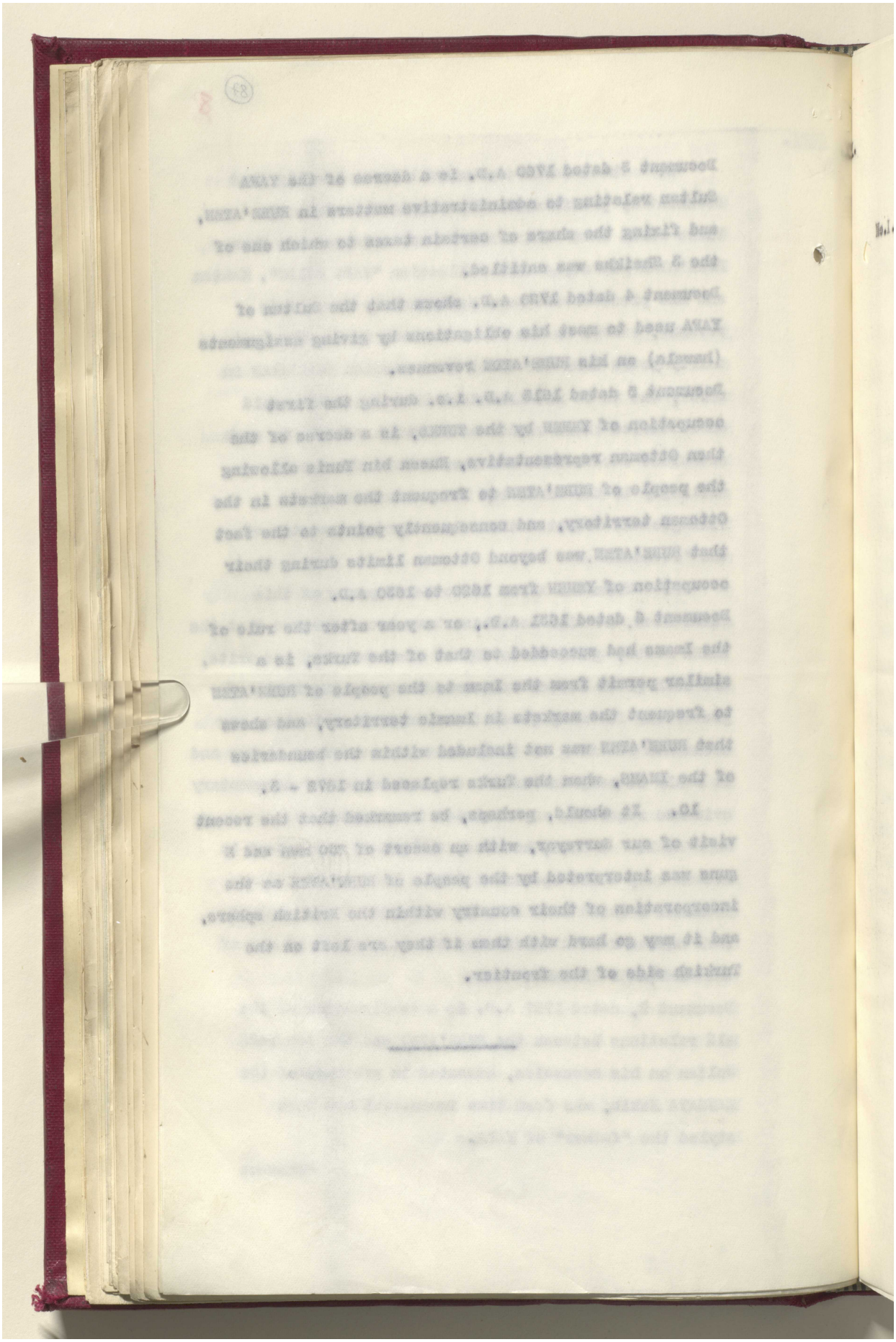

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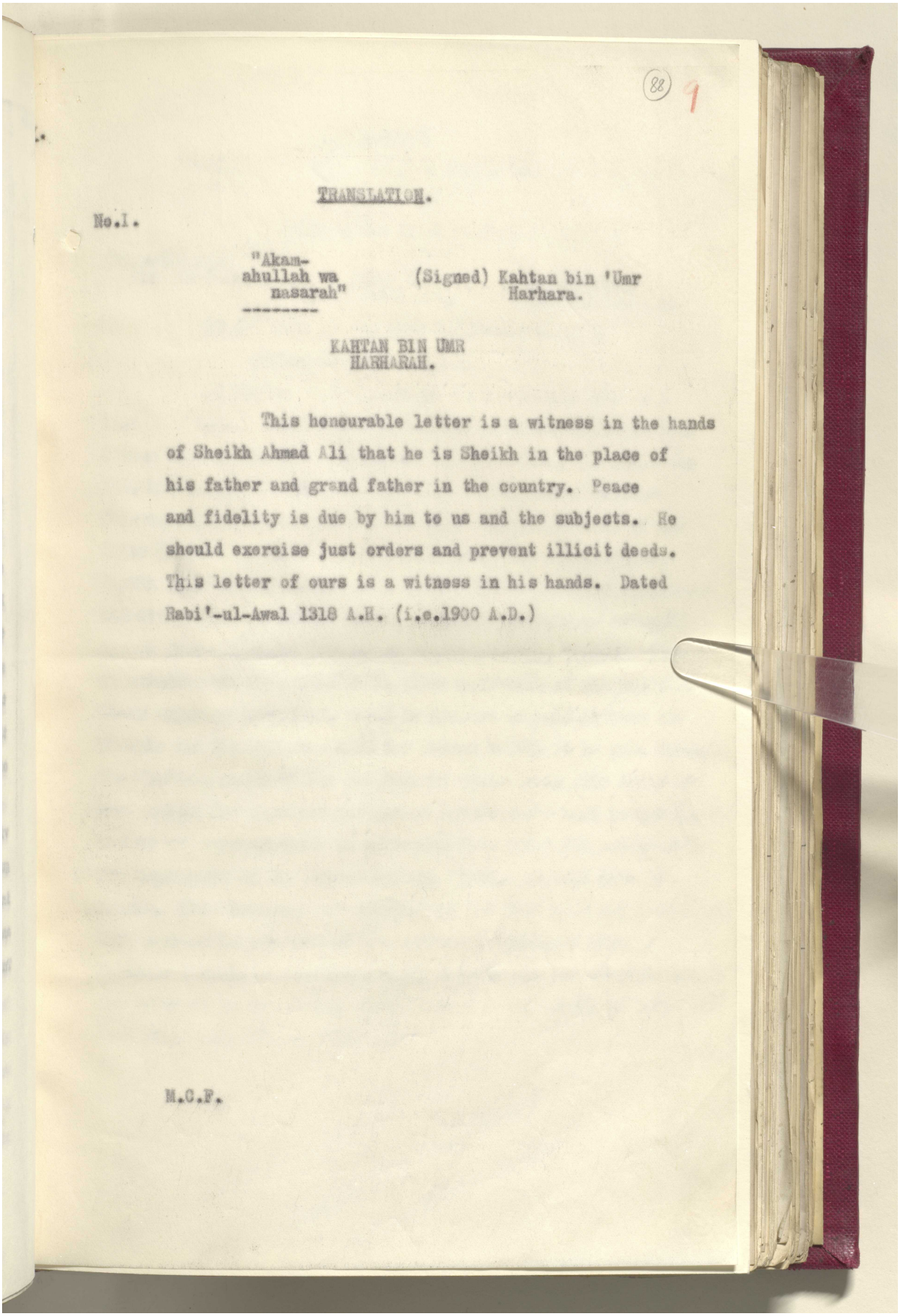

(88) 1

TRANSLATION.

No.1.

"Akam-
ahullah wa
nasarah"

(Signed) Kahtan bin 'Umr
Harhara.

KAHTAN BIN UMR
HARHARAH.

This honourable letter is a witness in the hands of Sheikh Ahmad Ali that he is Sheikh in the place of his father and grand father in the country. Peace and fidelity is due by him to us and the subjects. He should exercise just orders and prevent illicit deeds. This letter of ours is a witness in his hands. Dated Rabi'-ul-Awal 1318 A.H. (i.e.1900 A.D.)

M.C.F.

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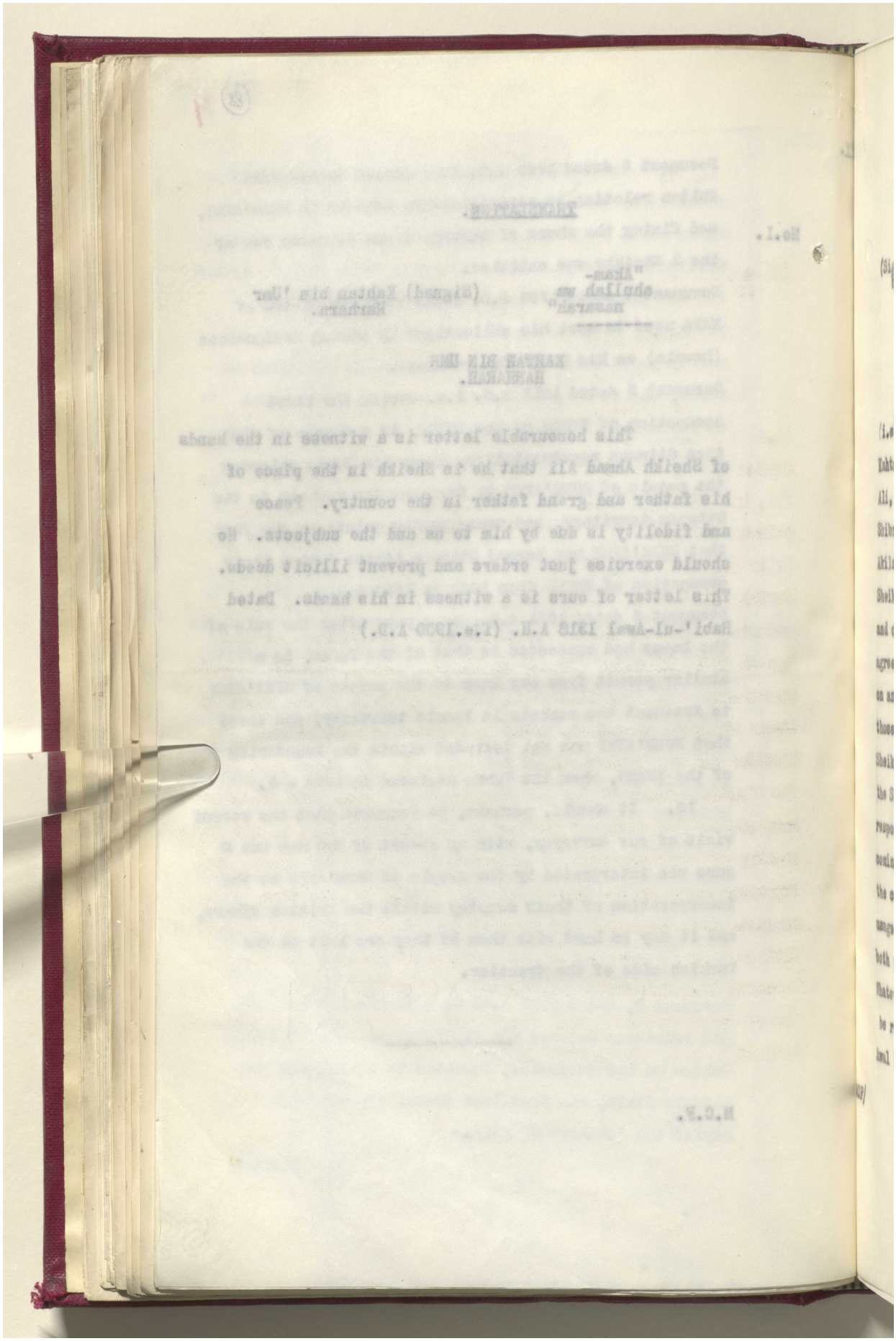

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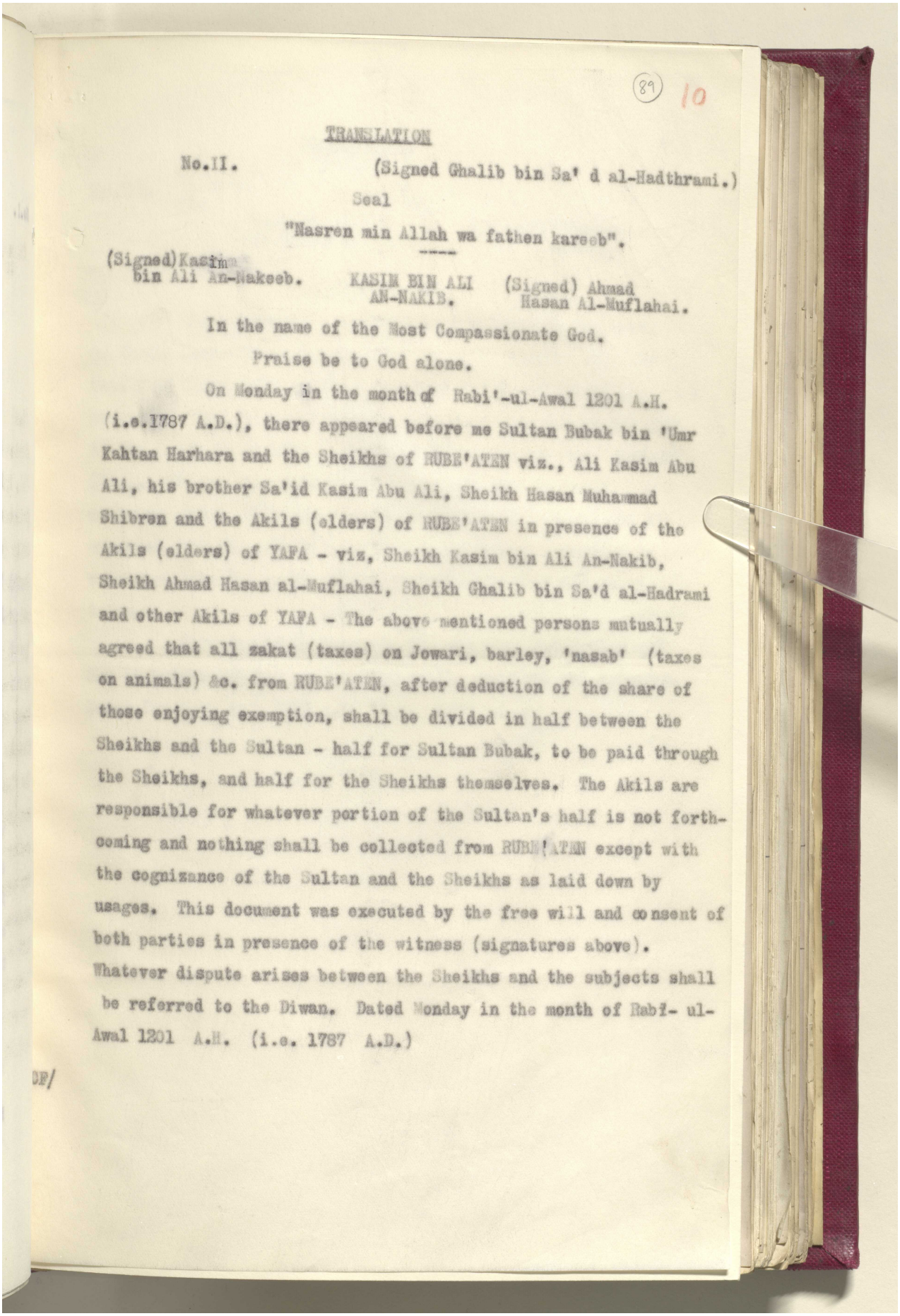

(89) 10

TRANSLATION

No.II.

(Signed Ghalib bin Sa' d al-Hadthrami.)

Seal

"Nasren min Allah wa fathen kareeb".

(Signed) Kasim bin Ali An-Nakeeb. KASIM BIN ALI AN-NAKIB. (Signed) Ahmad Hasan Al-Muflahai.

In the name of the Most Compassionate God.

Praise be to God alone.

On Monday in the month of Rabi'-ul-Awal 1201 A.H. (i.e.1787 A.D.), there appeared before me Sultan Bubak bin 'Umr Kahtan Harhara and the Sheikhs of RUBE'ATEN viz., Ali Kasim Abu Ali, his brother Sa'id Kasim Abu Ali, Sheikh Hasan Muhammad Shibren and the Akils (elders) of RUBE'ATEN in presence of the Akils (elders) of YAFA - viz, Sheikh Kasim bin Ali An-Nakib, Sheikh Ahmad Hasan al-Muflahai, Sheikh Ghalib bin Sa'd al-Hadrami and other Akils of YAFA - The above mentioned persons mutually agreed that all zakat (taxes) on Jowari, barley, 'nasab' (taxes on animals) &c. from RUBE'ATEN, after deduction of the share of those enjoying exemption, shall be divided in half between the Sheikhs and the Sultan - half for Sultan Bubak, to be paid through the Sheikhs, and half for the Sheikhs themselves. The Akils are responsible for whatever portion of the Sultan's half is not forthcoming and nothing shall be collected from RUBE'ATEN except with the cognizance of the Sultan and the Sheikhs as laid down by usages. This document was executed by the free will and consent of both parties in presence of the witness (signatures above). Whatever dispute arises between the Sheikhs and the subjects shall be referred to the Diwan. Dated Monday in the month of Rabi- ul-Awal 1201 A.H. (i.e. 1787 A.D.)

OF/

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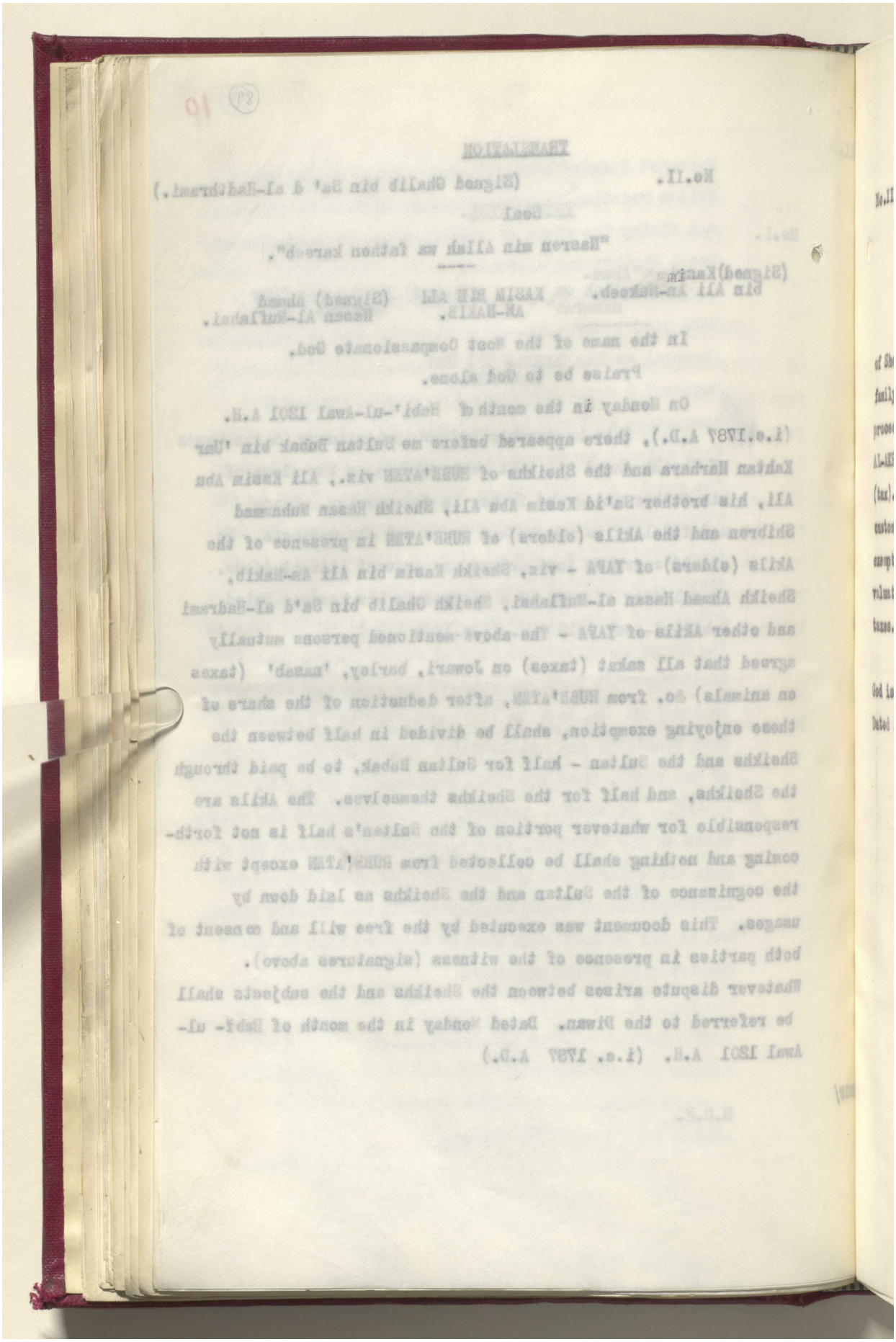

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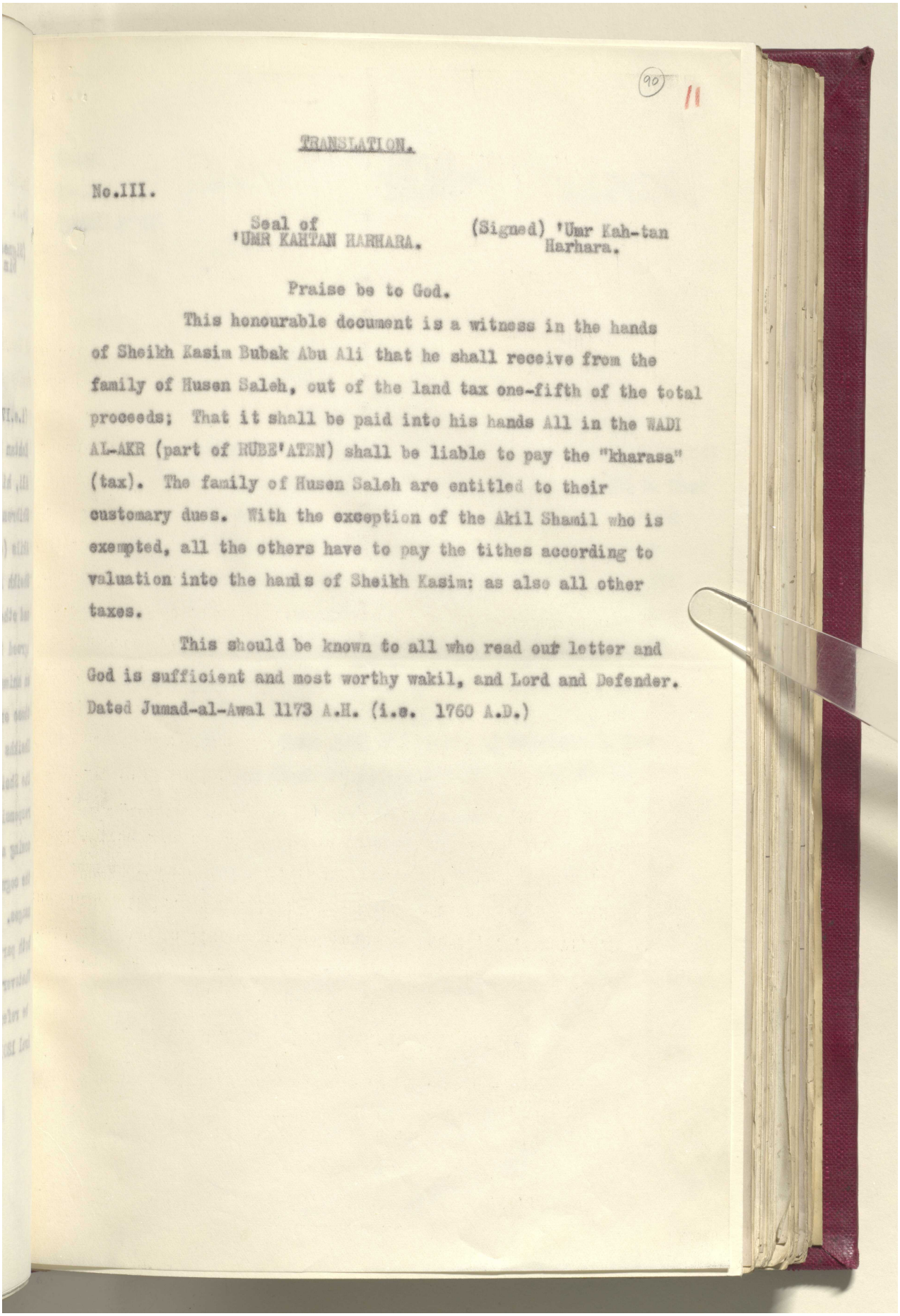

(90) 11

TRANSLATION.

No.III.

Seal of
'UMR KAHTAN HARHARA.

(Signed) 'Umr Kah-tan
Harhara.

Praise be to God.

This honourable document is a witness in the hands of Sheikh Kasim Bubak Abu Ali that he shall receive from the family of Husen Saleh, out of the land tax one-fifth of the total proceeds; That it shall be paid into his hands All in the WADI AL-AKR (part of RUBE'ATEN) shall be liable to pay the "kharasa" (tax). The family of Husen Saleh are entitled to their customary dues. With the exception of the Akil Shamil who is exempted, all the others have to pay the tithes according to valuation into the hands of Sheikh Kasim: as also all other taxes.

This should be known to all who read our letter and God is sufficient and most worthy wakil, and Lord and Defender. Dated Jumad-al-Awal 1173 A.H. (i.e. 1760 A.D.)

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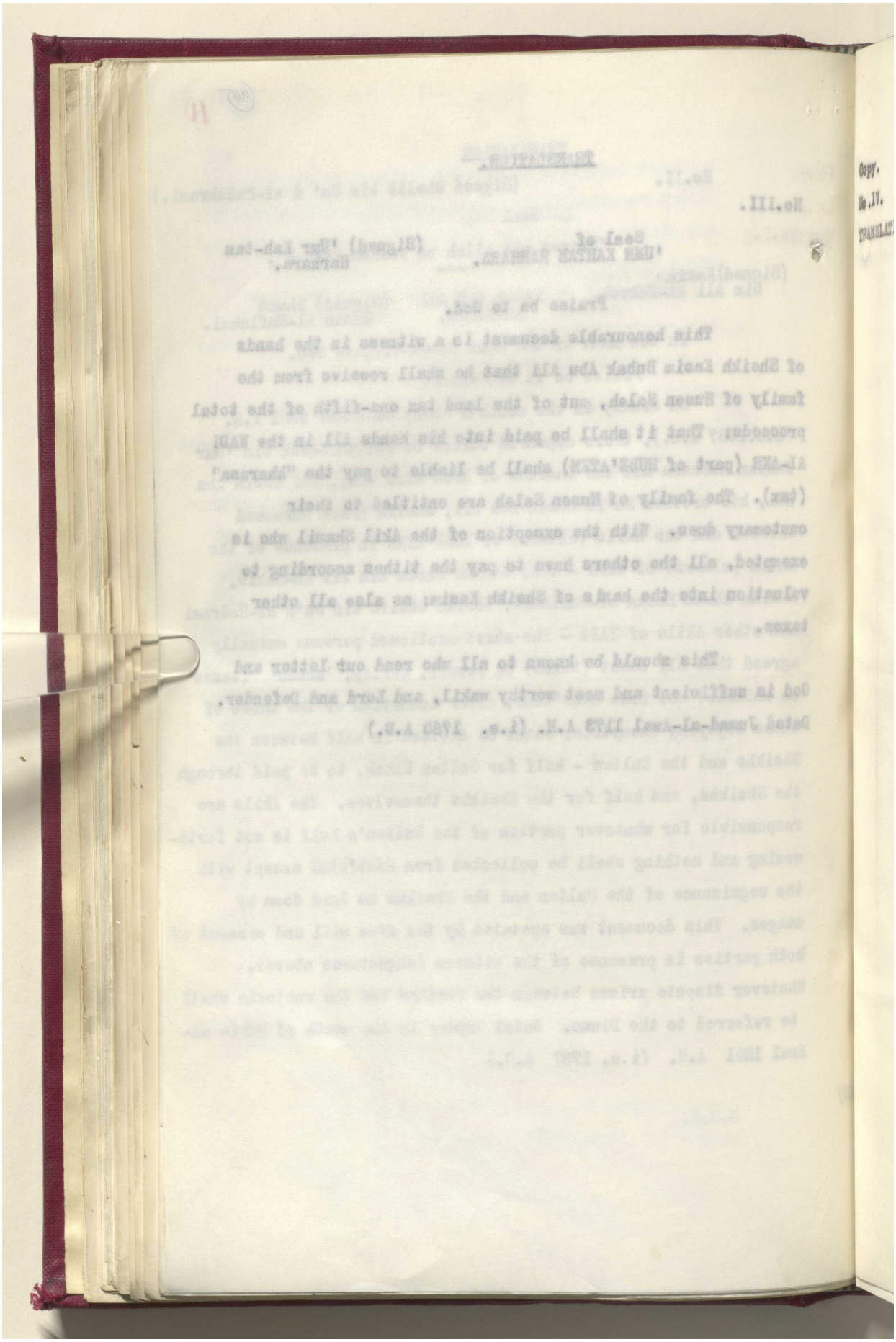


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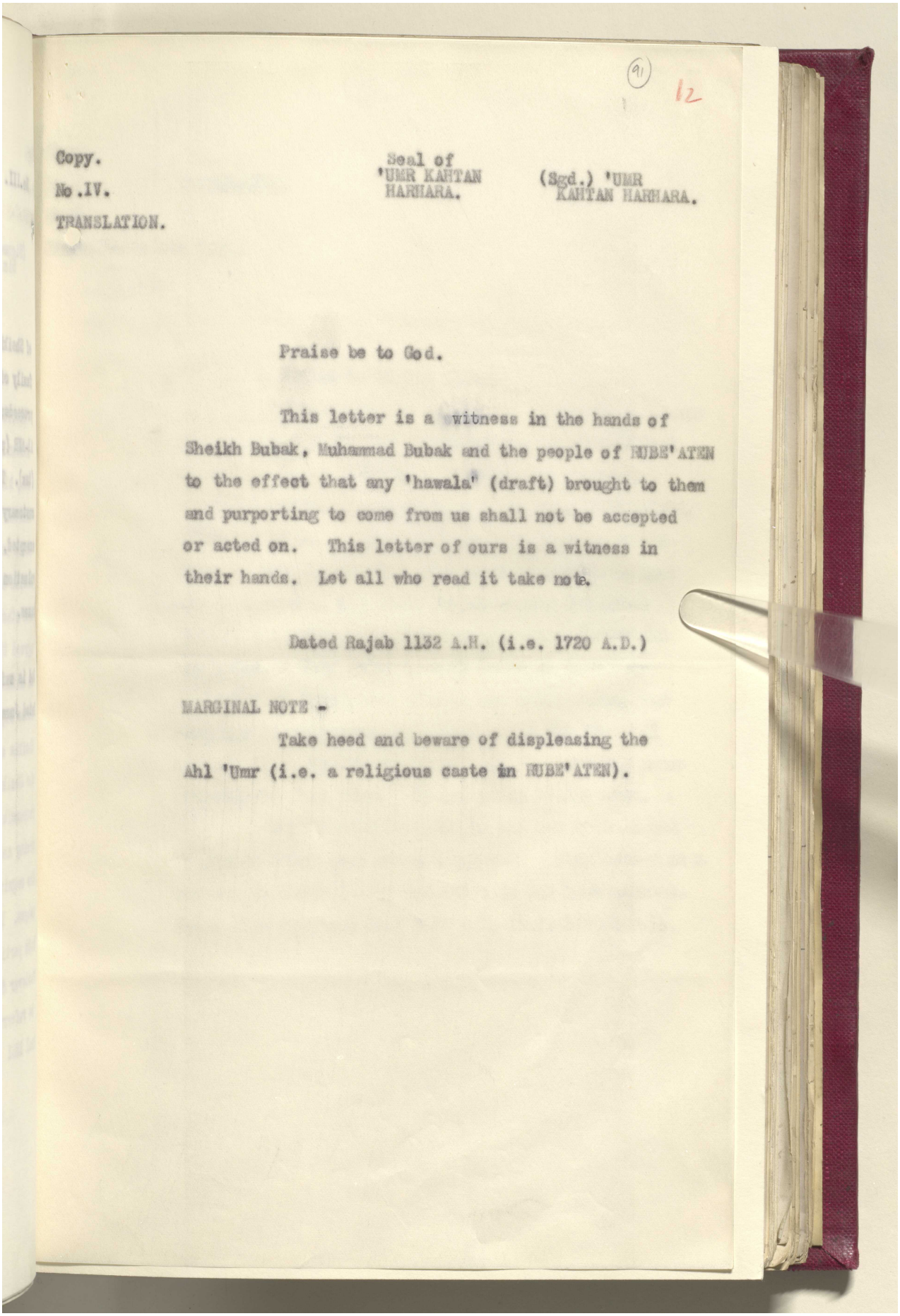

(91) 12

Copy.
No.IV.
TRANSLATION.

Seal of
'UMR KAHTAN
HARHARA.

(Sgd.) 'UMR
KAHTAN HARHARA.

Praise be to God.

This letter is a witness in the hands of Sheikh Bubak, Muhammad Bubak and the people of HUBE'ATEN to the effect that any 'hawala' (draft) brought to them and purporting to come from us shall not be accepted or acted on. This letter of ours is a witness in their hands. Let all who read it take note.

Dated Rajab 1132 A.H. (i.e. 1720 A.D.)

MARGINAL NOTE -

Take heed and beware of displeasing the Ahl 'Umr (i.e. a religious caste in HUBE'ATEN).

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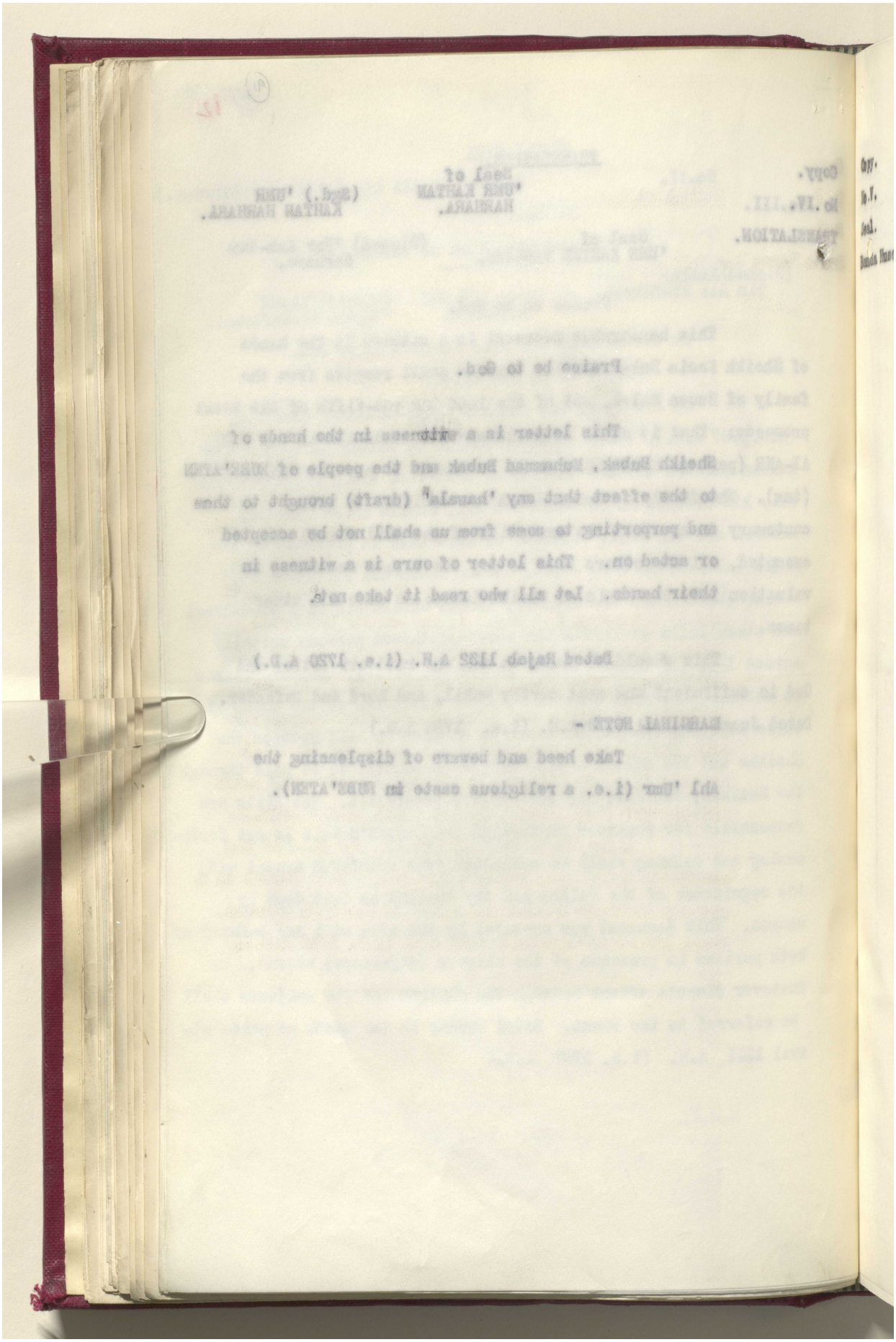

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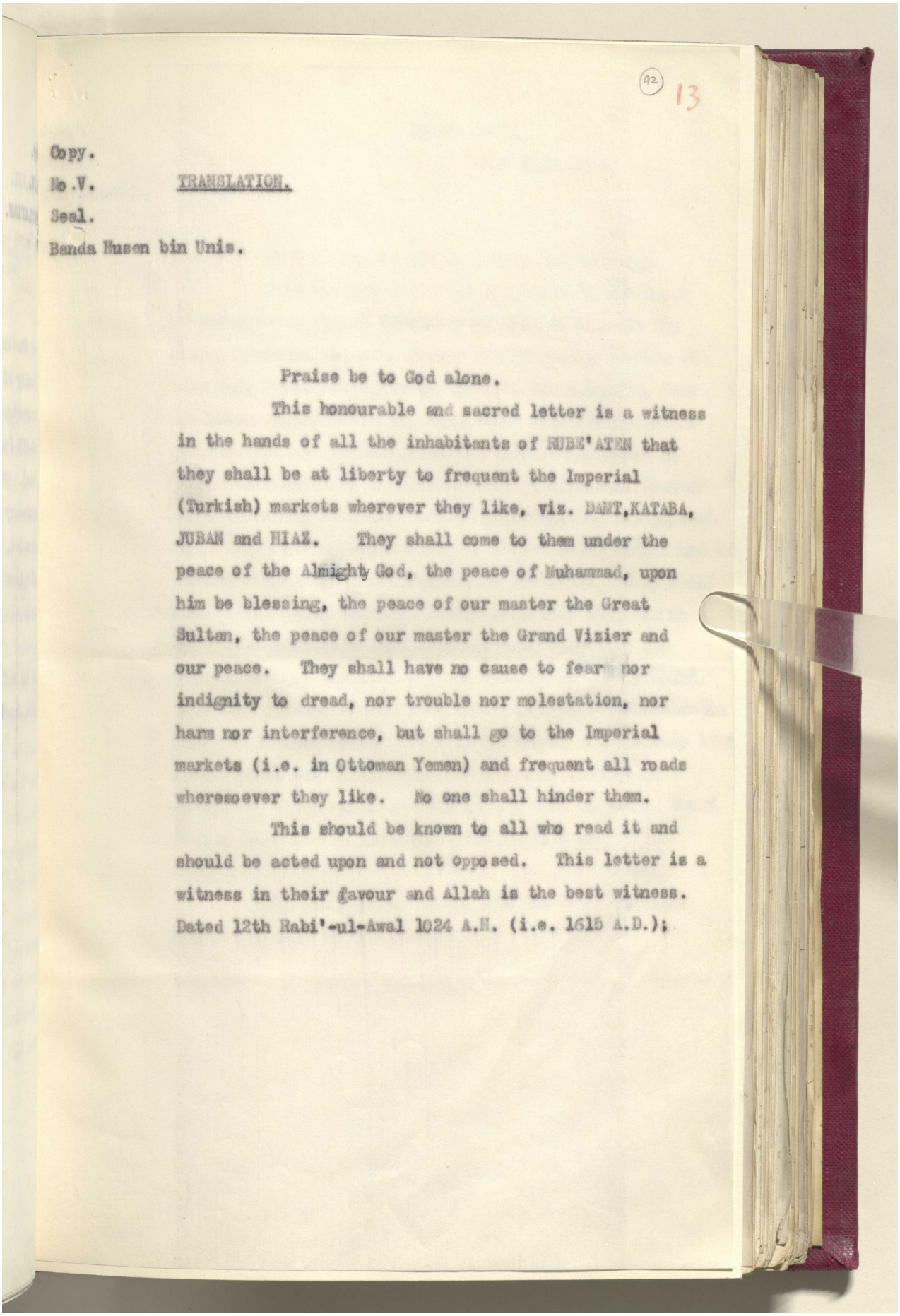

(92) 13

Copy.

No.V. TRANSLATION.

Seal.

Banda Husen bin Unis.

Praise be to God alone.

This honourable and sacred letter is a witness in the hands of all the inhabitants of NUBE'ATEN that they shall be at liberty to frequent the Imperial (Turkish) markets wherever they like, viz. DANT,KATABA, JUBAN and HIAZ. They shall come to them under the peace of the Almighty God, the peace of Muhammad, upon him be blessing, the peace of our master the Great Sultan, the peace of our master the Grand Vizier and our peace. They shall have no cause to fear nor indignity to dread, nor trouble nor molestation, nor harm nor interference, but shall go to the Imperial markets (i.e. in Ottoman Yemen) and frequent all roads wheresoever they like. No one shall hinder them.

This should be known to all who read it and should be acted upon and not opposed. This letter is a witness in their favour and Allah is the best witness. Dated 12th Rabi'-ul-Awal 1024 A.H. (i.e. 1615 A.D.);

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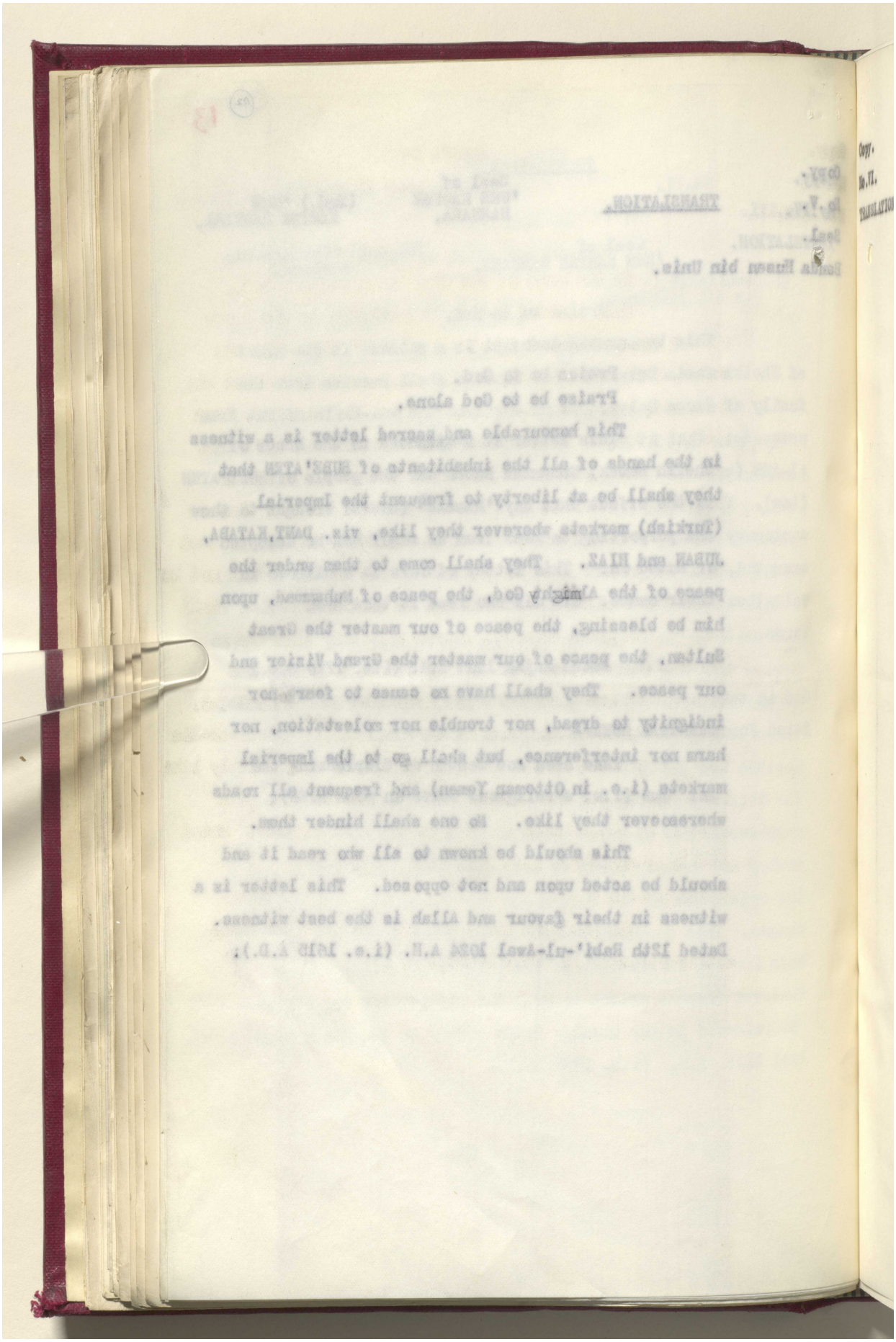

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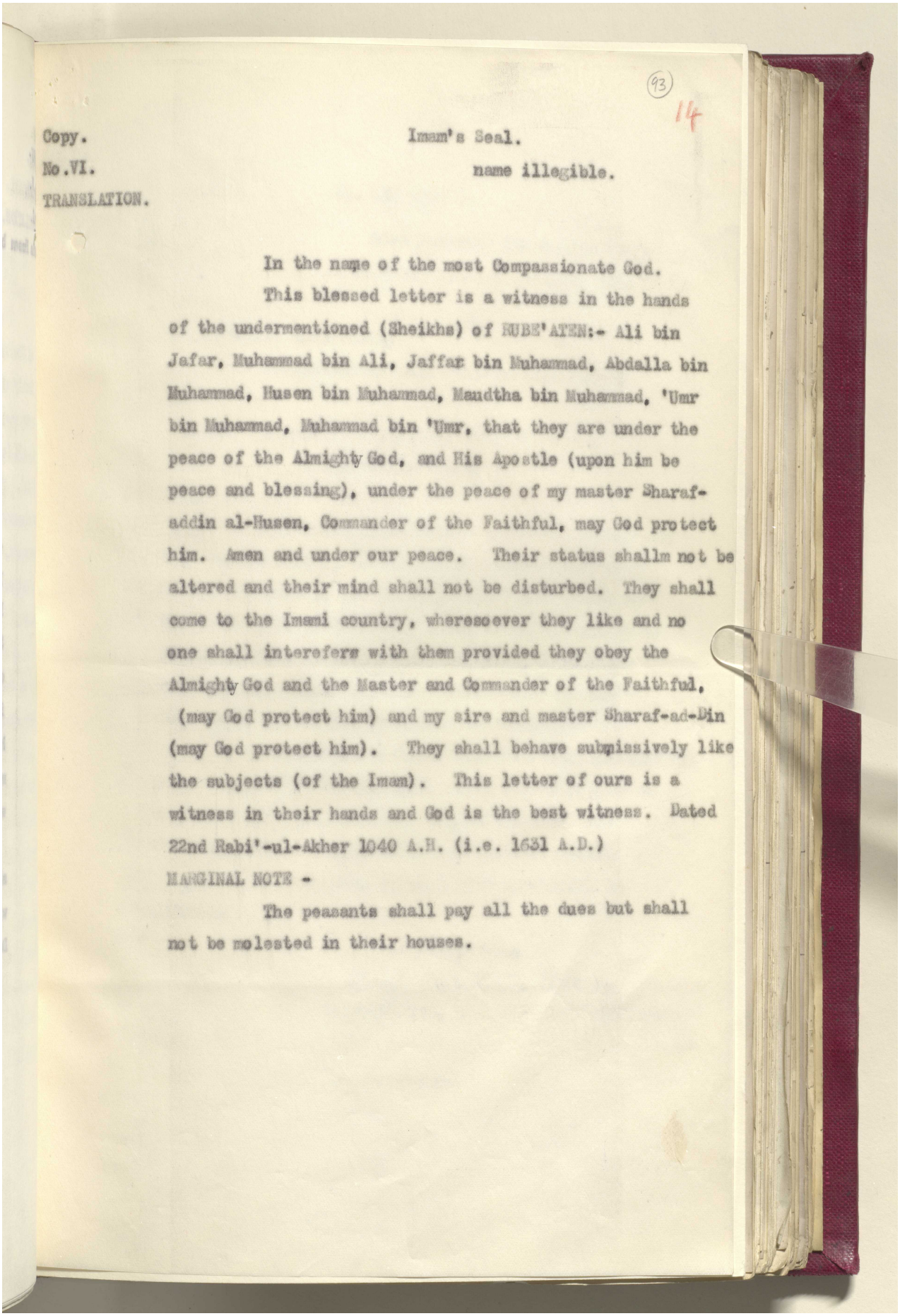

(93)
14

Copy.
No.VI.
TRANSLATION.

Imam's Seal.
name illegible.

In the name of the most Compassionate God.

This blessed letter is a witness in the hands of the undermentioned (Sheikhs) of HUBE'ATEN:- Ali bin Jafar, Muhammad bin Ali, Jaffar bin Muhammad, Abdalla bin Muhammad, Husen bin Muhammad, Maudtha bin Muhammad, 'Umr bin Muhammad, Muhammad bin 'Umr, that they are under the peace of the Almighty God, and His Apostle (upon him be peace and blessing), under the peace of my master Sharaf-addin al-Husen, Commander of the Faithful, may God protect him. Amen and under our peace. Their status shallm not be altered and their mind shall not be disturbed. They shall come to the Imami country, wherescoever they like and no one shall interefers with them provided they obey the Almighty God and the Master and Commander of the Faithful, (may God protect him) and my sire and master Sharaf-ad-Din (may God protect him). They shall behave submissively like the subjects (of the Imam). This letter of ours is a witness in their hands and God is the best witness. Dated 22nd Rabi'-ul-Akher 1040 A.H. (i.e. 1631 A.D.)

MARGINAL NOTE -

The peasants shall pay all the dues but shall not be molested in their houses.

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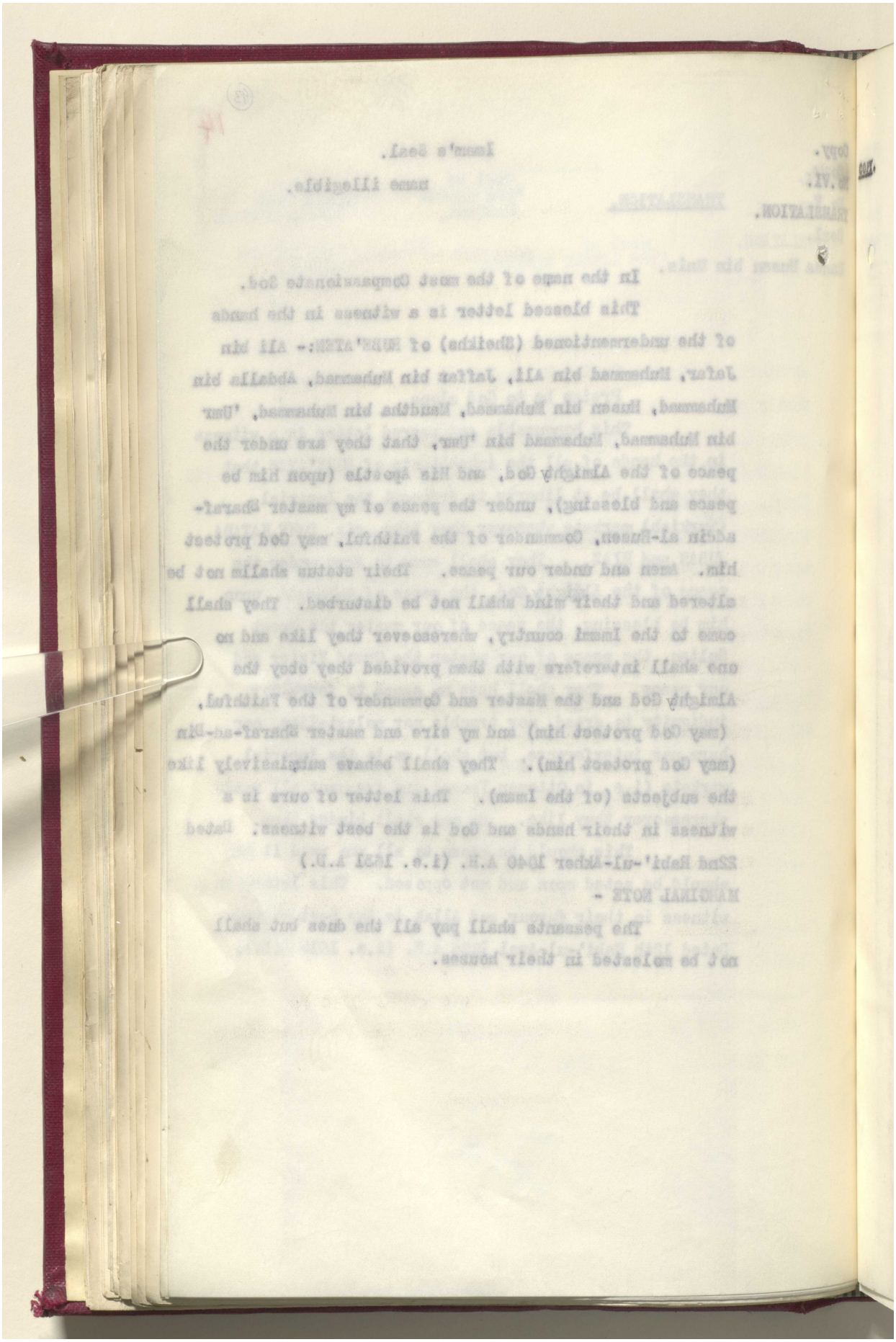

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94
15

COPY.

No. 340 Secret.

Aden Boundary Commission Camp,
Sanah (near Kataba) the 26th Oct. 1903.

From

Colonel R.A. WAHAB,
Commissioner, Aden Boundary Commission,

To

The Secretary to the Government of India,
Foreign Department.

Sir,

With reference to our No. 331 of October 1st 1903 on the subject of the Boundary North East from LAKMAT ASH SHUB to the desert, I have the honour to enclose a further document, which is supplementary to those attached to that report and which I have consequently marked No. X in continuation of the numbers of the documents already forwarded.

Document No. X shows that even some two hundred years ago, HUBE'ATEN was assigned by the then Imam as a fief of Sultan KAHTAN bin UMR, an ancestor and namesake of the present Sultan of YAFA ES SOUFAL.

The original, which I have inspected, is genuine.

I have, etc.,
(Sgd.) R.A. WAHAB, Colonel,
Commissioner, Aden Boundary Commission.

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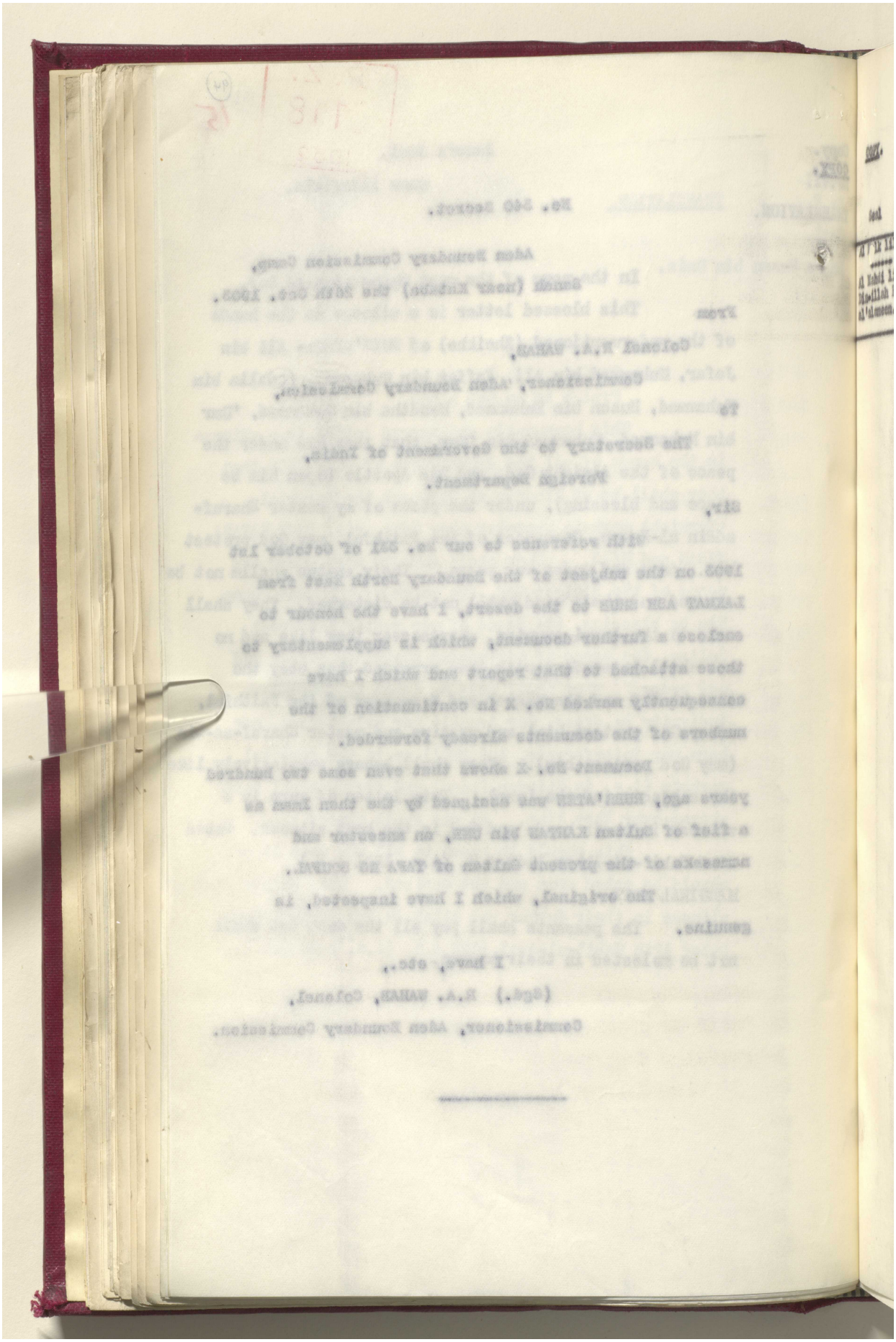

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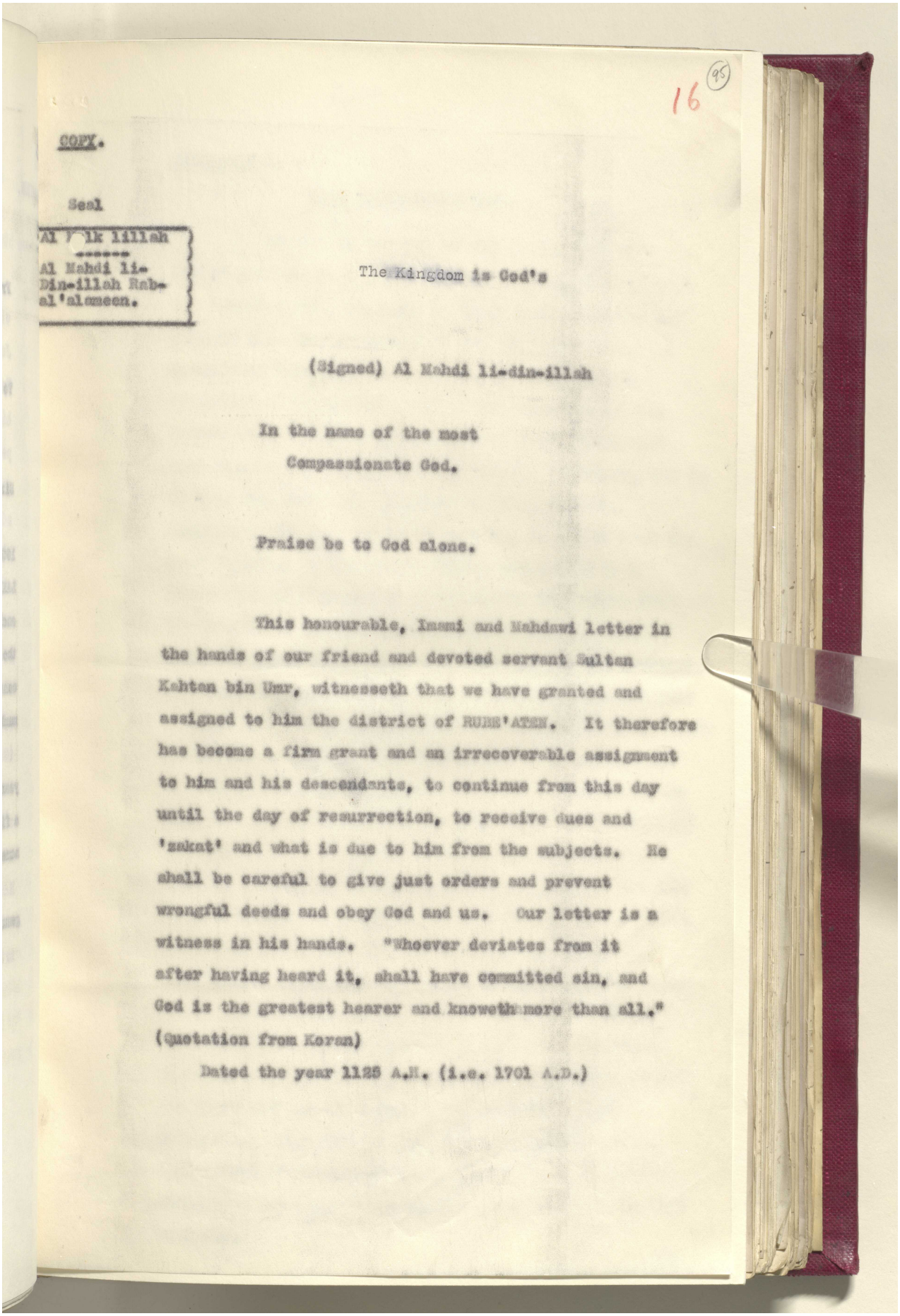

16 (95)

COPY.

Seal

Al [illegible]lk lillah
Al Mahdi li-
Din-illah Rab-
al'alameen.

The Kingdom is God's

(Signed) Al Mahdi li-din-illah

In the name of the most
Compassionate God.

Praise be to God alone.

This honourable, Imami and Mahdawi letter in the hands of our friend and devoted servant Sultan Kahtan bin Umr, witnesseth that we have granted and assigned to him the district of RUBE'ATEN. It therefore has become a firm grant and an irrecoverable assignment to him and his descendants, to continue from this day until the day of resurrection, to receive dues and 'zakat' and what is due to him from the subjects. He shall be careful to give just orders and prevent wrongful deeds and obey God and us. Our letter is a witness in his hands. "Whoever deviates from it after having heard it, shall have committed sin, and God is the greatest hearer and knoweth more than all." (Quotation from Koran)

Dated the year 1125 A.H. (i.e. 1701 A.D.)

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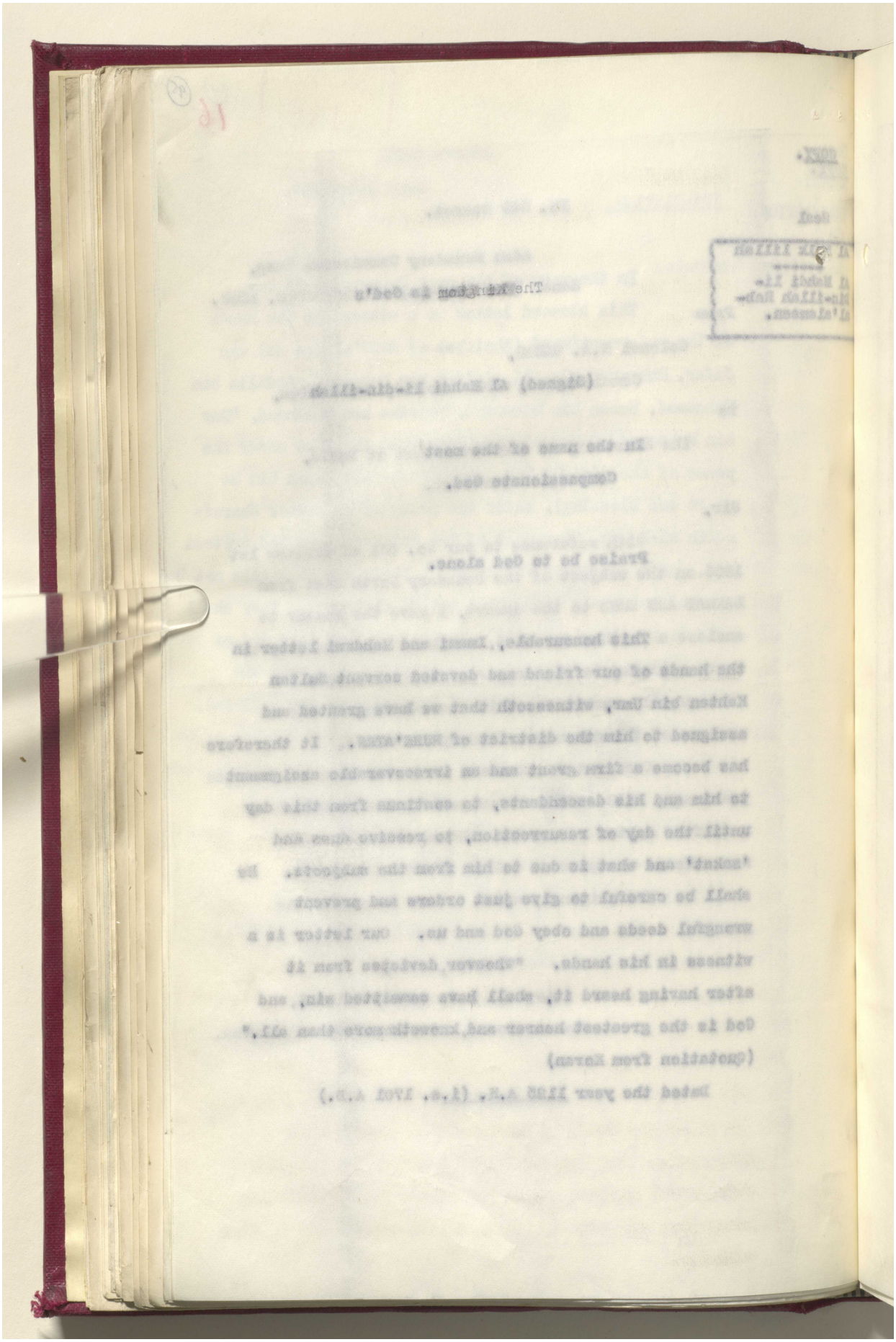

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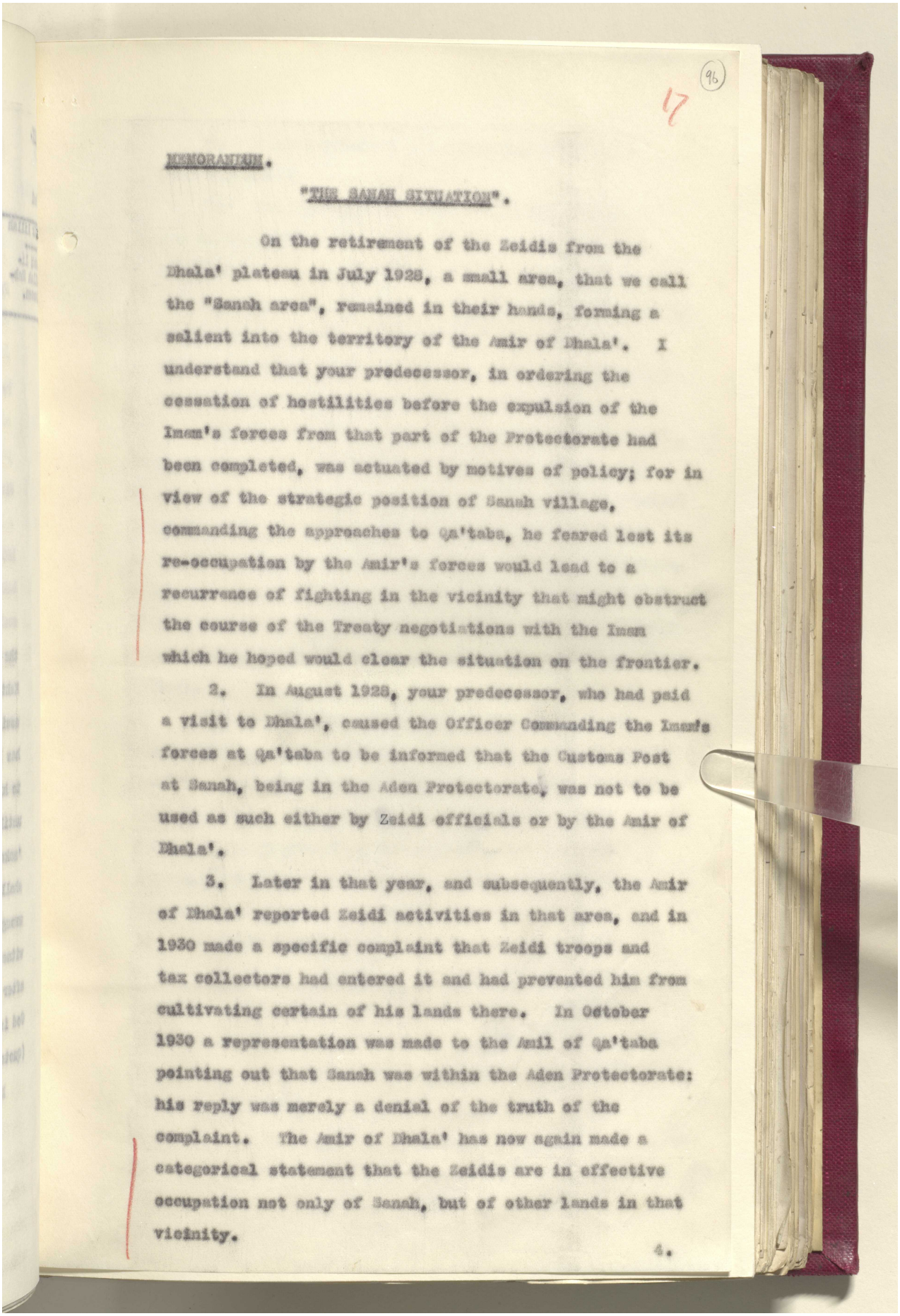

17 (96)

MEMORANDUM.

"THE SANAH SITUATION".

On the retirement of the Zeidis from the Dhala' plateau in July 1928, a small area, that we call the "Sanah area", remained in their hands, forming a salient into the territory of the Amir of Dhala'. I understand that your predecessor, in ordering the cessation of hostilities before the expulsion of the Imam's forces from that part of the Protectorate had been completed, was actuated by motives of policy; for in view of the strategic position of Sanah village, commanding the approaches to Qa'taba, he feared lest its re-occupation by the Amir's forces would lead to a recurrence of fighting in the vicinity that might obstruct the course of the Treaty negotiations with the Imam which he hoped would clear the situation on the frontier.

2. In August 1928, your predecessor, who had paid a visit to Dhala', caused the Officer Commanding the Imam's forces at Qa'taba to be informed that the Customs Post at Sanah, being in the Aden Protectorate, was not to be used as such either by Zeidi officials or by the Amir of Dhala'.

3. Later in that year, and subsequently, the Amir of Dhala' reported Zeidi activities in that area, and in 1930 made a specific complaint that Zeidi troops and tax collectors had entered it and had prevented him from cultivating certain of his lands there. In October 1930 a representation was made to the Amil of Qa'taba pointing out that Sanah was within the Aden Protectorate: his reply was merely a denial of the truth of the complaint. The Amir of Dhala' has now again made a categorical statement that the Zeidis are in effective occupation not only of Sanah, but of other lands in that vicinity.

4.

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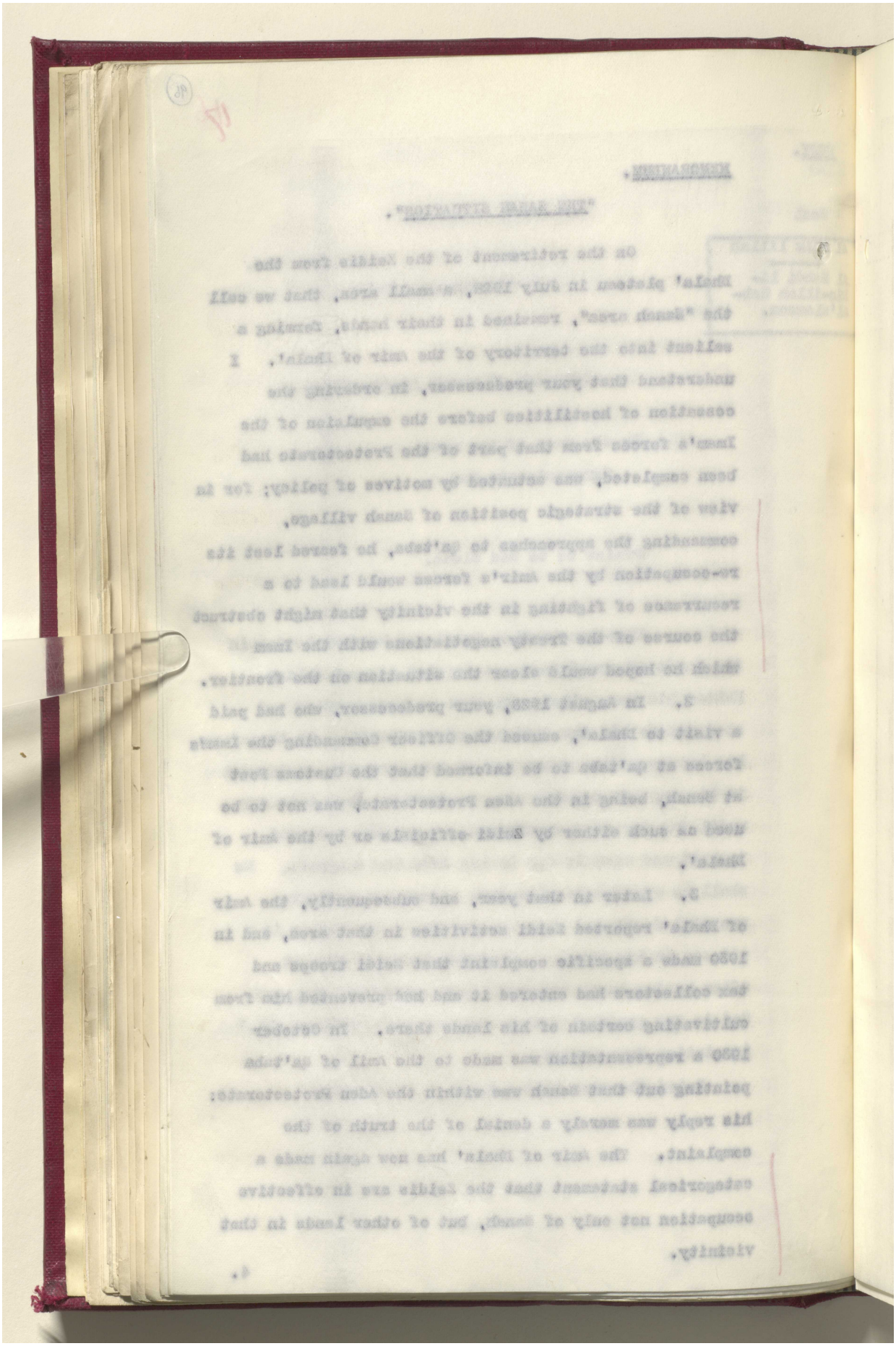

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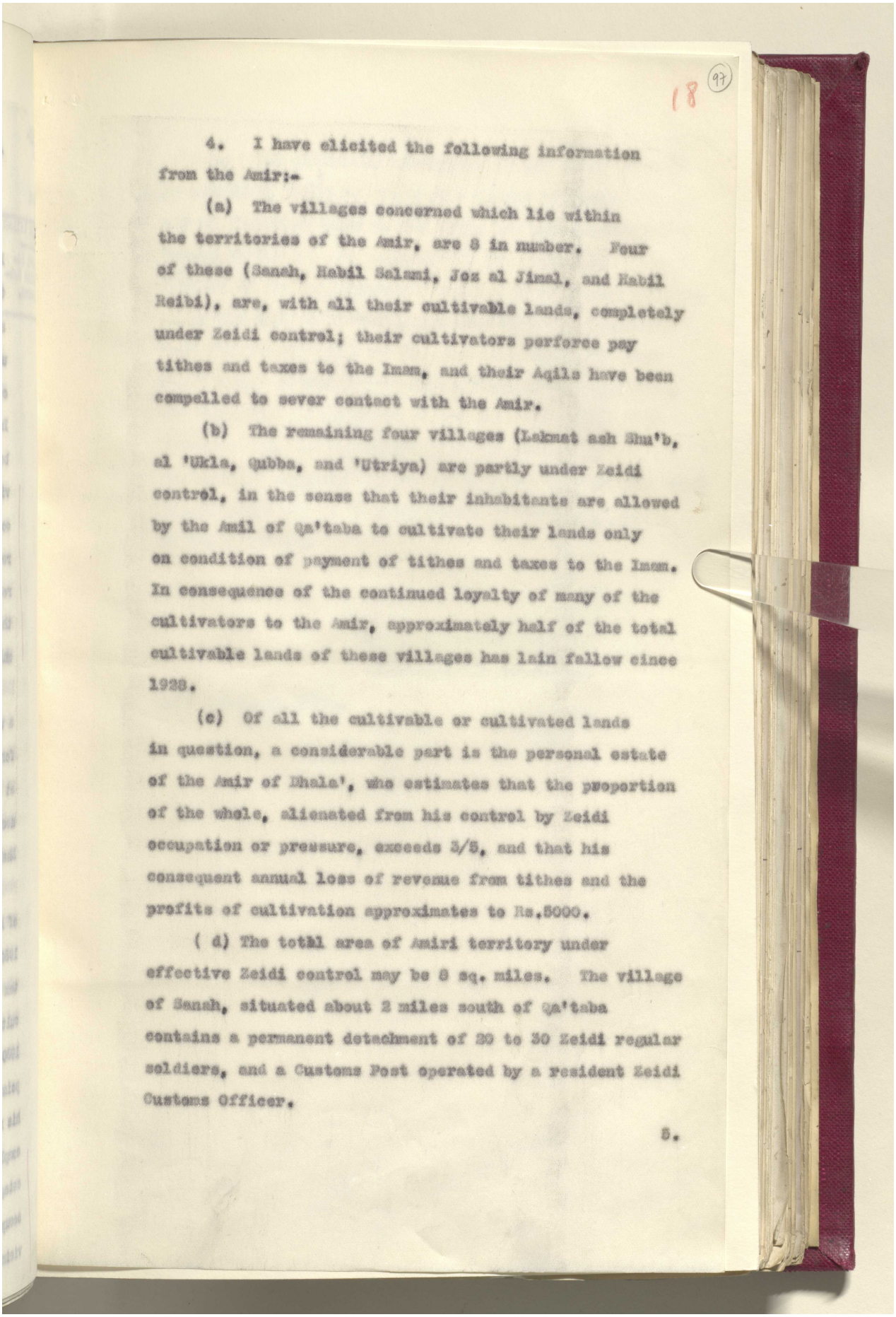

18 (97)

4. I have elicited the following information from the Amir:-

(a) The villages concerned which lie within the territories of the Amir, are 8 in number. Four of these (Sanah, Habil Salami, Jez al Jimal, and Habil Reibi), are, with all their cultivable lands, completely under Zeidi control; their cultivators perforce pay tithes and taxes to the Imam, and their Aqils have been compelled to sever contact with the Amir.

(b) The remaining four villages (Lakmat ash Shu'b, al 'Ukla, Qubba, and 'Utriya) are partly under Zeidi control, in the sense that their inhabitants are allowed by the Amil of Qa'taba to cultivate their lands only on condition of payment of tithes and taxes to the Imam. In consequence of the continued loyalty of many of the cultivators to the Amir, approximately half of the total cultivable lands of these villages has lain fallow since 1928.

(c) Of all the cultivable or cultivated lands in question, a considerable part is the personal estate of the Amir of Dhala', who estimates that the proportion of the whole, alienated from his control by Zeidi occupation or pressure, exceeds 3/5, and that his consequent annual loss of revenue from tithes and the profits of cultivation approximates to Rs.5000.

( d) The total area of Amiri territory under effective Zeidi control may be 8 sq. miles. The village of Sanah, situated about 2 miles south of Qa'taba contains a permanent detachment of 20 to 30 Zeidi regular soldiers, and a Customs Post operated by a resident Zeidi Customs Officer.

5.

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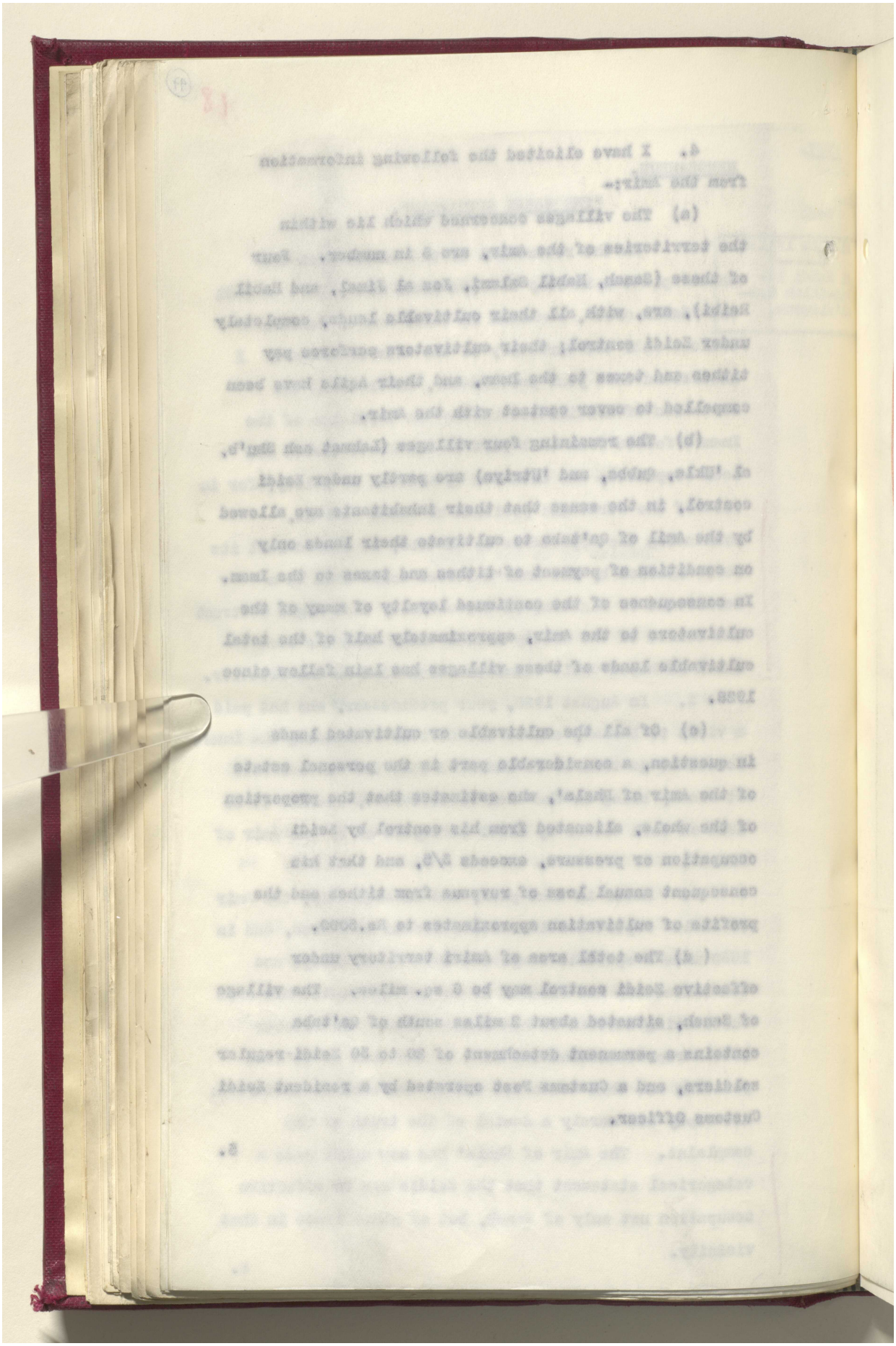

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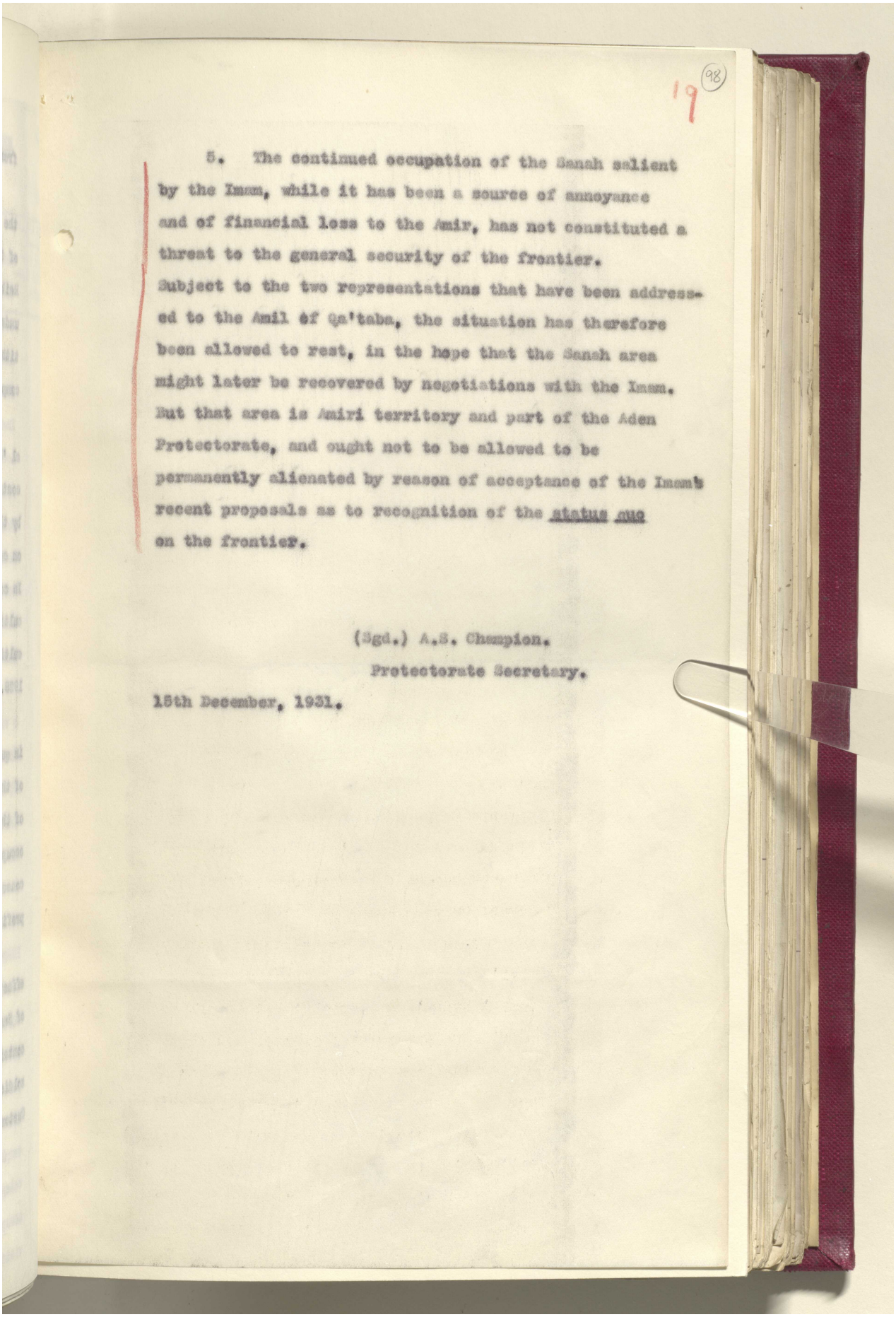

19 (98)

5. The continued occupation of the Sanah salient by the Imam, while it has been a source of annoyance and of financial loss to the Amir, has not constituted a threat to the general security of the frontier. Subject to the two representations that have been addressed to the Amil of Qa'taba, the situation has therefore been allowed to rest, in the hope that the Sanah area might later be recovered by negotiations with the Imam. But that area is Amiri territory and part of the Aden Protectorate, and ought not to be allowed to be permanently alienated by reason of acceptance of the Imam's recent proposals as to recognition of the status quo on the frontier.

(Sgd.) A.S. Champion.
Protectorate Secretary.

15th December, 1931.

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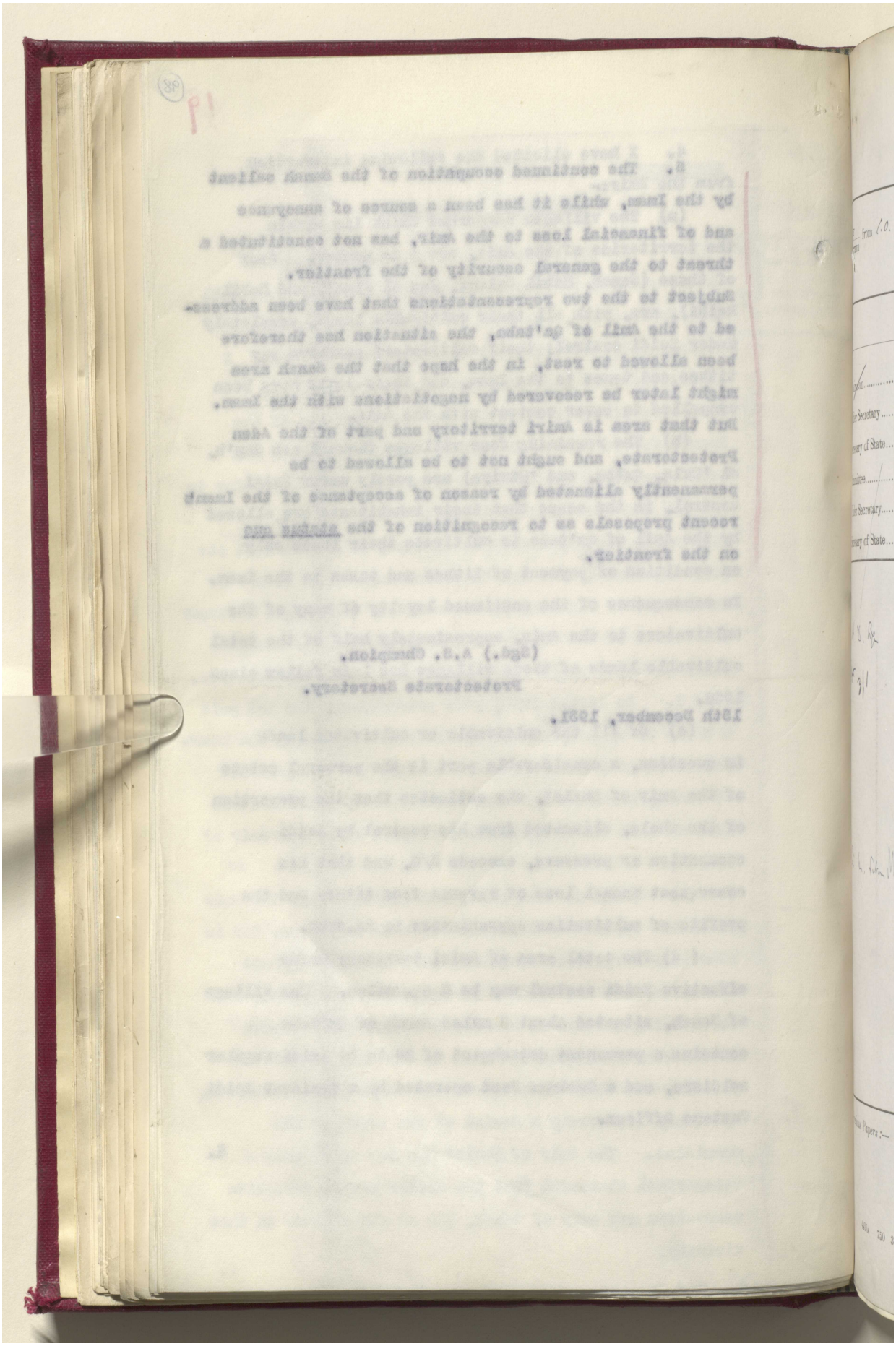

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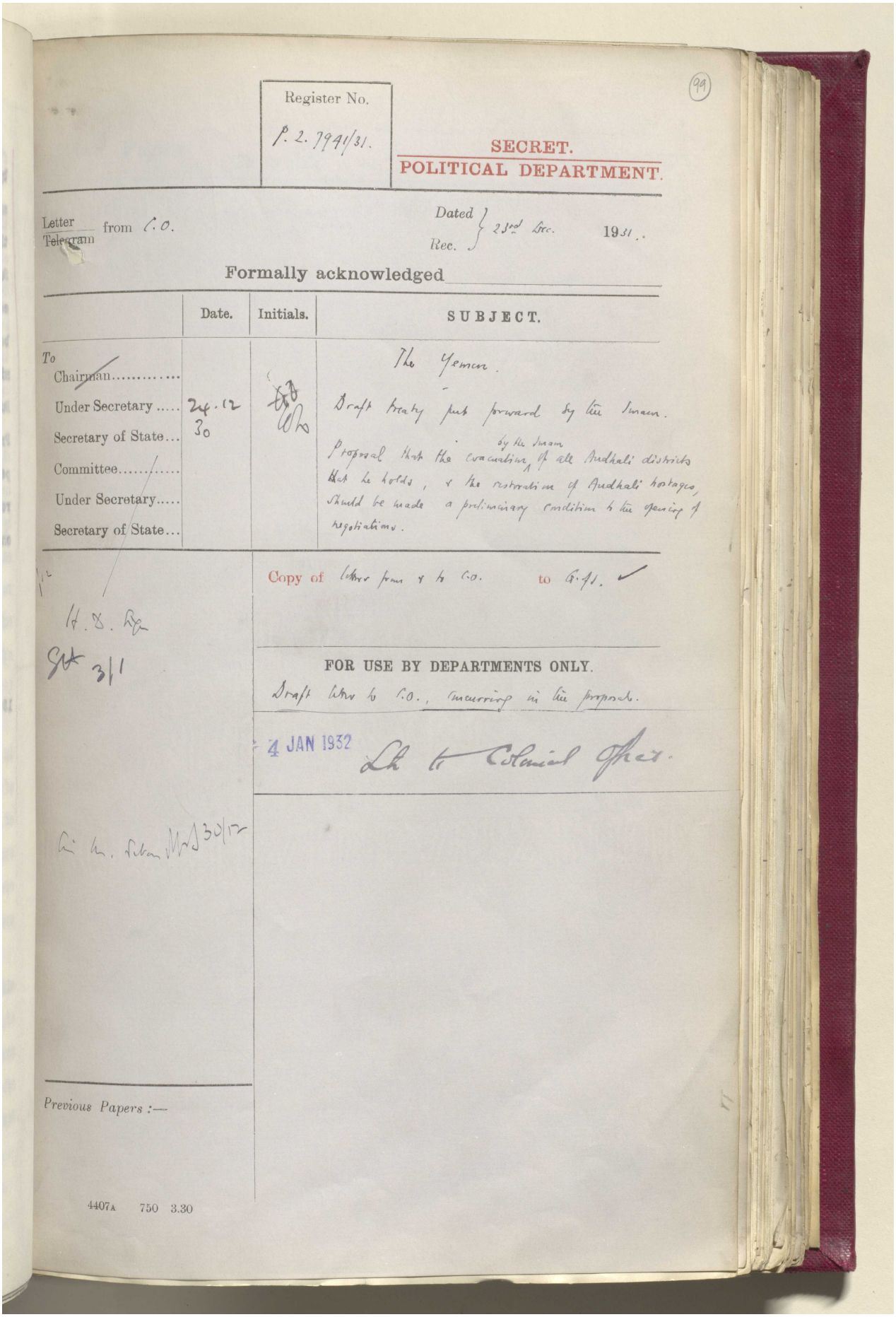

(99)

Register No.
P. 2. 7941/31.

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from C.O.

Dated / Rec. } 23rd Dec. 1931.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman..... | | | The Yemen. |
| Under Secretary ..... | 24.12 | [illegible] | Draft treaty put forward by the Imam. |
| Secretary of State... | 30 | [illegible] | Proposal that the evacuation by the Imam of all Audhali districts that he holds, & the restoration of Audhali hostages, should be made a preliminary condition to the opening of negotiations. |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

Copy of letters from & to C.O. to G.of.I. ✓

H. D. Eg
[illegible] 3/1

FOR USE BY DEPARTMENTS ONLY.

Draft letter to C.O., concurring in the proposals.

4 JAN 1932

Ltr to Colonial Office.

[illegible] 30/12

Previous Papers :—

4407A 750 3.30

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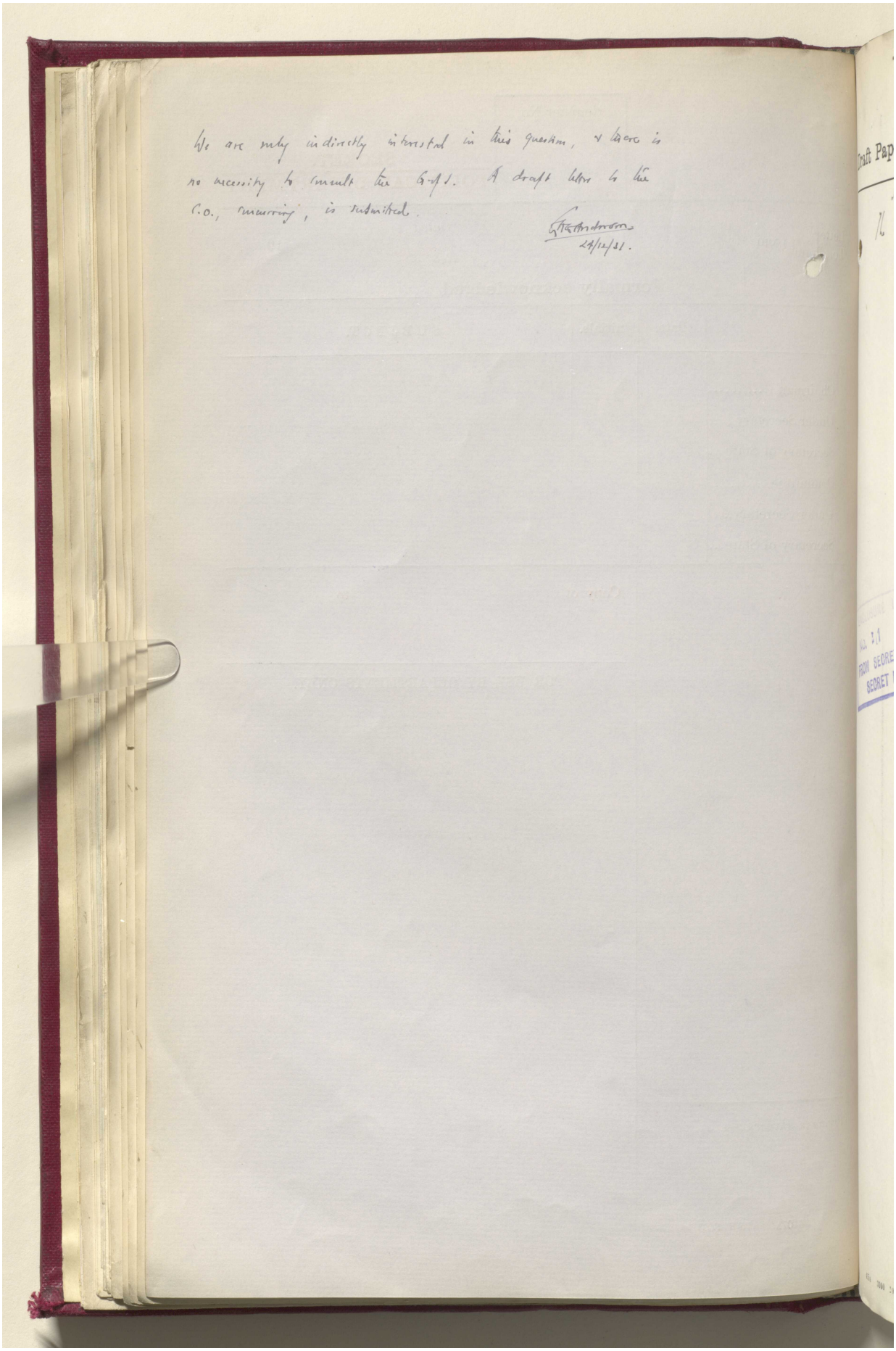

We are only indirectly interested in this question, & there is no necessity to consult the G. of I. A draft letter to the C.O., concurring, is submitted.

24/12/31.

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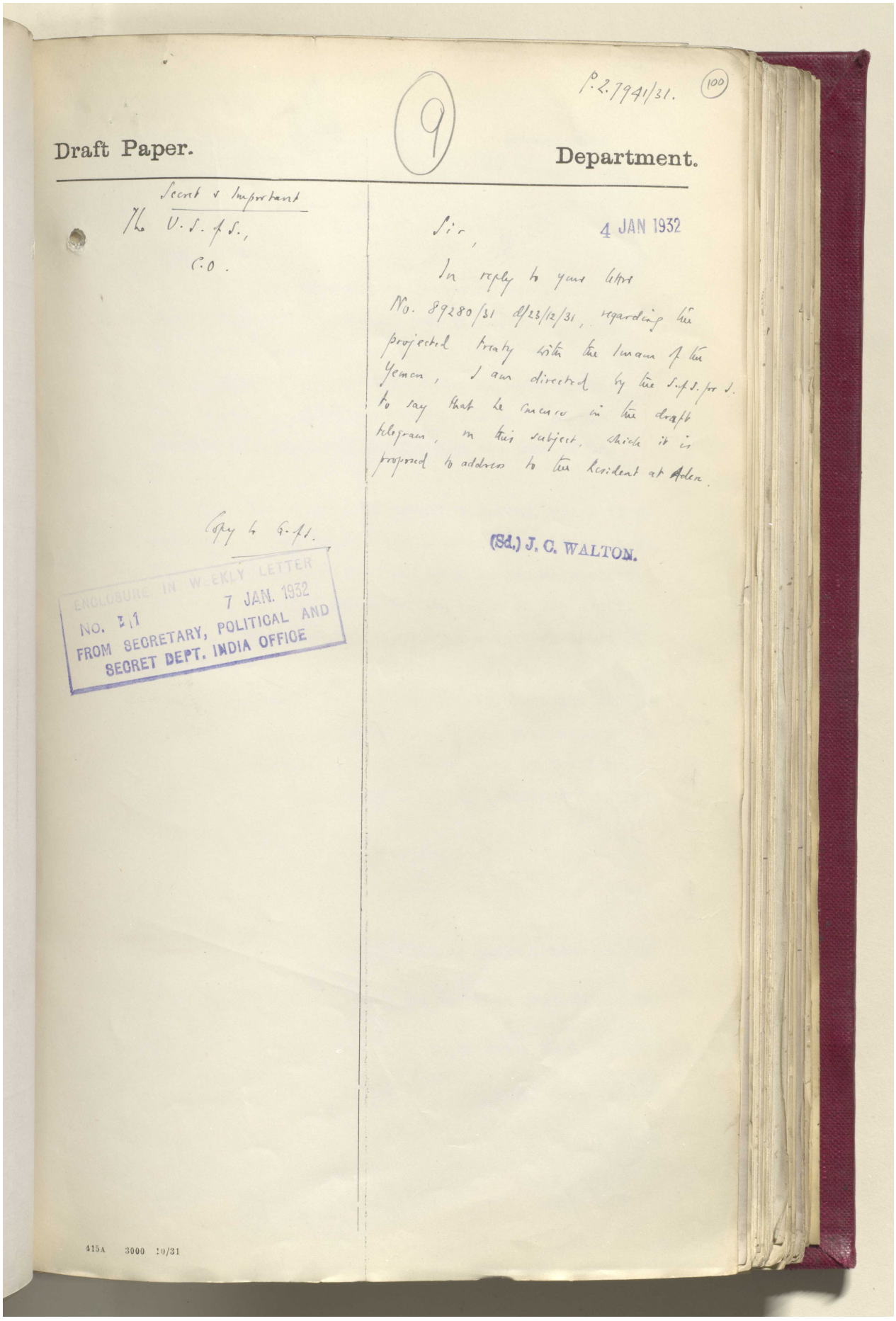

P.2.7941/31. (100)

9

Draft Paper. Department.

Secret & Important

The U.S. of S.,

C.O.

Sir,

4 JAN 1932

In reply to your letter No. 89280/31 d/23/12/31, regarding the projected treaty with the Imam of the Yemen, I am directed by the S. of S. for I. to say that he concurs in the draft telegram, on this subject, which it is proposed to address to the Resident at Aden.

Copy & C.P.

(Sd.) J. C. WALTON.

ENCLOSURE IN WEEKLY LETTER
NO. 1
7 JAN. 1932
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

415A 3000 10/31

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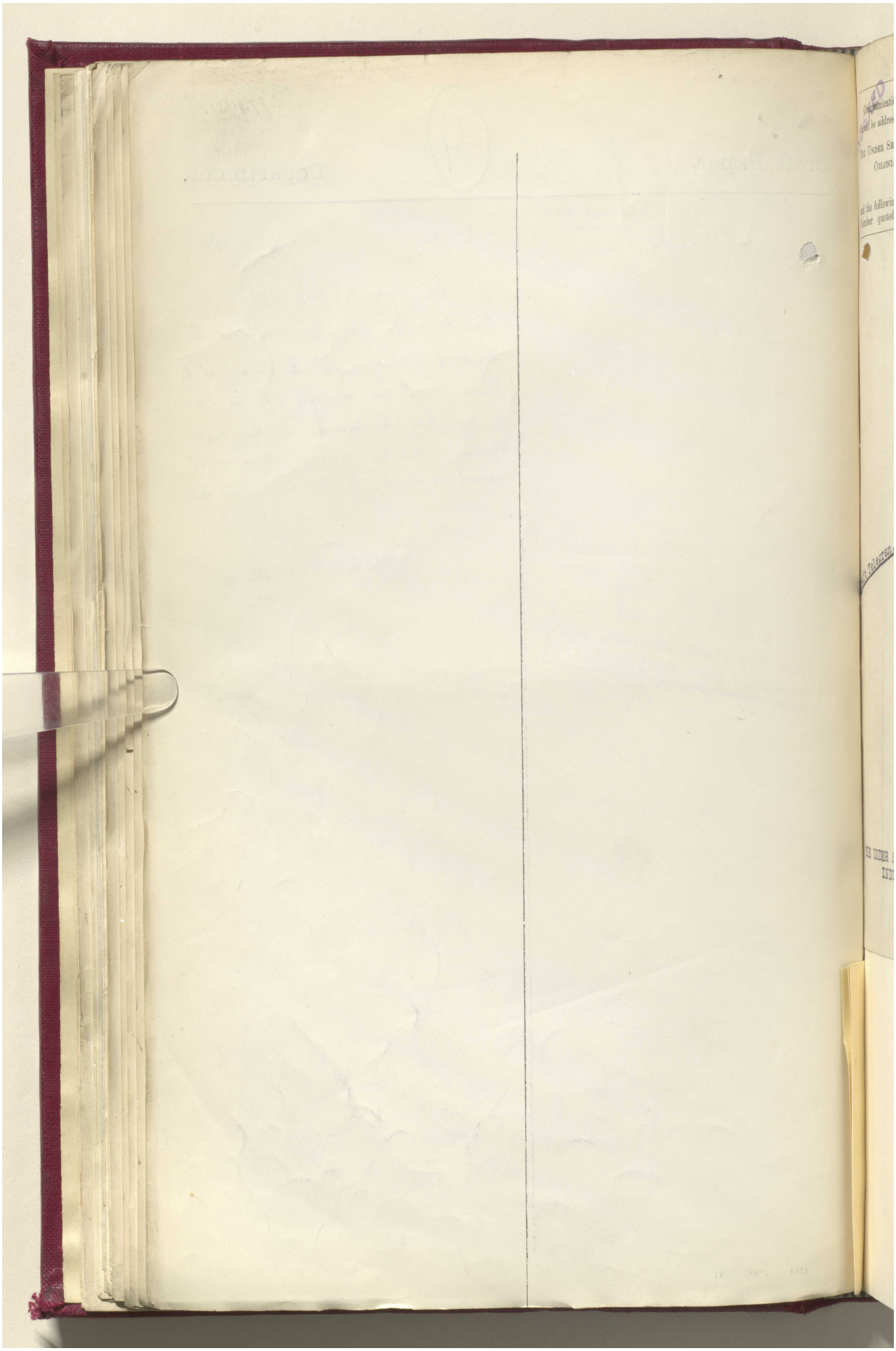

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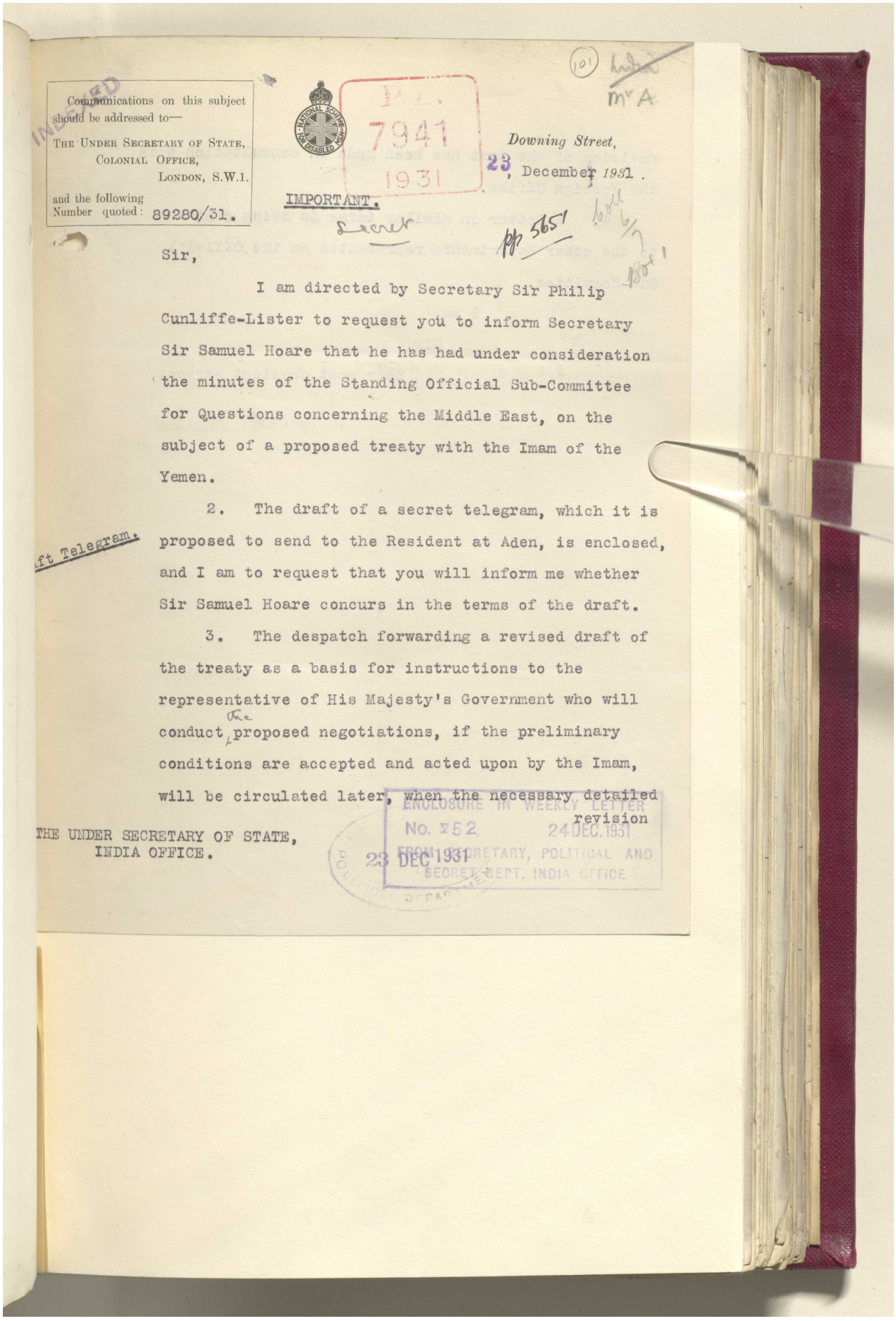

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 89280/31.

P.S. 7941 1931

*Downing Street,*
23 December *1931*.

IMPORTANT.
Secret

Sir,

I am directed by Secretary Sir Philip Cunliffe-Lister to request you to inform Secretary Sir Samuel Hoare that he has had under consideration the minutes of the Standing Official Sub-Committee for Questions concerning the Middle East, on the subject of a proposed treaty with the Imam of the Yemen.

2. The draft of a secret telegram, which it is proposed to send to the Resident at Aden, is enclosed, and I am to request that you will inform me whether Sir Samuel Hoare concurs in the terms of the draft.

Draft Telegram.

3. The despatch forwarding a revised draft of the treaty as a basis for instructions to the representative of His Majesty's Government who will conduct the proposed negotiations, if the preliminary conditions are accepted and acted upon by the Imam, will be circulated later, when the necessary detailed revision

THE UNDER SECRETARY OF STATE,
INDIA OFFICE.

ENCLOSURE IN WEEKLY LETTER
No. 252 24 DEC. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

23 DEC 1931

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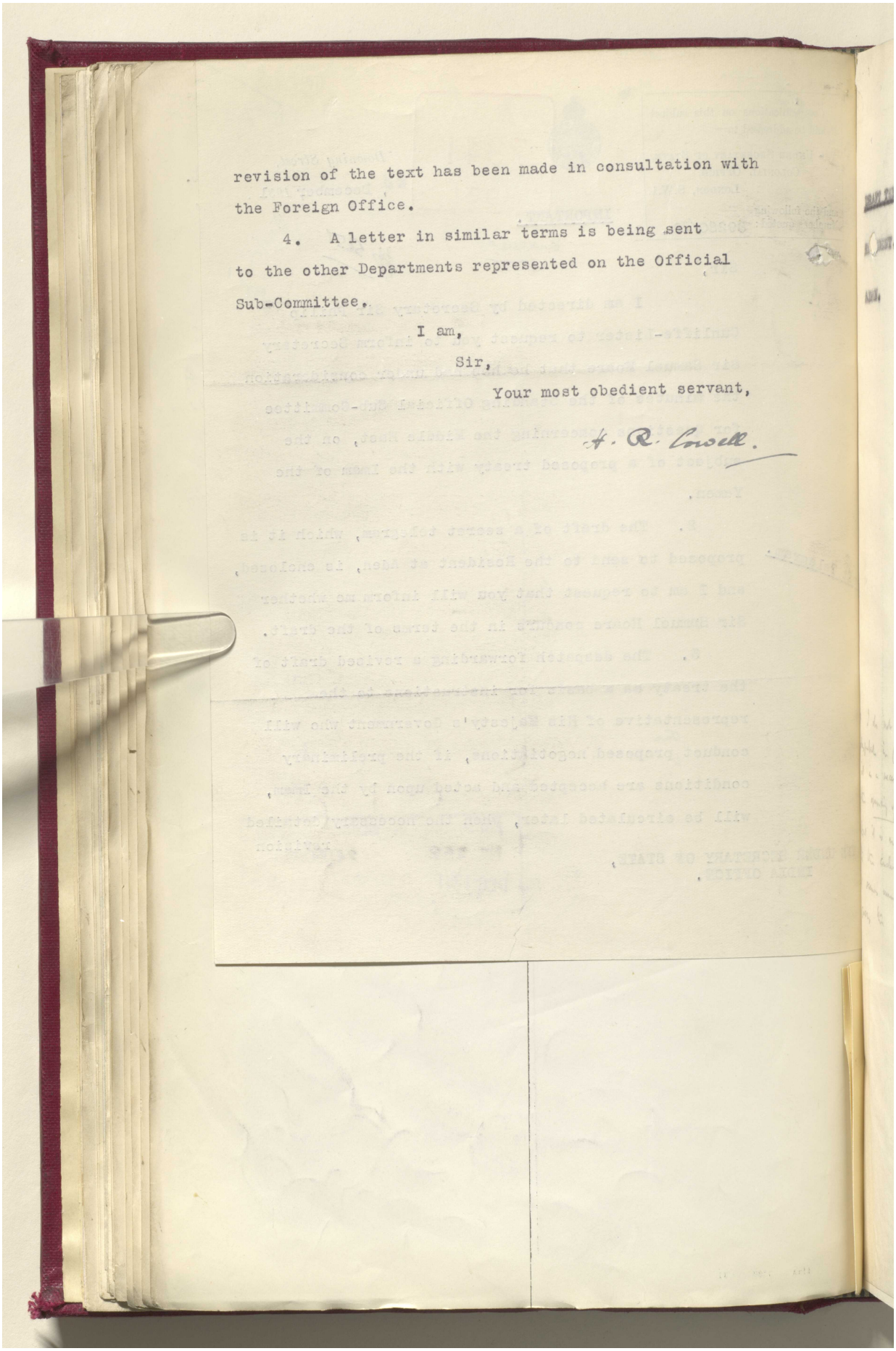

revision of the text has been made in consultation with the Foreign Office.

4. A letter in similar terms is being sent to the other Departments represented on the Official Sub-Committee.

I am,

Sir,

Your most obedient servant,

H. R. Knox.

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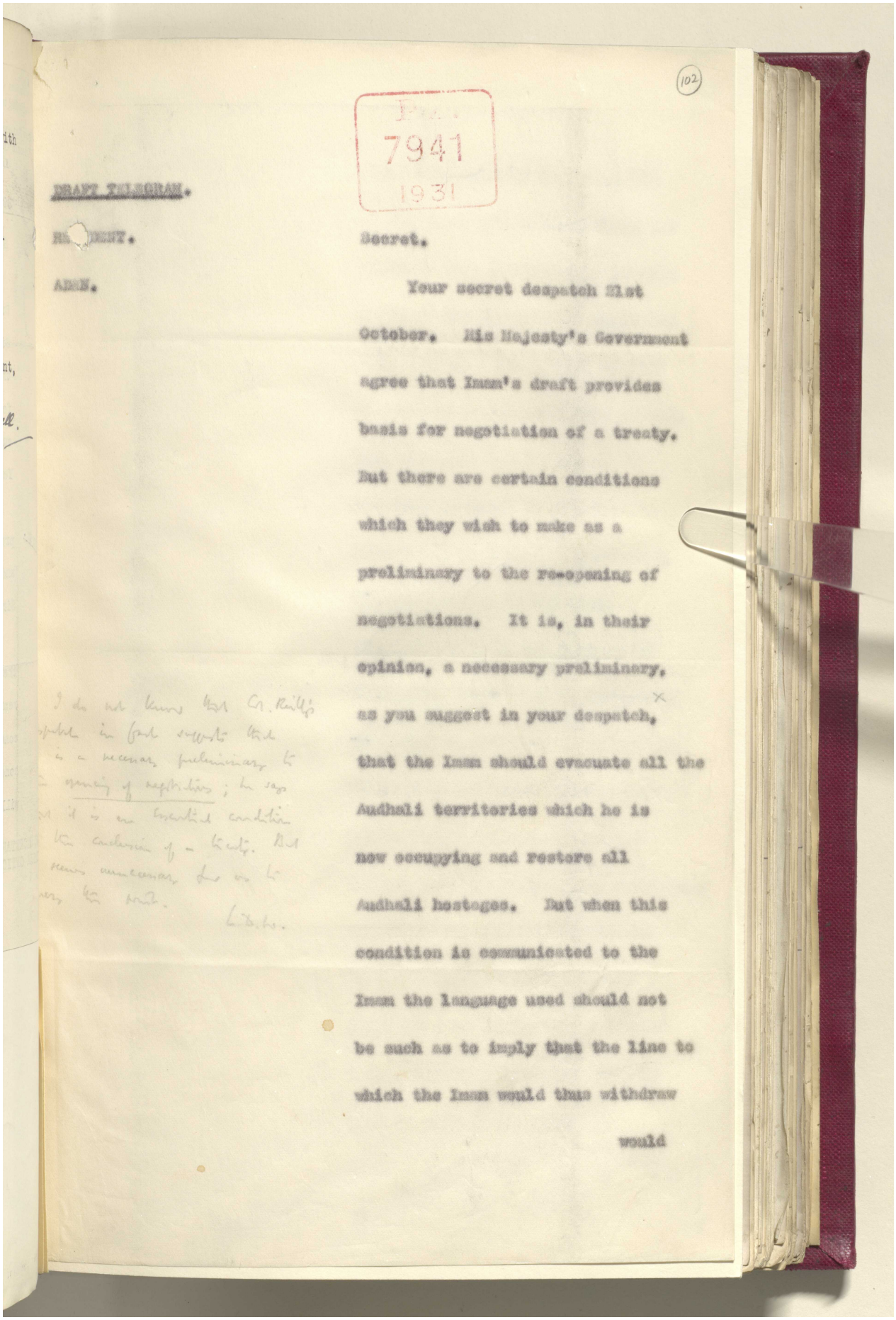

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Pol. 7941 1931

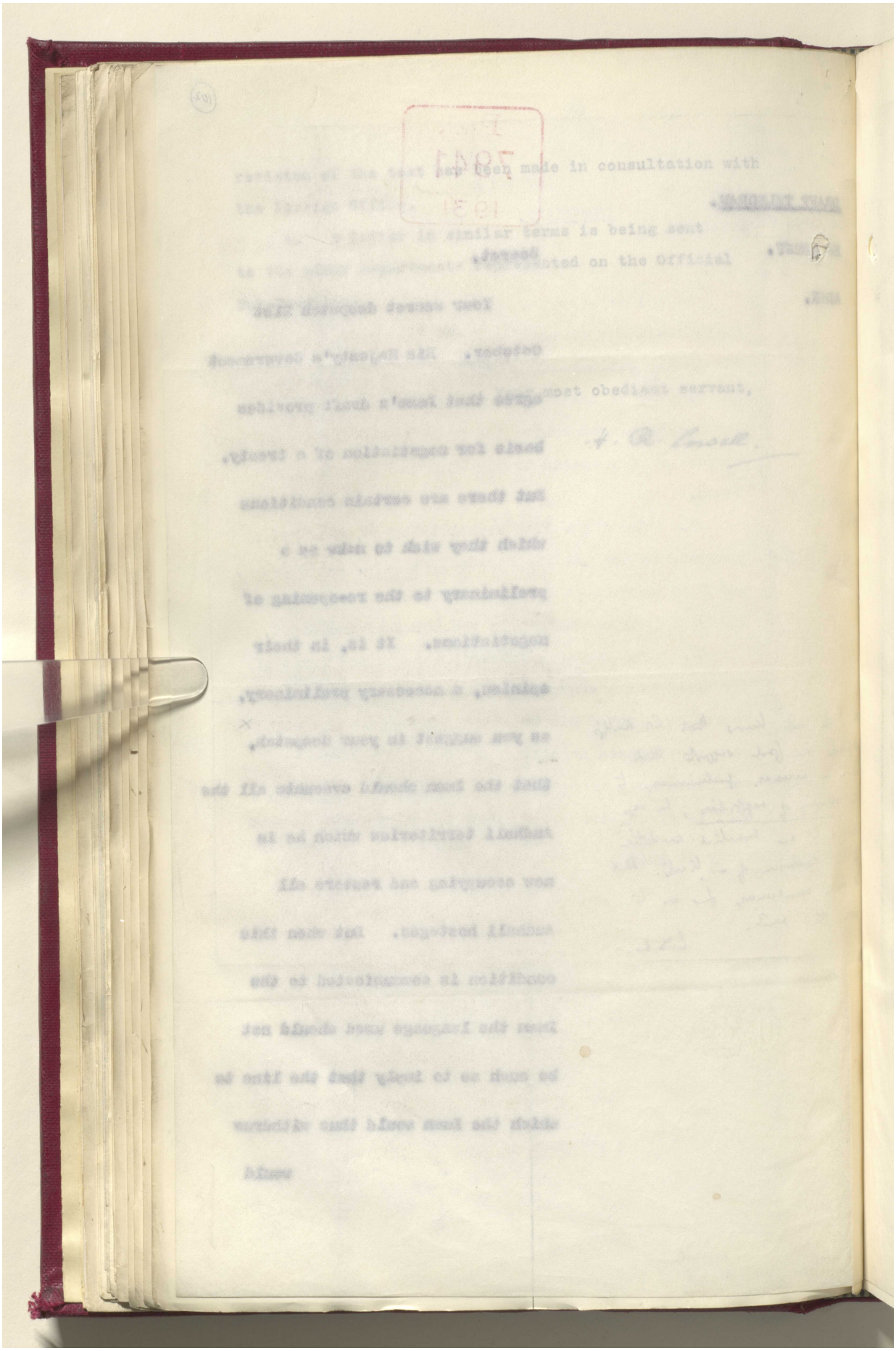
DRAFT TELEGRAM.

RESIDENT.

ADEN.

Secret.

Your secret despatch 31st October. His Majesty's Government agree that Imam's draft provides basis for negotiation of a treaty. But there are certain conditions which they wish to make as a preliminary to the re-opening of negotiations. It is, in their opinion, a necessary preliminary, as you suggest in your despatch, that the Imam should evacuate all the Audhali territories which he is now occupying and restore all Audhali hostages. But when this condition is communicated to the Imam the language used should not be such as to imply that the line to which the Imam would thus withdraw would



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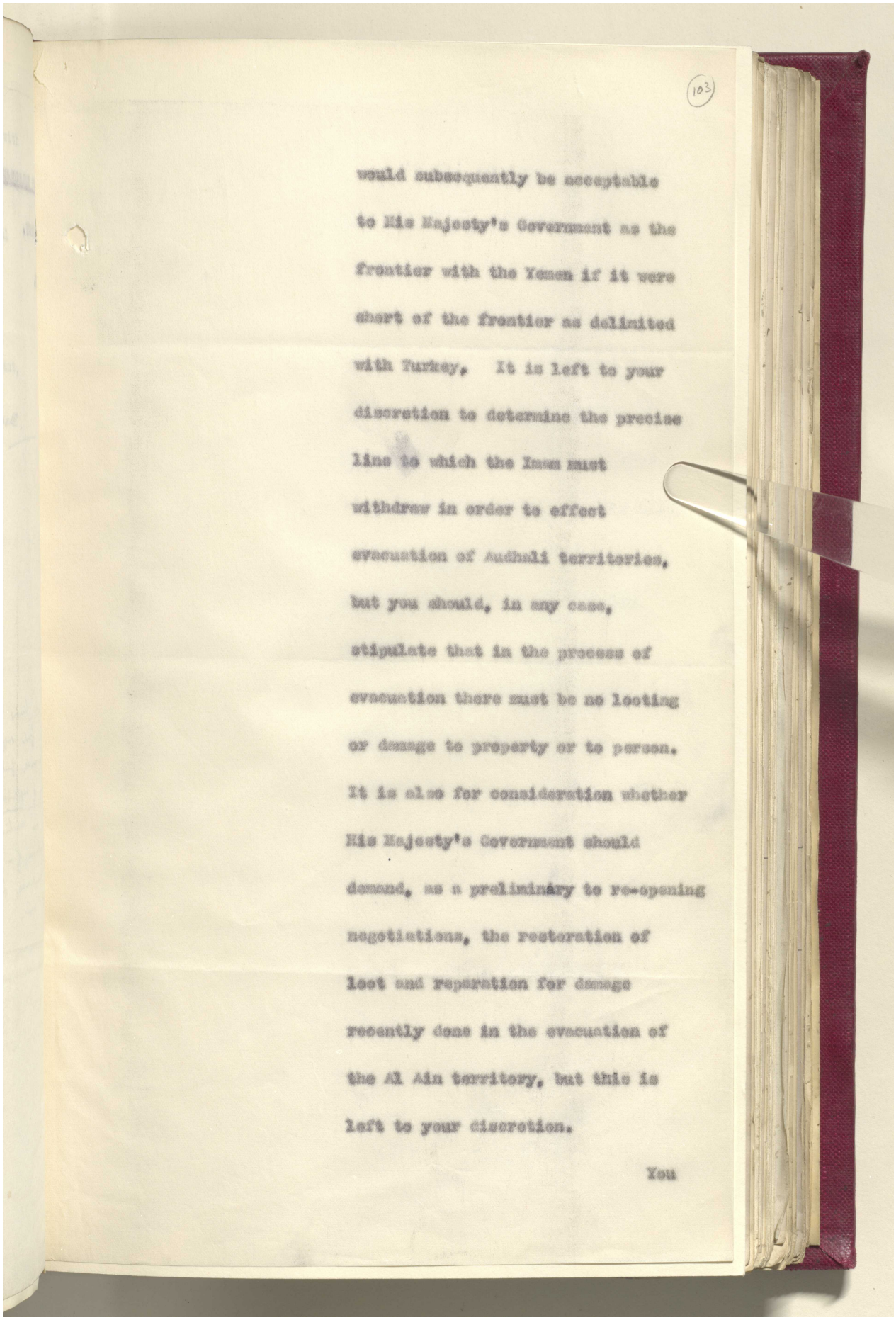
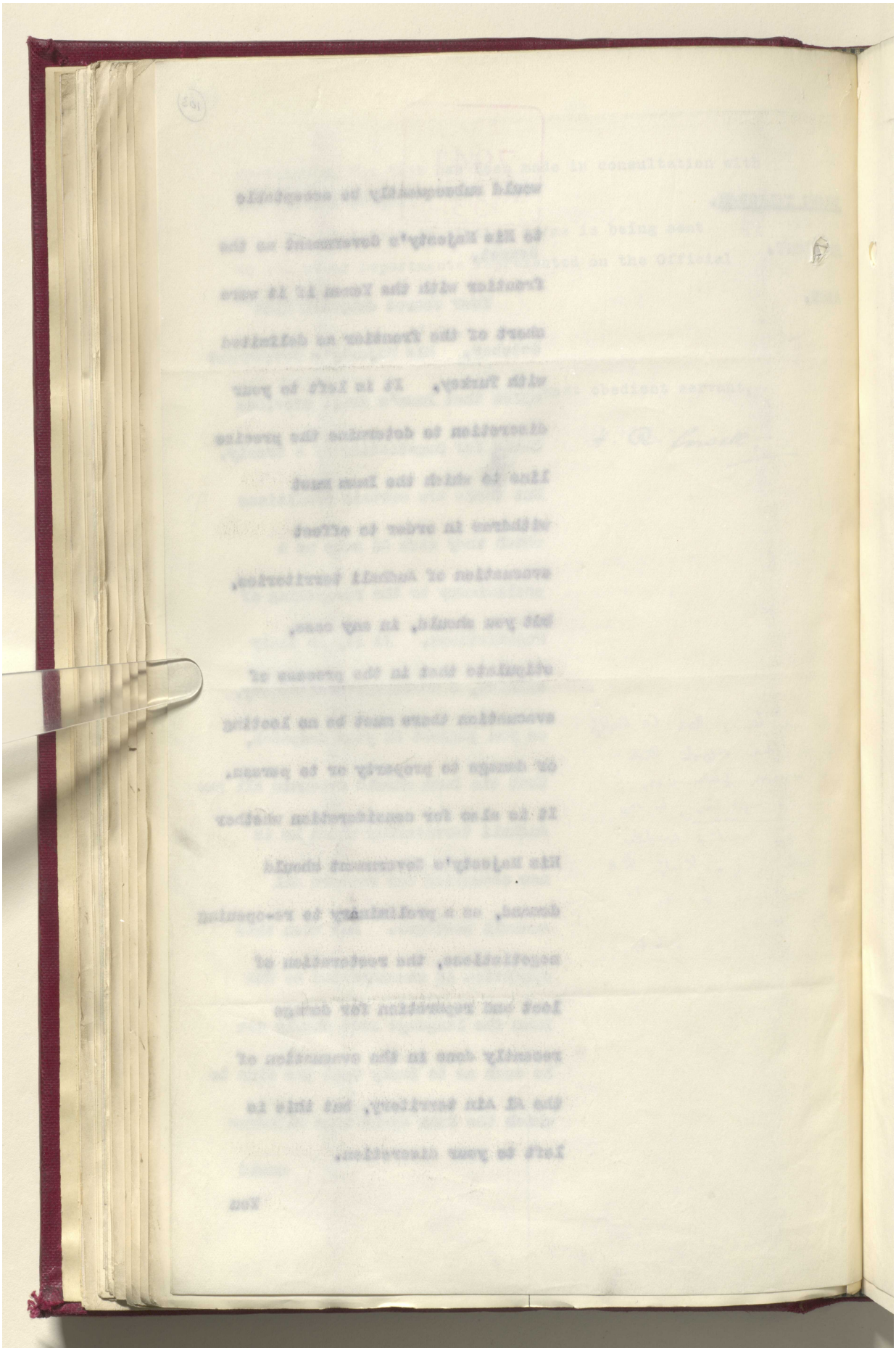


(103)

would subsequently be acceptable to His Majesty's Government as the frontier with the Yemen if it were short of the frontier as delimited with Turkey. It is left to your discretion to determine the precise line to which the Imam must withdraw in order to effect evacuation of Audhali territories, but you should, in any case, stipulate that in the process of evacuation there must be no looting or damage to property or to person. It is also for consideration whether His Majesty's Government should demand, as a preliminary to re-opening negotiations, the restoration of loot and reparation for damage recently done in the evacuation of the Al Ain territory, but this is left to your discretion.

You



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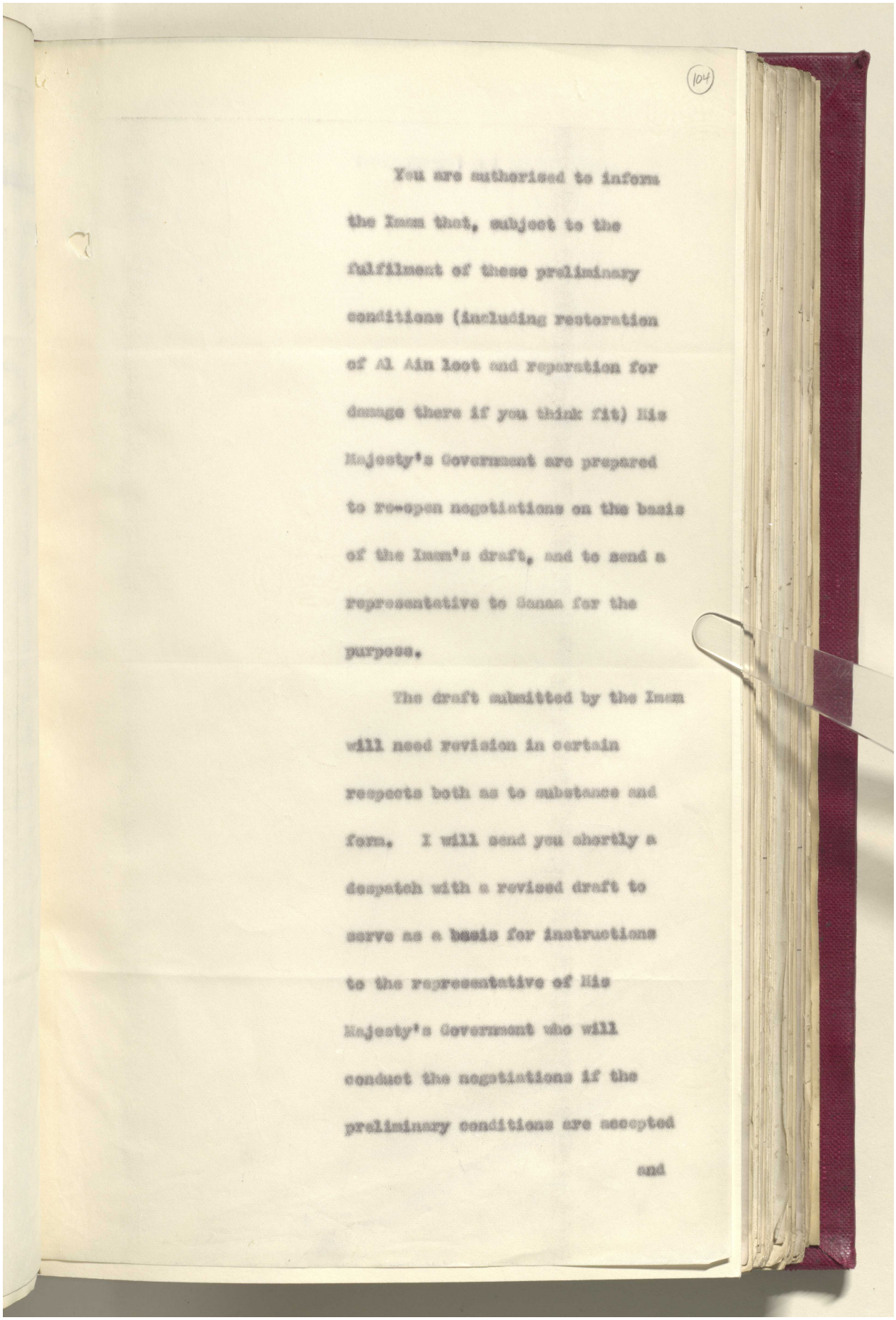

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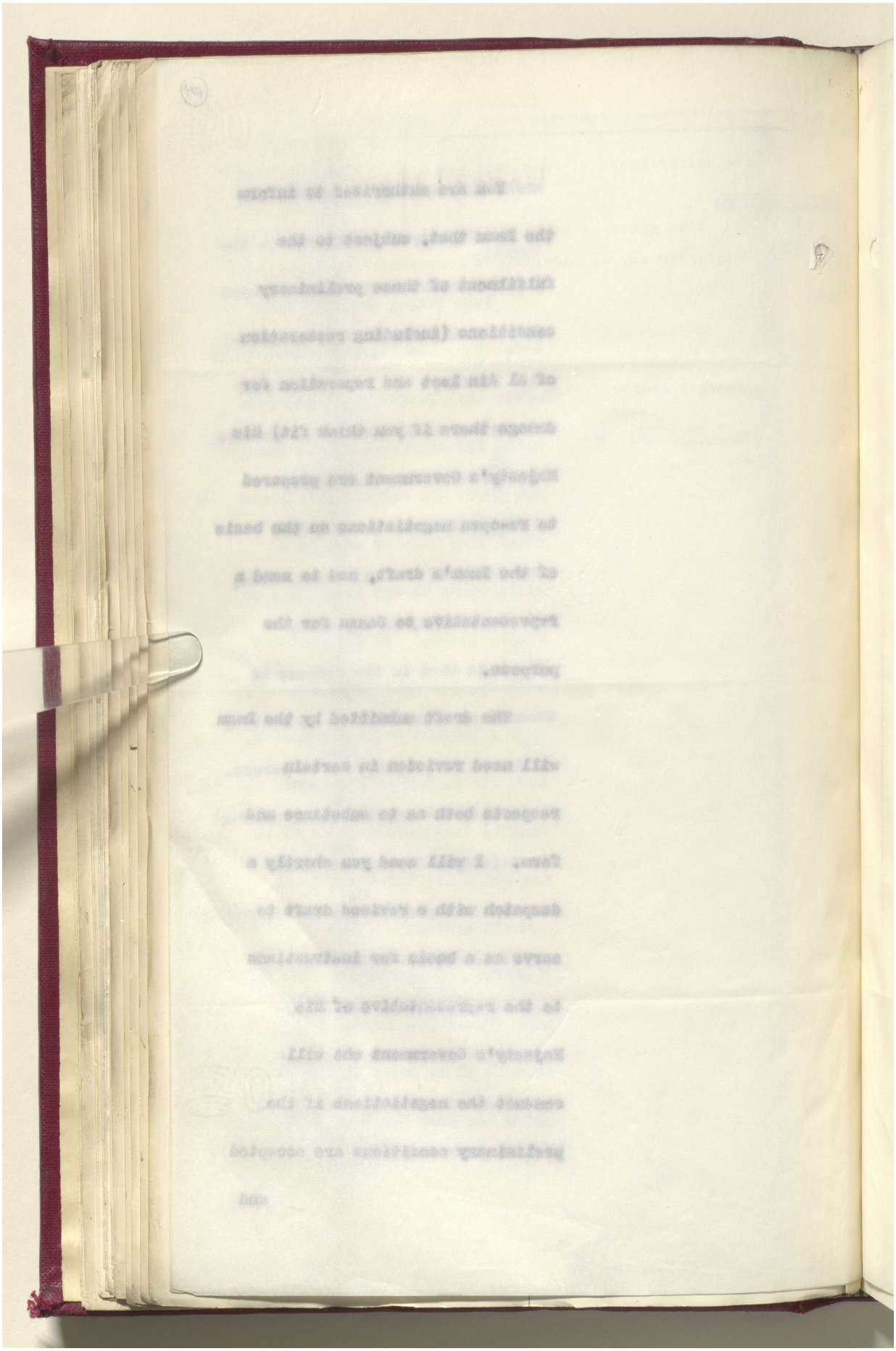
You are authorised to inform the Imam that, subject to the fulfilment of these preliminary conditions (including restoration of Al Ain loot and reparation for damage there if you think fit) His Majesty's Government are prepared to re-open negotiations on the basis of the Imam's draft, and to send a representative to Sanaa for the purpose.

The draft submitted by the Imam will need revision in certain respects both as to substance and form. I will send you shortly a despatch with a revised draft to serve as a basis for instructions to the representative of His Majesty's Government who will conduct the negotiations if the preliminary conditions are accepted

and



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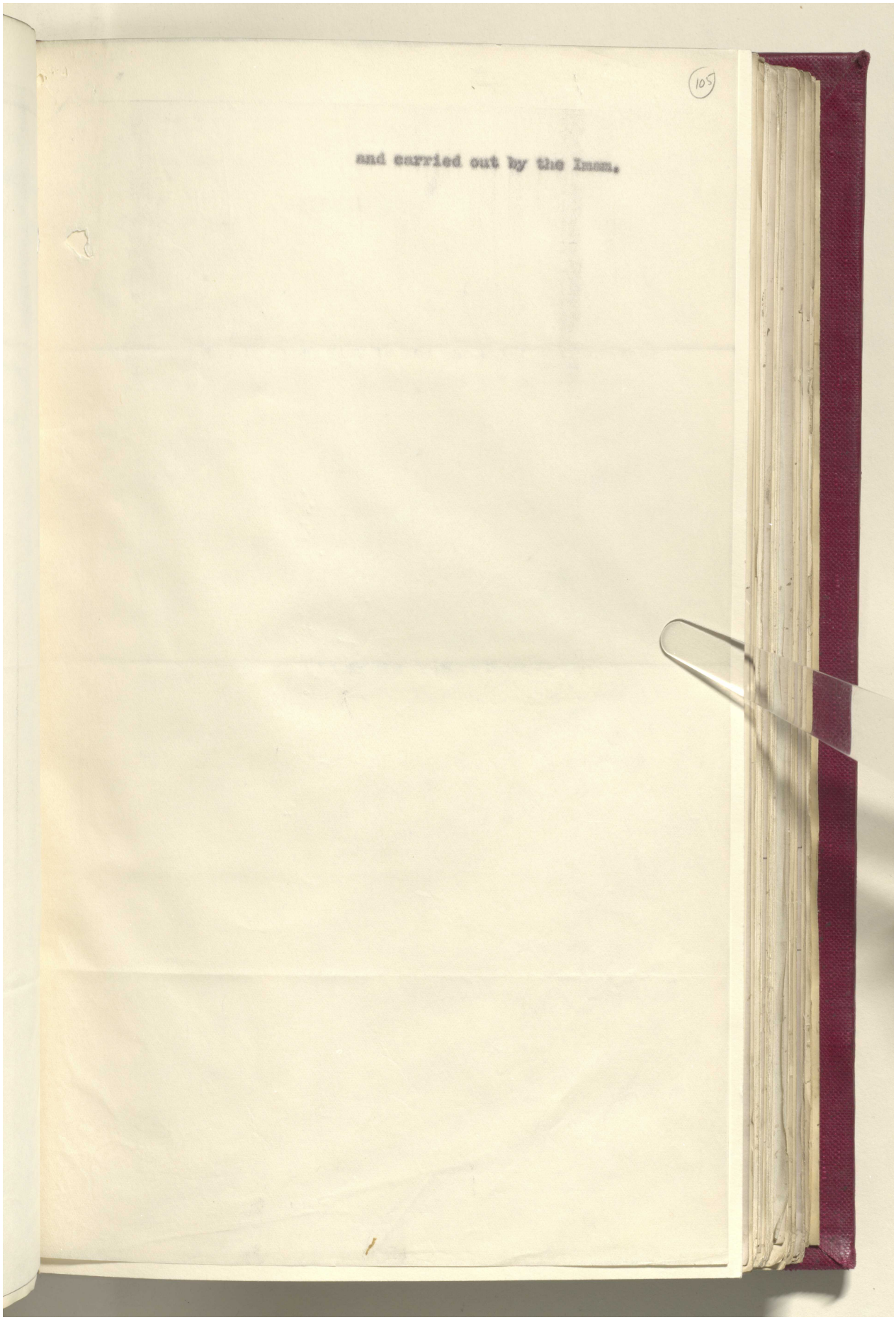


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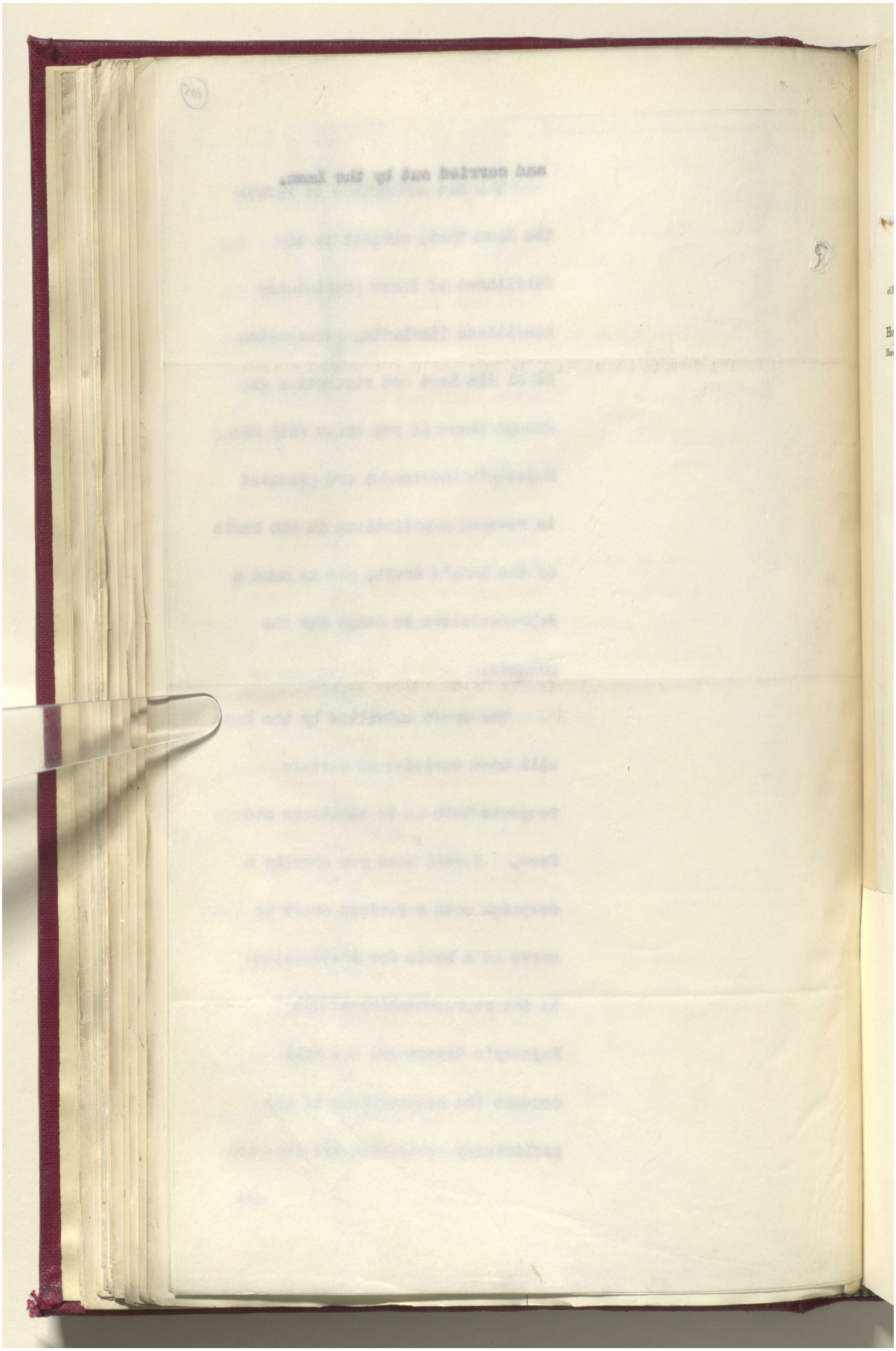

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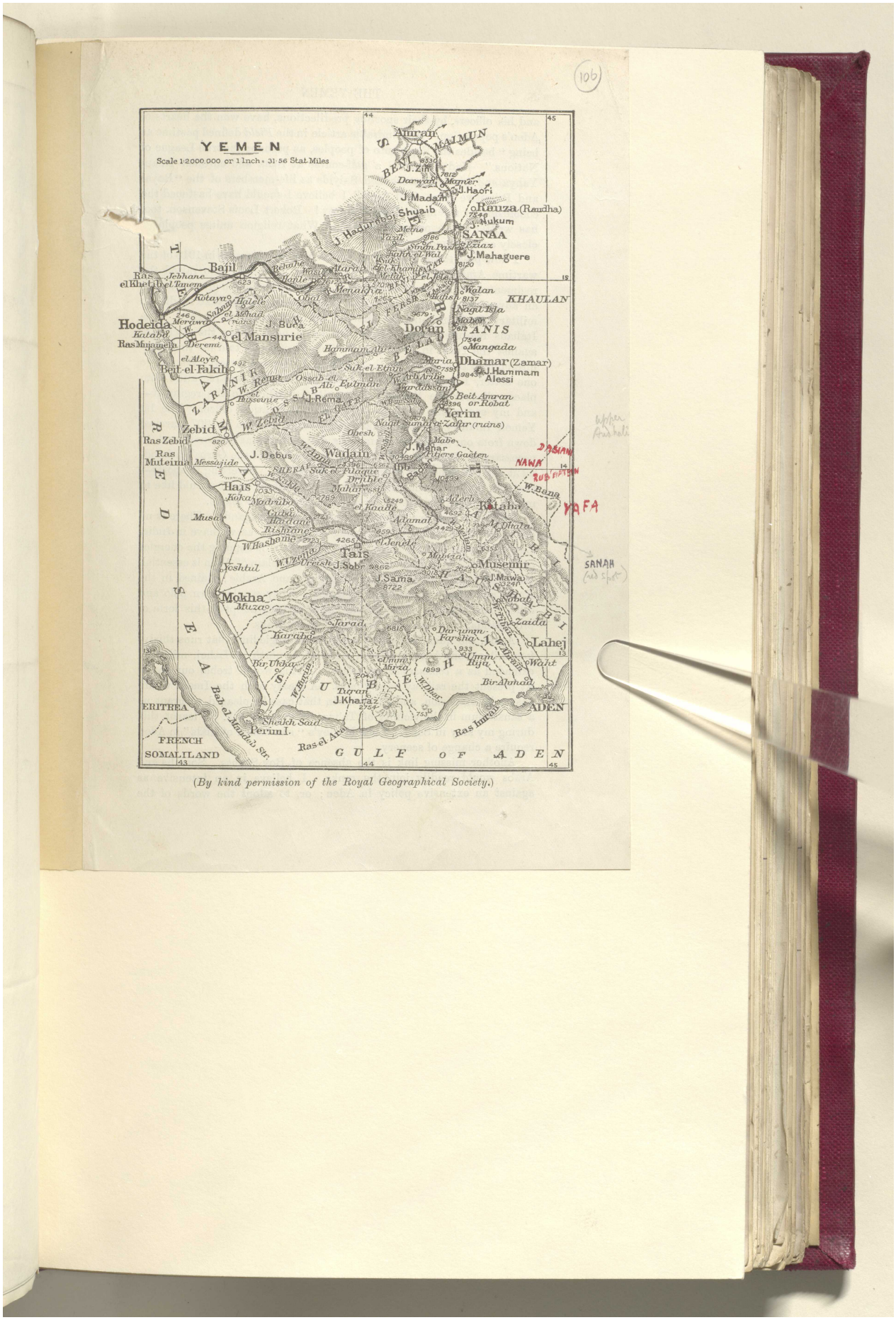


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# Map of Yemen [106v] (2/2)

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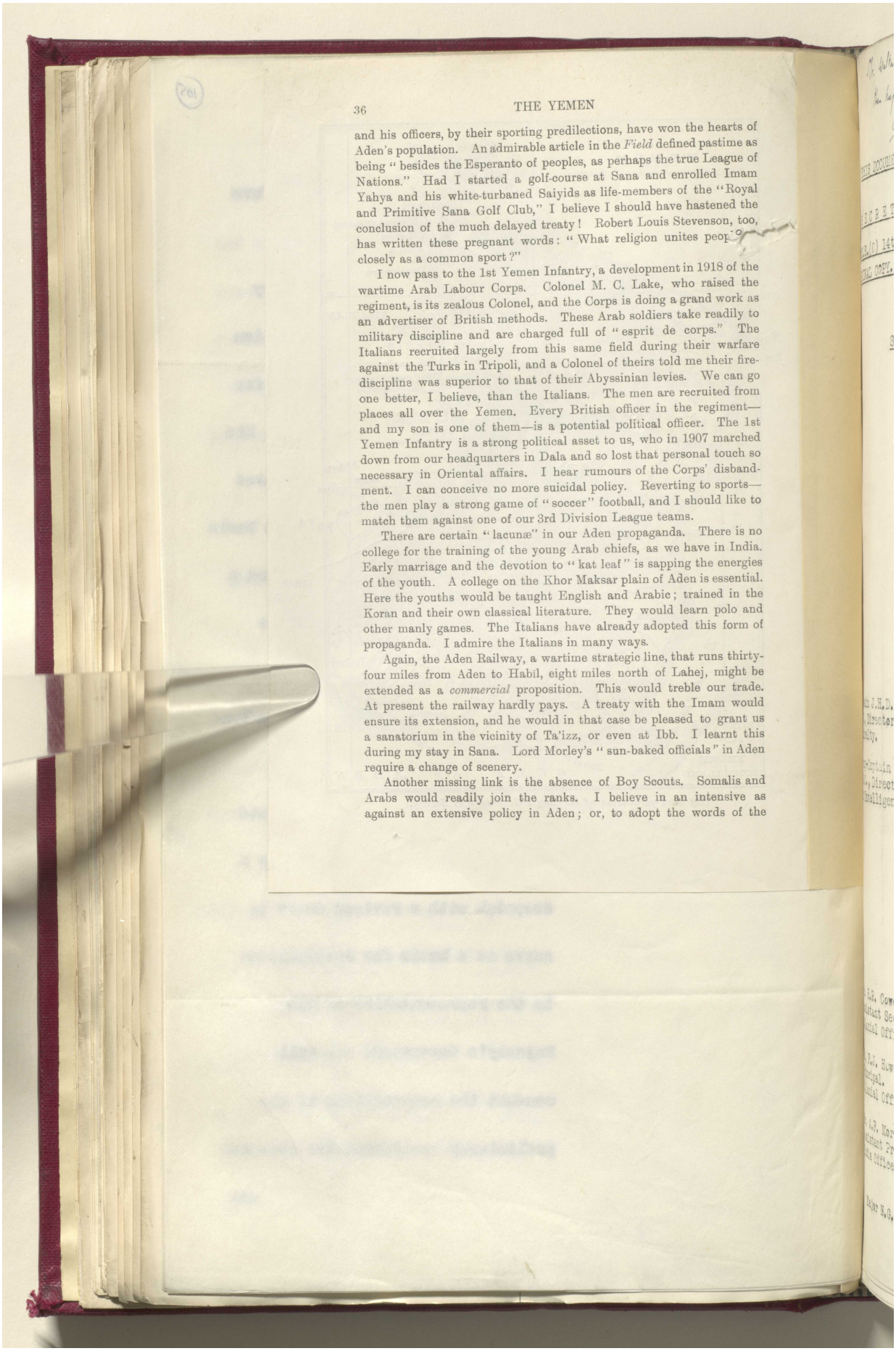



and his officers, by their sporting predilections, have won the hearts of Aden's population. An admirable article in the *Field* defined pastime as being "besides the Esperanto of peoples, as perhaps the true League of Nations." Had I started a golf-course at Sana and enrolled Imam Yahya and his white-turbaned Saiyids as life-members of the "Royal and Primitive Sana Golf Club," I believe I should have hastened the conclusion of the much delayed treaty! Robert Louis Stevenson, too, has written these pregnant words: "What religion unites people so closely as a common sport?"

I now pass to the 1st Yemen Infantry, a development in 1918 of the wartime Arab Labour Corps. Colonel M. C. Lake, who raised the regiment, is its zealous Colonel, and the Corps is doing a grand work as an advertiser of British methods. These Arab soldiers take readily to military discipline and are charged full of "esprit de corps." The Italians recruited largely from this same field during their warfare against the Turks in Tripoli, and a Colonel of theirs told me their fire-discipline was superior to that of their Abyssinian levies. We can go one better, I believe, than the Italians. The men are recruited from places all over the Yemen. Every British officer in the regiment—and my son is one of them—is a potential political officer. The 1st Yemen Infantry is a strong political asset to us, who in 1907 marched down from our headquarters in Dala and so lost that personal touch so necessary in Oriental affairs. I hear rumours of the Corps' disbandment. I can conceive no more suicidal policy. Reverting to sports—the men play a strong game of "soccer" football, and I should like to match them against one of our 3rd Division League teams.

There are certain "lacunæ" in our Aden propaganda. There is no college for the training of the young Arab chiefs, as we have in India. Early marriage and the devotion to "kat leaf" is sapping the energies of the youth. A college on the Khor Maksar plain of Aden is essential. Here the youths would be taught English and Arabic; trained in the Koran and their own classical literature. They would learn polo and other manly games. The Italians have already adopted this form of propaganda. I admire the Italians in many ways.

Again, the Aden Railway, a wartime strategic line, that runs thirty-four miles from Aden to Habil, eight miles north of Lahej, might be extended as a *commercial* proposition. This would treble our trade. At present the railway hardly pays. A treaty with the Imam would ensure its extension, and he would in that case be pleased to grant us a sanatorium in the vicinity of Ta'izz, or even at Ibb. I learnt this during my stay in Sana. Lord Morley's "sun-baked officials" in Aden require a change of scenery.

Another missing link is the absence of Boy Scouts. Somalis and Arabs would readily join the ranks. I believe in an intensive as against an extensive policy in Aden; or, to adopt the words of the

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M.A

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

MINUTES of a Meeting of the Sub-Committee held at No. 2, Whitehall Gardens, S.W.1., on Friday December 11th, 1931, at 3,30 p.m.

---

(SUBJECT - Proposed Treaty with the Imam of the Yemen).

PRESENT:-

Mr. A.C.C. Parkinson, C.M.G., O.B.E., Assistant Under-Secretary of State, Colonial Office. (In the Chair).

Captain J.H.D. Cunningham, M.V.O., R.N., Director of Plans Division, Admiralty.

Colonel K.D.B. Murray, D.S.O., General Staff, War Office.

Group-Captain R.E.C. Peirse, D.S.O., A.F.C., Directorate of Operations and Intelligence, Air Ministry.

Mr. G.W. Rendel, Counsellor, Foreign Office.

Mr. R.A. Grieve, O.B.E., Assistant Secretary, Treasury.

---

THE FOLLOWING WERE ALSO PRESENT:

Mr. H.R. Cowell, C.M.G., Assistant Secretary, Colonial Office.

Mr. C.F.A. Warner, First Secretary, Foreign Office.

Mr. F.J. Howard, O.B.E., Principal. Colonial Office.

Mr. G.H.G. Anderson, D.S.O., M.C. Principal, India Office.

Mr. A.F. Morley, Assistant Principal. India Office.

Ft. Lt.- A. Macgregor, D.F.C., Directorate of Operations and Intelligence, Air Ministry.

Major N.G. Hind, M.C., ..... Secretary to the Sub-Committee.

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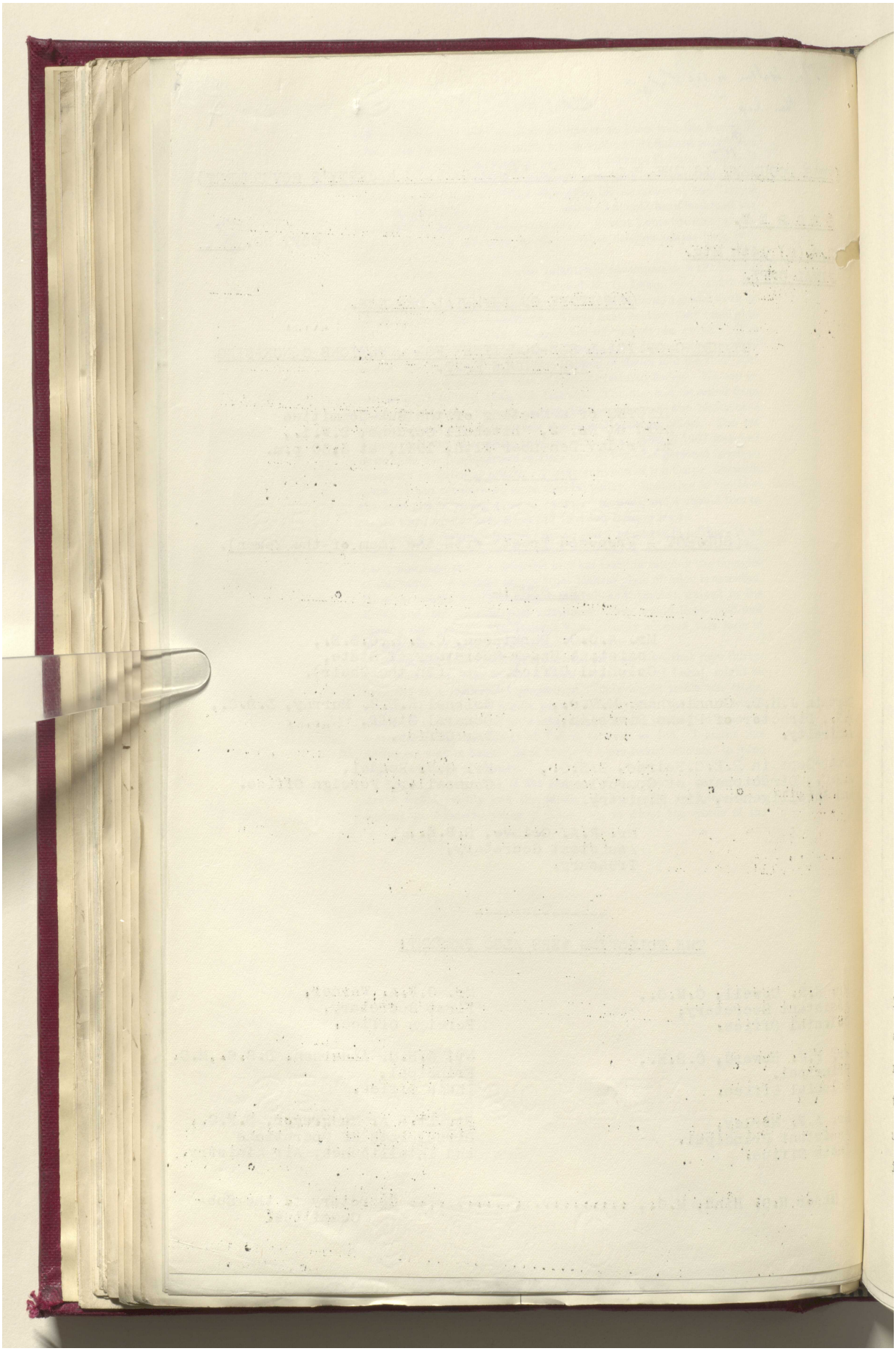

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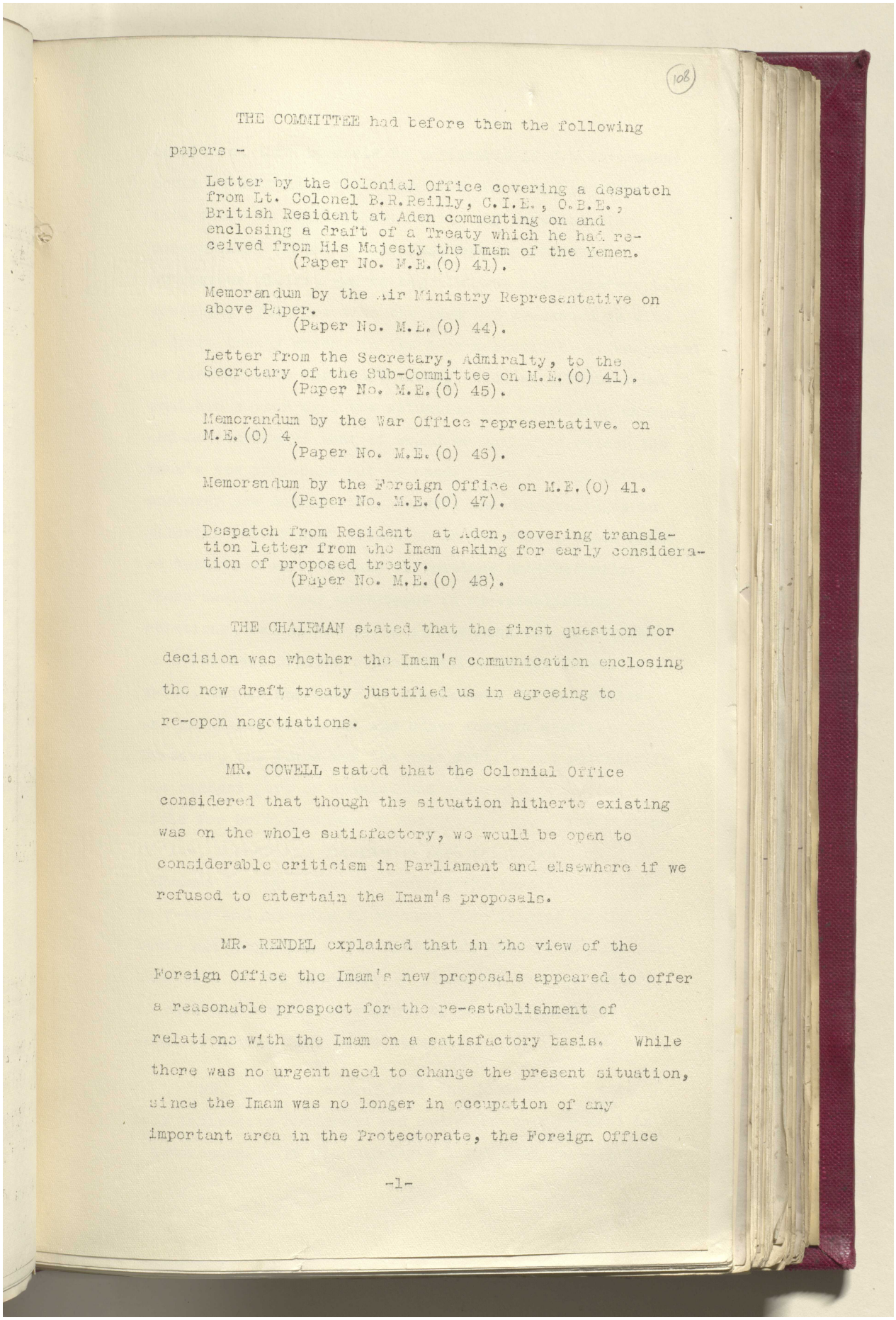

(108)

THE COMMITTEE had before them the following papers -

Letter by the Colonial Office covering a despatch from Lt. Colonel B.R.Reilly, C.I.E., O.B.E., British Resident at Aden commenting on and enclosing a draft of a Treaty which he had received from His Majesty the Imam of the Yemen. (Paper No. M.E.(O) 41).

Memorandum by the Air Ministry Representative on above Paper. (Paper No. M.E.(O) 44).

Letter from the Secretary, Admiralty, to the Secretary of the Sub-Committee on M.E.(O) 41). (Paper No. M.E.(O) 45).

Memorandum by the War Office representative. on M.E.(O) 4 (Paper No. M.E.(O) 46).

Memorandum by the Foreign Office on M.E.(O) 41. (Paper No. M.E.(O) 47).

Despatch from Resident at Aden, covering translation letter from the Imam asking for early consideration of proposed treaty. (Paper No. M.E.(O) 48).

THE CHAIRMAN stated that the first question for decision was whether the Imam's communication enclosing the new draft treaty justified us in agreeing to re-open negotiations.

MR. COWELL stated that the Colonial Office considered that though the situation hitherto existing was on the whole satisfactory, we would be open to considerable criticism in Parliament and elsewhere if we refused to entertain the Imam's proposals.

MR. RENDEL explained that in the view of the Foreign Office the Imam's new proposals appeared to offer a reasonable prospect for the re-establishment of relations with the Imam on a satisfactory basis. While there was no urgent need to change the present situation, since the Imam was no longer in occupation of any important area in the Protectorate, the Foreign Office

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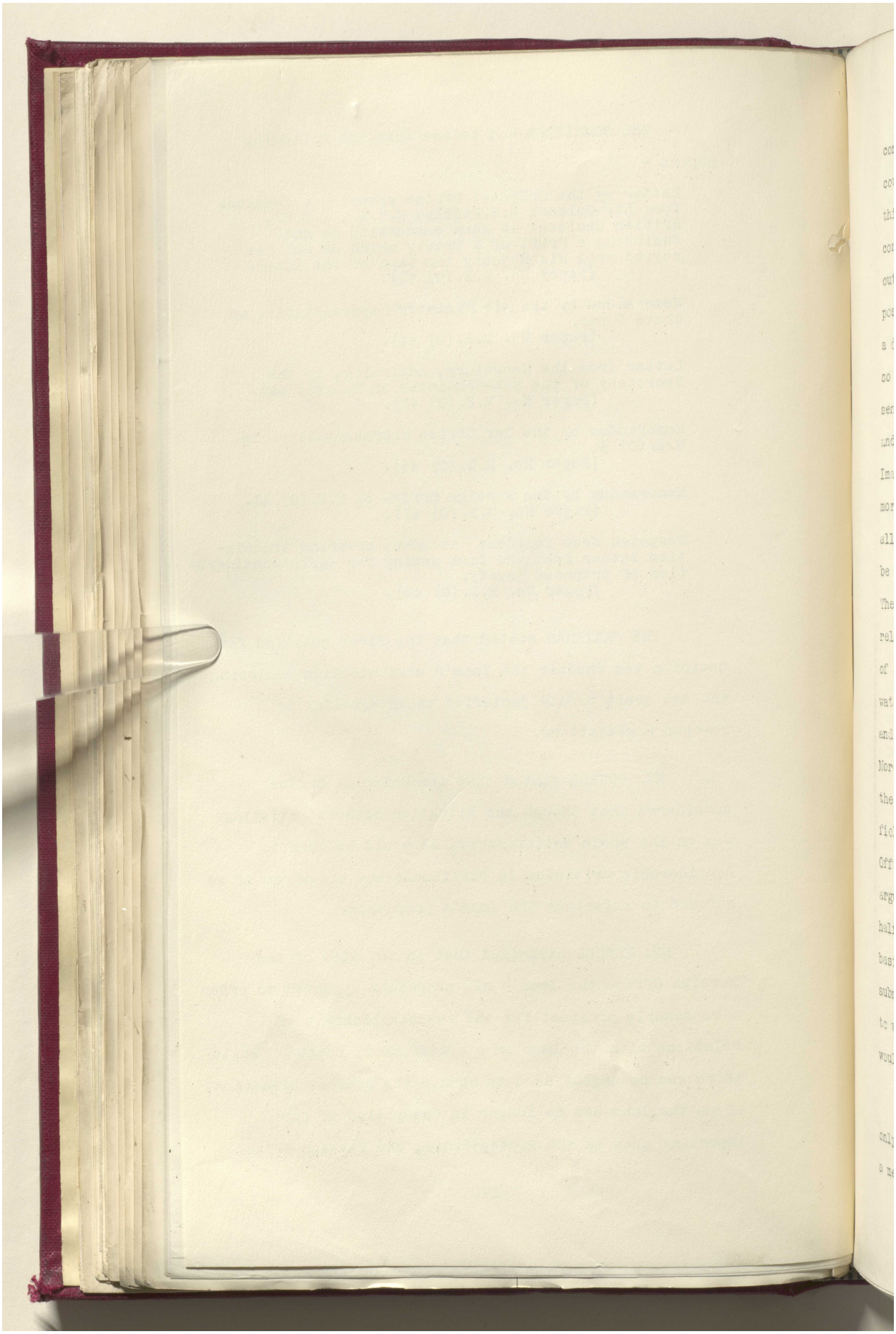

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considered that it would be preferable if H.M.Government could re-establish relations with the Imam, provided this could be done without making any unreasonable concession. Hitherto the Imam had put forward outrageous claims, and no negotiations had therefore been possible; but, now that the Imam had presented us with a draft treaty which, in its main essentials, corresponded so closely with the draft treaty which we ourselves had sent him a year ago, the situation was materially changed, and he considered that it would be unwise to reject the Imam's new proposals out of hand. The Foreign Office moreover saw considerable dangers and disadvantages in allowing the present situation in the Yemen, which might be described as a vacuum, to continue unnecessarily. There would be many advantages in re-establishing relations, and particularly in securing the appointment of a resident British representative in the Yemen, to watch, and if necessary to counteract, the activities and intrigues of Soviet and other foreign agents. Moreover, the Yemen was the most fertile and potentially the richest part of Arabia, and offered a promising field for British commerce and enterprise. The Foreign Office, therefore, considered that the balance of argument lay in favour of meeting the Imam's overtures half-way and agreeing to re-open negotiations on the basis now proposed. The matter had however not yet been submitted to the Secretary of State for Foreign Affairs, to whom any conclusion reached by the Sub-Committee would of course have to be referred.

MR. ANDERSON stated that the India Office were only indirectly concerned and had not therefore sent in a memorandum. If His Majesty's Government refused to



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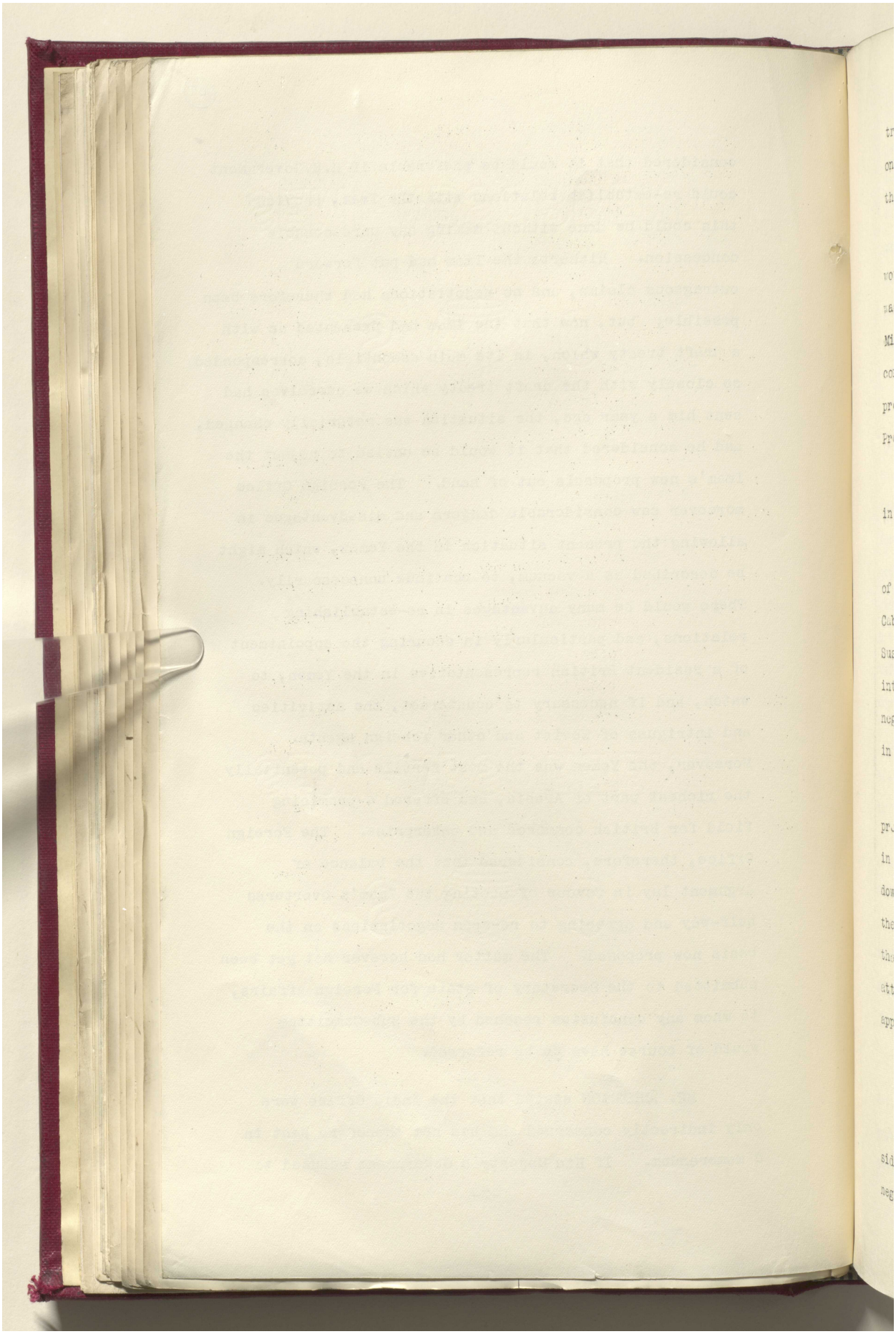

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treat with the Imam this might have some re-action on Moslem opinion in India. The India Office were, therefore, in favour of negotiation.

GROUP CAPTAIN PEIRSE said that the Air Ministry would not oppose the conclusion of a treaty if this was considered to be politically desirable. The Air Ministry would, however, wish to ensure that no concession was being made to the Imam which might prejudice our ability to give active support to our Protectorate tribes.

COLONEL MURRAY stated that the War Office were in general agreement with the Air Ministry view.

THE CHAIRMAN pointed out that in 1928 the question of a treaty with the Imam had been considered by the Cabinet and negotiations had then been sanctioned. Suspension of these negotiations had been caused by the intransigent attitude of the Imam, and in re-opening negotiations at the instance of the Imam we were acting in logical sequence.

MR. RENDEL agreed that, in accepting the Imam's proposals to re-open negotiations, we should be acting in harmony with the policy which had been previously laid down. Negotiations had only been suspended because of the Imam's insistence on his preposterous claims. Now that he appeared to have adopted a more reasonable attitude the original decision to negotiate with him appeared once more to apply.

THE SUB-COMMITTEE agreed that the conclusion of a treaty with the Imam would be generally in the interests of His Majesty's Government.

THE CHAIRMAN stated that the next point for consideration was what conditions should be laid down before negotiations for a treaty were opened with the Imam.



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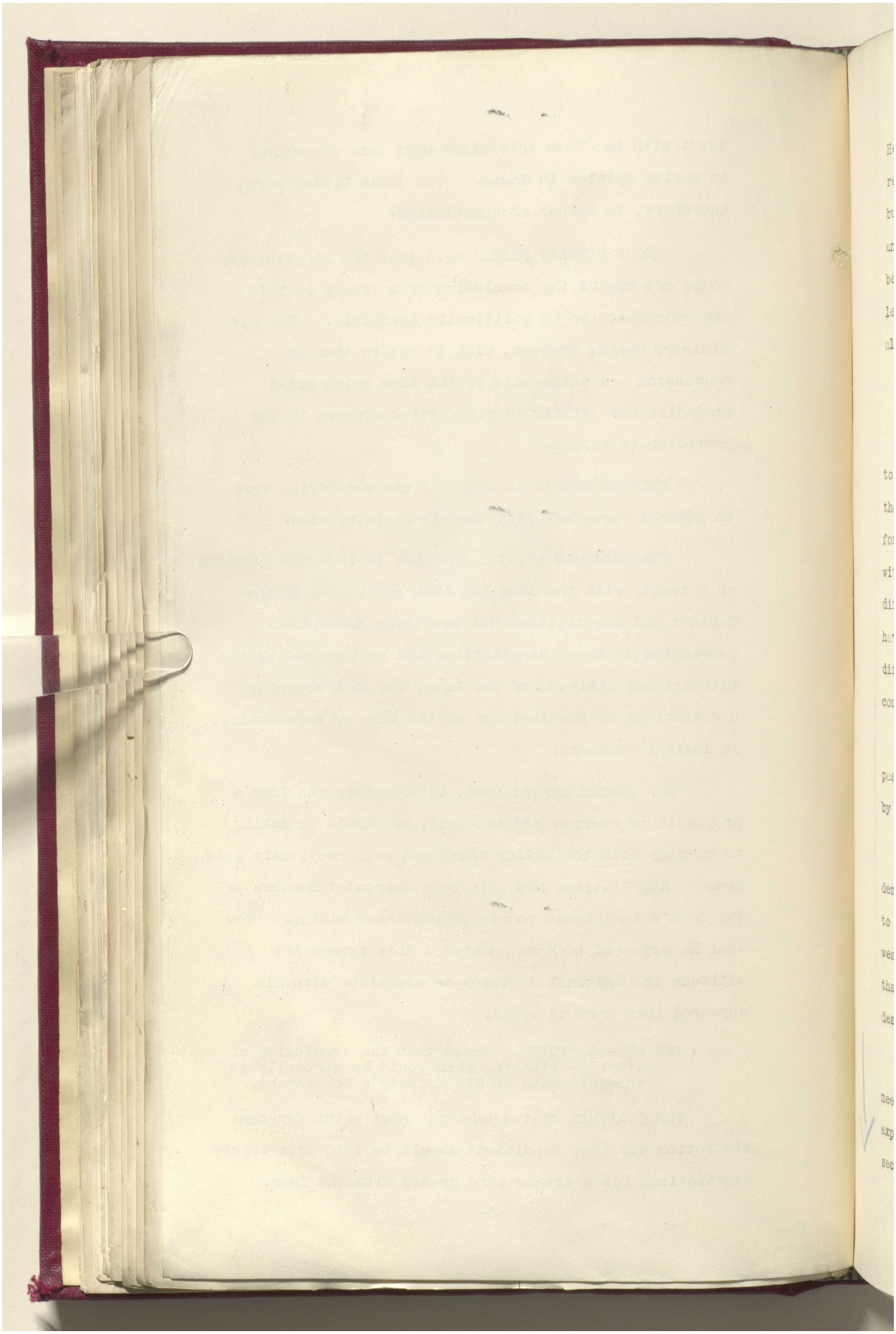

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He cited the evacuation of the Audhali country and the return of hostages, as recommended by Colonel Reilly, but there was also the question of the return of loot and reparation for damage at Al Ain, which matter had been held in abeyance since the receipt of the Iman's letter proposing a treaty. He thought that this should also be considered in this connection.

GROUP CAPTAIN PEIRSE agreed.

MR. RENDEL suggested that it would be desirable to give the Resident at Aden a wide discretion as to the precise nature of the demands which he should put forward as regards restitution of loot etc., in connection with the evacuation of Al Ain. It might well prove difficult for the Iman to recover loot which might now have been dispersed, and there might be considerable difficulties in the way of obtaining financial compensation.

THE CHAIRMAN also suggested that having regard to past experience, provision should be made against looting by the Zeidis on their retirement from the Audhali country.

THE SUB-COMMITTEE accordingly agreed that in any demand which Colonel Reilly might be instructed to make to the Imam for the evacuation by the latter of the north-west Audhali territory it should be clearly specified that that evacuation must not be accompanied by any looting or destruction of property.

MR. RENDEL recalled the fact that at a previous meeting of the Sub-Committee, the Resident at Aden had explained that it was doubtful whether the north-west section of the Audhali tribe would be ready to return to



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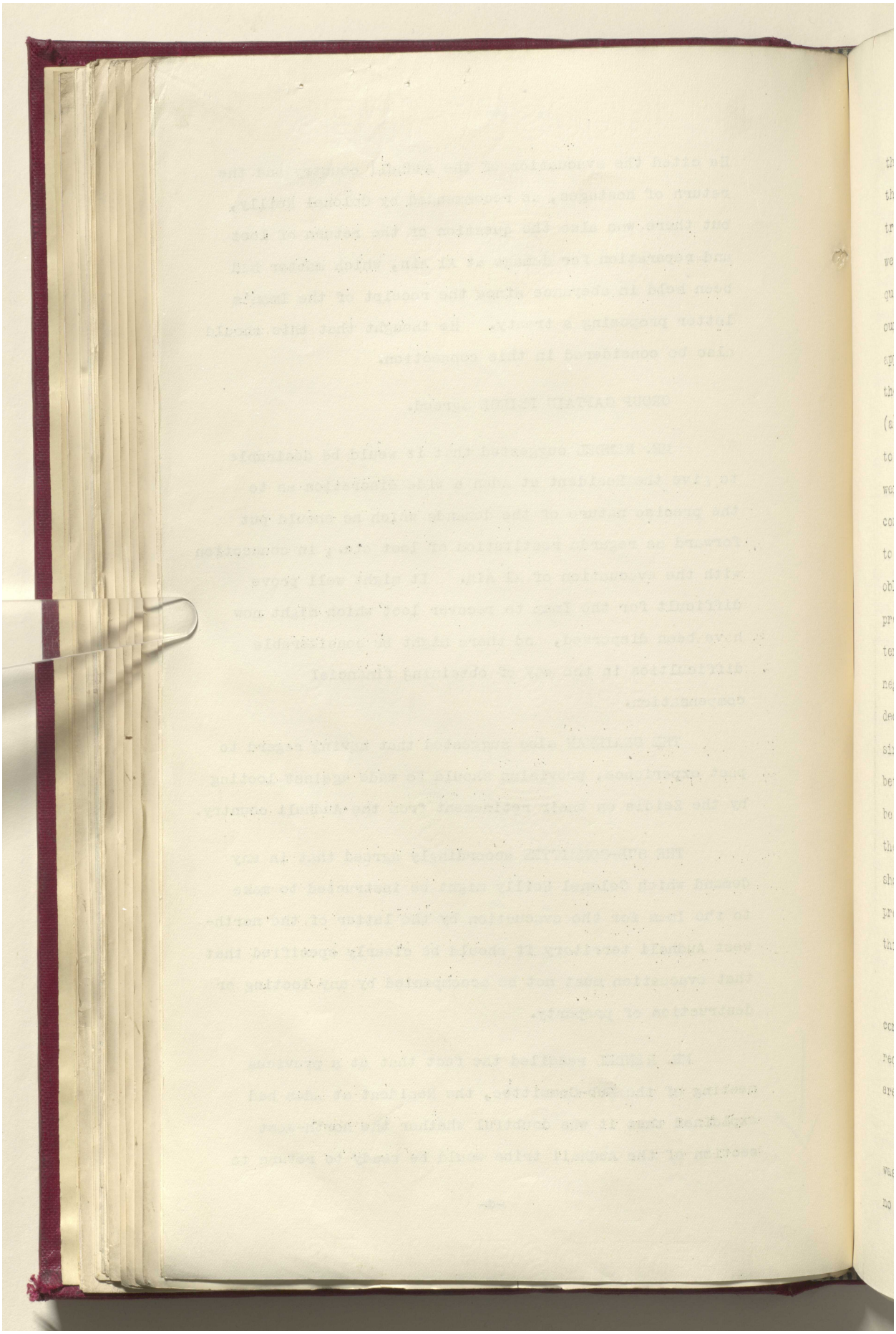

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their allegiance. Colonel Reilly had explained that the Chief of this section of the tribe had apparently transferred his allegiance to the Imam, and that, even if we secured the latter's evacuation of the area in question, we might have some difficulty in re-establishing our own position there. On the other hand, it was apparently important to recover the north-west area of the Audhali country which was now in Zeidi occupation: (a) because it was the most fertile territory belonging to the tribe and the south-eastern section of the tribe were economically dependent on it; and (b) because our continued failure to secure such evacuation exposed us to charges in the Protectorate of having dishonoured our obligations. He therefore thought that we should certainly press for the evacuation of the north-west Audhali territory as a preliminary condition for the re-opening of negotiations. But even so it would be difficult to decide the precise limits of the area to be evacuated, since apparently the natural geographical frontier ran between the two sections of the Audhali tribe, and it would be difficult to define a good natural frontier further to the north-west. He therefore suggested that the Resident should be given as wide a discretion as possible as to the precise nature of the demands to be made of the Imam in this respect.

GROUP CAPTAIN PEIRSE considered that as a necessary condition precedent to a treaty, the Imam should be required to withdraw his forces from the Beidha and Beihan areas to the former Anglo-Turkish frontier.

THE CHAIRMAN observed that although the Beidha area was on the Aden side of the Anglo-Turkish frontier, we had no treaty with the Beidha tribe.



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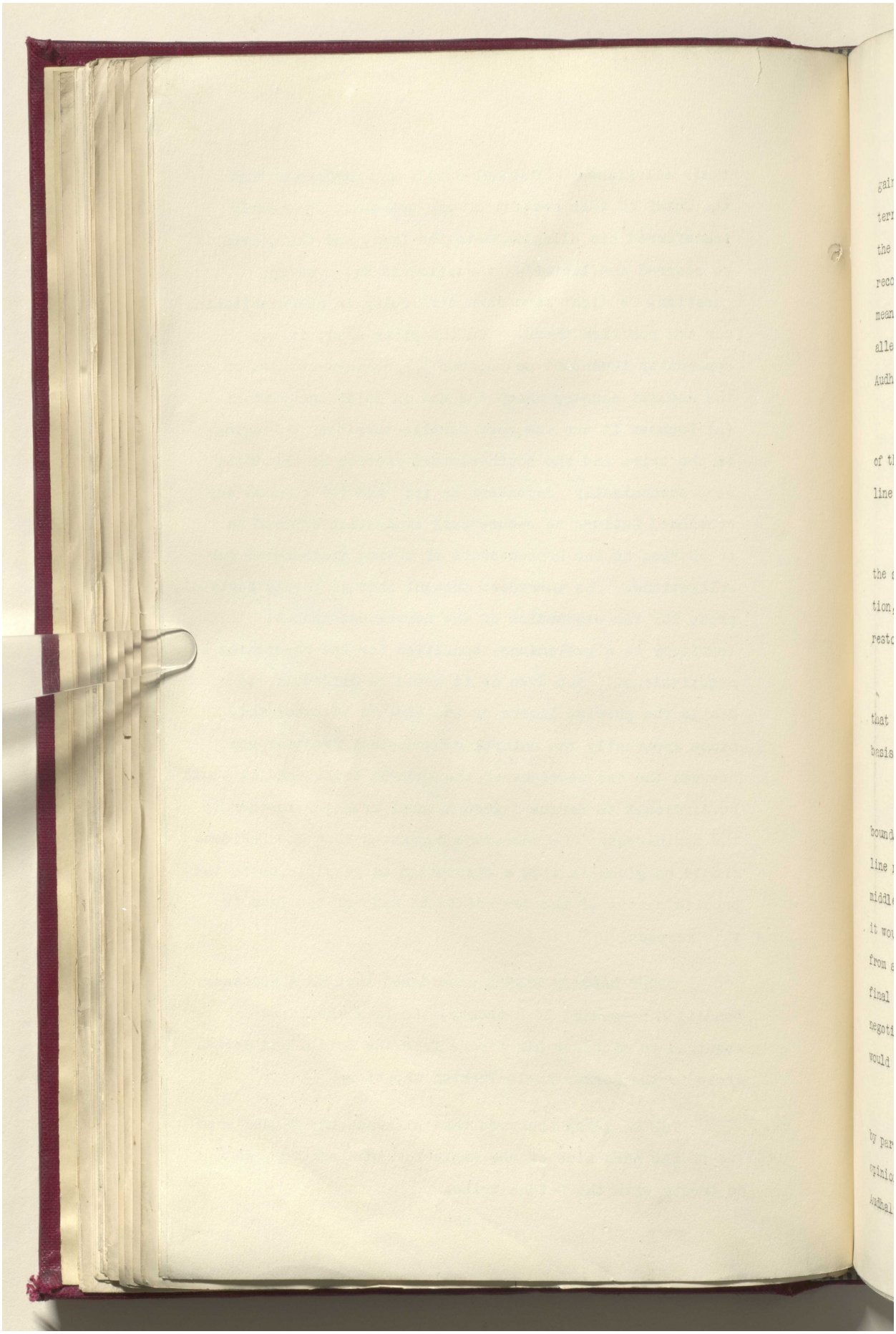

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MR. RENDEL doubted whether anything would be gained by insisting on the evacuation by the Imam of any territory beyond the Audhali territory as a condition for the re-opening of negotiations. The Imam did not recognise the Anglo-Turkish boundary, and it was by no means certain that we should be able to count on the allegiance of any tribes between that boundary and the Audhali area.

MR. COWELL pointed out that according to the terms of the draft treaty, the question of the ultimate boundary line was definitely deferred for settlement later.

CAPTAIN CUNNINGHAM stated that as the settlement of the southern frontier of the Yemen was for later consideration, it was not possible at this stage to press for the restoration of the original Anglo-Turkish boundary.

GROUP CAPTAIN PEIRSE considered that it was desirable that the original boundary should be established as a basis for future negotiations.

MR. RENDEL pointed out that the Anglo-Turkish boundary north-east of Juban was an arbitrary and artificial line running towards a purely geographical point in the middle of the desert. He considered that for the present it would be a mistake to insist on an immediate withdrawal from any but the Audhali territory. The settlement of the final boundary was, in any case, to be left over for further negotiations; and the draft treaty now under discussion would be without prejudice to the final frontier.

MR. COWELL agreed and stated that this was borne out by para. 2(d) of Colonel Reilly's despatch, in which the opinion was expressed that evacuation by the Imam of all Audhali districts that he holds and the restoration of



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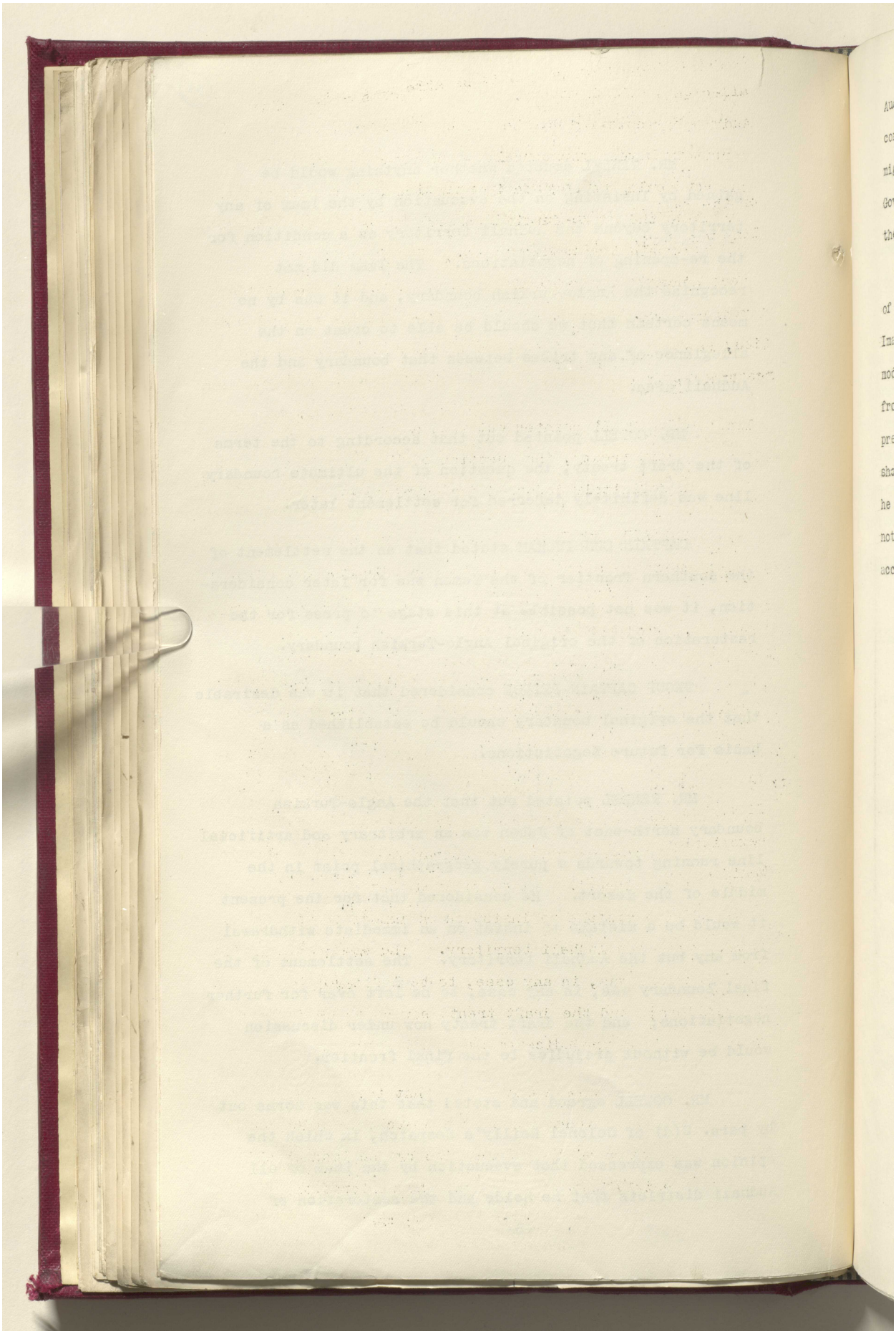

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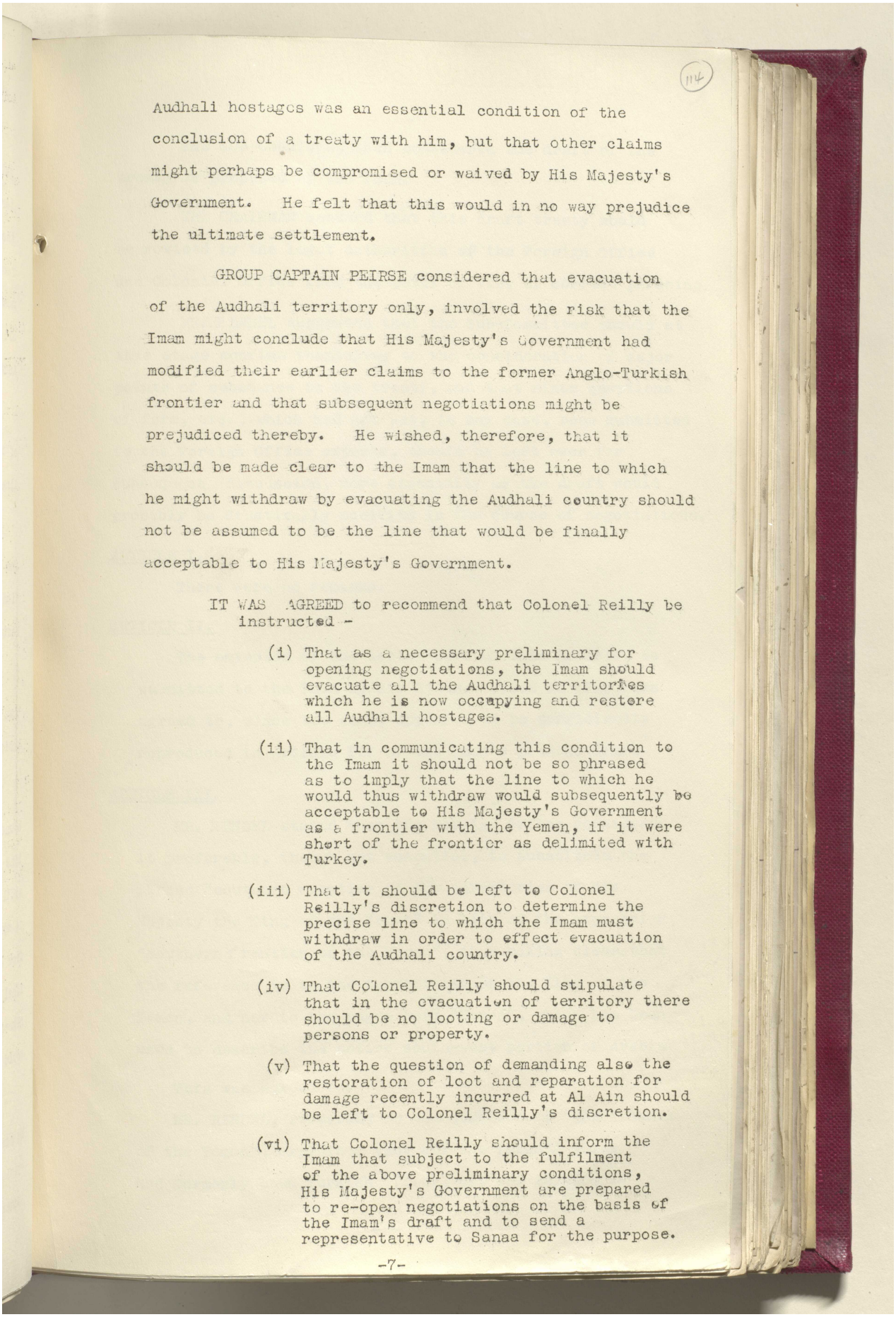

(114)

Audhali hostages was an essential condition of the conclusion of a treaty with him, but that other claims might perhaps be compromised or waived by His Majesty's Government. He felt that this would in no way prejudice the ultimate settlement.

GROUP CAPTAIN PEIRSE considered that evacuation of the Audhali territory only, involved the risk that the Imam might conclude that His Majesty's Government had modified their earlier claims to the former Anglo-Turkish frontier and that subsequent negotiations might be prejudiced thereby. He wished, therefore, that it should be made clear to the Imam that the line to which he might withdraw by evacuating the Audhali country should not be assumed to be the line that would be finally acceptable to His Majesty's Government.

IT WAS AGREED to recommend that Colonel Reilly be instructed -

(i) That as a necessary preliminary for opening negotiations, the Imam should evacuate all the Audhali territories which he is now occupying and restore all Audhali hostages.

(ii) That in communicating this condition to the Imam it should not be so phrased as to imply that the line to which he would thus withdraw would subsequently be acceptable to His Majesty's Government as a frontier with the Yemen, if it were short of the frontier as delimited with Turkey.

(iii) That it should be left to Colonel Reilly's discretion to determine the precise line to which the Imam must withdraw in order to effect evacuation of the Audhali country.

(iv) That Colonel Reilly should stipulate that in the evacuation of territory there should be no looting or damage to persons or property.

(v) That the question of demanding also the restoration of loot and reparation for damage recently incurred at Al Ain should be left to Colonel Reilly's discretion.

(vi) That Colonel Reilly should inform the Imam that subject to the fulfilment of the above preliminary conditions, His Majesty's Government are prepared to re-open negotiations on the basis of the Imam's draft and to send a representative to Sanaa for the purpose.

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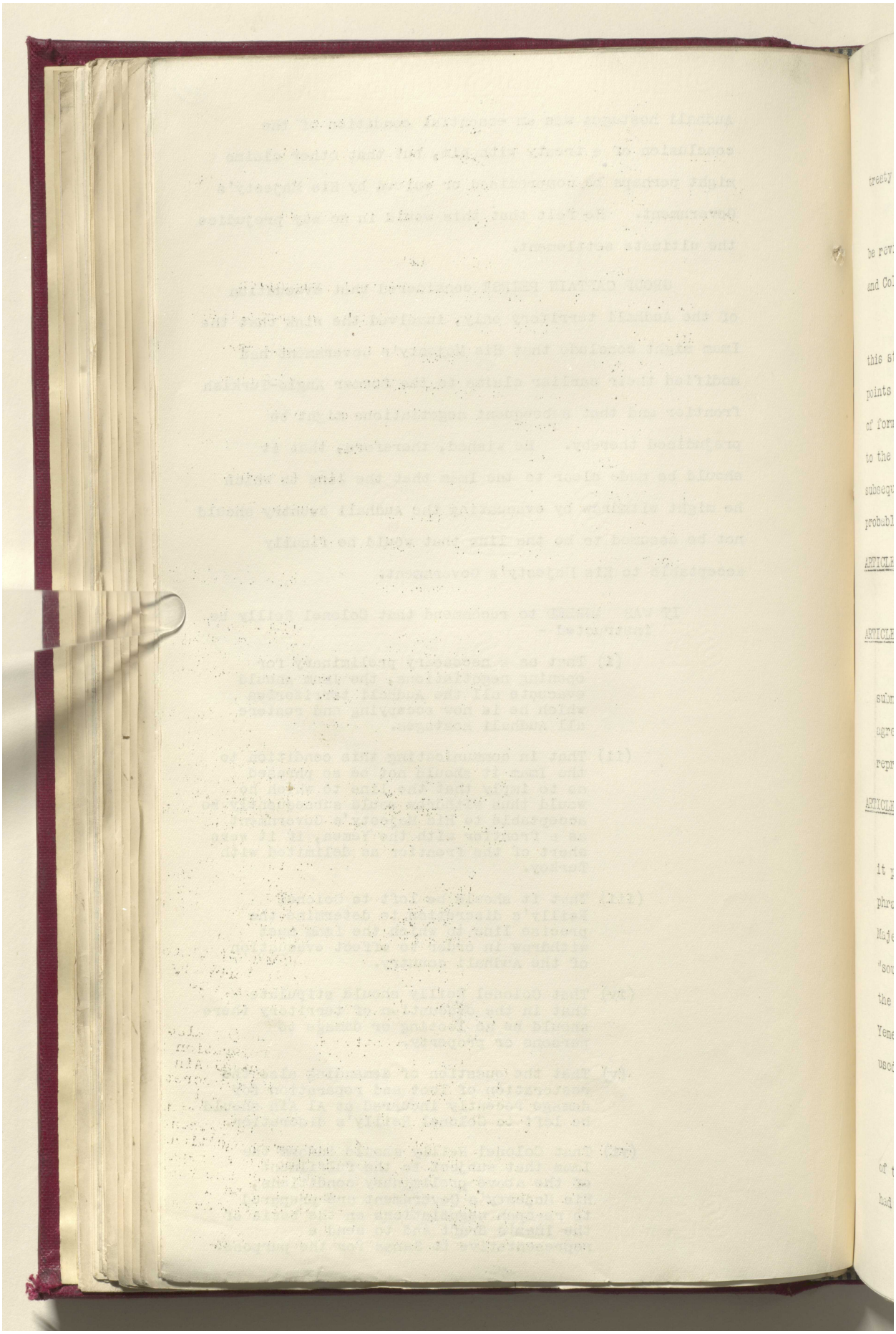

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THE SUB-COMMITTEE then considered the draft of the treaty as proposed by the Imam.

THE CHAIRMAN assumed that this draft treaty would be revised by the legal authorities of the Foreign Office and Colonial Office from the point of view of correct phrasing.

MR. RENDEL suggested that the Sub-Committee should at this stage confine themselves to the consideration of major points of substance in the treaty, and that minor questions of form, etc., which had not yet, in any case, been submitted to the Foreign Office experts, should be left over for subsequent discussion, more especially as the draft would probably be drastically modified in the course of negotiations.

ARTICLE I.

There were no remarks.

ARTICLE II.

The omission of the latter part of this Article, as submitted to the Imam by Sir Stewart Symes in 1929, was agreed to, since the sense appeared to be sufficiently reproduced in Article III of the Imam's present draft.

ARTICLE III.

MR. RENDEL stated that the Foreign Office considered it preferable, though not essential, to substitute the phrase "southern frontier of the territories of His Majesty the King of the Yemen" in lieu of the expression "southern frontier of the Yemen", thus making clear that the reference is to the territories of the King of the Yemen, and not to the vague term "Yemen", which has been used to describe the entire south-west portion of Arabia.

This was agreed to.

MR. RENDEL, referring to the question of "the Islands of the Yemen", explained that all the islands which had formerly been Turkish (i.e., all the islands in



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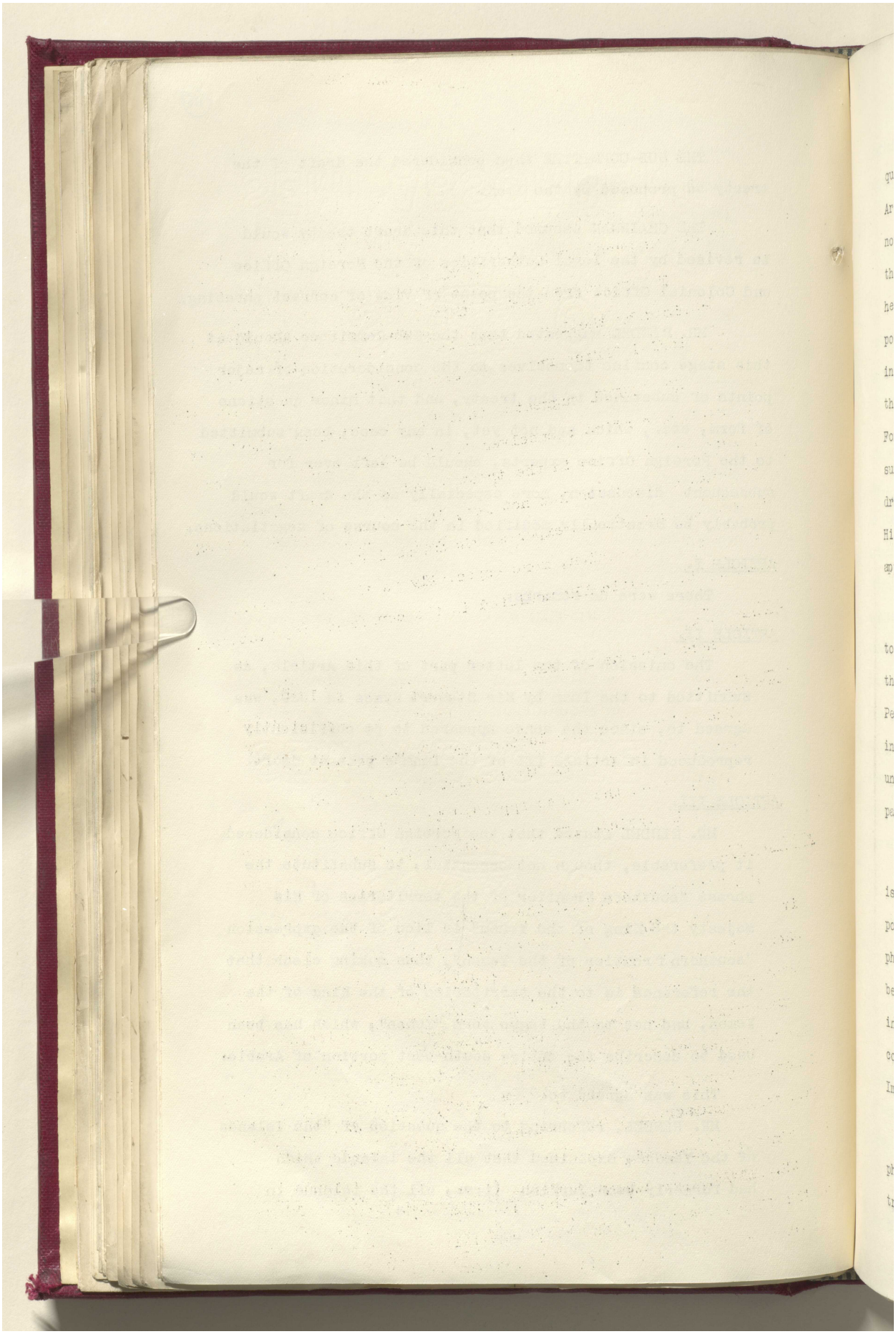

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question except Perim) fell to be dealt with under Article 16 of the Treaty of Lausanne, so that we were not free to enter into any bilateral engagement with the Imam in relation to them. After some discussion he agreed that it would be preferable from every point of view to omit any reference to these islands in the draft treaty. If, however, the Imam pressed the point strongly, it had been suggested by the Foreign Office Legal Advisers that we might obtain sufficient protection if the relevant passage of the draft treaty were altered to run "the territories of His Majesty the King of the Yemen and the islands appertaining thereto".

CAPTAIN CUNNINGHAM considered that any reference to the islands should be omitted. In the first place there could be no question of the sovereignty of Perim, besides which, several claimants are already in existence to the other islands. It was obviously undesirable to imply that an additional claim on the part of the Imam should be added thereto.

THE CHAIRMAN considered that any reference to the islands should be omitted from the treaty. If the point were pressed by the Imam, the Foreign Office phrase might have to be used, but it would probably be best to discover exactly what the Imam meant to include as "islands of the Yemen", and the matter could be further considered then in the light of the Imam's definition of the term.

MR. RENDEL expressed the view that any vague phrase in the treaty regarding these islands might cause trouble at some later date, and agreed that it would be



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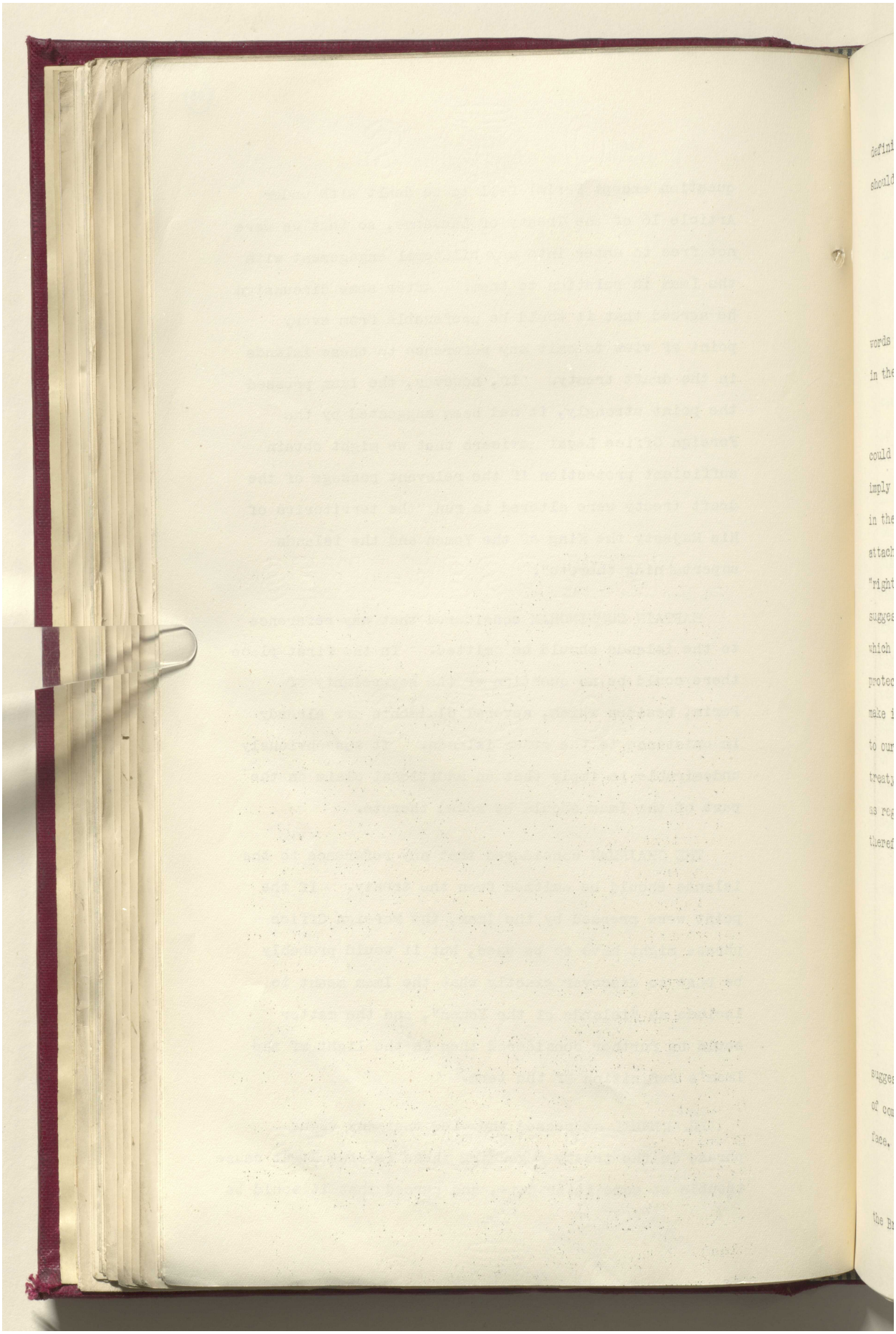

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definitely preferable that all reference to the islands should be omitted.

IT WAS AGREED that it was desirable to omit reference to the islands of the Yemen in the treaty.

THE CHAIRMAN said that the next point was what words should be substituted for the term "original rights" in the latter part of Article III.

MR. RENDEL said that while it was clear that we could not accept any phrase in the treaty which might imply an admission that the Imam possessed any "rights" in the Protectorate, it was equally clear that the Imam attached considerable importance to the use of the word "rights". The Foreign Office Legal Advisers had therefore suggested that the words "rights claimed" should be used, which might satisfy the Imam, but would give us adequate protection. Further, it was desirable that we should make it clear that the proposed treaty was without prejudice to our own rights and claims, more especially as regards treaty relations with frontier tribes etc., and incidentally as regards our position in Kamaran. The Foreign Office therefore suggested the following wording:-

"It being understood that nothing contained in this article, or in other articles of the present Treaty, is to be taken as meaning that either High Contracting Party renounces the rights claimed by him in those regions".

This wording would have the further advantage of suggesting that the treaty was being concluded in conditions of complete reciprocity, which should help to save the Imam's face.

CAPTAIN CUNNINGHAM agreed that this safeguarded the British claims; and that it would, in terms, place the



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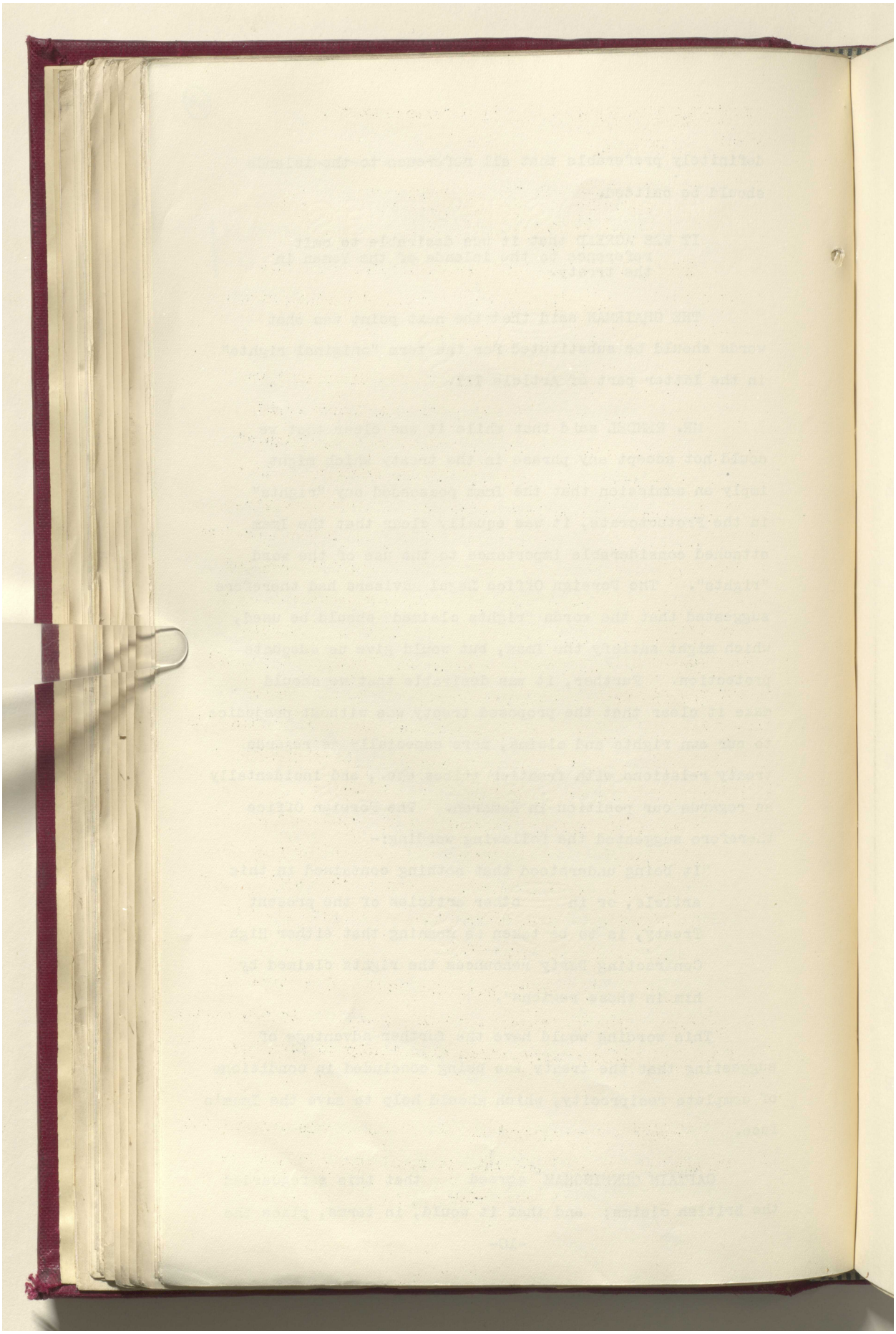

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two High Contracting Parties on a basis of equality in regard to their respective claims and so should be acceptable to the Imam.

The wording proposed by the Foreign Office was accepted.

MR. RENDEL drew attention to the fact that the provisions of the proposed treaty regarding the maintenance of the status quo as regards the frontier would want careful wording in order that there should be no mistake as to the line which was to be observed.

As regards the point raised by the Air Ministry - i.e., whether the conclusion of the treaty might not prevent us from taking air action against the Imam in the event of his making any further encroachment on the Protectorate - the Foreign Office were advised that the conclusion of a treaty providing for the maintenance of the status quo would not necessarily preclude His Majesty's Government from taking air action against the Imam in such an event, since a definite encroachment by the Imam's forces on the territory of the Protectorate would constitute a violation of the treaty, which would thereby lapse, so that His Majesty's Government would equally be released from its obligations. A violation of the Protectorate territory by the Imam after the conclusion of a treaty would in fact constitute an act of war and have to be dealt with as such.

GROUP CAPTAIN PEIRSE stated that the Air Ministry welcomed this statement and would not raise further objection to the status quo provisions of the treaty, provided it were understood that His Majesty's Government would not be precluded from, if necessary, meeting an invasion of the Protectorate by force.

MR. COWELL said that Sir Stewart Symes had expressed the view that Zeidi incursions were usually due to

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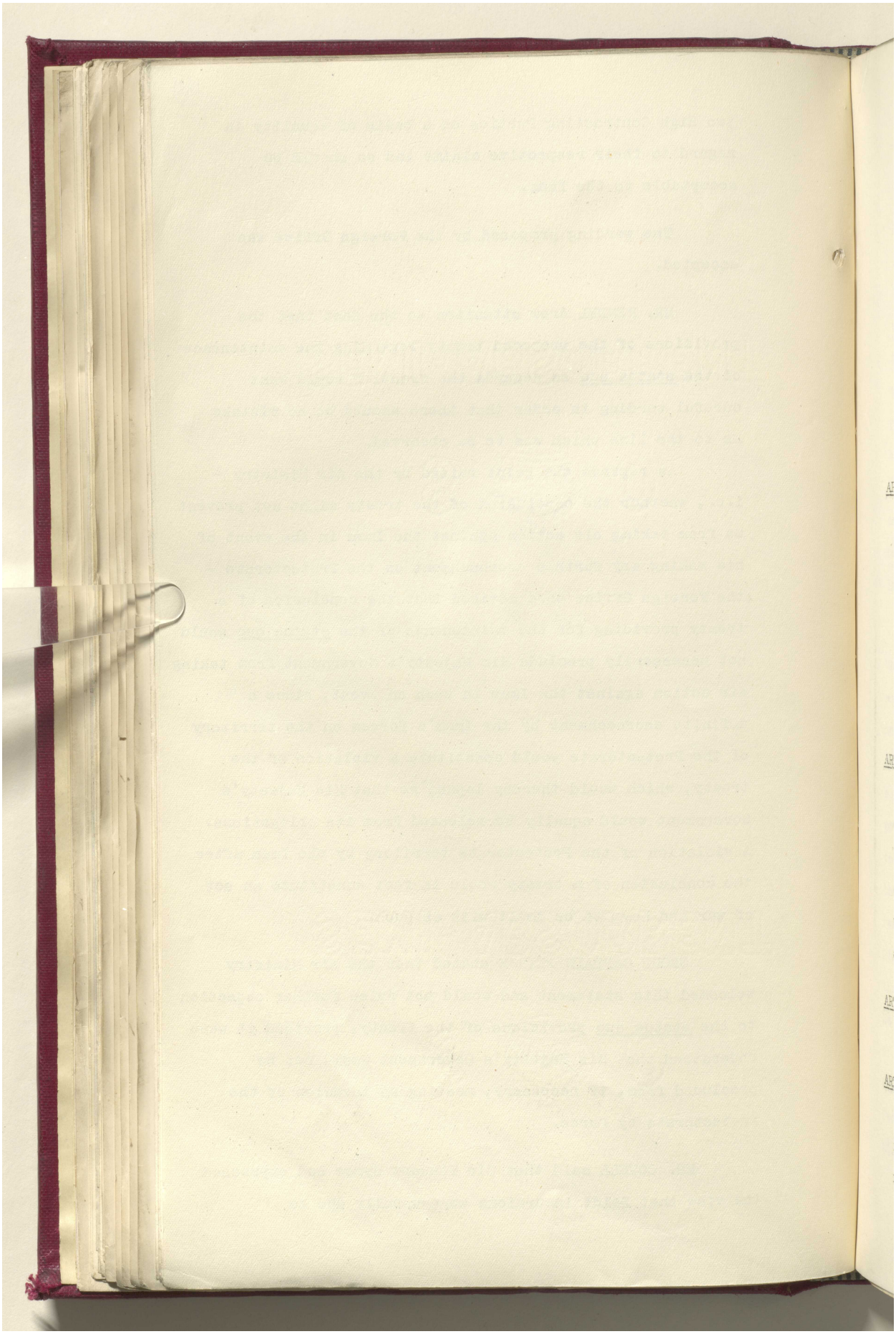

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irresponsible local raiders. At present there was no official relationship with the Imam and therefore no machinery which might localise and check such incursions. Should diplomatic relations be established it should be possible to come to some mutual arrangements for the restriction and settlement of such incursions on the spot.

It was agreed that this sentence should be re-drafted on the lines proposed by the Foreign Office.

ARTICLE IV.

MR. RENDEL said that the Foreign Office felt that it would be very desirable to take this opportunity to secure British diplomatic representation in the Yemen, either at Sanaa or possibly at Hodeida. It would be preferable that this representation should be secured in the present treaty, and not left over, as suggested by the Imam, for subsequent negotiation.

ARTICLE V.

It was agreed that this Article should be re-drafted on the lines of corresponding Articles in other treaties in order to cover such points as the inclusion of British protected persons, the definition of the territories of the King to which this article should apply and the definition of the term "vessels".

ARTICLE VI.

No comments.

ARTICLE VII.

It was agreed that the Treaty should be drawn up in both English and Arabic, each version to have equal force.



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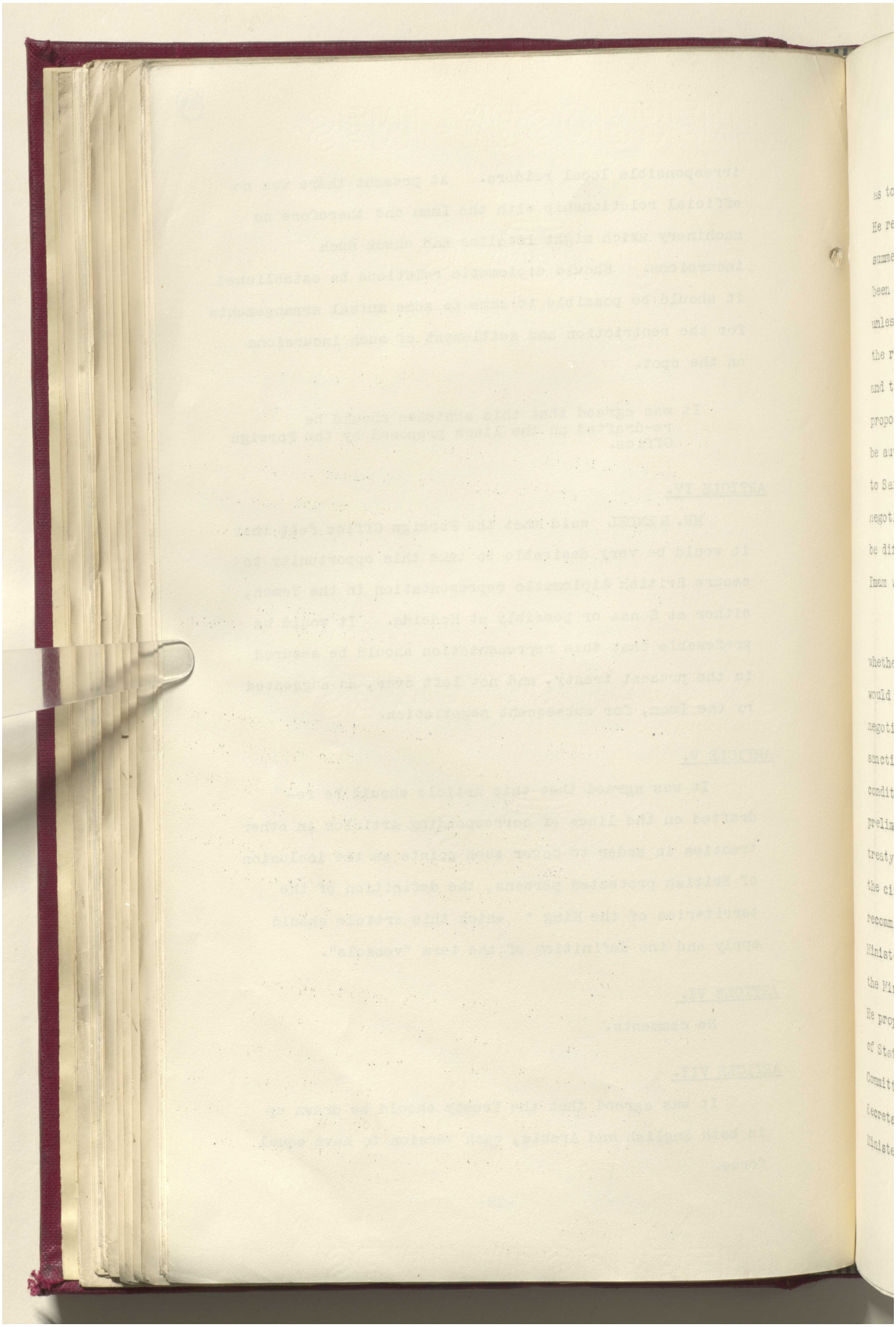

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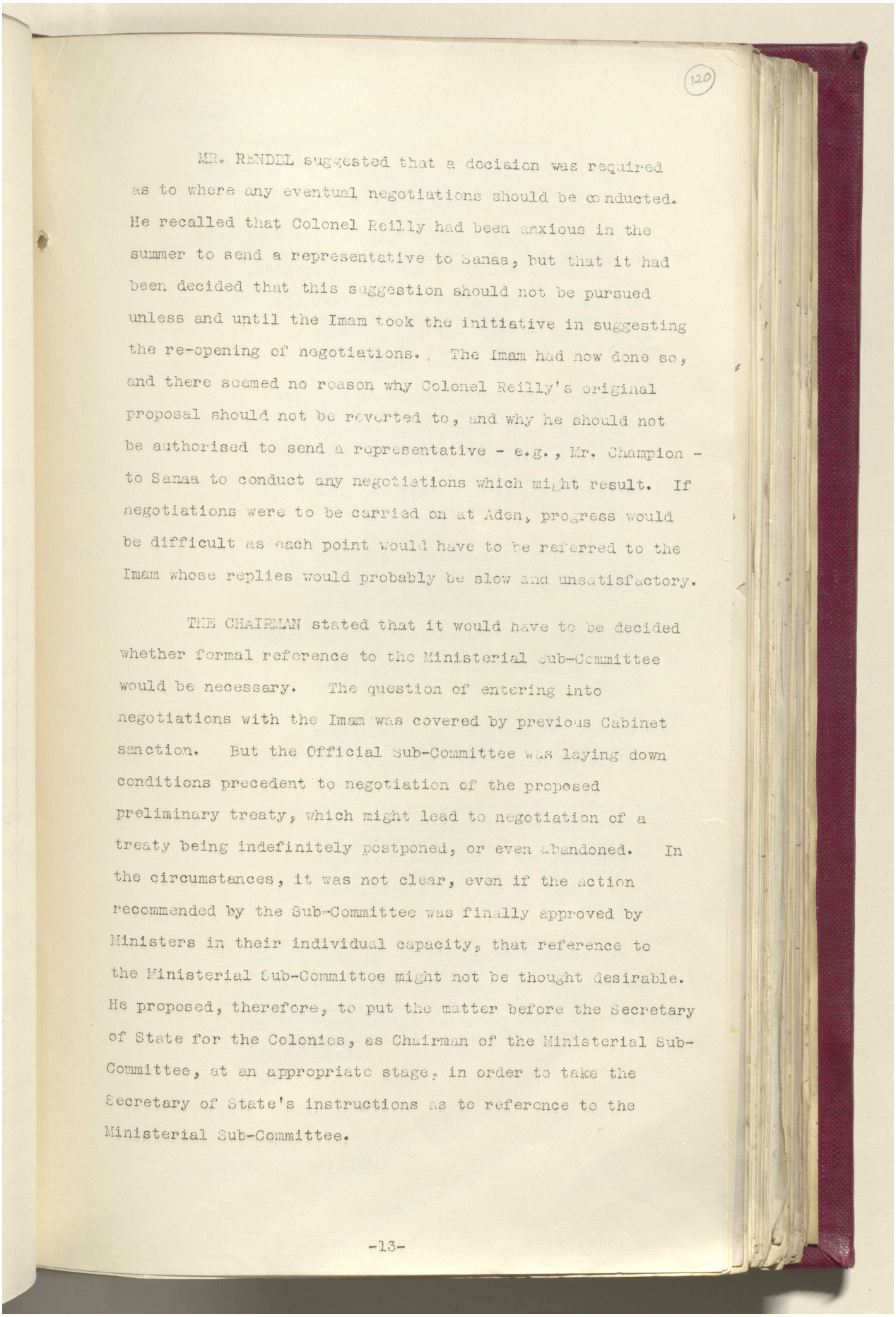

(120)

MR. RENDEL suggested that a decision was required as to where any eventual negotiations should be conducted. He recalled that Colonel Reilly had been anxious in the summer to send a representative to Sanaa, but that it had been decided that this suggestion should not be pursued unless and until the Imam took the initiative in suggesting the re-opening of negotiations. The Imam had now done so, and there seemed no reason why Colonel Reilly's original proposal should not be reverted to, and why he should not be authorised to send a representative - e.g., Mr. Champion - to Sanaa to conduct any negotiations which might result. If negotiations were to be carried on at Aden, progress would be difficult as each point would have to be referred to the Imam whose replies would probably be slow and unsatisfactory.

THE CHAIRMAN stated that it would have to be decided whether formal reference to the Ministerial Sub-Committee would be necessary. The question of entering into negotiations with the Imam was covered by previous Cabinet sanction. But the Official Sub-Committee was laying down conditions precedent to negotiation of the proposed preliminary treaty, which might lead to negotiation of a treaty being indefinitely postponed, or even abandoned. In the circumstances, it was not clear, even if the action recommended by the Sub-Committee was finally approved by Ministers in their individual capacity, that reference to the Ministerial Sub-Committee might not be thought desirable. He proposed, therefore, to put the matter before the Secretary of State for the Colonies, as Chairman of the Ministerial Sub-Committee, at an appropriate stage, in order to take the Secretary of State's instructions as to reference to the Ministerial Sub-Committee.

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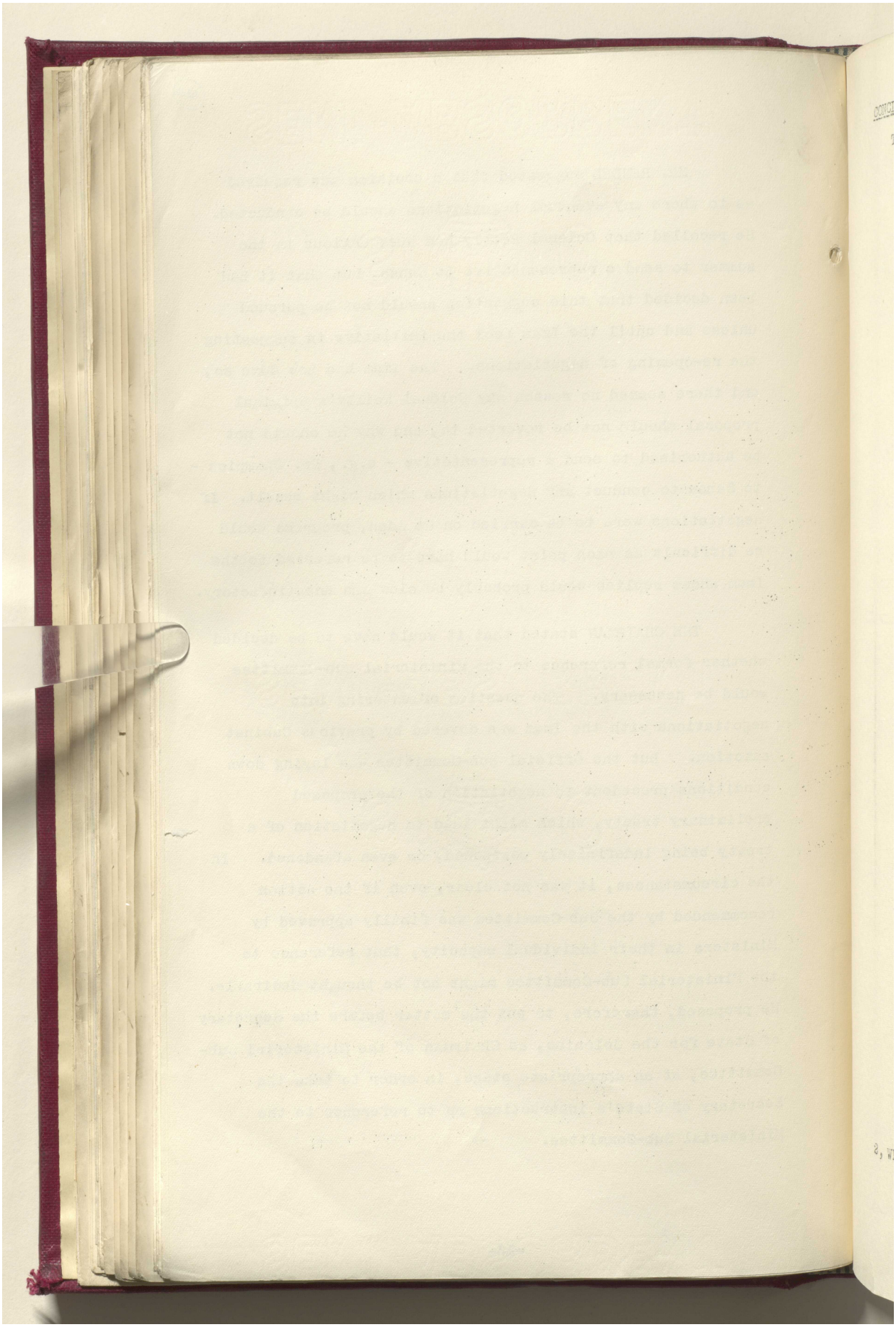

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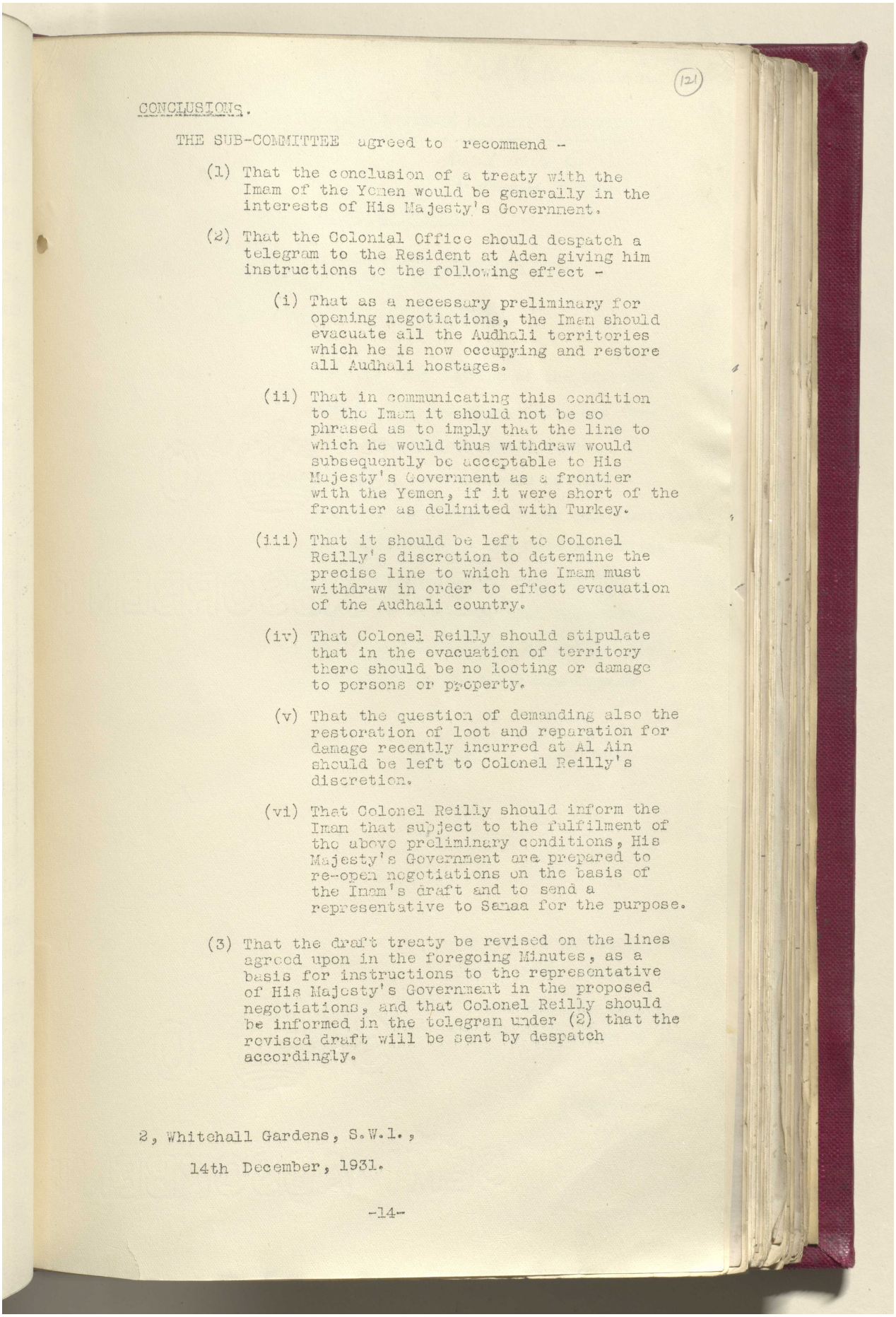

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CONCLUSIONS.

THE SUB-COMMITTEE agreed to recommend -

(1) That the conclusion of a treaty with the Imam of the Yemen would be generally in the interests of His Majesty's Government.

(2) That the Colonial Office should despatch a telegram to the Resident at Aden giving him instructions to the following effect -

(i) That as a necessary preliminary for opening negotiations, the Imam should evacuate all the Audhali territories which he is now occupying and restore all Audhali hostages.

(ii) That in communicating this condition to the Imam it should not be so phrased as to imply that the line to which he would thus withdraw would subsequently be acceptable to His Majesty's Government as a frontier with the Yemen, if it were short of the frontier as delimited with Turkey.

(iii) That it should be left to Colonel Reilly's discretion to determine the precise line to which the Imam must withdraw in order to effect evacuation of the Audhali country.

(iv) That Colonel Reilly should stipulate that in the evacuation of territory there should be no looting or damage to persons or property.

(v) That the question of demanding also the restoration of loot and reparation for damage recently incurred at Al Ain should be left to Colonel Reilly's discretion.

(vi) That Colonel Reilly should inform the Imam that subject to the fulfilment of the above preliminary conditions, His Majesty's Government are prepared to re-open negotiations on the basis of the Imam's draft and to send a representative to Sanaa for the purpose.

(3) That the draft treaty be revised on the lines agreed upon in the foregoing Minutes, as a basis for instructions to the representative of His Majesty's Government in the proposed negotiations, and that Colonel Reilly should be informed in the telegram under (2) that the revised draft will be sent by despatch accordingly.

2, Whitehall Gardens, S.W.1.,

14th December, 1931.



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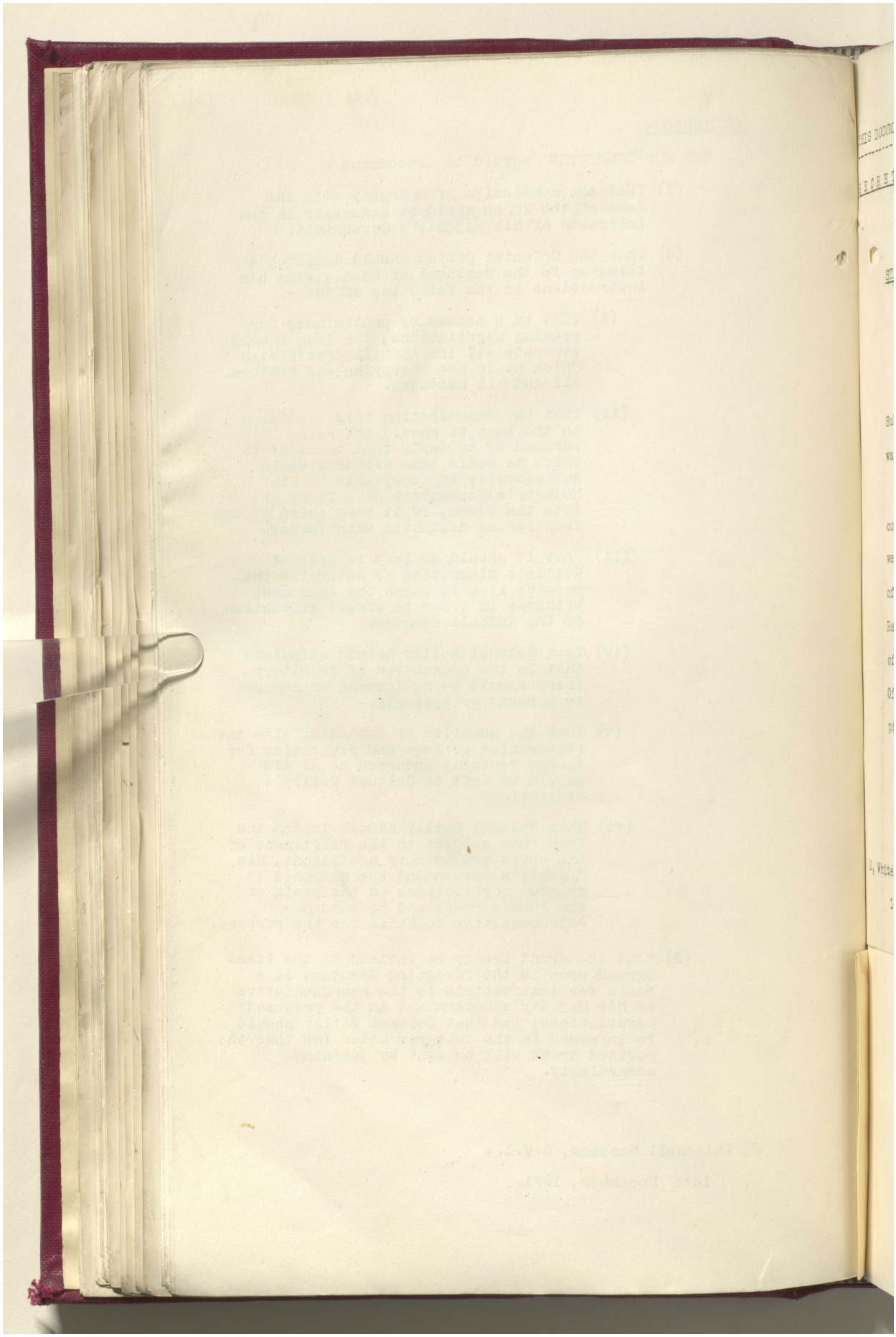

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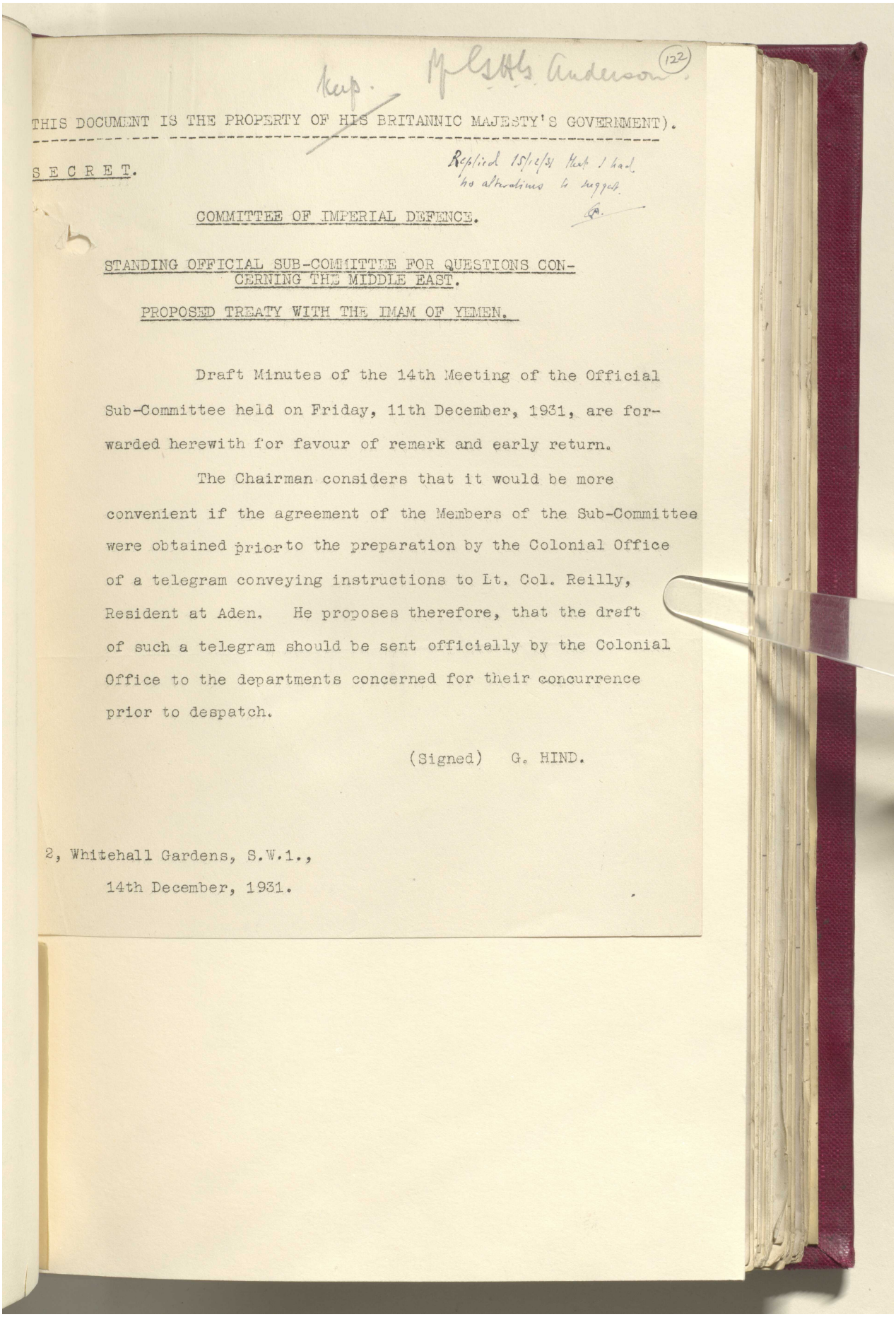

Keep. Mr G.H.G. Anderson (122)

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S E C R E T.

Replied 15/12/31 that I had no alterations to suggest.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

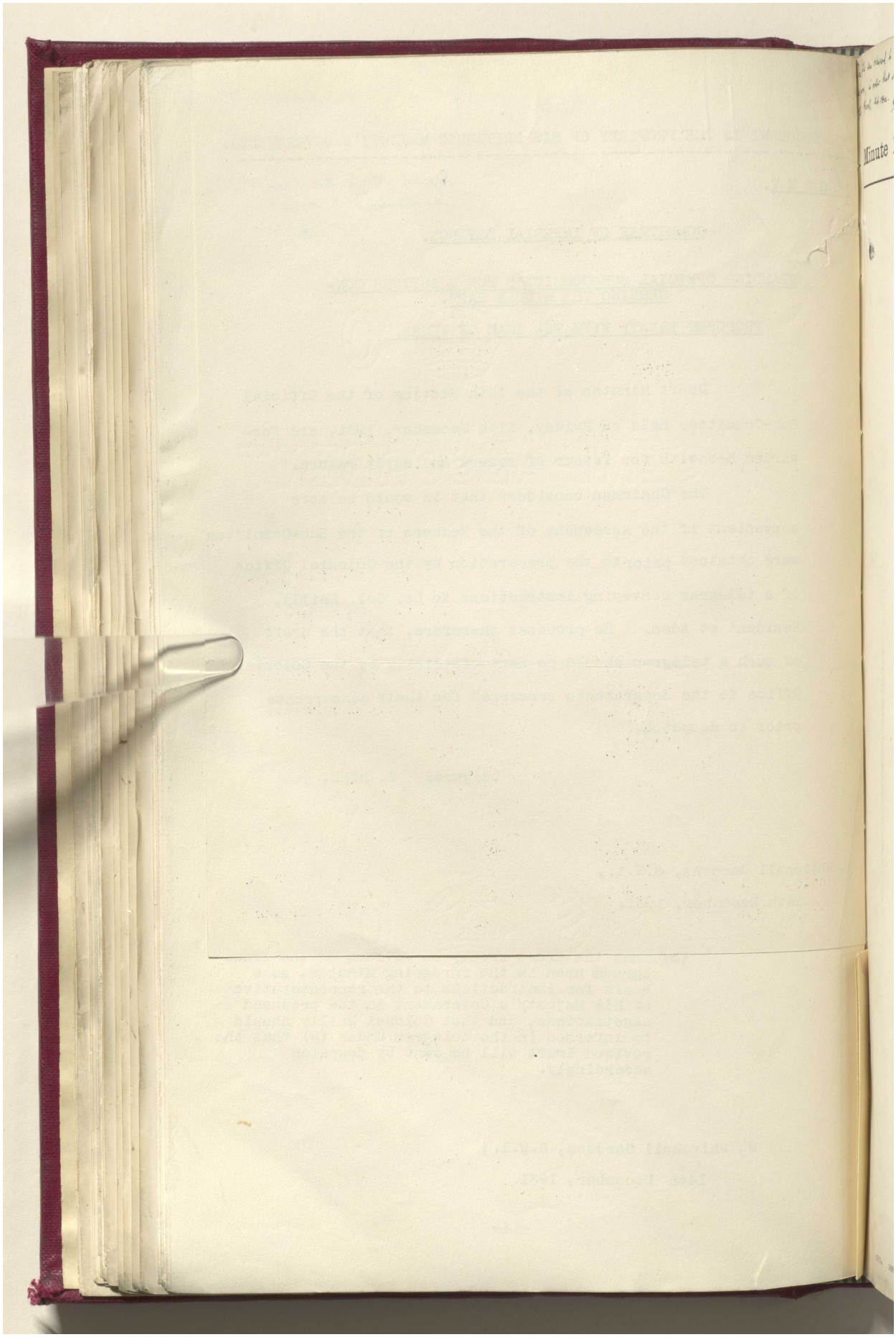
PROPOSED TREATY WITH THE IMAM OF YEMEN.

Draft Minutes of the 14th Meeting of the Official Sub-Committee held on Friday, 11th December, 1931, are forwarded herewith for favour of remark and early return.

The Chairman considers that it would be more convenient if the agreement of the Members of the Sub-Committee were obtained prior to the preparation by the Colonial Office of a telegram conveying instructions to Lt. Col. Reilly, Resident at Aden. He proposes therefore, that the draft of such a telegram should be sent officially by the Colonial Office to the departments concerned for their concurrence prior to despatch.

(Signed) G. HIND.

2, Whitehall Gardens, S.W.1.,
14th December, 1931.



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file was returned to the Dept., at my request, yesterday morning, in order that I might take it with me to the meeting of Official Sub. Ctee. [initials] 12/12.

PZ 7197/31

Keep [initials] 15/12

[initials] 14/12

(123)

Sir M. Sobon

**Minute Paper.** **Department.**

Mr. Walton, [initials] 12.12.31

U.S. of S. [initials] 12.xii

At a meeting of the Middle East Official Sub. Committee held on the afternoon of the 11th Dec. it was recommended:-

(a) that the evacuation by the Imam of all Andhali districts that he holds, & the restoration of Andhali hostages, should be made a preliminary condition to the opening of negotiations.

(b) that (apart from minor points of drafting) the Imam's draft might be accepted, subject to:-

(i) the deletion of the words "and of the Islands of the Yemen" in Article III.

(ii) the substitution of the F.O. formula "... it being understood that nothing contained in this Article or in other Articles of the present Treaty is to be taken as meaning that either High Contracting Party renounces the rights claimed by him in those regions" for the words "... it being understood that nothing contained in this Article & the body of the present Treaty is to be taken as meaning that H.M. the King of the Yemen renounces his original rights in those regions." ~~[illegible]~~ in Article III (it was pointed out that, with the omission of Article IV of the 1929 draft which contained a statement of our own claims, the F.O. formula is preferable to the formula contained in Article III of the 1929 draft, which referred only to the Imam's claims & not to our own.)

(c) that a draft telegram of instructions to the Resident should be prepared by the C.O. & circulated to the interested Depts.

I concurred in the above recommendations on behalf of this Office. I understand that the whole question is likely to ~~will~~ be brought before the Ministerial Sub. Ctee. one day next week.

[signature] Anderson.
12/12/31.

4793A 5000 10.30

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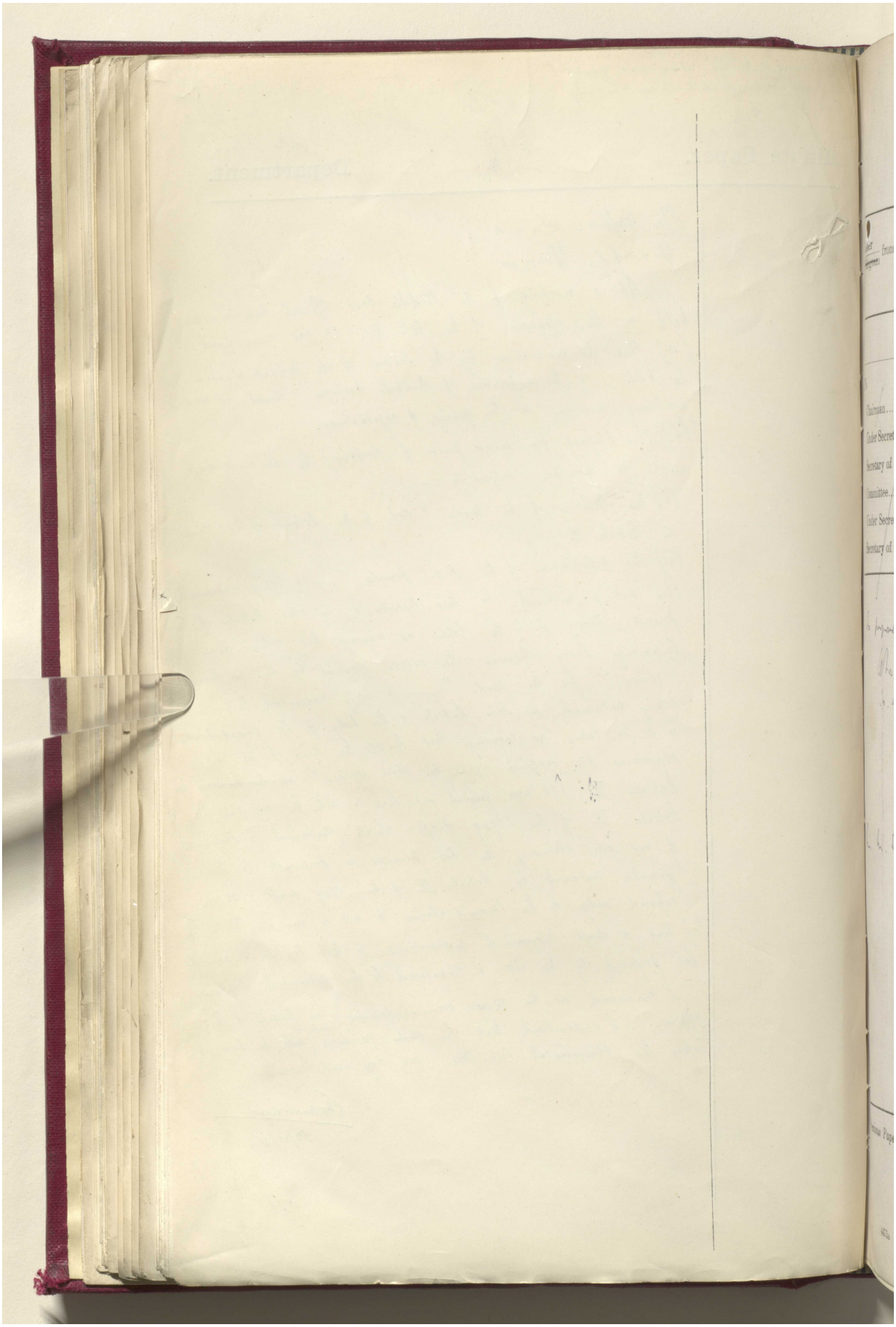

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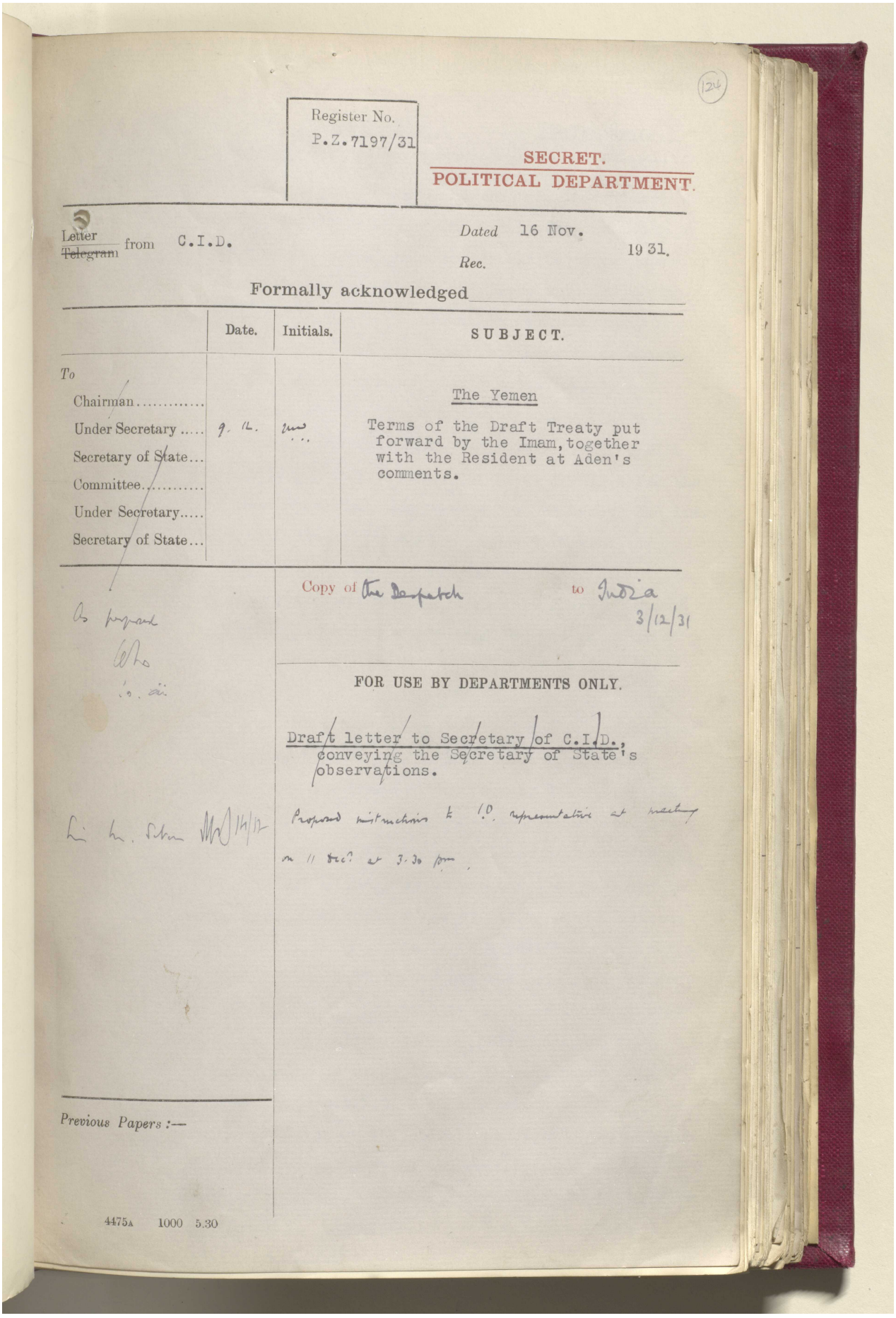

(124)

Register No.
P.Z.7197/31

SECRET.
POLITICAL DEPARTMENT.

Letter ~~Telegram~~ from C.I.D.

Dated 16 Nov. 1931.
Rec.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | |
| Chairman..... | | | The Yemen |
| Under Secretary ..... | 9. 12. | [illegible] | Terms of the Draft Treaty put forward by the Imam, together with the Resident at Aden's comments. |
| Secretary of State... | | | |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

As proposed
[illegible]
[illegible]

Copy of the Despatch to India
3/12/31

FOR USE BY DEPARTMENTS ONLY.

Draft letter to Secretary of C.I.D., conveying the Secretary of State's observations.

Proposed instructions to I.D. representative at meeting on 11 Dec. at 3.30 pm.

[illegible] 14/12

Previous Papers :—

4475A 1000 5.30

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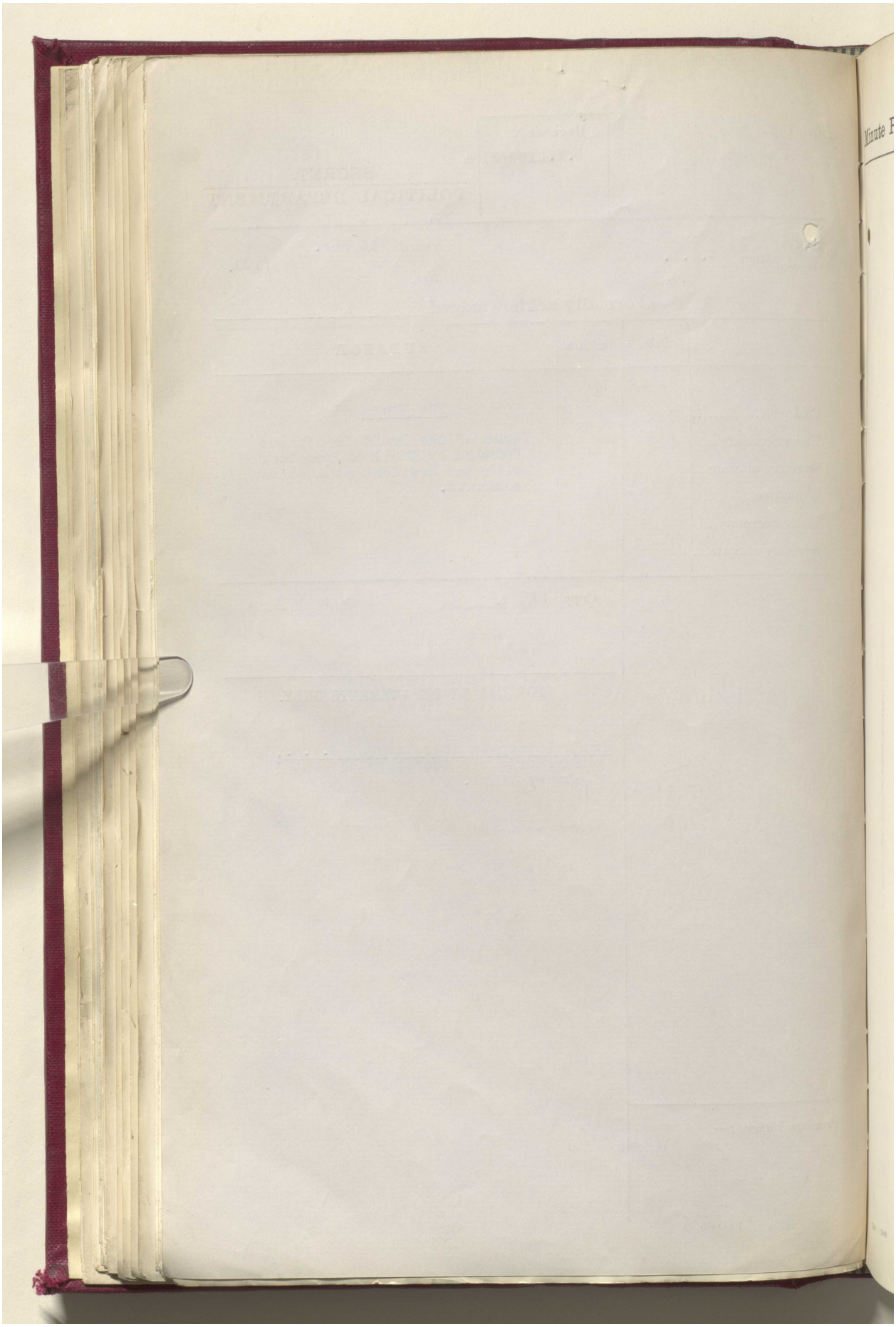

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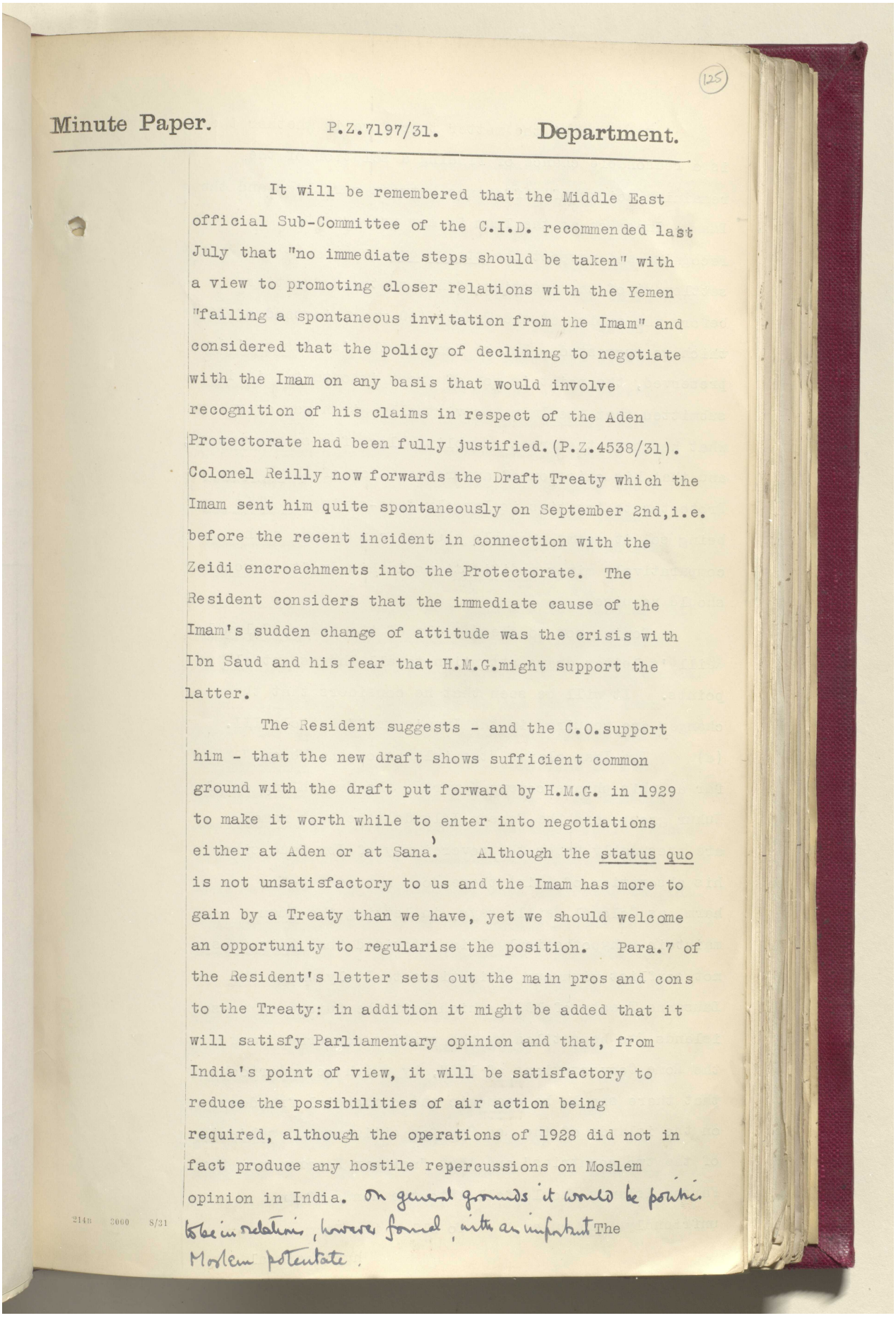

(125)

Minute Paper. P.Z.7197/31. Department.

It will be remembered that the Middle East official Sub-Committee of the C.I.D. recommended last July that "no immediate steps should be taken" with a view to promoting closer relations with the Yemen "failing a spontaneous invitation from the Imam" and considered that the policy of declining to negotiate with the Imam on any basis that would involve recognition of his claims in respect of the Aden Protectorate had been fully justified.(P.Z.4538/31). Colonel Reilly now forwards the Draft Treaty which the Imam sent him quite spontaneously on September 2nd,i.e. before the recent incident in connection with the Zeidi encroachments into the Protectorate. The Resident considers that the immediate cause of the Imam's sudden change of attitude was the crisis with Ibn Saud and his fear that H.M.G.might support the latter.

The Resident suggests - and the C.O.support him - that the new draft shows sufficient common ground with the draft put forward by H.M.G. in 1929 to make it worth while to enter into negotiations either at Aden or at Sana. Although the status quo is not unsatisfactory to us and the Imam has more to gain by a Treaty than we have, yet we should welcome an opportunity to regularise the position. Para.7 of the Resident's letter sets out the main pros and cons to the Treaty: in addition it might be added that it will satisfy Parliamentary opinion and that, from India's point of view, it will be satisfactory to reduce the possibilities of air action being required, although the operations of 1928 did not in fact produce any hostile repercussions on Moslem opinion in India. On general grounds it would be possible to be in relations, however formal, with an important Moslem potentate. The

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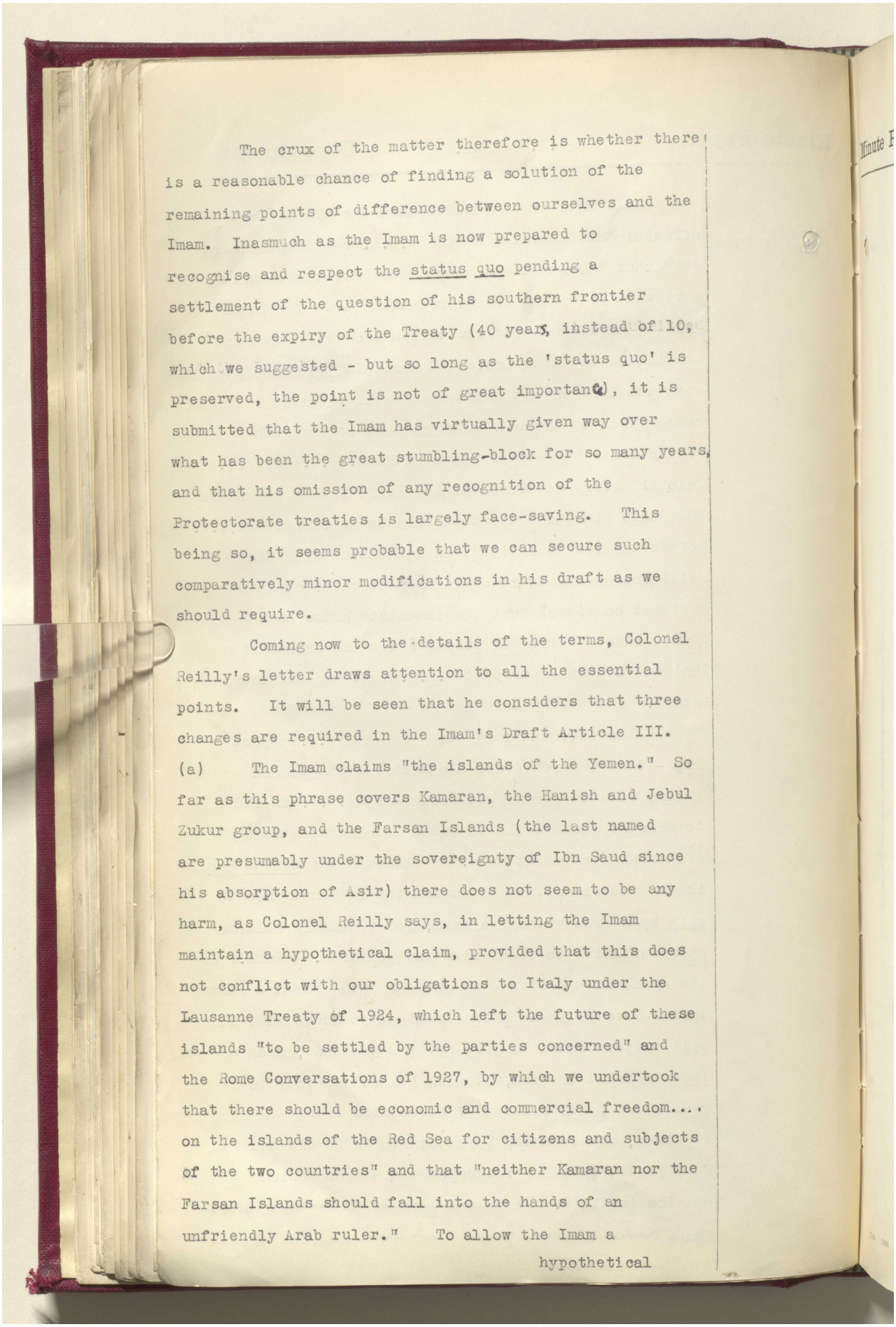

The crux of the matter therefore is whether there is a reasonable chance of finding a solution of the remaining points of difference between ourselves and the Imam. Inasmuch as the Imam is now prepared to recognise and respect the status quo pending a settlement of the question of his southern frontier before the expiry of the Treaty (40 years, instead of 10, which we suggested - but so long as the 'status quo' is preserved, the point is not of great importance), it is submitted that the Imam has virtually given way over what has been the great stumbling-block for so many years, and that his omission of any recognition of the Protectorate treaties is largely face-saving. This being so, it seems probable that we can secure such comparatively minor modifications in his draft as we should require.

Coming now to the details of the terms, Colonel Reilly's letter draws attention to all the essential points. It will be seen that he considers that three changes are required in the Imam's Draft Article III.

(a) The Imam claims "the islands of the Yemen." So far as this phrase covers Kamaran, the Hanish and Jebul Zukur group, and the Farsan Islands (the last named are presumably under the sovereignty of Ibn Saud since his absorption of Asir) there does not seem to be any harm, as Colonel Reilly says, in letting the Imam maintain a hypothetical claim, provided that this does not conflict with our obligations to Italy under the Lausanne Treaty of 1924, which left the future of these islands "to be settled by the parties concerned" and the Rome Conversations of 1927, by which we undertook that there should be economic and commercial freedom.... on the islands of the Red Sea for citizens and subjects of the two countries" and that "neither Kamaran nor the Farsan Islands should fall into the hands of an unfriendly Arab ruler." To allow the Imam a hypothetical

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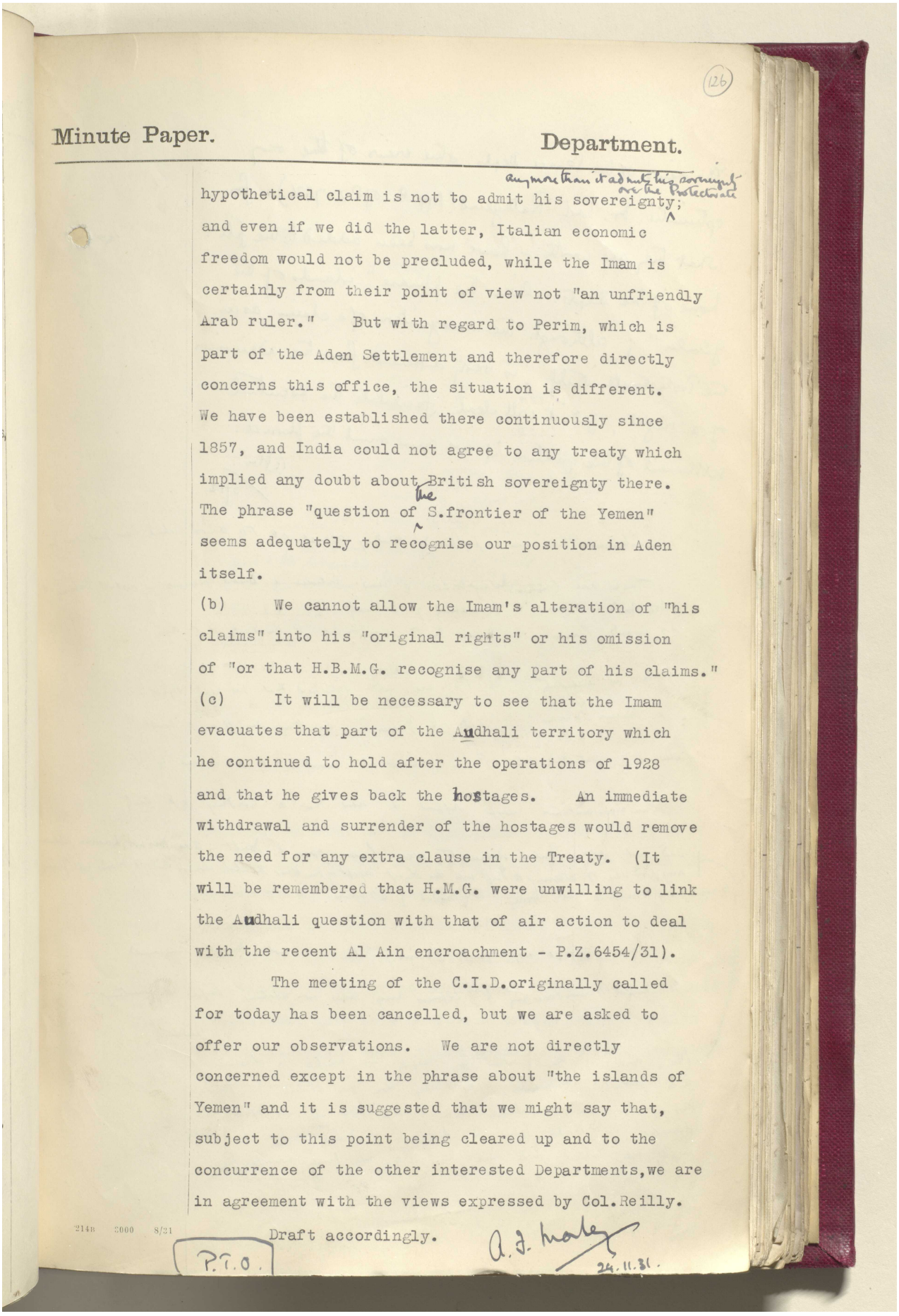

(126)

Minute Paper. Department.

hypothetical claim is not to admit his sovereignty; any more than it admits his sovereignty over the Protectorate and even if we did the latter, Italian economic freedom would not be precluded, while the Imam is certainly from their point of view not "an unfriendly Arab ruler." But with regard to Perim, which is part of the Aden Settlement and therefore directly concerns this office, the situation is different. We have been established there continuously since 1857, and India could not agree to any treaty which implied any doubt about British sovereignty there. The phrase "question of the S.frontier of the Yemen" seems adequately to recognise our position in Aden itself.

(b) We cannot allow the Imam's alteration of "his claims" into his "original rights" or his omission of "or that H.B.M.G. recognise any part of his claims."

(c) It will be necessary to see that the Imam evacuates that part of the Audhali territory which he continued to hold after the operations of 1928 and that he gives back the hostages. An immediate withdrawal and surrender of the hostages would remove the need for any extra clause in the Treaty. (It will be remembered that H.M.G. were unwilling to link the Audhali question with that of air action to deal with the recent Al Ain encroachment - P.Z.6454/31).

The meeting of the C.I.D.originally called for today has been cancelled, but we are asked to offer our observations. We are not directly concerned except in the phrase about "the islands of Yemen" and it is suggested that we might say that, subject to this point being cleared up and to the concurrence of the other interested Departments, we are in agreement with the views expressed by Col.Reilly.

Draft accordingly.

A.J. Harley 24.11.31.

P.T.O.

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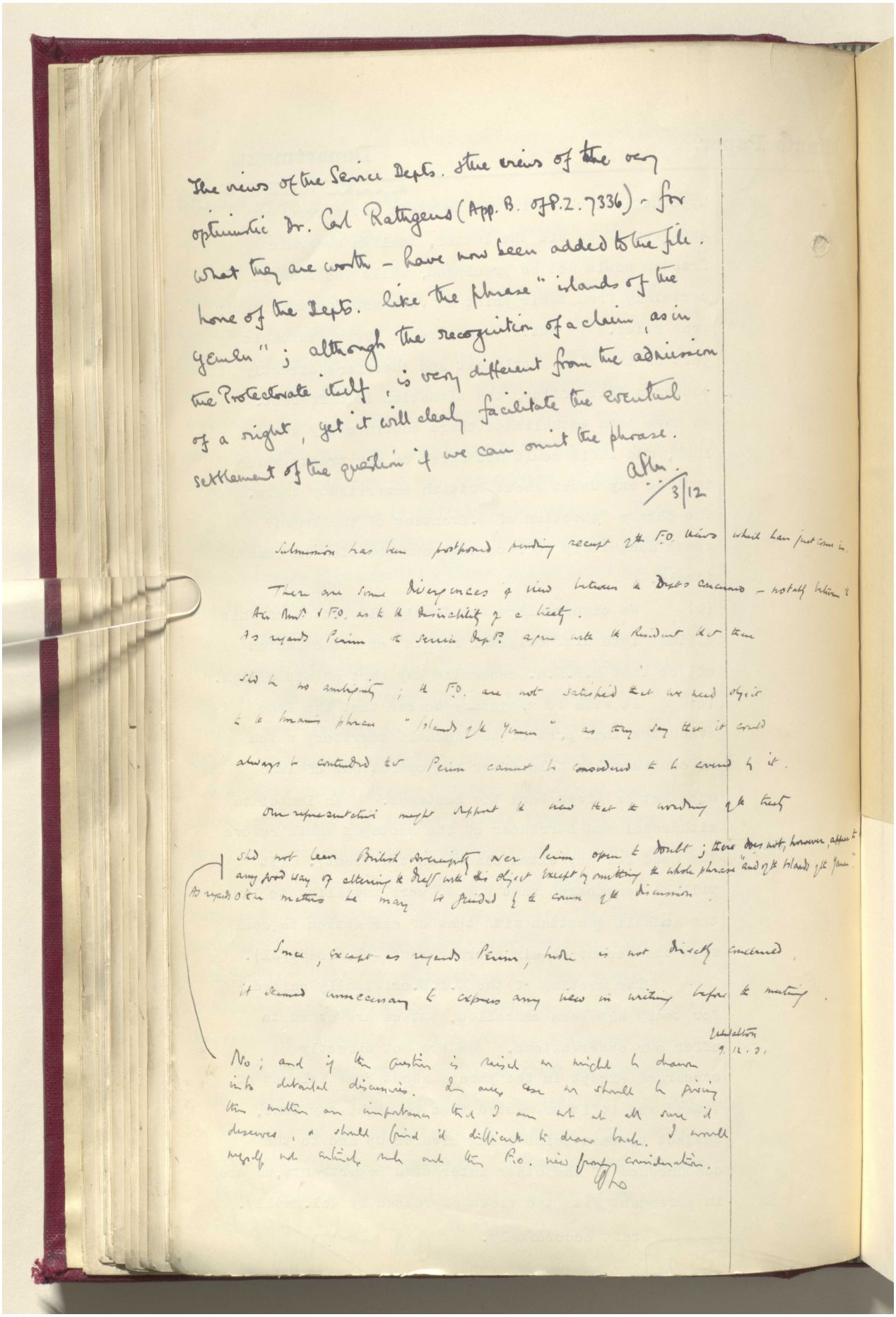

The views of the Service Depts. & the views of the very optimistic Dr. Carl Rathgens (App. B. of P.Z. 7336) - for what they are worth - have now been added to the file. None of the Depts. like the phrase "islands of the Yemen"; although the recognition of a claim, as in the Protectorate itself, is very different from the admission of a right, yet it will clearly facilitate the eventual settlement of the question if we can omit the phrase.

AHM.
3/12

Submission has been postponed pending receipt of the F.O. views which have just come in.

There are some divergences of view between the Depts concerned - notably between the Air Mnt. & F.O. as to the desirability of a treaty.
As regards Perim the Service Depts. agree with the Resident that there should be no ambiguity; the F.O. are not satisfied that we need object to the Imam's phrase "Islands of the Yemen", as they say that it could always be contended that Perim cannot be considered to be covered by it.

Our representative might support the view that the wording of the treaty should not leave British sovereignty over Perim open to doubt; there does not, however, appear to any good way of altering the draft with this object except by omitting the whole phrase "and of the Islands of the Yemen".
As regards other matters he may be guided by the course of the discussion.

Since, except as regards Perim, India is not directly concerned, it seemed unnecessary to express any view in writing before the meeting.

Wheatley
9.12.21

No; and if the question is raised we might be drawn into detailed discussions. In any case we should be giving the matter an importance that I am not at all sure it deserves, & should find it difficult to draw back. I would myself not entirely rule out the F.O. view from consideration.

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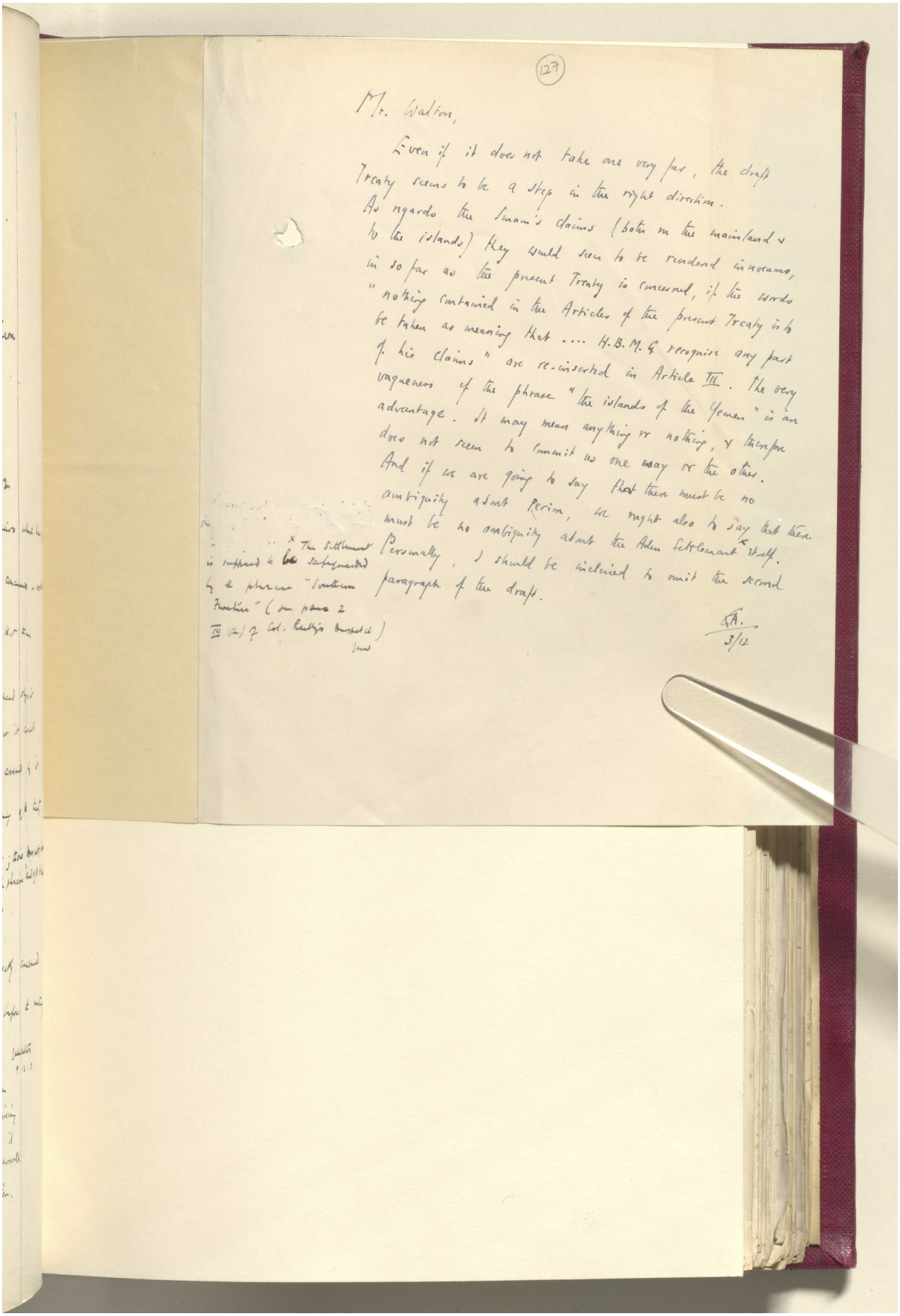

(127)

Mr. Walton,

Even if it does not take one very far, the draft Treaty seems to be a step in the right direction. As regards the Imam's claims (both on the mainland & to the islands) they would seem to be rendered innocuous, in so far as the present Treaty is concerned, if the words "nothing contained in the Articles of the present Treaty is to be taken as meaning that .... H.B.M.G. recognise any part of his claims" are re-inserted in Article III. The very vagueness of the phrase "the islands of the Yemen" is an advantage. It may mean anything or nothing, & therefore does not seem to commit us one way or the other. And if we are going to say that there must be no ambiguity about Perim, we might also to say that there must be no ambiguity about the Aden Settlement[x] itself. Personally, I should be inclined to omit the second paragraph of the draft.

[illegible]

[x] The Settlement is supposed to be safeguarded by the phrase "Southern Frontier" (see para 2 III (a) of Col. Reilly's Despatch) [illegible]

G.A.
3/12

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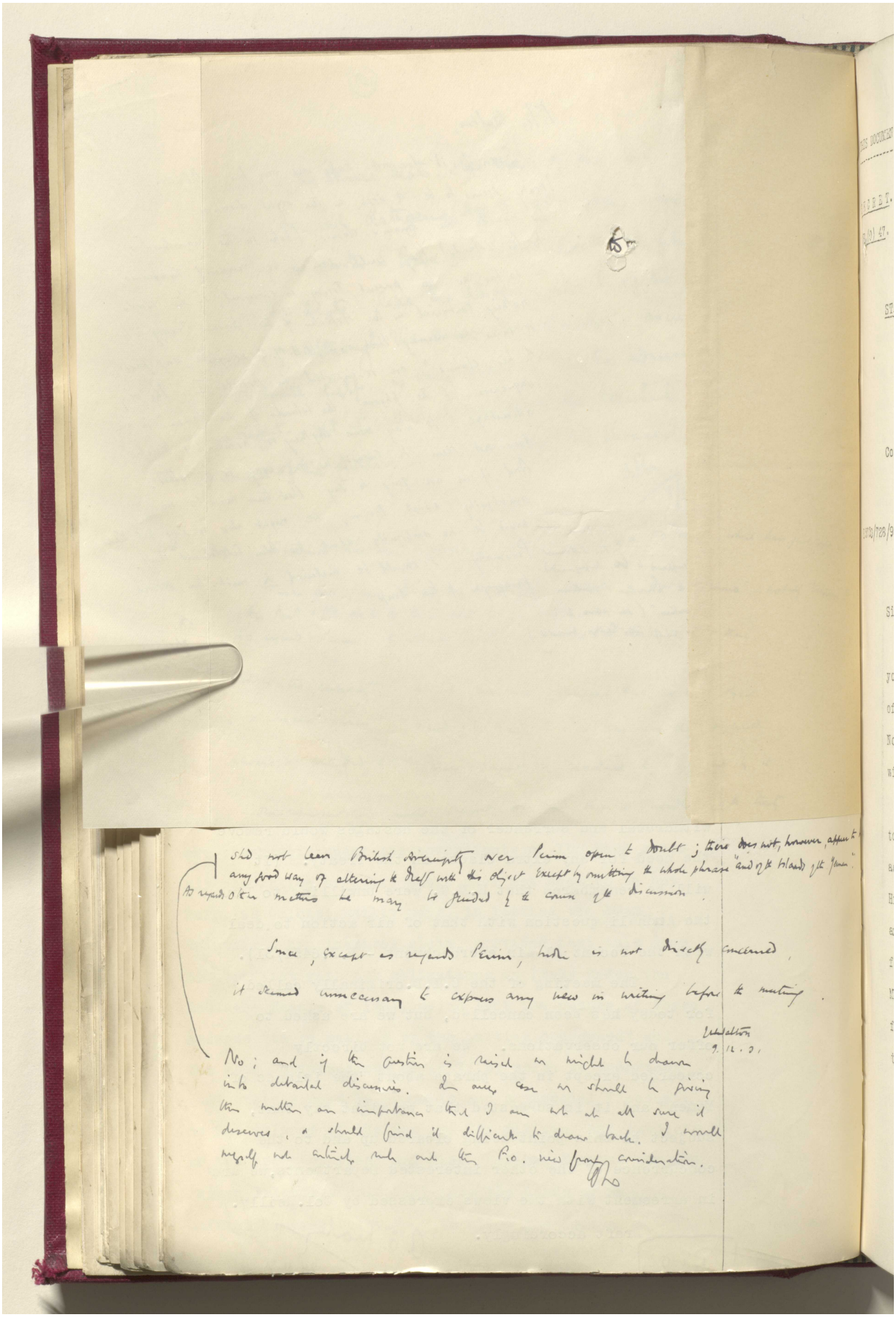

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Shd not leave British sovereignty over Perim open to doubt; there does not, however, appear to be any good way of altering the draft with this object except by omitting the whole phrase "and of the Islands of the Yemen". As regards other matters he may be guided by the course of the discussion.

Since, except as regards Perim, India is not directly concerned, it seemed unnecessary to express any view in writing before the meeting.

Ulstatton
9.12.01

No; and if the question is raised we might be drawn into detailed discussions. In any case we should be giving this matter an importance that I am not at all sure it deserves, & should find it difficult to draw back. I would myself not entirely rule out the F.O. view from consideration.

[illegible]

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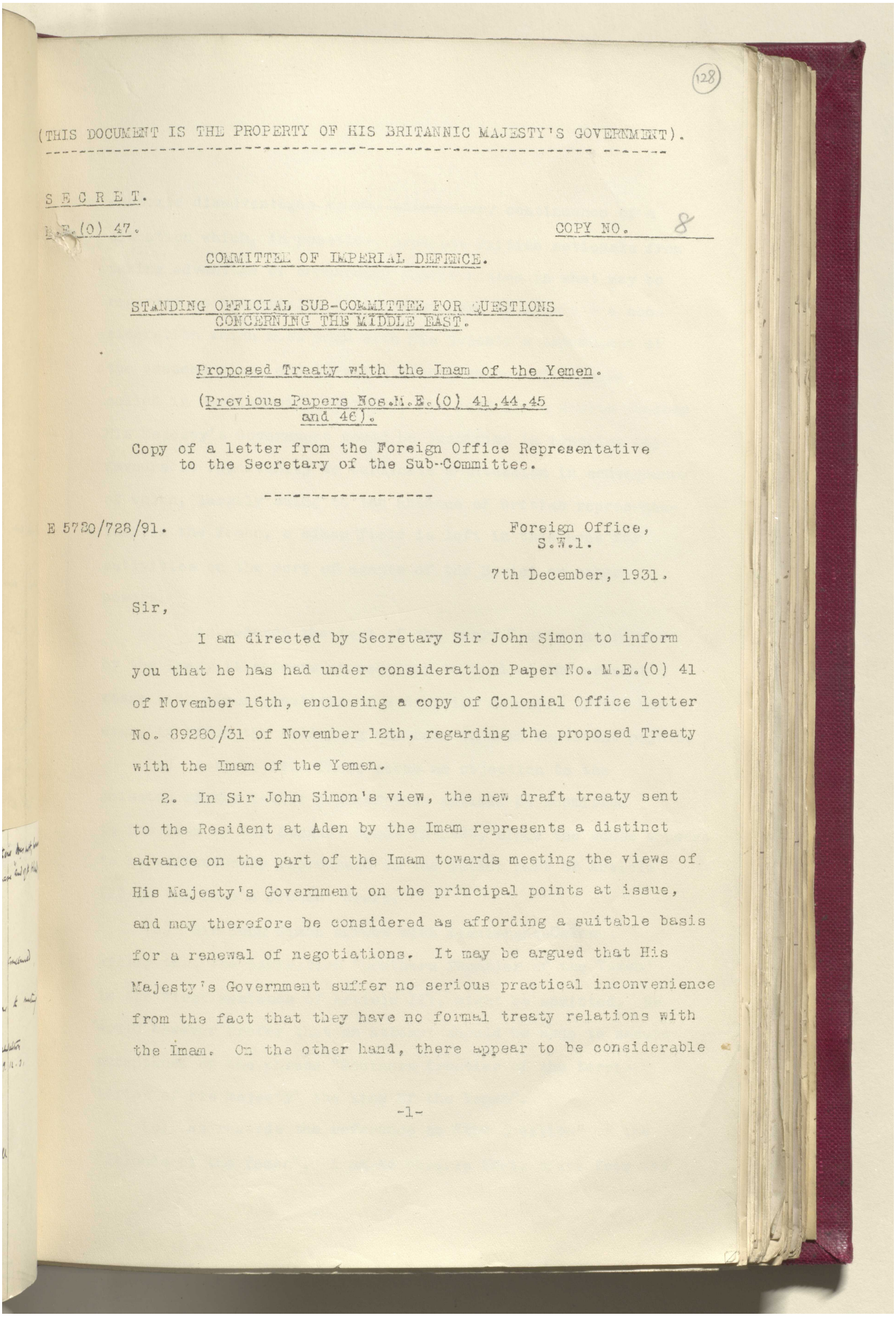

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S E C R E T.

M.E.(O) 47. COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

Proposed Treaty with the Imam of the Yemen.

(Previous Papers Nos.M.E.(O) 41,44,45 and 46).

Copy of a letter from the Foreign Office Representative to the Secretary of the Sub-Committee.

E 5730/728/91. Foreign Office, S.W.1.

7th December, 1931.

Sir,

I am directed by Secretary Sir John Simon to inform you that he has had under consideration Paper No. M.E.(O) 41 of November 16th, enclosing a copy of Colonial Office letter No. 89280/31 of November 12th, regarding the proposed Treaty with the Imam of the Yemen.

2. In Sir John Simon's view, the new draft treaty sent to the Resident at Aden by the Imam represents a distinct advance on the part of the Imam towards meeting the views of His Majesty's Government on the principal points at issue, and may therefore be considered as affording a suitable basis for a renewal of negotiations. It may be argued that His Majesty's Government suffer no serious practical inconvenience from the fact that they have no formal treaty relations with the Imam. On the other hand, there appear to be considerable

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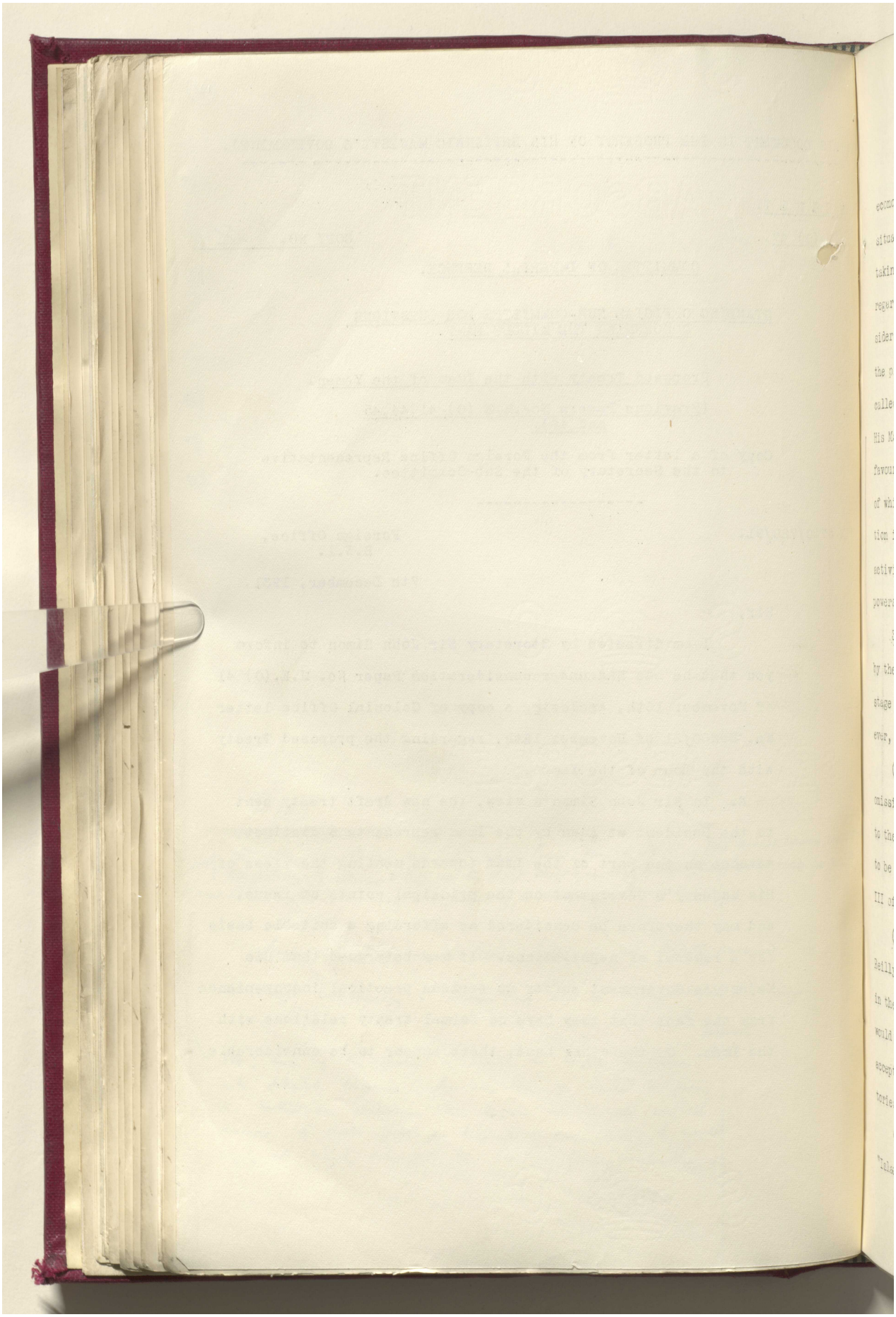

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economic disadvantages in the unnecessary continuance of a situation which, in practice, prevents British nationals from taking advantage of commercial opportunities in what may be regarded as potentially the richest part of Arabia - a consideration which must weigh with His Majesty's Government at the present time, and to which attention has often been called in Parliament. Further, Sir John Simon doubts whether His Majesty's Government would be justified in ignoring any favourable opportunity to terminate a situation in consequence of which, largely owing to the absence of British representation in the Yemen, a clear field is left in this area for activities on the part of agents of the Soviet or other powers.

3. As regards the text of the draft Treaty put forward by the Imam, it appears unnecessary to deal at the present stage with minor questions of a drafting nature. I am, however, to offer the following comments on more important points.

(a) Article II. There seems no objection to the omission of the latter part of this article as submitted to the Iman by Sir Stewart Symes in 1929, since the sense appears to be sufficiently reproduced in the latter part of Article III of the Imam's present draft.

(b) Sir John Simon agrees with Lieutenant-Colonel Reilly that the expression "Southern frontier of the Yemen' in the first sentence of Article III, might be admitted. He would however prefer that an attempt should be made to secure acceptance of the phrase "Southern frontier of the territories of His Majesty' the King of the Yemen".

(c) As regards the reference to "the question" of the "Islands of the Yemen", I am to observe that, apart from the



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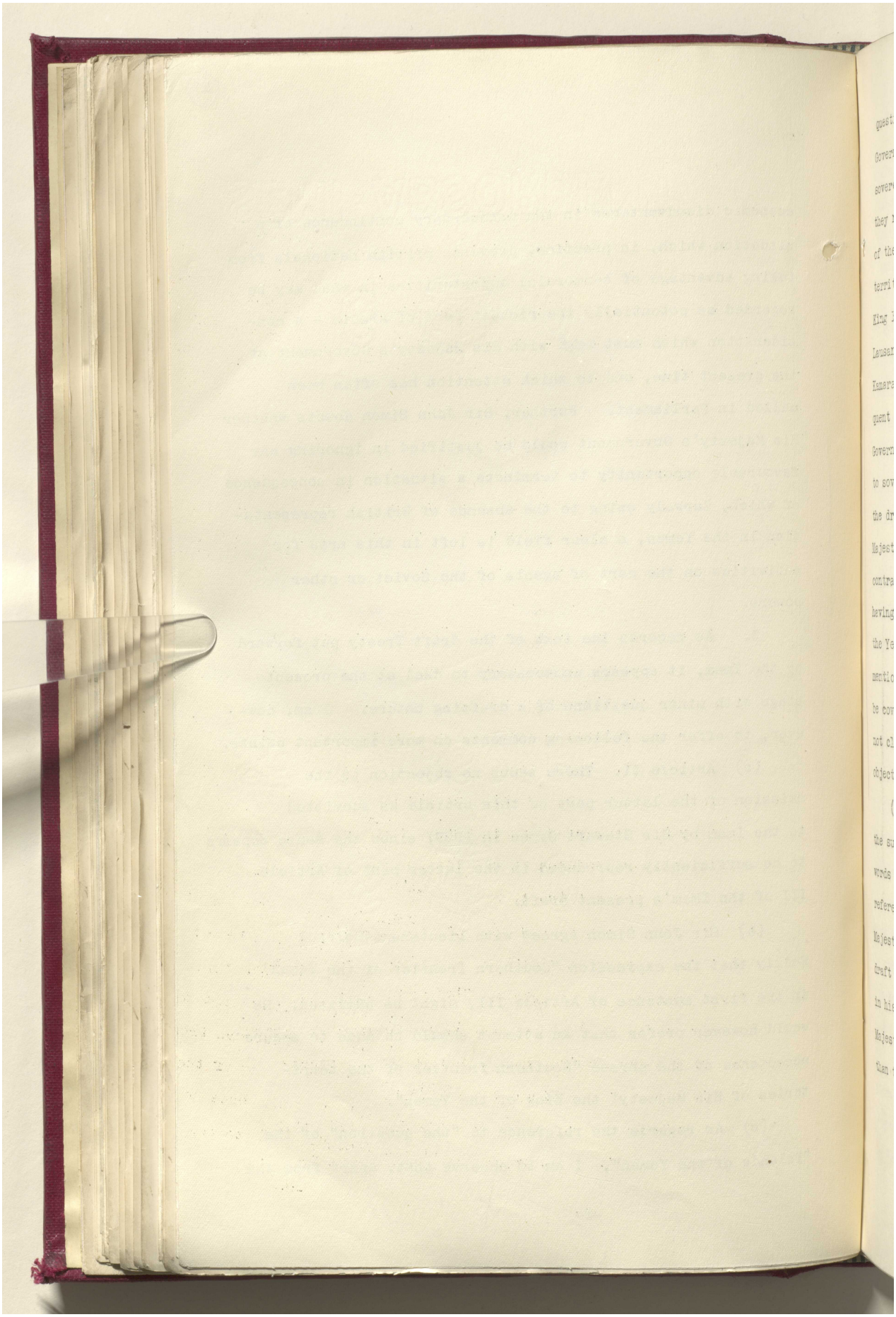

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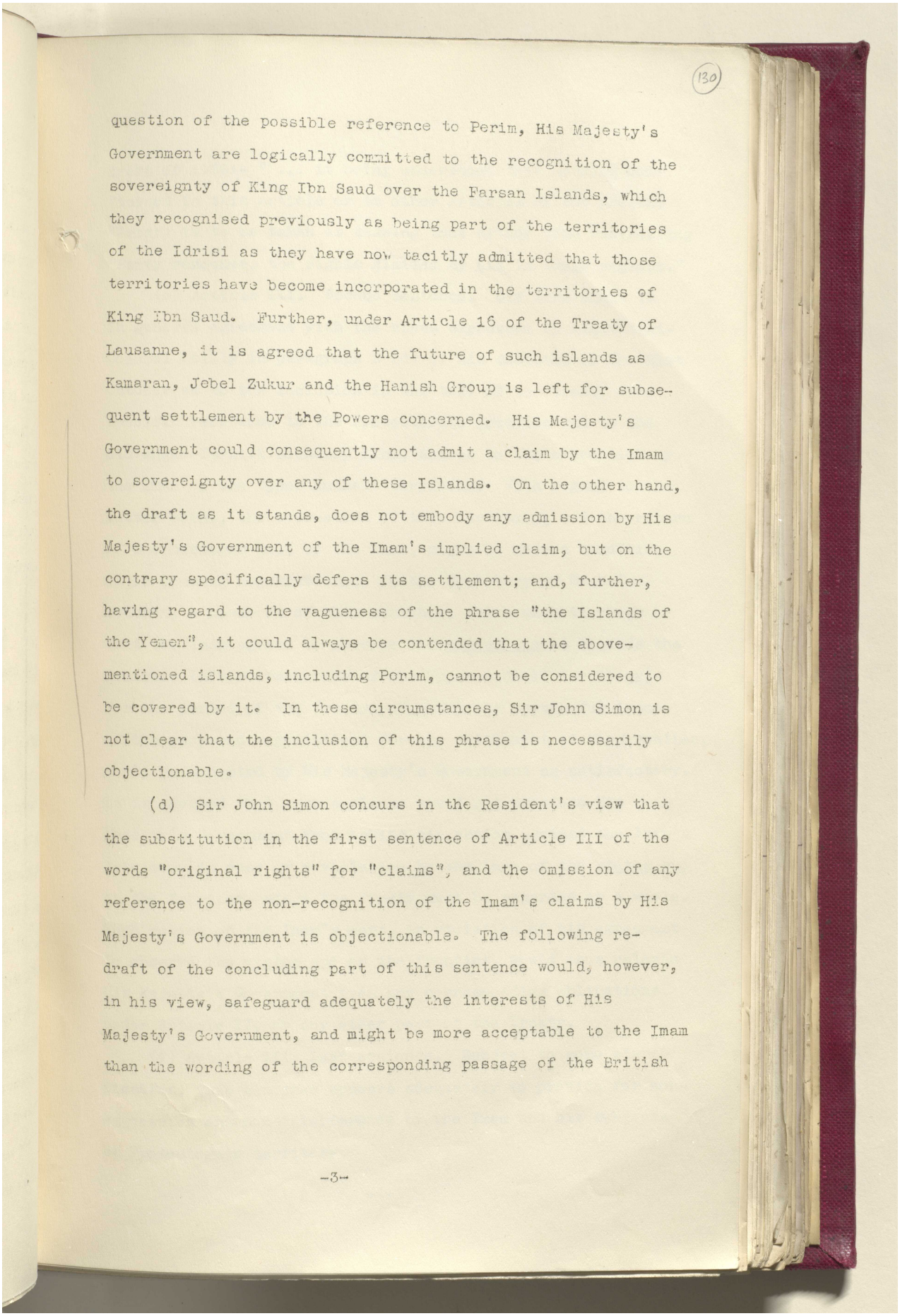



question of the possible reference to Perim, His Majesty's Government are logically committed to the recognition of the sovereignty of King Ibn Saud over the Farsan Islands, which they recognised previously as being part of the territories of the Idrisi as they have now tacitly admitted that those territories have become incorporated in the territories of King Ibn Saud. Further, under Article 16 of the Treaty of Lausanne, it is agreed that the future of such islands as Kamaran, Jebel Zukur and the Hanish Group is left for subsequent settlement by the Powers concerned. His Majesty's Government could consequently not admit a claim by the Imam to sovereignty over any of these Islands. On the other hand, the draft as it stands, does not embody any admission by His Majesty's Government of the Imam's implied claim, but on the contrary specifically defers its settlement; and, further, having regard to the vagueness of the phrase "the Islands of the Yemen", it could always be contended that the above-mentioned islands, including Perim, cannot be considered to be covered by it. In these circumstances, Sir John Simon is not clear that the inclusion of this phrase is necessarily objectionable.

(d) Sir John Simon concurs in the Resident's view that the substitution in the first sentence of Article III of the words "original rights" for "claims", and the omission of any reference to the non-recognition of the Imam's claims by His Majesty's Government is objectionable. The following re-draft of the concluding part of this sentence would, however, in his view, safeguard adequately the interests of His Majesty's Government, and might be more acceptable to the Imam than the wording of the corresponding passage of the British



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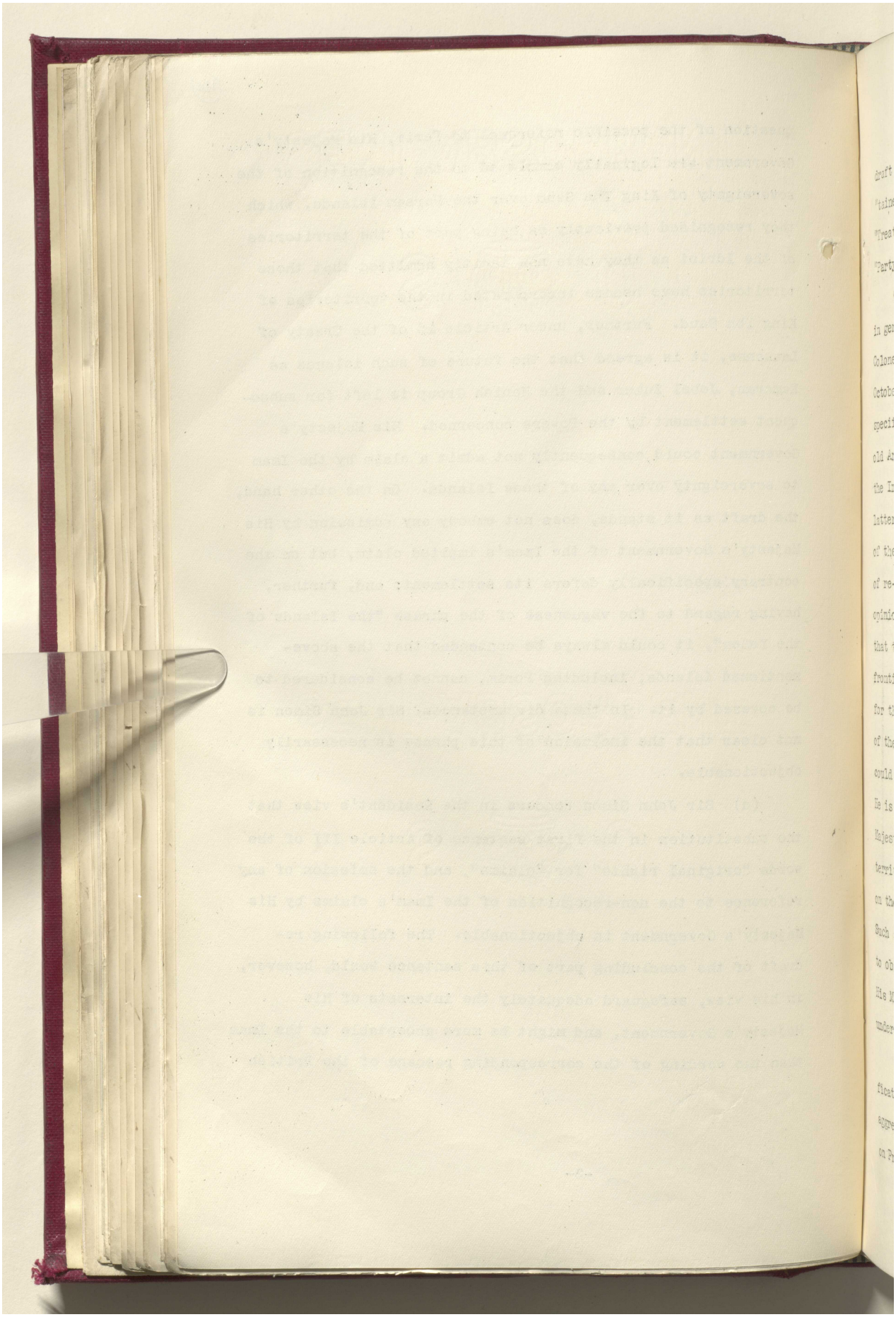

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draft of 1929:- " ... it being understood that nothing con-
"tained in this Article or in other Articles of the present
"Treaty is to be taken as meaning that either High Contracting
"Party renounces the rights claimed by him in those regions."

(e) Article III. Second sentence. Sir John Simon is in general agreement with the views expressed by Lieutenant-Colonel Reilly in paragraph 3 (d) of his despatch of the 21st October as to the inclusion in the text of the treaty of a specific reference to the Protectorate treaties and to the old Anglo-Turkish boundary line, and as to the evacuation by the Imam of the Upper Audhali territory. With regard to the latter point, the evacuation of this territory, and the return of the hostages held by the Imam, might be made a condition of re-opening negotiations. In the Secretary of State's opinion, a re-draft of this sentence, which made it clear that the Imam agreed to observe the status quo as regards the frontier (after evacuation of the Upper Audhali territory) for the period of the Treaty, or until the successful issue of the proposed negotiations for the settlement of the frontier, could be accepted by His Majesty's Government as satisfactory. He is advised that such a clause would not preclude His Majesty's Government from taking air action against the Imam's territory in case of a violation by the Imam of the status quo on the frontier, since the Treaty must be regarded as a whole. Such action on the Imam's part, in violation of his agreement to observe the status quo on the frontier, would thus release His Majesty's Government from any corresponding obligations under Article II, or any other part of the Treaty.

(f) Article III. Last sentence. Subject to some clarification, this sentence appears adequately to provide for non-aggression and non-interference by the Imam and his subjects on Protectorate territory.



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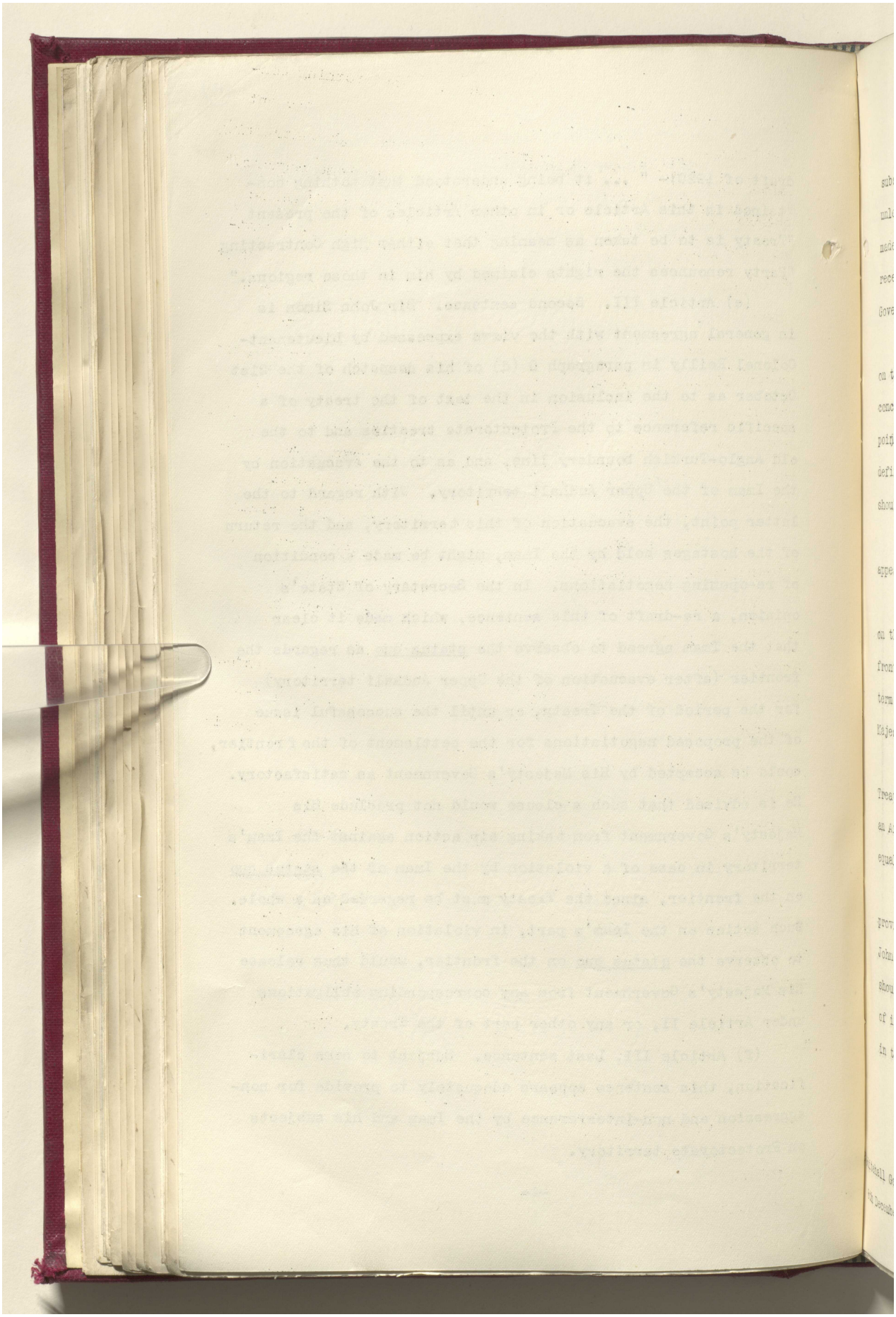

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(g) Article IV. Sir John Simon sees no objection to the substance of this draft article. I am however to suggest that, unless it be considered impracticable, an attempt should be made to secure the consent of the Imam in the Treaty to the reception of a resident representative of His Majesty's Government.

(h) Article V. This article would have to be re-drafted on the lines of corresponding articles in other treaties concluded by His Majesty's Government, in order to cover such points as the inclusion of British protected persons, the definition of the territories of the King to which the article should apply; and the definition of the term "vessels".

(i) Article VI. The second sentence of this article appears to be of definite advantage to His Majesty's Government.

(j) Article VII. If the treaty is to include a guarantee on the part of the Imam to maintain the status quo on the frontier, the proposal that it should be concluded for a long term such as forty years is evidently in the interests of His Majesty's Government.

(k) As regards the question of the language in which the Treaty should be drawn up, Sir John Simon sees no objection to an Arabic text, provided that there is also an English text of equal validity.

4. If it is eventually decided that the Imam's draft provides a possible basis for negotiations, it would, in Sir John Simon's opinion, be well that the Resident at Aden should be instructed to examine whether any additional points of interest to His Majesty's Government should be dealt with in the Treaty.

I am, etc.,

(Sgd.) G.W. RENDEL.

Whitehall Gardens, S.W.1.,
8th December, 1931.



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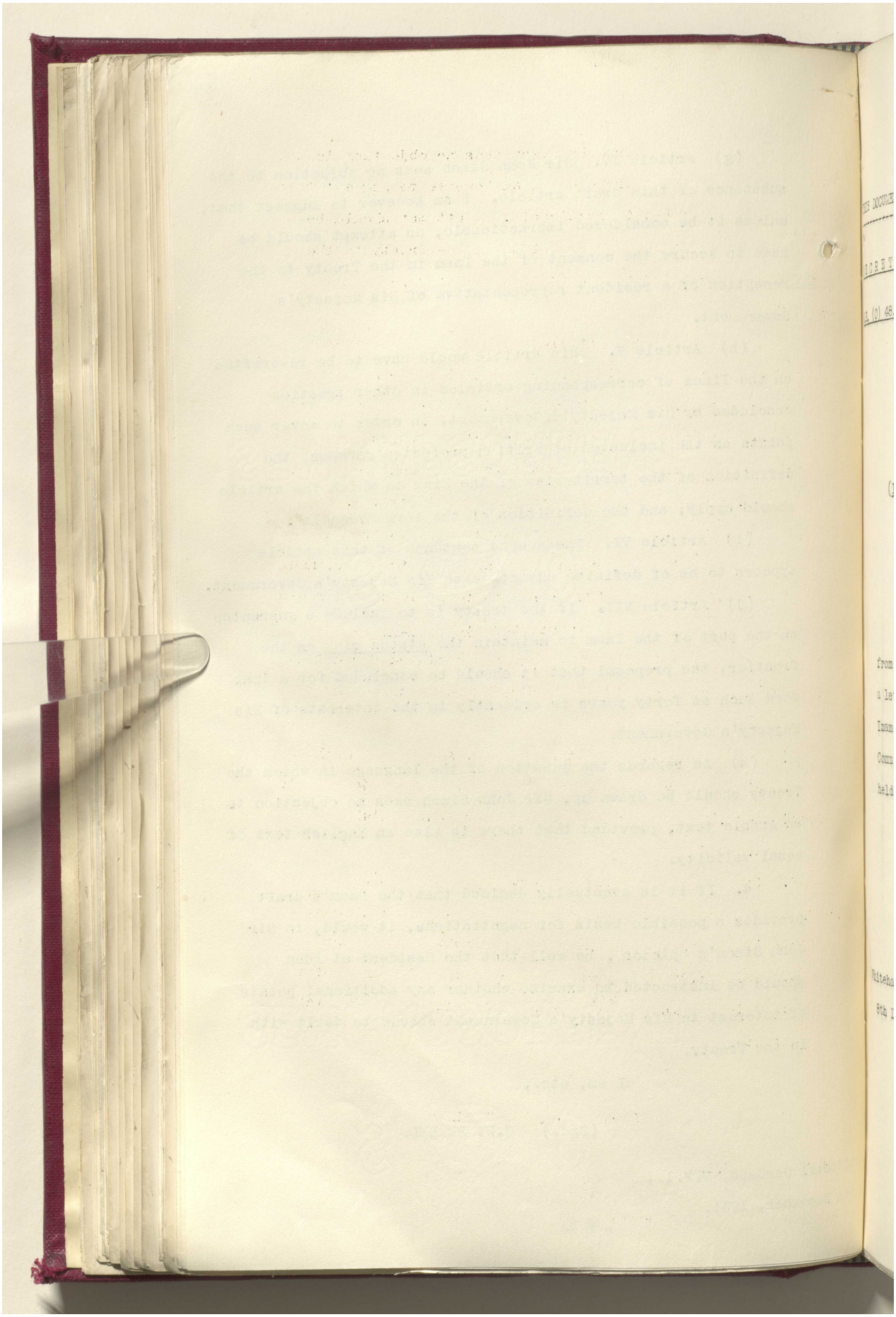

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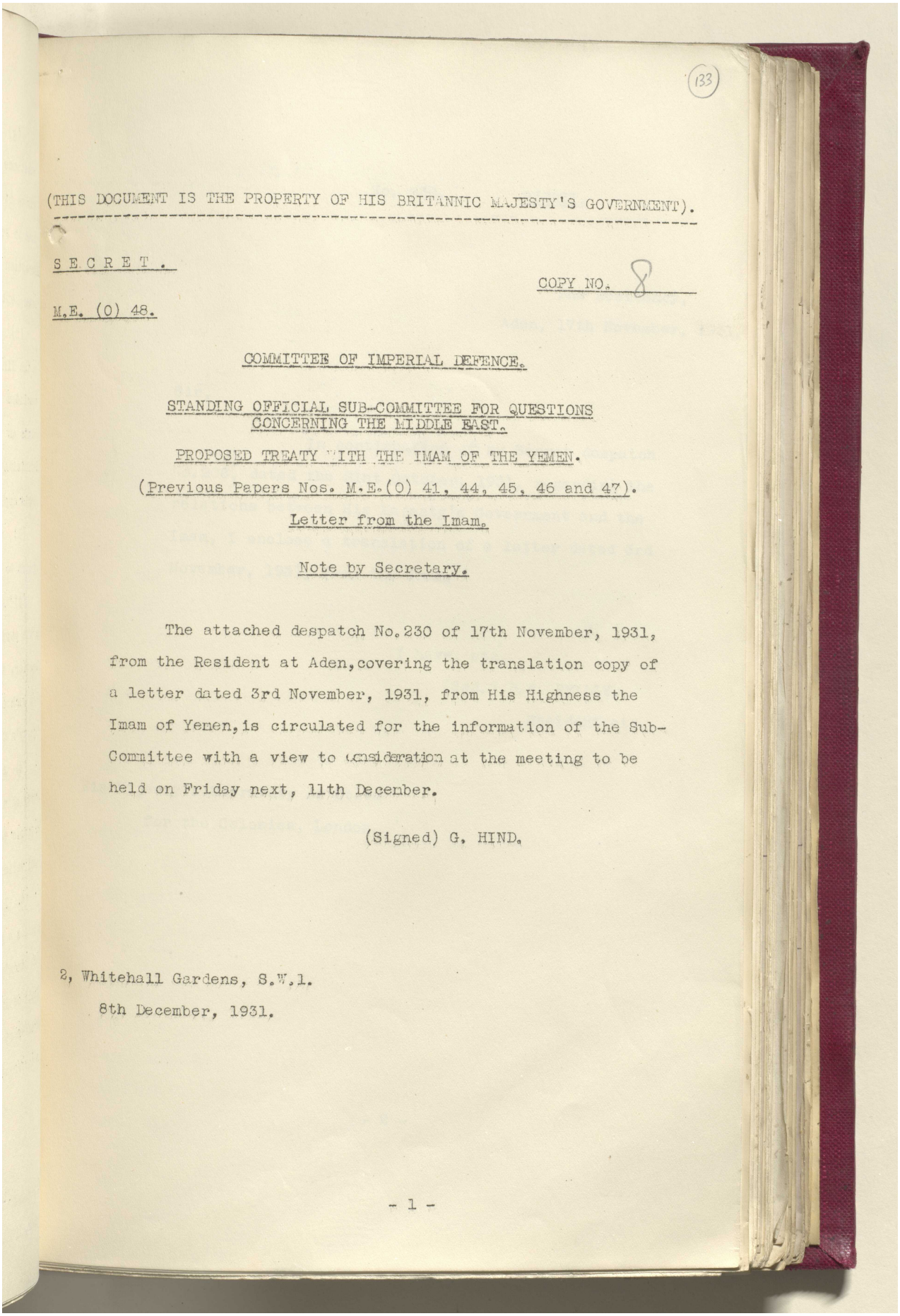

(133)

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S E C R E T .

COPY NO. 8

M.E. (O) 48.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF THE YEMEN.

(Previous Papers Nos. M.E.(O) 41, 44, 45, 46 and 47).

Letter from the Imam.

Note by Secretary.

The attached despatch No. 230 of 17th November, 1931, from the Resident at Aden, covering the translation copy of a letter dated 3rd November, 1931, from His Highness the Imam of Yemen, is circulated for the information of the Sub-Committee with a view to consideration at the meeting to be held on Friday next, 11th December.

(Signed) G. HIND.

2, Whitehall Gardens, S.W.1.
8th December, 1931.

- 1 -

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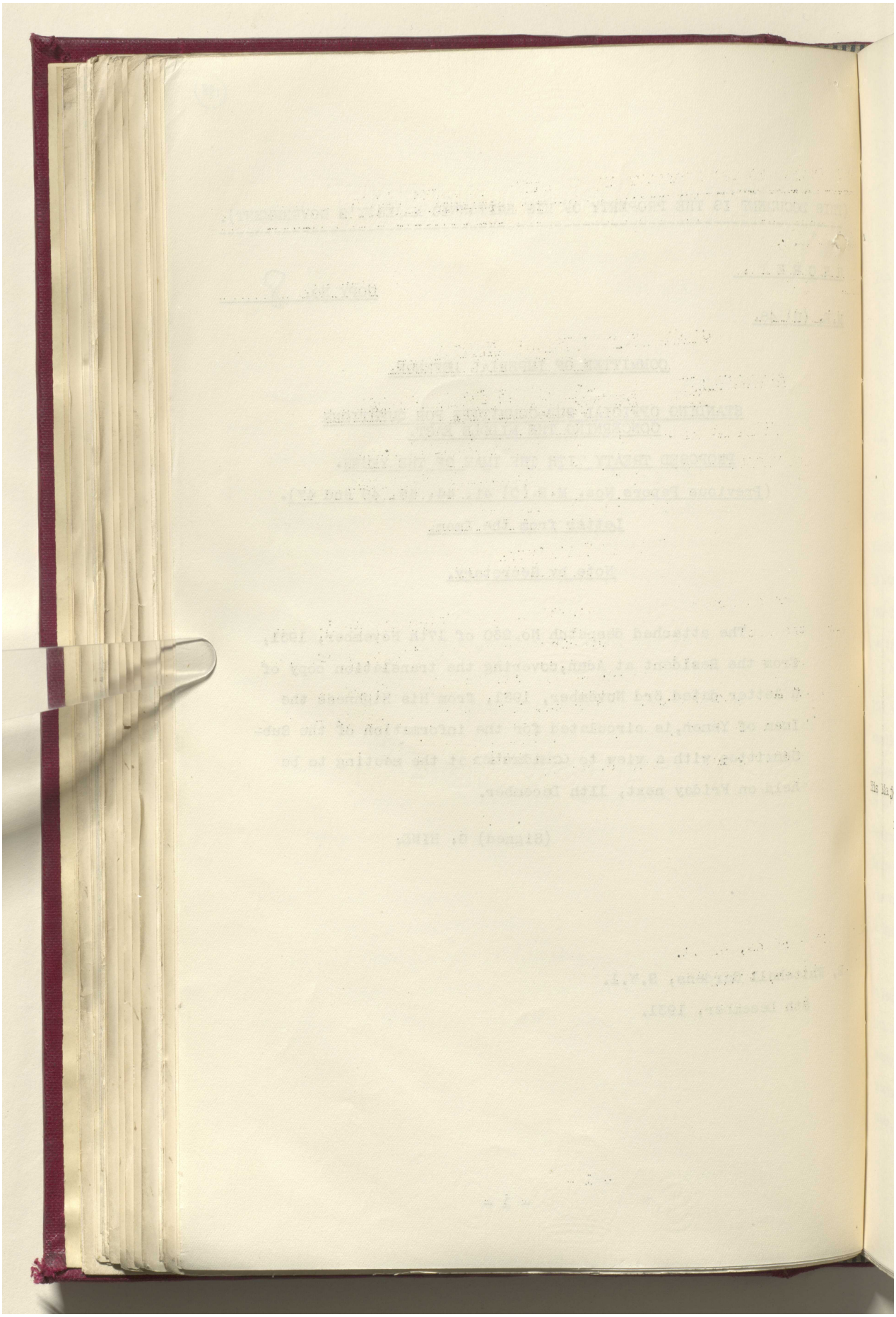

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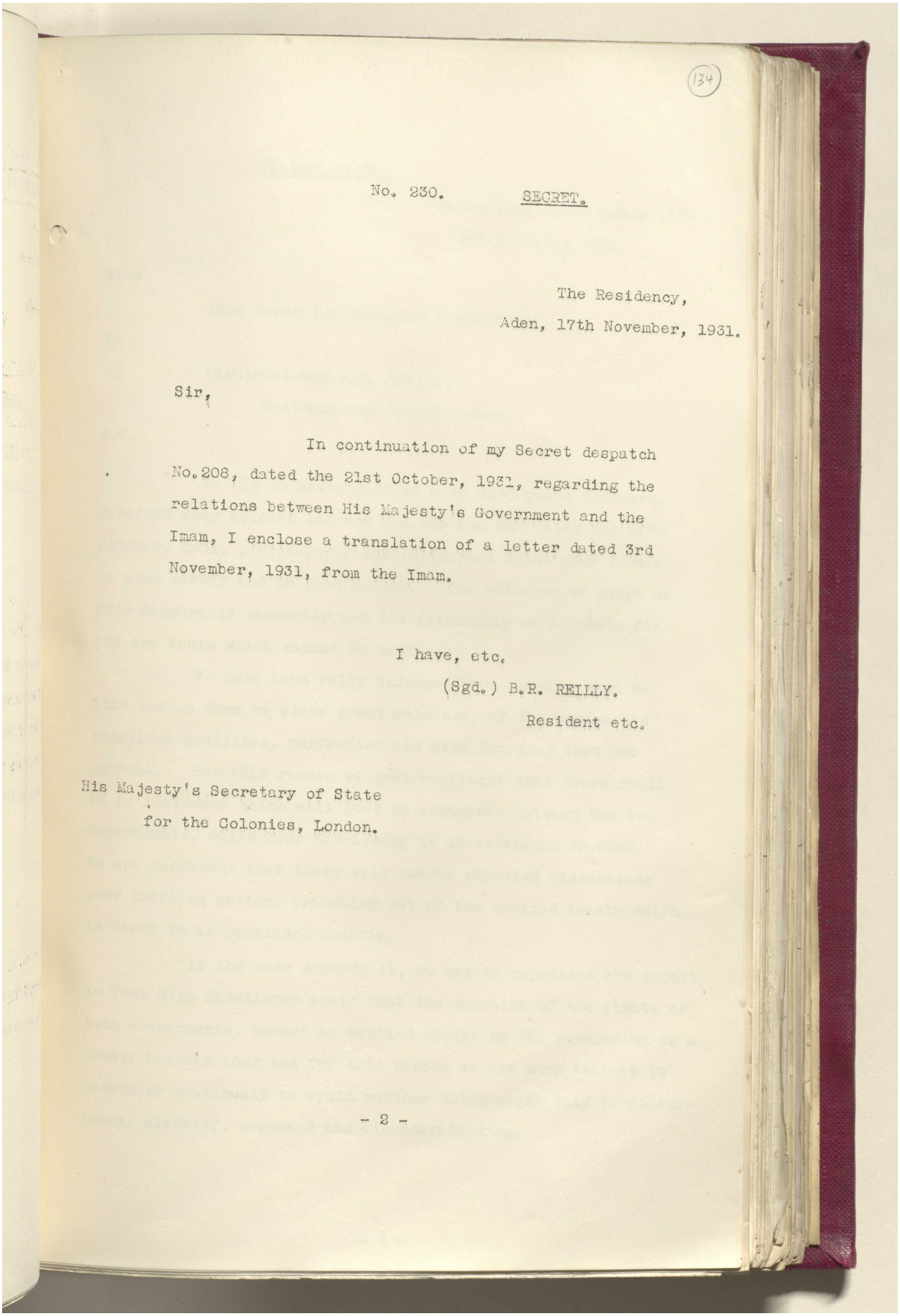

(134)

No. 230. SECRET.

The Residency,
Aden, 17th November, 1931.

Sir,

In continuation of my Secret despatch No.208, dated the 21st October, 1931, regarding the relations between His Majesty's Government and the Imam, I enclose a translation of a letter dated 3rd November, 1931, from the Imam.

I have, etc.
(Sgd.) B.R. REILLY.
Resident etc.

His Majesty's Secretary of State
for the Colonies, London.

- 2 -

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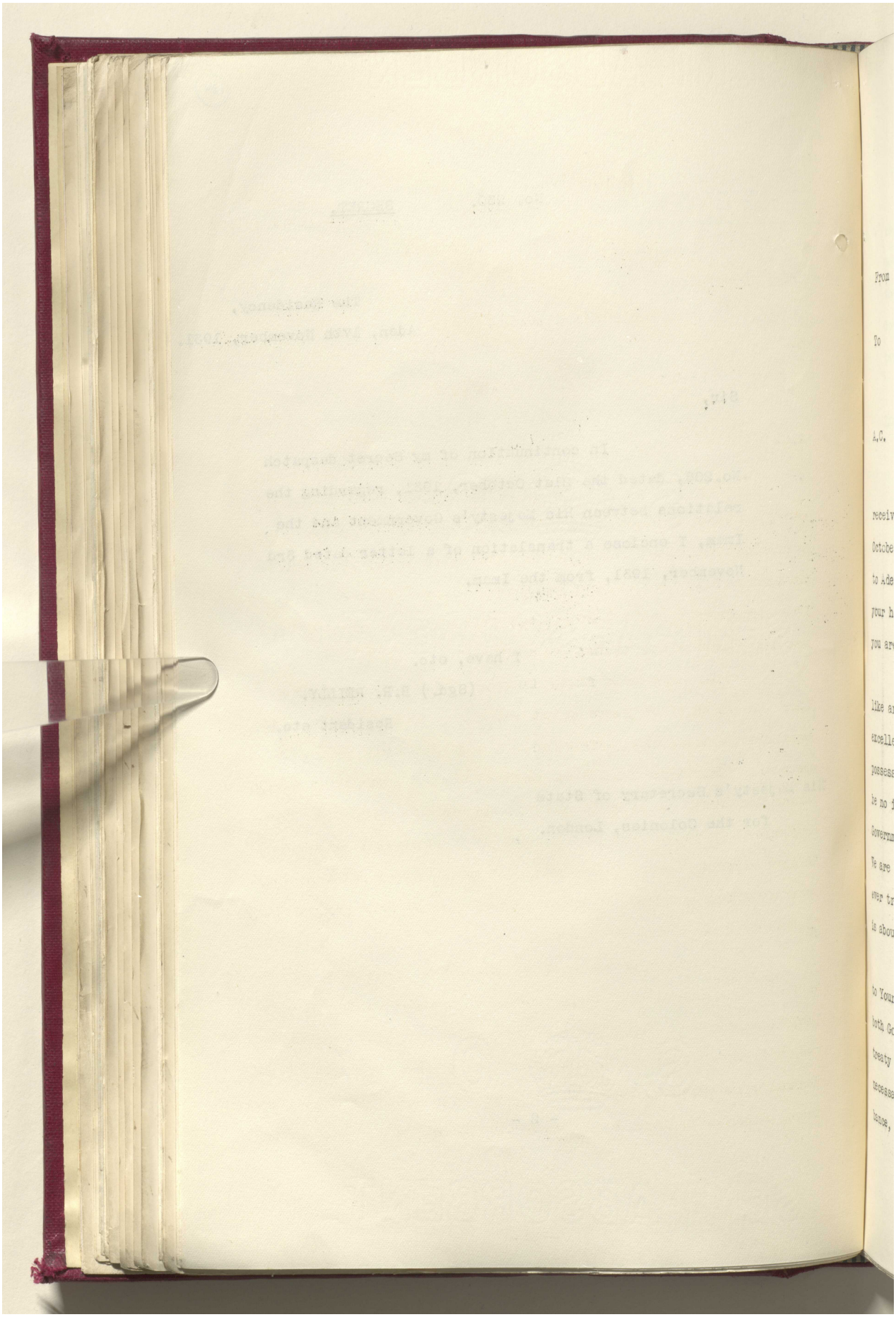

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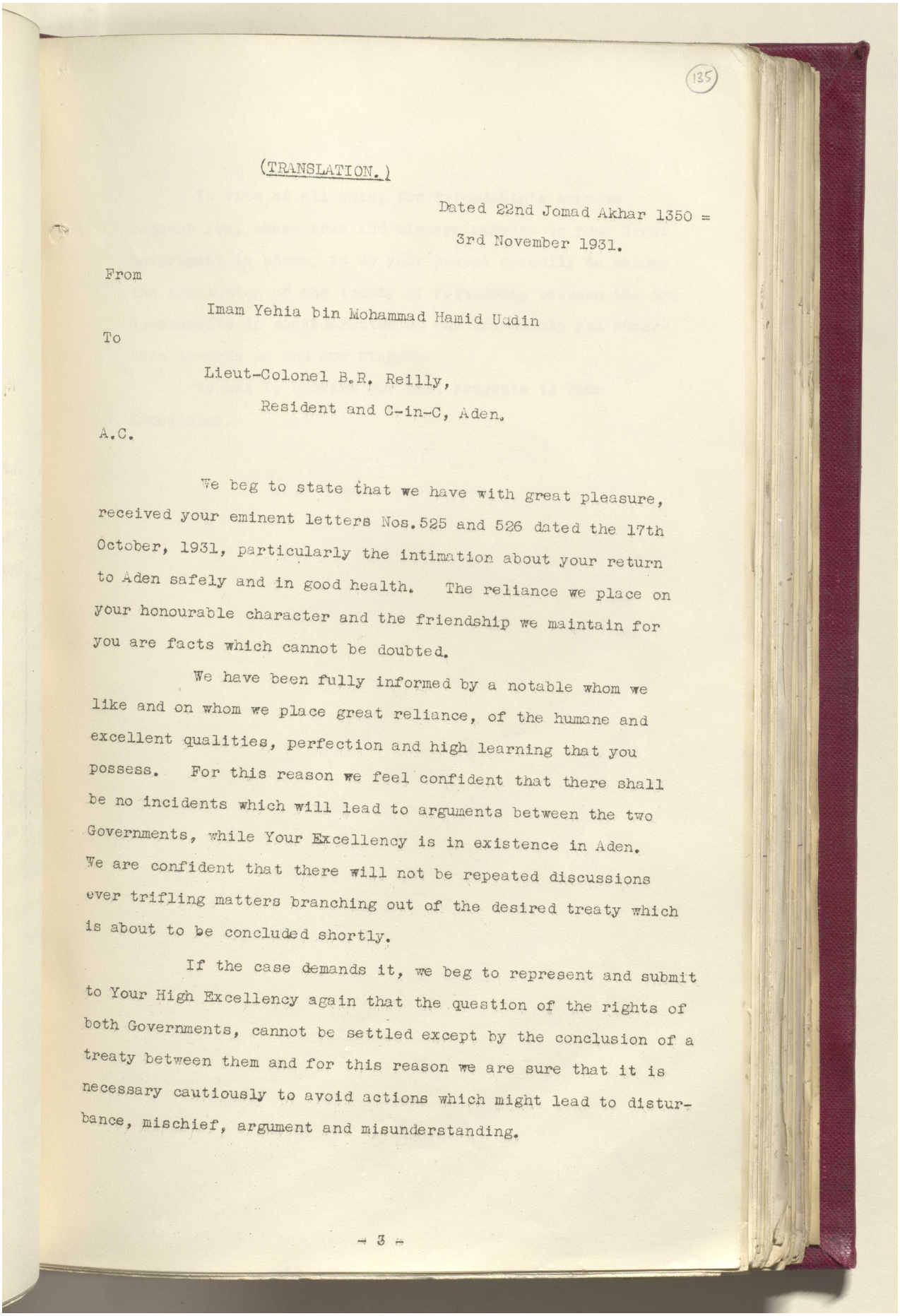

(135)

(TRANSLATION.)

Dated 22nd Jomad Akhar 1350 =
3rd November 1931.

From

Imam Yehia bin Mohammad Hamid Uddin

To

Lieut-Colonel B.R. Reilly,
Resident and C-in-C, Aden.

A.C.

We beg to state that we have with great pleasure, received your eminent letters Nos.525 and 526 dated the 17th October, 1931, particularly the intimation about your return to Aden safely and in good health. The reliance we place on your honourable character and the friendship we maintain for you are facts which cannot be doubted.

We have been fully informed by a notable whom we like and on whom we place great reliance, of the humane and excellent qualities, perfection and high learning that you possess. For this reason we feel confident that there shall be no incidents which will lead to arguments between the two Governments, while Your Excellency is in existence in Aden. We are confident that there will not be repeated discussions ever trifling matters branching out of the desired treaty which is about to be concluded shortly.

If the case demands it, we beg to represent and submit to Your High Excellency again that the question of the rights of both Governments, cannot be settled except by the conclusion of a treaty between them and for this reason we are sure that it is necessary cautiously to avoid actions which might lead to disturbance, mischief, argument and misunderstanding.

- 3 -

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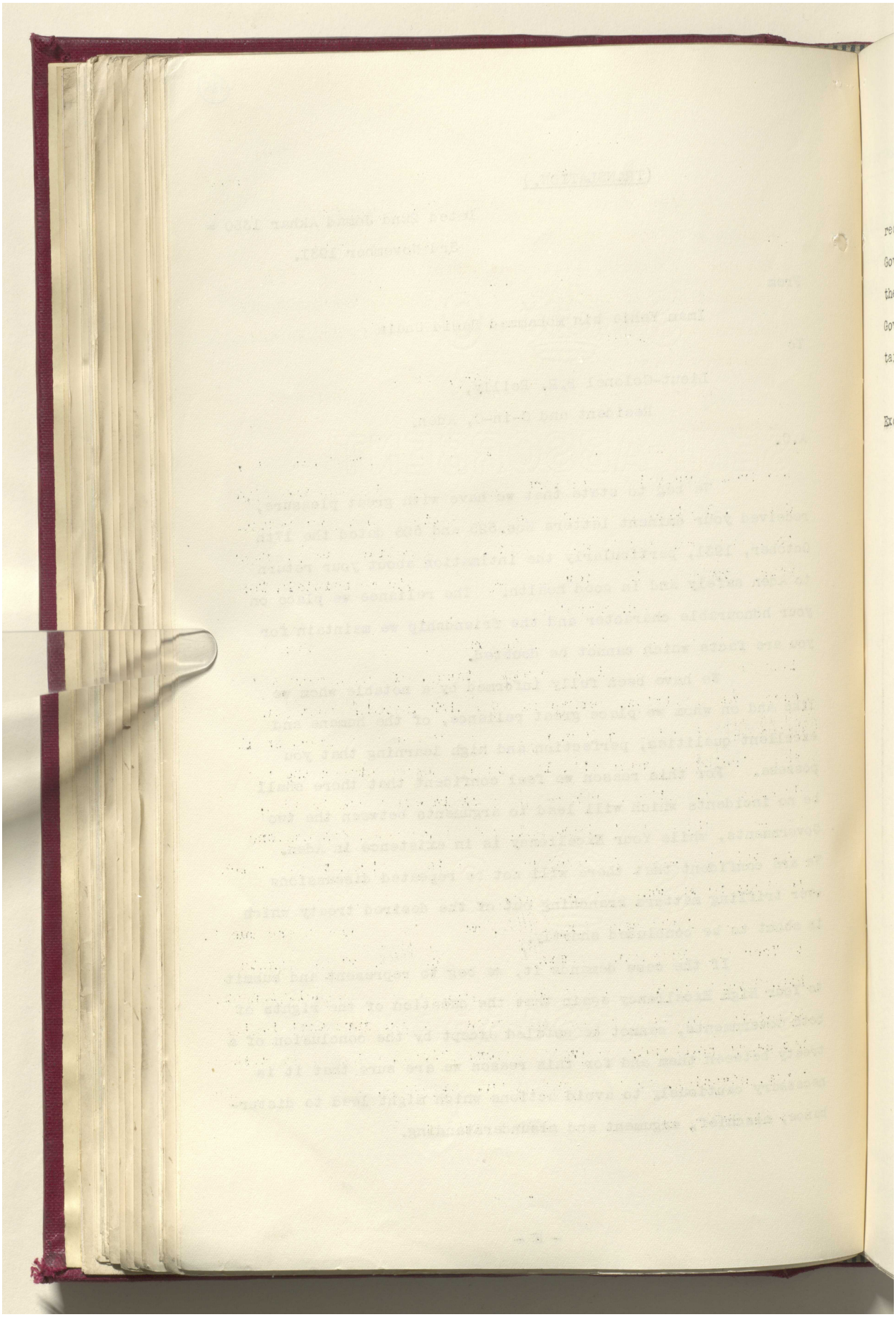

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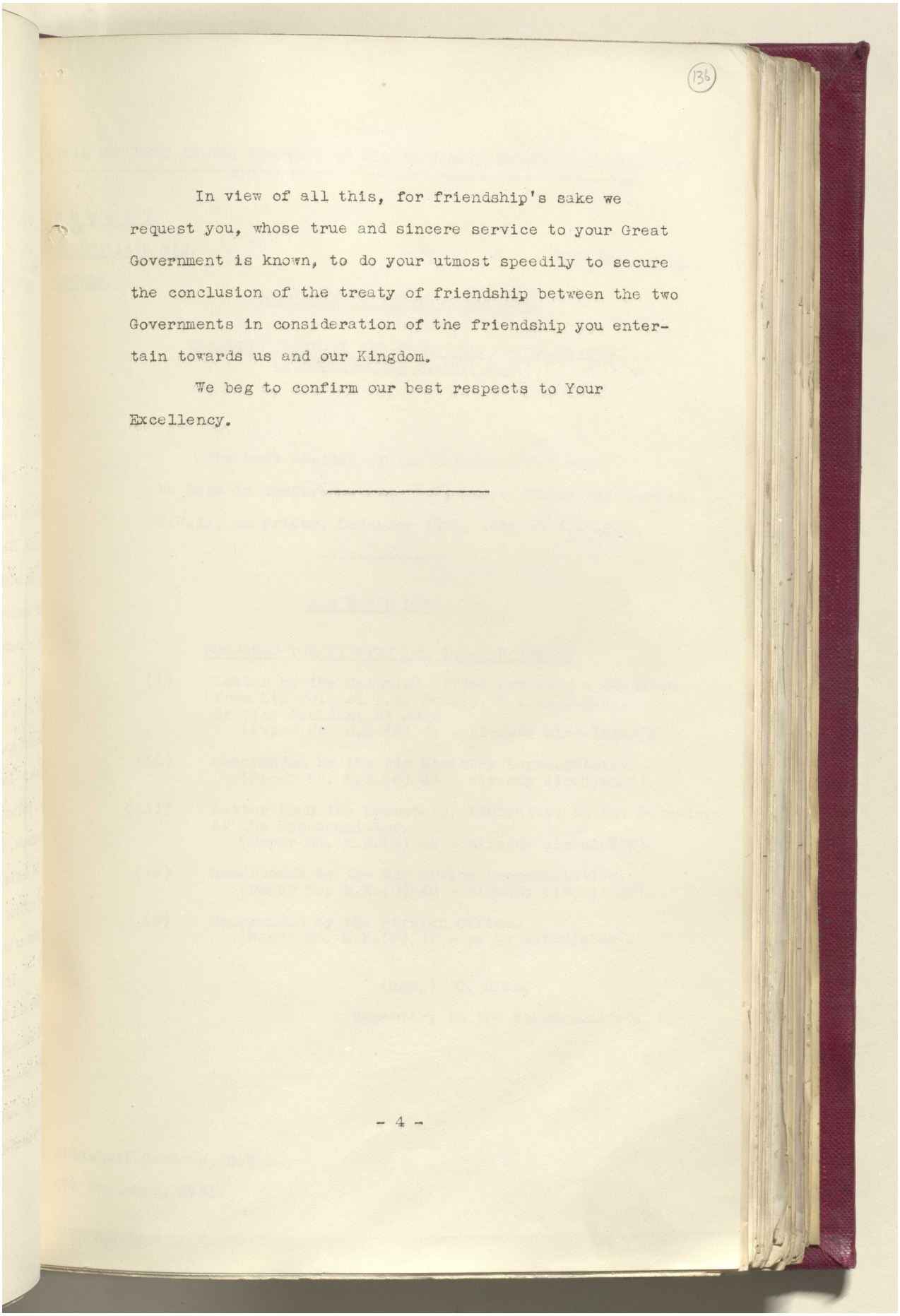

(136)

In view of all this, for friendship's sake we request you, whose true and sincere service to your Great Government is known, to do your utmost speedily to secure the conclusion of the treaty of friendship between the two Governments in consideration of the friendship you entertain towards us and our Kingdom.

We beg to confirm our best respects to Your Excellency.

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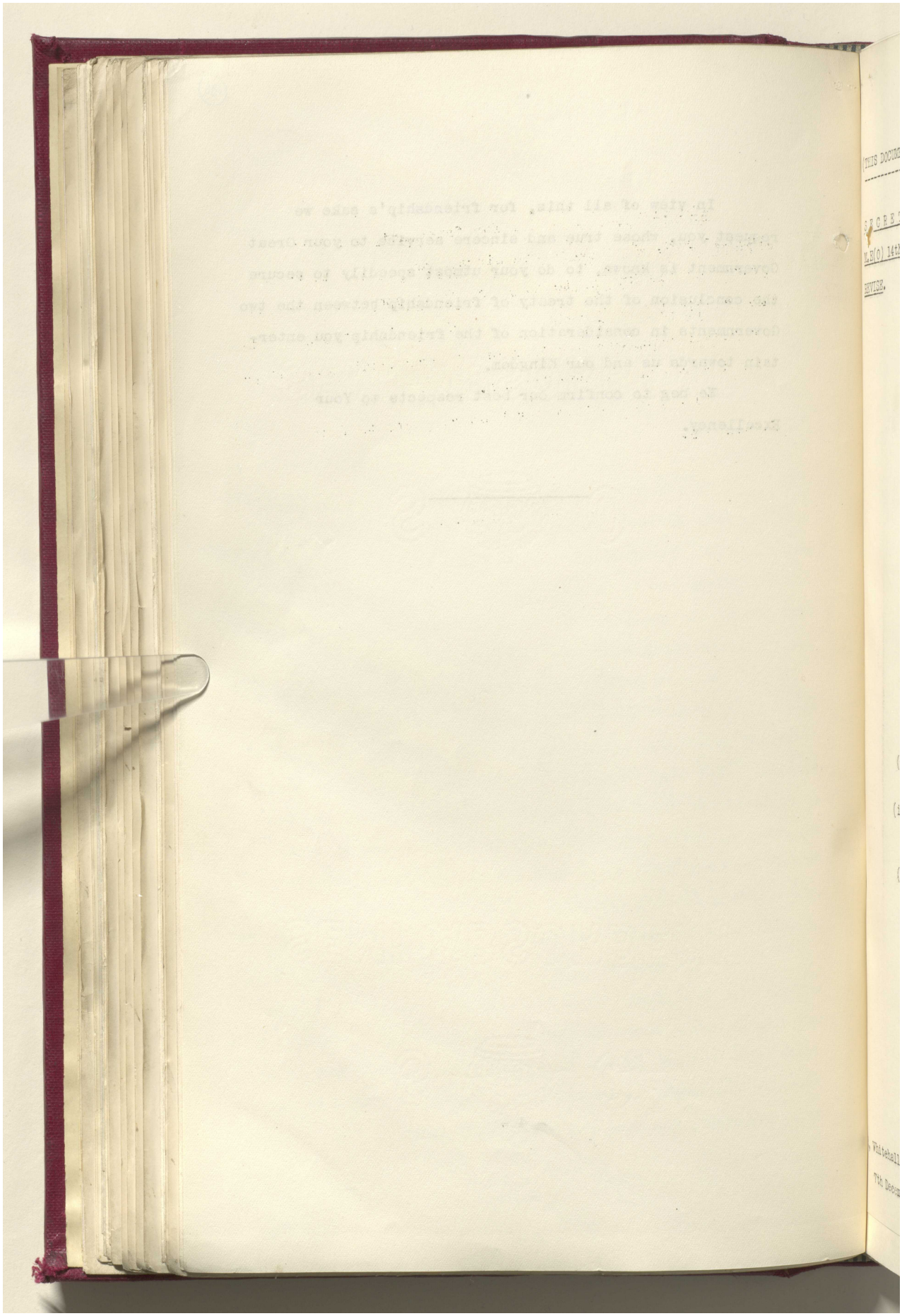

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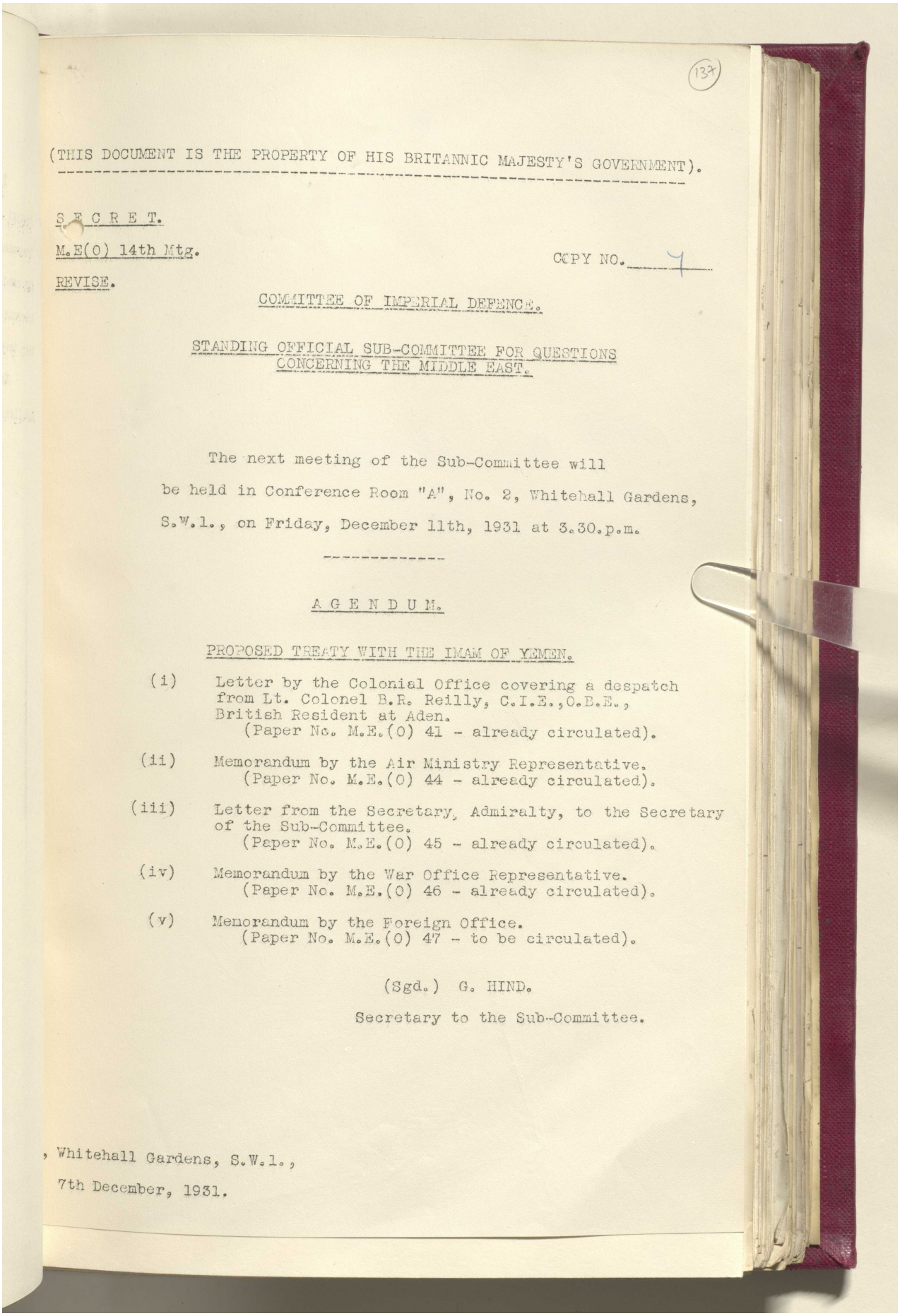

(137)

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S E C R E T.

M.E(O) 14th Mtg.

COPY NO. 4

REVISE.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

The next meeting of the Sub-Committee will be held in Conference Room "A", No. 2, Whitehall Gardens, S.W.1., on Friday, December 11th, 1931 at 3.30.p.m.

---

A G E N D U M.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

(i) Letter by the Colonial Office covering a despatch from Lt. Colonel B.R. Reilly, C.I.E.,O.B.E., British Resident at Aden.
(Paper No. M.E.(O) 41 - already circulated).

(ii) Memorandum by the Air Ministry Representative.
(Paper No. M.E.(O) 44 - already circulated).

(iii) Letter from the Secretary, Admiralty, to the Secretary of the Sub-Committee.
(Paper No. M.E.(O) 45 - already circulated).

(iv) Memorandum by the War Office Representative.
(Paper No. M.E.(O) 46 - already circulated).

(v) Memorandum by the Foreign Office.
(Paper No. M.E.(O) 47 - to be circulated).

(Sgd.) G. HIND.
Secretary to the Sub-Committee.

, Whitehall Gardens, S.W.1.,
7th December, 1931.

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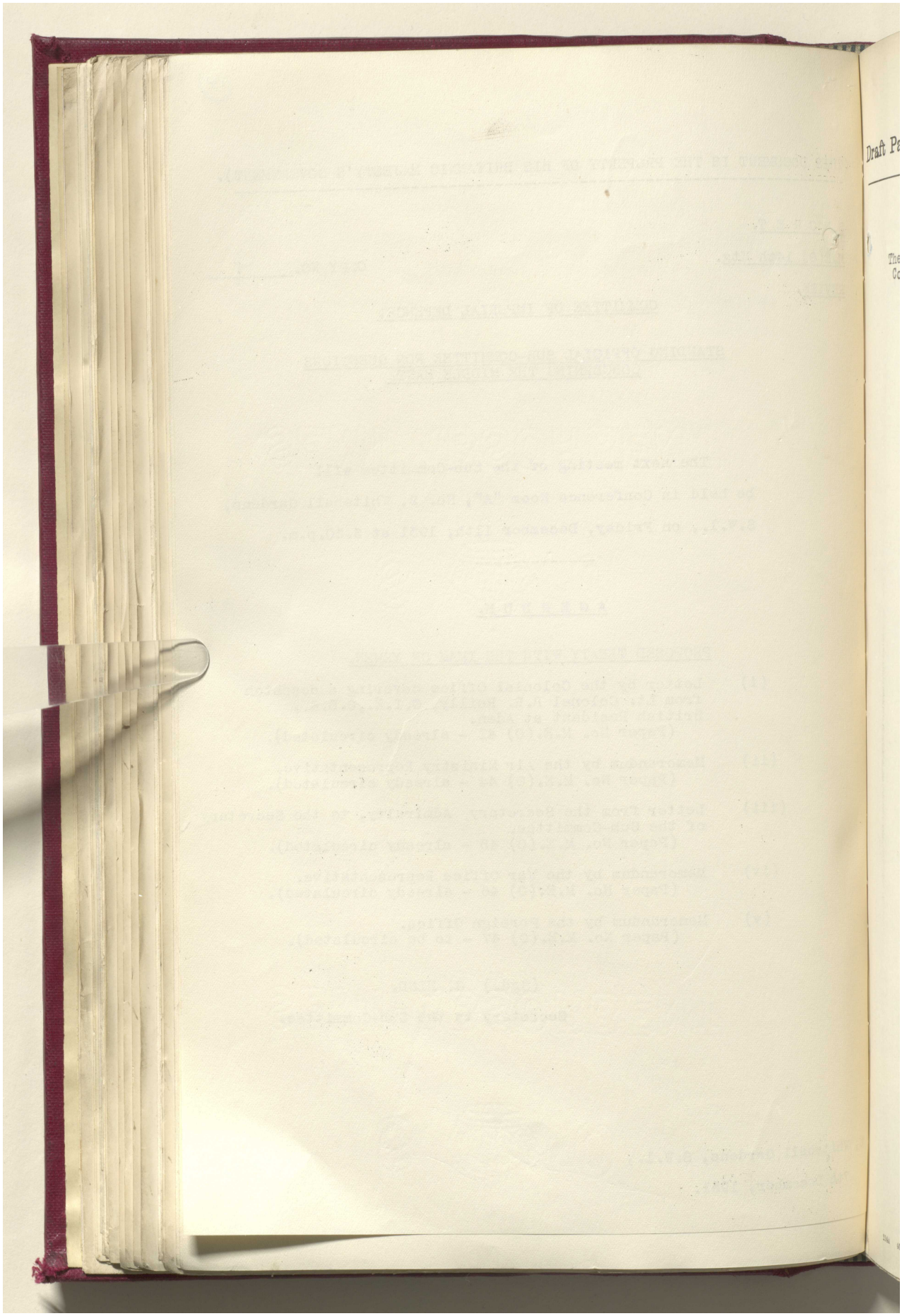
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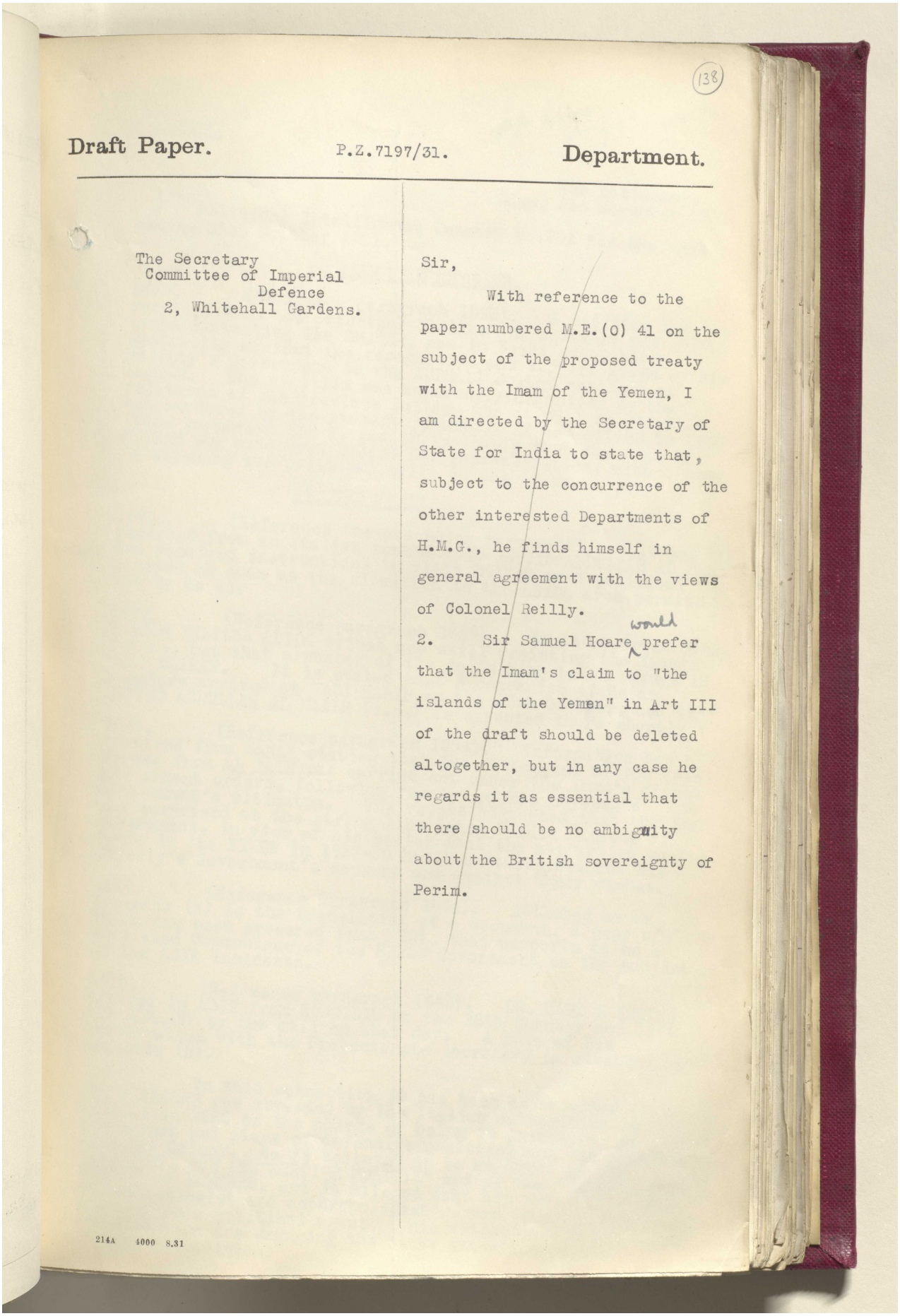

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**Draft Paper.** P.Z.7197/31. **Department.**

The Secretary
Committee of Imperial
Defence
2, Whitehall Gardens.

Sir,

With reference to the paper numbered M.E.(O) 41 on the subject of the proposed treaty with the Imam of the Yemen, I am directed by the Secretary of State for India to state that, subject to the concurrence of the other interested Departments of H.M.G., he finds himself in general agreement with the views of Colonel Reilly.

2. Sir Samuel Hoare would prefer that the Imam's claim to "the islands of the Yemen" in Art III of the draft should be deleted altogether, but in any case he regards it as essential that there should be no ambiguity about the British sovereignty of Perim.

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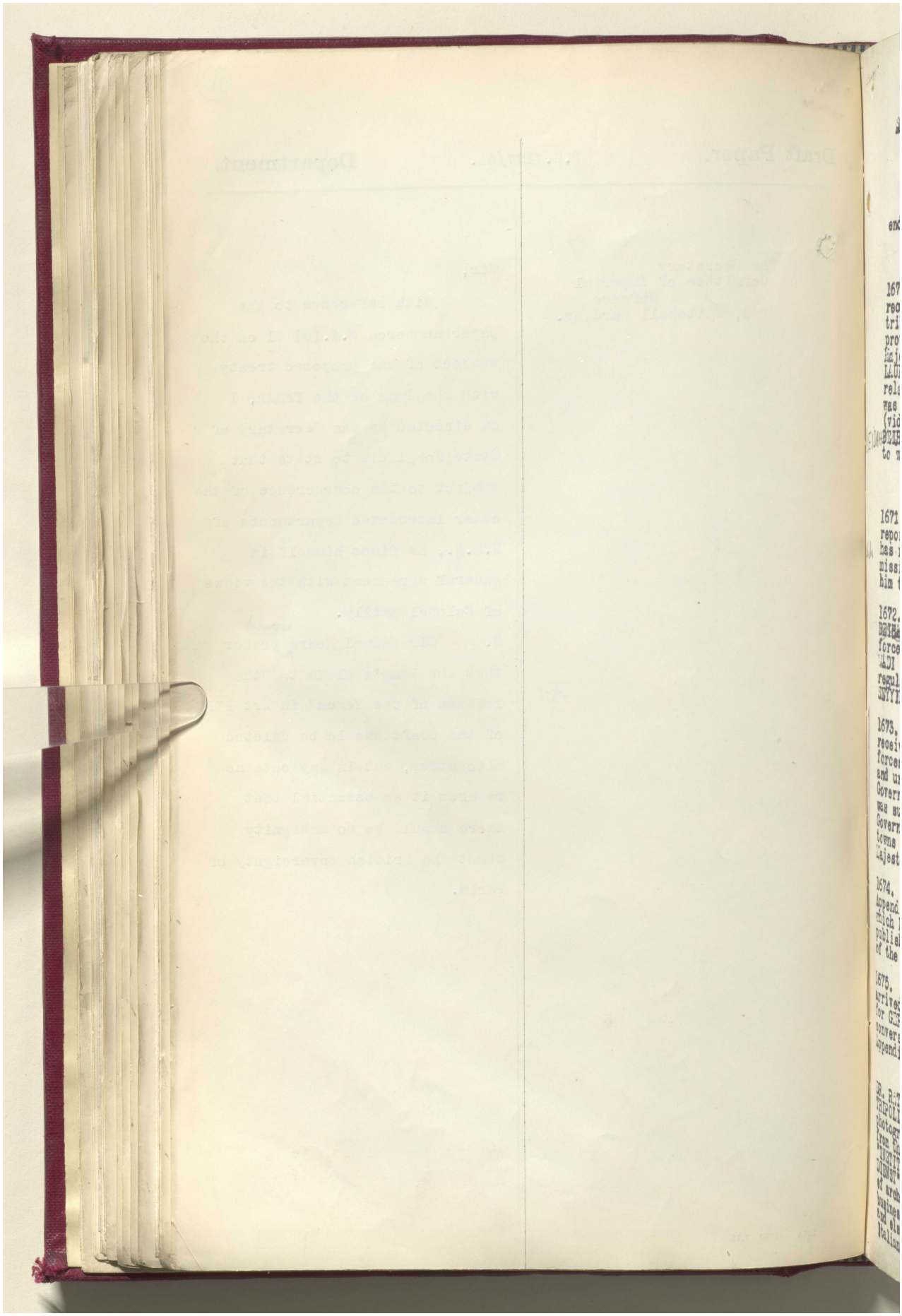

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SECRET.

The Residency,
Aden, 4th November 1931.

Political Intelligence Summary No.251 for the week ending 31st October 1931.

## I. ADEN PROTECTORATE.

1670. (Reference paragraph 1593). A petition has been received from the principal Sheikhs and Aqils of the AUDHALI tribe inhabiting the DHAHER, now in Zeidi occupation protesting against the recognition and support given by His Majesty's Government to the AUDHALI Sultan resident at LAUDAR. The petition was apparently organised by the relations of the previous Sultan, who it will be recalled was murdered by the present incumbent of the office in 1926 (vide paragraph 859 ), and it is likely that the Amil of BEIHAN may have been behind the representation, with a view to widening the political split in the tribe.

BEIDAH

## II. THE YEMEN.

1671. (Reference the preceding paragraph). It has been reported from an Italian source that SEYYID ABDULLAH AL WAZIR has received instructions to visit BEIHAN on a political mission as soon as the situation in the ABIDA area permits him to do so.

Beidah

1672. (Reference paragraph 1669). It is reported from BEIHAN THAT the ABIDA tribes are still resisting the Imam's forces, but that a number of the Aqils have taken refuge in WADI BEIHAN. It is stated that 3 companies of Zeidi regulars arrived at WADI HARIB on the 28th October, and that SEYYID ABDULLAH AL WAZIR (v.s.) is expected there shortly.

1673. (Reference paragraph 1654). Information has been received from SANA' stating that the withdrawal of the Zeidi forces from AL 'AIN was carried out under the Imam's direct and urgent orders, following receipt of His Majesty's Government's ultimatum. The report suggested that the Imam was surprised at the strong line taken by His Majesty's Government, in view of his belief that the air action against towns in the YEMEN in 1927-28 had been taken without His Majesty's Government's consent and against their wishes.

1674. (Reference paragraph 1664). Attached as an Appendix (A) is the translation of a document, a copy of which has been procured from MEDI, that purports to be a published Communique of the HEJAZ Government on the subject of the ASIR incidents.

1675. (Reference paragraph 1645). DR. CARL RATHGENS arrived in ADEN from HODEIDAH on the 28th October and left for GERMANY by the mail on that day. A note of his conversation with the Protectorate Secretary is attached as Appendix (B).

In this connection it has been ascertained that DR. RATHGENS was arrested by the Italian authorities in TRIPOLI in 1924 on the charge of being in possession of photograph and plans of defensive position, and was expelled from the Colony. He is believed to be an agent of the "INSTITUTE FUR AUSWARTIGE POLITIK" and of the "WIRTSCHAFTS-DIENST" of HAMBURG, and it alleged that his scientific role of archaeologist and anthropologist serves to cover his real business as a political agent. His activities in the YEMEN and elsewhere are engaging the close attention of the Italian authorities.

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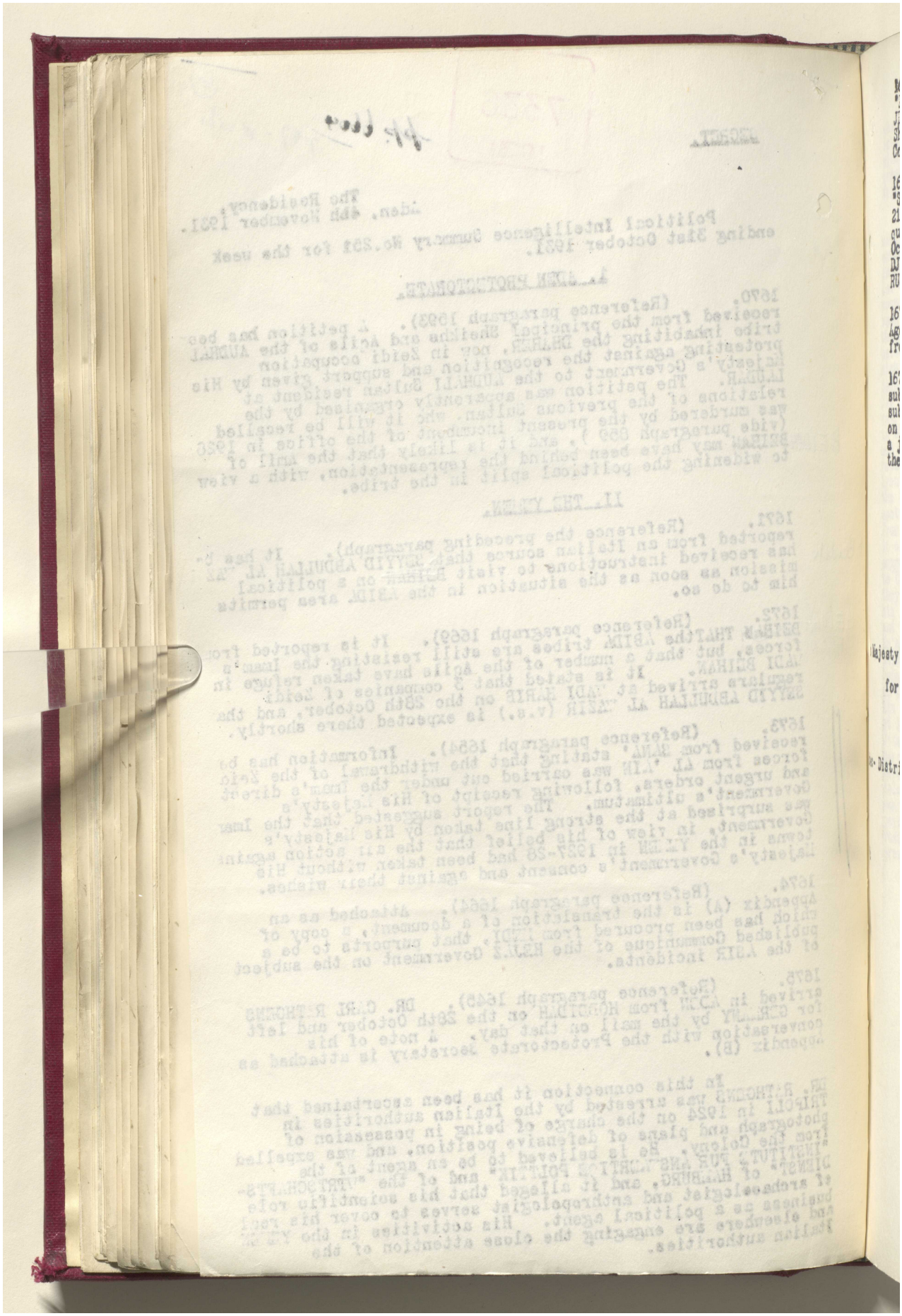

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1676. (Reference paragraph 1509). The Soviet s.s. "ZIRIANEN" arrived at HODEIDAH on the 17th October from JEDDA, and left for the PERSIAN GULF on the same night. She discharged only a bag of mails for the Russian Trading Co.

1677. (Reference paragraph 1630). The Soviet s.s. "SAMOYED" arrived at HODEIDAH from the PERSIAN GULF on the 21st October and discharged 5374 bags of dates and a small quantity of other goods. She left for ODESSA on the 23rd October carrying 219 bags of coffee consigned to that port DJIRKVALOFF (vide paragraph 1644) embarked on her for RUSSIA.

1678. It is reported that HALHAMA EFFENDI, the French Agent in HODEIDAH has been informed that a French Mission from SYRIA will arrive in the YEMEN in December 1931.

1679. One ABDAL HADY ABDAL HASSAN JAWHARI, an Iraqi subject who arrived at HODEIDAH on the 21st August, and subsequently proceeded to SANA', left HODEIDAH for JEDDA on the 23rd October by s s "SAMOYED". He is said to be a journalist, and appears to have been well received by the Imam.

(Signed) R. S. Champion.
Protectorate Secretary.

His Majesty's Secretary of State
for the Colonies, London.

Note:- Distributed as usual.

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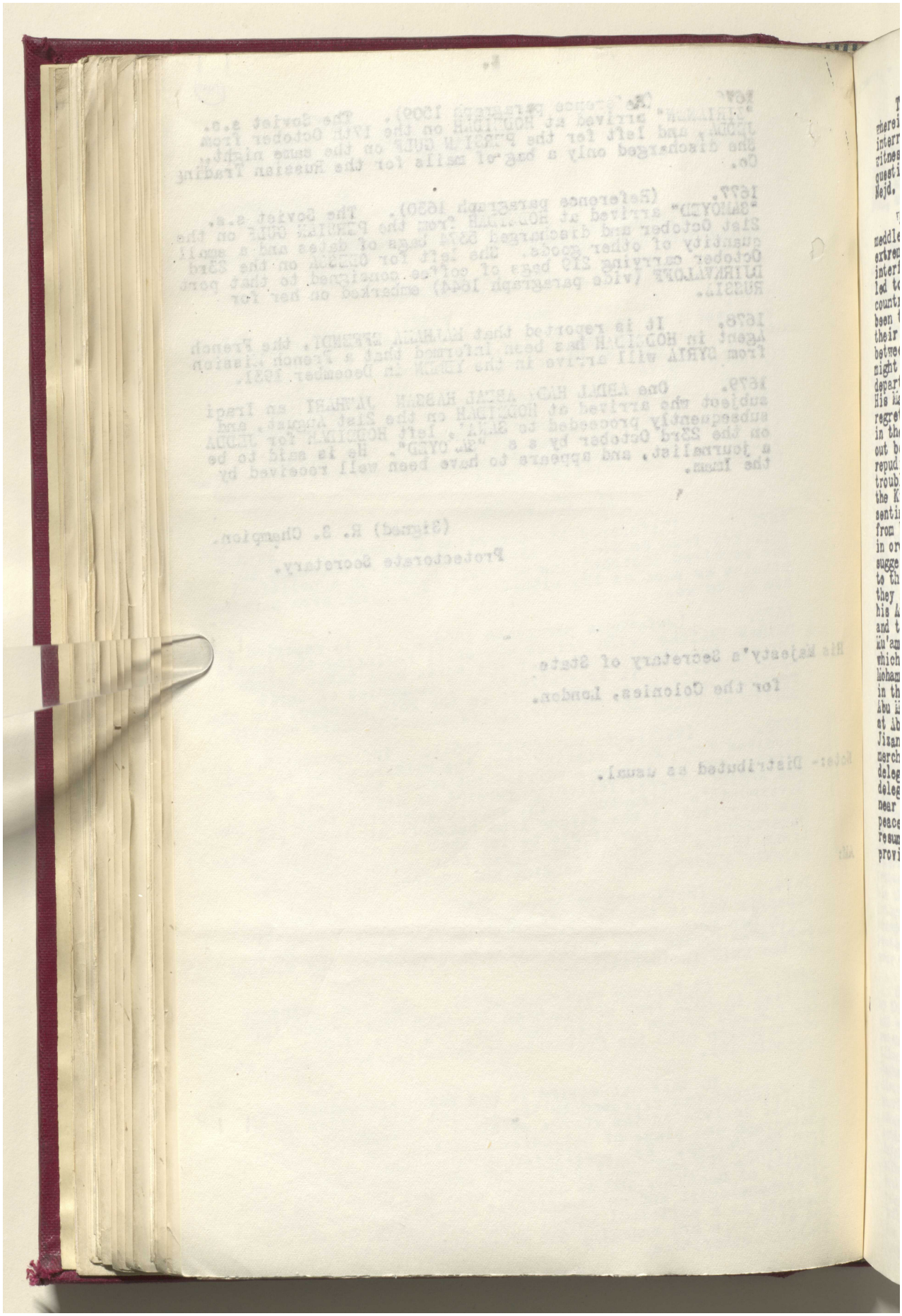

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APPENDIX (A).

(141)

The following is an extract from printed papers wherein the people gave an exaggerated account of the interruption of relations between Nejd and the Yemen. In witness of the truth we affirm that it is not of the question that warfare should break out between the Yemen & Nejd.

What happened is that one of the Amils of the Imam meddled in the affairs of certain Arabs living on the extreme western borders (of Asir) near Sacin. This interference was directed against the Amil of Jizan, and led to disturbances between the tribes in that part of the country. As a result of this, precautionary measures have been taken to keep both parties under control and allay their agitation. Owing, however, to the great distance between Imam Yehya (and Ibn Saud) and as negotiations might occupy a long time, it was deemed necessary to take departmental action until the situation should clear. His Majesty the King wired to Imam Yehya expressing his regret at the action taken by his Amils and asking him in the name of God not to allow trouble or war to break out between the Arabs at their homes. The Imam replied repudiating all responsibility for any action to cause trouble. This reply was much appreciated by His Majesty the King who replied thanking him for his friendly sentiment and at the same time suggesting that delegates from both sides should meet at the places in dispute in order to solve the problem. The Imam accepted this suggestion. His Majesty the King issued immediate orders to the forces and tribes on the borders to remain where they are and to take no action whatever, and also ordered his Amils in their various districts to observe the peace and to prevent aggressive acts. He chose Abdulla bin Mu'amuar, the Amir of Bisha as the head of the mission, which consists of Fahd bin Zo'air - the Amir of Qunfida, Mohammad bin Duleim - the Sheikh of Kahtan tribes living in the neighbourhood of the Imam's borders, Abdul Wahab Abu Malha - the Senior Officer of the Finance Department at Abda, Ahmed Al-Abdali - the Senior Finance Officer at Jizan and Mohammad bin Yehya Ba-Sahai one of the leading merchants at Sabia. Imam Yehya has replied that his delegates are about to leave. It is expected that the delegates of both parties will meet shortly, somewhere near the borders, and thus the trouble will end in a peaceful manner. The situation on the frontier has resumed its normal condition and will so continue provided that nothing will occur to disturb the peace.

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Ali:

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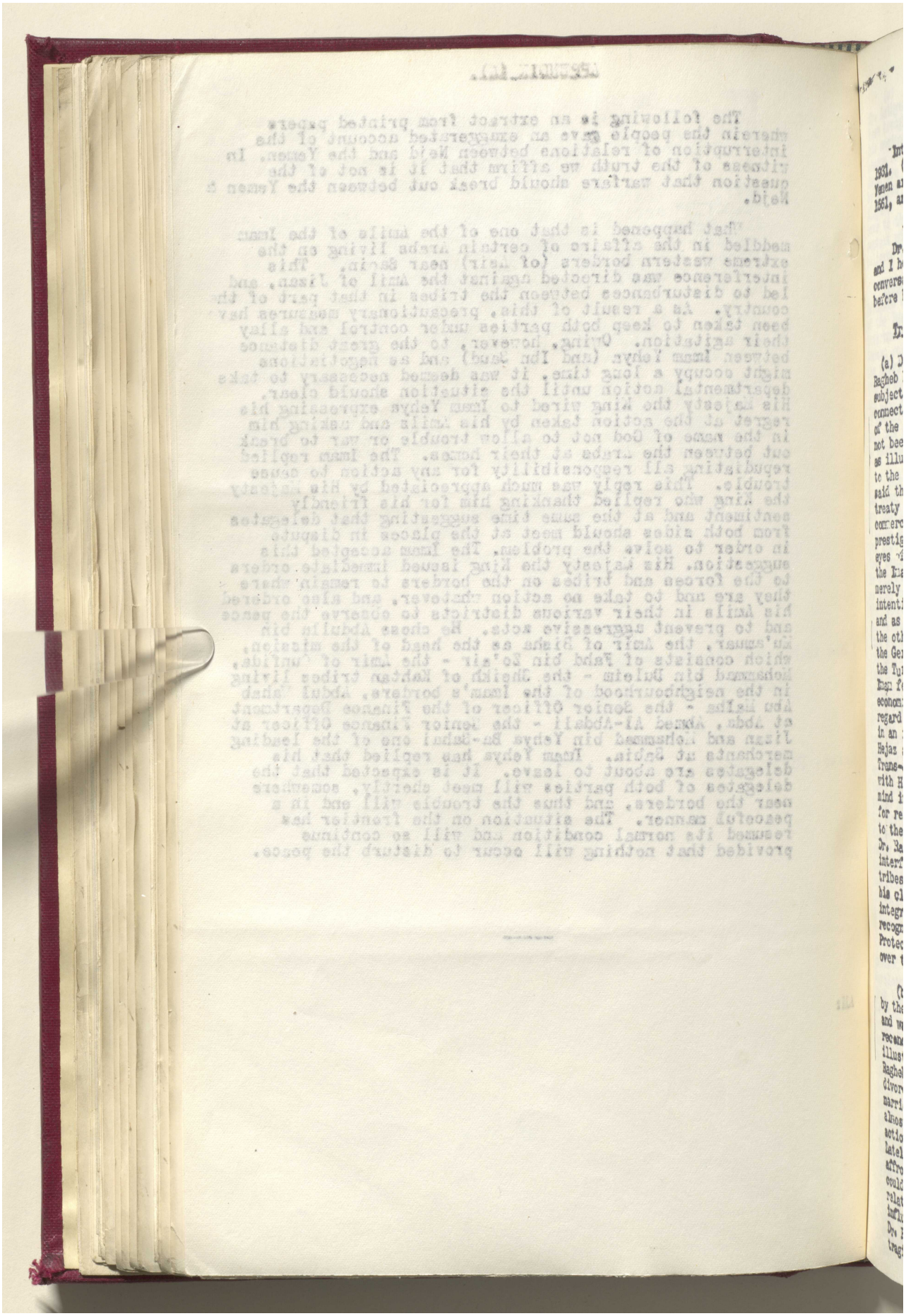

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APPENDIX (B).

Interview with Dr. Carl Rathgens on the 28th October 1931. (The circumstances of this gentlemen's visit to the Yemen are described in paragraphs 1408, 1498, 1516, 1522, 1561, and 1645 of the Political Intelligence Summary).

Dr. Rathgens arrived from Hodeidah on the 28th October, and I heard of his presence in Aden just in time to have a sh conversation with him on the subject of the Yemen generally, before his departure for Germany on the mail on that day.

Treaty negotiations between the Imam and H.M.G.

(a) Dr. Rathgens had had a number of conversations with Ragheb Bey and several with the Imam on this particular subject. While his last conversation with the Imam in this connection had been in about mid-August, he was definitely of the opinion that the Asir incidents of that month had not been the direct cause of the Imam's change of attitude as illustrated by the new draft terms that he had submitted to the Resident on the 2nd of September. Dr. Rathgens said that the Imam was exceedingly anxious to enter into treaty relations with H.M.G., for the two main purposes of the commercial and economic advantage of the Yemen, and of the prestige that a treaty with H.M.G. would give the Imam in the eyes of Arabia and the world. In respect of the former reason the Imam realised that the Russians were active in the Yemen merely for what they could make out of the country, and had no intention of concerning themselves with its economic developmen and as a race the Russians were disliked and distrusted. On the other hand the Italian Treaty was now a dead letter, the German treaty had broken down on the point of capitulations the Turkish treaty was admittedly merely political, and the Imam felt that his only present hope for the development and economic progress of the Yemen lay in a treaty with H.M.G. In regard to the second reason the Imam realised that he was in an isolated position in Arabia, while the King of the Hejaz and Nejd, the King of Iraq, the Trucial Chiefs, and Trans-Jordan were all in very close political relations with H.M.G. But while the Imam had these advantages in his mind in his desire for a treaty with H.M.G. he was determined for reasons of his own prestige not to give specific recognitio to the Aden Protectorate as such. He had, however, assured Dr. Rathgens on more than one occasion that he would never interfere with the "Aden Protectorate" or with the Chiefs or tribesmen inhabiting it, and his one essential object was that his claim to ultimate suzerainty over the Protectorate as an integral part of the Yemen should be recognised, to ensure that no territories in the "Aden Protectorate" should ever be alienated by H.M.G. or ever handed over to any Power but the Government of the Yemen.

(b) As to Ragheb Bey's participation in the present draft by the Imam, Dr. Rathgens said that while Ragheb Bey had used and was still using his influence with the Imam for a reconciliation with H.M.G., that influence was fast waning. In illustration of this Dr. Rathgens described how, recently, Ragheb Bey had married a local Arab lady and shortly afterwards divorced her. Seif al Islam Ahmed who some time before had married the daughter of Ragheb Bey in circumstances that amounte almost to abduction, had signified his displeasure at Ragheb Bey's action by immediately divorcing the lady (Ragheb Bey's daughter). Lately the Imam had put Ragheb Bey to something like a public affront by presenting to him a black woman whom Ragheb Bey could not refuse but loathed to look at. In short Ragheb Bey's relations with the Princes are as bad as they can be and his influence with the Imam now counts for little. According to Dr. Rathgens, Ragheb Bey is a broken, disappointed, and tragically weary old man.

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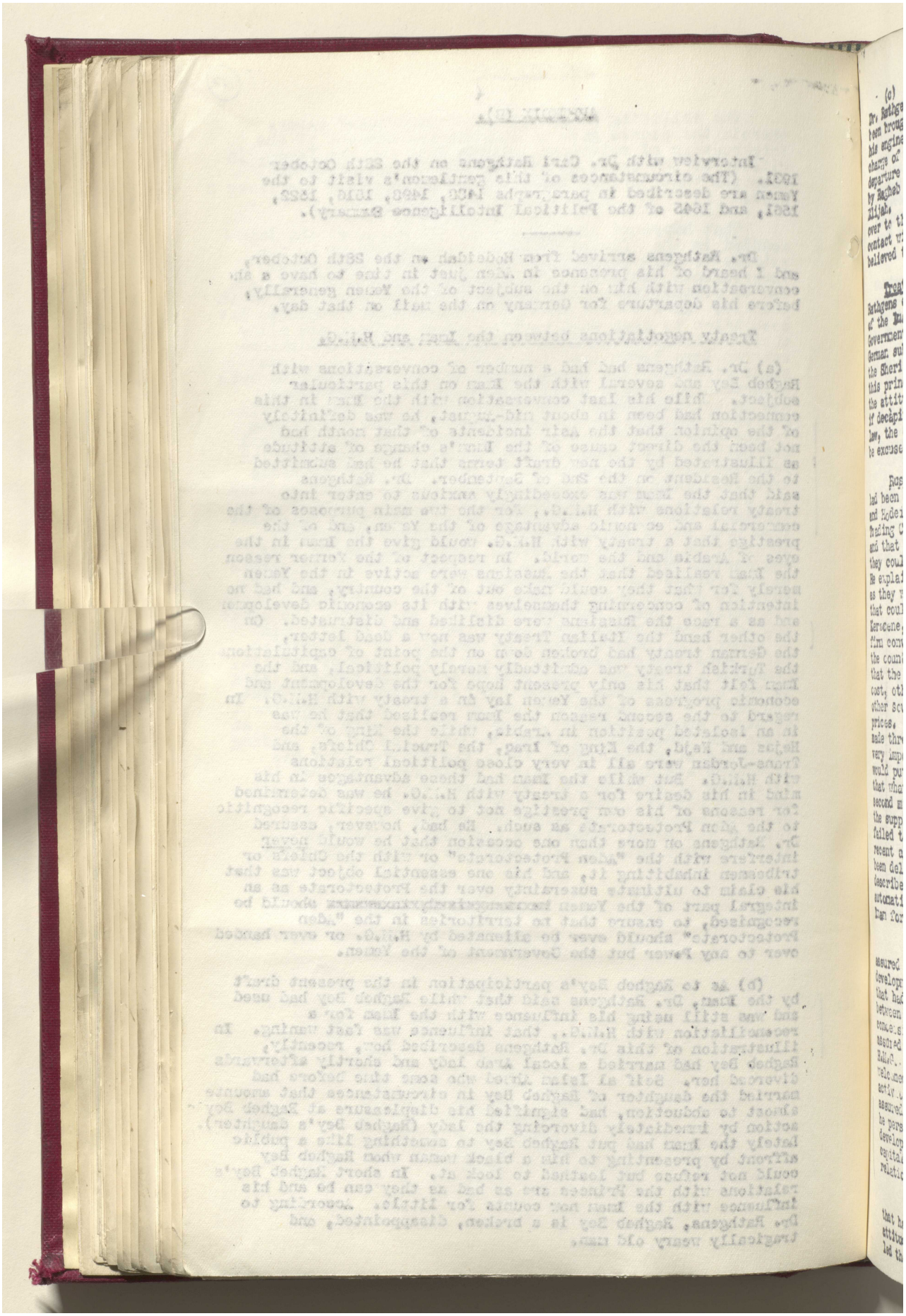

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(c) In this connection it is interesting to record Dr. Rathgens' statement that Rashid Zok, the Syrian, who had been brought to the Yemen by Twitchell to assist him in his engineering work, and who had been subsequently given charge of the Department of Posts and Telegraphs on the departure of Herr Zinkeison, had been at the outset befriended by Ragheb Bey who hoped to make of him an Elisha to his Elijah. Rashid Zok had, however, subsequently been drawn over to the side of the Prince and had particularly covered contact with Ragheb Bey. His Political influence is now believed to be important.

Treaty between the Imam and the German Government. Dr. Rathgens explained to me the circumstances of the failure of the Imam to enter into treaty relations with the German Government. The Imam had insisted in his drafts that German subjects in the Yemen must conform to the local law, the Sheri'. The German Government had refused to admit this principle. Dr. Rathgens disagreed personally with the attitude of his Government and amusingly suggested that if decapitation for certain offences was prescribed by German law, the cutting off of the hands of a thief might very well be excused in Moslem law.

Russian Trading Company in the Yemen. Dr. Rathgens had been in close touch with individual Russians in Sana' and Hodeidah. He said that the activities of the Russian Trading Company had been confined to commerce and trade, and that the Russians in the Yemen did not, probably because they could not, engage in political propaganda of any kind. He explained that the Company might be successful so long as they were able to undersell local traders in merchandise that could be procured from other sources locally, such as Kerosene, Sugar, flour etc. He said that while it was his firm conviction that these commodities were not being "dumped" the country in the ordinary sense of the word, for the reason that the Russians were able to produce them at extremely low cost, other commodities that were not locally available from other sources were being sold by the Russians at very high prices. He said that the Russian Trading Company had recently made three blunders: The first was their erection in Sana' of very important looking wireless installation which, they boas would put Sana' in radio touch with the world; it transpired that what they had put up was a household receiving set. The second mistake was that having entered into large contracts f the supply of Kerosene, sugar, flour, etc. they had recently failed to supply these commodities, which owing to Djirkvloff recent agreement with the Government of the Hejaz and Nejd had been delivered at Jedda. The third was what Dr. Rathgens described as the complete failure of the much advertised automatic telephone which the Russians had presented to the Imam for use in Sana'.

Economic development of the Yemen. Dr. Rathgens assured me that there was an immense scope for the economic development of the country and he was firmly of the opinion that had there been a successful issue to the negotiations between the Imam and Germany. German merchants and concessionaires would now be accepted in the Yemen; and he assured me that as soon as the Imam should come to terms with H.M.G. British traders and concessionaires would be no less welcomed by the Imam and would have free scope for their activities. I suggested that he was an optimist. He assured me again that xxxx was his firm conviction and that he personally was satisfied of the Imam's sincere wish for the development of the country by foreign and particularly British capital and enterprise such as could be secured by treaty relations.

Asir. Dr. Rathgens was aware of the situation that had arisen in Asir. He believed that the hostile attitude of the Asir tribes to Ibn Saud's rule, that had led the incidents, had not been originally engineered by

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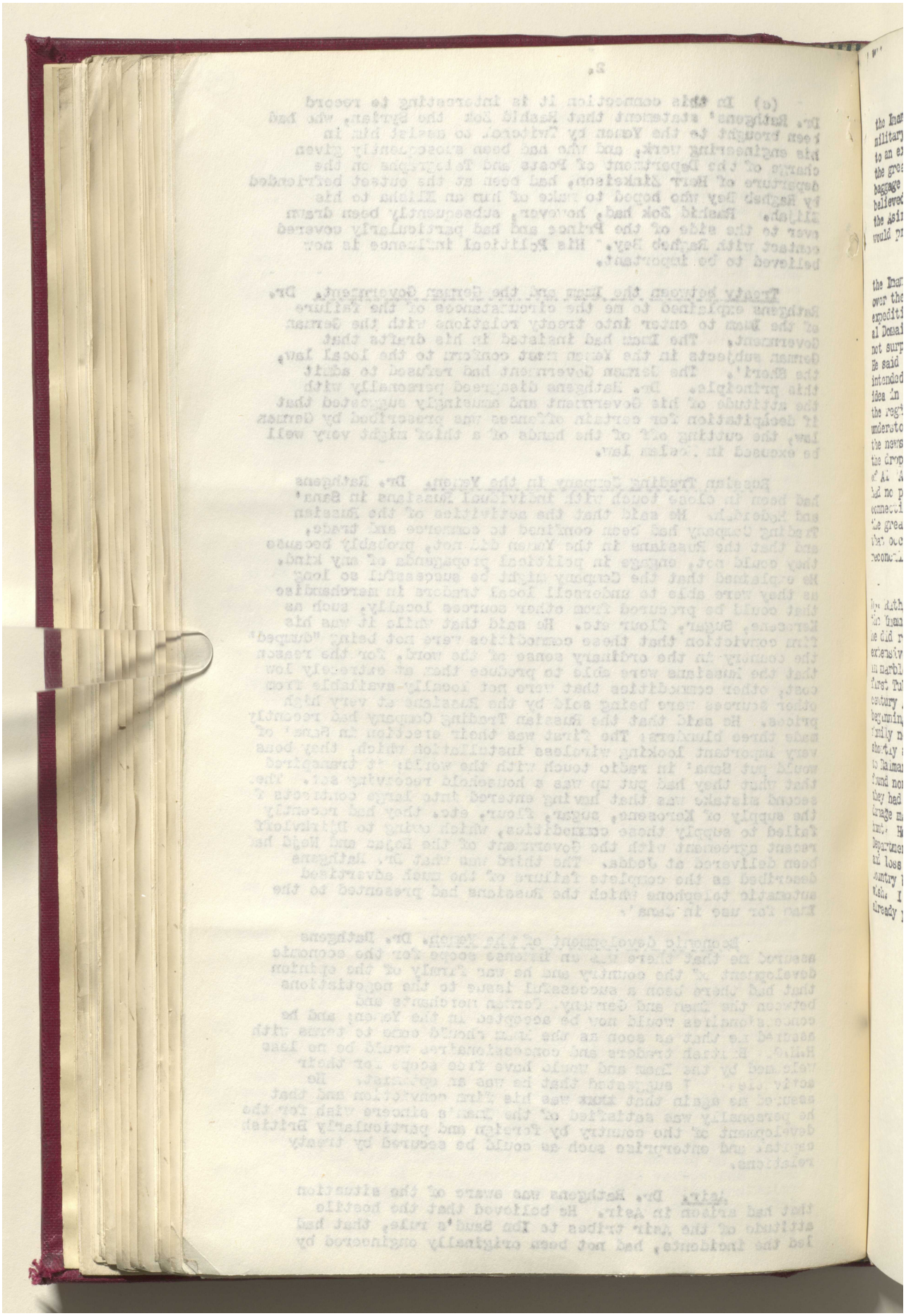

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the Imam. He had, however, been a witness of the great military activity in Sana' when the situation had developed to an extent that, he said, was most serious. He had in fact the greatest difficulty in obtaining camel transport for his baggage owing to widespread requisitions by the Imam. He believed that the Conferences that were now taking place on the Asir Frontier between the Hejaz and the Yemen delegates would probably settle the trouble.

Mareb, Jauba, Al 'Ain. Dr. Rathgens knew that the Imam was determined to exercise an effective control over the tribes in the vicinity of Mareb and that an expedition under Sayed Abdullah al Wazir and Sherif Abdullah al Domain was preparing to advance into that area. He was not surprised therefore when I told him that Mareb had fallen. He said that a part of the expedition under al Domain was intended for al Jauba but he was certain that there was no idea in the Imam's mind of agression into the Protectorate in the region of Beihan or elsewhere. The Jauba expedition he understood, was for the control of Murad alone. He said that the news of our ultimatum to the Imam in respect of Al 'Ain and the dropping of letters of warning on towns in the vicinity of Al 'Ain, had caused considerable excitement in Sana', but he had no personal knowledge of the Imam's attitude in that connection. He, however, said frankly that he thought it was the greatest of pities that we had taken such a strong line on that occasion in view of the Imam's urgent wish for a reconciliation with H.M.G.

Dr. Rathgens' archaeological discoveries at Raiman. Dr. Rathgens with great difficulty had succeeded in getting the Imam's consent to his visit to Raiman. When, however, he did reach this place he found there most interesting extensive himyaritic ruins with traces of great houses built in marble. He said he had discovered there the tomb of the first Tubba Asad Kamel, who embraced Judaism in the fourth century A.D. But just when his researches there were beginning to yield the most important results, he had urgent family news from Germany that compelled his return. Very shortly after his return, thence, to Sana', 8 Princes rushed to Raiman and feverishly began to dig for treasure. They found none, of course, except a few stones, the value of which they had no means of judging, Dr. Rathgens fears that much damage may have been done to the site by this wild treasure hunt. He had hoped to have persuaded the Imam to establish a Department of antiquities in order to prevent the dissipation and loss of much of the valuable archaeological remains in the country but his departure prevented his consummation of this wish. I understood him to say, however, that the Imam had already prohibited the export of antiquities from the Yemen.

(Sd) R. S. Champion.

Protectorate Secretary.

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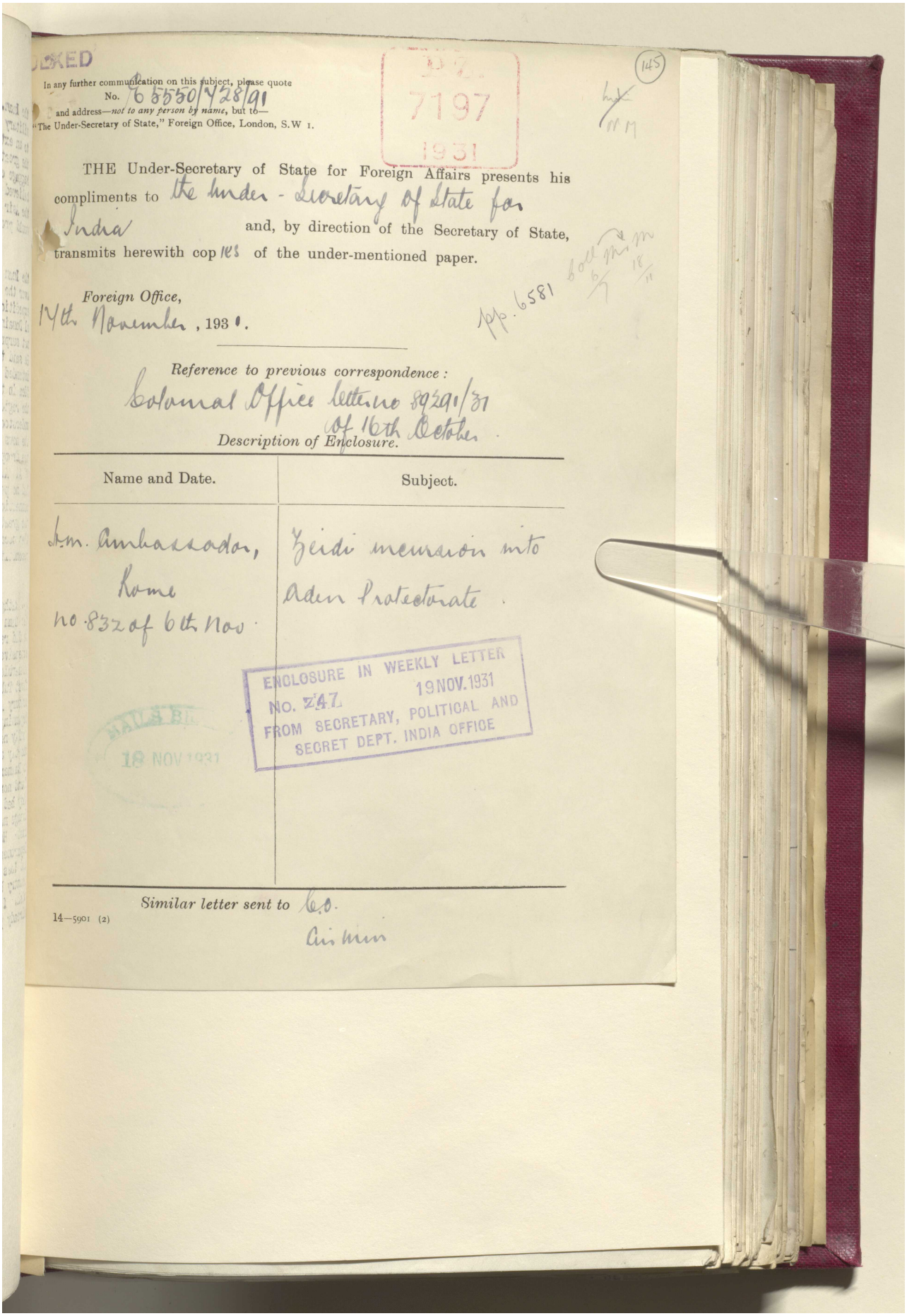

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In any further communication on this subject, please quote
No. E 5550/428/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W 1.

P.Z. 7197 1931

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THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

*Foreign Office,*
14th November, 1931.

App. 6581

*Reference to previous correspondence:*
Colonial Office letter no 8929/31 of 16th October.

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| Italian Ambassador, Rome no 832 of 6th Nov. | Zeidi mission into Aden Protectorate. |

ENCLOSURE IN WEEKLY LETTER
NO. 247. 19 NOV. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

RECEIVED 18 NOV 1931

*Similar letter sent to* F.O.
Air Min

14—5901 (2)

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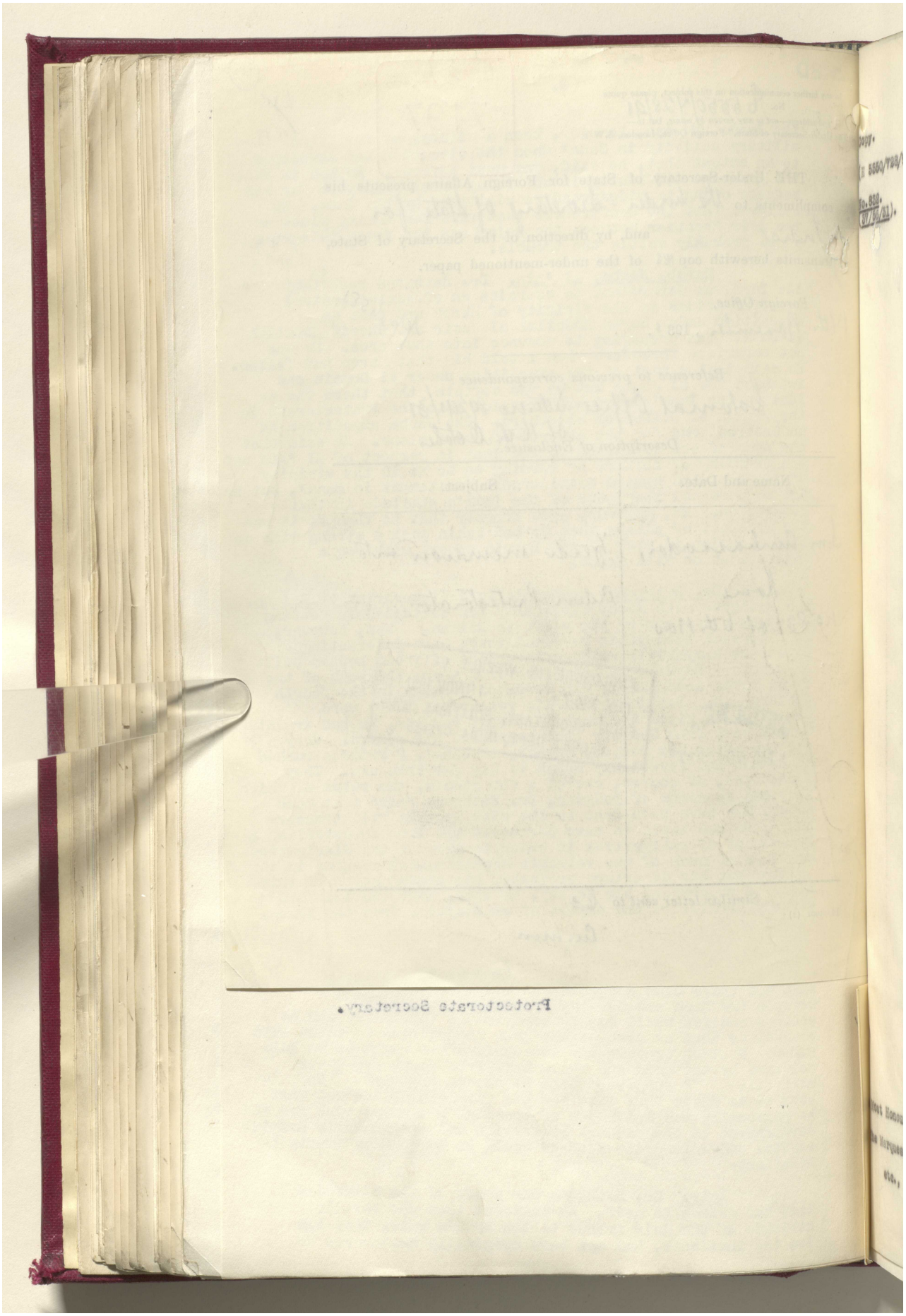

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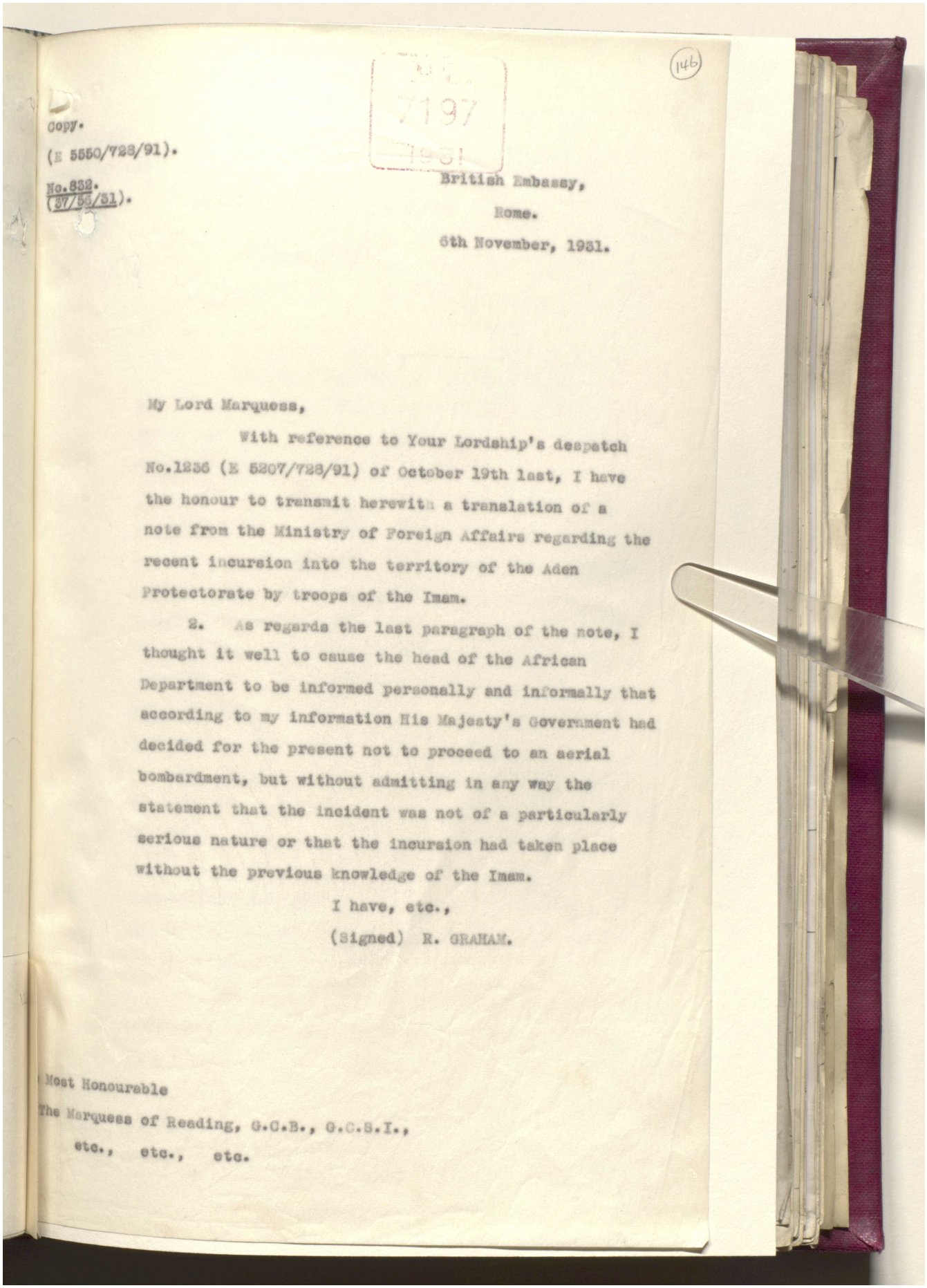

P.Z. 7197 1931

(146)

Copy.
(E 5550/728/91).

No.832.
(37/56/51).

British Embassy,
Rome.
6th November, 1931.

My Lord Marquess,

With reference to Your Lordship's despatch No.1236 (E 5207/728/91) of October 19th last, I have the honour to transmit herewith a translation of a note from the Ministry of Foreign Affairs regarding the recent incursion into the territory of the Aden Protectorate by troops of the Imam.

2. As regards the last paragraph of the note, I thought it well to cause the head of the African Department to be informed personally and informally that according to my information His Majesty's Government had decided for the present not to proceed to an aerial bombardment, but without admitting in any way the statement that the incident was not of a particularly serious nature or that the incursion had taken place without the previous knowledge of the Imam.

I have, etc.,
(Signed) R. GRAHAM.

Most Honourable
The Marquess of Reading, G.C.B., G.C.S.I.,
etc., etc., etc.

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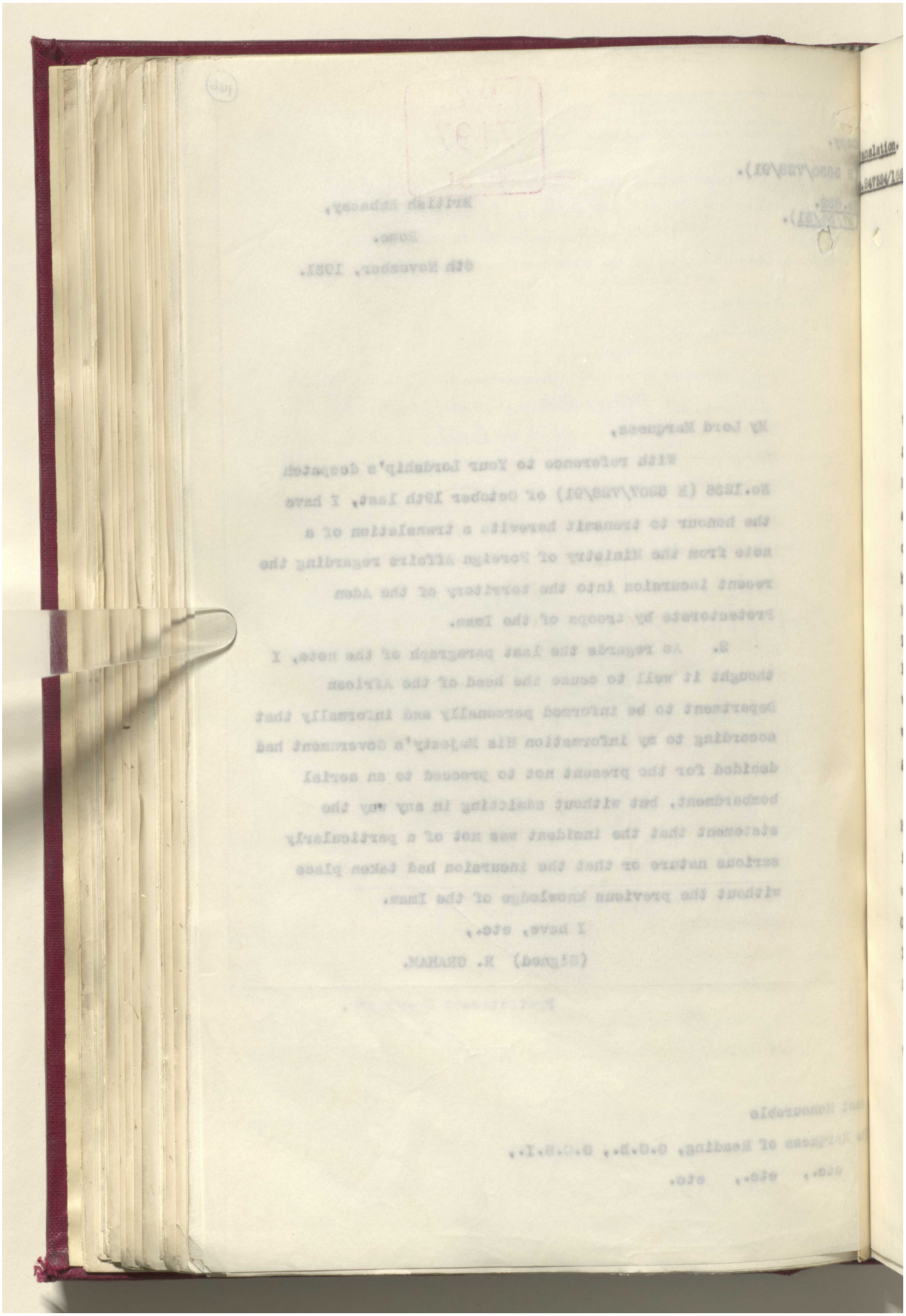

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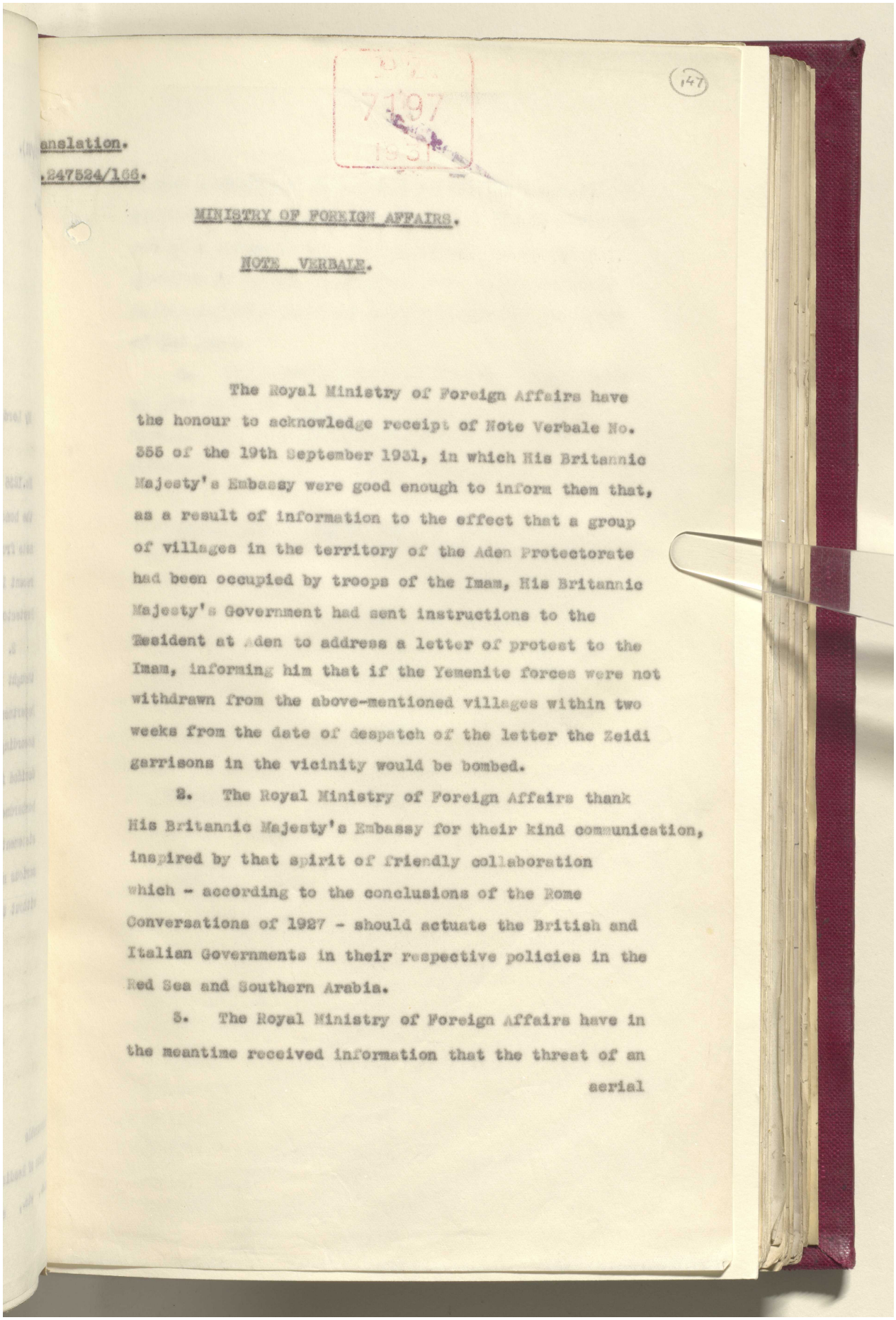

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.247524/166.

MINISTRY OF FOREIGN AFFAIRS.

NOTE VERBALE.

The Royal Ministry of Foreign Affairs have the honour to acknowledge receipt of Note Verbale No. 355 of the 19th September 1931, in which His Britannic Majesty's Embassy were good enough to inform them that, as a result of information to the effect that a group of villages in the territory of the Aden Protectorate had been occupied by troops of the Imam, His Britannic Majesty's Government had sent instructions to the Resident at Aden to address a letter of protest to the Imam, informing him that if the Yemenite forces were not withdrawn from the above-mentioned villages within two weeks from the date of despatch of the letter the Zeidi garrisons in the vicinity would be bombed.

2. The Royal Ministry of Foreign Affairs thank His Britannic Majesty's Embassy for their kind communication, inspired by that spirit of friendly collaboration which - according to the conclusions of the Rome Conversations of 1927 - should actuate the British and Italian Governments in their respective policies in the Red Sea and Southern Arabia.

3. The Royal Ministry of Foreign Affairs have in the meantime received information that the threat of an aerial

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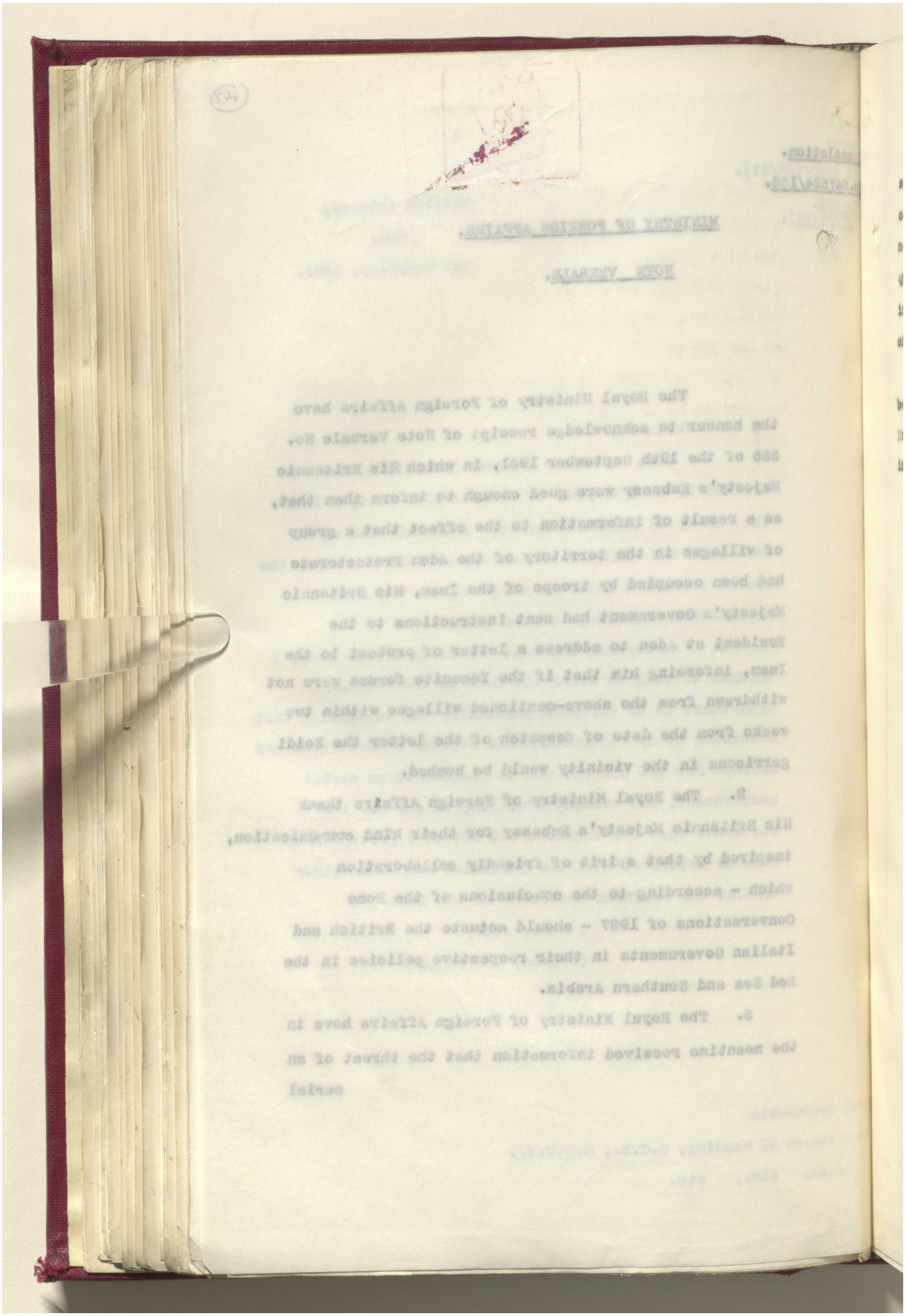

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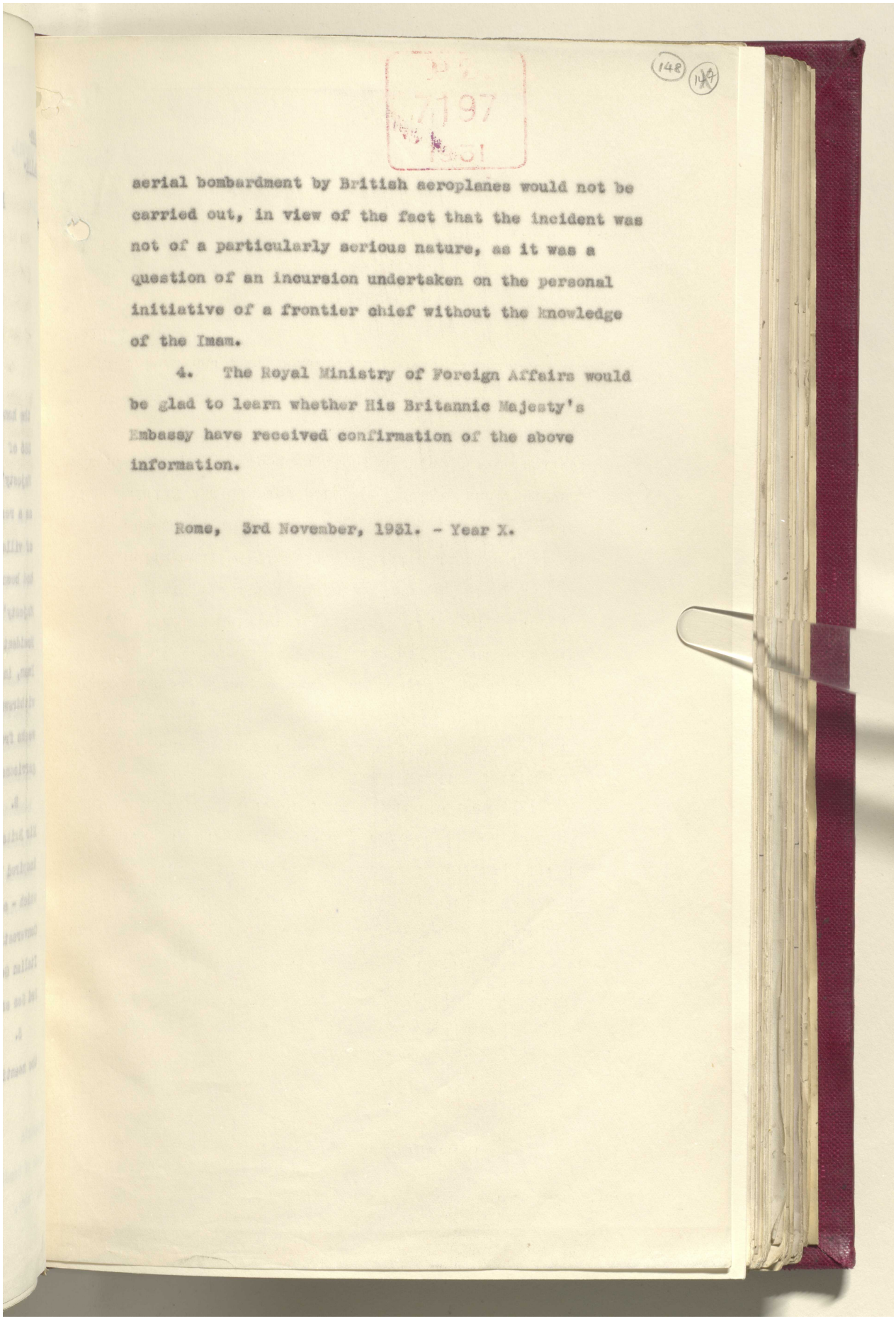

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aerial bombardment by British aeroplanes would not be carried out, in view of the fact that the incident was not of a particularly serious nature, as it was a question of an incursion undertaken on the personal initiative of a frontier chief without the knowledge of the Imam.

4. The Royal Ministry of Foreign Affairs would be glad to learn whether His Britannic Majesty's Embassy have received confirmation of the above information.

Rome, 3rd November, 1931. - Year X.

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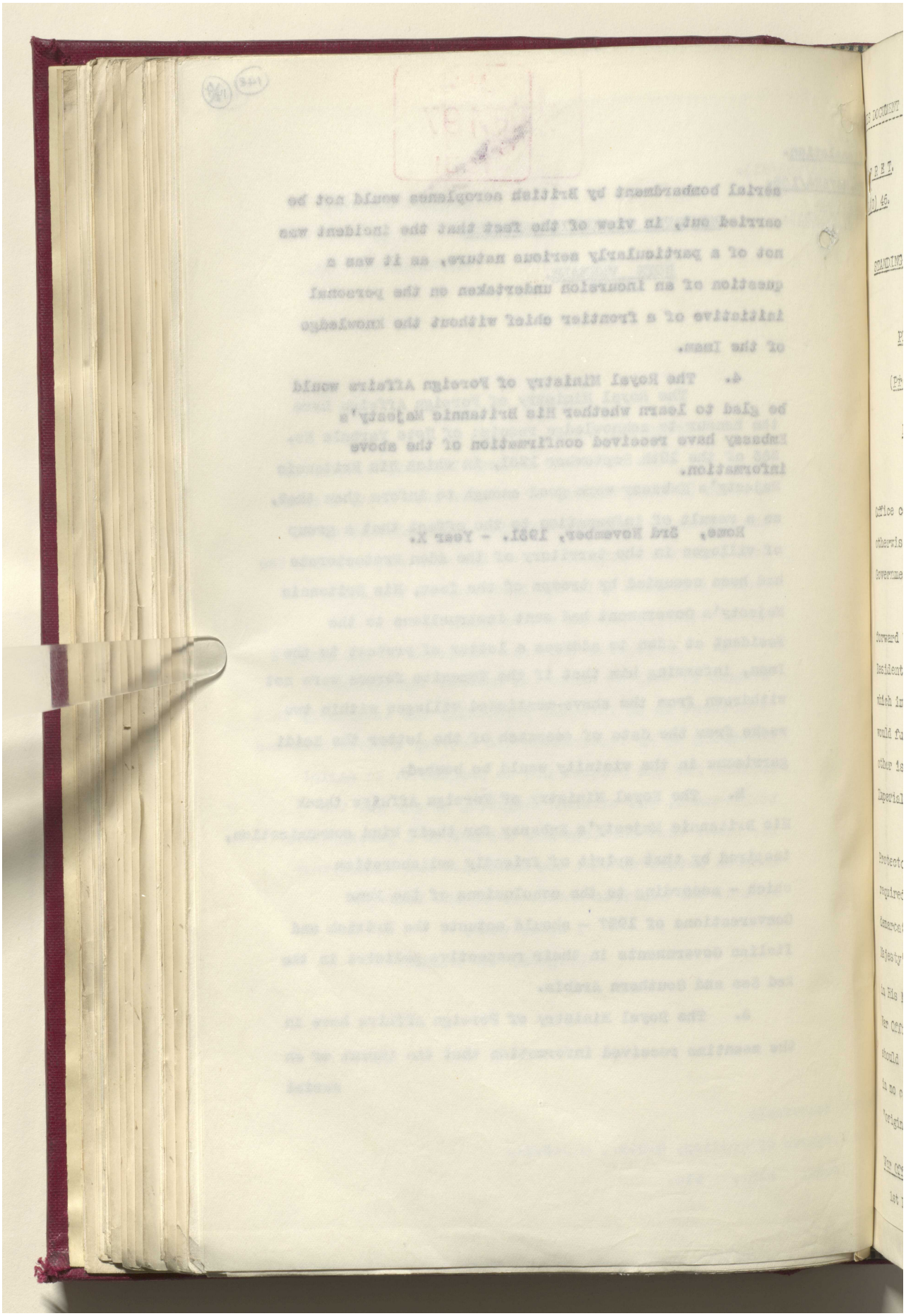

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SECRET.

M.E.(O) 46.

COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF THE YEMEN.

(Previous Papers Nos. M.E.(O) 41, 44 and 45.)

Memorandum by War Office Representative.

With reference to Paper No. M.E.(O) 41 the War Office consider that the question of the advisability or otherwise of negotiating a treaty between His Majesty's Government and the Imam at the present time is mainly political.

As regards the terms of the draft Treaty put forward by the Imam, the War Office agree with the British Resident at Aden in objecting to the inclusion of any clause which implied doubt as to the sovereignty of Perim, and they would further deprecate an agreement on the subject of any other islands in the Red Sea which might in any way imperil Imperial communications to the East.

On the subject of the northern frontier of the Aden Protectorate the War Office consider that the Imam should be required to recognise the Anglo-Turkish boundary, both demarcated and delimited, and the special relations of His Majesty's Government with the Chiefs and Rulers enumerated in His Majesty's Government's draft of 1929. In addition, the War Office are of opinion that His Majesty's Government should specifically deny the "claims" of the Imam, and should in no circumstances permit the insertion of his phrase "original rights".

(Signed) K. D. MURRAY.
Colonel, General Staff.

War Office.
1st December, 1931.

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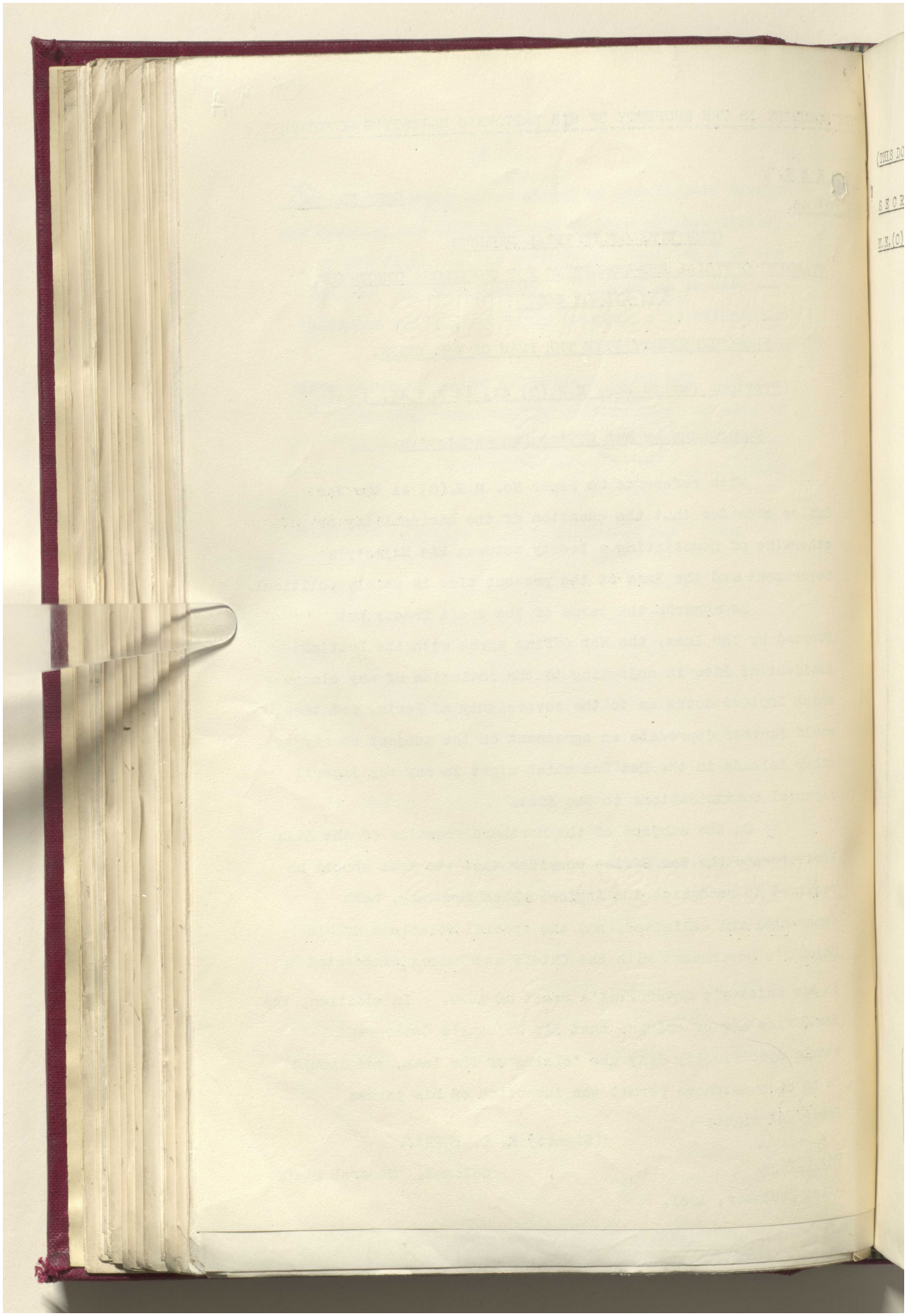

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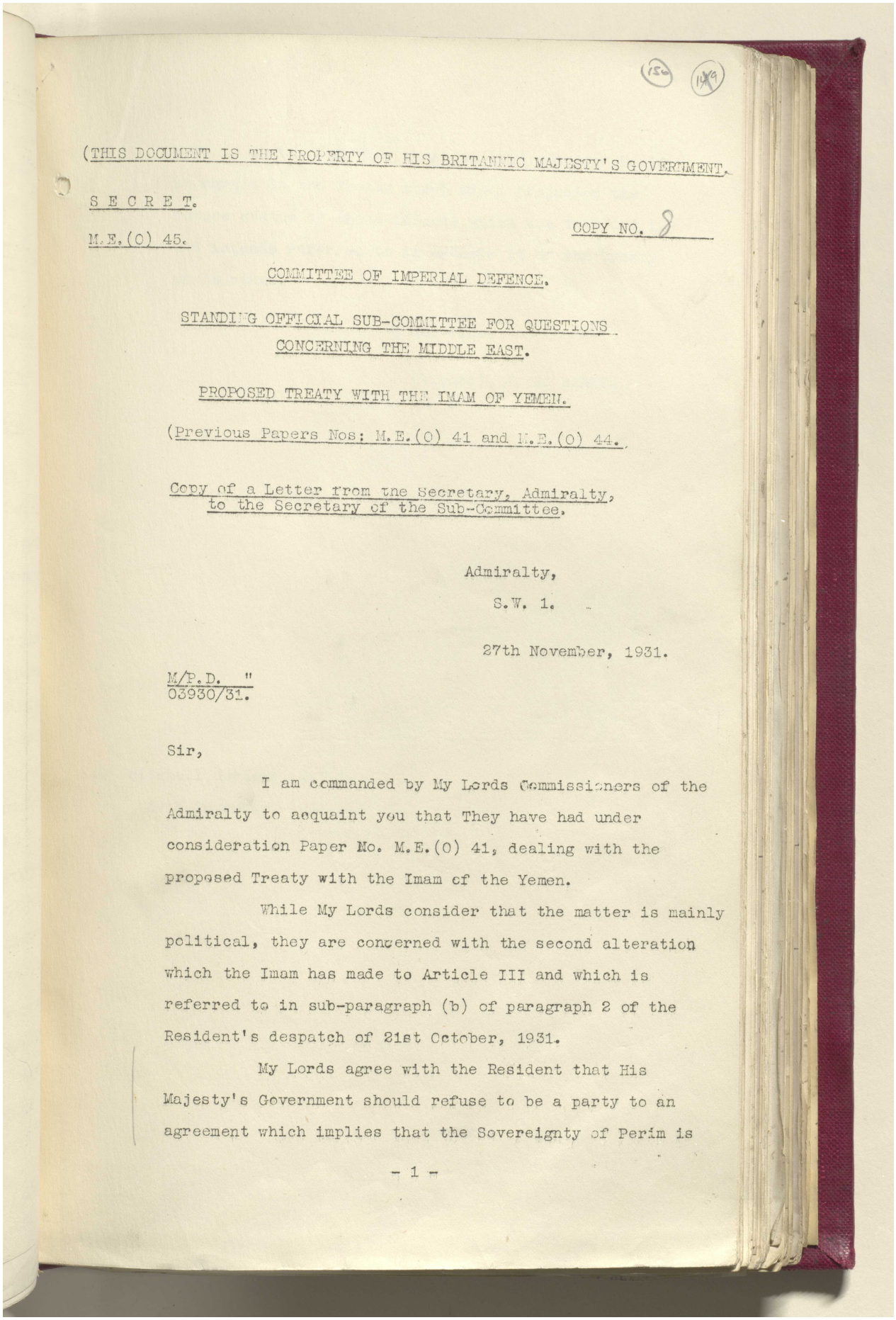

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S E C R E T.

M.E.(O) 45.

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

(Previous Papers Nos: M.E.(O) 41 and M.E.(O) 44.

Copy of a Letter from the Secretary, Admiralty, to the Secretary of the Sub-Committee.

Admiralty,
S.W. 1.

27th November, 1931.

M/P.D. "
03930/31.

Sir,

I am commanded by My Lords Commissioners of the Admiralty to acquaint you that They have had under consideration Paper No. M.E.(O) 41, dealing with the proposed Treaty with the Imam of the Yemen.

While My Lords consider that the matter is mainly political, they are concerned with the second alteration which the Imam has made to Article III and which is referred to in sub-paragraph (b) of paragraph 2 of the Resident's despatch of 21st October, 1931.

My Lords agree with the Resident that His Majesty's Government should refuse to be a party to an agreement which implies that the Sovereignty of Perim is

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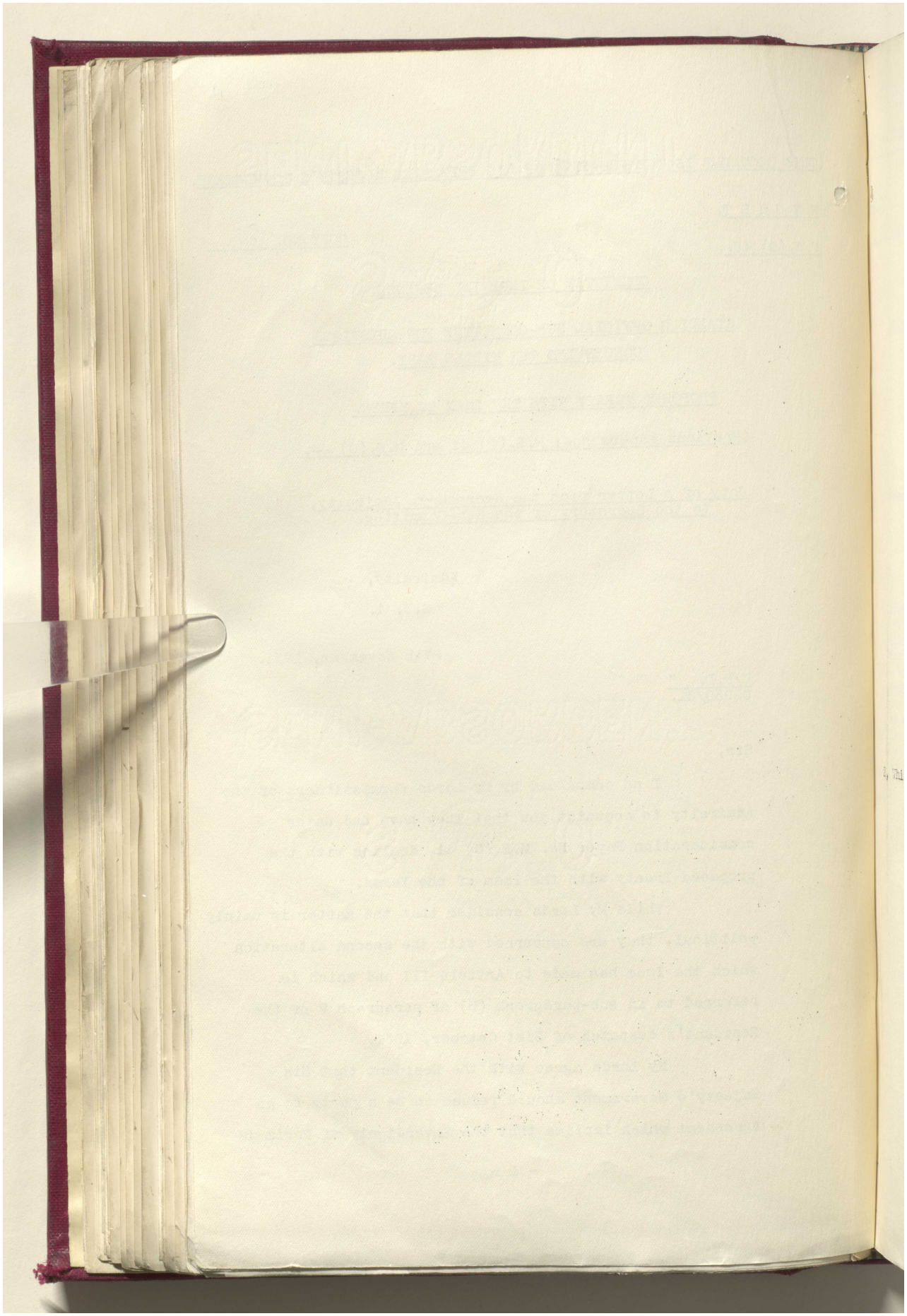

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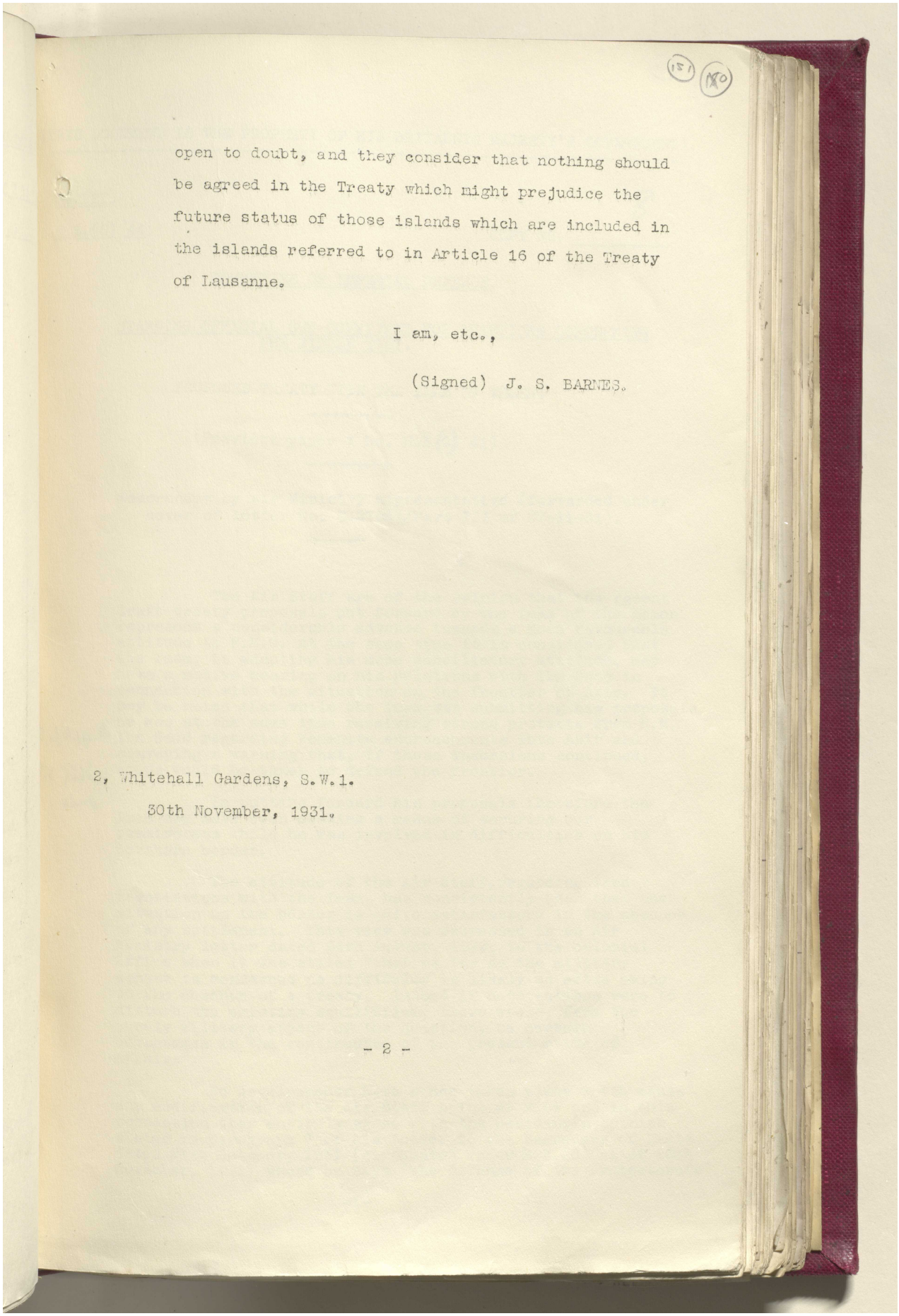

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open to doubt, and they consider that nothing should be agreed in the Treaty which might prejudice the future status of those islands which are included in the islands referred to in Article 16 of the Treaty of Lausanne.

I am, etc.,

(Signed) J. S. BARNES.

2, Whitehall Gardens, S.W.1.
30th November, 1931.



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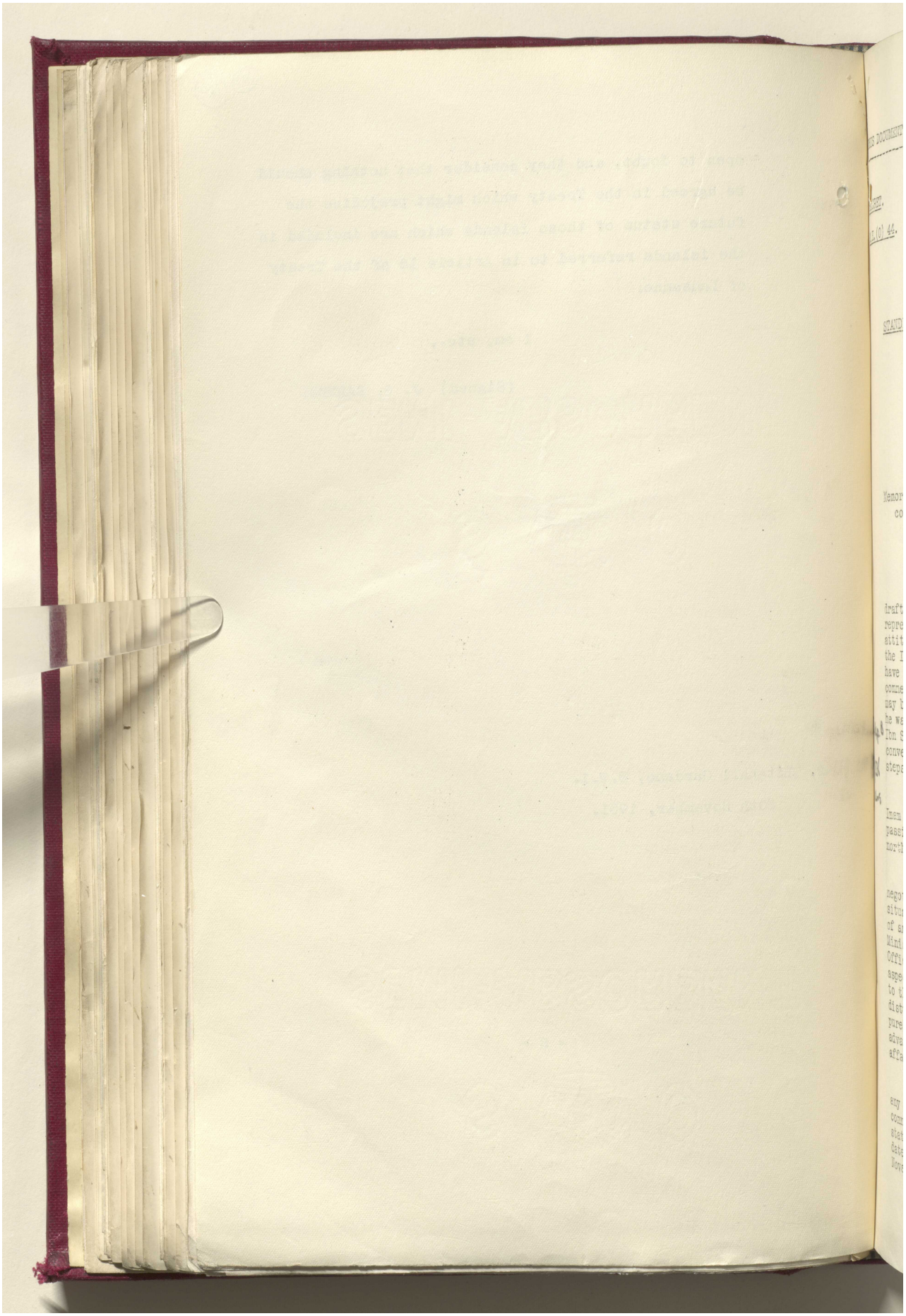

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SECRET.

M.E.(O) 44. COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

(Previous paper : No. M.E.(O) 41)

Memorandum by Air Ministry Representative (forwarded under cover of letter No. S.27023/Part III of 27-11-31).

The Air Staff are of the opinion that the recent draft treaty proposals put forward by the Imam of the Yemen represent a considerable advance towards a more favourable attitude to H.M.G. At the same time it is considered that the Imam, in adopting his more conciliatory attitude, may have a motive bearing on his relations with Ibn Saud in connection with the situation on the frontier of Asir. It may be noted that while the Imam was submitting his proposals he was at the same time receiving strong protests from H.M. Ibn Saud regarding Yemenite encroachments into Asir and conveying a warning that, if these incursions continued, steps would be taken to defend the frontier.

Sub of App. B
J.P.Z. 7336
above

In putting forward his proposals therefore the Imam may have been seeking a means of securing our passiveness while he was involved in difficulties on his northern border.

The attitude of the Air Staff, regarding treaty negotiations with the Imam, has consistently been that the situation on the border is quite satisfactory in the absence of any settlement. This view was expressed in an Air Ministry letter dated 24th August, 1929, to the Colonial Office when it was stated "that as far as the military aspect is concerned no difficulty is likely to arise owing to the absence of a treaty. Indeed if negotiations were to disturb the existing equilibrium, there would, from the purely military aspect of the question, be certain advantages in the continuance of the present state of affairs".

No developments have since taken place which cause any modification of the Air Staff point of view and in this connection they entirely agree with the Resident's opinion stated in paragraph 7 of his letter to the Secretary of State dated 21st October, 1931 (circulated under M.E.(O) 41 of 12th November, 1931) where he says "the defence of the Protectorate



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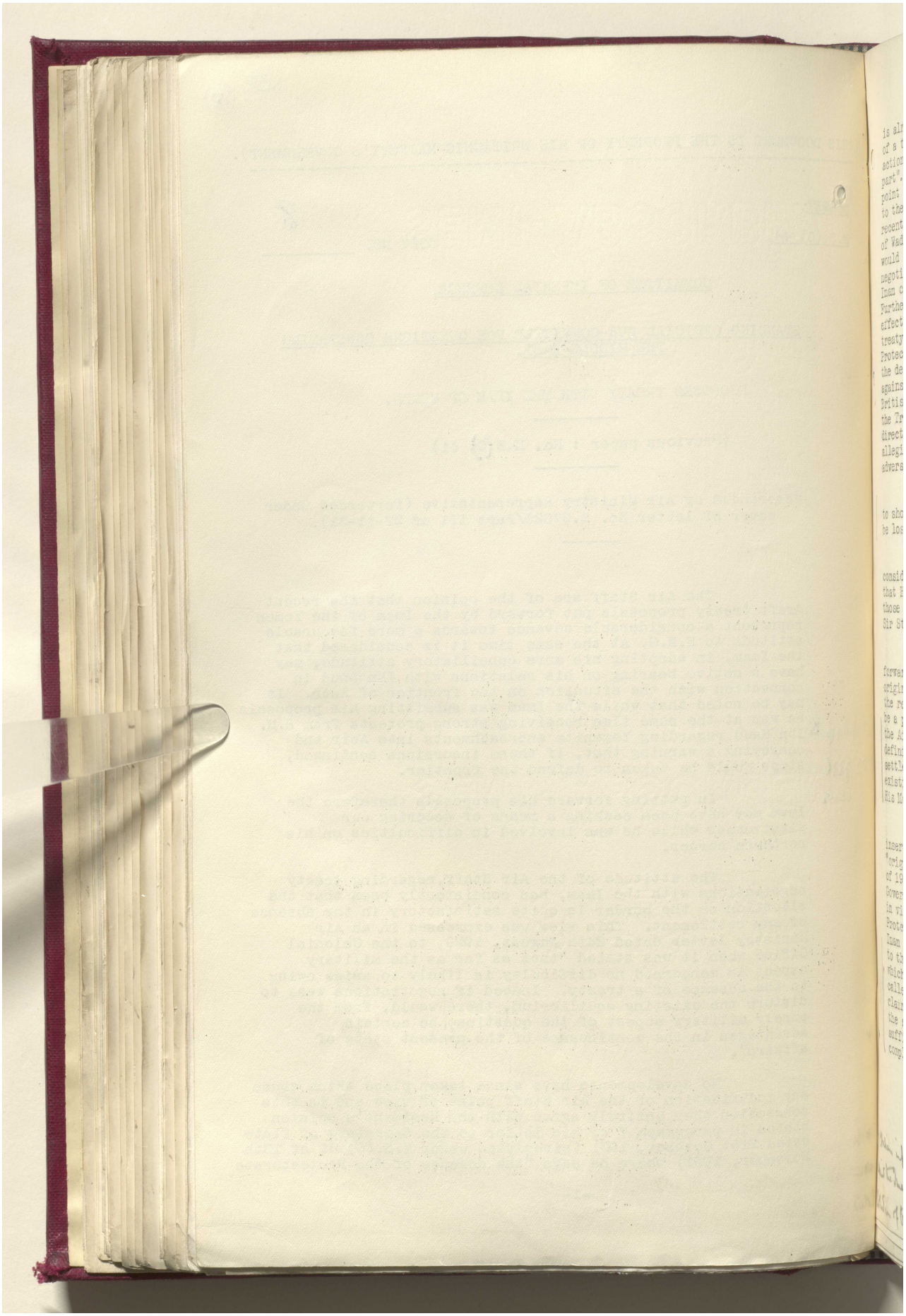

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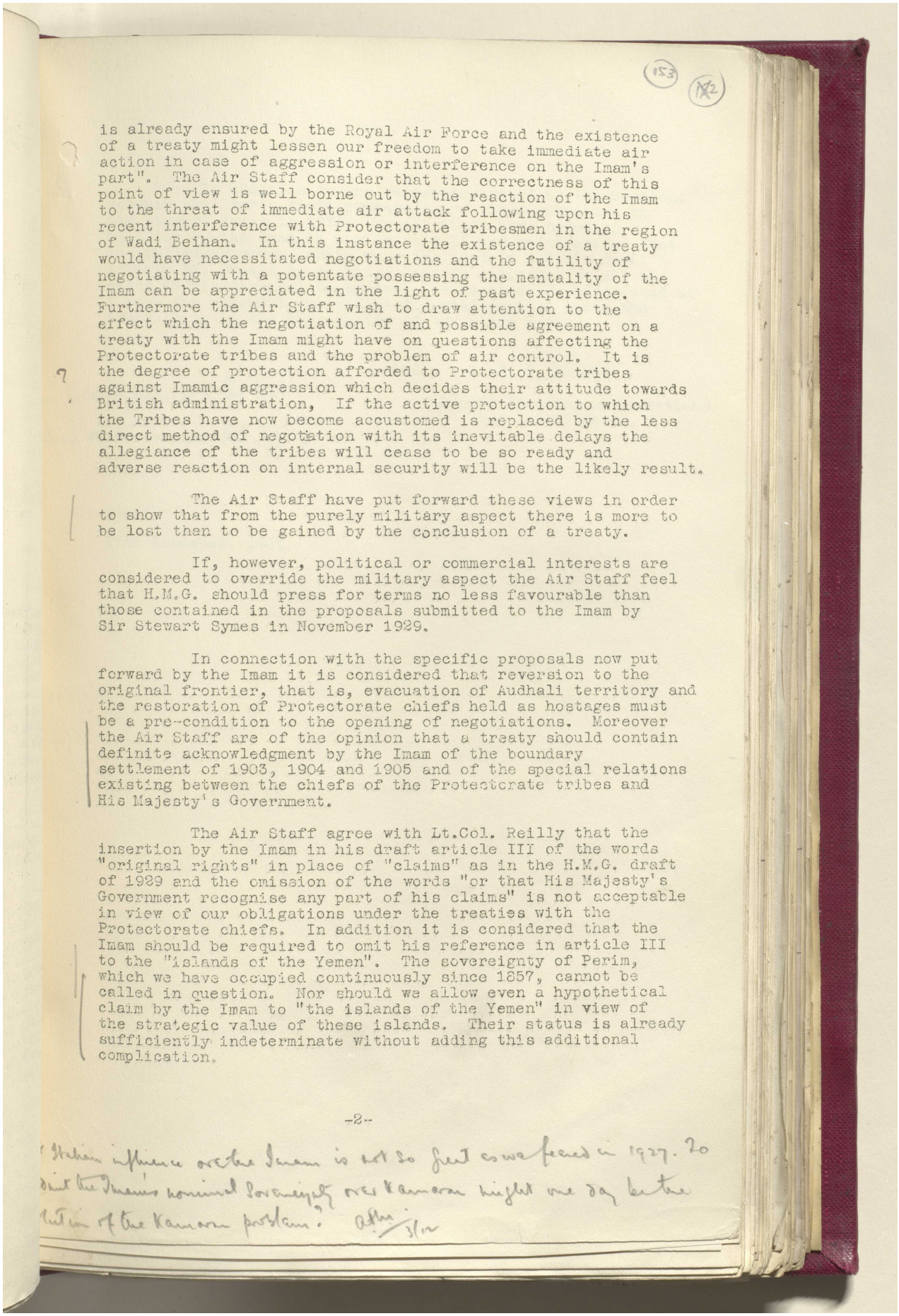

(153) (152)

is already ensured by the Royal Air Force and the existence of a treaty might lessen our freedom to take immediate air action in case of aggression or interference on the Imam's part". The Air Staff consider that the correctness of this point of view is well borne out by the reaction of the Imam to the threat of immediate air attack following upon his recent interference with Protectorate tribesmen in the region of Wadi Beihan. In this instance the existence of a treaty would have necessitated negotiations and the futility of negotiating with a potentate possessing the mentality of the Imam can be appreciated in the light of past experience. Furthermore the Air Staff wish to draw attention to the effect which the negotiation of and possible agreement on a treaty with the Imam might have on questions affecting the Protectorate tribes and the problem of air control. It is the degree of protection afforded to Protectorate tribes against Imamic aggression which decides their attitude towards British administration, If the active protection to which the Tribes have now become accustomed is replaced by the less direct method of negotiation with its inevitable delays the allegiance of the tribes will cease to be so ready and adverse reaction on internal security will be the likely result.

The Air Staff have put forward these views in order to show that from the purely military aspect there is more to be lost than to be gained by the conclusion of a treaty.

If, however, political or commercial interests are considered to override the military aspect the Air Staff feel that H.M.G. should press for terms no less favourable than those contained in the proposals submitted to the Imam by Sir Stewart Symes in November 1929.

In connection with the specific proposals now put forward by the Imam it is considered that reversion to the original frontier, that is, evacuation of Audhali territory and the restoration of Protectorate chiefs held as hostages must be a pre-condition to the opening of negotiations. Moreover the Air Staff are of the opinion that a treaty should contain definite acknowledgment by the Imam of the boundary settlement of 1903, 1904 and 1905 and of the special relations existing between the chiefs of the Protectorate tribes and His Majesty's Government.

The Air Staff agree with Lt.Col. Reilly that the insertion by the Imam in his draft article III of the words "original rights" in place of "claims" as in the H.M.G. draft of 1929 and the omission of the words "or that His Majesty's Government recognise any part of his claims" is not acceptable in view of our obligations under the treaties with the Protectorate chiefs. In addition it is considered that the Imam should be required to omit his reference in article III to the "islands of the Yemen". The sovereignty of Perim, which we have occupied continuously since 1857, cannot be called in question. Nor should we allow even a hypothetical claim by the Imam to "the islands of the Yemen" in view of the strategic value of these islands. Their status is already sufficiently indeterminate without adding this additional complication.

-2-

Italian influence over the Imam is not so great as we feared in 1927. To admit the Imam's nominal sovereignty over Kamaran might one day be the solution of the Kamaran problem? [illegible] 3/12

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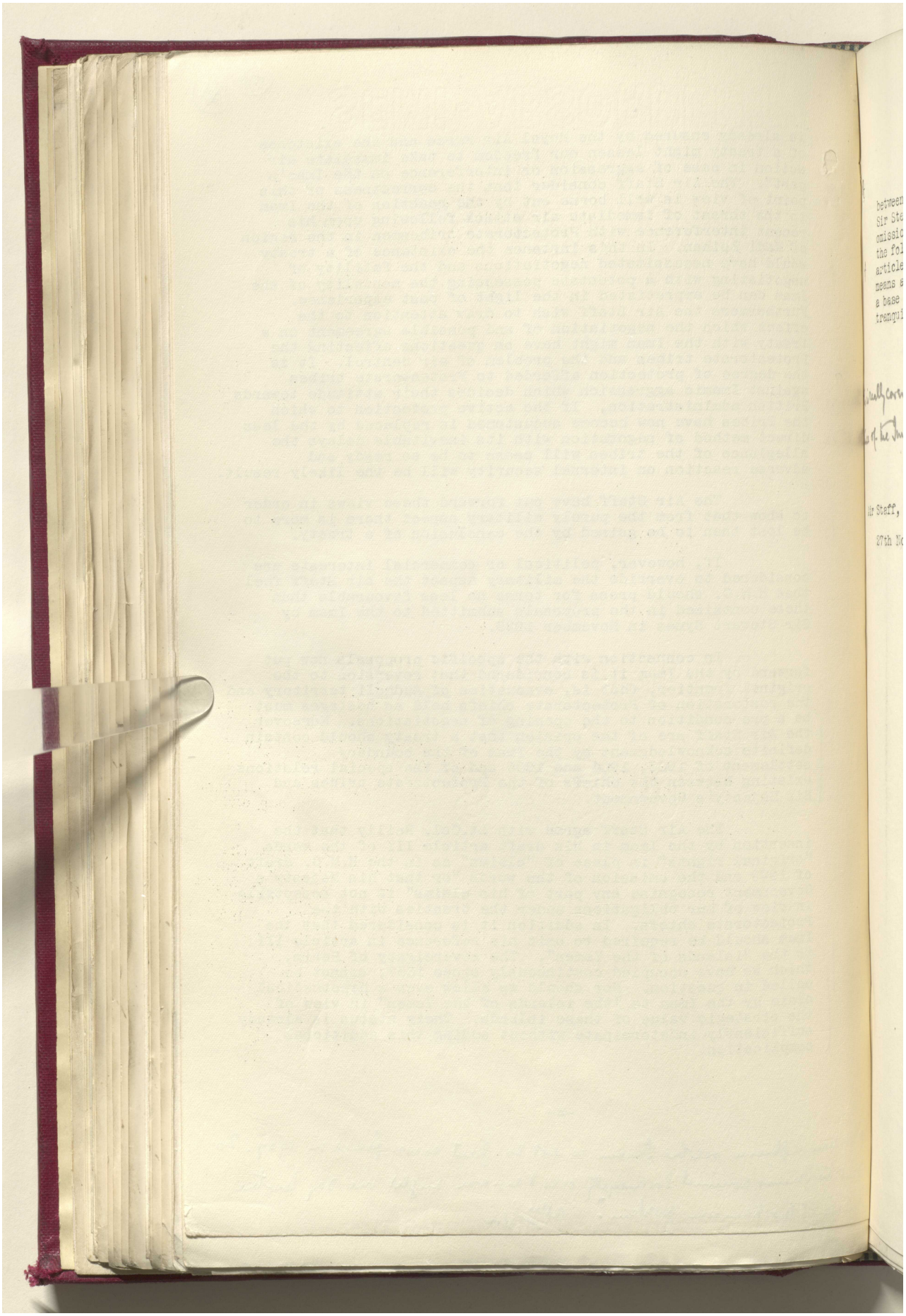

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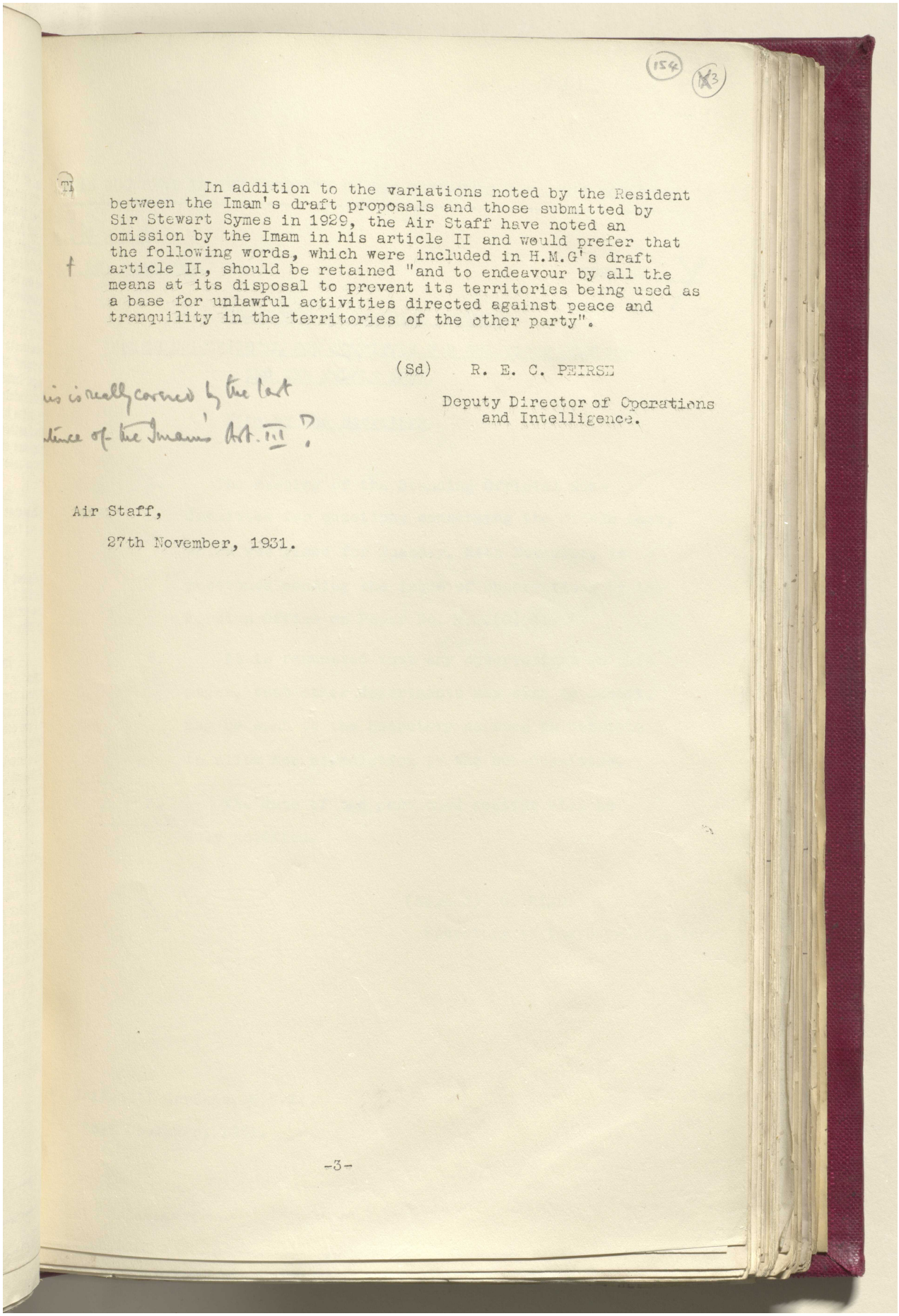

(154) (X3)

In addition to the variations noted by the Resident between the Imam's draft proposals and those submitted by Sir Stewart Symes in 1929, the Air Staff have noted an omission by the Imam in his article II and would prefer that the following words, which were included in H.M.G's draft article II, should be retained "and to endeavour by all the means at its disposal to prevent its territories being used as a base for unlawful activities directed against peace and tranquility in the territories of the other party".

(Sd) R. E. C. PEIRSE

Deputy Director of Operations and Intelligence.

this is really covered by the last sentence of the Imam's Art. II?

Air Staff,

27th November, 1931.

-3-

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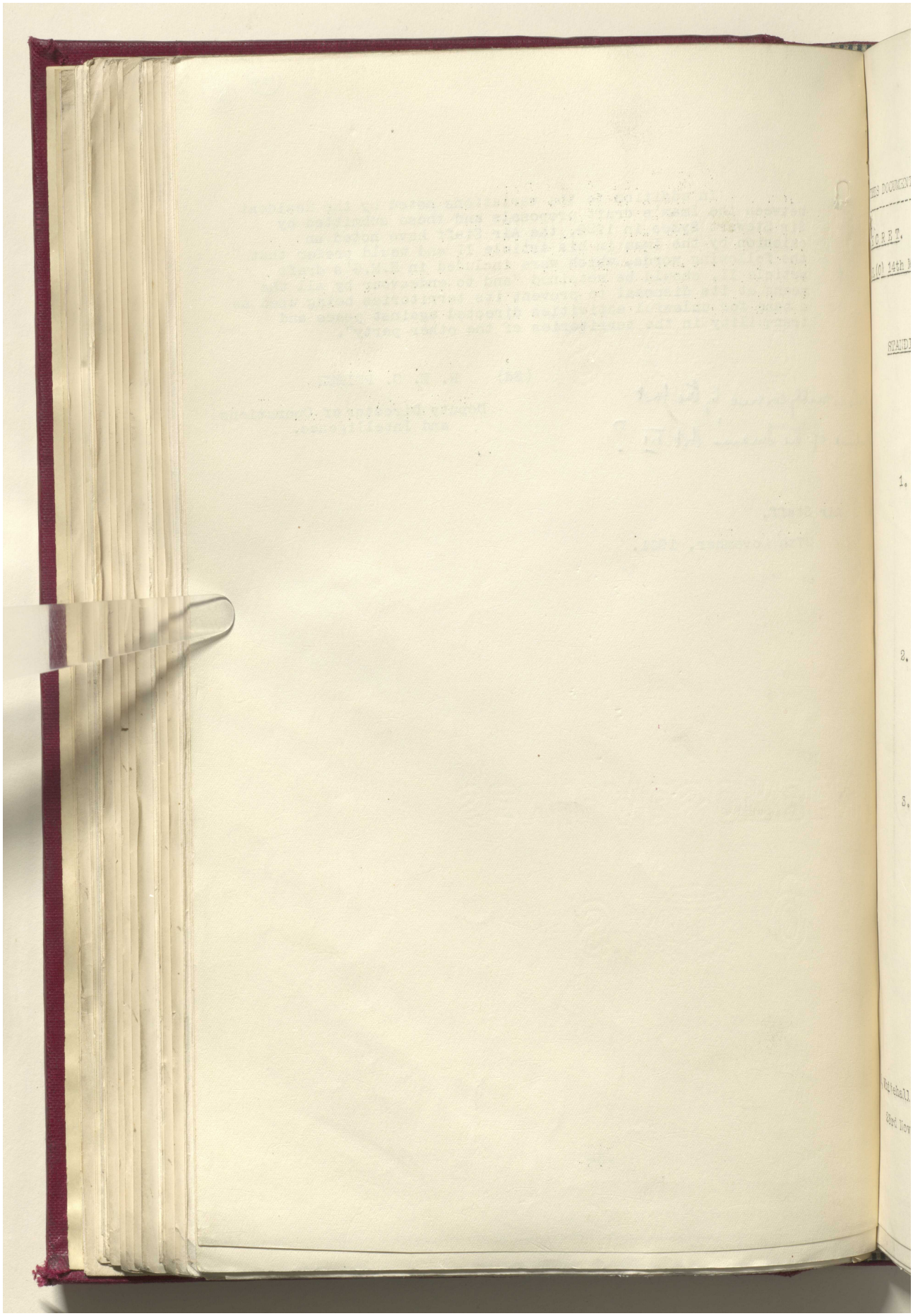

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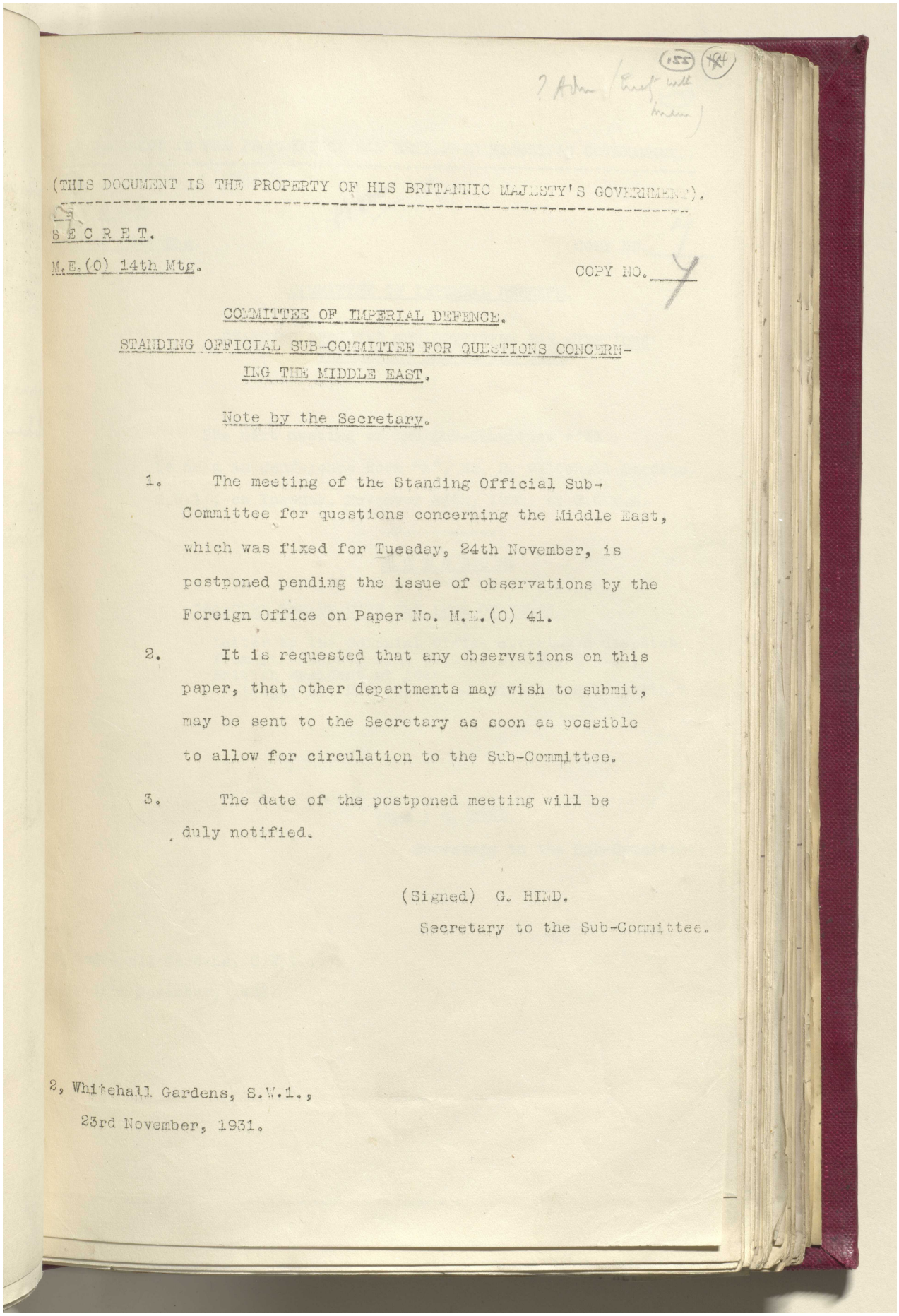

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S E C R E T.

M.E.(O) 14th Mtg.

COPY NO. 7

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

Note by the Secretary.

1. The meeting of the Standing Official Sub-Committee for questions concerning the Middle East, which was fixed for Tuesday, 24th November, is postponed pending the issue of observations by the Foreign Office on Paper No. M.E.(O) 41.

2. It is requested that any observations on this paper, that other departments may wish to submit, may be sent to the Secretary as soon as possible to allow for circulation to the Sub-Committee.

3. The date of the postponed meeting will be duly notified.

(Signed) G. HIND.
Secretary to the Sub-Committee.

2, Whitehall Gardens, S.W.1.,
23rd November, 1931.

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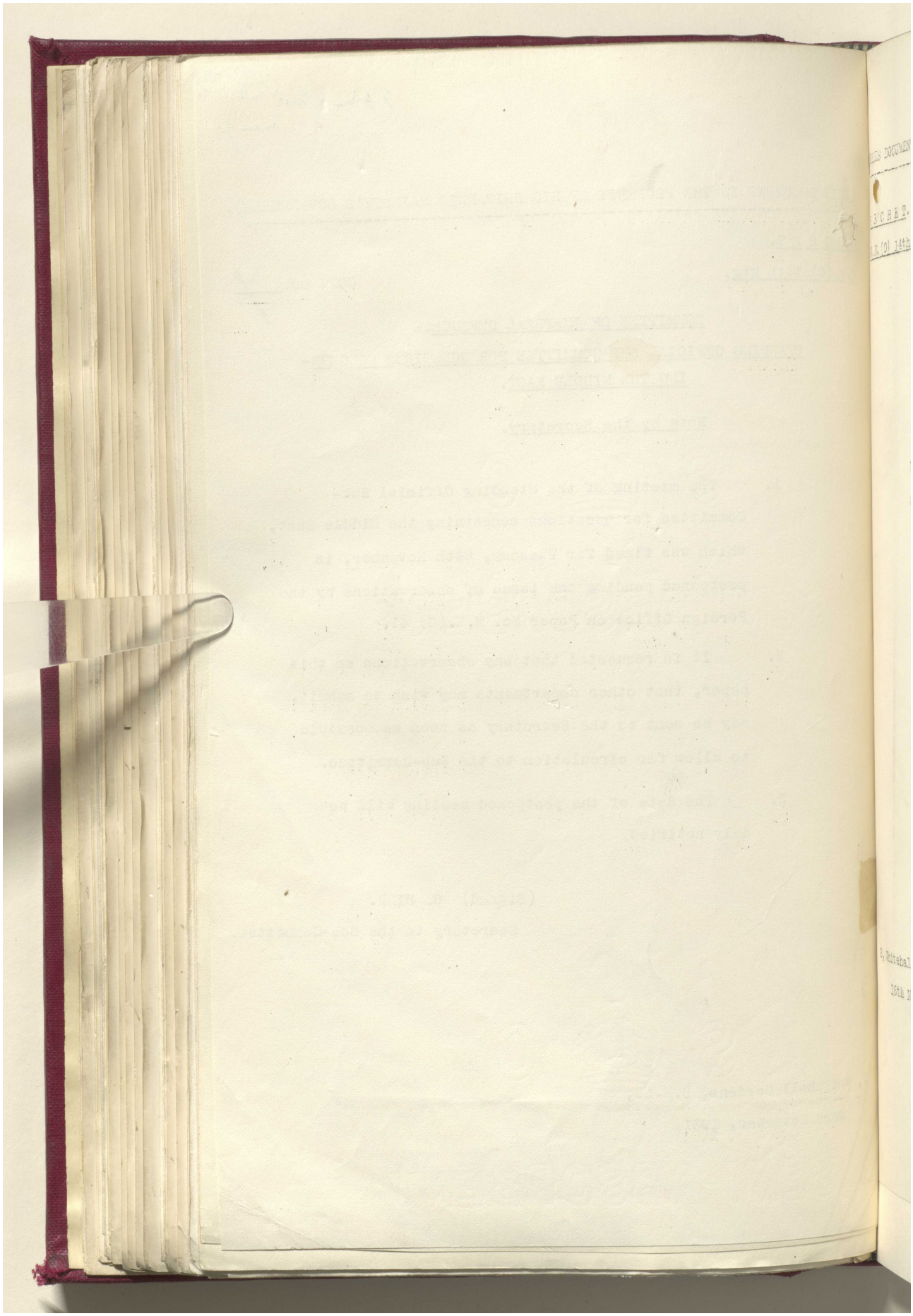

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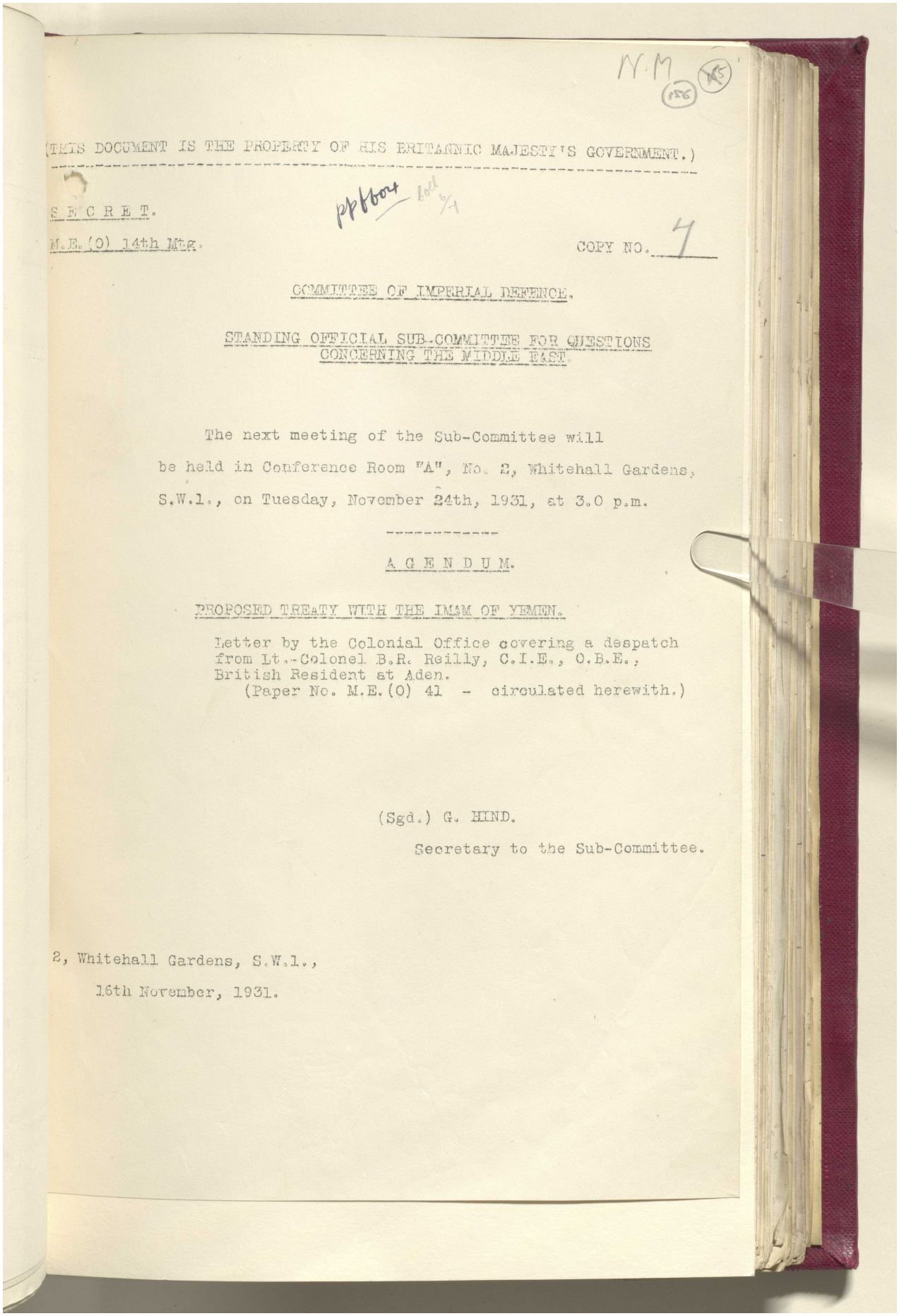

N.M (156) (155)

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pp/foot bdl 5/1

S E C R E T.

M.E.(O) 14th Mtg.

COPY NO. 4

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

The next meeting of the Sub-Committee will be held in Conference Room "A", No. 2, Whitehall Gardens, S.W.1., on Tuesday, November 24th, 1931, at 3.0 p.m.

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A G E N D U M.

PROPOSED TREATY WITH THE IMAM OF YEMEN.

Letter by the Colonial Office covering a despatch from Lt.-Colonel B.R. Reilly, C.I.E., O.B.E., British Resident at Aden.
(Paper No. M.E.(O) 41 - circulated herewith.)

(Sgd.) G. HIND.
Secretary to the Sub-Committee.

2, Whitehall Gardens, S.W.1.,
16th November, 1931.

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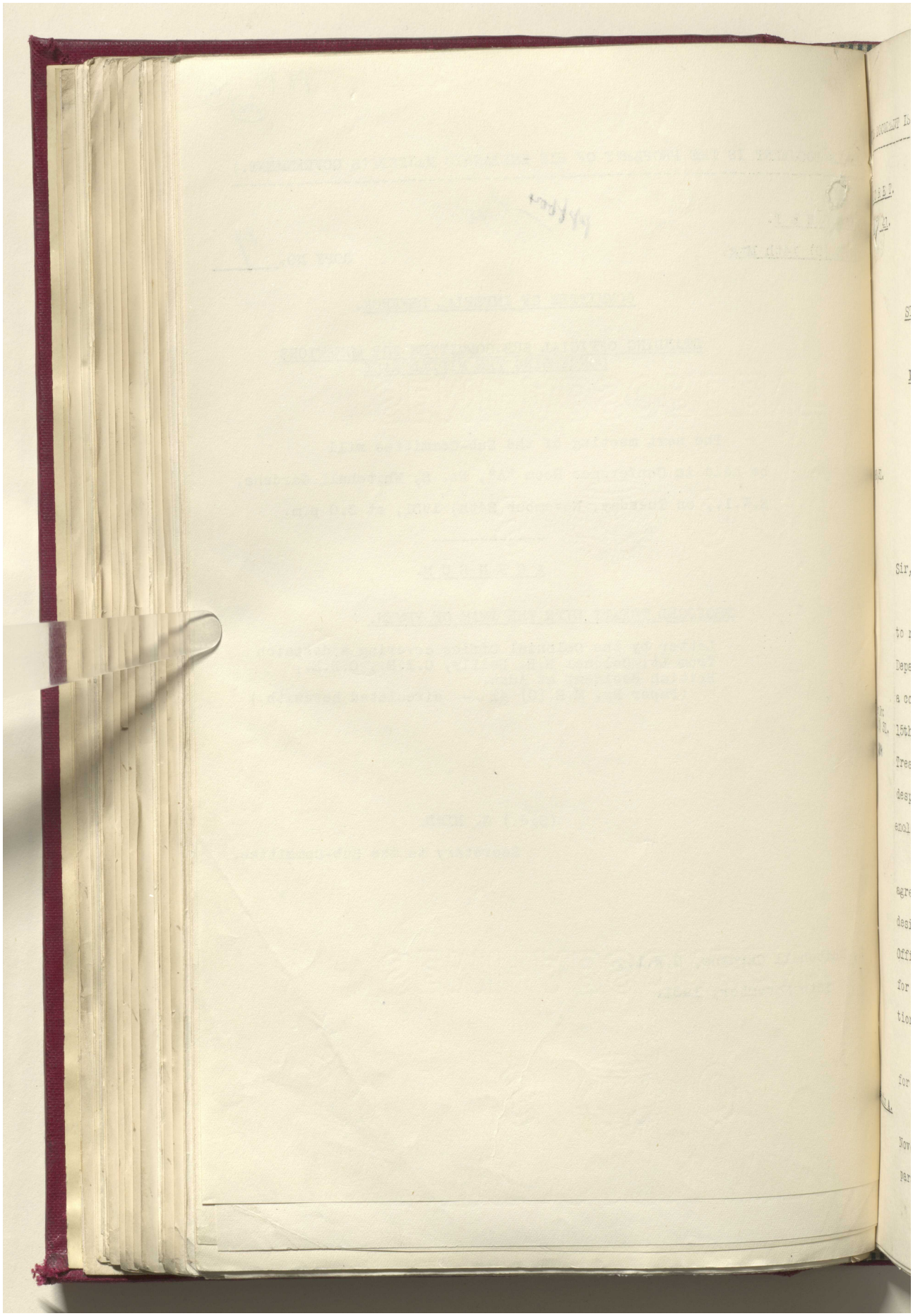

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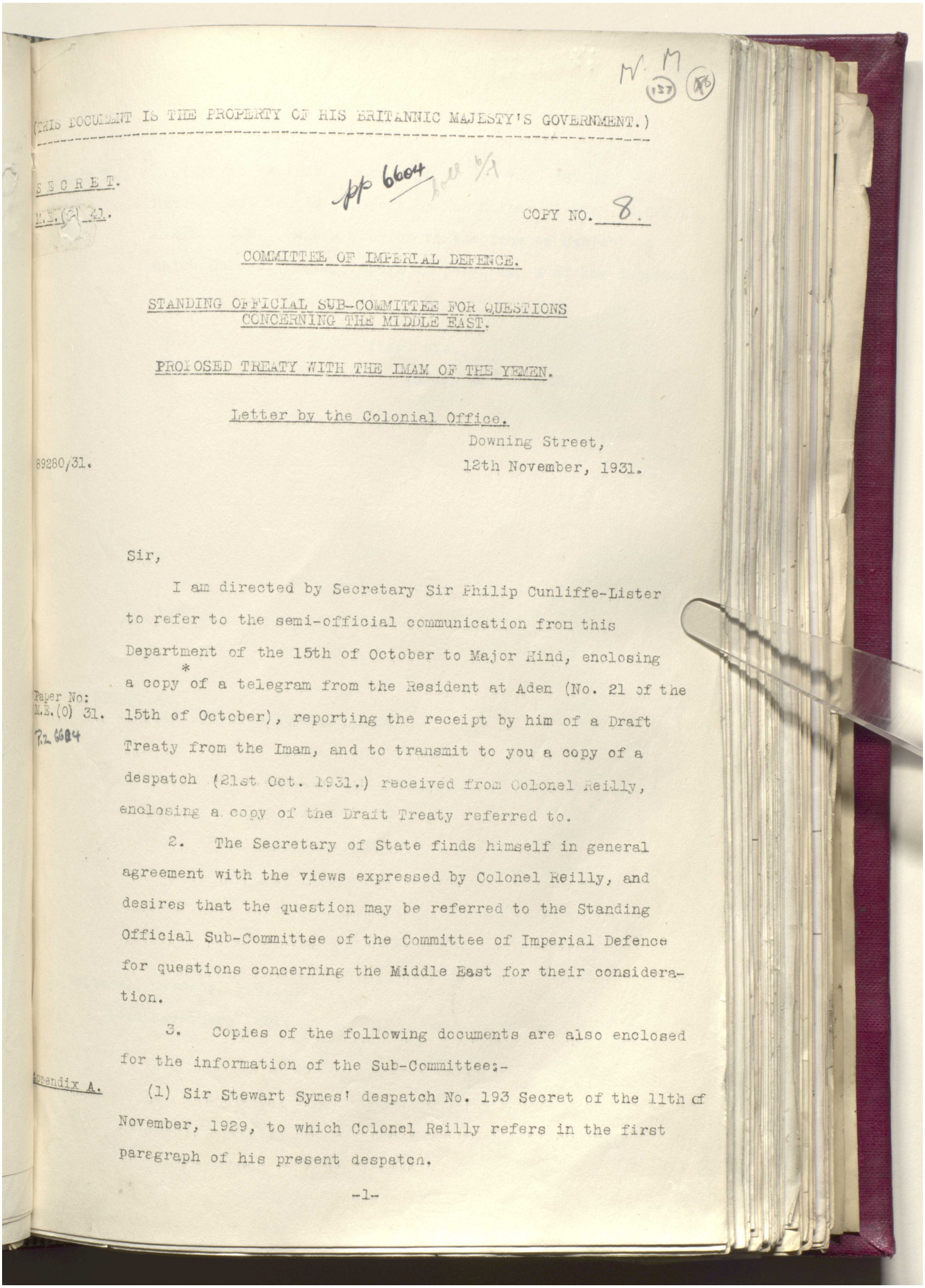

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SECRET.

M.E.(O) 41.

pp 6604

COPY NO. 8.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

PROPOSED TREATY WITH THE IMAM OF THE YEMEN.

Letter by the Colonial Office.

89280/31.

Downing Street,
12th November, 1931.

Sir,

I am directed by Secretary Sir Philip Cunliffe-Lister to refer to the semi-official communication from this Department of the 15th of October to Major Hind, enclosing a copy of a telegram from the Resident at Aden (No. 21 of the 15th of October), reporting the receipt by him of a Draft Treaty from the Imam, and to transmit to you a copy of a despatch (21st Oct. 1931.) received from Colonel Reilly, enclosing a copy of the Draft Treaty referred to.

Paper No: M.E.(O) 31.

Pz 6684

2. The Secretary of State finds himself in general agreement with the views expressed by Colonel Reilly, and desires that the question may be referred to the Standing Official Sub-Committee of the Committee of Imperial Defence for questions concerning the Middle East for their consideration.

3. Copies of the following documents are also enclosed for the information of the Sub-Committee:-

Appendix A.

(1) Sir Stewart Symes' despatch No. 193 Secret of the 11th of November, 1929, to which Colonel Reilly refers in the first paragraph of his present despatch.

-1-

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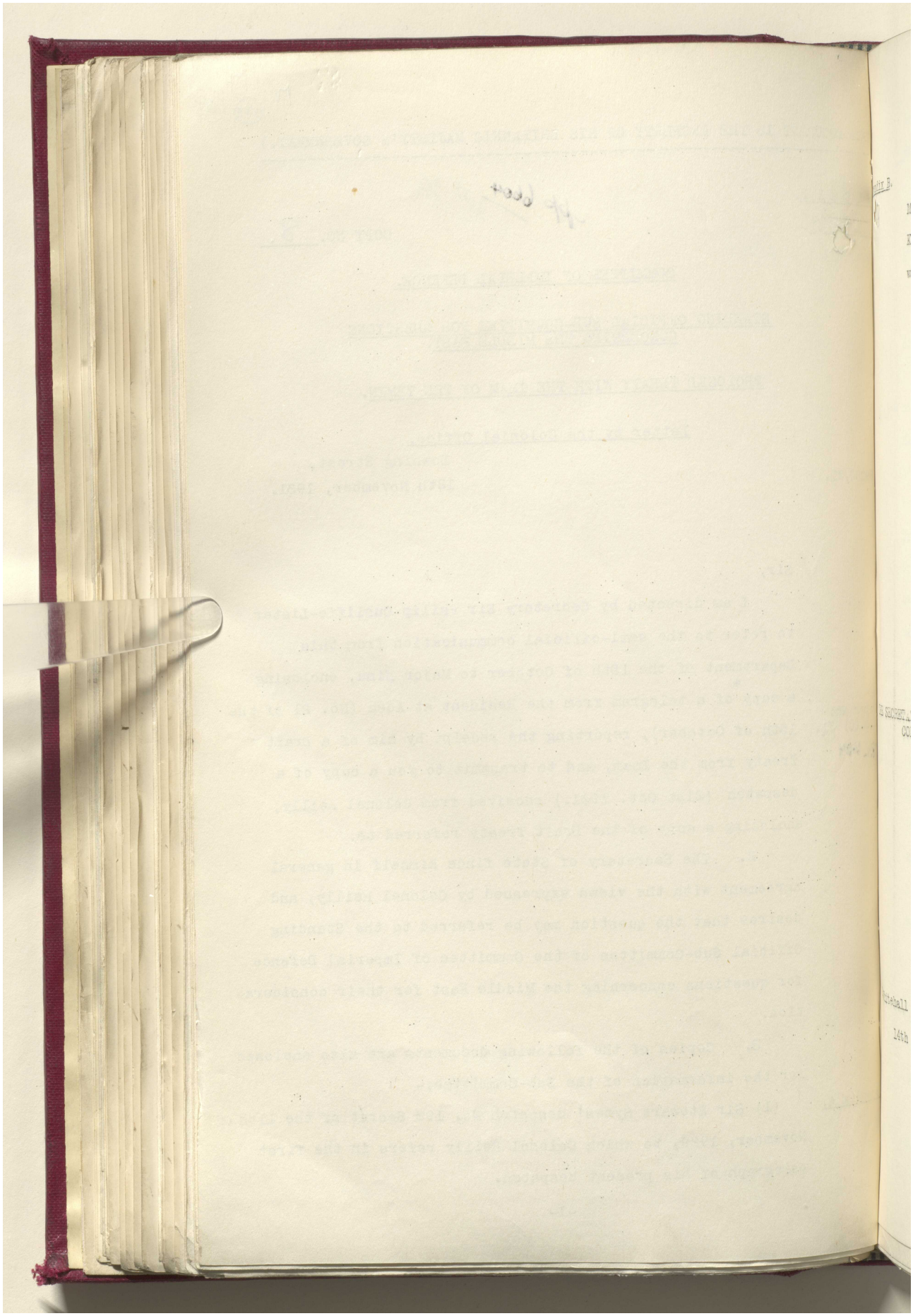

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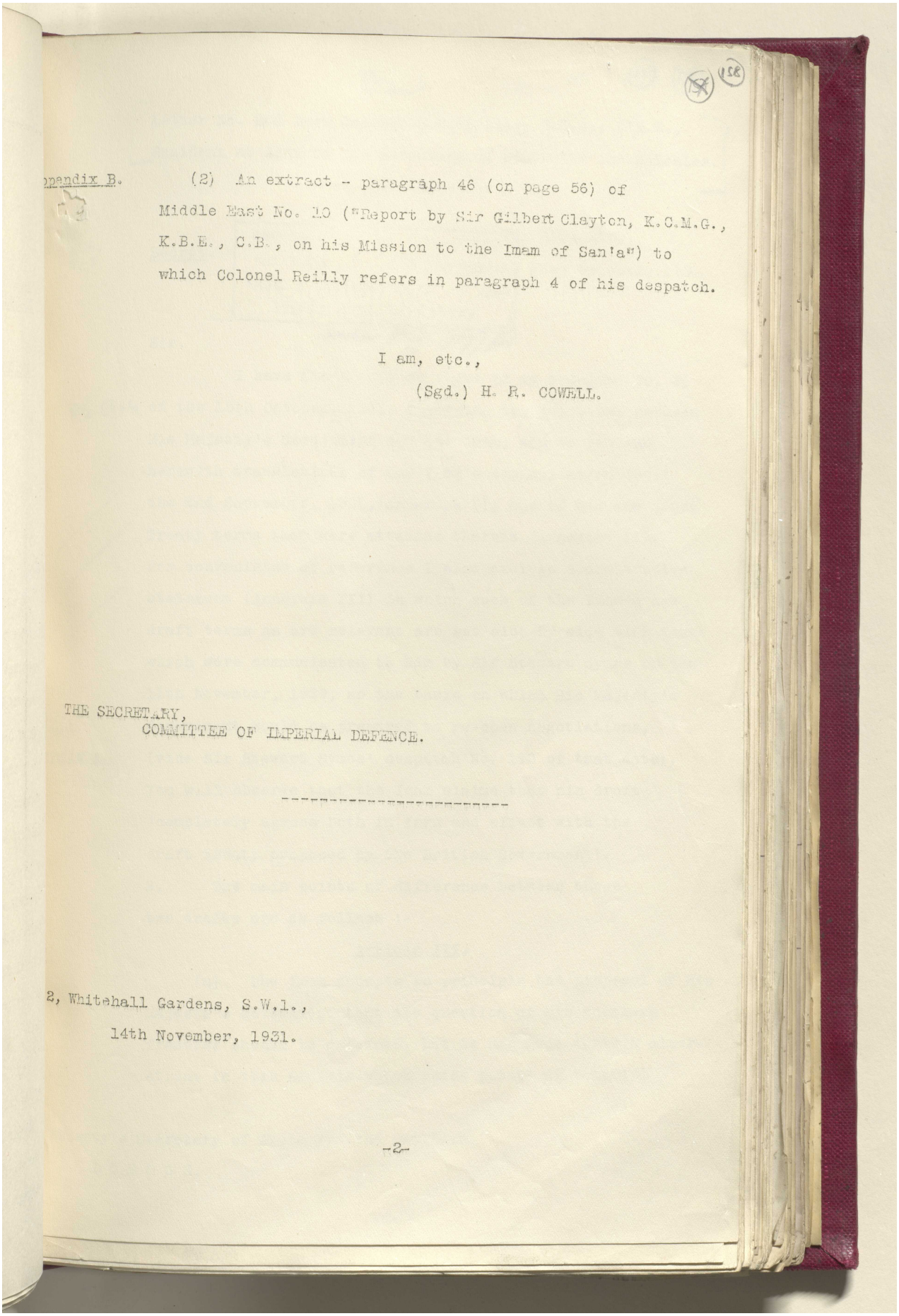

ppendix B.

(2) An extract - paragraph 46 (on page 56) of Middle East No. 10 ("Report by Sir Gilbert Clayton, K.C.M.G., K.B.E., C.B., on his Mission to the Imam of San'a") to which Colonel Reilly refers in paragraph 4 of his despatch.

I am, etc.,

(Sgd.) H. R. COWELL.

THE SECRETARY,
COMMITTEE OF IMPERIAL DEFENCE.

---

2, Whitehall Gardens, S.W.1.,

14th November, 1931.

-2-

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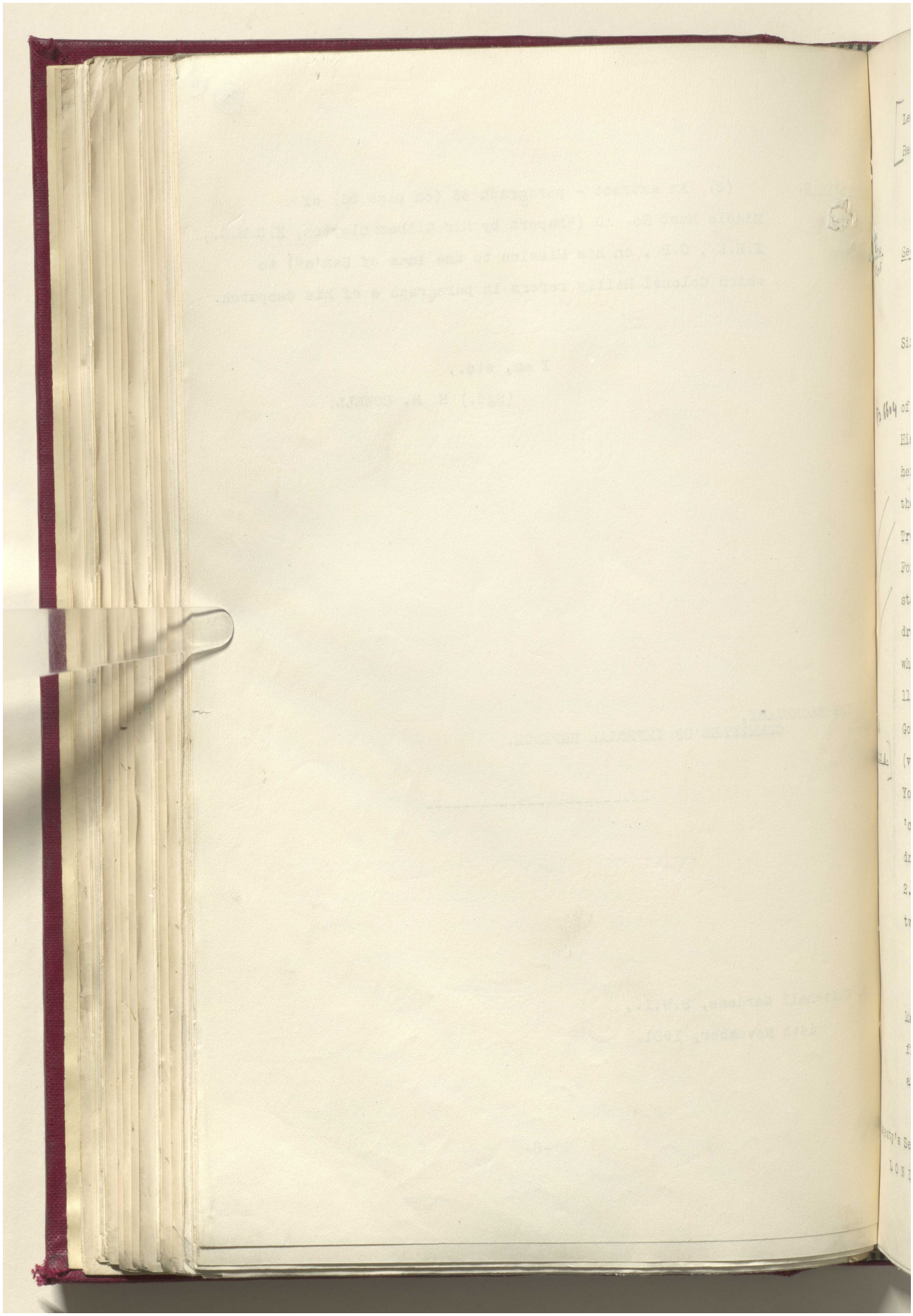

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Omit

(159) (198)

Letter No. 208 from Colonel B.R. Reilly, C.I.E., O.B.E., Resident at Aden to the Secretary of State for the Colonies.

---

No. 208. 205

Secret.

ENCLOSURE IN W.O. LETTER
NO. 249 3 DEC. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE
(under P.Z. 719)

THE RESIDENCY, Aden, 21st October, 1931.

Sir,

I have the honour to refer to my telegram No. 21 P.Z 6604 of the 15th October, 1931, regarding the relations between His Majesty's Government and the Imam, and to enclose herewith translations of the Imam's communication dated the 2nd September, 1931,(Annexure I), and of his new draft Treaty terms that were attached thereto (Annexure II). For convenience of reference I also enclose a comparative statement (Annexure III) in which such of the Imam's new draft terms as are relevant are set side by side with those which were communicated to him by Sir Stewart Symes on the 11th November, 1929, as the basis on which His Majesty's Government would be prepared to re-open negotiations, (vide Sir Stewart Symes' despatch No. 193 of that date). You will observe that the Imam claims that his draft 'completely agrees both in form and effect with the draft treaty proposed by the British Government'.

Omit Appendix A.

2. The main points of difference between these two drafts are as follows :-

Article III.

(a) The Imam accepts in principle the proposal of His Majesty's Government that the question of his southern frontier should be deferred, but he has made certain alterations in this article which raise points of material

His Majesty's Secretary of State for the Colonies,
L O N D O N.

-3-

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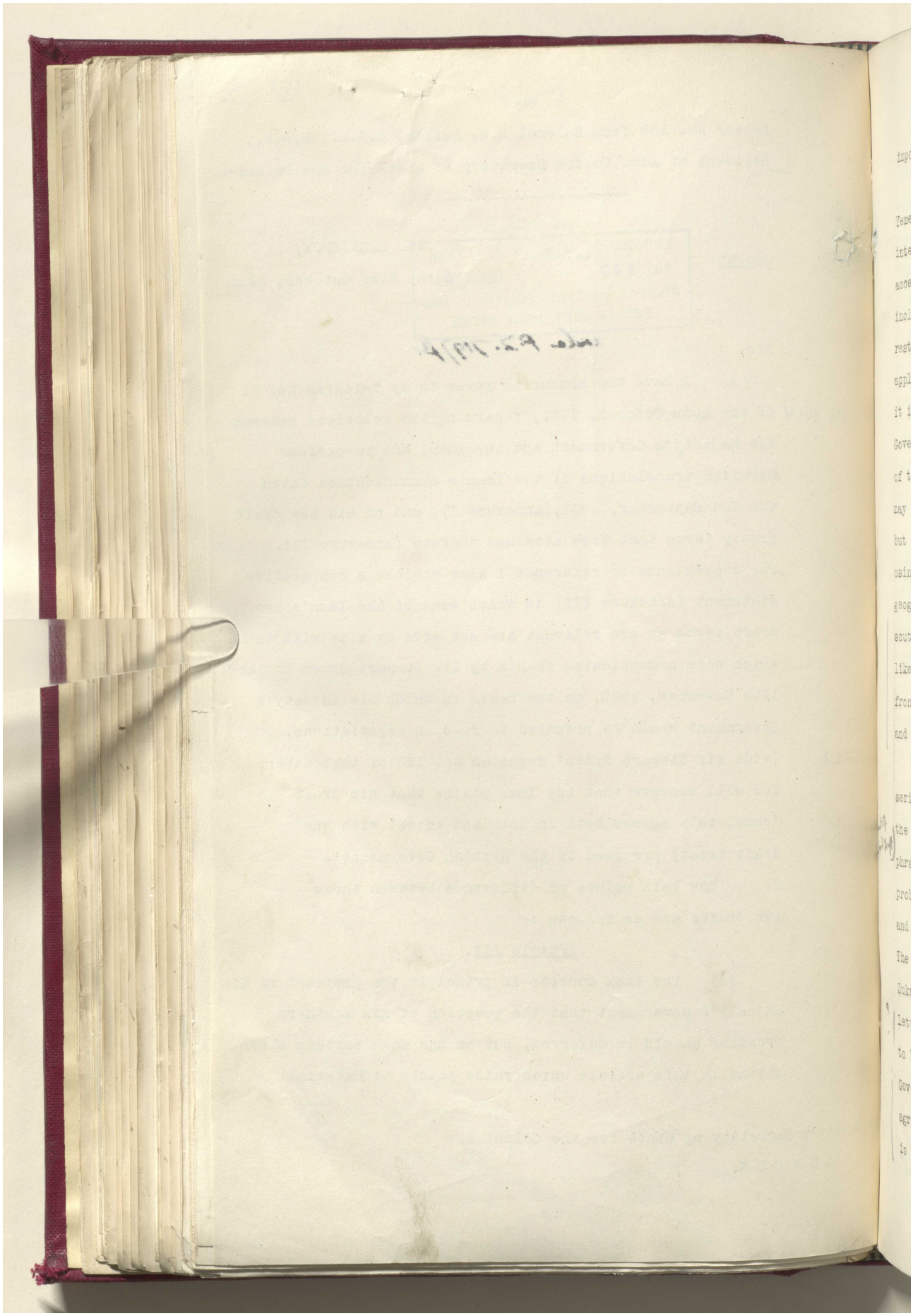

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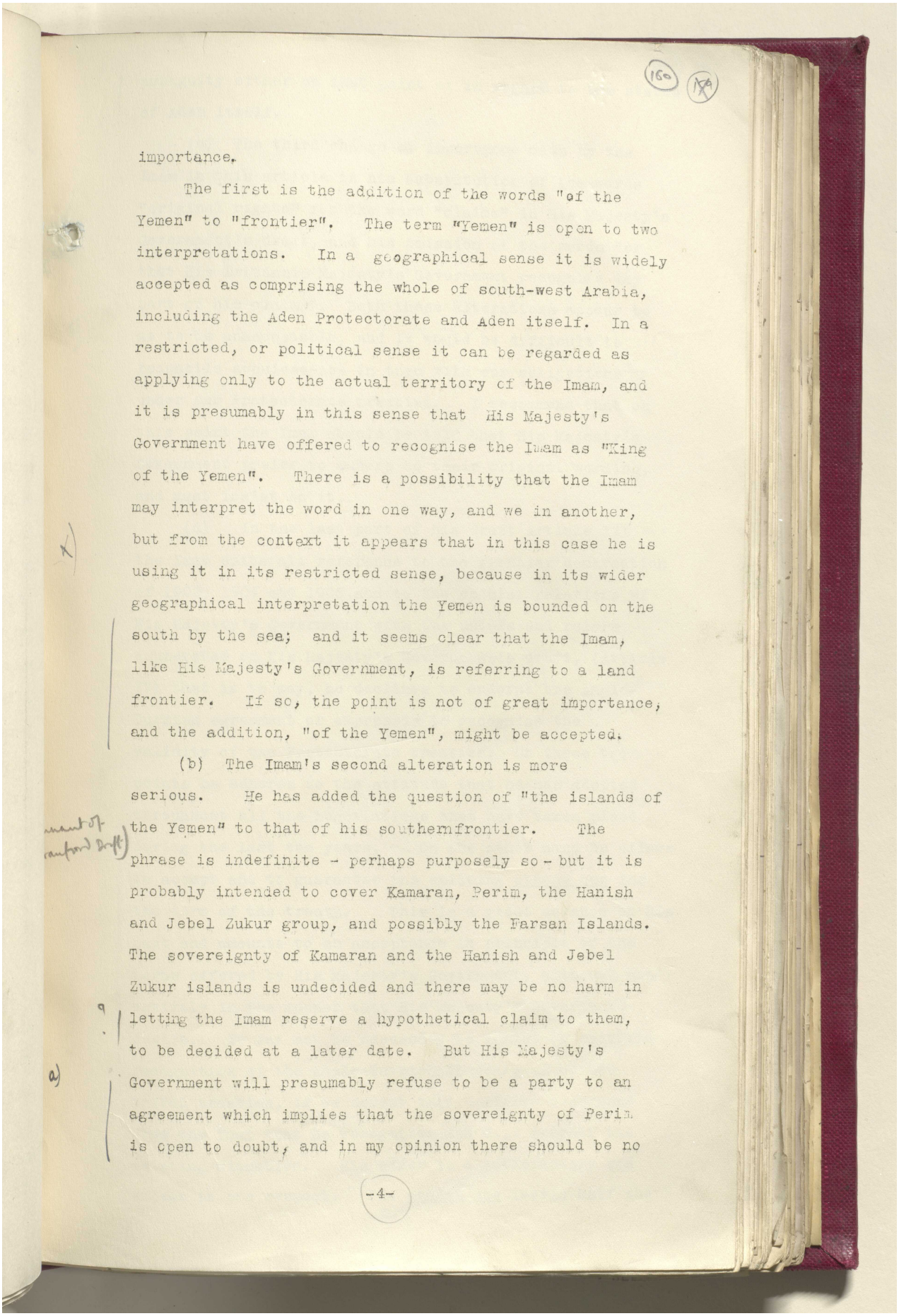

importance.

The first is the addition of the words "of the Yemen" to "frontier". The term "Yemen" is open to two interpretations. In a geographical sense it is widely accepted as comprising the whole of south-west Arabia, including the Aden Protectorate and Aden itself. In a restricted, or political sense it can be regarded as applying only to the actual territory of the Imam, and it is presumably in this sense that His Majesty's Government have offered to recognise the Imam as "King of the Yemen". There is a possibility that the Imam may interpret the word in one way, and we in another, but from the context it appears that in this case he is using it in its restricted sense, because in its wider geographical interpretation the Yemen is bounded on the south by the sea; and it seems clear that the Imam, like His Majesty's Government, is referring to a land frontier. If so, the point is not of great importance, and the addition, "of the Yemen", might be accepted.

(b) The Imam's second alteration is more serious. He has added the question of "the islands of the Yemen" to that of his southern frontier. The phrase is indefinite - perhaps purposely so - but it is probably intended to cover Kamaran, Perim, the Hanish and Jebel Zukur group, and possibly the Farsan Islands. The sovereignty of Kamaran and the Hanish and Jebel Zukur islands is undecided and there may be no harm in letting the Imam reserve a hypothetical claim to them, to be decided at a later date. But His Majesty's Government will presumably refuse to be a party to an agreement which implies that the sovereignty of Perim is open to doubt, and in my opinion there should be no



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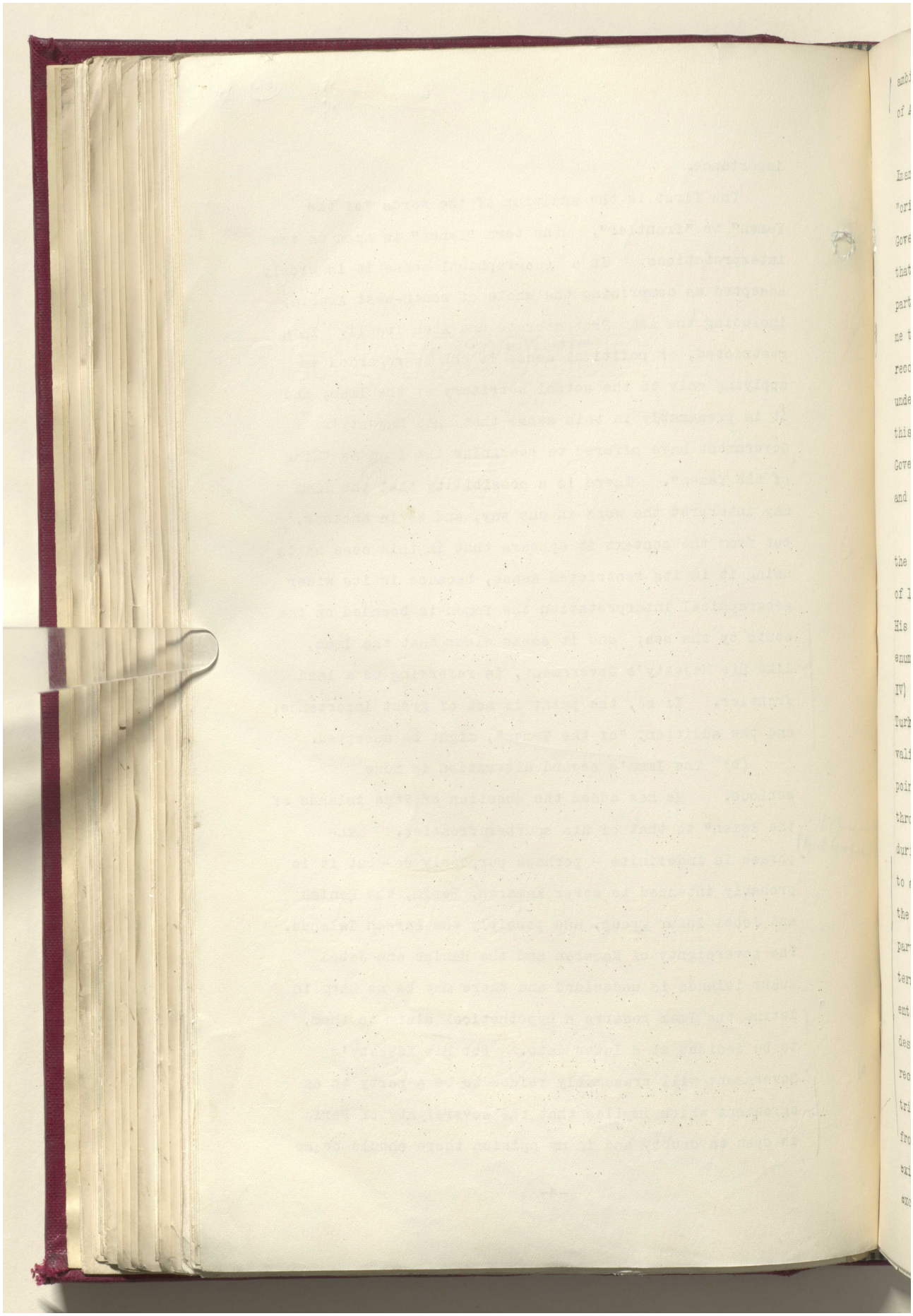

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ambiguity either on that point or in regard to the status of Aden itself.

(c) The third change of importance made by the Imam in this article is his substitution of the words "original rights" for the word "claims" in His Majesty's Government's draft, and his omission of the words "or that His Britannic Majesty's Government recognise any part of his claims". Both these alterations appear to me to be unacceptable, and it would be difficult to reconcile acquiescence in them with our obligations under our Protectorate treaties. I recommend that on this point the Imam should be told that His Majesty's Government prefer to adhere to their original wording, and must insist on it.

(d) In the last part of his draft Article III the Imam omits all reference to the frontier demarcation of 1903, 1904 and 1905 and to the special relations of His Majesty's Government with the Chiefs and rulers enumerated in His Majesty's Government's draft, (Article IV) that is to say, he declines to endorse the Anglo-Turkish agreement or expressly to recognise the validity of the Protectorate treaties. On these two points he adheres to the attitude that he has adopted throughout all the negotiations that have taken place during the last ten years. On the other hand he offers to accept and to guarantee the existing status quo for the term of the treaty. This is a great advance on his part and amounts to an acceptance in principle of the terms offered by His Majesty's Government, although not entirely in the manner that His Majesty's Government desire. It may not be necessary to insist on specific recognition of the Anglo-Turkish boundary or of the tribal treaties, if we accept this definite assurance from the Imam that he recognises and will respect the existing situation. His offer is a satisfactory one except in one respect. The status quo leaves half the



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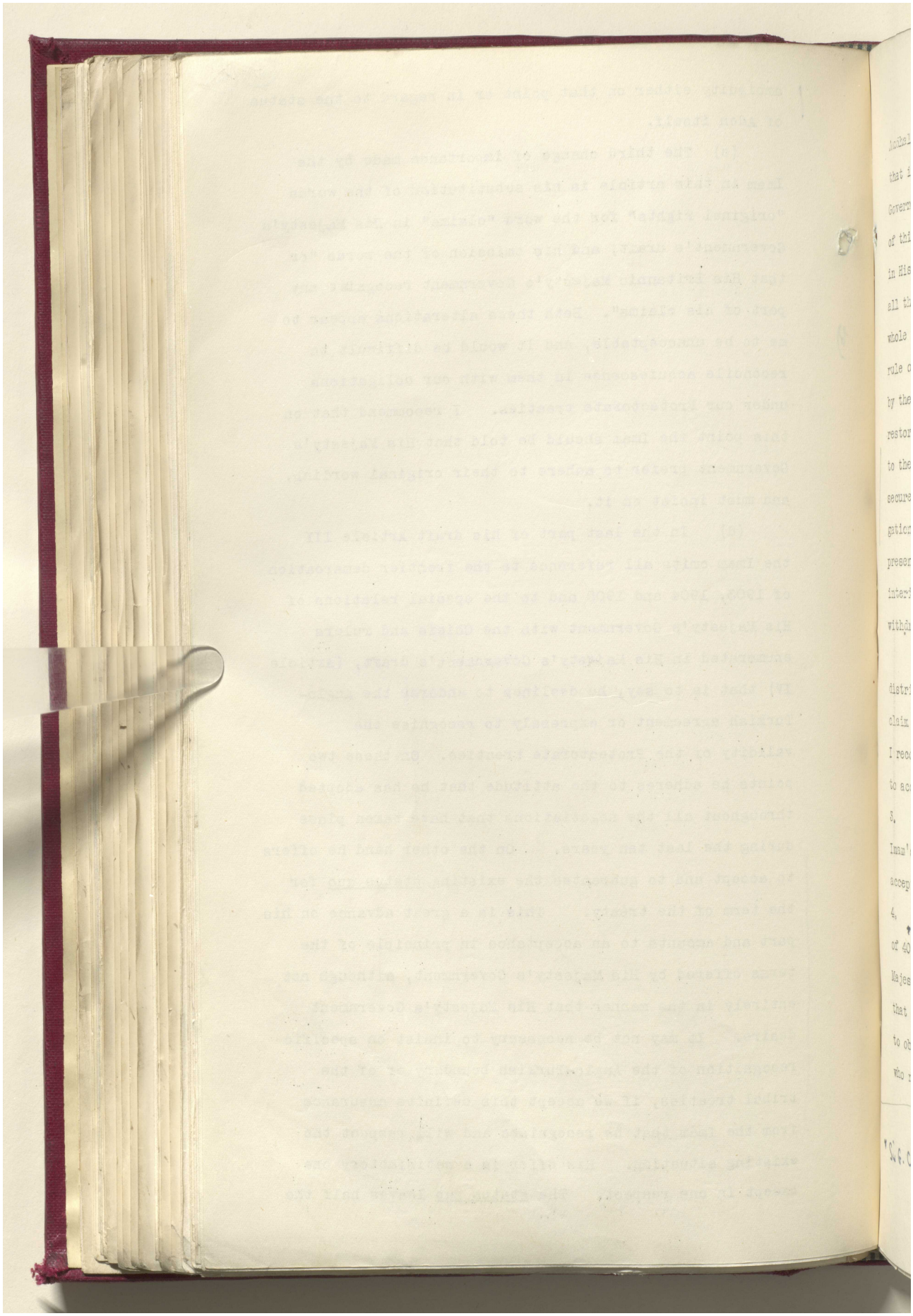

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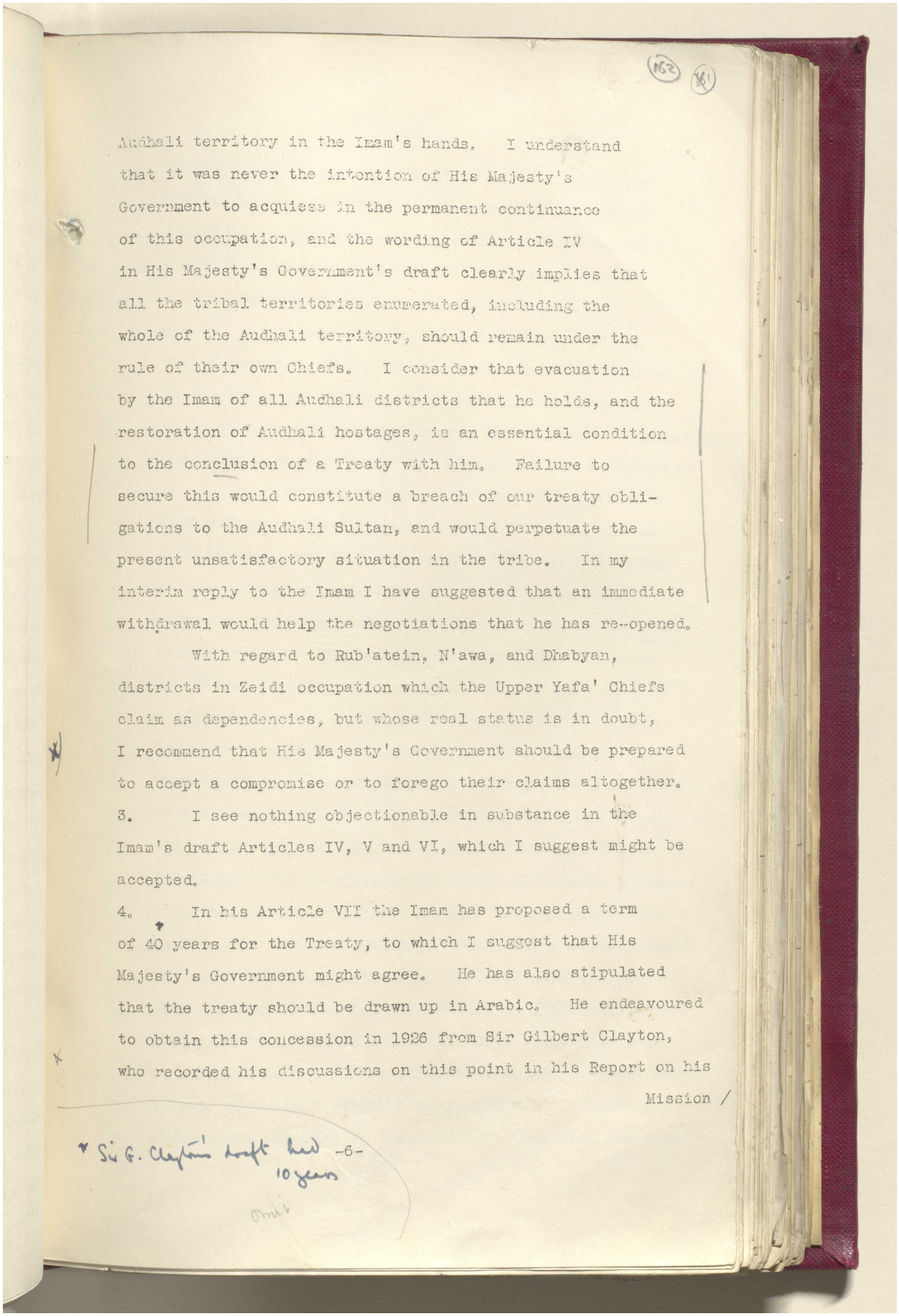

Audhali territory in the Imam's hands. I understand that it was never the intention of His Majesty's Government to acquiesce in the permanent continuance of this occupation, and the wording of Article IV in His Majesty's Government's draft clearly implies that all the tribal territories enumerated, including the whole of the Audhali territory, should remain under the rule of their own Chiefs. I consider that evacuation by the Imam of all Audhali districts that he holds, and the restoration of Audhali hostages, is an essential condition to the conclusion of a Treaty with him. Failure to secure this would constitute a breach of our treaty obligations to the Audhali Sultan, and would perpetuate the present unsatisfactory situation in the tribe. In my interim reply to the Imam I have suggested that an immediate withdrawal would help the negotiations that he has re-opened.

With regard to Rub'atein, N'awa, and Dhabyan, districts in Zeidi occupation which the Upper Yafa' Chiefs claim as dependencies, but whose real status is in doubt, I recommend that His Majesty's Government should be prepared to accept a compromise or to forego their claims altogether.

3. I see nothing objectionable in substance in the Imam's draft Articles IV, V and VI, which I suggest might be accepted.

4. In his Article VII the Imam has proposed a term of 40 years for the Treaty, to which I suggest that His Majesty's Government might agree. He has also stipulated that the treaty should be drawn up in Arabic. He endeavoured to obtain this concession in 1926 from Sir Gilbert Clayton, who recorded his discussions on this point in his Report on his Mission /

* Sir G. Clayton's draft had 10 years



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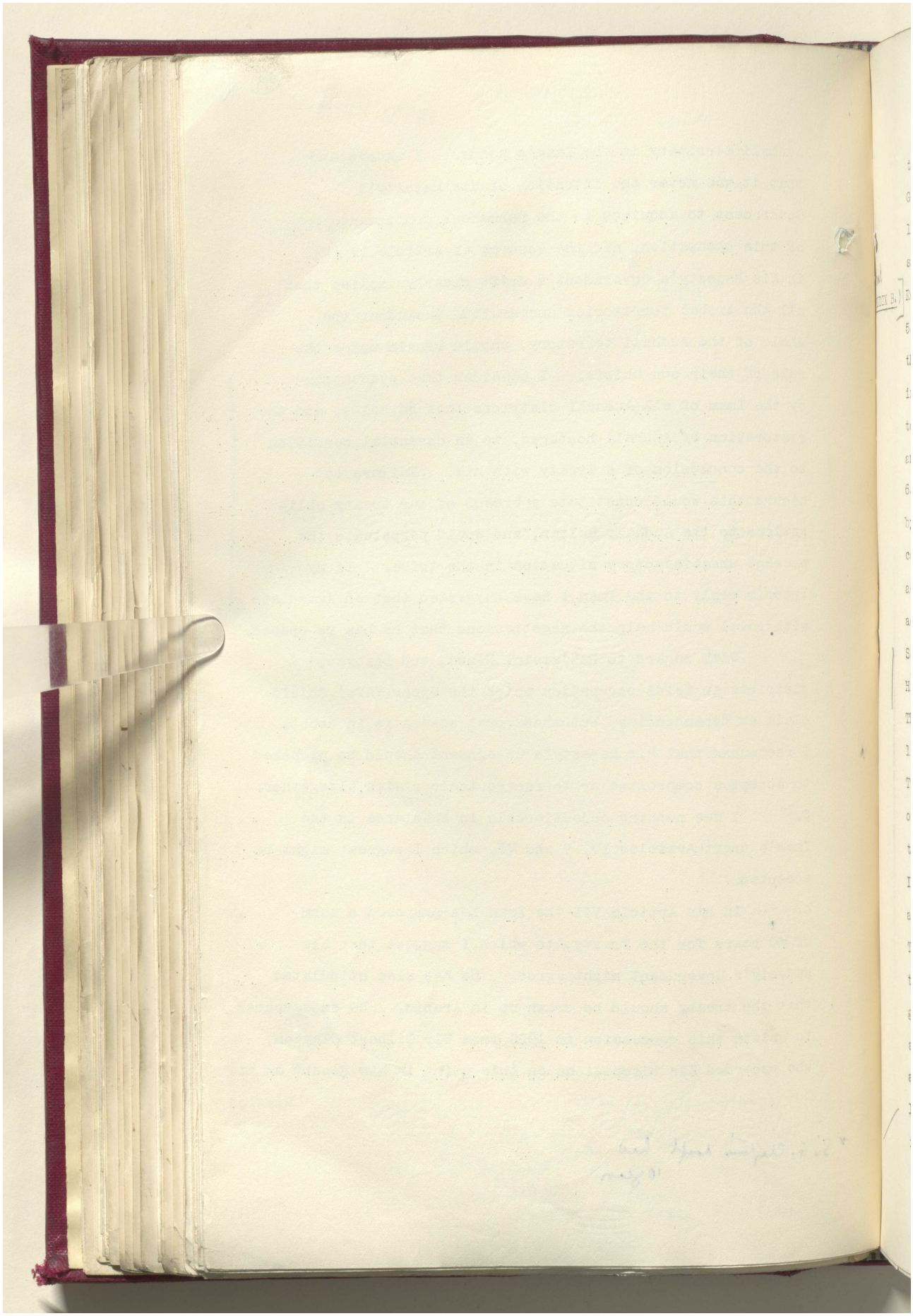

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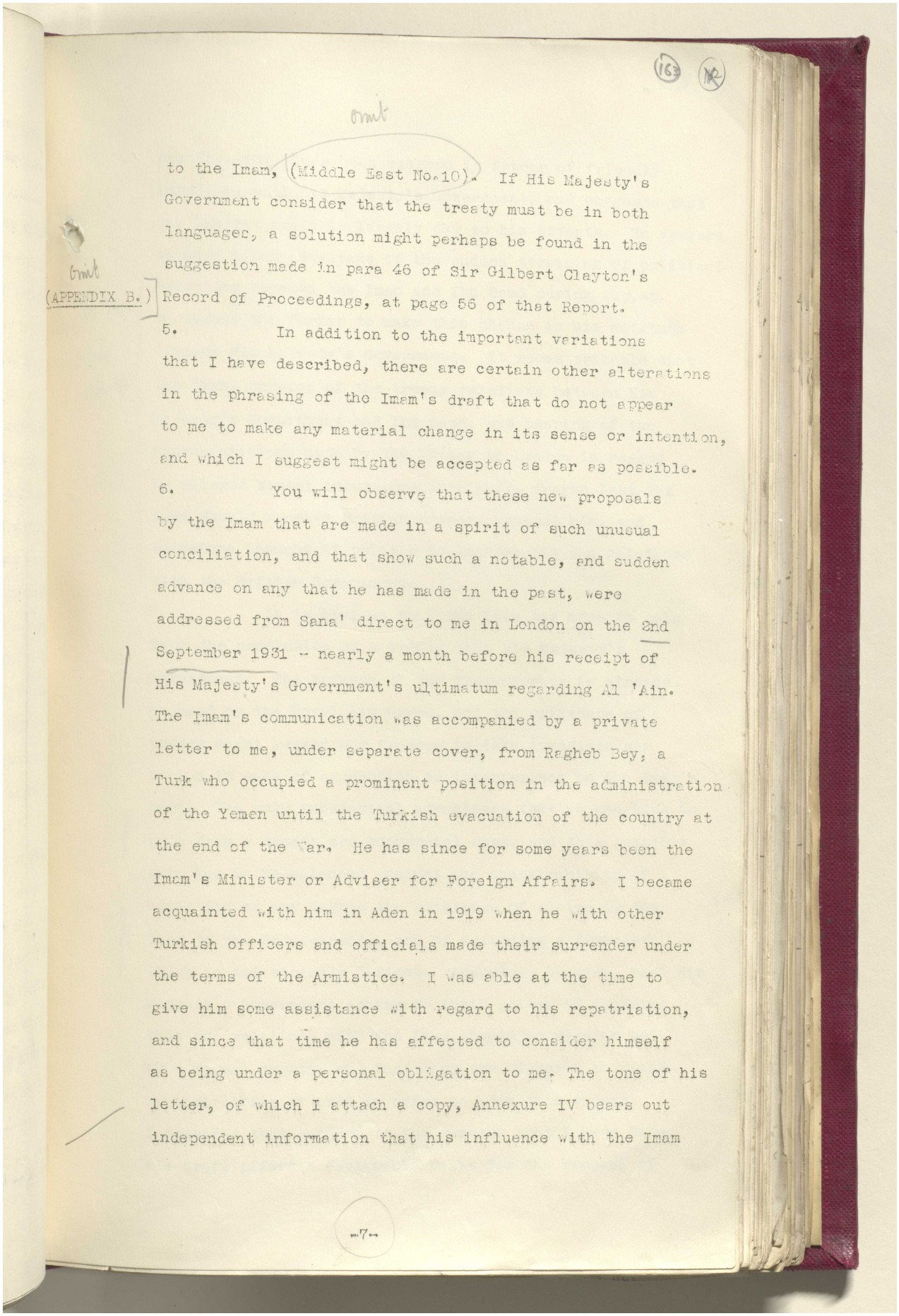

(163) (K2)

omit

to the Imam, (Middle East No.10). If His Majesty's Government consider that the treaty must be in both languages, a solution might perhaps be found in the suggestion made in para 46 of Sir Gilbert Clayton's Record of Proceedings, at page 56 of that Report.

omit (APPENDIX B.)

5. In addition to the important variations that I have described, there are certain other alterations in the phrasing of the Imam's draft that do not appear to me to make any material change in its sense or intention, and which I suggest might be accepted as far as possible.

6. You will observe that these new proposals by the Imam that are made in a spirit of such unusual conciliation, and that show such a notable, and sudden advance on any that he has made in the past, were addressed from Sana' direct to me in London on the 2nd September 1931 - nearly a month before his receipt of His Majesty's Government's ultimatum regarding Al 'Ain. The Imam's communication was accompanied by a private letter to me, under separate cover, from Ragheb Bey, a Turk who occupied a prominent position in the administration of the Yemen until the Turkish evacuation of the country at the end of the War. He has since for some years been the Imam's Minister or Adviser for Foreign Affairs. I became acquainted with him in Aden in 1919 when he with other Turkish officers and officials made their surrender under the terms of the Armistice. I was able at the time to give him some assistance with regard to his repatriation, and since that time he has affected to consider himself as being under a personal obligation to me. The tone of his letter, of which I attach a copy, Annexure IV bears out independent information that his influence with the Imam

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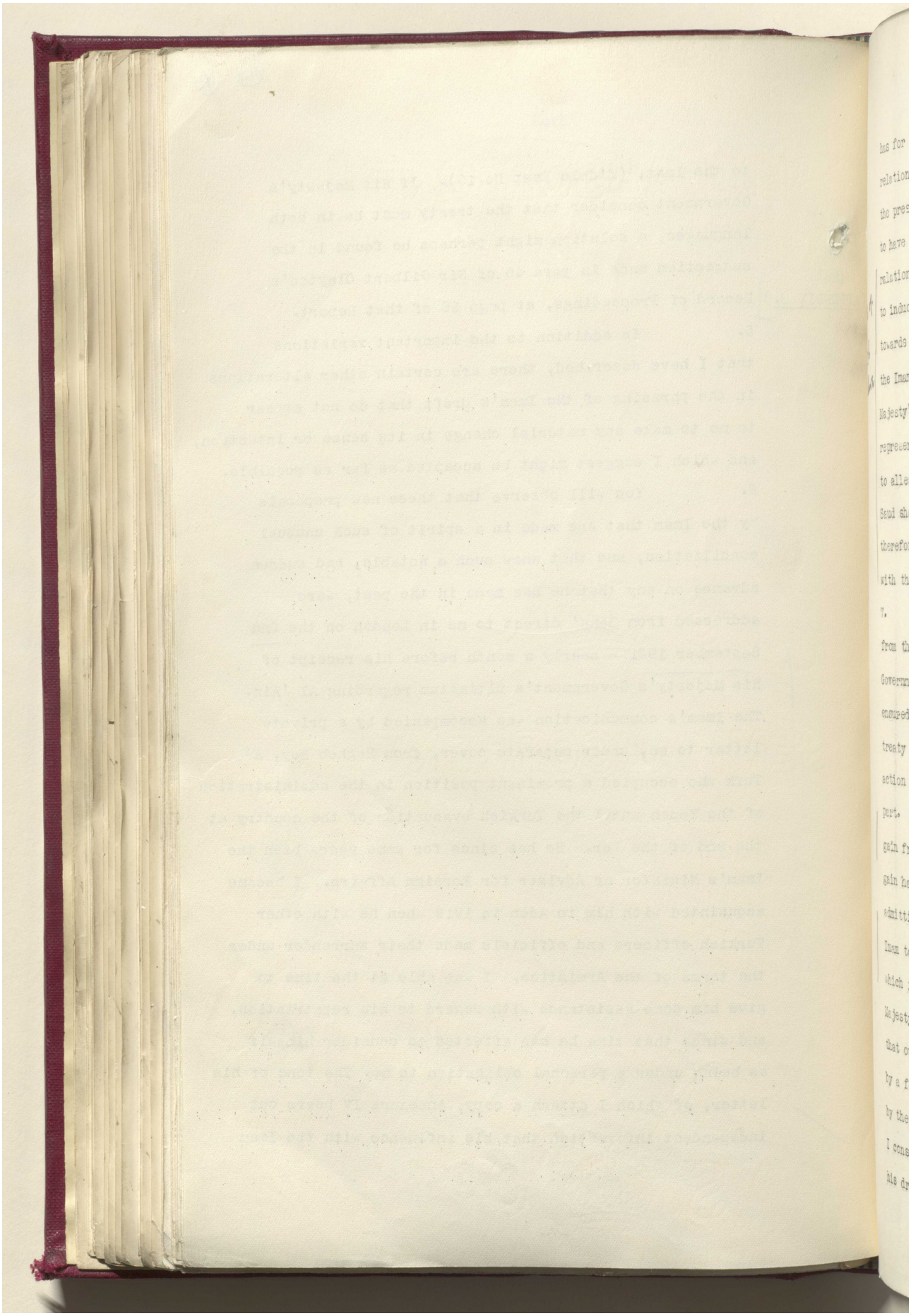

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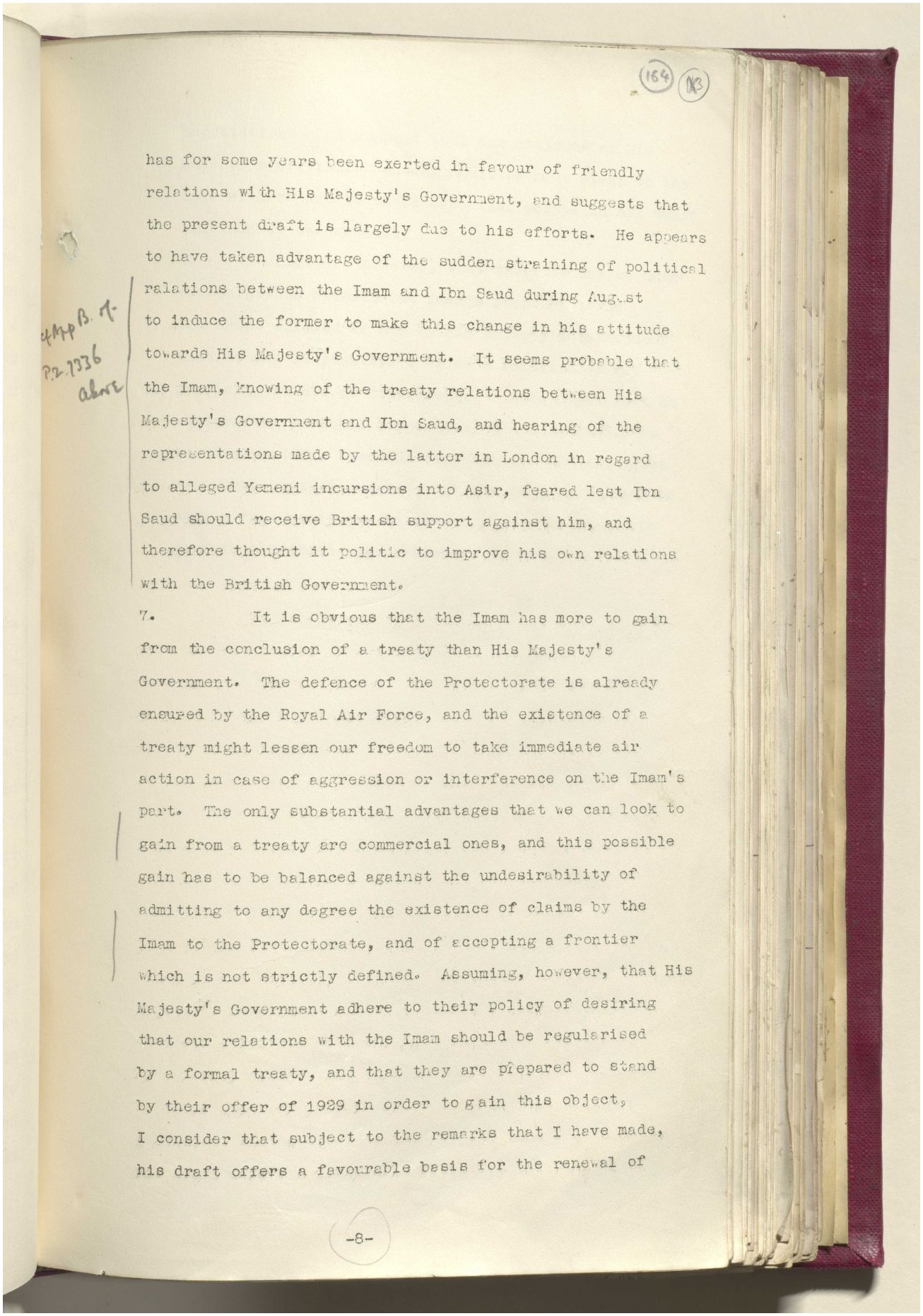

(164) (13)

has for some years been exerted in favour of friendly relations with His Majesty's Government, and suggests that the present draft is largely due to his efforts. He appears to have taken advantage of the sudden straining of political ralations between the Imam and Ibn Saud during August to induce the former to make this change in his attitude towards His Majesty's Government. It seems probable that the Imam, knowing of the treaty relations between His Majesty's Government and Ibn Saud, and hearing of the representations made by the latter in London in regard to alleged Yemeni incursions into Asir, feared lest Ibn Saud should receive British support against him, and therefore thought it politic to improve his own relations with the British Government.

7. It is obvious that the Imam has more to gain from the conclusion of a treaty than His Majesty's Government. The defence of the Protectorate is already ensured by the Royal Air Force, and the existence of a treaty might lessen our freedom to take immediate air action in case of aggression or interference on the Imam's part. The only substantial advantages that we can look to gain from a treaty are commercial ones, and this possible gain has to be balanced against the undesirability of admitting to any degree the existence of claims by the Imam to the Protectorate, and of accepting a frontier which is not strictly defined. Assuming, however, that His Majesty's Government adhere to their policy of desiring that our relations with the Imam should be regularised by a formal treaty, and that they are prepared to stand by their offer of 1929 in order to gain this object, I consider that subject to the remarks that I have made, his draft offers a favourable basis for the renewal of

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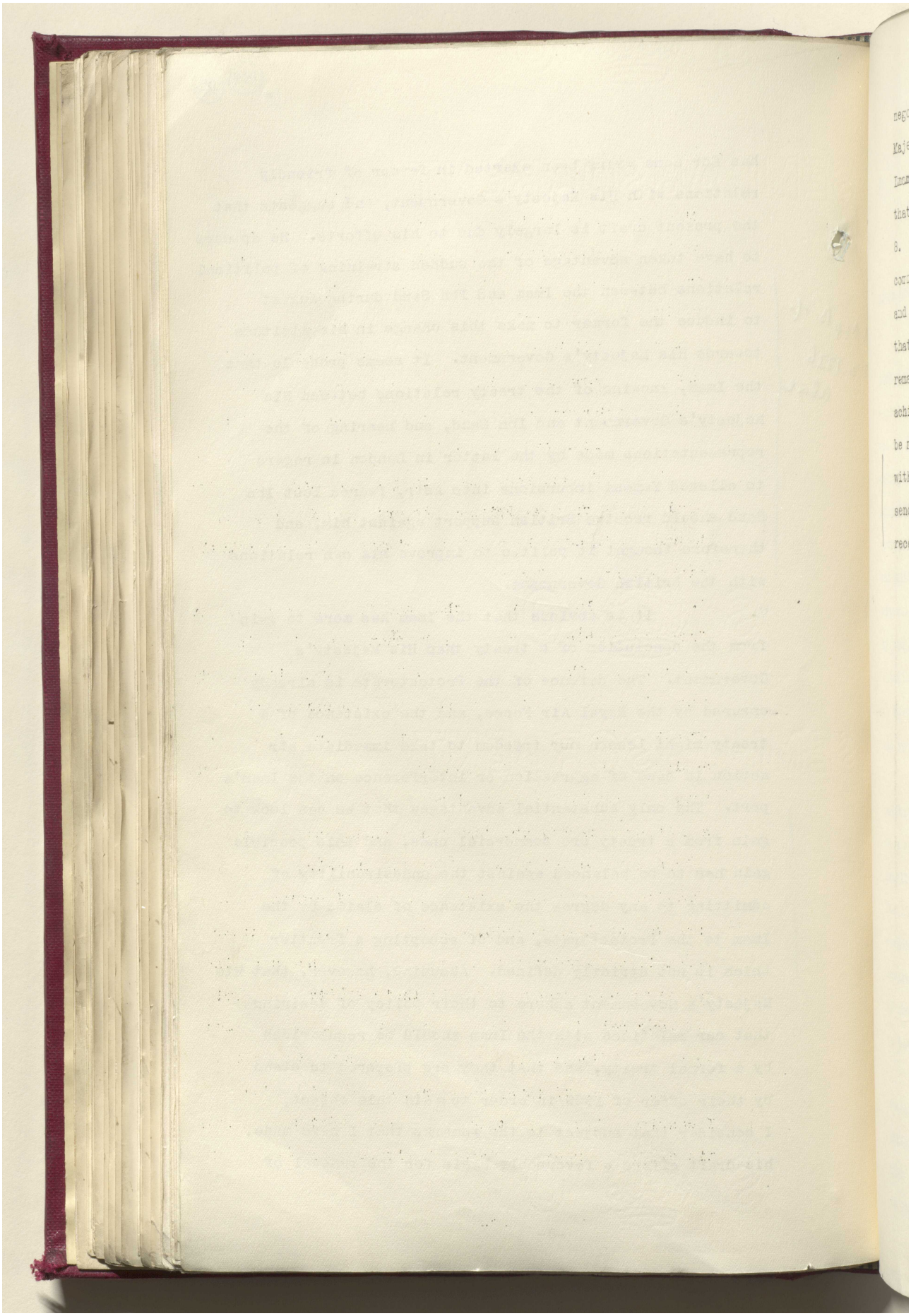

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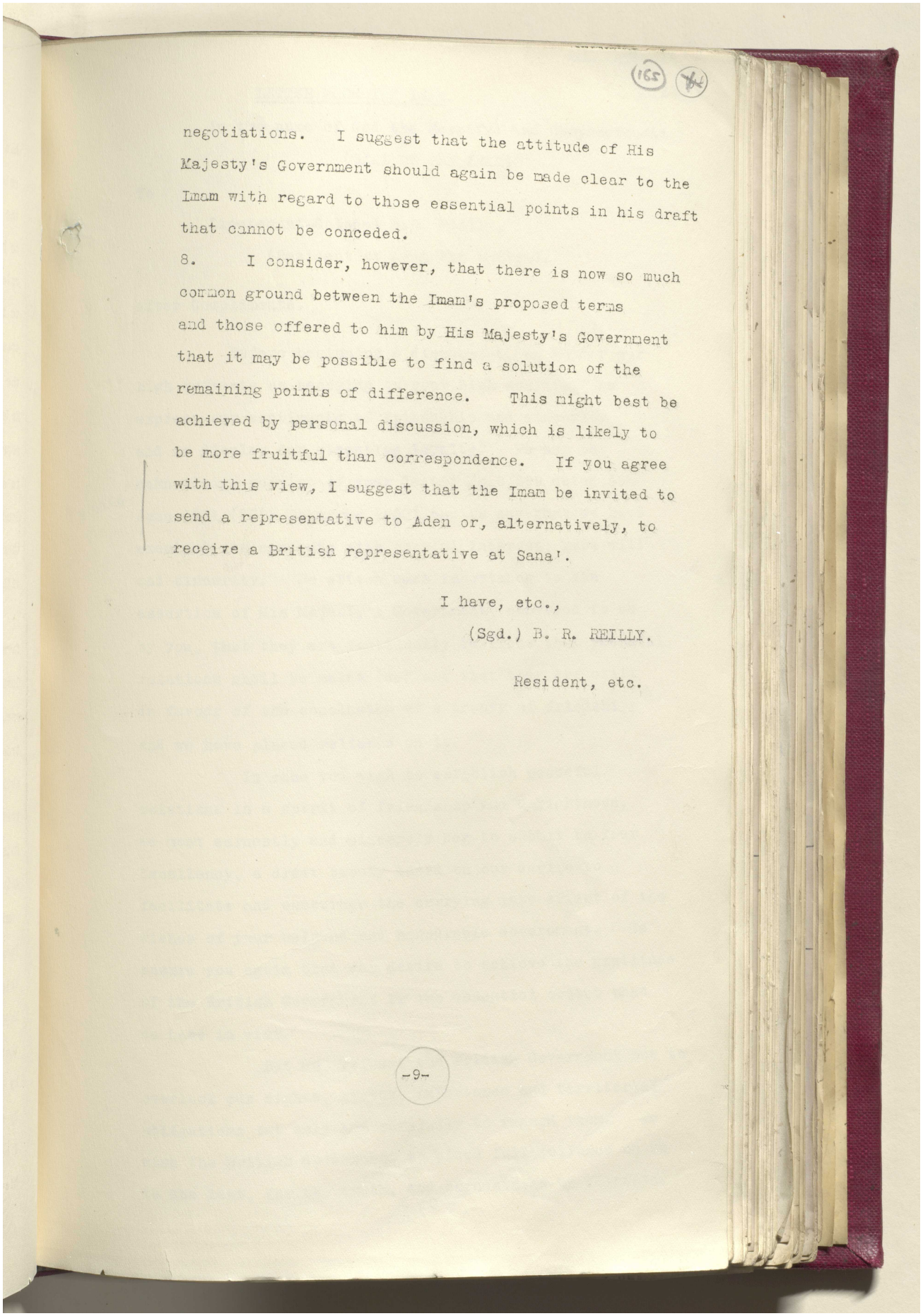

(165)

negotiations. I suggest that the attitude of His Majesty's Government should again be made clear to the Imam with regard to those essential points in his draft that cannot be conceded.

8. I consider, however, that there is now so much common ground between the Imam's proposed terms and those offered to him by His Majesty's Government that it may be possible to find a solution of the remaining points of difference. This might best be achieved by personal discussion, which is likely to be more fruitful than correspondence. If you agree with this view, I suggest that the Imam be invited to send a representative to Aden or, alternatively, to receive a British representative at Sana'.

I have, etc.,

(Sgd.) B. R. REILLY.

Resident, etc.

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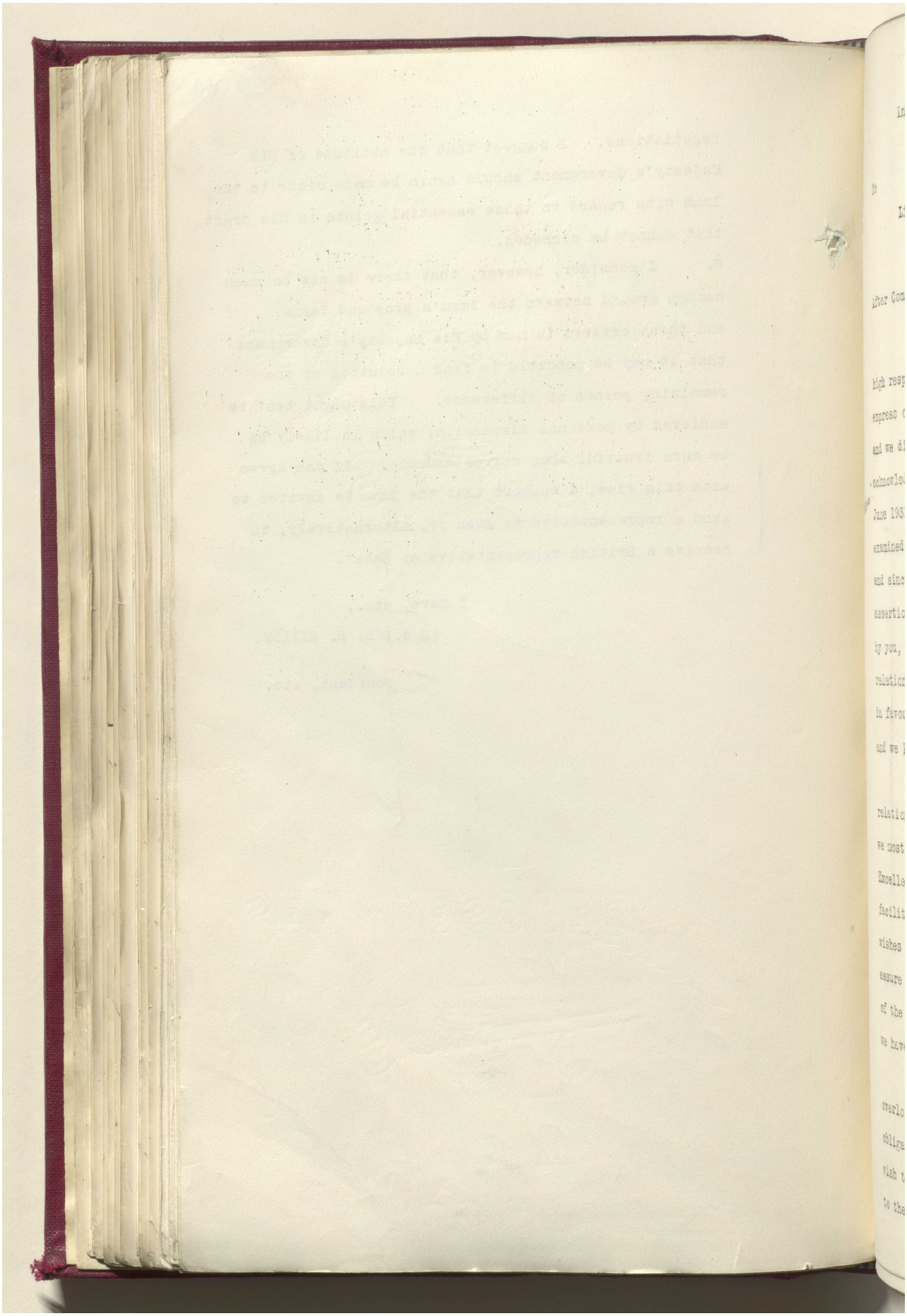

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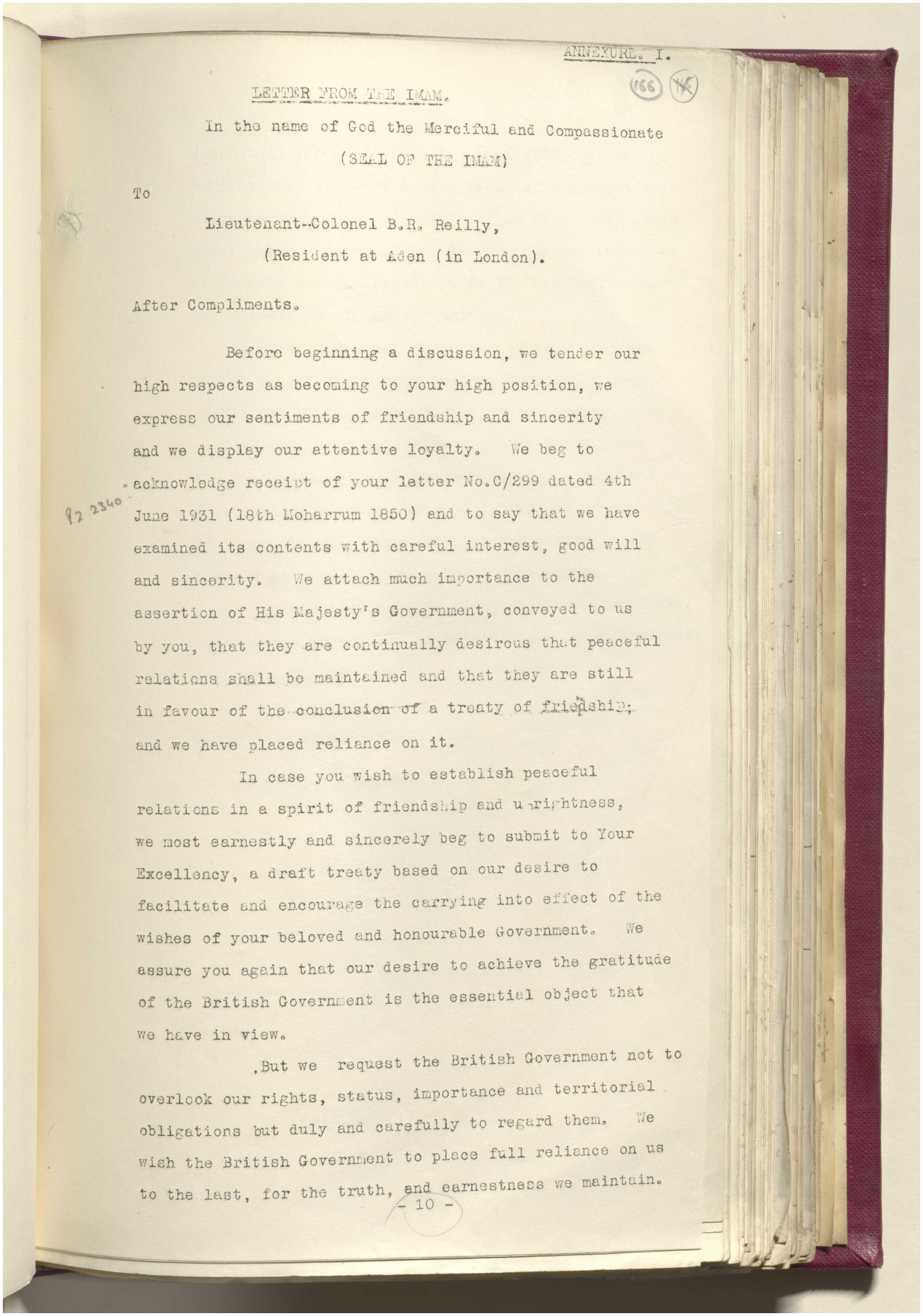

ANNEXURE. I.

166

LETTER FROM THE IMAM.

In the name of God the Merciful and Compassionate

(SEAL OF THE IMAM)

To

Lieutenant-Colonel B.R. Reilly,

(Resident at Aden (in London).

After Compliments.

Before beginning a discussion, we tender our high respects as becoming to your high position, we express our sentiments of friendship and sincerity and we display our attentive loyalty. We beg to acknowledge receipt of your letter No.C/299 dated 4th June 1931 (18th Moharrum 1850) and to say that we have examined its contents with careful interest, good will and sincerity. We attach much importance to the assertion of His Majesty's Government, conveyed to us by you, that they are continually desirous that peaceful relations shall be maintained and that they are still in favour of the conclusion of a treaty of friendship; and we have placed reliance on it.

In case you wish to establish peaceful relations in a spirit of friendship and uprightness, we most earnestly and sincerely beg to submit to Your Excellency, a draft treaty based on our desire to facilitate and encourage the carrying into effect of the wishes of your beloved and honourable Government. We assure you again that our desire to achieve the gratitude of the British Government is the essential object that we have in view.

But we request the British Government not to overlook our rights, status, importance and territorial obligations but duly and carefully to regard them. We wish the British Government to place full reliance on us to the last, for the truth, and earnestness we maintain.

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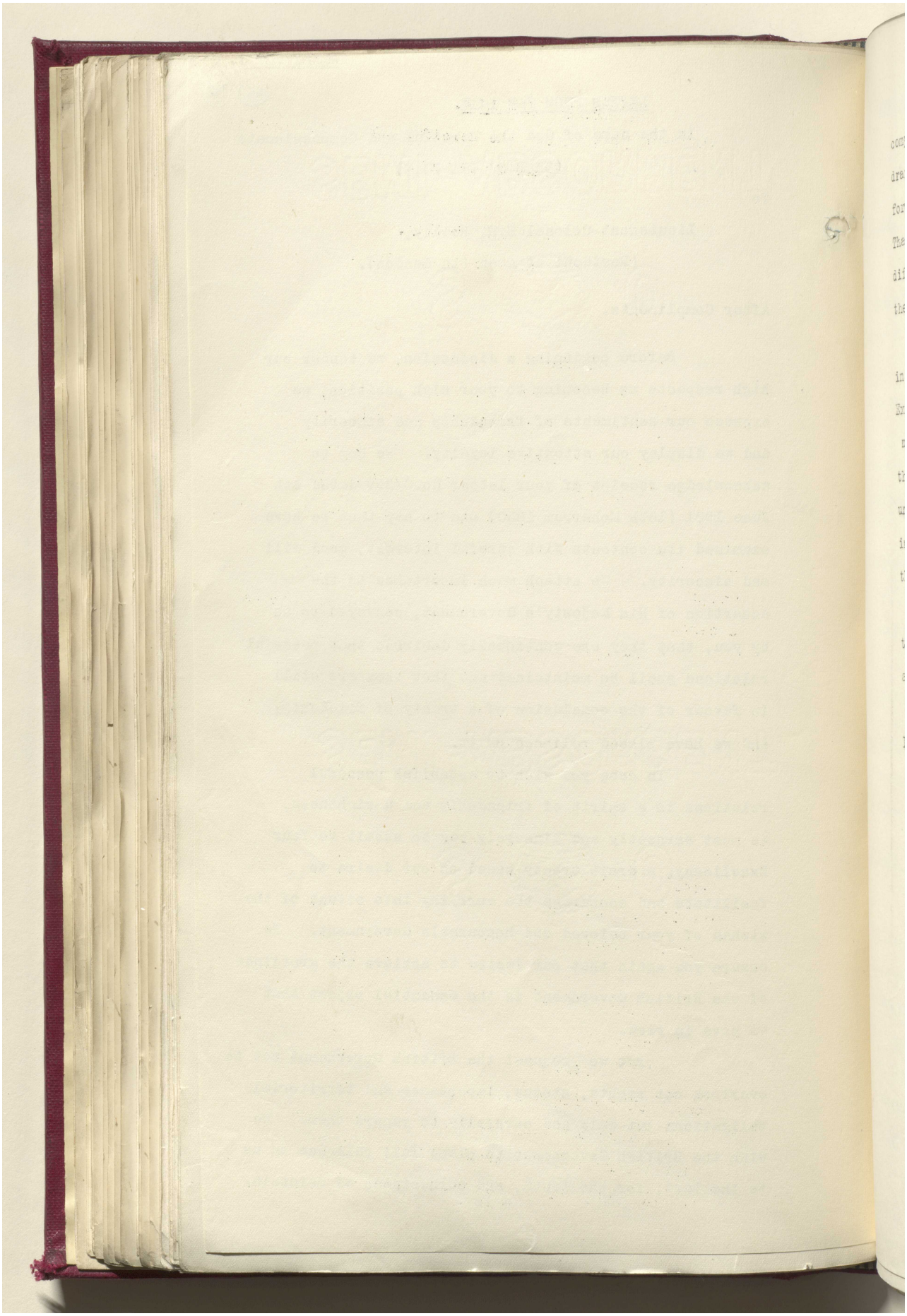

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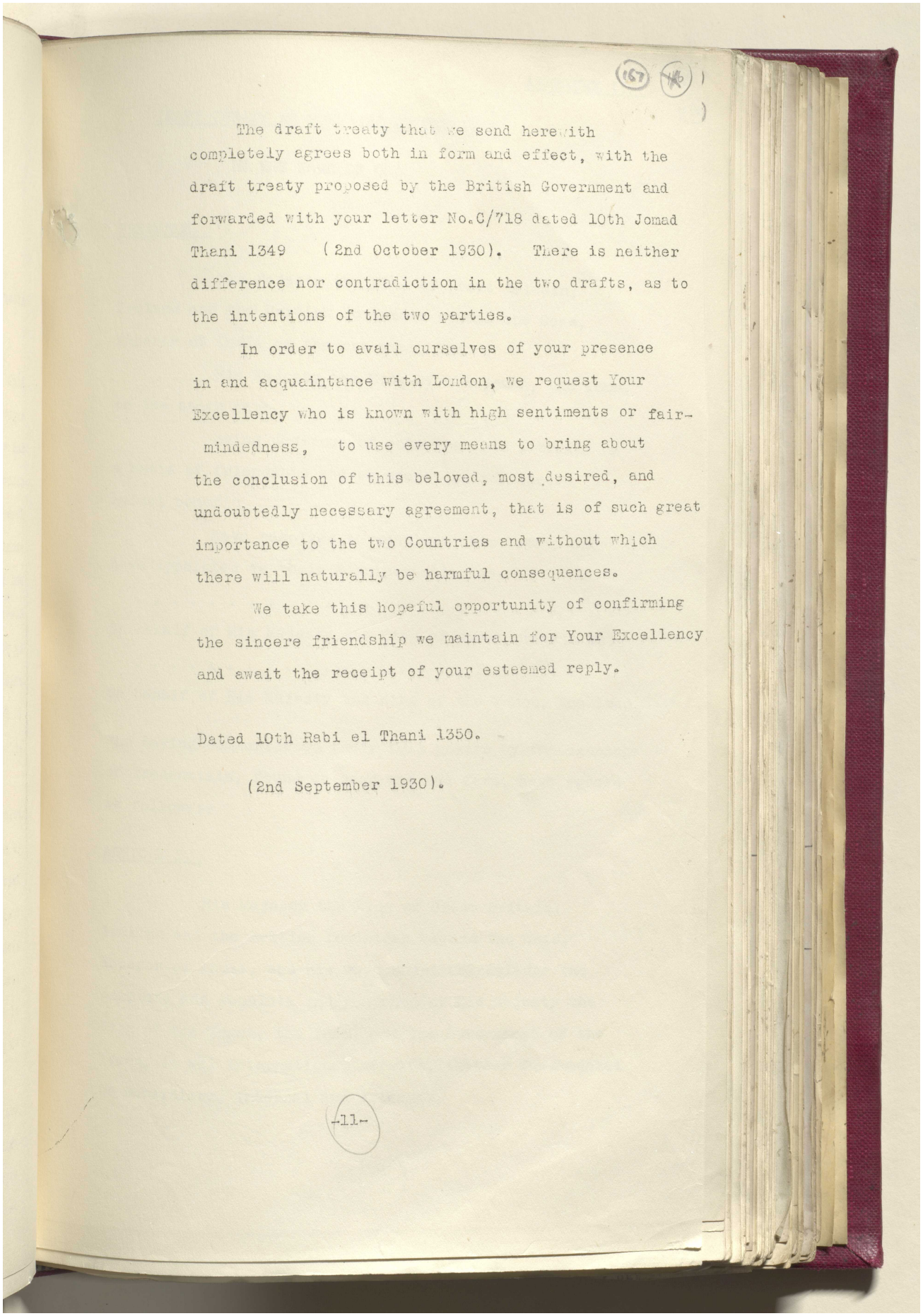

(167) (46)

The draft treaty that we send herewith completely agrees both in form and effect, with the draft treaty proposed by the British Government and forwarded with your letter No.C/718 dated 10th Jomad Thani 1349 (2nd October 1930). There is neither difference nor contradiction in the two drafts, as to the intentions of the two parties.

In order to avail ourselves of your presence in and acquaintance with London, we request Your Excellency who is known with high sentiments or fair-mindedness, to use every means to bring about the conclusion of this beloved, most desired, and undoubtedly necessary agreement, that is of such great importance to the two Countries and without which there will naturally be harmful consequences.

We take this hopeful opportunity of confirming the sincere friendship we maintain for Your Excellency and await the receipt of your esteemed reply.

Dated 10th Rabi el Thani 1350.

(2nd September 1930).

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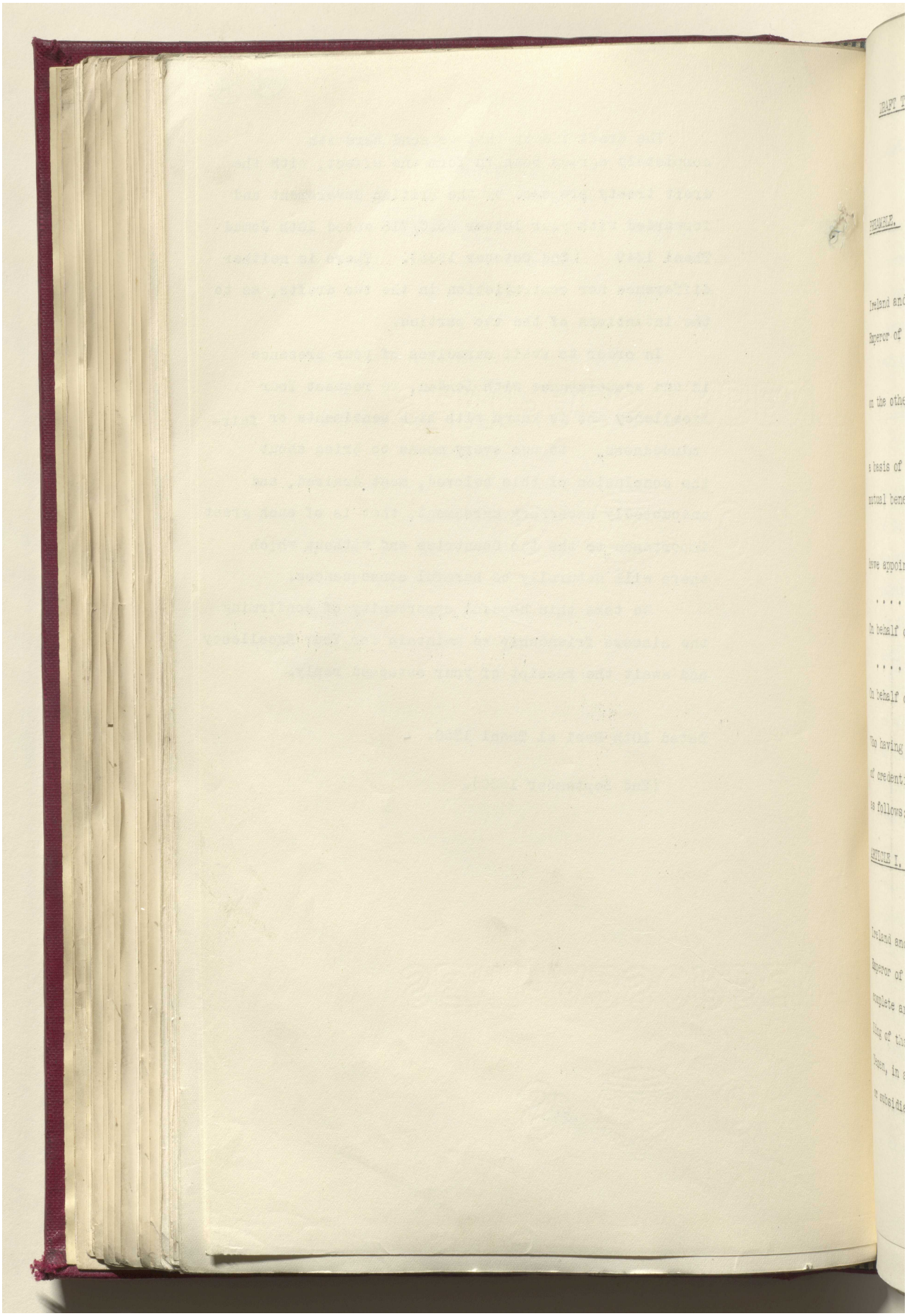

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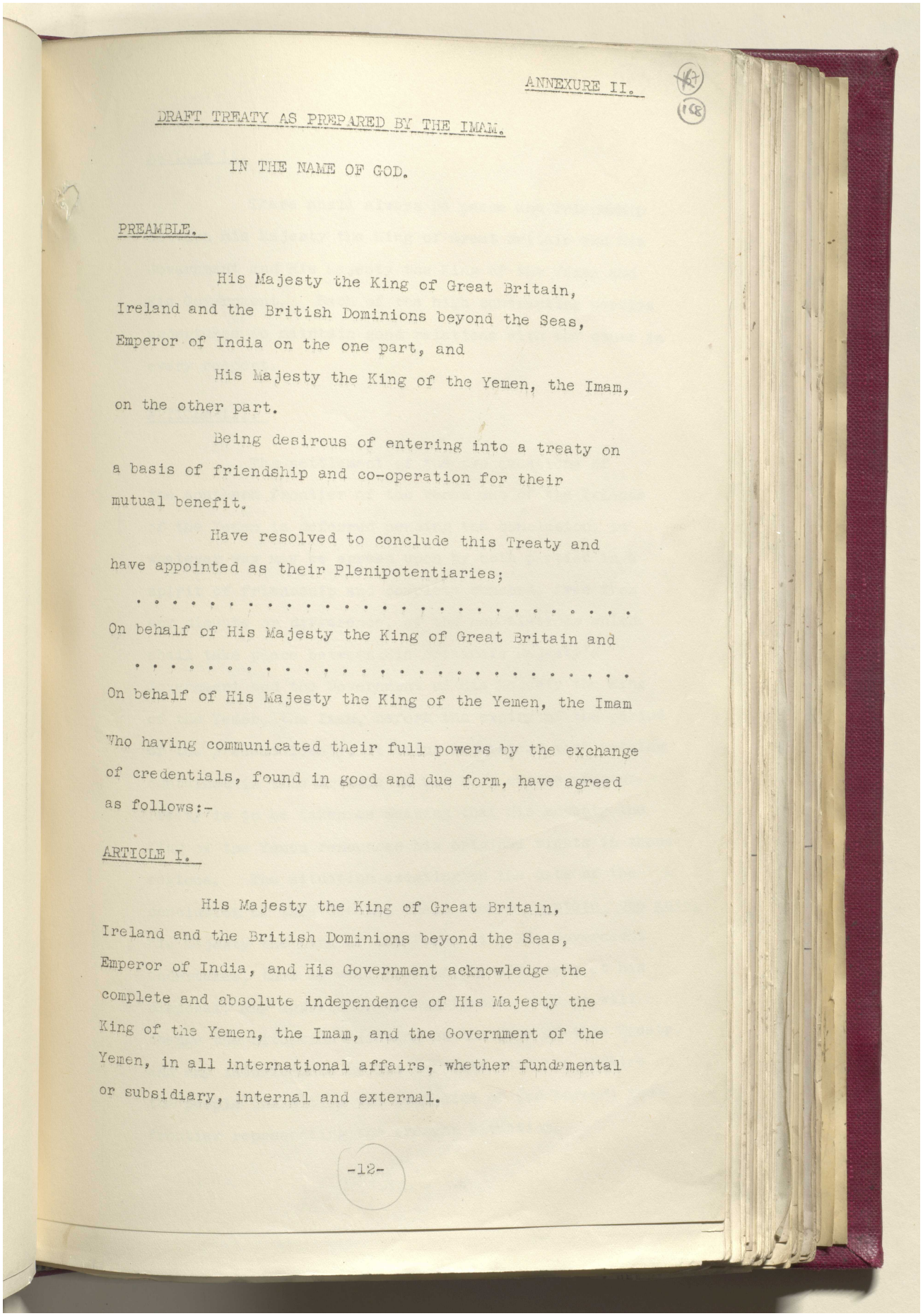

ANNEXURE II.

DRAFT TREATY AS PREPARED BY THE IMAM.

IN THE NAME OF GOD.

PREAMBLE.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India on the one part, and

His Majesty the King of the Yemen, the Imam, on the other part.

Being desirous of entering into a treaty on a basis of friendship and co-operation for their mutual benefit.

Have resolved to conclude this Treaty and have appointed as their Plenipotentiaries;

. . . . . .

On behalf of His Majesty the King of Great Britain and

. . . . . .

On behalf of His Majesty the King of the Yemen, the Imam

Who having communicated their full powers by the exchange of credentials, found in good and due form, have agreed as follows:-

ARTICLE I.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, and His Government acknowledge the complete and absolute independence of His Majesty the King of the Yemen, the Imam, and the Government of the Yemen, in all international affairs, whether fundamental or subsidiary, internal and external.

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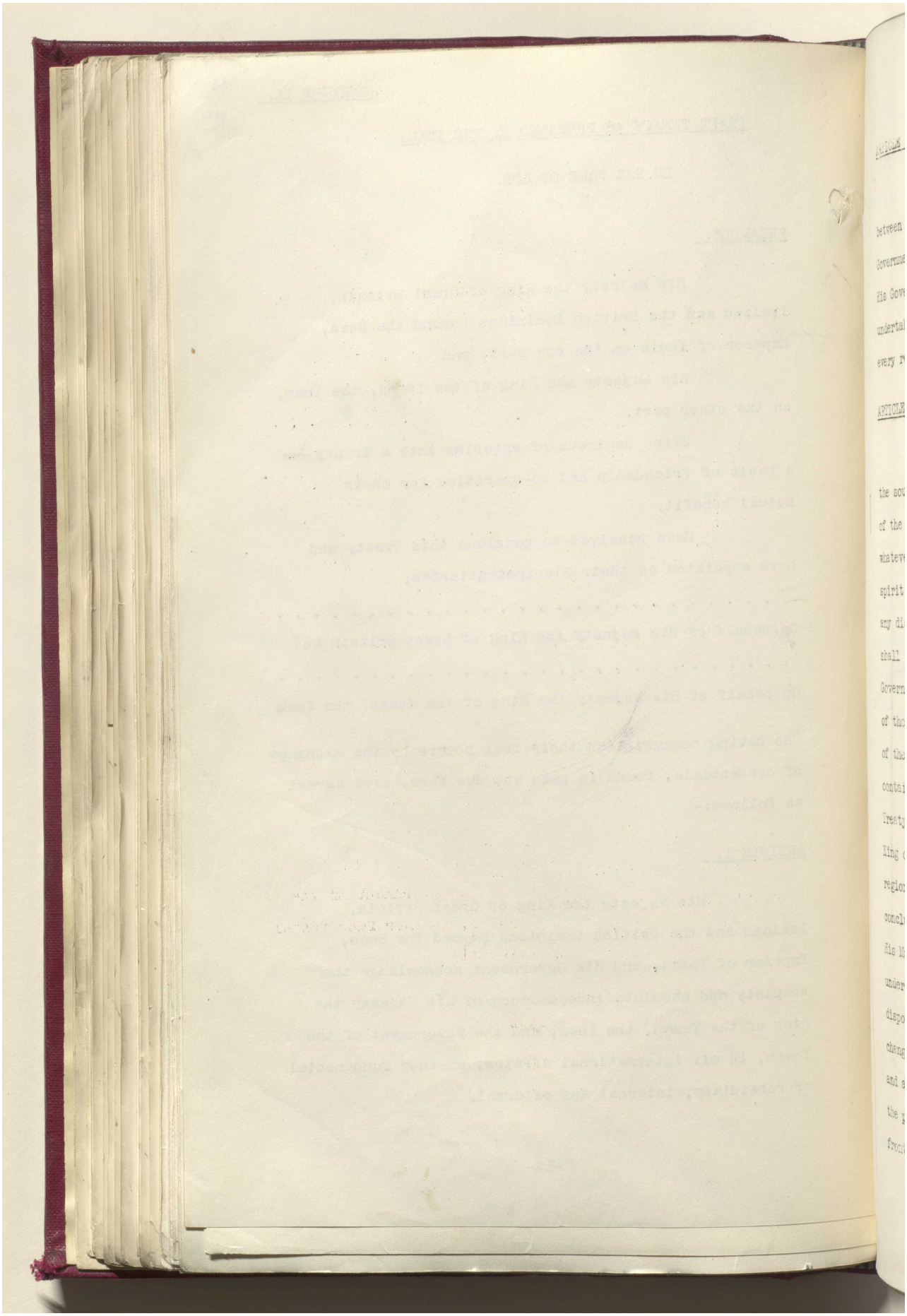

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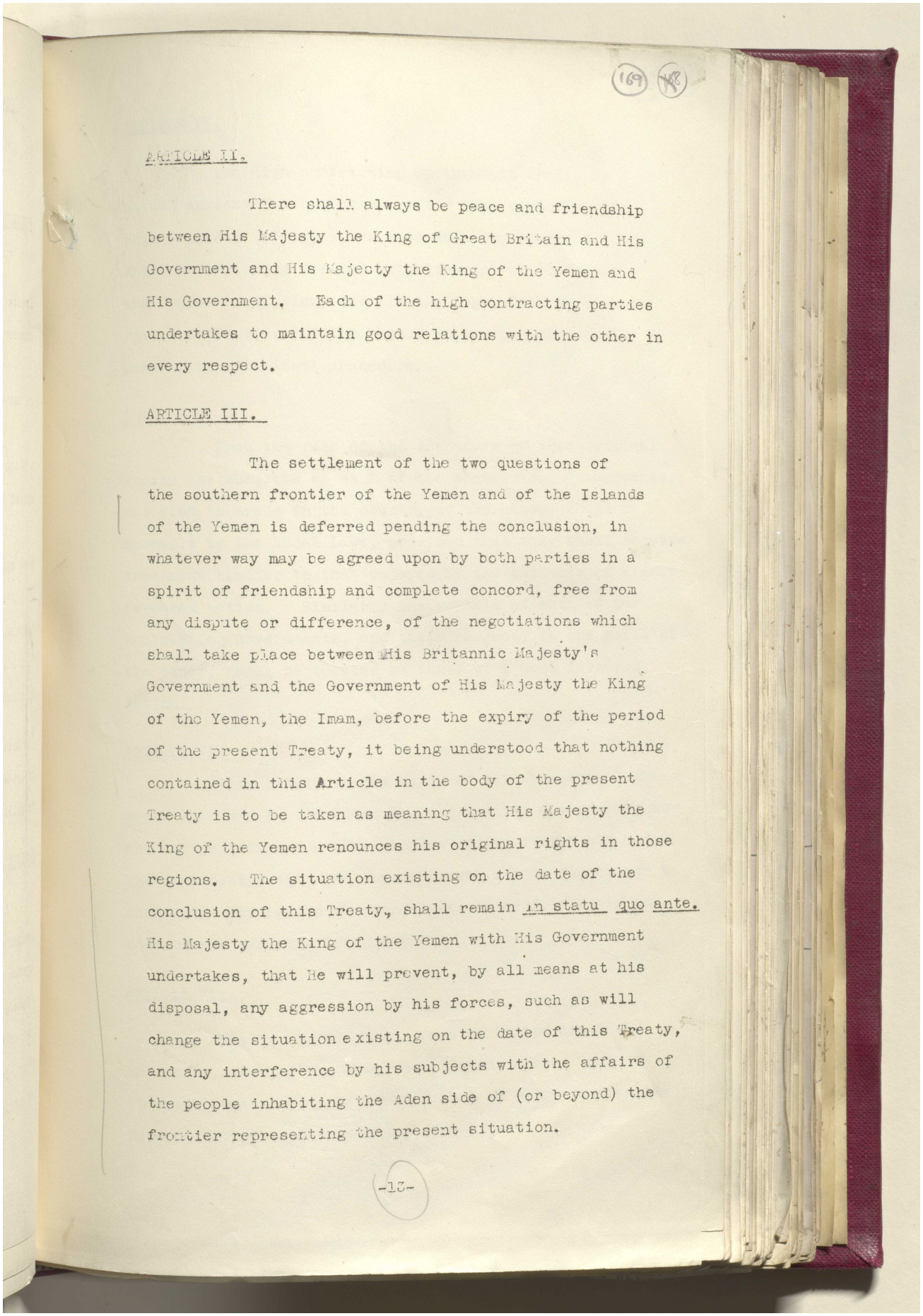

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ARTICLE II.

There shall always be peace and friendship between His Majesty the King of Great Britain and His Government and His Majesty the King of the Yemen and His Government. Each of the high contracting parties undertakes to maintain good relations with the other in every respect.

ARTICLE III.

The settlement of the two questions of the southern frontier of the Yemen and of the Islands of the Yemen is deferred pending the conclusion, in whatever way may be agreed upon by both parties in a spirit of friendship and complete concord, free from any dispute or difference, of the negotiations which shall take place between His Britannic Majesty's Government and the Government of His Majesty the King of the Yemen, the Imam, before the expiry of the period of the present Treaty, it being understood that nothing contained in this Article in the body of the present Treaty is to be taken as meaning that His Majesty the King of the Yemen renounces his original rights in those regions. The situation existing on the date of the conclusion of this Treaty, shall remain in statu quo ante. His Majesty the King of the Yemen with His Government undertakes, that He will prevent, by all means at his disposal, any aggression by his forces, such as will change the situation existing on the date of this Treaty, and any interference by his subjects with the affairs of the people inhabiting the Aden side of (or beyond) the frontier representing the present situation.

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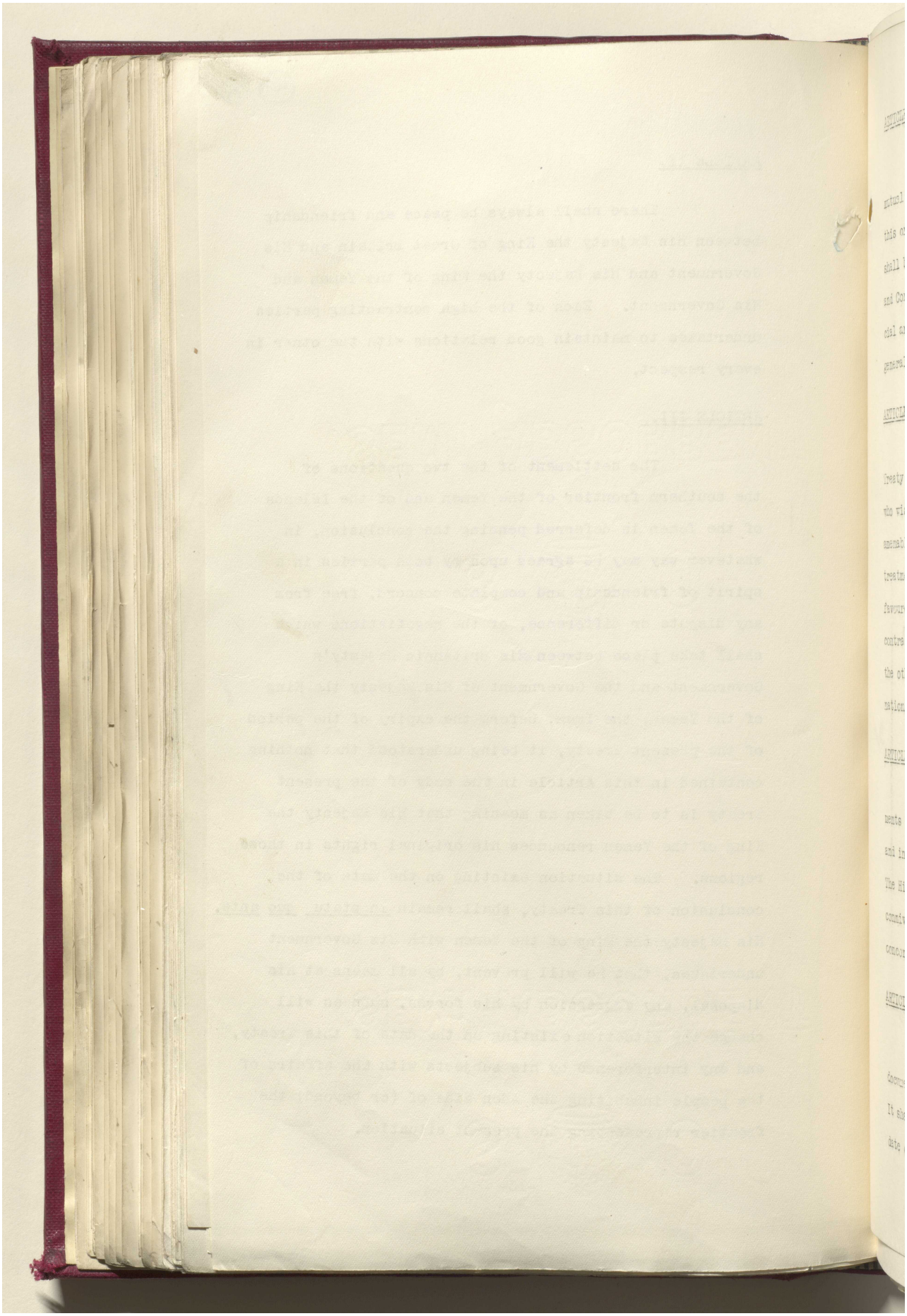

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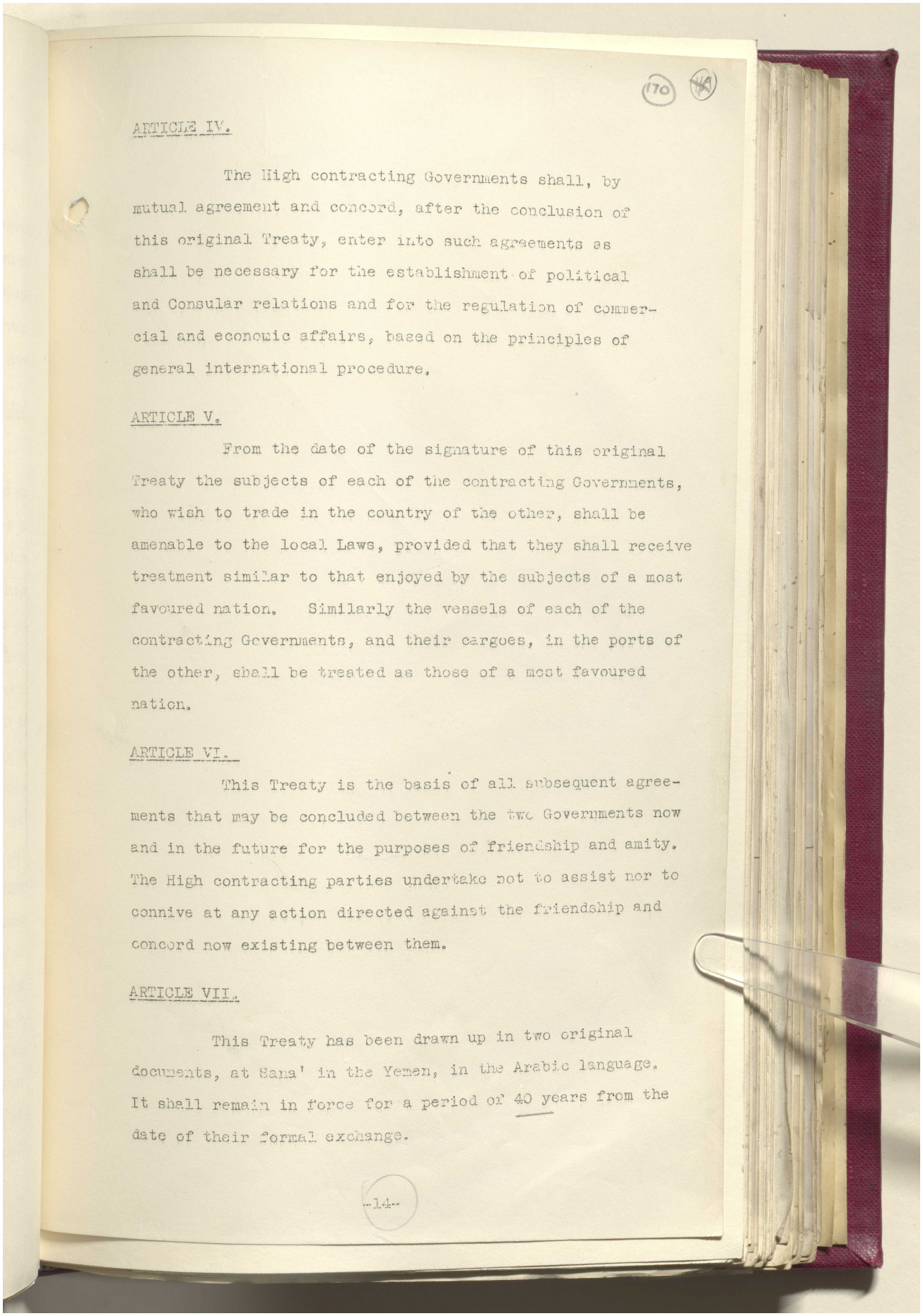

(170) (HA)

ARTICLE IV.

The High contracting Governments shall, by mutual agreement and concord, after the conclusion of this original Treaty, enter into such agreements as shall be necessary for the establishment of political and Consular relations and for the regulation of commercial and economic affairs, based on the principles of general international procedure.

ARTICLE V.

From the date of the signature of this original Treaty the subjects of each of the contracting Governments, who wish to trade in the country of the other, shall be amenable to the local Laws, provided that they shall receive treatment similar to that enjoyed by the subjects of a most favoured nation. Similarly the vessels of each of the contracting Governments, and their cargoes, in the ports of the other, shall be treated as those of a most favoured nation.

ARTICLE VI.

This Treaty is the basis of all subsequent agreements that may be concluded between the two Governments now and in the future for the purposes of friendship and amity. The High contracting parties undertake not to assist nor to connive at any action directed against the friendship and concord now existing between them.

ARTICLE VII.

This Treaty has been drawn up in two original documents, at Sana' in the Yemen, in the Arabic language. It shall remain in force for a period of 40 years from the date of their formal exchange.

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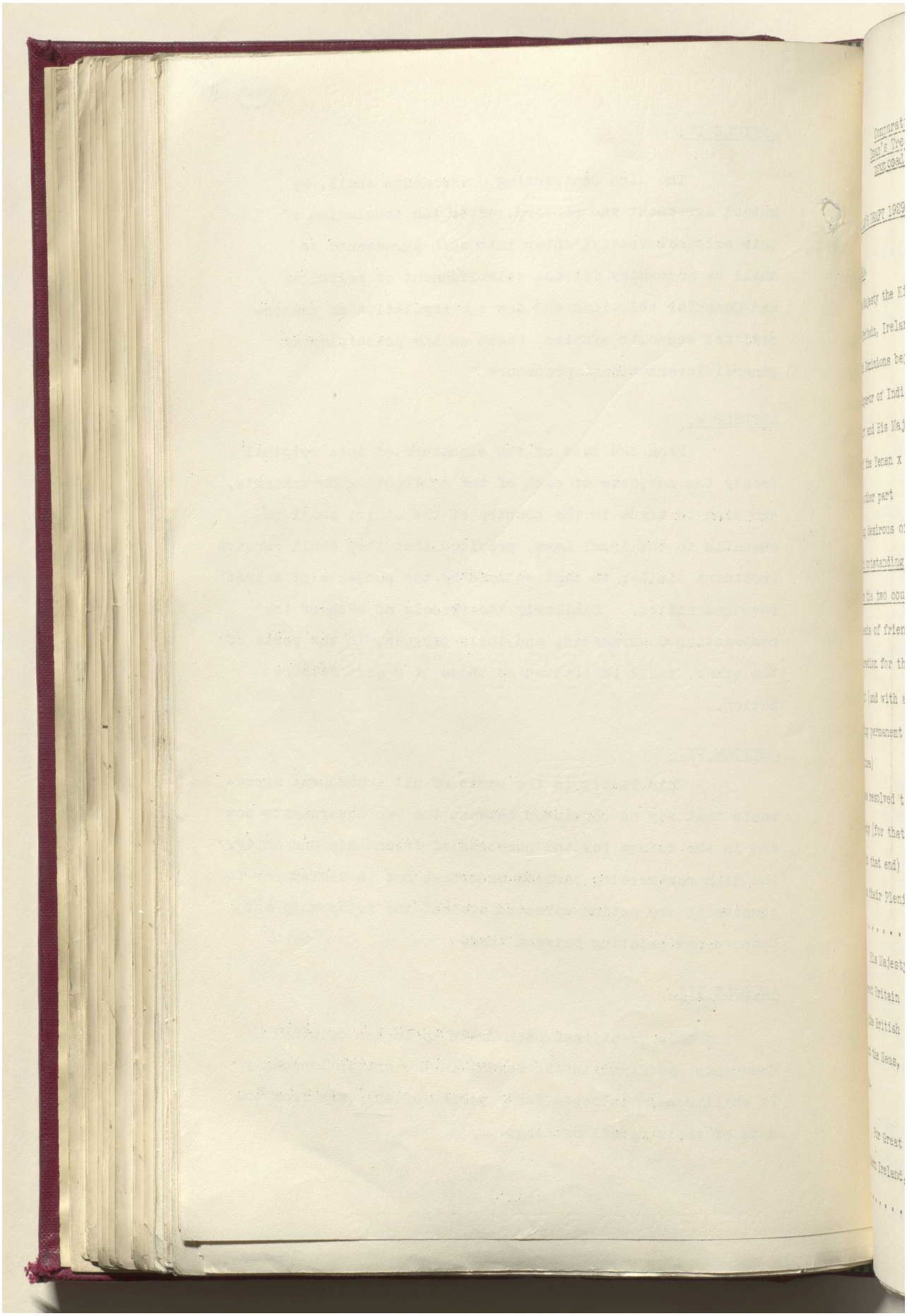

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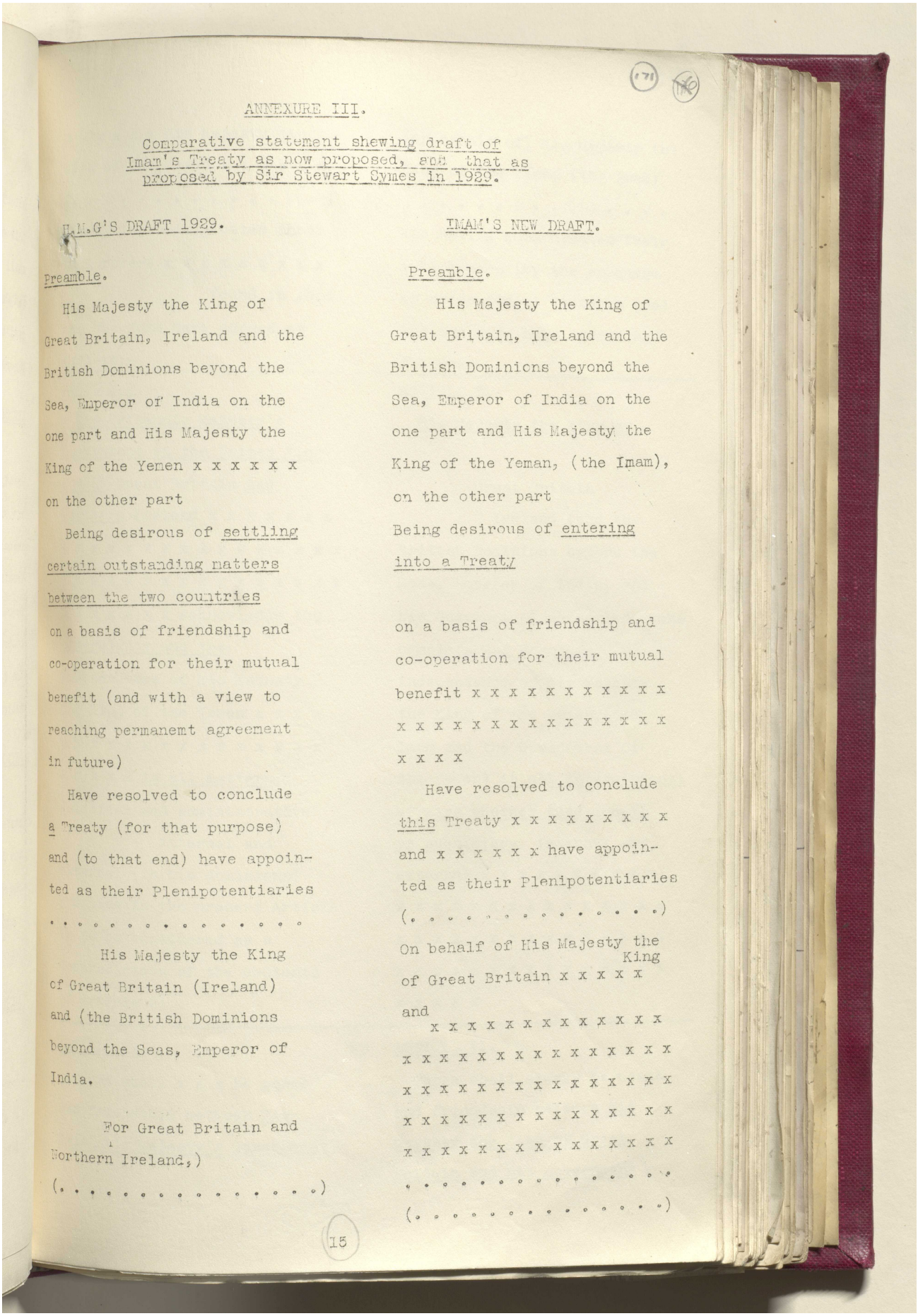

(171)

ANNEXURE III.

Comparative statement shewing draft of Iman's Treaty as now proposed, and that as proposed by Sir Stewart Symes in 1929.

| H.M.G'S DRAFT 1929. | IMAM'S NEW DRAFT. |
|---|---|
| Preamble. | Preamble. |
| His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Sea, Emperor of India on the one part and His Majesty the King of the Yemen x x x x x x on the other part | His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Sea, Emperor of India on the one part and His Majesty the King of the Yeman, (the Imam), on the other part |
| Being desirous of settling certain outstanding natters between the two countries | Being desirous of entering into a Treaty |
| on a basis of friendship and co-operation for their mutual benefit (and with a view to reaching permanemt agreement in future) | on a basis of friendship and co-operation for their mutual benefit x x x x x x

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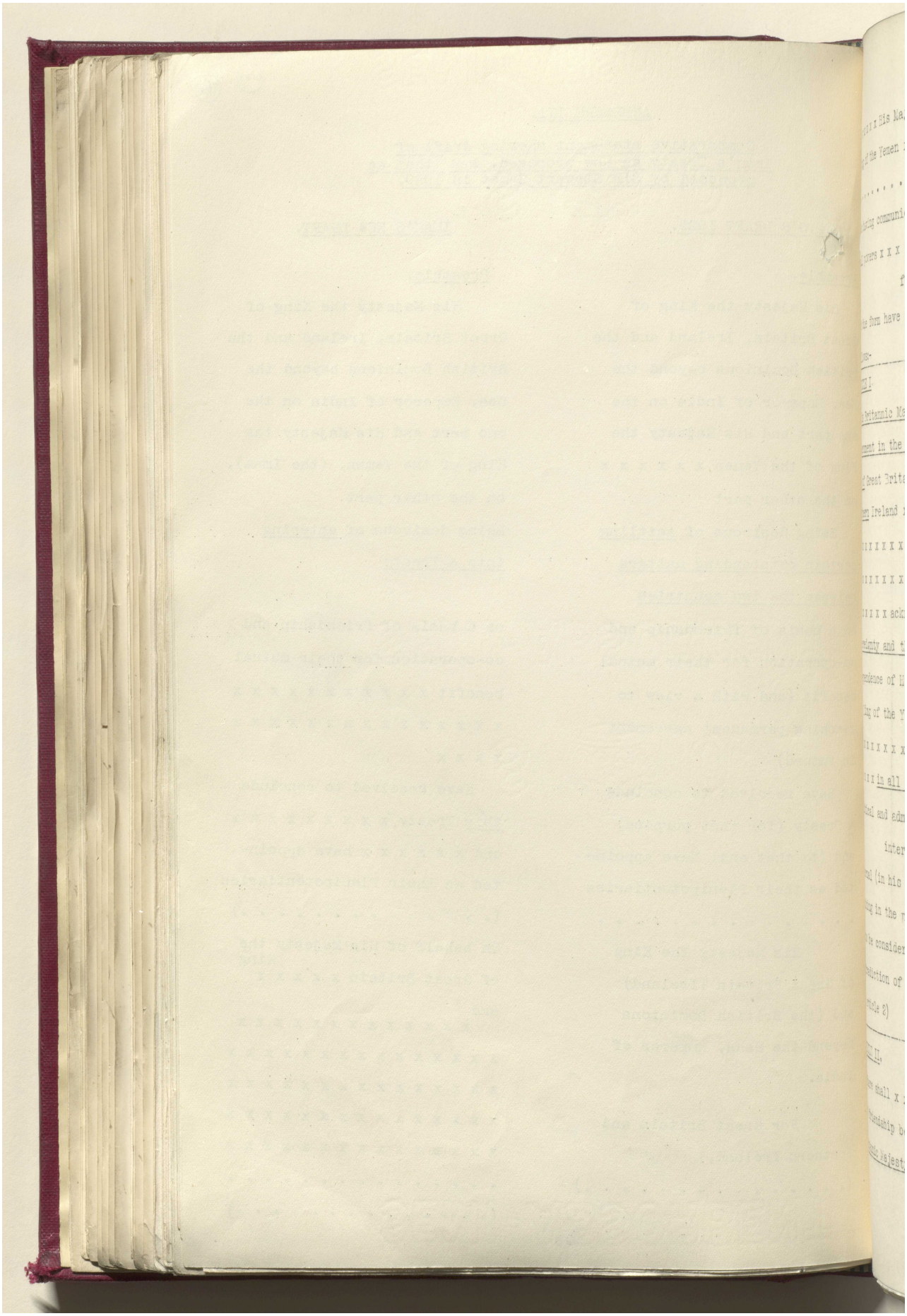

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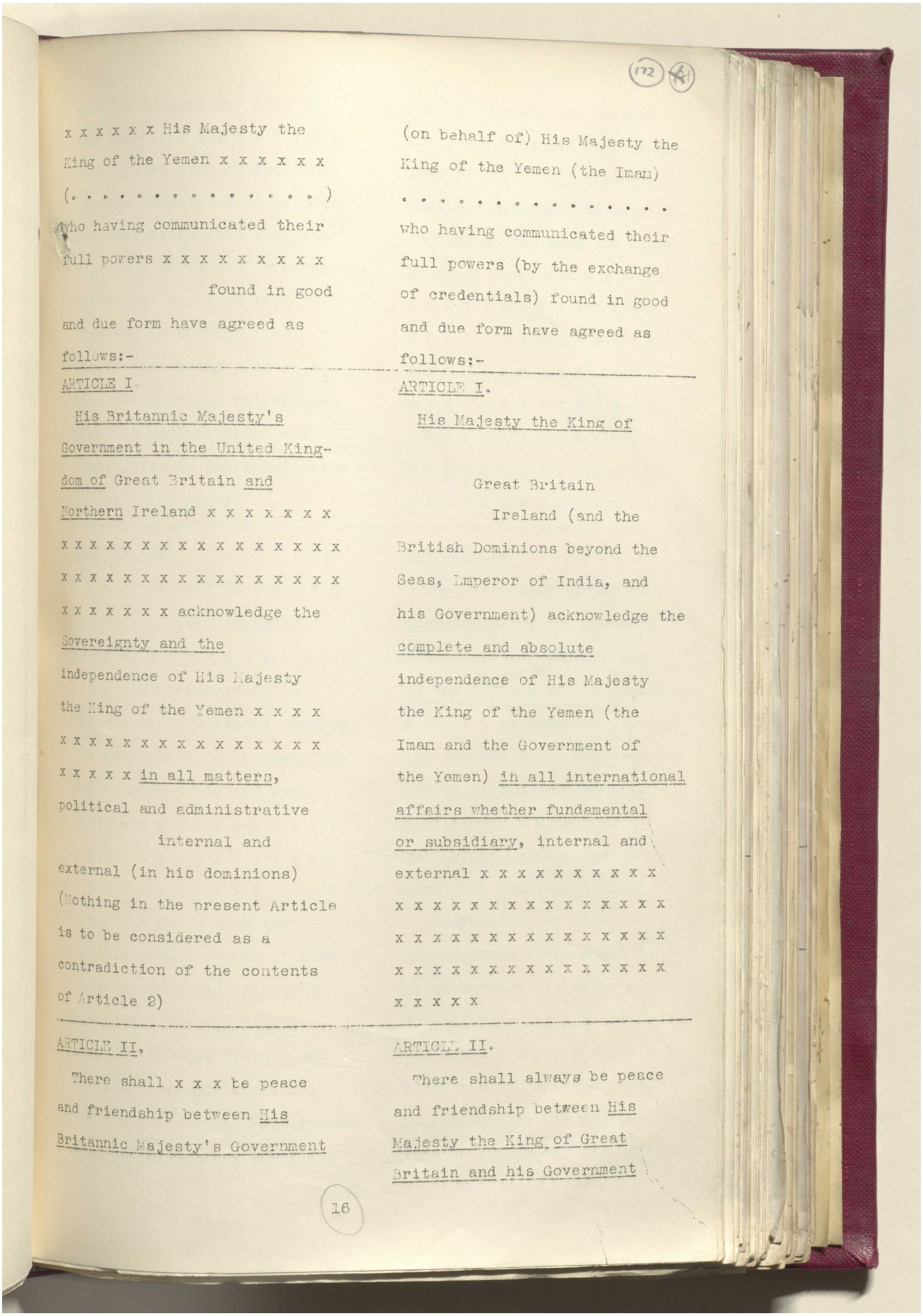
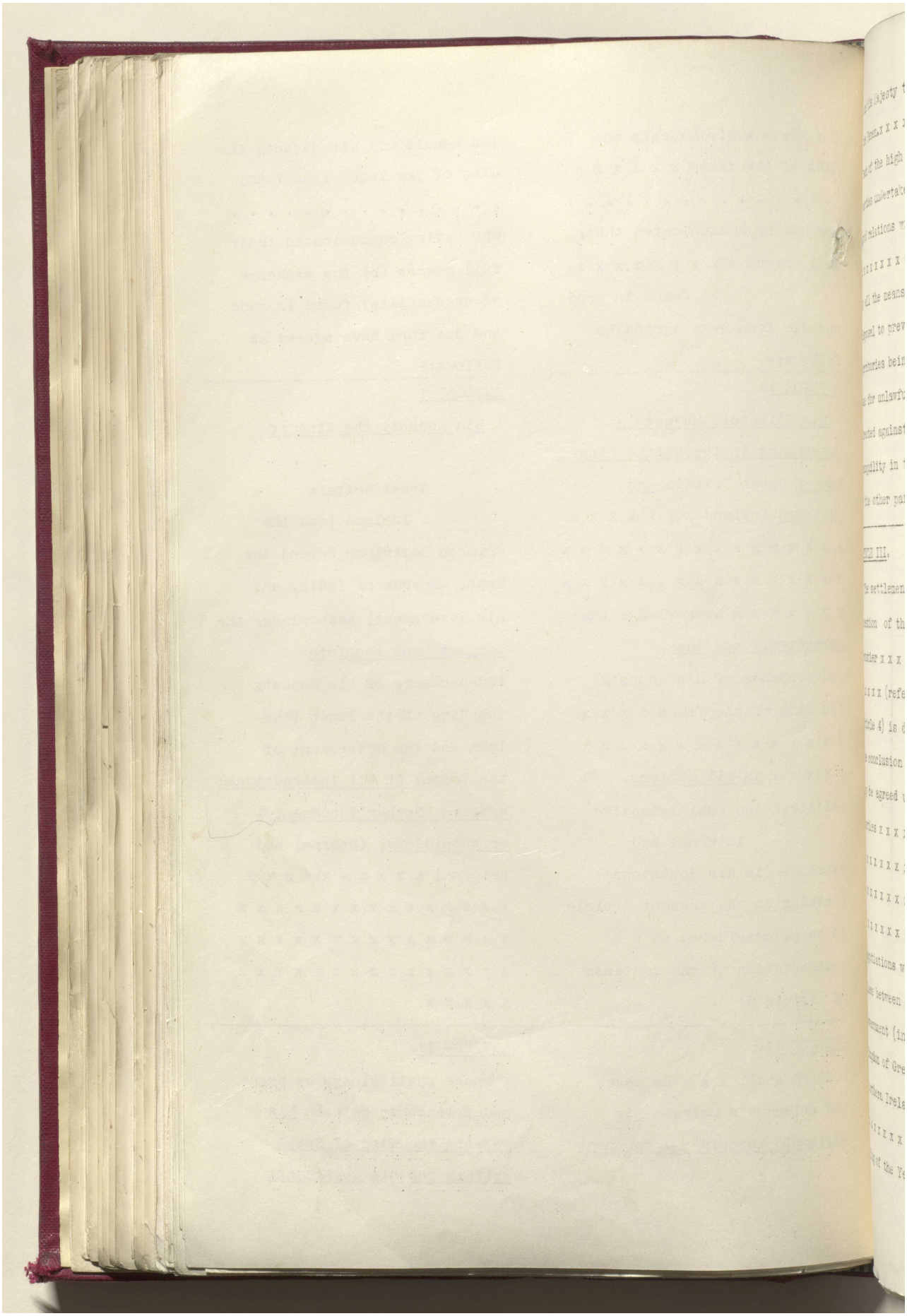


(172)

x x x x x x His Majesty the King of the Yemen x x x x x x (. . . . . ) who having communicated their full powers x x x x x x x x x found in good and due form have agreed as follows:-

ARTICLE I.

His Britannic Majesty's Government in the United Kingdom of Great Britain and Northern Ireland x x x x x x x x x



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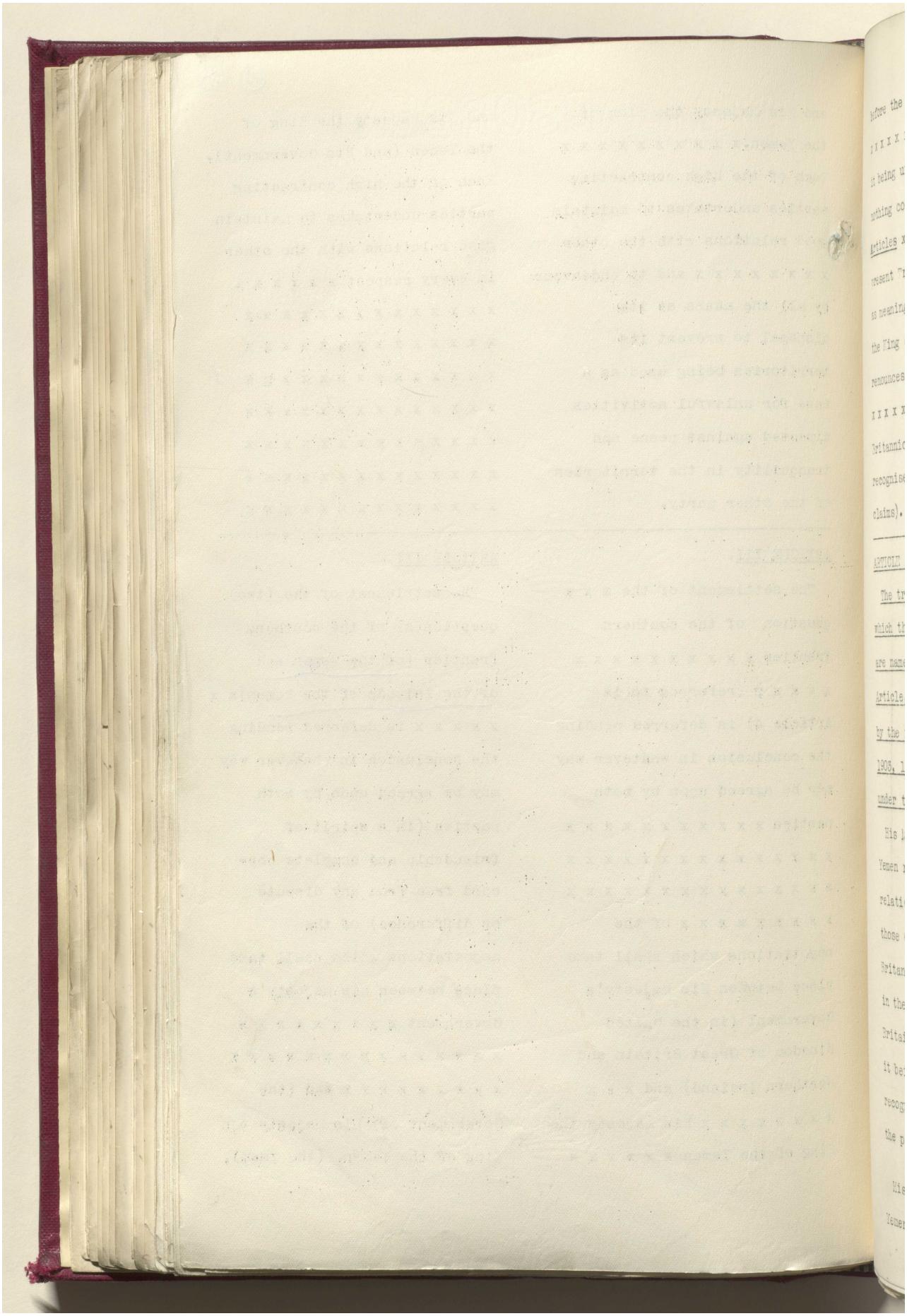
(173) (172)

and His Majesty the King of the Yemen.x x x x x x x x x x Each of the high contracting parties undertakes to maintain good relations with the other x x x x x x x x and to endeavour by all the means at its disposal to prevent its territories being used as a base for unlawful activities directed against peace and tranquility in the territories of the other party.

and His Majesty the King of the Yemen (and His Government). Each of the high contracting parties undertakes to maintain good relations with the other in every respect x x x x x x x x x x



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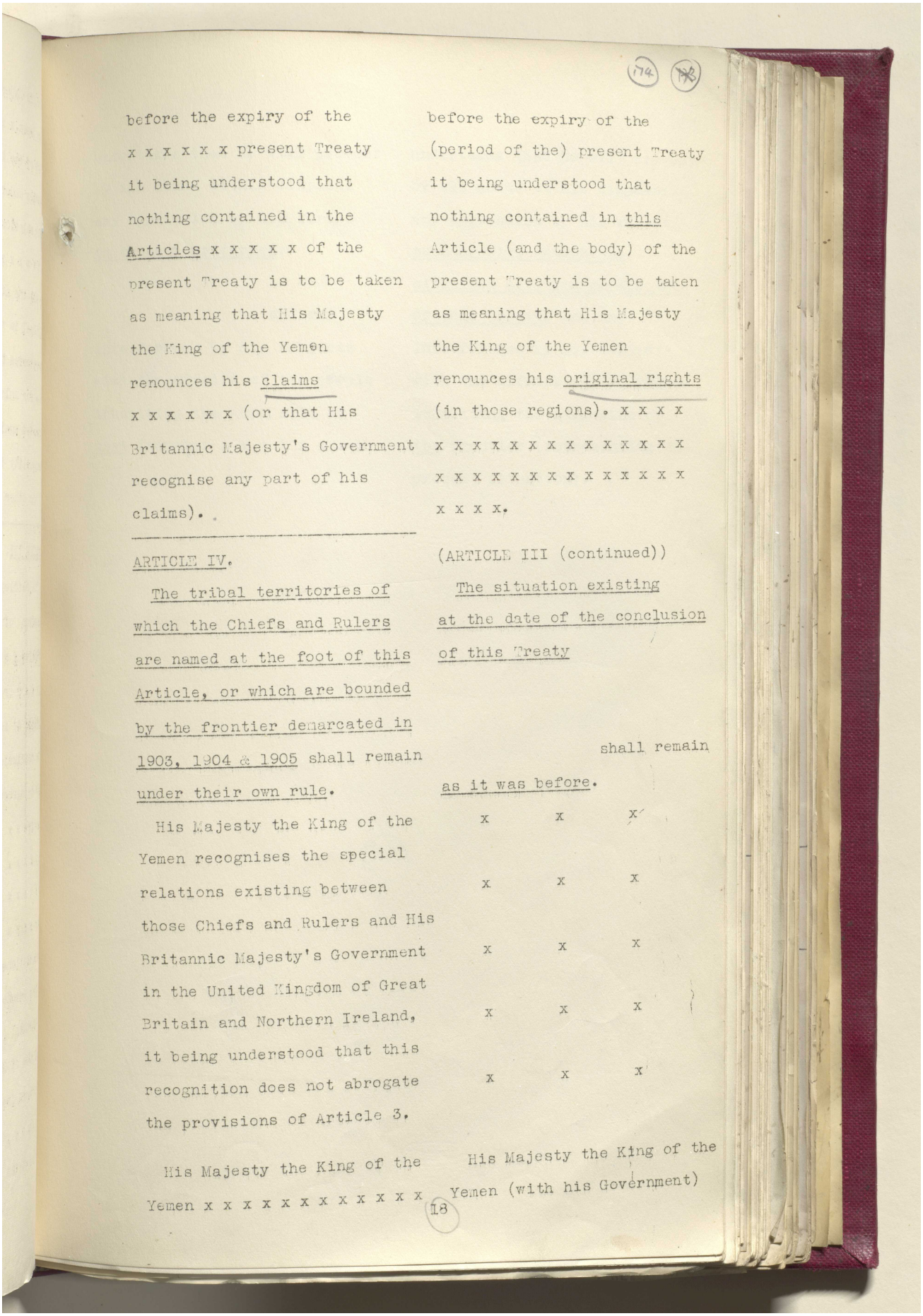
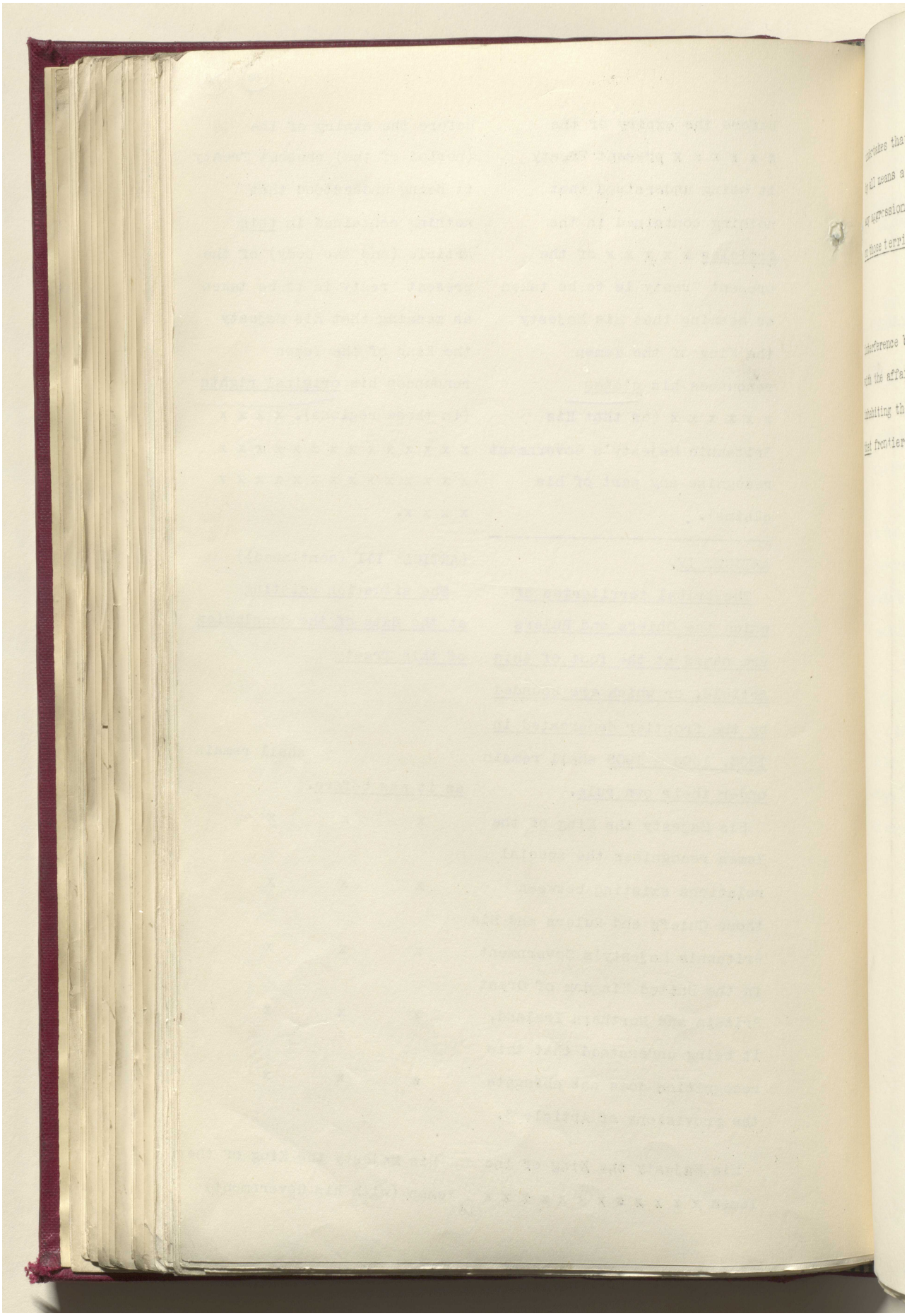


before the expiry of the x x x x x x present Treaty it being understood that nothing contained in the Articles x x x x x of the present Treaty is to be taken as meaning that His Majesty the King of the Yemen renounces his claims x x x x x x (or that His Britannic Majesty's Government recognise any part of his claims).

before the expiry of the (period of the) present Treaty it being understood that nothing contained in this Article (and the body) of the present Treaty is to be taken as meaning that His Majesty the King of the Yemen renounces his original rights (in those regions). x x x x x x



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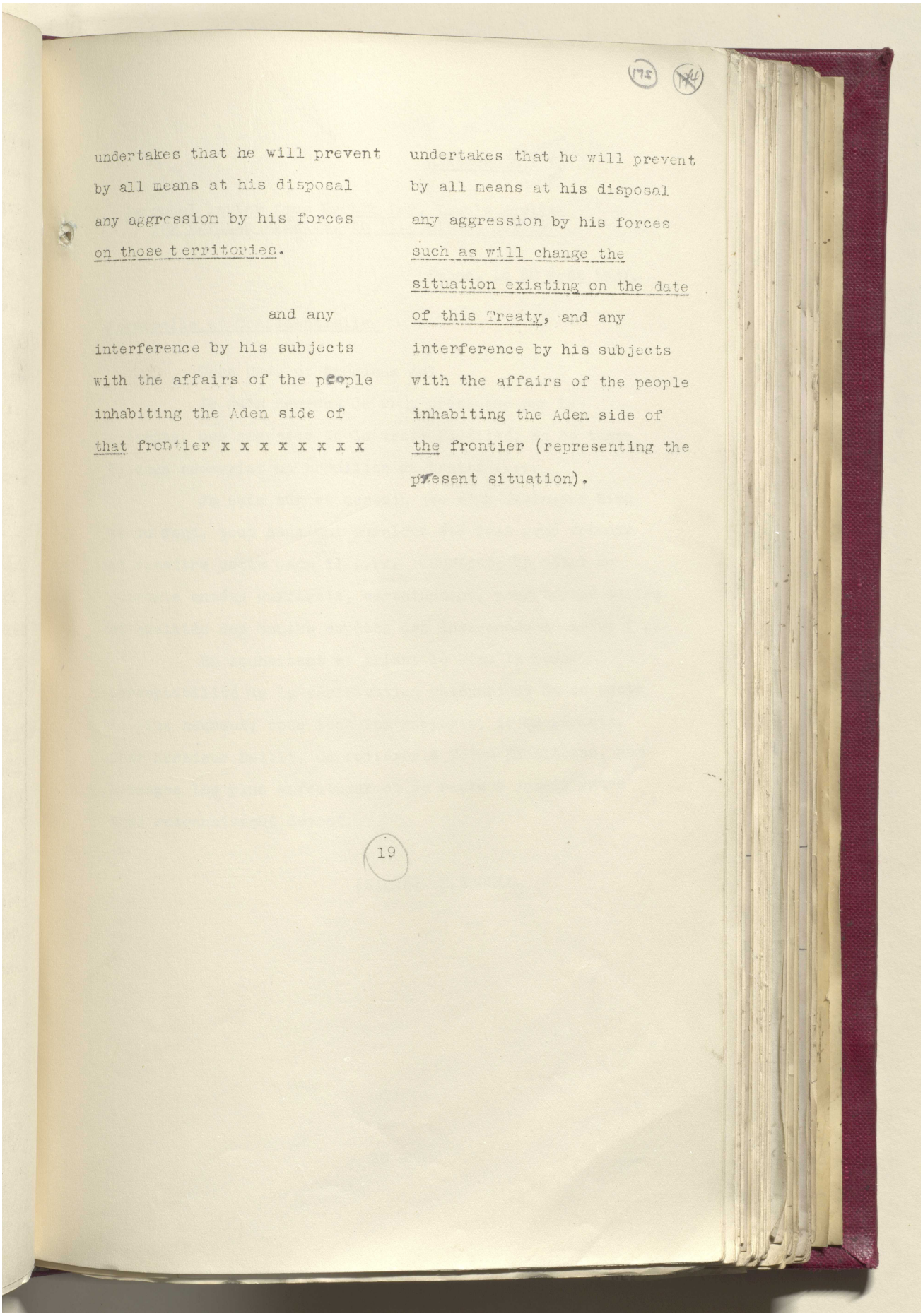

undertakes that he will prevent by all means at his disposal any aggression by his forces on those territories.

and any interference by his subjects with the affairs of the people inhabiting the Aden side of that frontier x x x x x x x x

undertakes that he will prevent by all means at his disposal any aggression by his forces such as will change the situation existing on the date of this Treaty, and any interference by his subjects with the affairs of the people inhabiting the Aden side of the frontier (representing the present situation).

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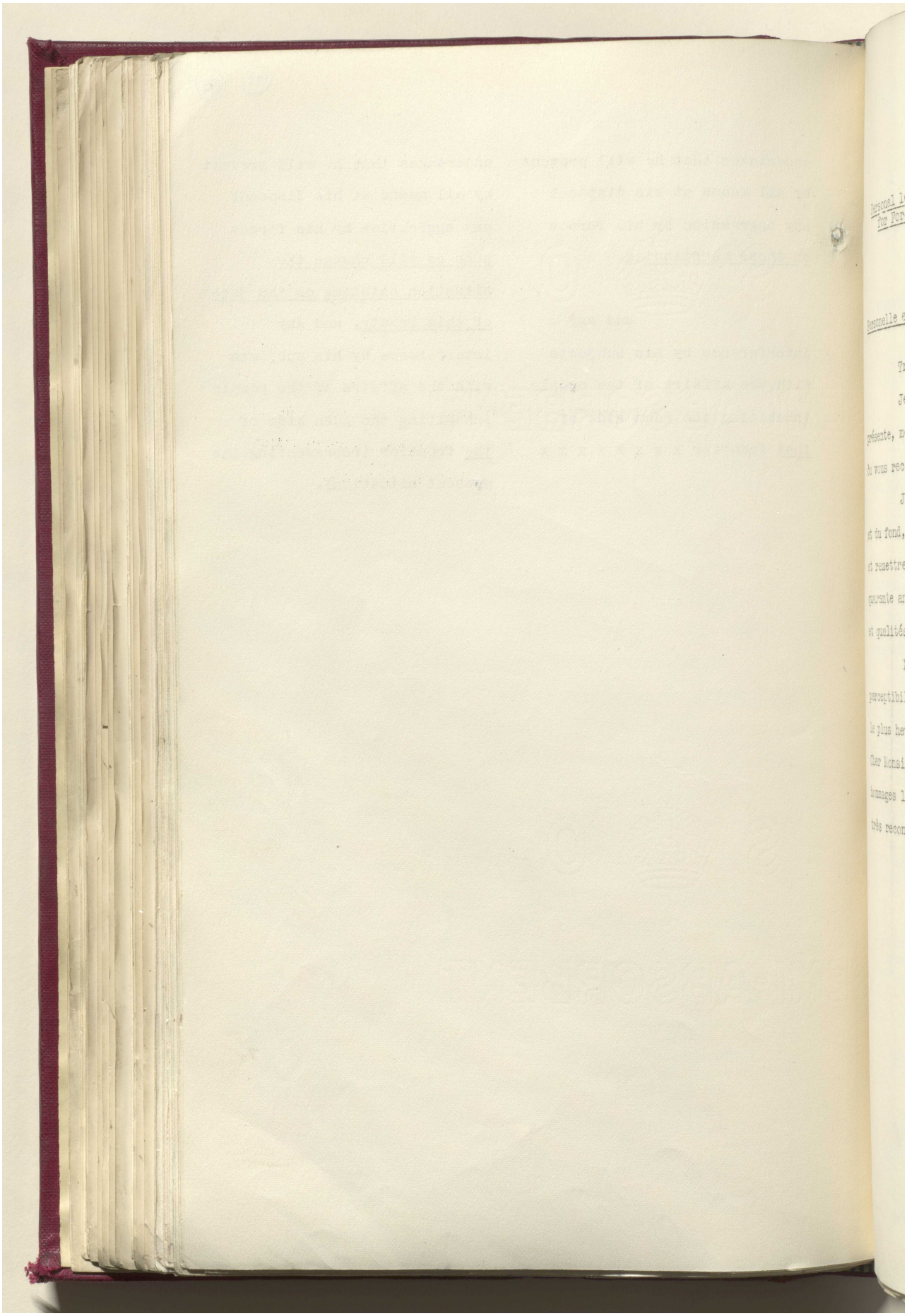

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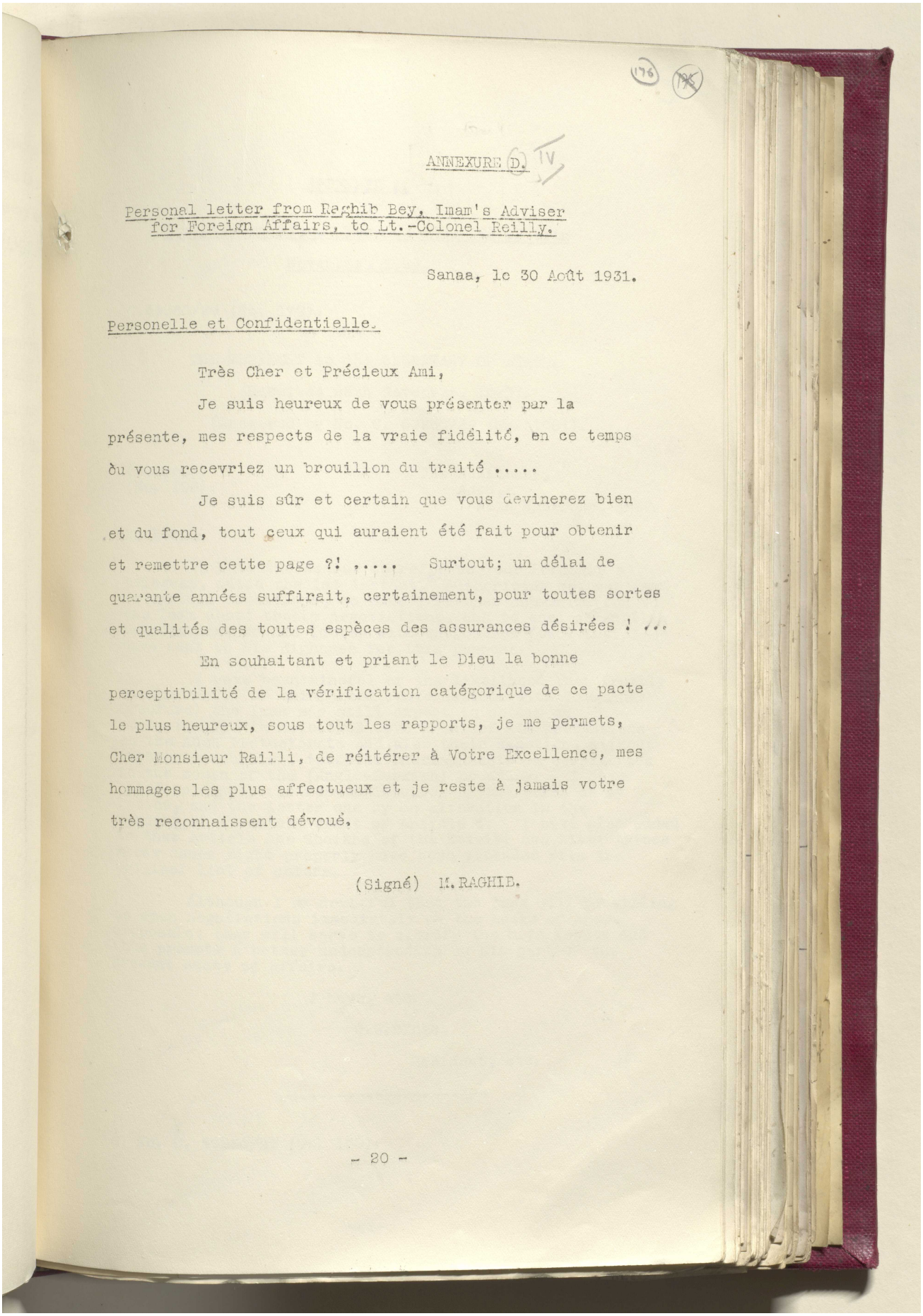

(176) (176)

ANNEXURE D. IV

Personal letter from Raghib Bey, Imam's Adviser for Foreign Affairs, to Lt.-Colonel Reilly.

Sanaa, le 30 Août 1931.

Personelle et Confidentielle.

Très Cher et Précieux Ami,

Je suis heureux de vous présenter par la présente, mes respects de la vraie fidélité, en ce temps où vous recevriez un brouillon du traité .....

Je suis sûr et certain que vous devinerez bien et du fond, tout ceux qui auraient été fait pour obtenir et remettre cette page ?! ..... Surtout; un délai de quarante années suffirait, certainement, pour toutes sortes et qualités des toutes espèces des assurances désirées ! ...

En souhaitant et priant le Dieu la bonne perceptibilité de la vérification catégorique de ce pacte le plus heureux, sous tout les rapports, je me permets, Cher Monsieur Railli, de réitérer à Votre Excellence, mes hommages les plus affectueux et je reste à jamais votre très reconnaissent dévoué,

(Signé) M.RAGHIB.

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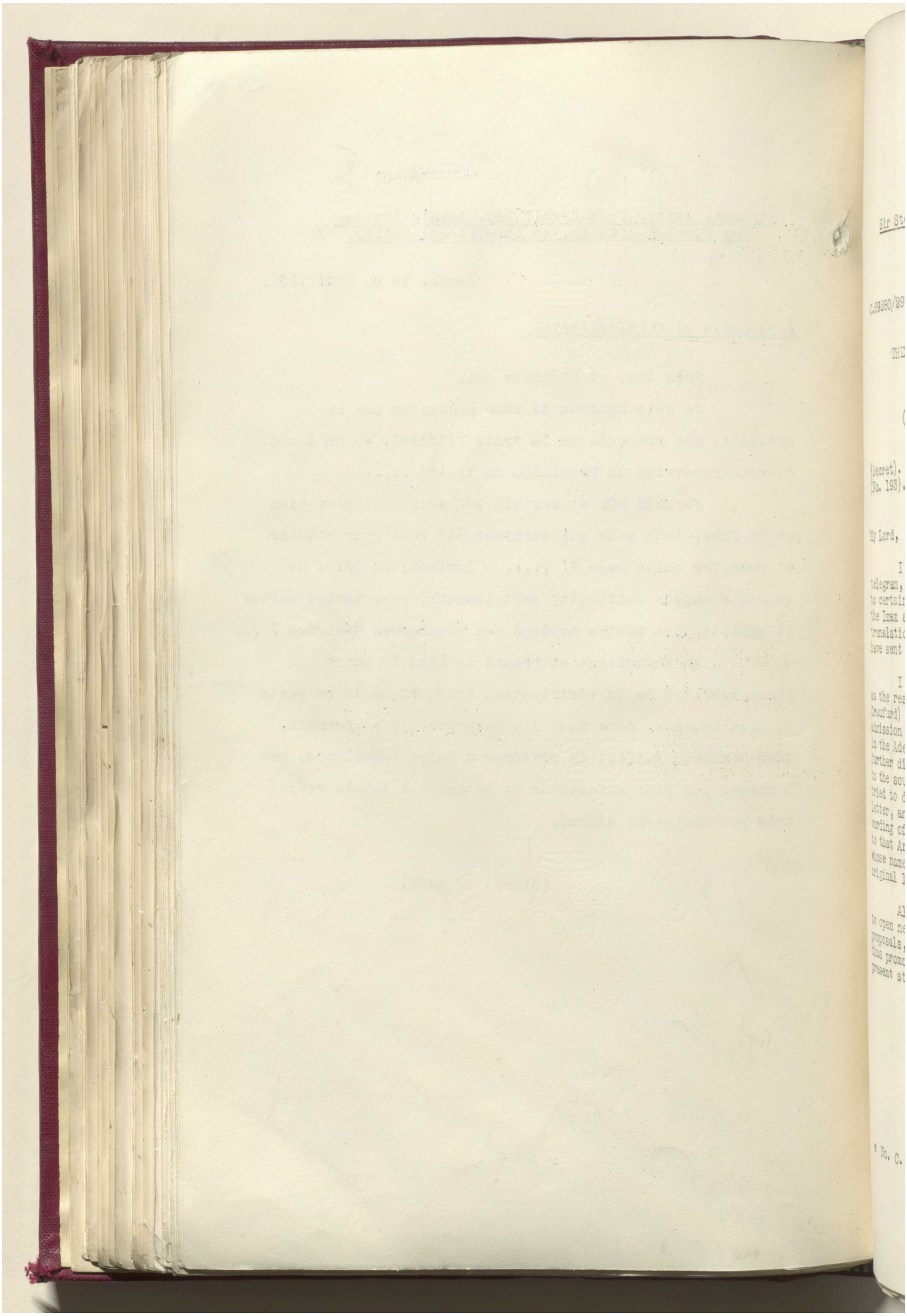

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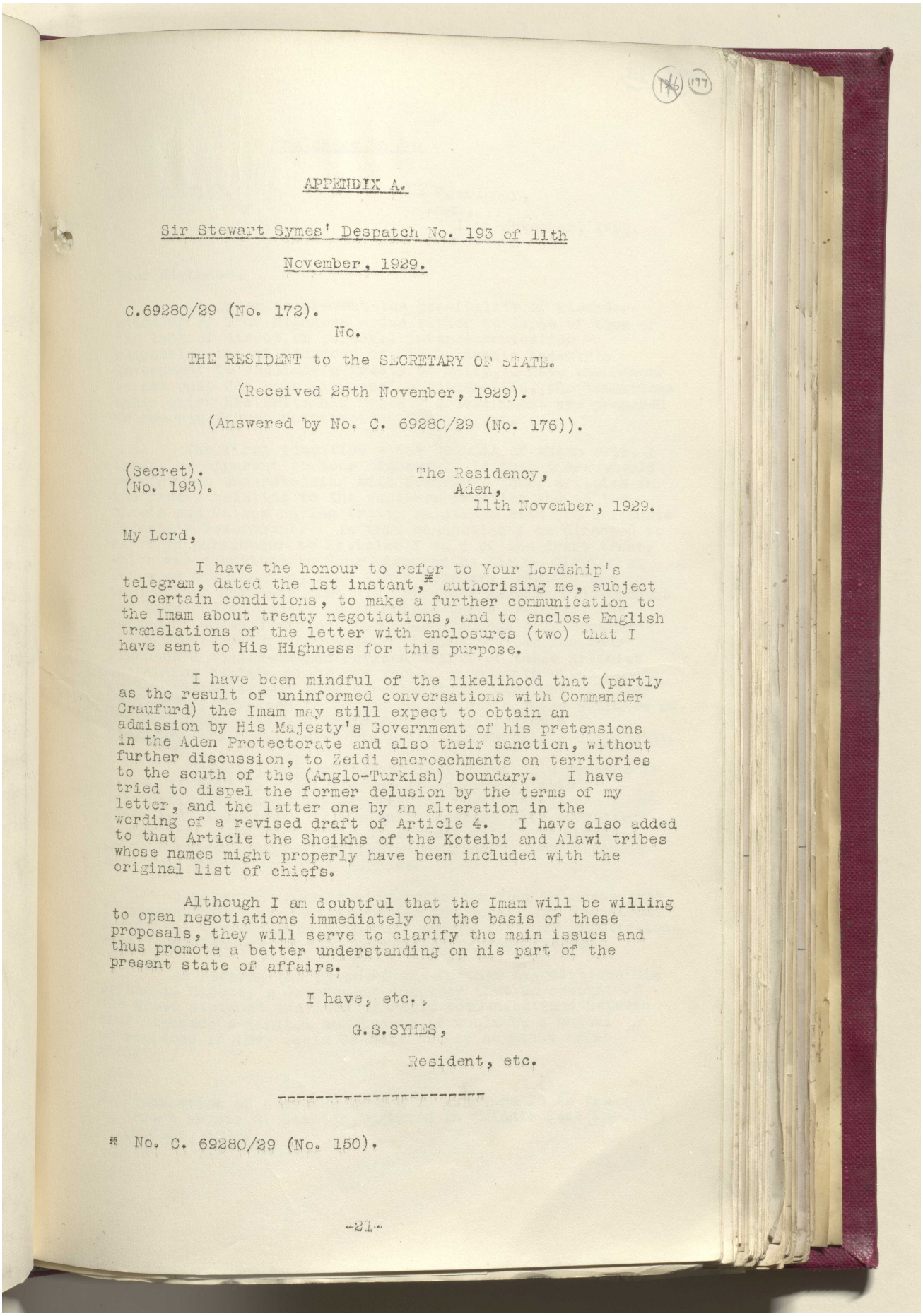

APPENDIX A.

Sir Stewart Symes' Despatch No. 193 of 11th November, 1929.

C.69280/29 (No. 172).

No.

THE RESIDENT to the SECRETARY OF STATE.

(Received 25th November, 1929).

(Answered by No. C. 69280/29 (No. 176)).

(Secret).
(No. 193).

The Residency,
Aden,
11th November, 1929.

My Lord,

I have the honour to refer to Your Lordship's telegram, dated the 1st instant,* authorising me, subject to certain conditions, to make a further communication to the Imam about treaty negotiations, and to enclose English translations of the letter with enclosures (two) that I have sent to His Highness for this purpose.

I have been mindful of the likelihood that (partly as the result of uninformed conversations with Commander Craufurd) the Imam may still expect to obtain an admission by His Majesty's Government of his pretensions in the Aden Protectorate and also their sanction, without further discussion, to Zeidi encroachments on territories to the south of the (Anglo-Turkish) boundary. I have tried to dispel the former delusion by the terms of my letter, and the latter one by an alteration in the wording of a revised draft of Article 4. I have also added to that Article the Sheikhs of the Koteibi and Alawi tribes whose names might properly have been included with the original list of chiefs.

Although I am doubtful that the Imam will be willing to open negotiations immediately on the basis of these proposals, they will serve to clarify the main issues and thus promote a better understanding on his part of the present state of affairs.

I have, etc.,

G.S.SYMES,

Resident, etc.

---

* No. C. 69280/29 (No. 150).

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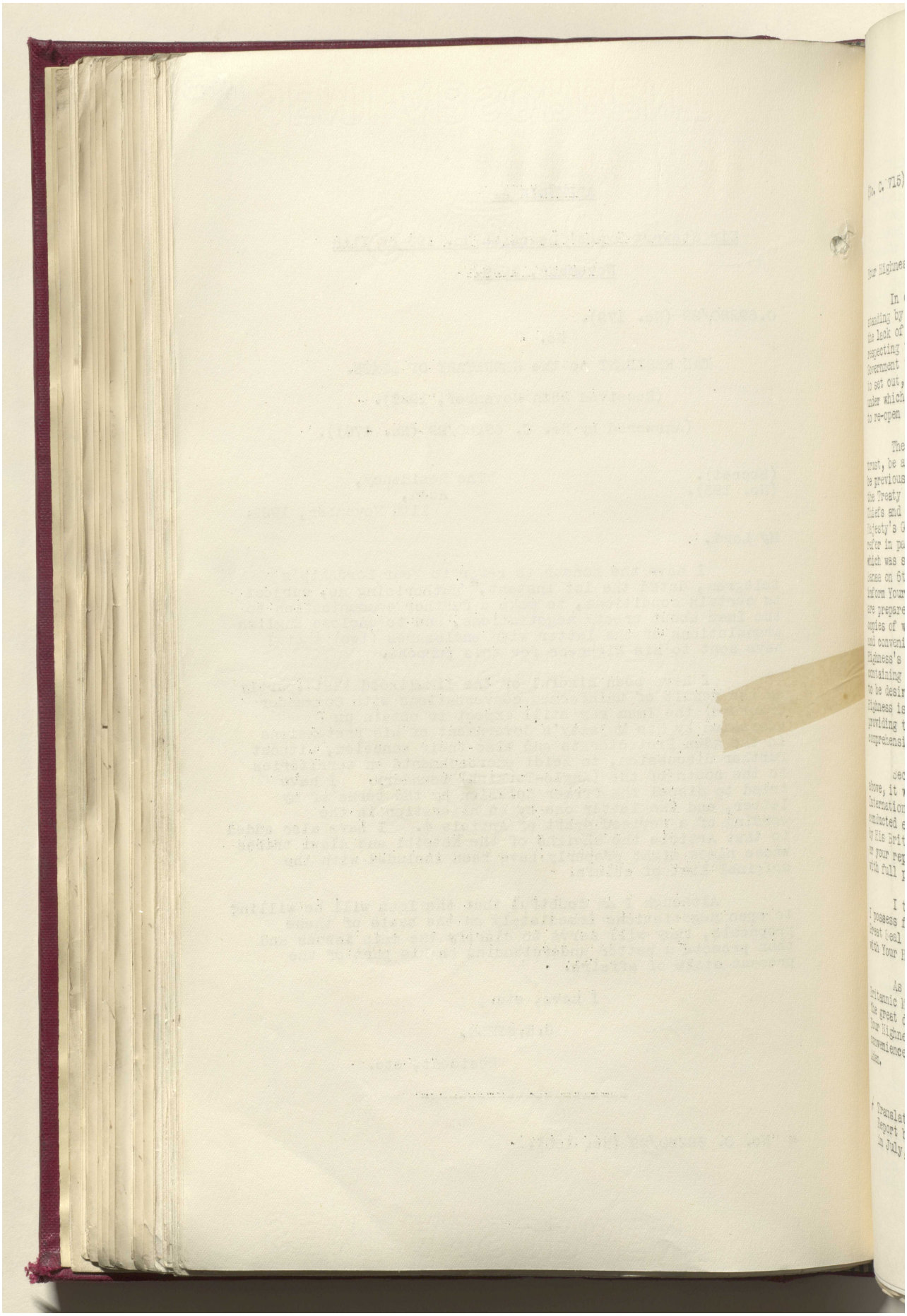

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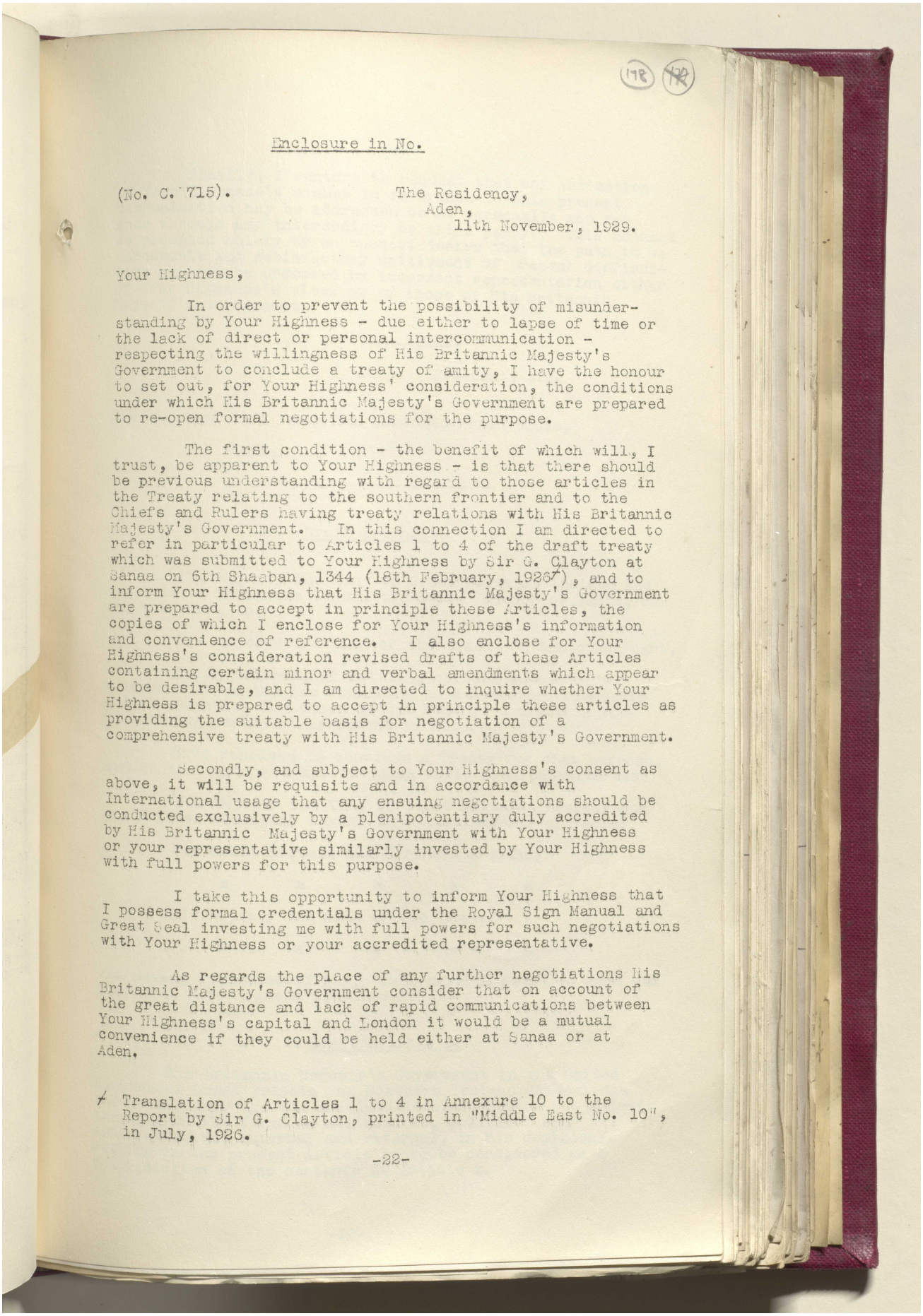

178 ~~178~~

Enclosure in No.

(No. C. 715).

The Residency,
Aden,
11th November, 1929.

Your Highness,

In order to prevent the possibility of misunderstanding by Your Highness - due either to lapse of time or the lack of direct or personal intercommunication - respecting the willingness of His Britannic Majesty's Government to conclude a treaty of amity, I have the honour to set out, for Your Highness' consideration, the conditions under which His Britannic Majesty's Government are prepared to re-open formal negotiations for the purpose.

The first condition - the benefit of which will, I trust, be apparent to Your Highness - is that there should be previous understanding with regard to those articles in the Treaty relating to the southern frontier and to the Chiefs and Rulers having treaty relations with His Britannic Majesty's Government. In this connection I am directed to refer in particular to Articles 1 to 4 of the draft treaty which was submitted to Your Highness by Sir G. Clayton at Sanaa on 6th Shaaban, 1344 (18th February, 1926*), and to inform Your Highness that His Britannic Majesty's Government are prepared to accept in principle these Articles, the copies of which I enclose for Your Highness's information and convenience of reference. I also enclose for Your Highness's consideration revised drafts of these Articles containing certain minor and verbal amendments which appear to be desirable, and I am directed to inquire whether Your Highness is prepared to accept in principle these articles as providing the suitable basis for negotiation of a comprehensive treaty with His Britannic Majesty's Government.

Secondly, and subject to Your Highness's consent as above, it will be requisite and in accordance with International usage that any ensuing negotiations should be conducted exclusively by a plenipotentiary duly accredited by His Britannic Majesty's Government with Your Highness or your representative similarly invested by Your Highness with full powers for this purpose.

I take this opportunity to inform Your Highness that I possess formal credentials under the Royal Sign Manual and Great Seal investing me with full powers for such negotiations with Your Highness or your accredited representative.

As regards the place of any further negotiations His Britannic Majesty's Government consider that on account of the great distance and lack of rapid communications between Your Highness's capital and London it would be a mutual convenience if they could be held either at Sanaa or at Aden.

* Translation of Articles 1 to 4 in Annexure 10 to the Report by Sir G. Clayton, printed in "Middle East No. 10", in July, 1926.

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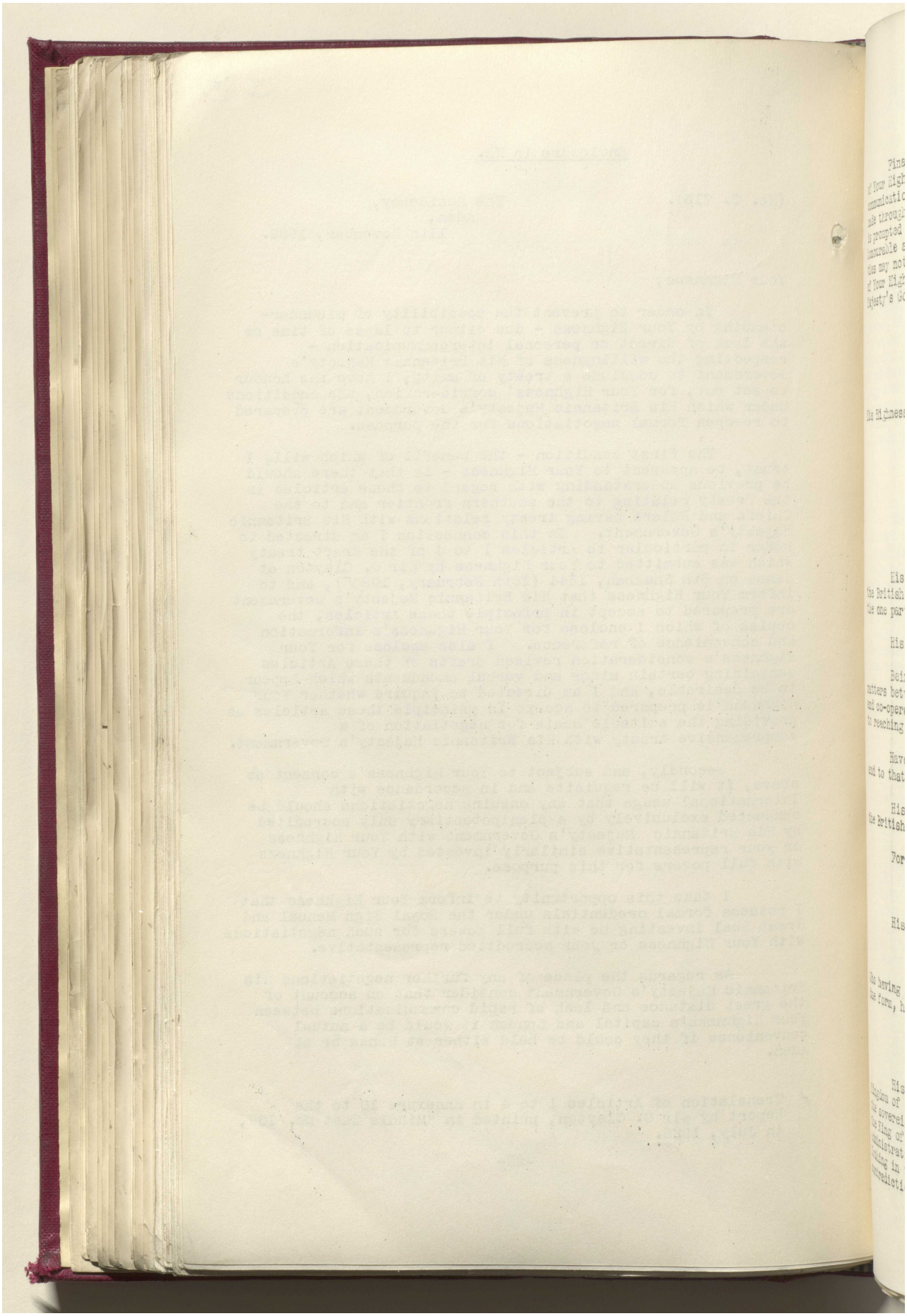

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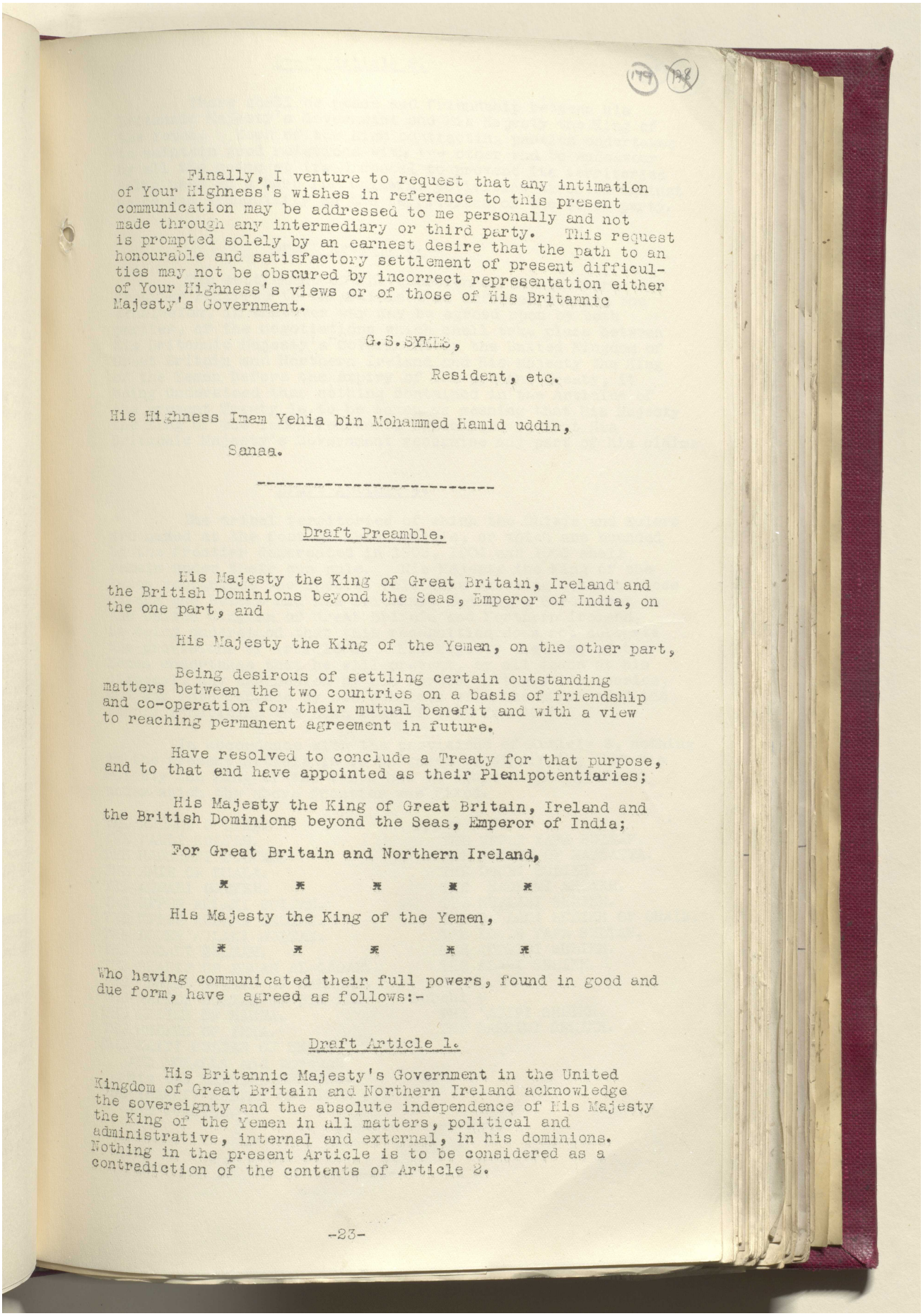



Finally, I venture to request that any intimation of Your Highness's wishes in reference to this present communication may be addressed to me personally and not made through any intermediary or third party. This request is prompted solely by an earnest desire that the path to an honourable and satisfactory settlement of present difficulties may not be obscured by incorrect representation either of Your Highness's views or of those of His Britannic Majesty's Government.

G.S.SYMES,

Resident, etc.

His Highness Imam Yehia bin Mohammed Hamid uddin,

Sanaa.

---

Draft Preamble.

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India, on the one part, and

His Majesty the King of the Yemen, on the other part,

Being desirous of settling certain outstanding matters between the two countries on a basis of friendship and co-operation for their mutual benefit and with a view to reaching permanent agreement in future.

Have resolved to conclude a Treaty for that purpose, and to that end have appointed as their Plenipotentiaries;

His Majesty the King of Great Britain, Ireland and the British Dominions beyond the Seas, Emperor of India;

For Great Britain and Northern Ireland,

* * * * *

His Majesty the King of the Yemen,

* * * * *

Who having communicated their full powers, found in good and due form, have agreed as follows:-

Draft Article 1.

His Britannic Majesty's Government in the United Kingdom of Great Britain and Northern Ireland acknowledge the sovereignty and the absolute independence of His Majesty the King of the Yemen in all matters, political and administrative, internal and external, in his dominions. Nothing in the present Article is to be considered as a contradiction of the contents of Article 8.



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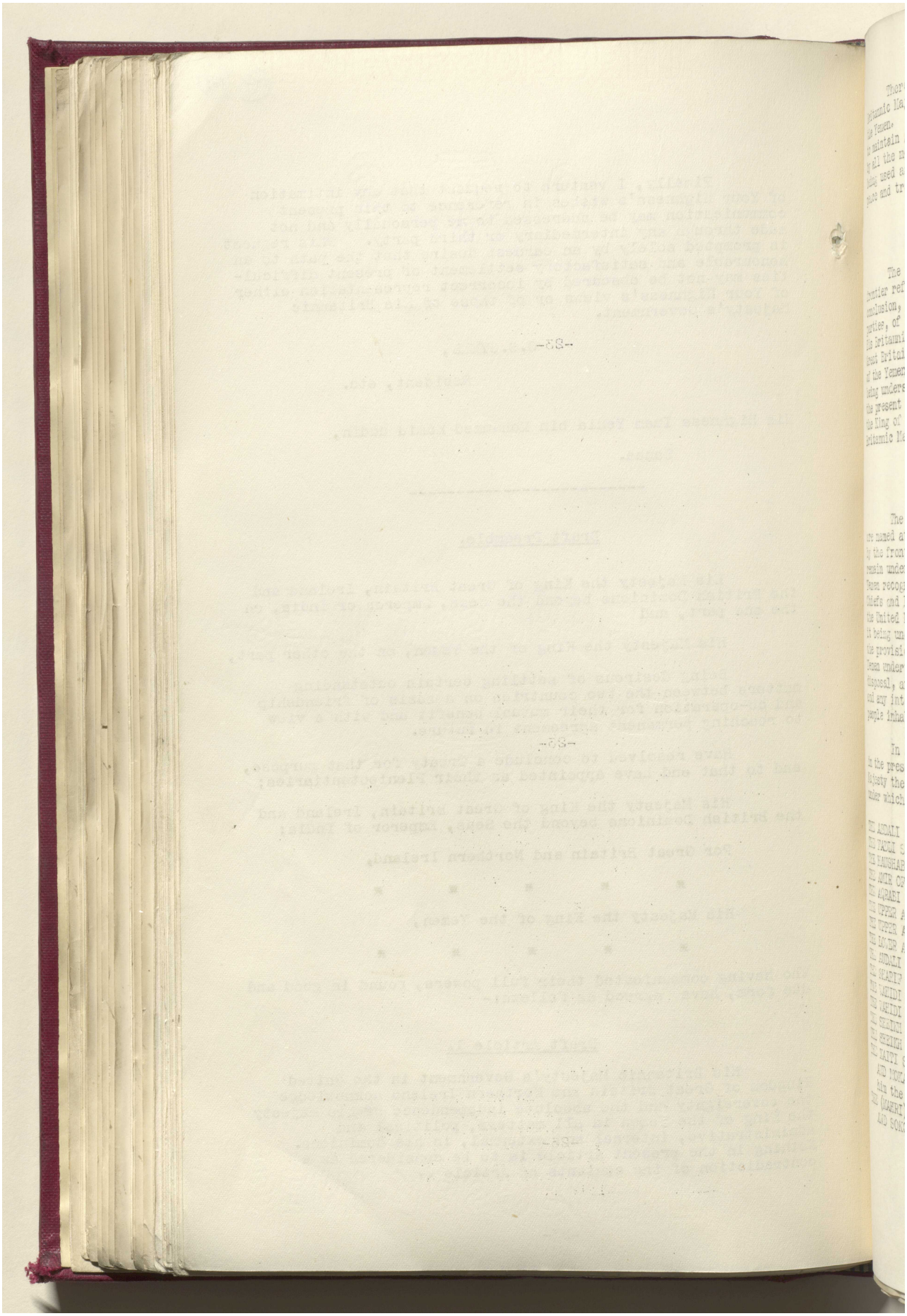

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Draft Article 2.

(180) (179)

There shall be peace and friendship between His Britannic Majesty's Government and His Majesty the King of the Yemen. Each of the high contracting parties undertakes to maintain good relations with the other and to endeavour by all the means at its disposal to prevent its territories being used as a base for unlawful activities directed against peace and tranquility in the territories of the other party.

Draft Article 3.

The settlement of the question of the southern frontier referred to in Article 4 is deferred pending the conclusion, in whatever way may be agreed upon by both parties, of the negotiations which shall take place between His Britannic Majesty's Government in the United Kingdom of Great Britain and Northern Ireland and His Majesty the King of the Yemen before the expiry of the present Treaty, it being understood that nothing contained in the Articles of the present Treaty is to be taken as meaning that His Majesty the King of the Yemen renounces his claims or that His Britannic Majesty's Government recognise any part of his claims.

Draft Article 4.

The tribal territories of which the Chiefs and Rulers are named at the foot of this Article, or which are bounded by the frontier demarcated in 1903, 1904 and 1905 shall remain under their own rule. His Majesty the King of the Yemen recognizes the special relations existing between those Chiefs and Rulers and His Britannic Majesty's Government in the United Kingdom of Great Britain and Northern Ireland, it being understood that this recognition does not abrogate the provisions of Article 3. His Majesty the King of the Yemen undertakes that he will prevent, by all means at his disposal, any aggression by his forces on those territories, and any interference by his subjects with the affairs of the people inhabiting the Aden side of that frontier.

In accordance with the provisions of Article 3, nothing in the present Article is to be taken as signifying that His Majesty the King of the Yemen has recognised the Agreement under which the above frontier was fixed.

THE ABDALI SULTAN.
THE FADLI SULTAN.
THE HAUSHABI SULTAN.
THE AMIR OF DHALA.
THE AQRABI SHEIKH.
THE UPPER AULAKI SULTAN.
THE UPPER AULAKI SHEIKH.
THE LOWER AULAKI SULTAN.
THE AUDALI SULTAN.
THE SHARIF OF BIHAN AL-QASAB'.
THE WAHIDI SULTAN OF BALAHAF.
THE WAHIDI SULTAN OF BIR ALI.
THE SHEIKH OF HAURA.
THE SHEIKH OF IRKA.
THE KAITI SULTAN OF SHEHR
AND MOKALLA and through
him the KATHIRI SULTANS.
THE (MAHRI) SULTAN OF KISHN
AND SOKOTRA.

Upper Yafa -
THE UPPER YAFA SULTAN.
THE NAQIBS OF MAUSATTA.
THE DHUBI SHEIKH.
THE HADRAMI SHEIKH.
THE MUFLAHI SHEIKH.
THE SA'LADI SHEIKH OF SHAIB.
THE LOWER YAFA SULTAN.
THE QOTEIBI SHEIKH.
THE ALAWI SHEIKH.

Subehi -
THE 'ATIFI SHEIKH.
THE BARHIMI SHEIKH.



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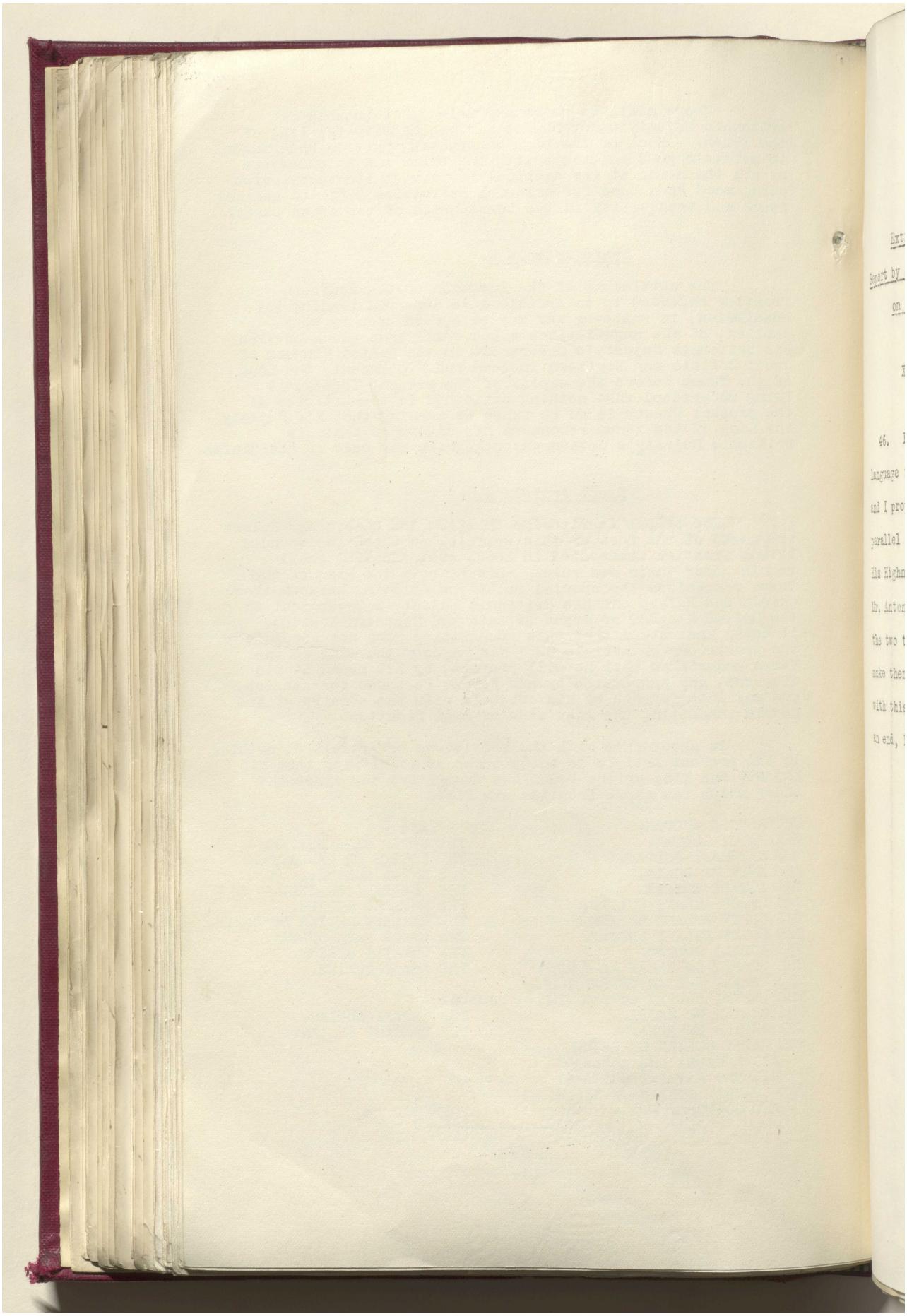

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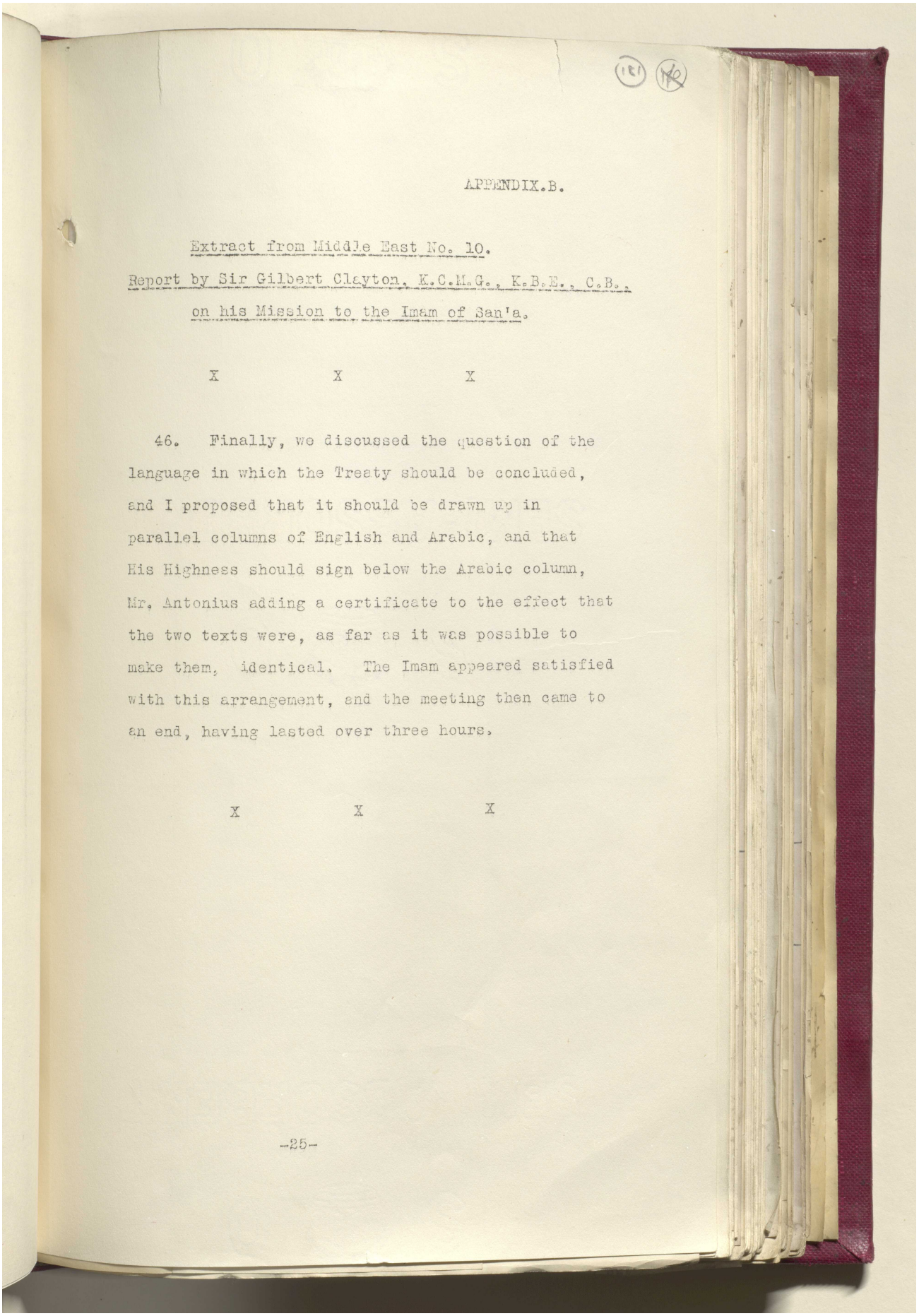

APPENDIX.B.

Extract from Middle East No. 10.

Report by Sir Gilbert Clayton, K.C.M.G., K.B.E., C.B., on his Mission to the Imam of San'a.

X X X

46. Finally, we discussed the question of the language in which the Treaty should be concluded, and I proposed that it should be drawn up in parallel columns of English and Arabic, and that His Highness should sign below the Arabic column, Mr. Antonius adding a certificate to the effect that the two texts were, as far as it was possible to make them, identical. The Imam appeared satisfied with this arrangement, and the meeting then came to an end, having lasted over three hours.

X X X

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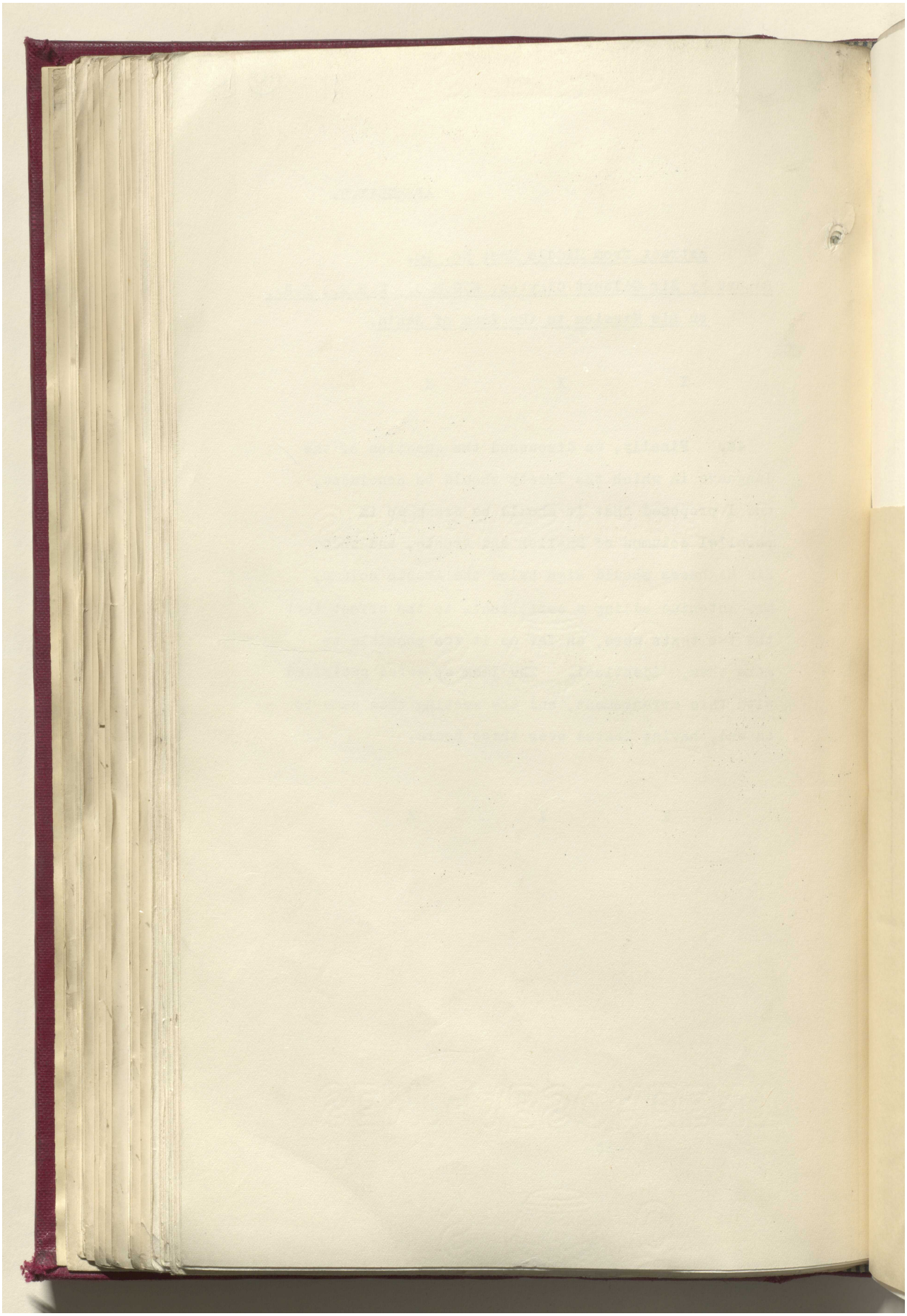

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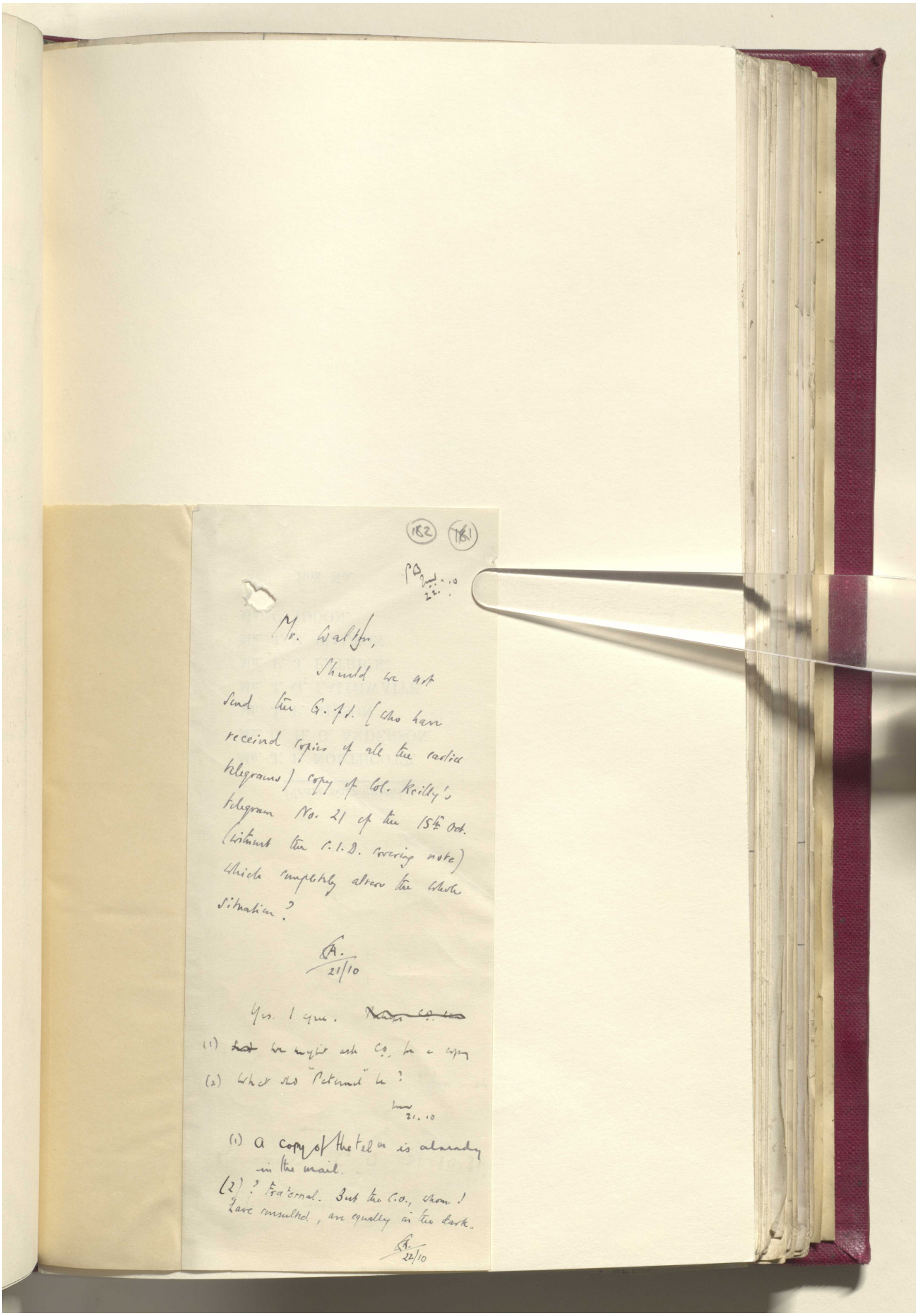

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182 181

Mr. Walton,

Should we not send the G. of I. (who have received copies of all the earlier telegrams) copy of Col. Reilly's telegram No. 21 of the 15th Oct. (without the C.I.D. covering note) which completely alters the whole situation?

A.
21/10

Yes. I agree. ~~[illegible]~~

(1) ~~[illegible]~~ We might ask C.O. for a copy

(2) What did "Paternal" be?

21.10

(1) A copy of the telm is already in the mail.

(2) ? Fraternal. But the C.O., whom I have consulted, are equally in the dark.

A.
22/10

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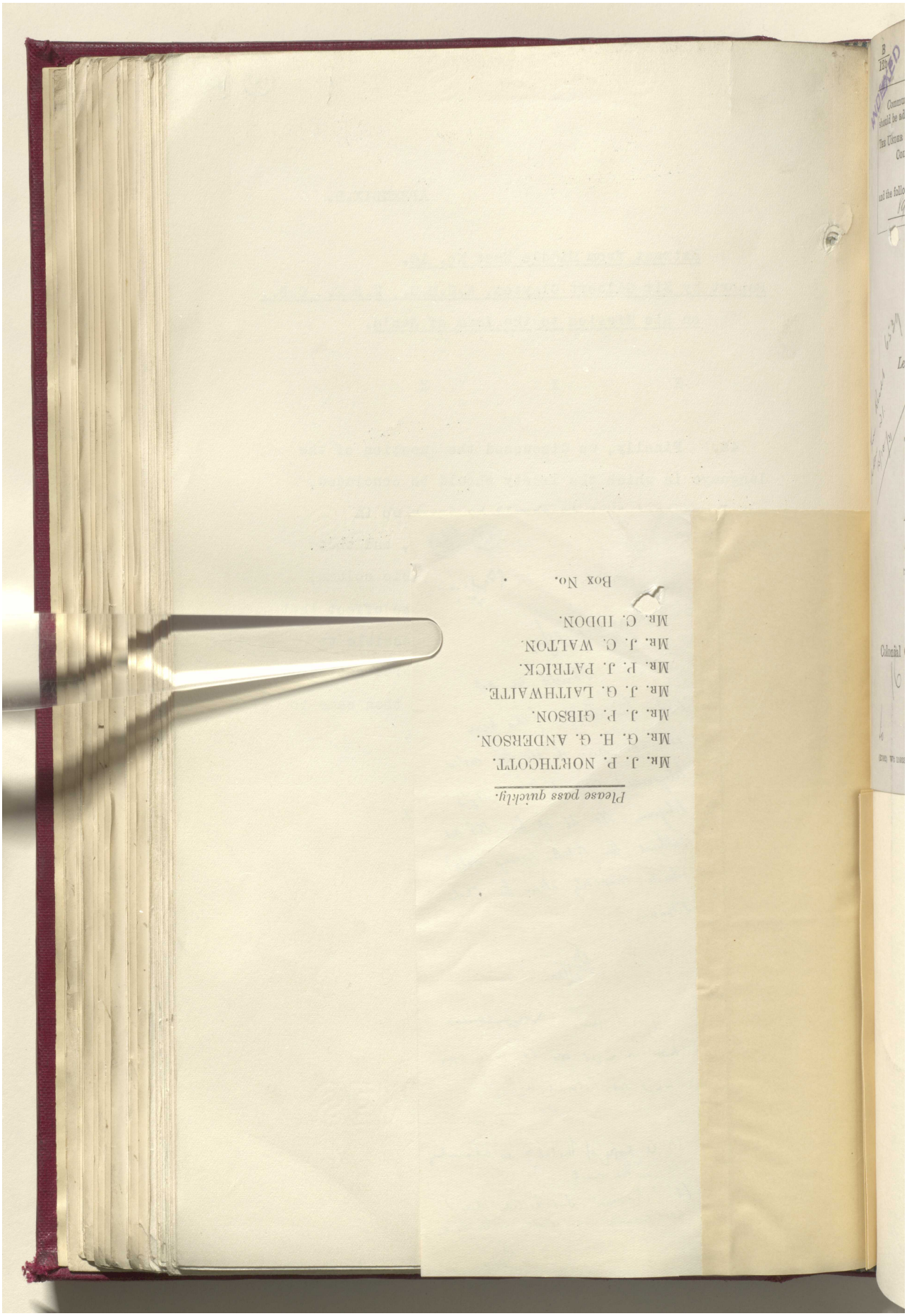
Please pass quickly.
Mr. J. P. NORTHCOTT.
Mr. G. H. G. ANDERSON.
Mr. J. P. GIBSON.
Mr. J. G. LAITHWAITE.
Mr. P. J. PATRICK.
Mr. J. C. WALTON.
Mr. C. IDDON.
Box No.

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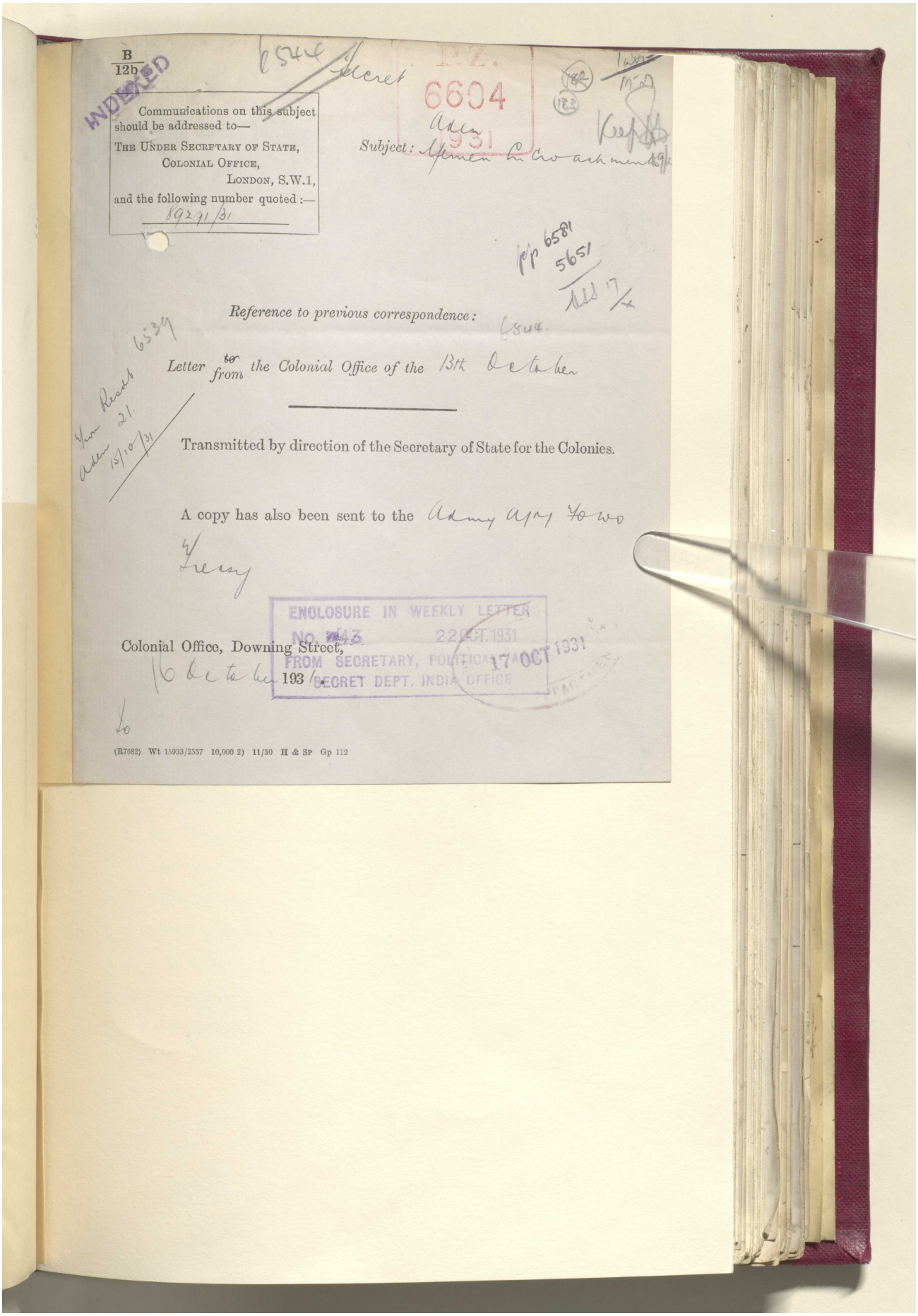

B
12b

INDEXED

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89271/31

Secret

P.Z. 6604
Aden 931

Subject: Yemen Correspondence

Reference to previous correspondence:

Letter ~~to~~ from the Colonial Office of the 13th October

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the Admiralty & War Office

Colonial Office, Downing Street,
16 October
193

ENCLOSURE IN WEEKLY LETTER
NO. 3443 22 OCT. 1931
FROM SECRETARY, POLITICAL AGENCY
SECRET DEPT. INDIA OFFICE
17 OCT 1931

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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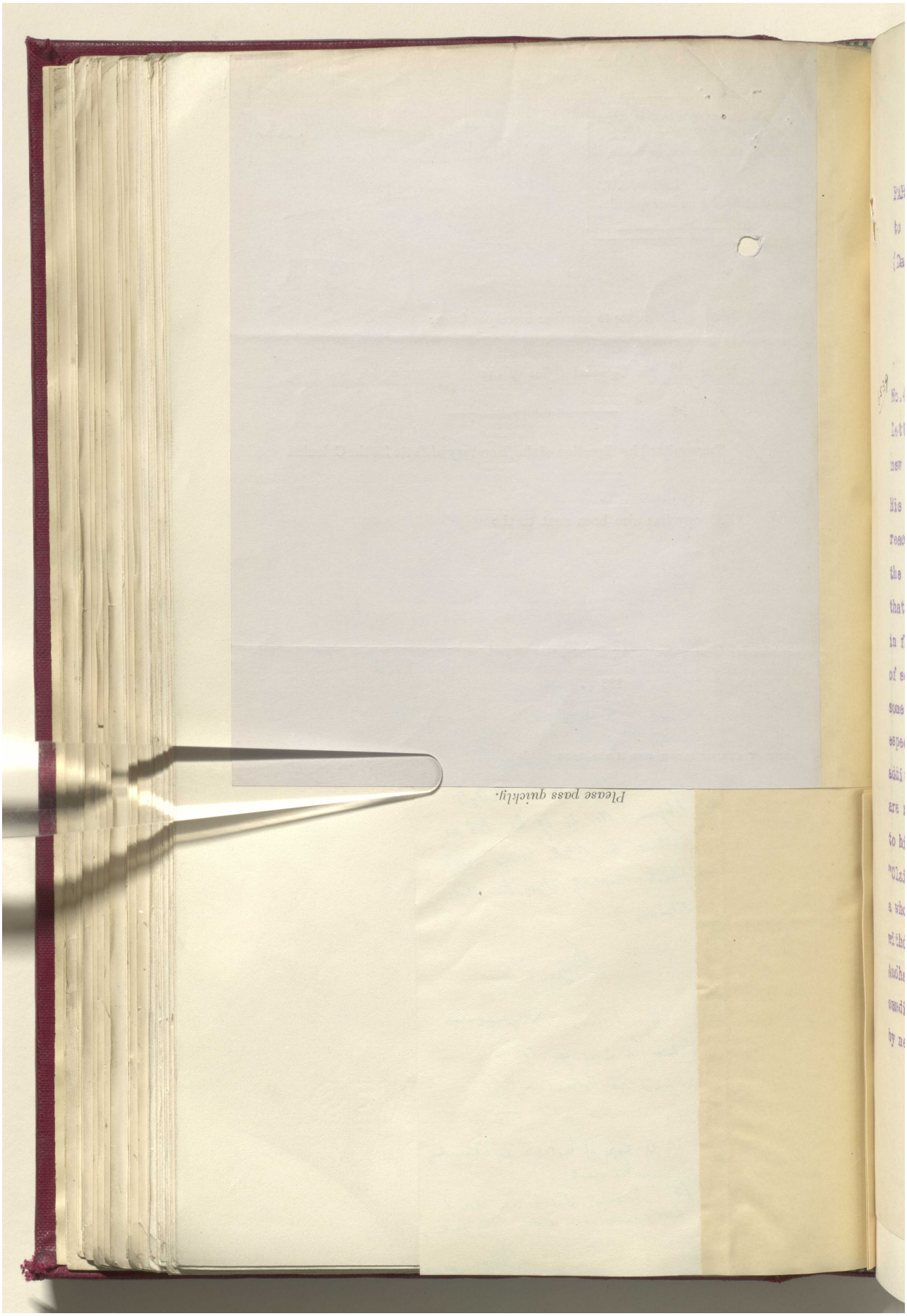


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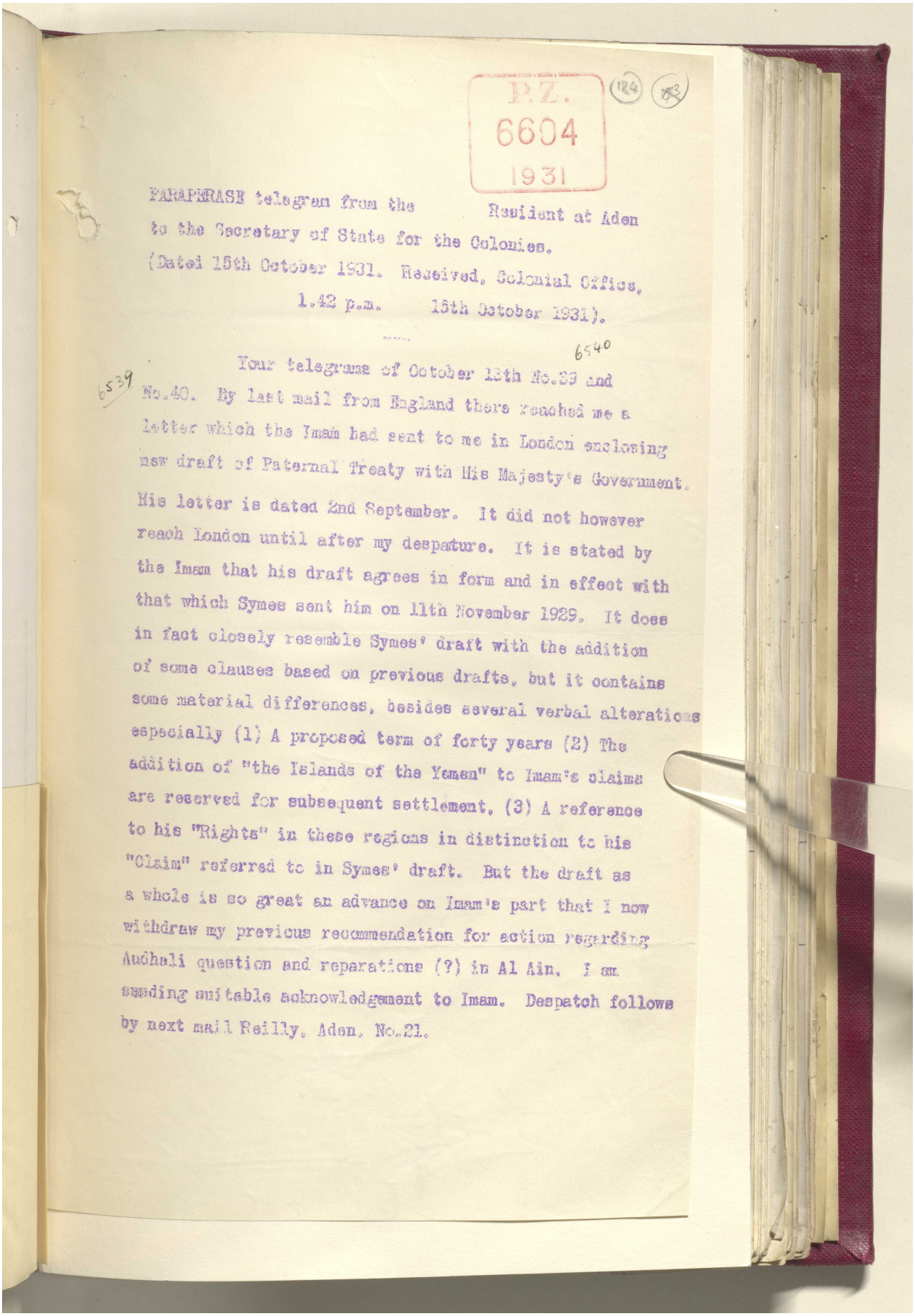

P.Z.
6604
1931

(184) (183)

PARAPHRASE telegram from the Resident at Aden
to the Secretary of State for the Colonies.
(Dated 15th October 1931. Received, Colonial Office,
1.42 p.m. 15th October 1931).

6540

6539 Your telegrams of October 13th No.39 and No.40. By last mail from England there reached me a letter which the Imam had sent to me in London enclosing new draft of Paternal Treaty with His Majesty's Government. His letter is dated 2nd September. It did not however reach London until after my despature. It is stated by the Imam that his draft agrees in form and in effect with that which Symes sent him on 11th November 1929. It does in fact closely resemble Symes' draft with the addition of some clauses based on previous drafts, but it contains some material differences, besides several verbal alterations especially (1) A proposed term of forty years (2) The addition of "the Islands of the Yemen" to Imam's claims are reserved for subsequent settlement, (3) A reference to his "Rights" in these regions in distinction to his "Claim" referred to in Symes' draft. But the draft as a whole is so great an advance on Imam's part that I now withdraw my previous recommendation for action regarding Audhali question and reparations (?) in Al Ain. I am sending suitable acknowledgement to Imam. Despatch follows by next mail Reilly. Aden. No.21.

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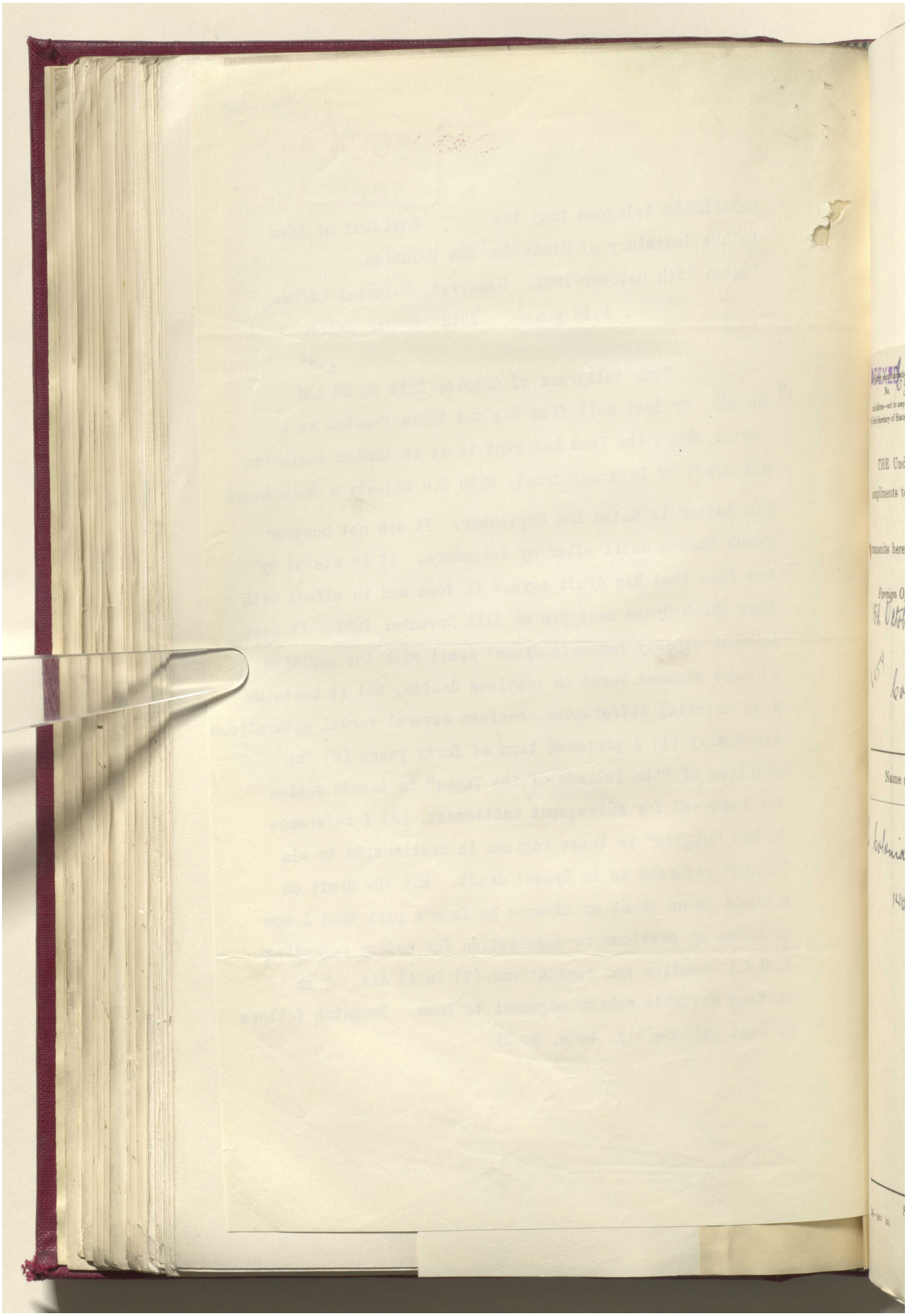

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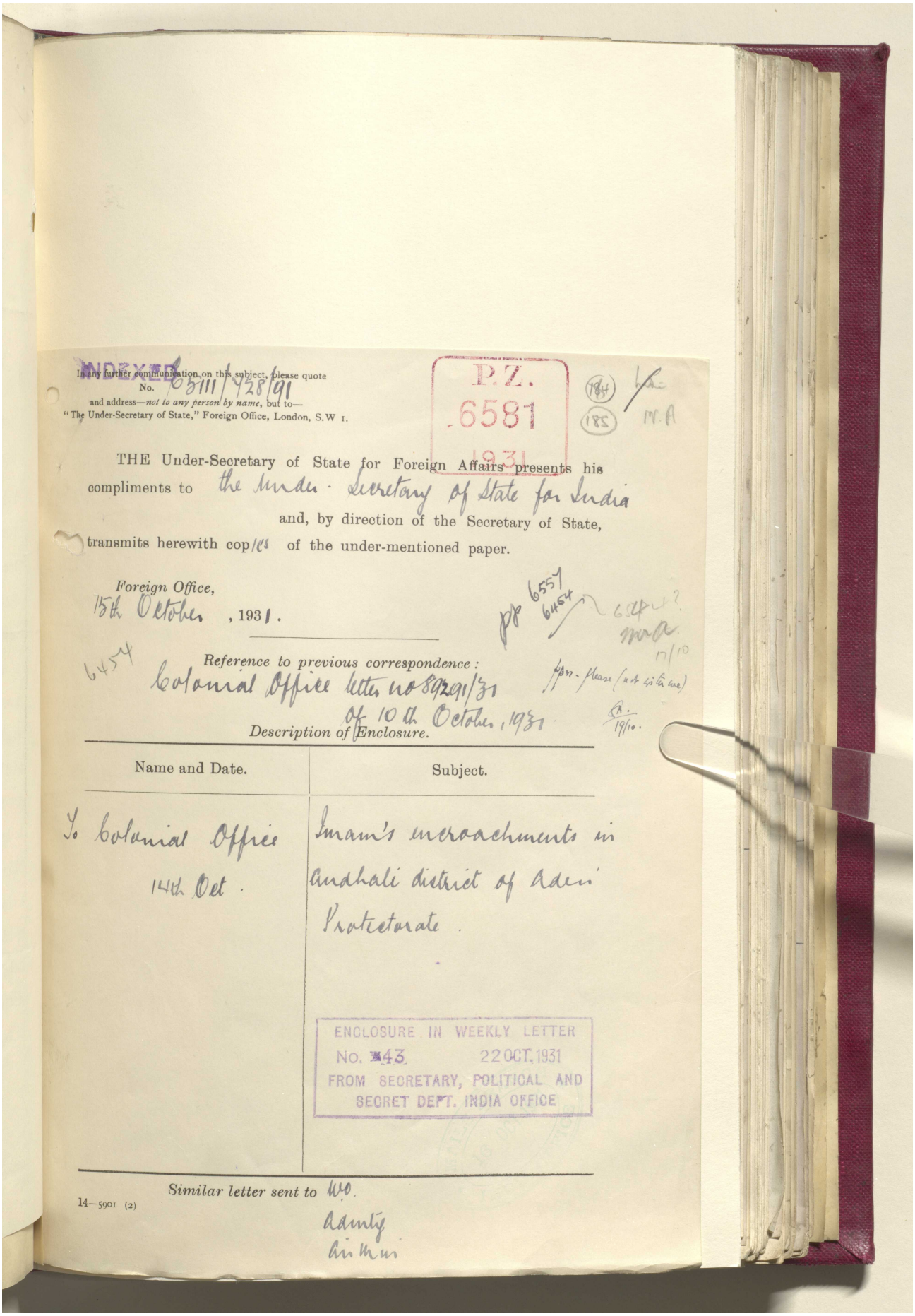

INDEXED

In any further communication on this subject, please quote No. E 5111/428/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W 1.

P.Z. 6581 1931

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India
and, by direction of the Secretary of State,
transmits herewith copies of the under-mentioned paper.

*Foreign Office,*
15th October, 1931.

*Reference to previous correspondence:*
Colonial Office letter no 892/91/31
of 10th October, 1931

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| To Colonial Office 14th Oct. | Imam's encroachments in Audhali district of Aden Protectorate. |

ENCLOSURE IN WEEKLY LETTER
No. 43 22 OCT. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

*Similar letter sent to* WO.
Admty
Air Min

14—5901 (2)

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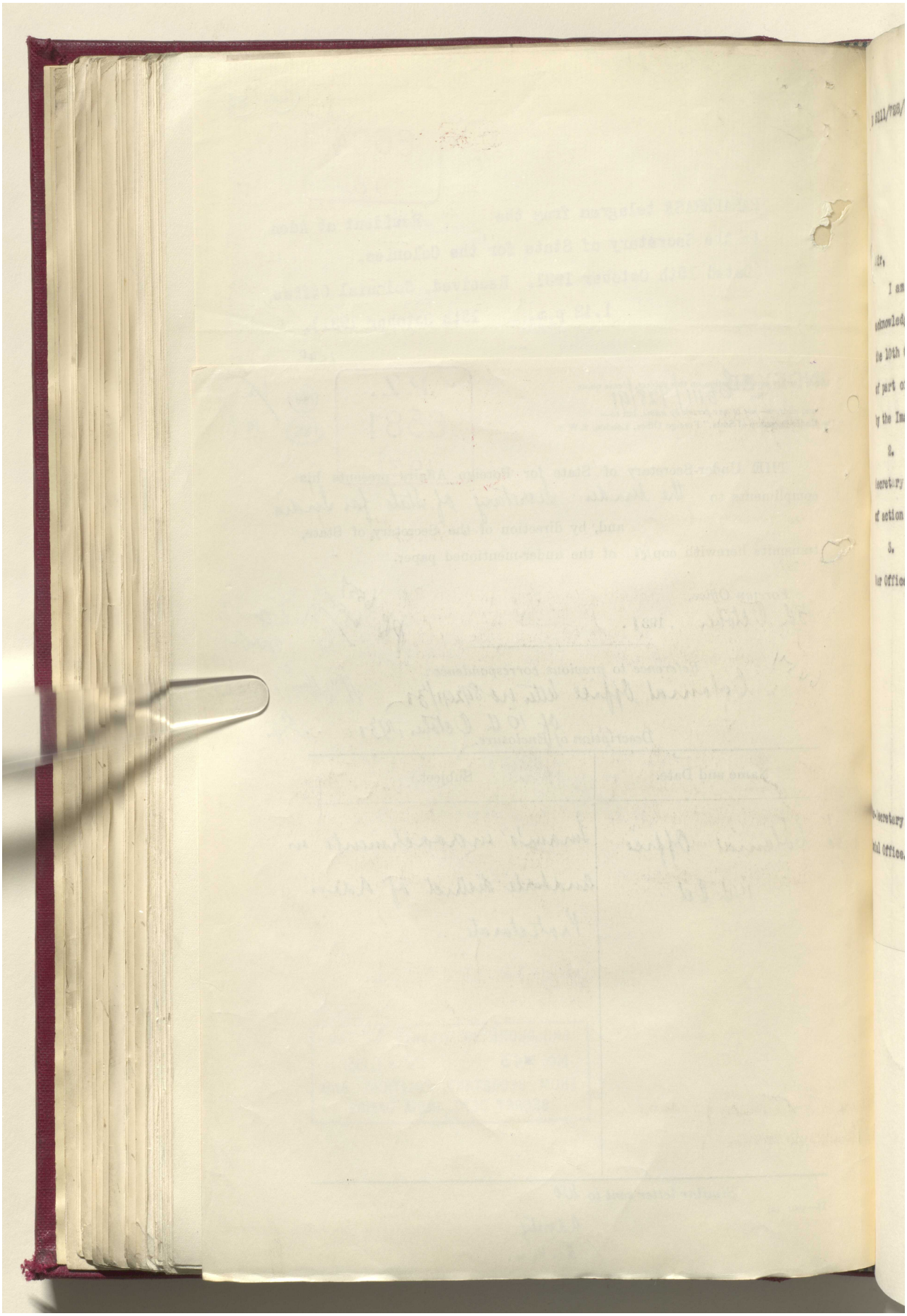

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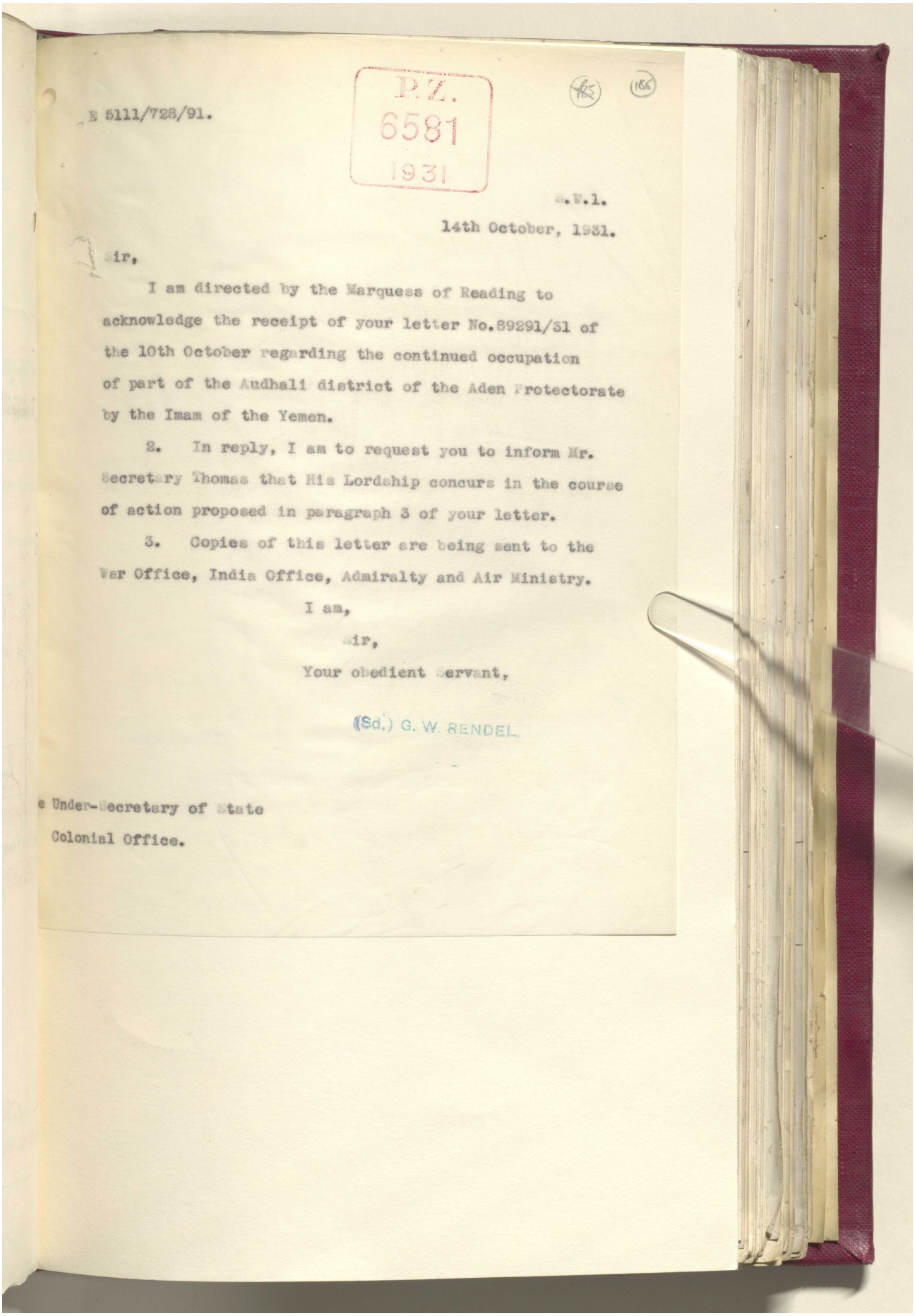

P.Z.
6581
1931

E 5111/728/91.

S.W.1.

14th October, 1931.

Sir,

I am directed by the Marquess of Reading to acknowledge the receipt of your letter No.89291/31 of the 10th October regarding the continued occupation of part of the Audhali district of the Aden Protectorate by the Imam of the Yemen.

2. In reply, I am to request you to inform Mr. Secretary Thomas that His Lordship concurs in the course of action proposed in paragraph 3 of your letter.

3. Copies of this letter are being sent to the War Office, India Office, Admiralty and Air Ministry.

I am,

Sir,

Your obedient Servant,

(Sd.) G. W. RENDEL.

e Under-Secretary of State

Colonial Office.

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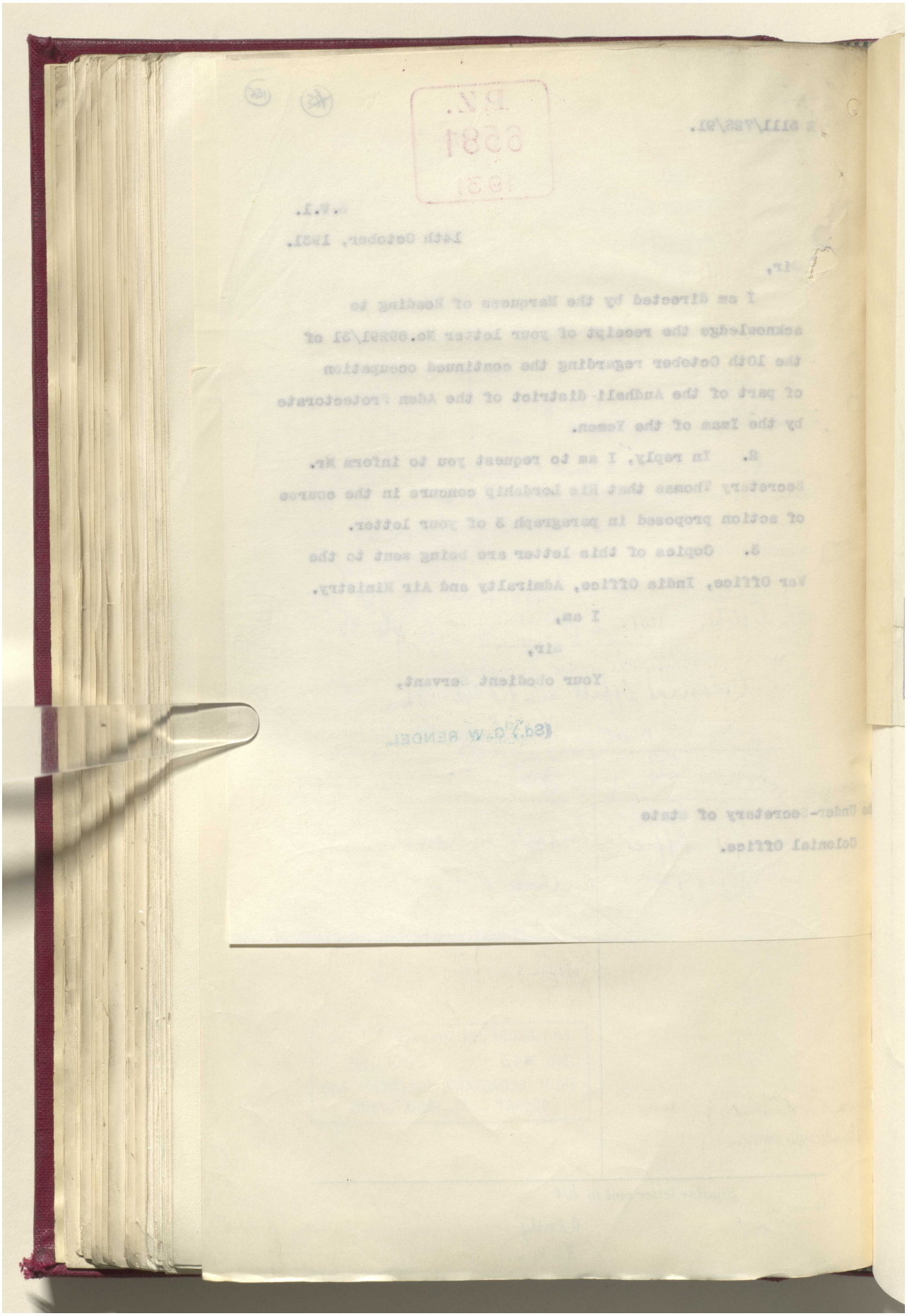

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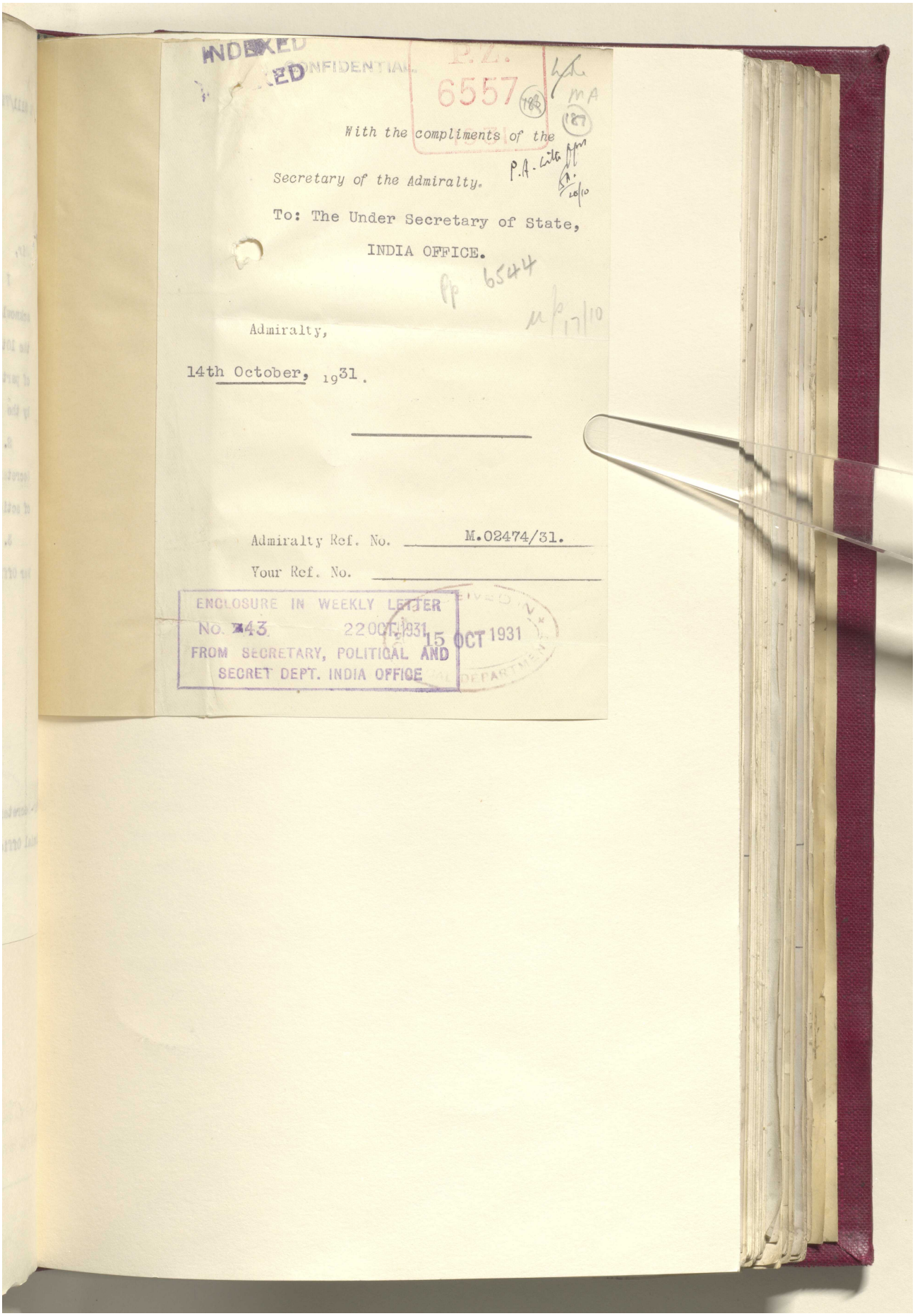

INDEXED CONFIDENTIAL P.Z. 6557

With the compliments of the

Secretary of the Admiralty.

To: The Under Secretary of State,

INDIA OFFICE.

Admiralty,

14th October, 1931.

Admiralty Ref. No. M.02474/31.

Your Ref. No.

ENCLOSURE IN WEEKLY LETTER
No. 43 22 OCT 1931
FROM SECRETARY, POLITICAL AND
SECRET DEPT. INDIA OFFICE

15 OCT 1931

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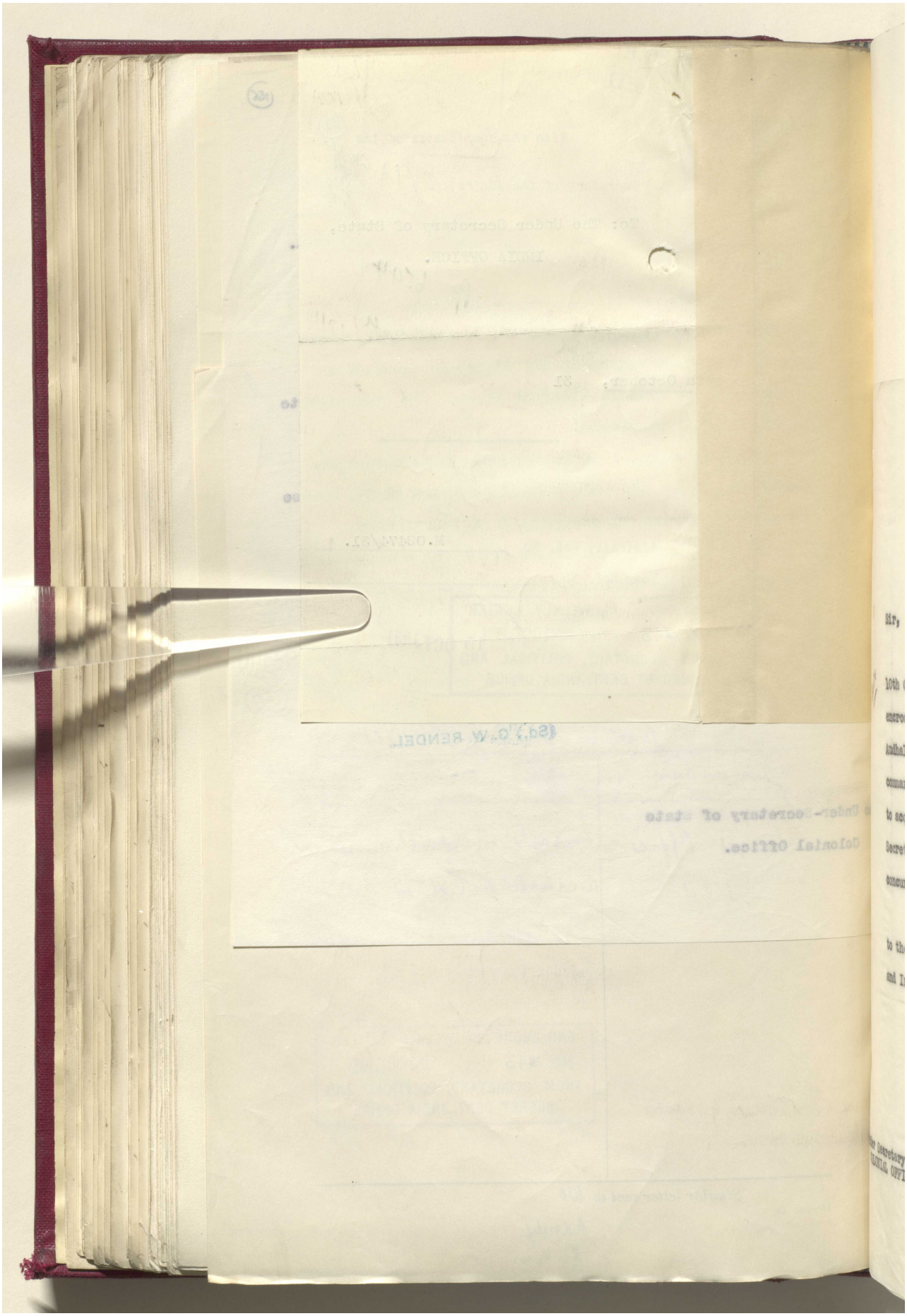

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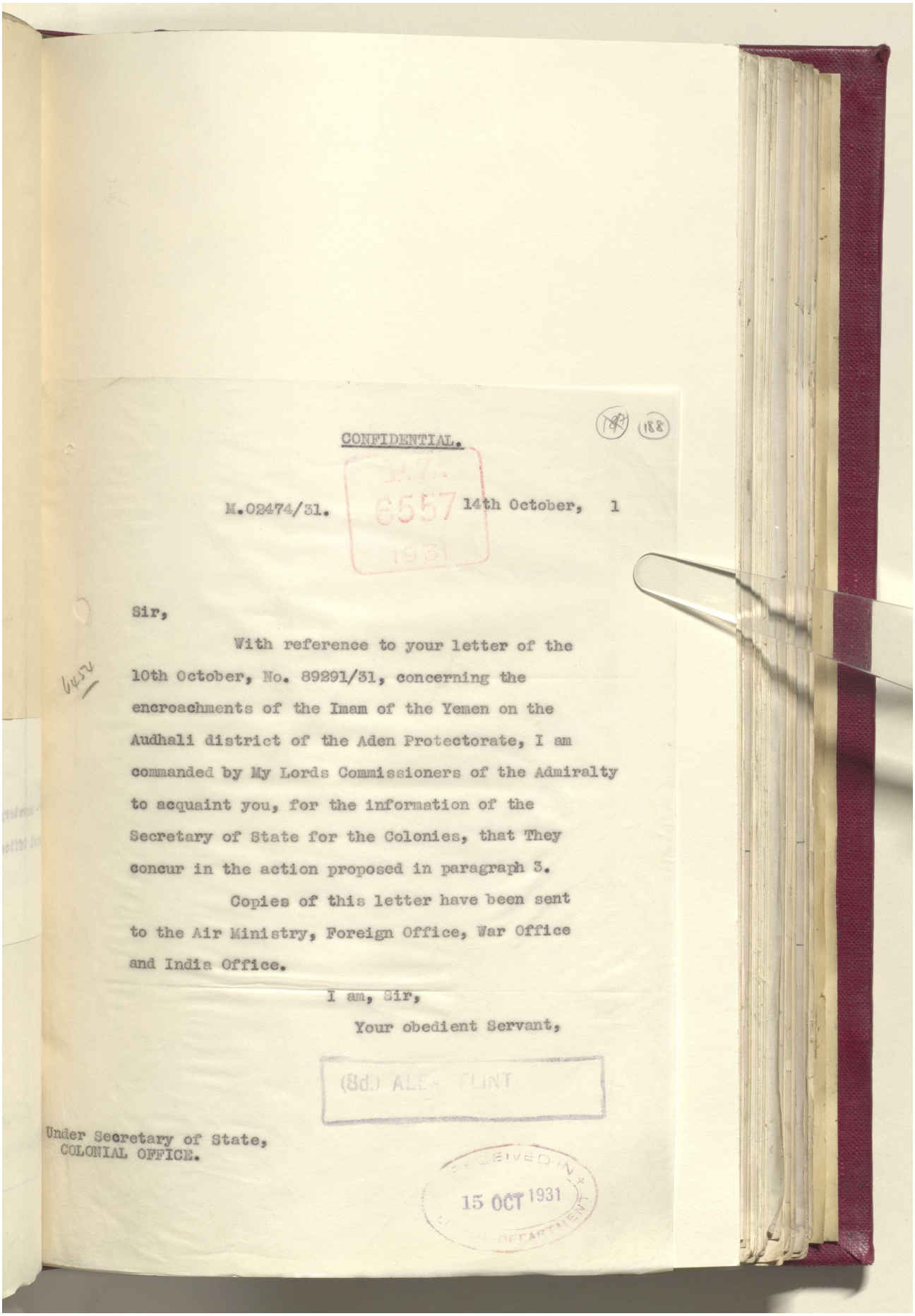

CONFIDENTIAL.

M.02474/31. 14th October, 1

Sir,

With reference to your letter of the 10th October, No. 89291/31, concerning the encroachments of the Imam of the Yemen on the Audhali district of the Aden Protectorate, I am commanded by My Lords Commissioners of the Admiralty to acquaint you, for the information of the Secretary of State for the Colonies, that They concur in the action proposed in paragraph 3.

Copies of this letter have been sent to the Air Ministry, Foreign Office, War Office and India Office.

I am, Sir,

Your obedient Servant,

(Sd.) ALEX. FLINT

Under Secretary of State,
COLONIAL OFFICE.

RECEIVED IN
15 OCT 1931
DEPARTMENT

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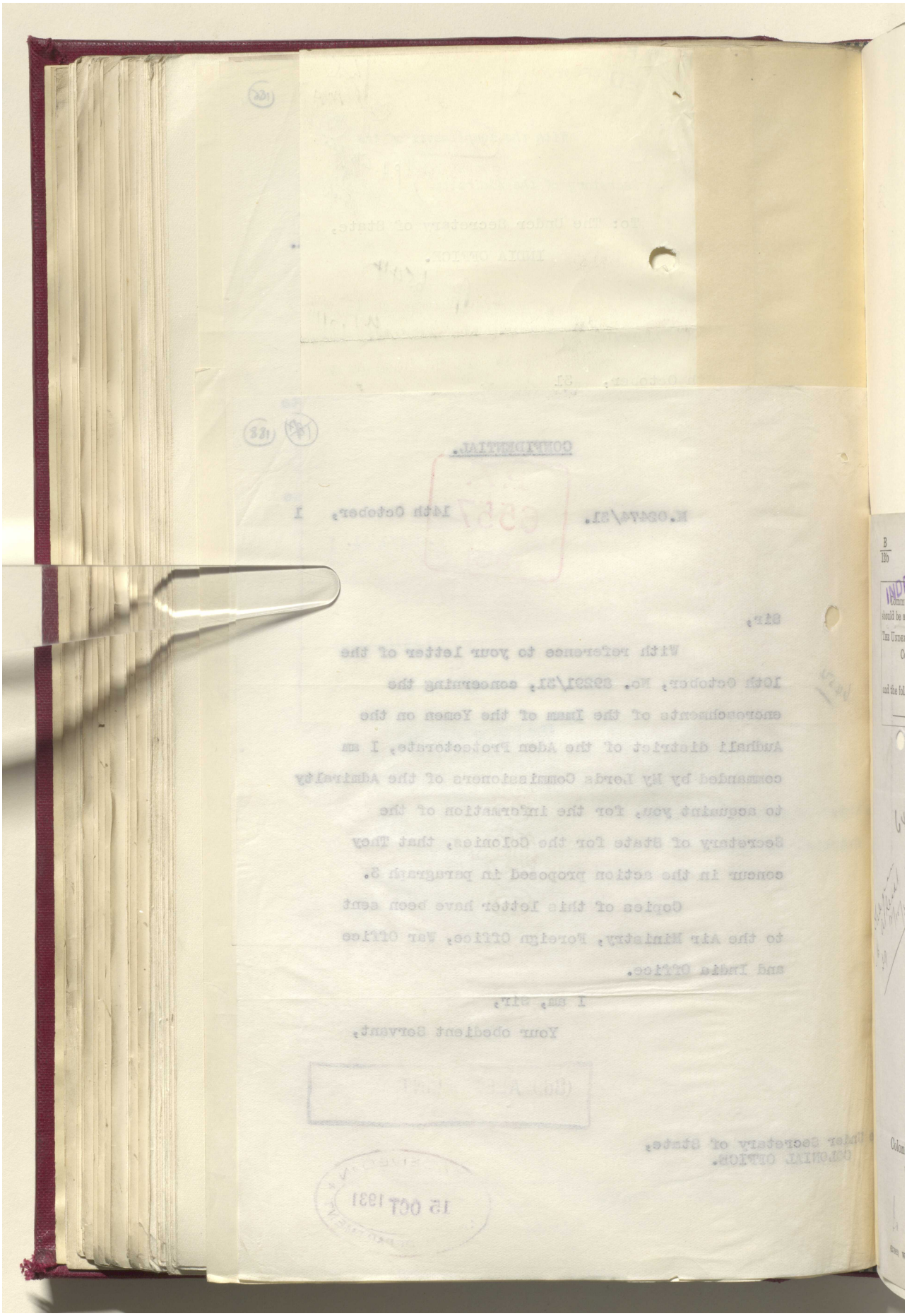

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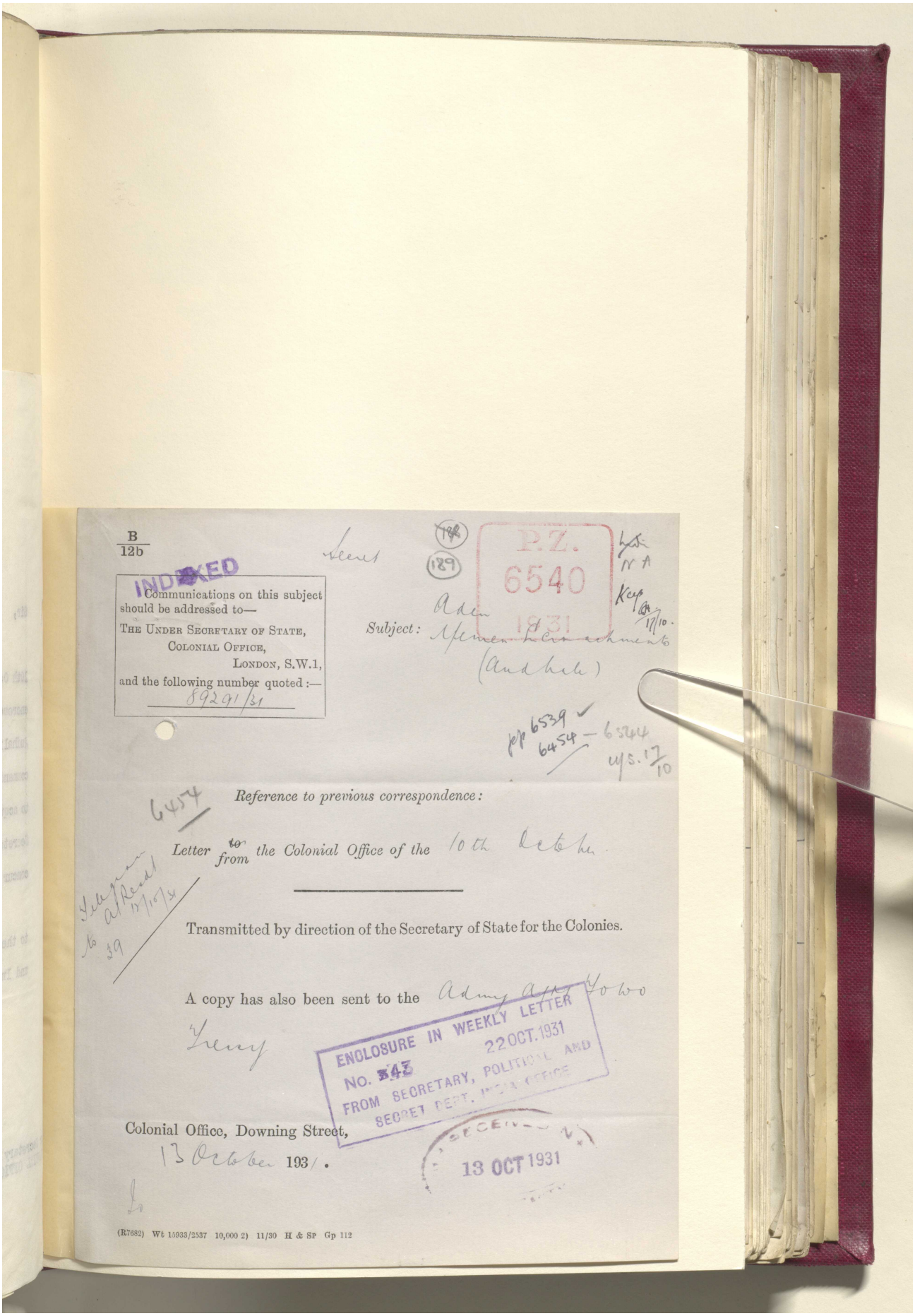

B
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Secret

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(189)

P.Z.
6540
1931

INDEXED

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89291/31

Subject: Aden
Yemen Encroachments
(Audhali)

pp 6539 ✓
6454 — 6544
u/s. 17/10

6454

*Reference to previous correspondence:*

*Letter* ~~to~~ *from the Colonial Office of the* 10th October

Telegram to Al Resdt 17/10/31
39

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the Admy Agt Yowo
Treasy

ENCLOSURE IN WEEKLY LETTER
No. 343
22 OCT. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

Colonial Office, Downing Street,
13 October 1931.

SECRET
13 OCT 1931

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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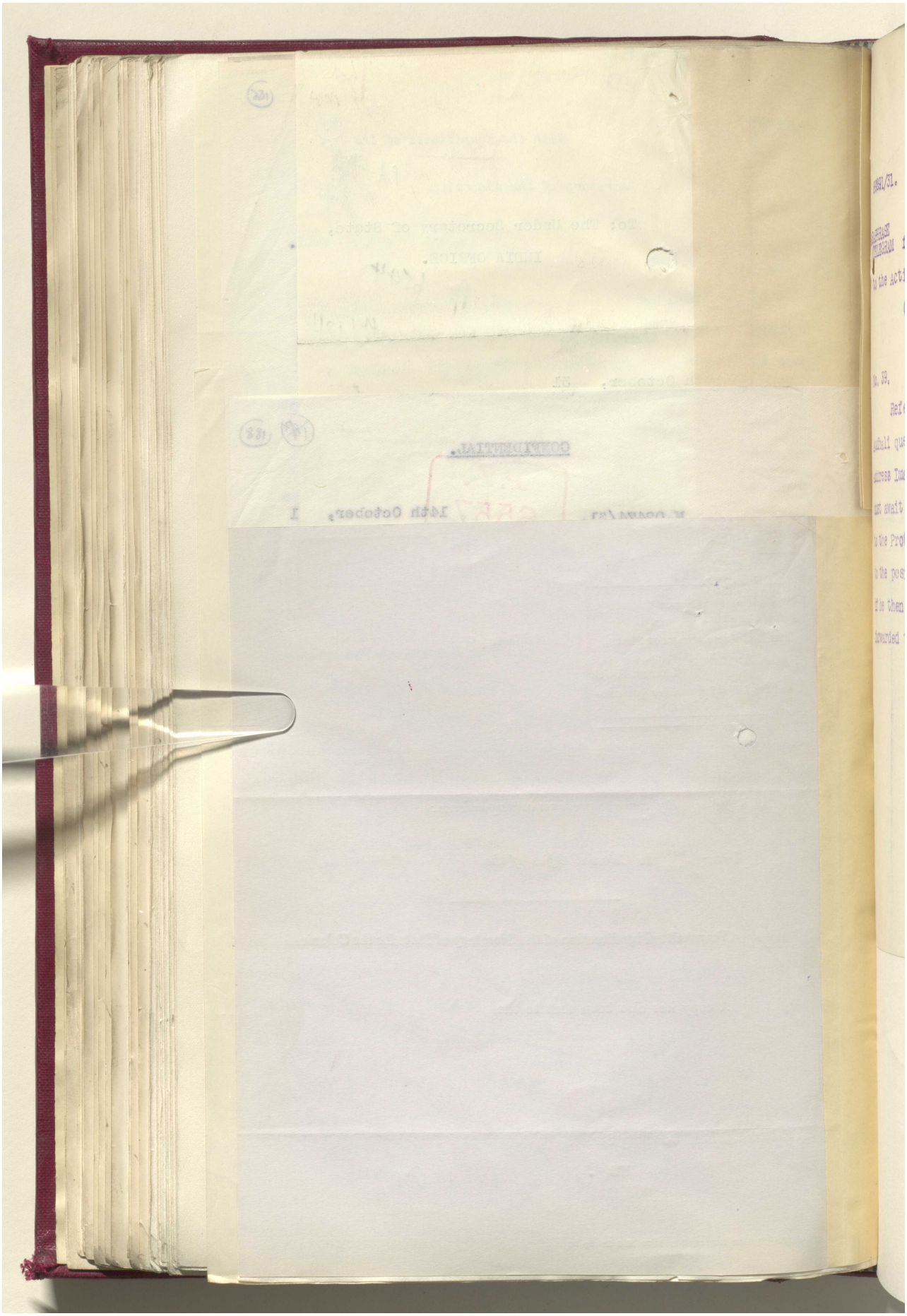

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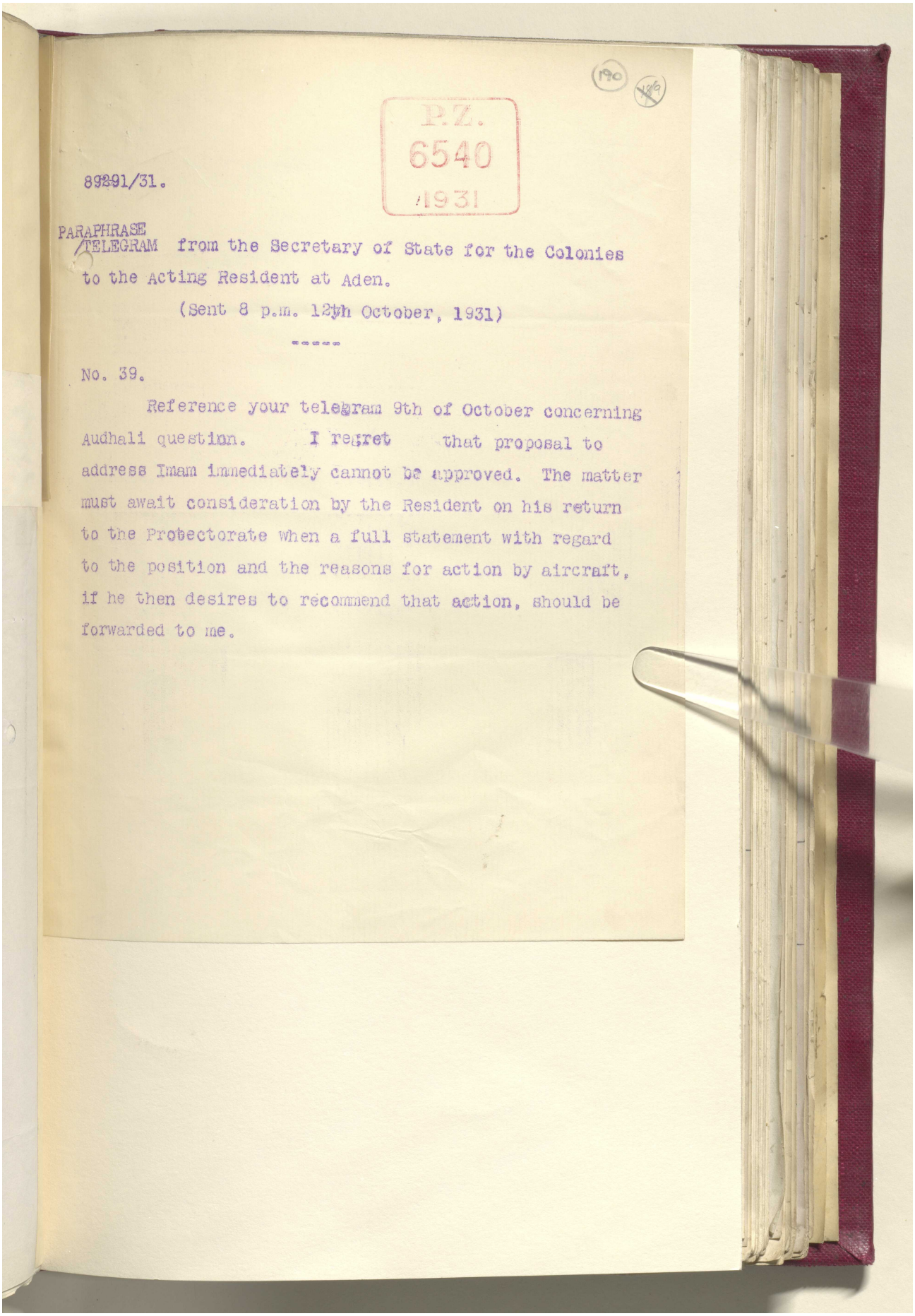

P.Z.
6540
1931

89291/31.

PARAPHRASE
TELEGRAM from the Secretary of State for the Colonies
to the Acting Resident at Aden.

(Sent 8 p.m. 12th October, 1931)

---

No. 39.

Reference your telegram 9th of October concerning Audhali question. I regret that proposal to address Imam immediately cannot be approved. The matter must await consideration by the Resident on his return to the Protectorate when a full statement with regard to the position and the reasons for action by aircraft, if he then desires to recommend that action, should be forwarded to me.

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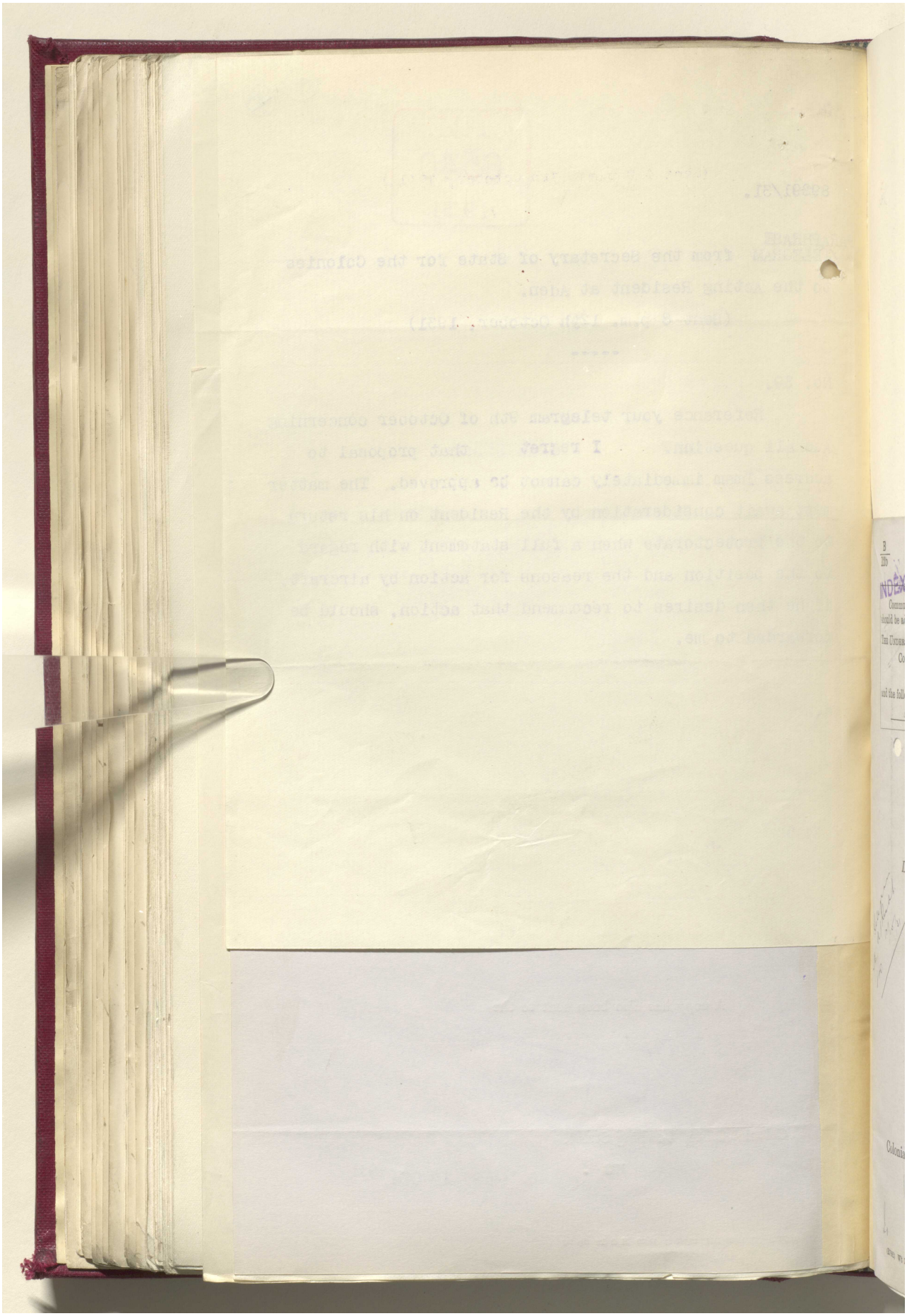

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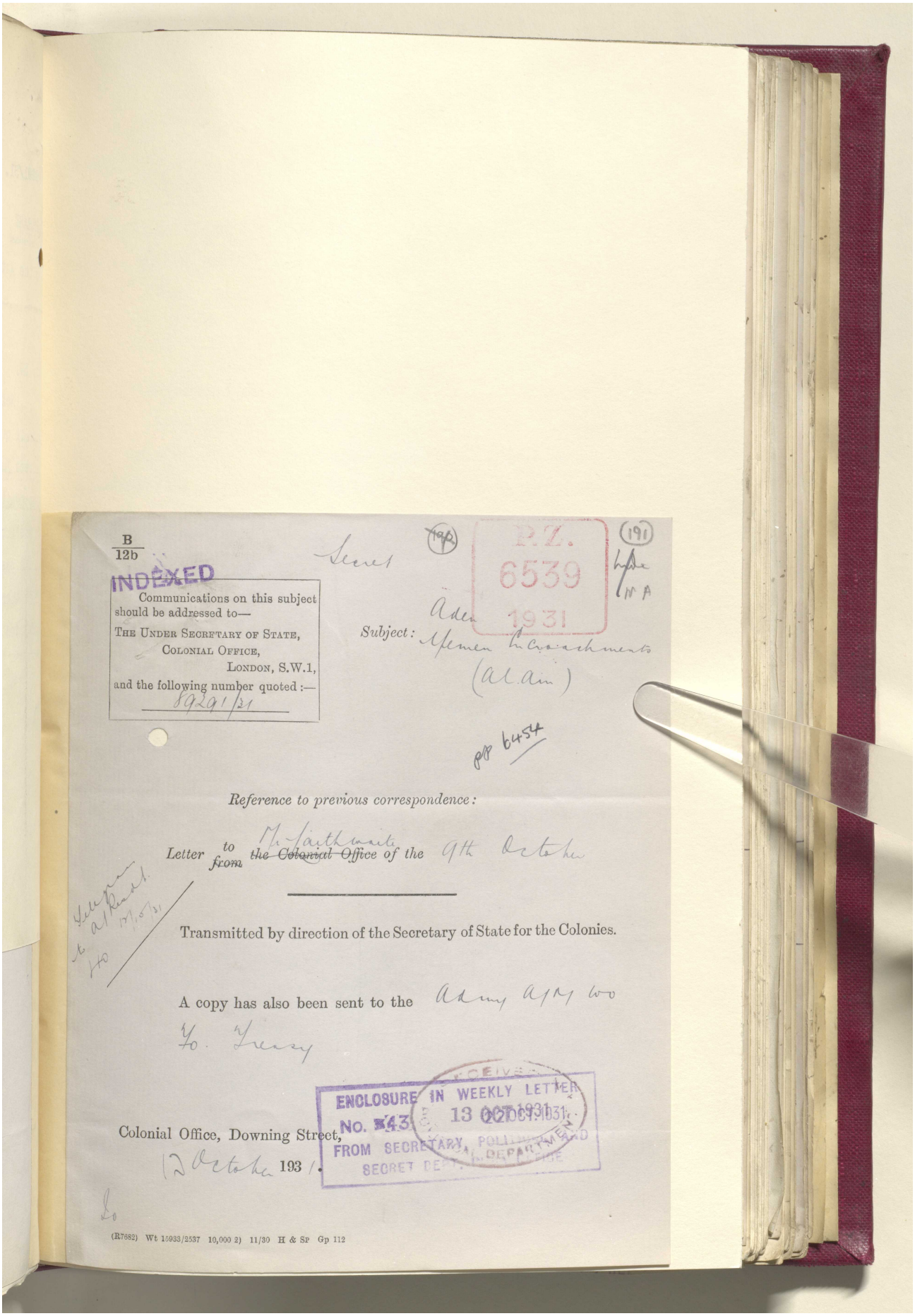

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INDEXED

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COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89291/31

Secret

(192)

P.Z.
6539
1931

(191)

Subject: Aden Yemen Encroachments (Al Ain)

pp 6454

*Reference to previous correspondence:*

Letter to ~~from~~ ~~the Colonial Office~~ Mr Faithwaite of the 9th October

Telegram to A/Resd. 17/10/31 HO

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the Admy A/M WO To. Treasy

ENCLOSURE IN WEEKLY LETTER
No. 43
FROM SECRETARY, POLITICAL DEPARTMENT
SECRET DEPT. INDIA OFFICE
RECEIVED
13 OCT 1931

Colonial Office, Downing Street,
13 October 1931.

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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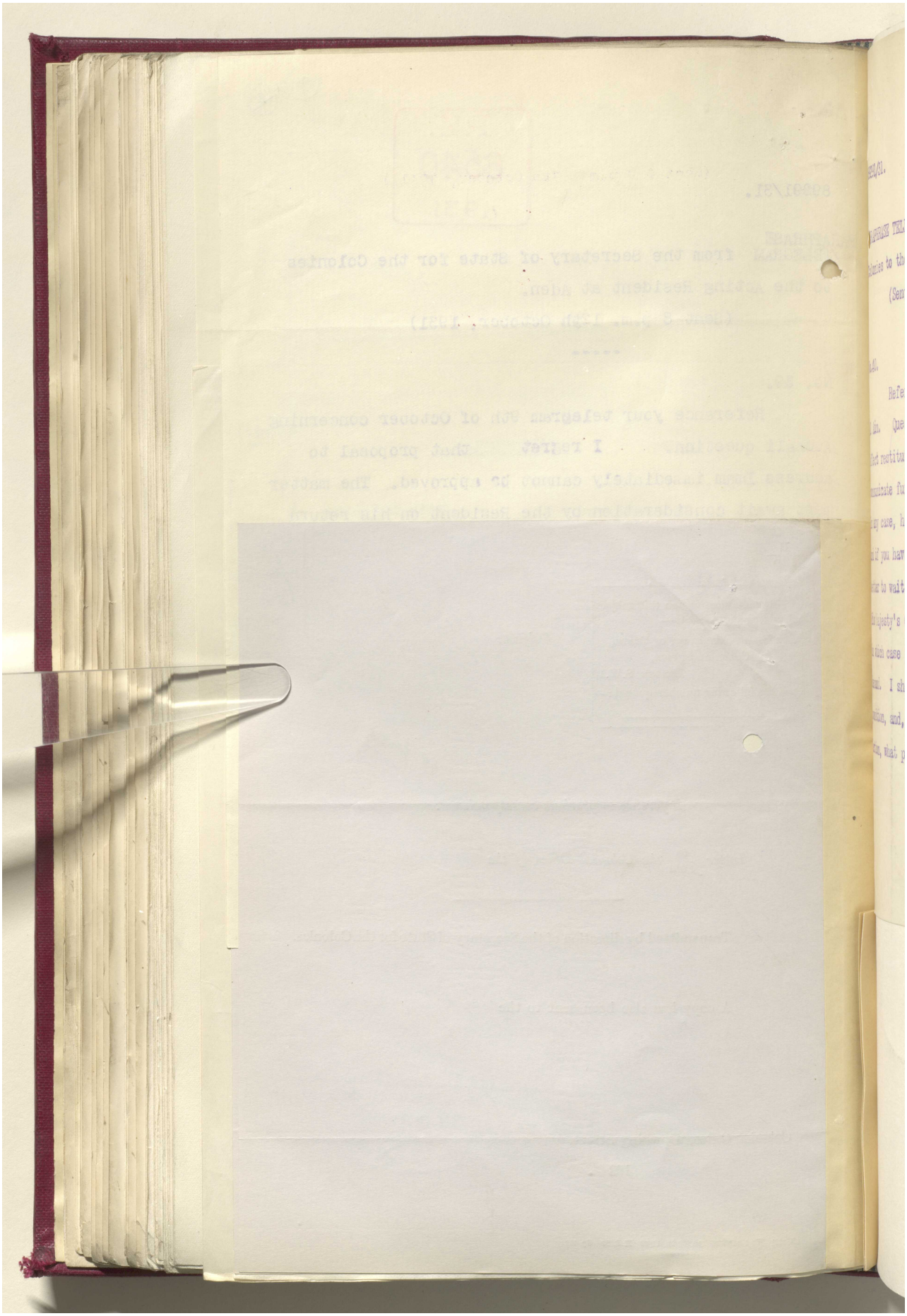

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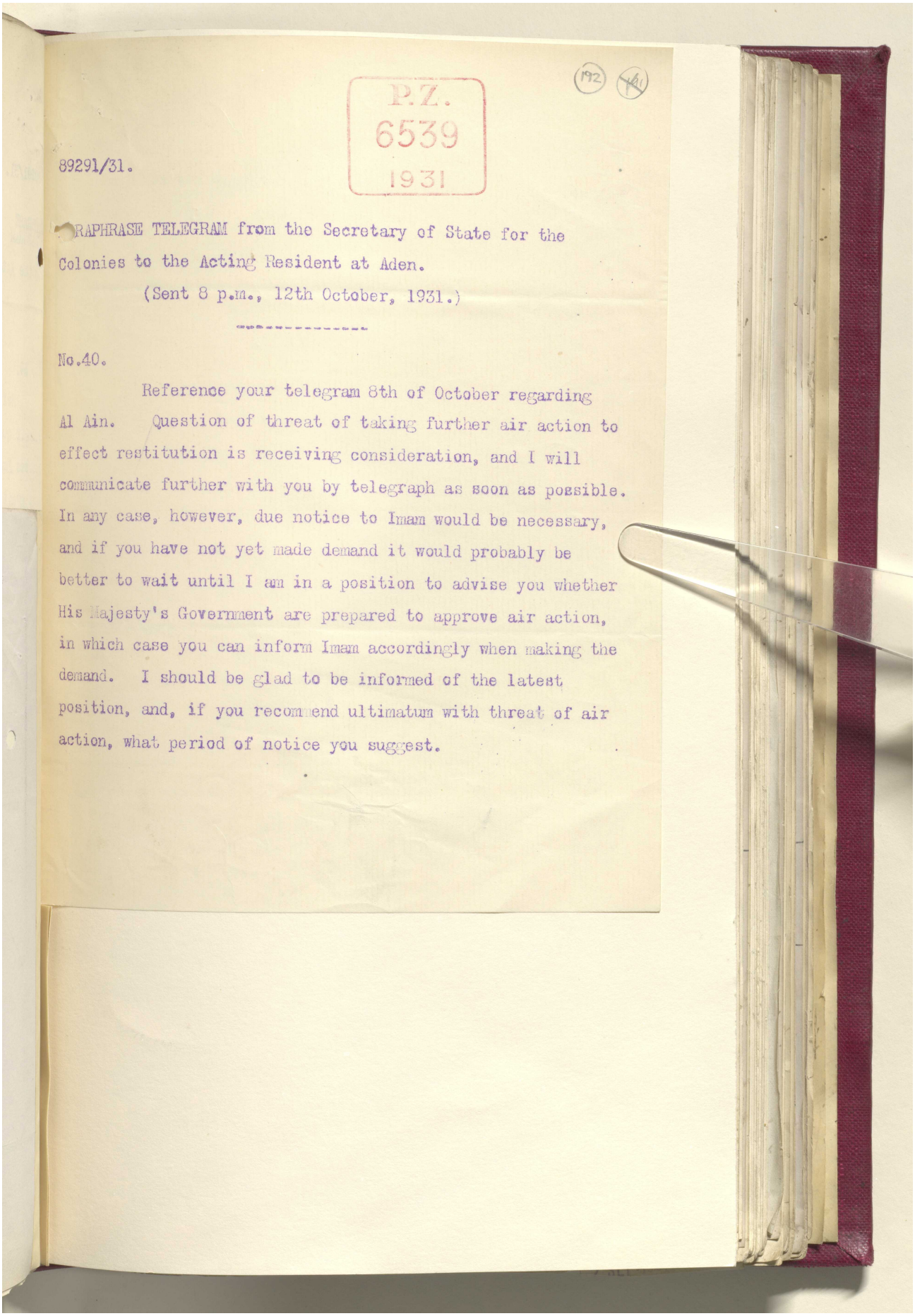

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1931

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89291/31.

PARAPHRASE TELEGRAM from the Secretary of State for the Colonies to the Acting Resident at Aden.

(Sent 8 p.m., 12th October, 1931.)

No.40.

Reference your telegram 8th of October regarding Al Ain. Question of threat of taking further air action to effect restitution is receiving consideration, and I will communicate further with you by telegraph as soon as possible. In any case, however, due notice to Imam would be necessary, and if you have not yet made demand it would probably be better to wait until I am in a position to advise you whether His Majesty's Government are prepared to approve air action, in which case you can inform Imam accordingly when making the demand. I should be glad to be informed of the latest position, and, if you recommend ultimatum with threat of air action, what period of notice you suggest.

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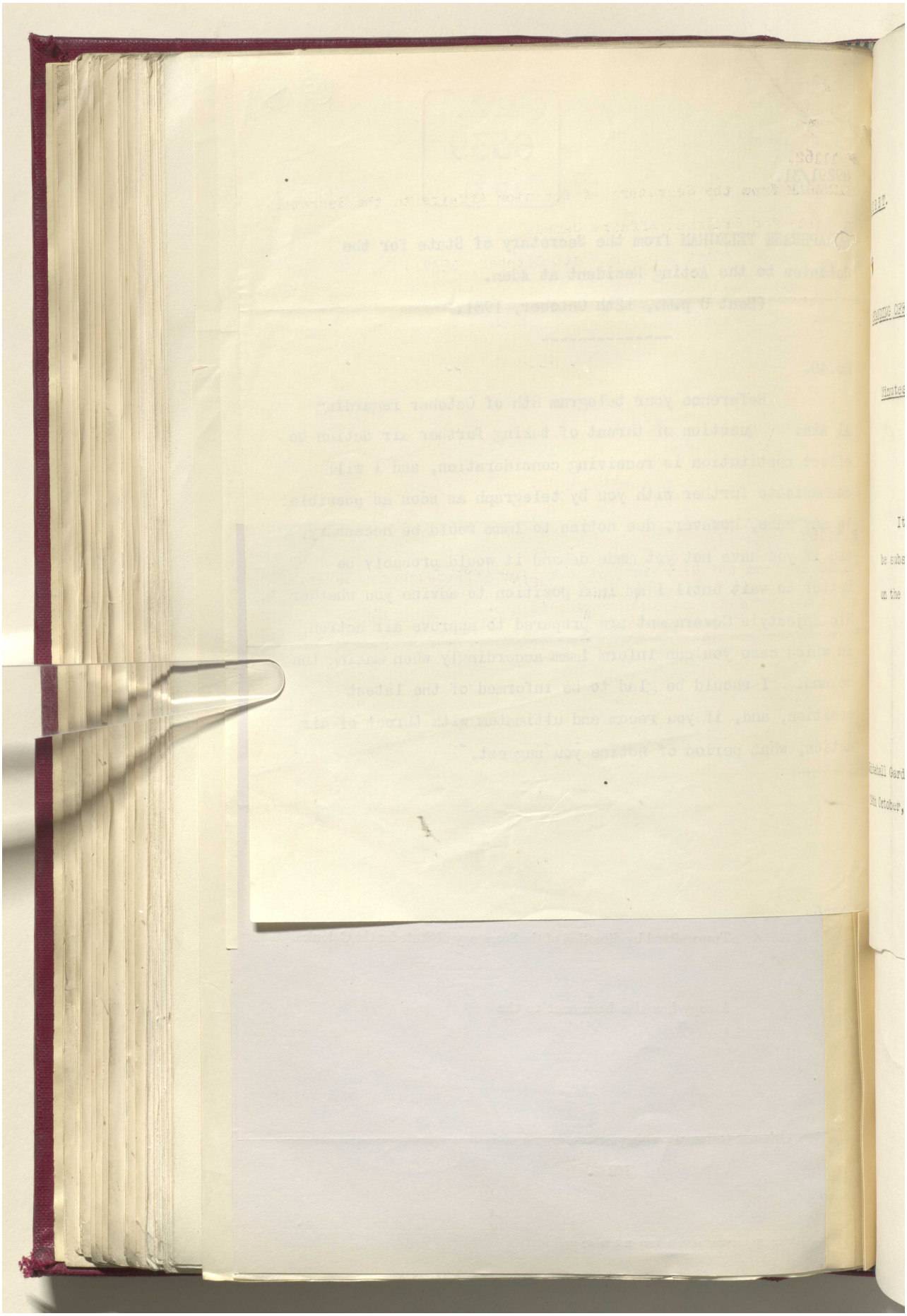

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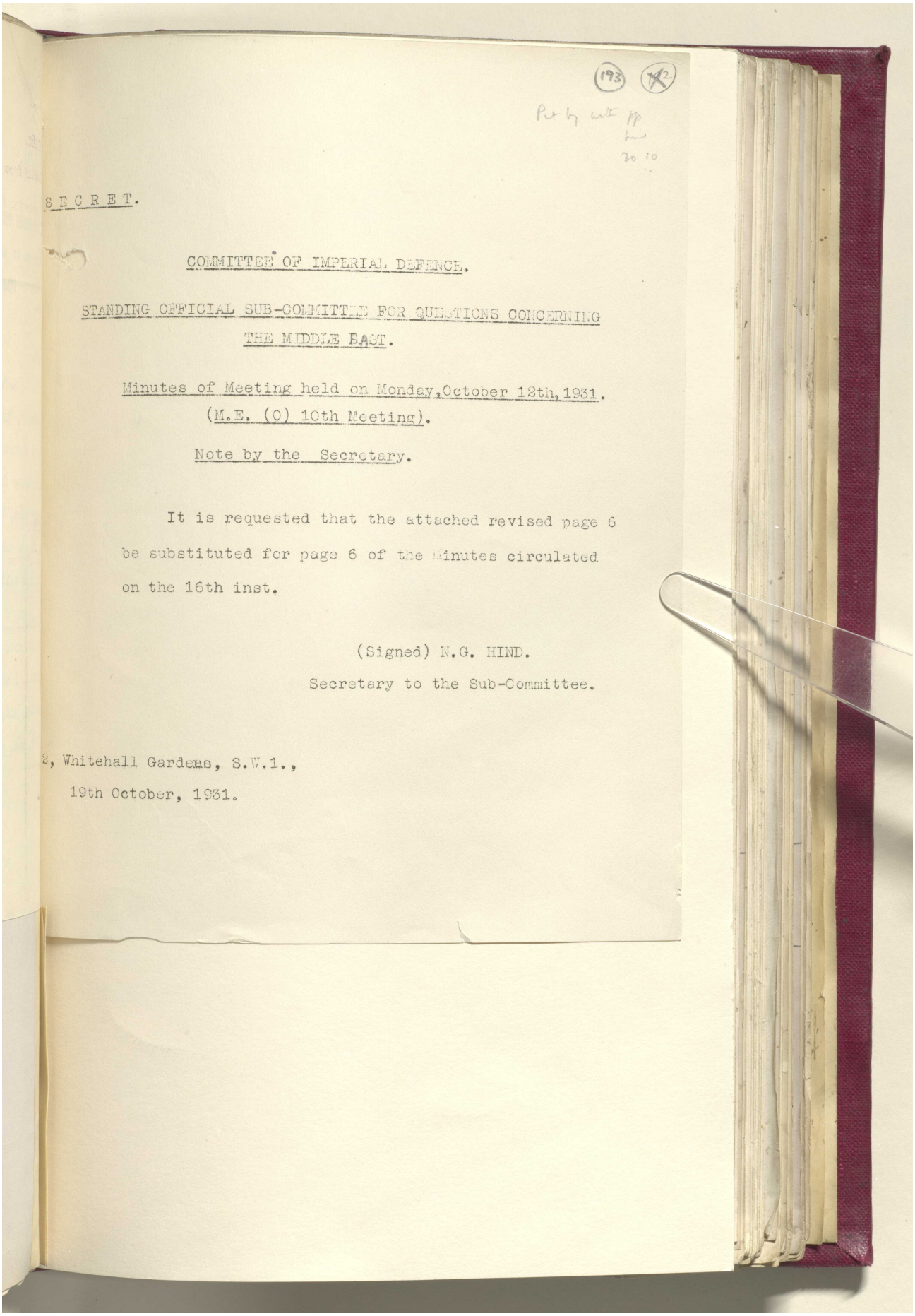

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

Minutes of Meeting held on Monday, October 12th, 1931.
(M.E. (O) 10th Meeting).

Note by the Secretary.

It is requested that the attached revised page 6 be substituted for page 6 of the Minutes circulated on the 16th inst.

(Signed) N.G. HIND.
Secretary to the Sub-Committee.

2, Whitehall Gardens, S.W.1.,
19th October, 1931.

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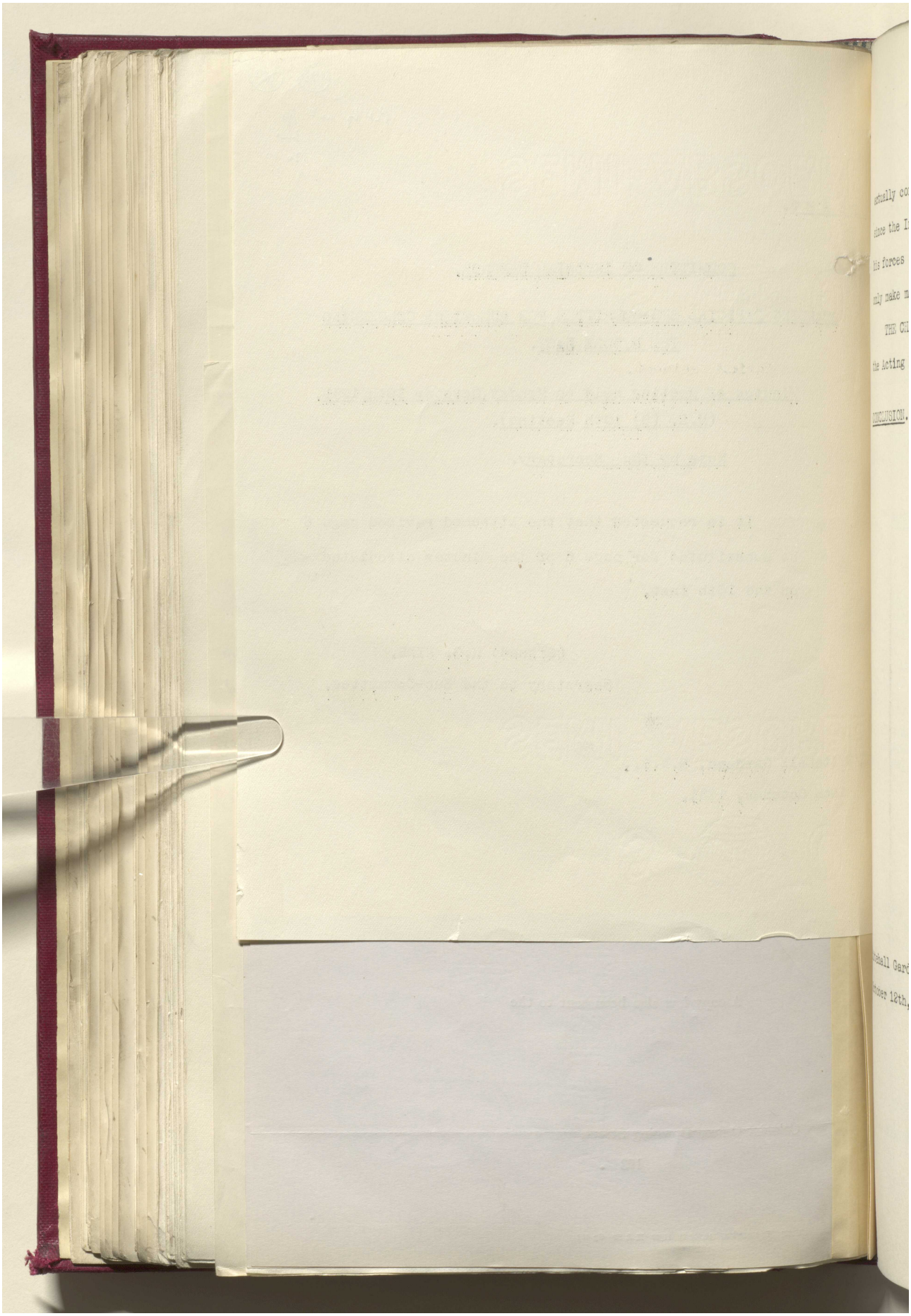

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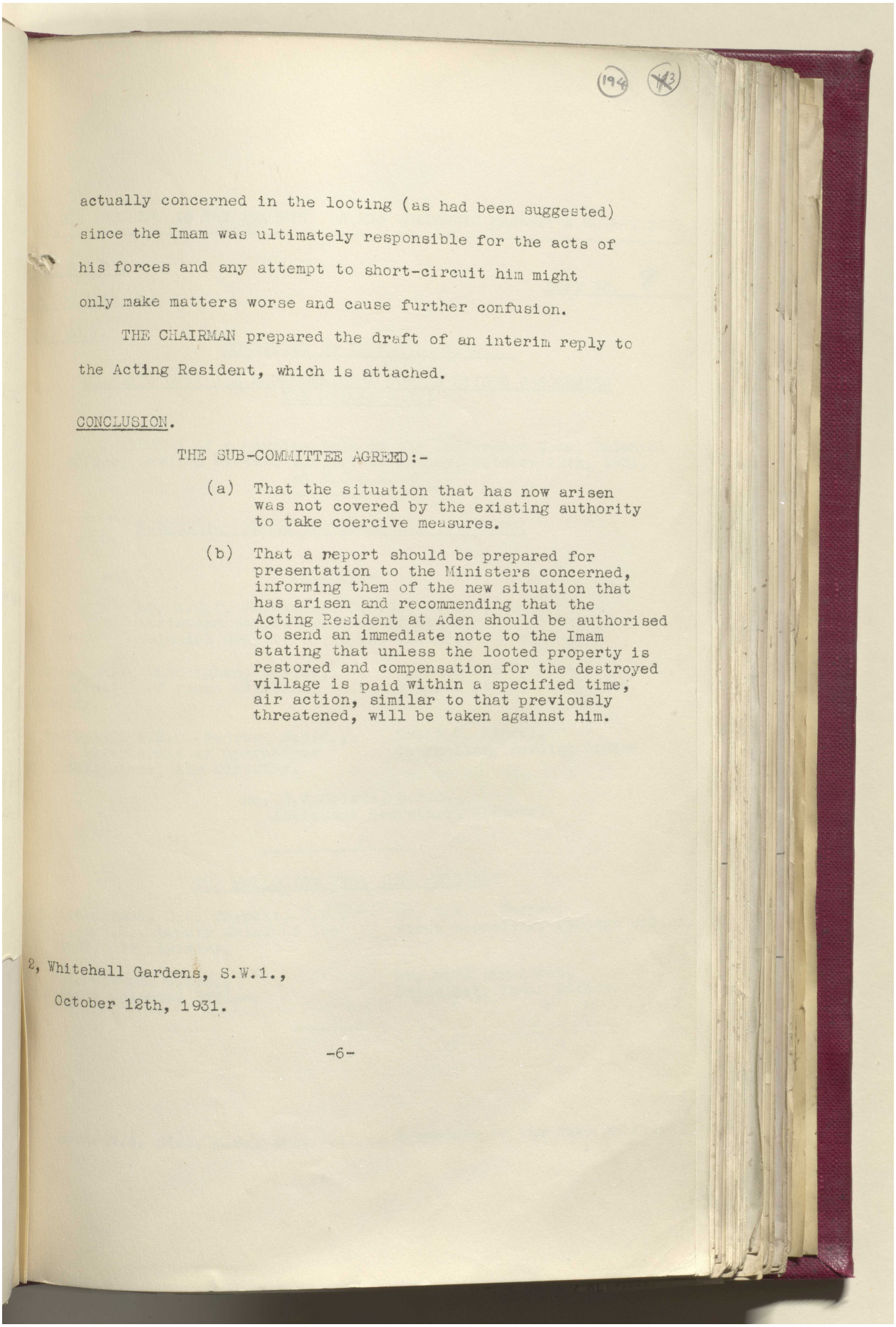

(194) (K3)

actually concerned in the looting (as had been suggested) since the Imam was ultimately responsible for the acts of his forces and any attempt to short-circuit him might only make matters worse and cause further confusion.

THE CHAIRMAN prepared the draft of an interim reply to the Acting Resident, which is attached.

CONCLUSION.

THE SUB-COMMITTEE AGREED:-

(a) That the situation that has now arisen was not covered by the existing authority to take coercive measures.

(b) That a report should be prepared for presentation to the Ministers concerned, informing them of the new situation that has arisen and recommending that the Acting Resident at Aden should be authorised to send an immediate note to the Imam stating that unless the looted property is restored and compensation for the destroyed village is paid within a specified time, air action, similar to that previously threatened, will be taken against him.

2, Whitehall Gardens, S.W.1.,
October 12th, 1931.

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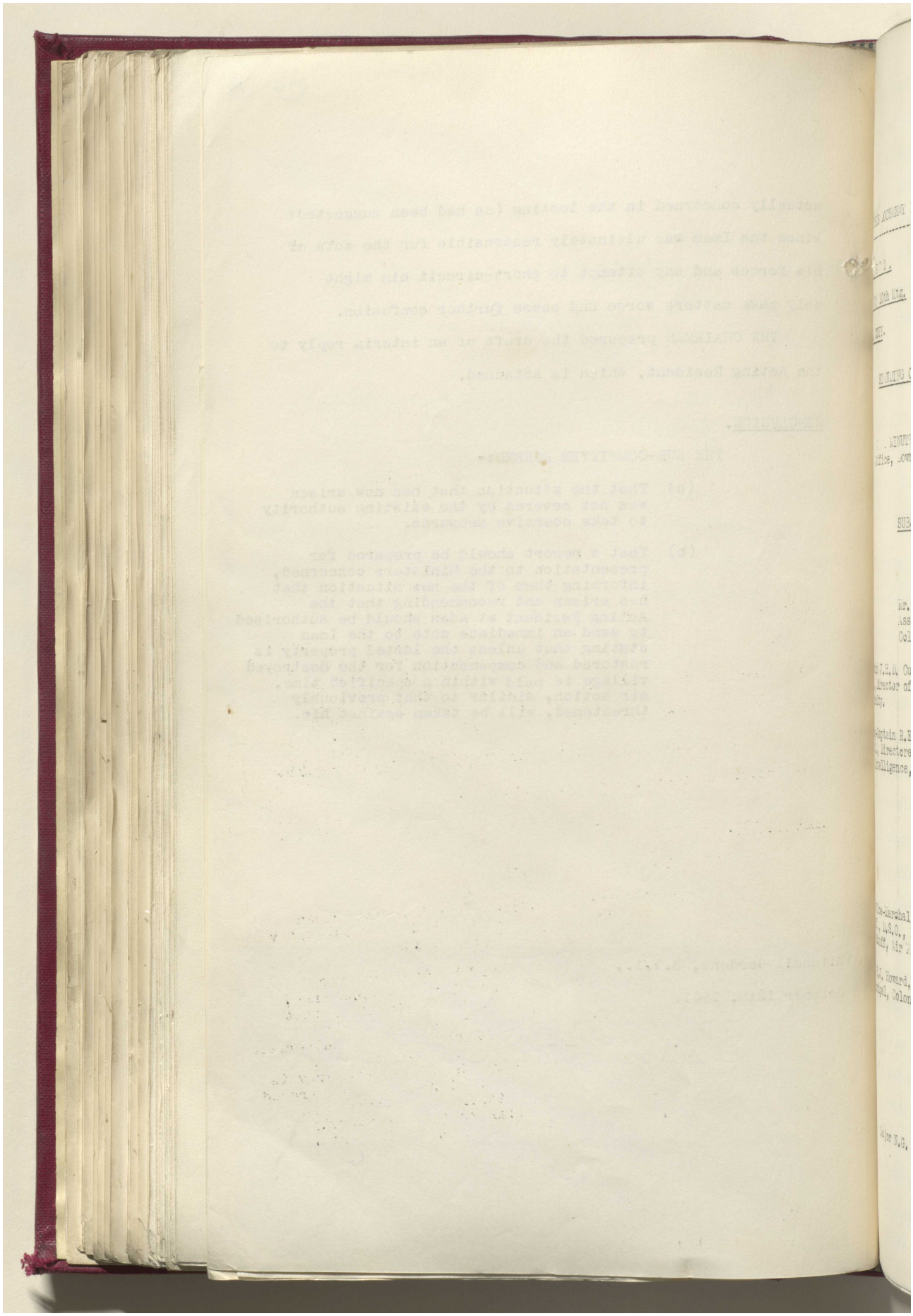

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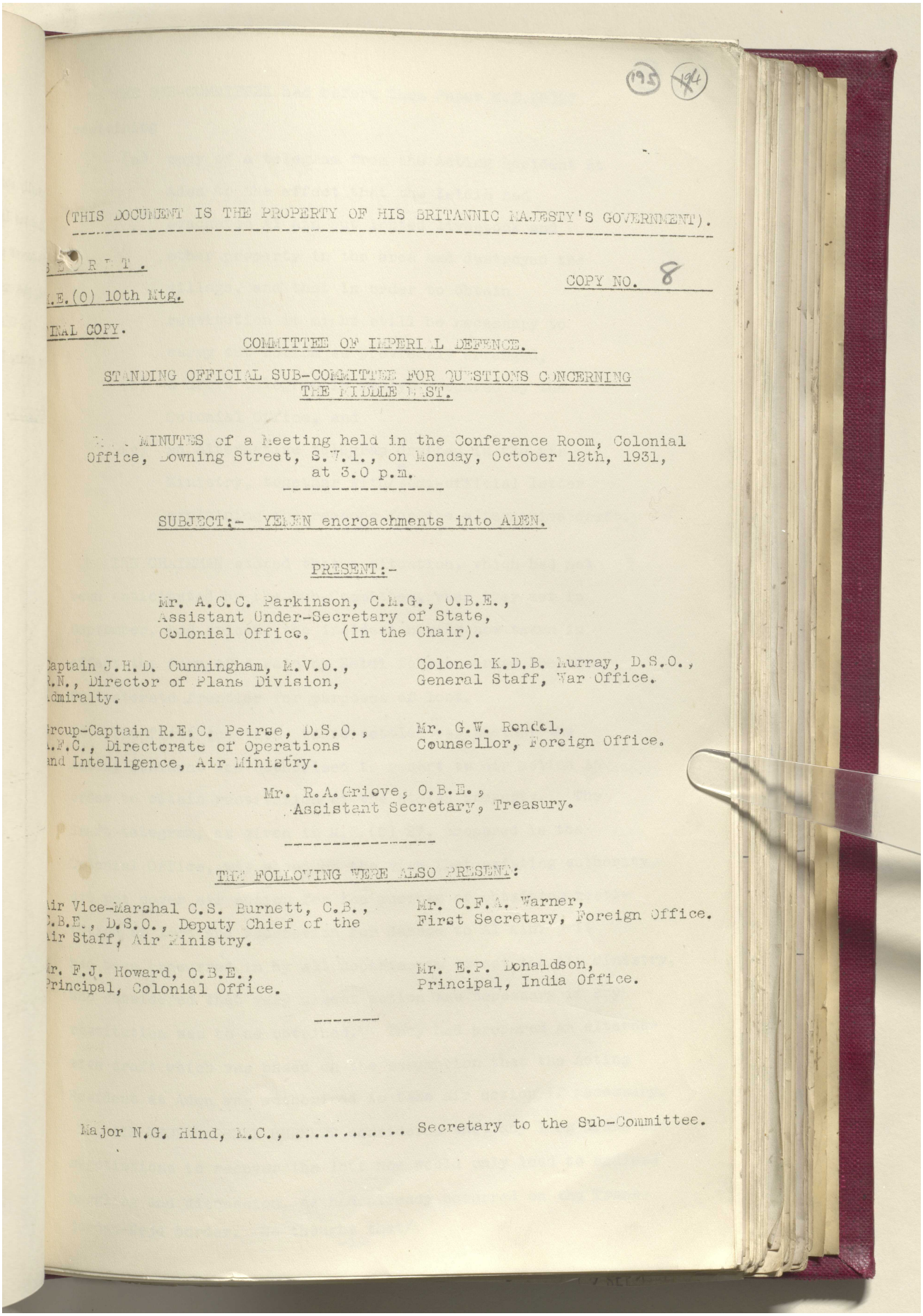

(195) (194)

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M.E.(O) 10th Mtg.

FINAL COPY.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

MINUTES of a Meeting held in the Conference Room, Colonial Office, Downing Street, S.W.1., on Monday, October 12th, 1931, at 3.0 p.m.

SUBJECT:- YEMEN encroachments into ADEN.

PRESENT:-

Mr. A.C.C. Parkinson, C.M.G., O.B.E., Assistant Under-Secretary of State, Colonial Office. (In the Chair).

Captain J.H.D. Cunningham, M.V.O., R.N., Director of Plans Division, Admiralty.

Colonel K.D.B. Murray, D.S.O., General Staff, War Office.

Group-Captain R.E.C. Peirse, D.S.O., A.F.C., Directorate of Operations and Intelligence, Air Ministry.

Mr. G.W. Rendel, Counsellor, Foreign Office.

Mr. R.A. Grieve, O.B.E., Assistant Secretary, Treasury.

THE FOLLOWING WERE ALSO PRESENT:

Air Vice-Marshal C.S. Burnett, C.B., C.B.E., D.S.O., Deputy Chief of the Air Staff, Air Ministry.

Mr. C.F.A. Warner, First Secretary, Foreign Office.

Mr. F.J. Howard, O.B.E., Principal, Colonial Office.

Mr. E.P. Donaldson, Principal, India Office.

Major N.G. Hind, M.C., ..... Secretary to the Sub-Committee.

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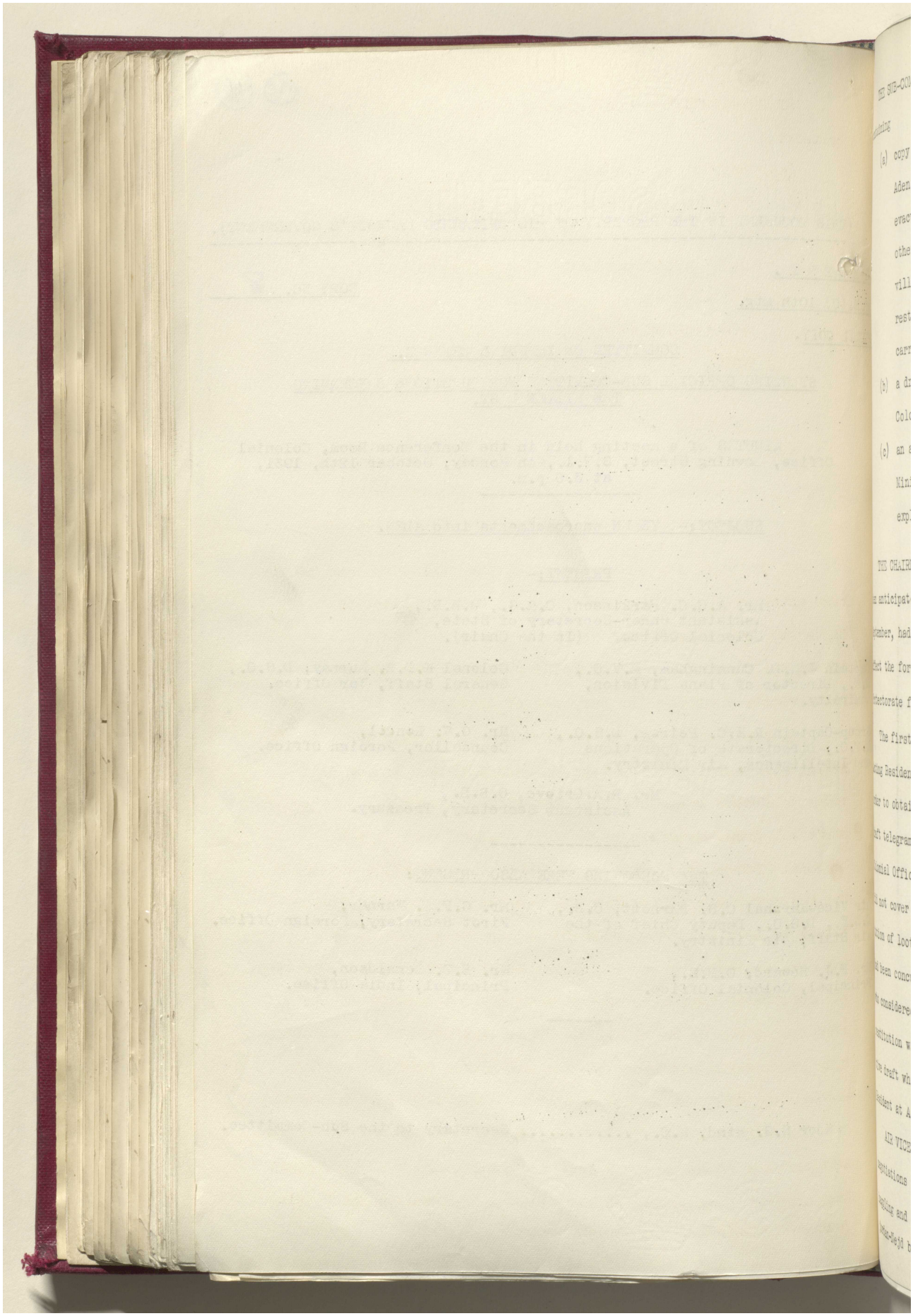

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THE SUB-COMMITTEE had before them Paper M.E.(O)27 containing

(a) copy of a telegram from the Acting Resident at Aden to the effect that the Zeidis had evacuated Al Ain but looted livestock and other property in the area and destroyed the village, and that in order to obtain restitution it might still be necessary to carry out action as previously arranged,

(b) a draft telegram in reply, prepared by the Colonial Office, and

(c) an alternative telegram drafted in the Air Ministry, together with a semi-official letter explaining the reasons for the alternative draft.

THE CHAIRMAN stated that a situation, which had not been anticipated by the Sub-Committee, when they met in September, had arisen, the incident having now taken in effect the form of a raid by Zeidi forces across the Aden Protectorate frontier for purposes of loot.

The first question to be settled was whether the Acting Resident was authorised to resort to air action in order to obtain restitution of the stolen property. The draft telegram, as given in M.E.(O) 27, prepared in the Colonial Office, was based on the view that existing authority did not cover air action for the purpose of obtaining restitution of loot and reparation for damage to Al Ain. It had been concurred in by all departments except the Air Ministry, who considered that very urgent action was necessary if any restitution was to be obtained. They had prepared an alternative draft which was based on the assumption that the Acting Resident at Aden was authorised to take air action if necessary.

AIR VICE-MARSHAL BURNETT considered that any long drawn out negotiations to recover the loot now would only lead to endless haggling and discussion, as had already occurred on the Trans-Jordan-Nejd border. He thought that/



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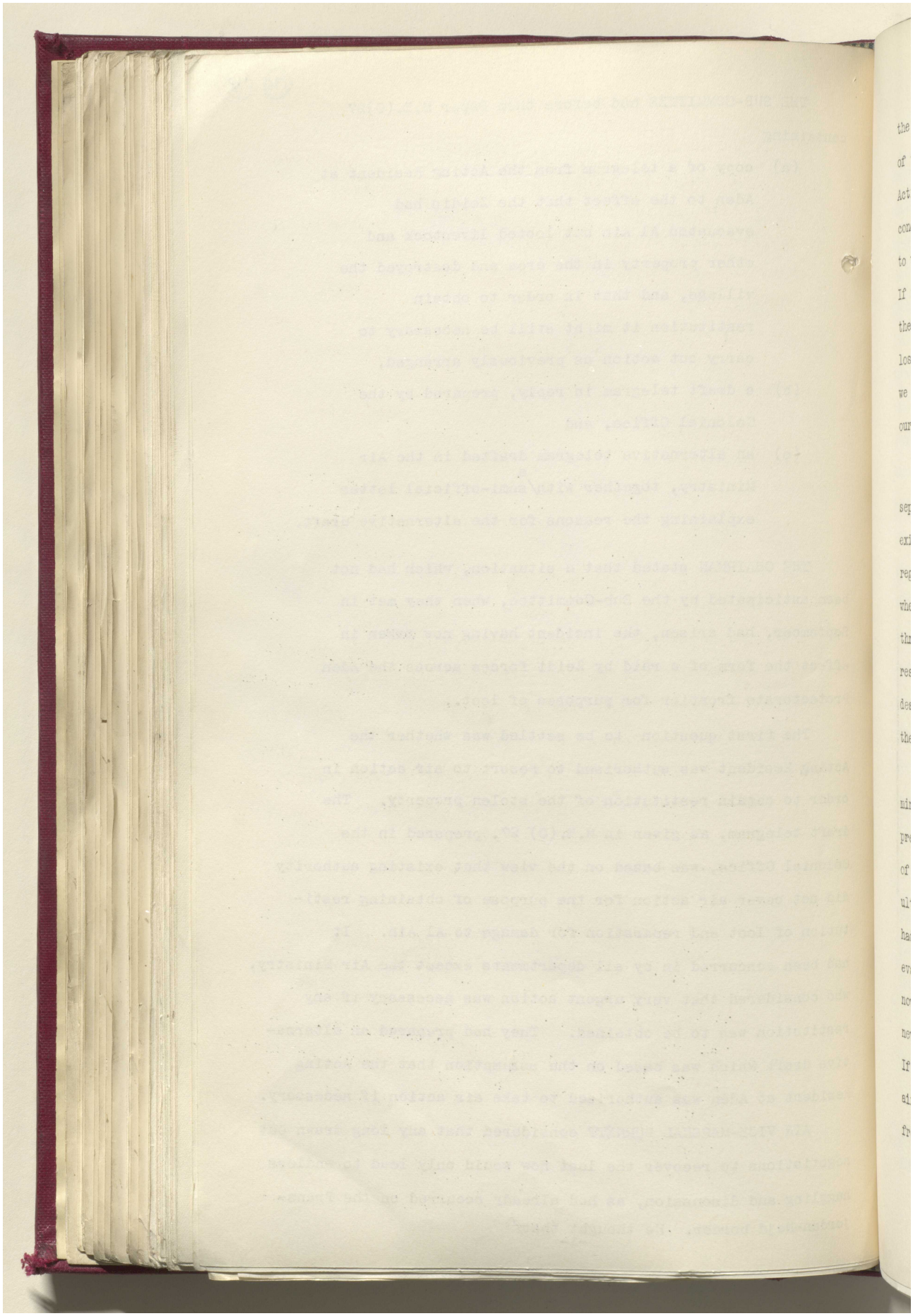

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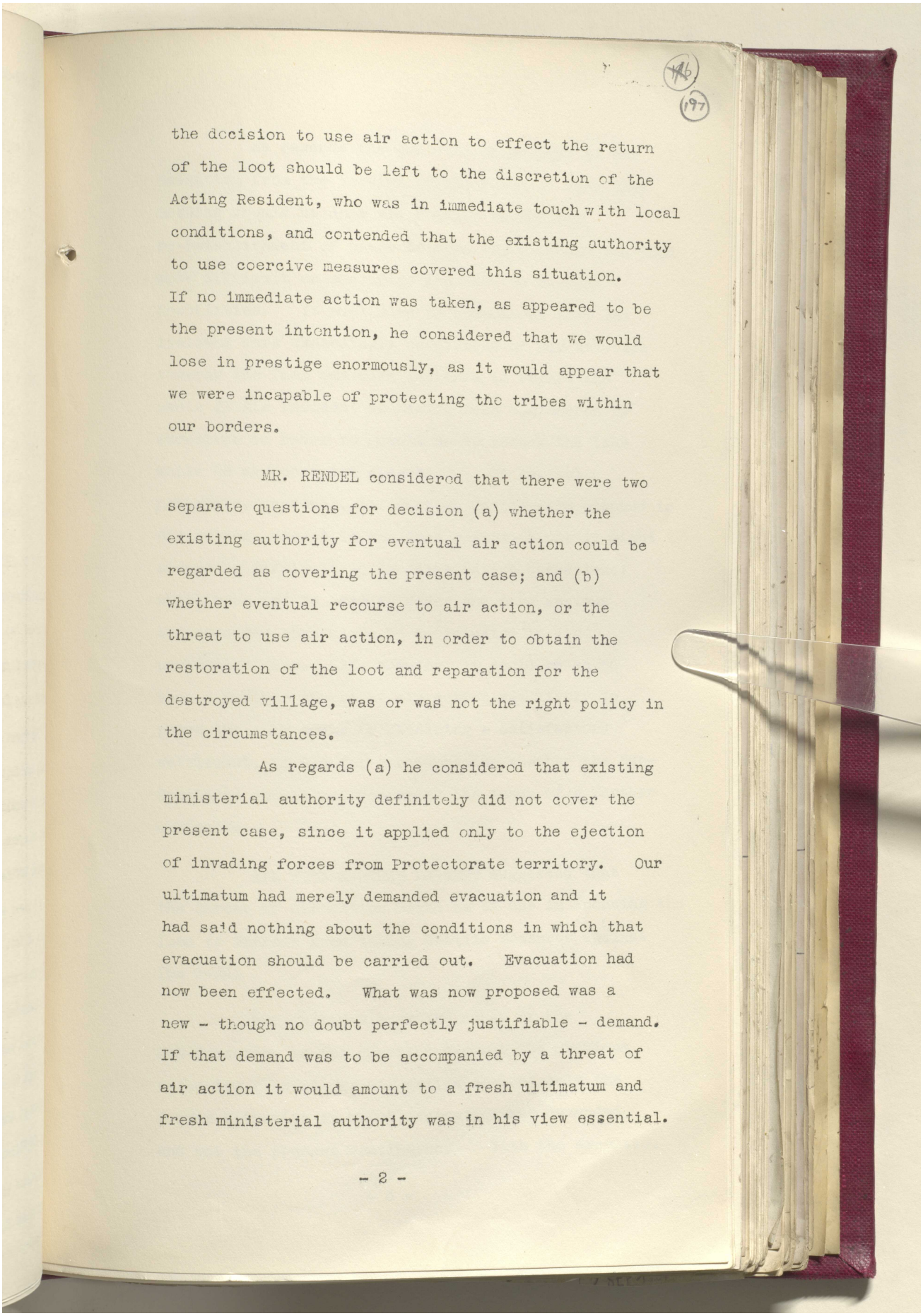

the decision to use air action to effect the return of the loot should be left to the discretion of the Acting Resident, who was in immediate touch with local conditions, and contended that the existing authority to use coercive measures covered this situation. If no immediate action was taken, as appeared to be the present intention, he considered that we would lose in prestige enormously, as it would appear that we were incapable of protecting the tribes within our borders.

MR. RENDEL considered that there were two separate questions for decision (a) whether the existing authority for eventual air action could be regarded as covering the present case; and (b) whether eventual recourse to air action, or the threat to use air action, in order to obtain the restoration of the loot and reparation for the destroyed village, was or was not the right policy in the circumstances.

As regards (a) he considered that existing ministerial authority definitely did not cover the present case, since it applied only to the ejection of invading forces from Protectorate territory. Our ultimatum had merely demanded evacuation and it had said nothing about the conditions in which that evacuation should be carried out. Evacuation had now been effected. What was now proposed was a new - though no doubt perfectly justifiable - demand. If that demand was to be accompanied by a threat of air action it would amount to a fresh ultimatum and fresh ministerial authority was in his view essential.

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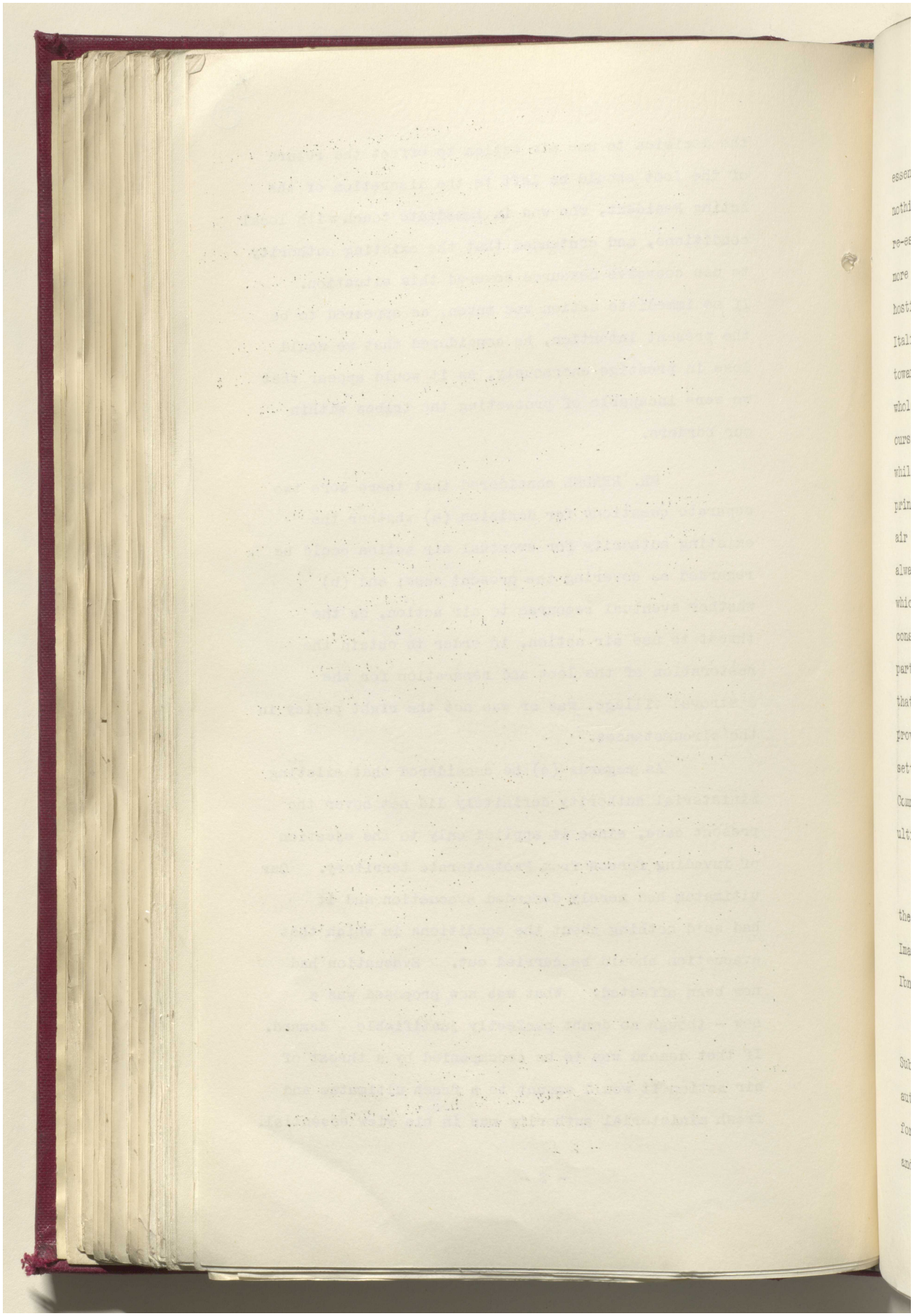

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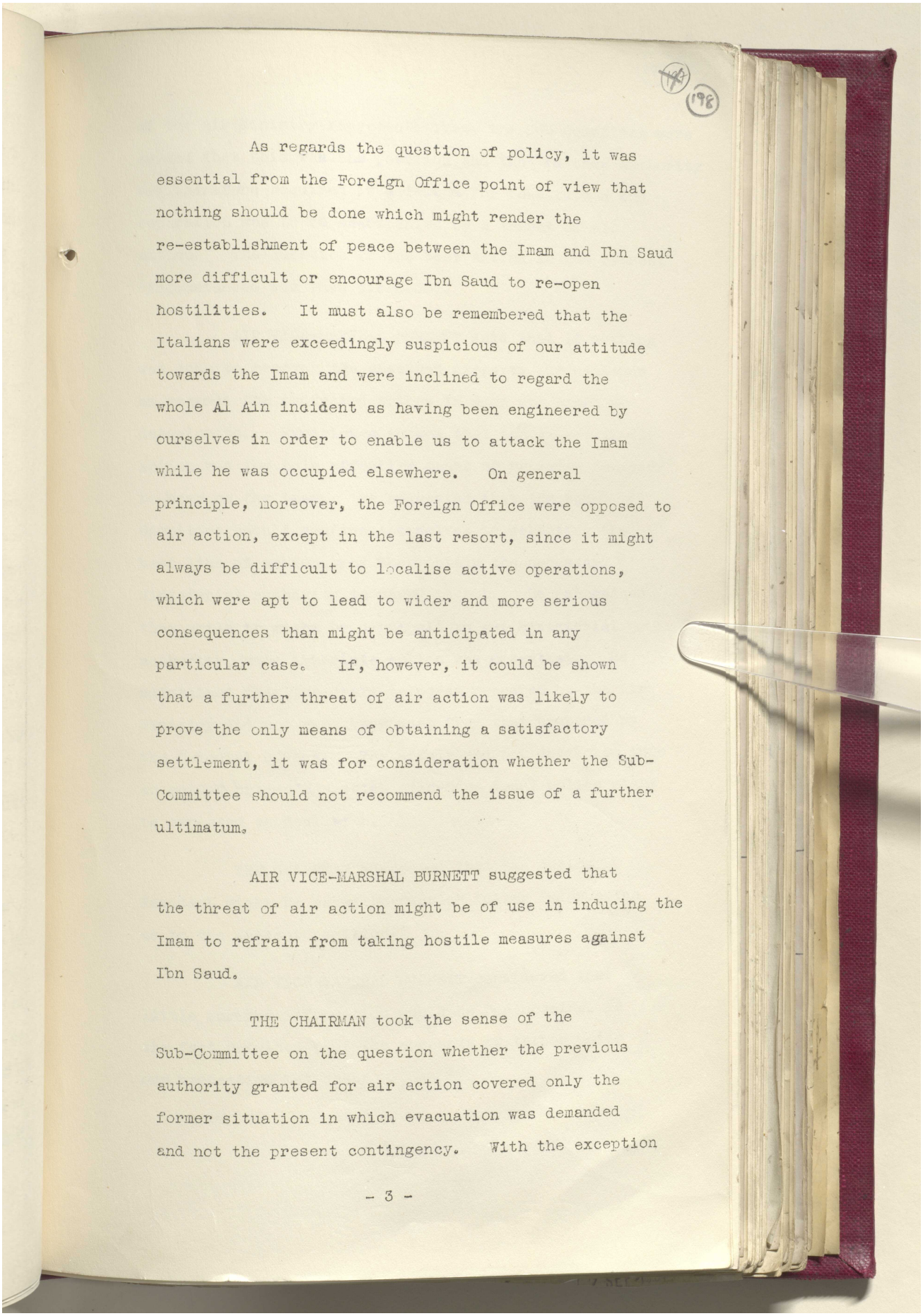

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As regards the question of policy, it was essential from the Foreign Office point of view that nothing should be done which might render the re-establishment of peace between the Imam and Ibn Saud more difficult or encourage Ibn Saud to re-open hostilities. It must also be remembered that the Italians were exceedingly suspicious of our attitude towards the Imam and were inclined to regard the whole Al Ain incident as having been engineered by ourselves in order to enable us to attack the Imam while he was occupied elsewhere. On general principle, moreover, the Foreign Office were opposed to air action, except in the last resort, since it might always be difficult to localise active operations, which were apt to lead to wider and more serious consequences than might be anticipated in any particular case. If, however, it could be shown that a further threat of air action was likely to prove the only means of obtaining a satisfactory settlement, it was for consideration whether the Sub-Committee should not recommend the issue of a further ultimatum.

AIR VICE-MARSHAL BURNETT suggested that the threat of air action might be of use in inducing the Imam to refrain from taking hostile measures against Ibn Saud.

THE CHAIRMAN took the sense of the Sub-Committee on the question whether the previous authority granted for air action covered only the former situation in which evacuation was demanded and not the present contingency. With the exception



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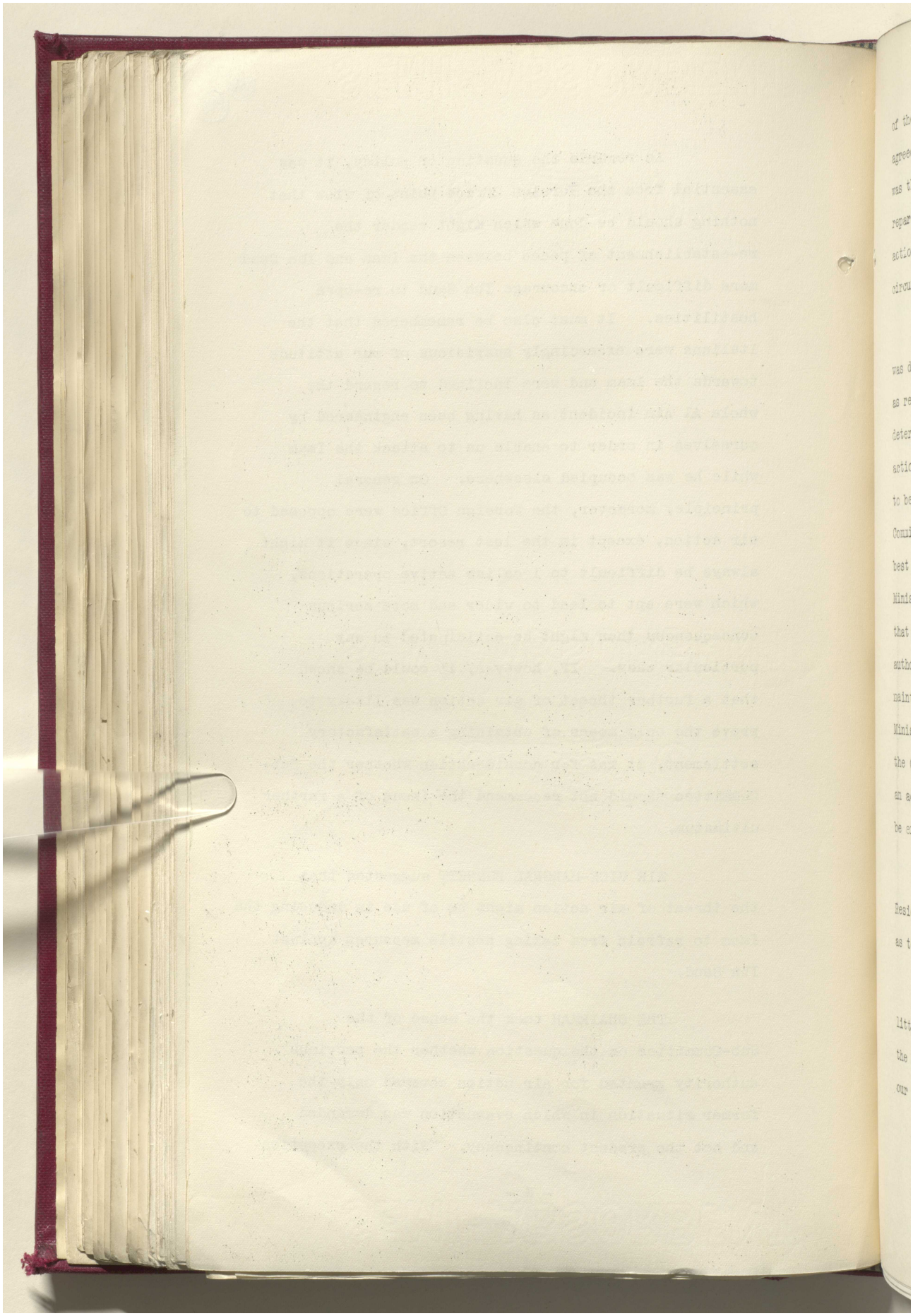

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of the Air Ministry representatives, the Sub-Committee were agreed that this was the position and that further authority was therefore required if a demand for restitution and reparation was to be accompanied by a threat of air action. The question of the best action in the present circumstances was then discussed.

AIR VICE-MARSHAL BURNETT said that if nothing was done to recover the captured property our position as regards the protected tribes in Aden was bound to deteriorate. Experience showed that the threat of air action was the sole effective means of bringing pressure to bear on the Imam. He suggested that the Sub-Committee should confine themselves to selecting the best line of action, and then obtain the necessary Ministerial authority to carry it out. He recognised that while it might be difficult to get Ministerial authority, some immediate action was essential. He maintained that the draft telegram prepared by the Air Ministry did not vary very much from that prepared by the Colonial Office. The affair had now developed into an act of brigandage which elsewhere local police might be expected to deal with.

THE CHAIRMAN suggested that the Acting Resident might be asked to furnish fuller information as to the present position.

AIR VICE-MARSHAL BURNETT considered that little further information would be forthcoming, as the fact remained that the property of tribes under our protection had been/



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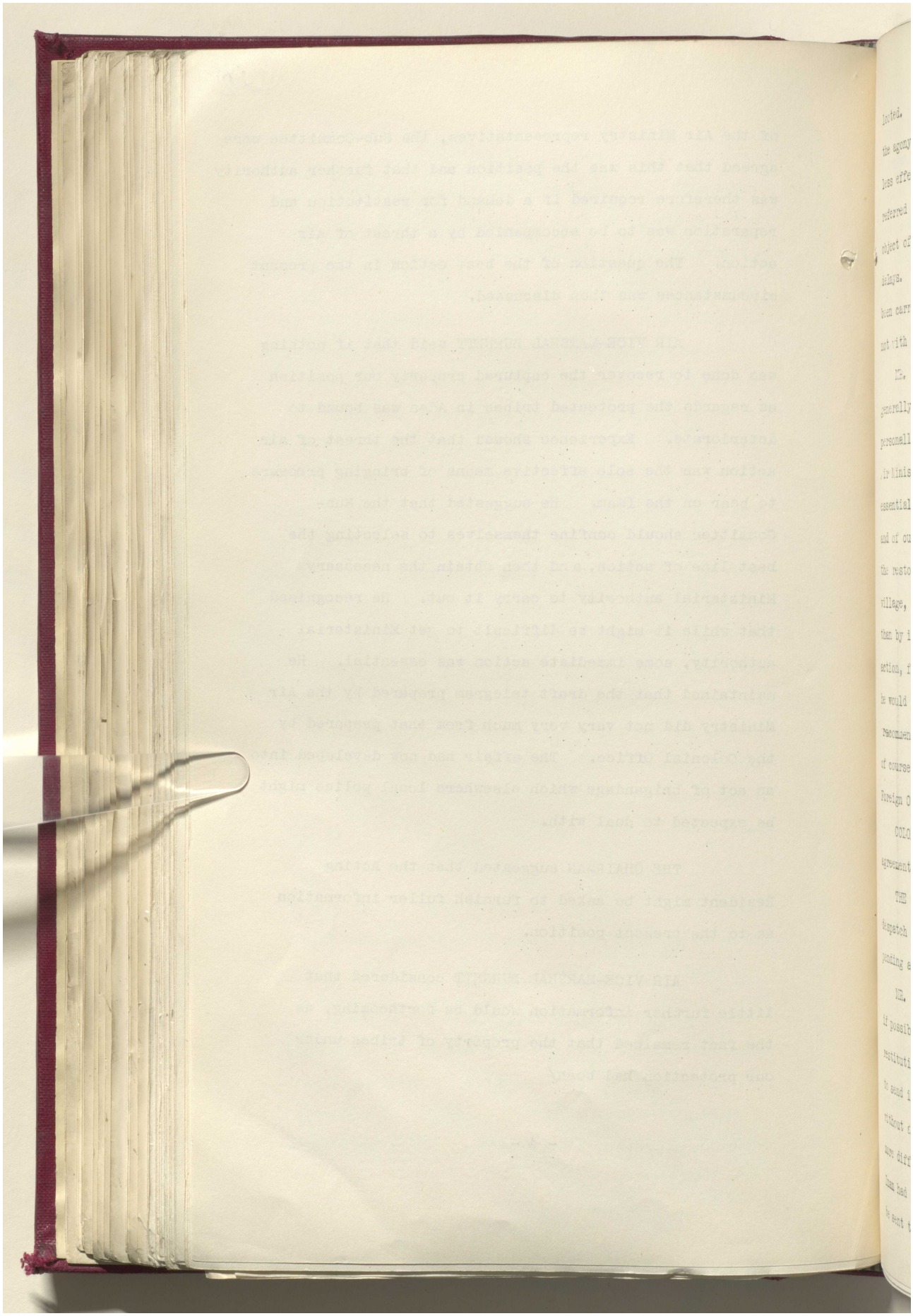

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looted. Such a reference would merely tend to prolong the agony a few days and delay action, thus rendering it less effective. He considered that the matter should be referred immediately for Ministerial authority, as the object of this Committee was to prevent, rather than make, delays. He was inclined to think that the looting had been carried out by the local Zeidi commander, and certainly not with the Imam's acknowledged authority.

MR. RENDEL stated that, while the Foreign Office were generally opposed to coercive measures on principle, he personally was impressed by the arguments put forward by the Air Ministry. If, therefore, it could be shown that it was essential, for the sake of our prestige in the Protectorate and of our relations with the tribes, that we should secure the restoration of the loot and reparation for the destroyed village, and if there was really no other means of doing this than by issuing a new ultimatum containing a threat of air action, failing a satisfactory settlement within a specified time, he would personally be prepared to agree to the Sub-Committee recommending the adoption of this course, although he did not of course, yet know the views of the higher authorities at the Foreign Office on the subject.

COLONEL MURRAY and CAPTAIN CUNNINGHAM expressed their agreement, subject to Ministerial sanction being obtained.

THE CHAIRMAN stated that it would be desirable to despatch some interim telegram to the Acting Resident at Aden pending a decision by Ministers.

MR. RENDEL suggested that the Resident should be instructed if possible, to defer the presentation of his demands for restitution until it was known whether he could be authorised to send in an ultimatum. To send a demand for restitution without a threat might well prove useless and might make it more difficult to send in an ultimatum until a reply from the Imam had been received. He considered that any ultimatum should be sent to the Imam himself and not to the local commander



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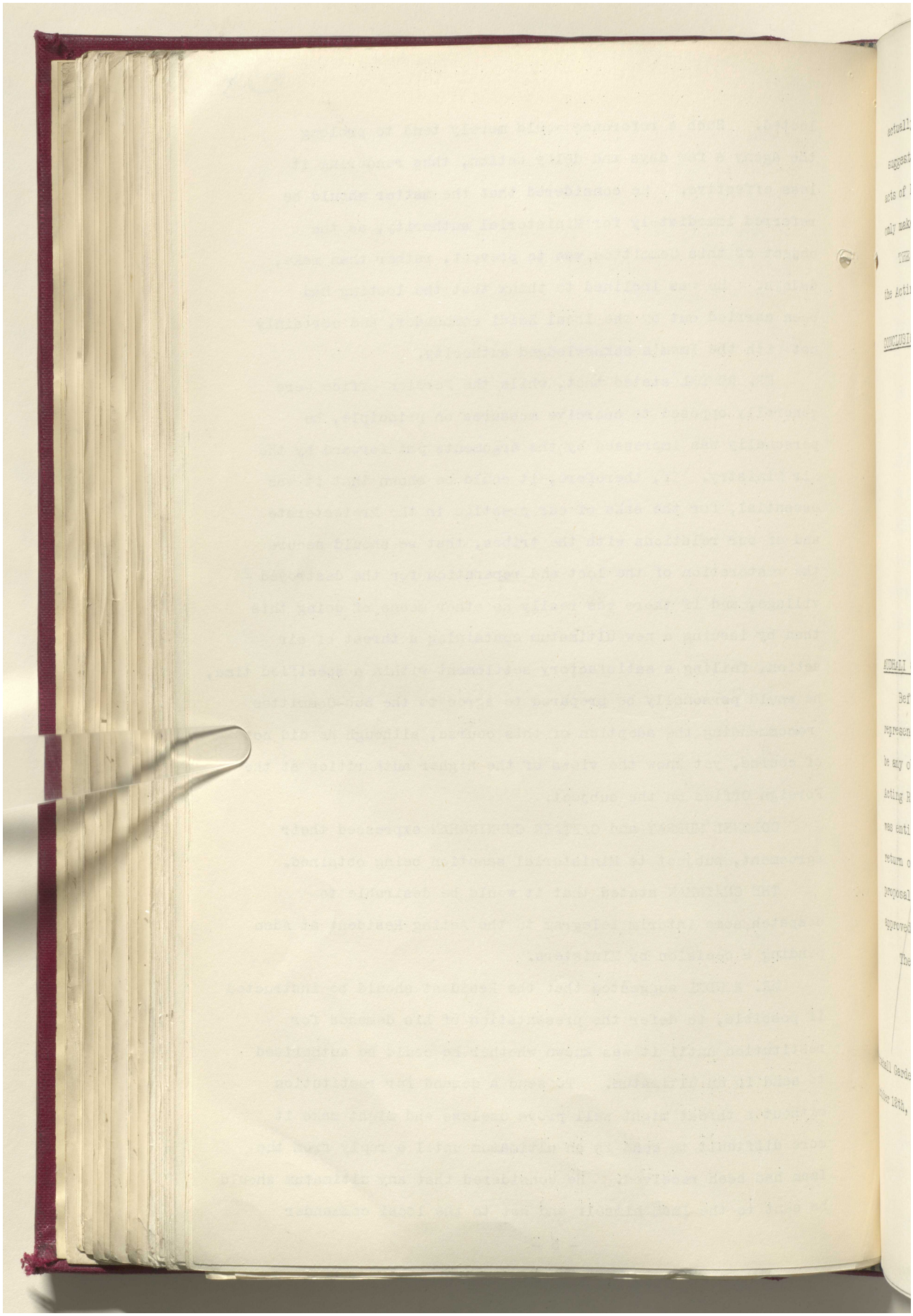

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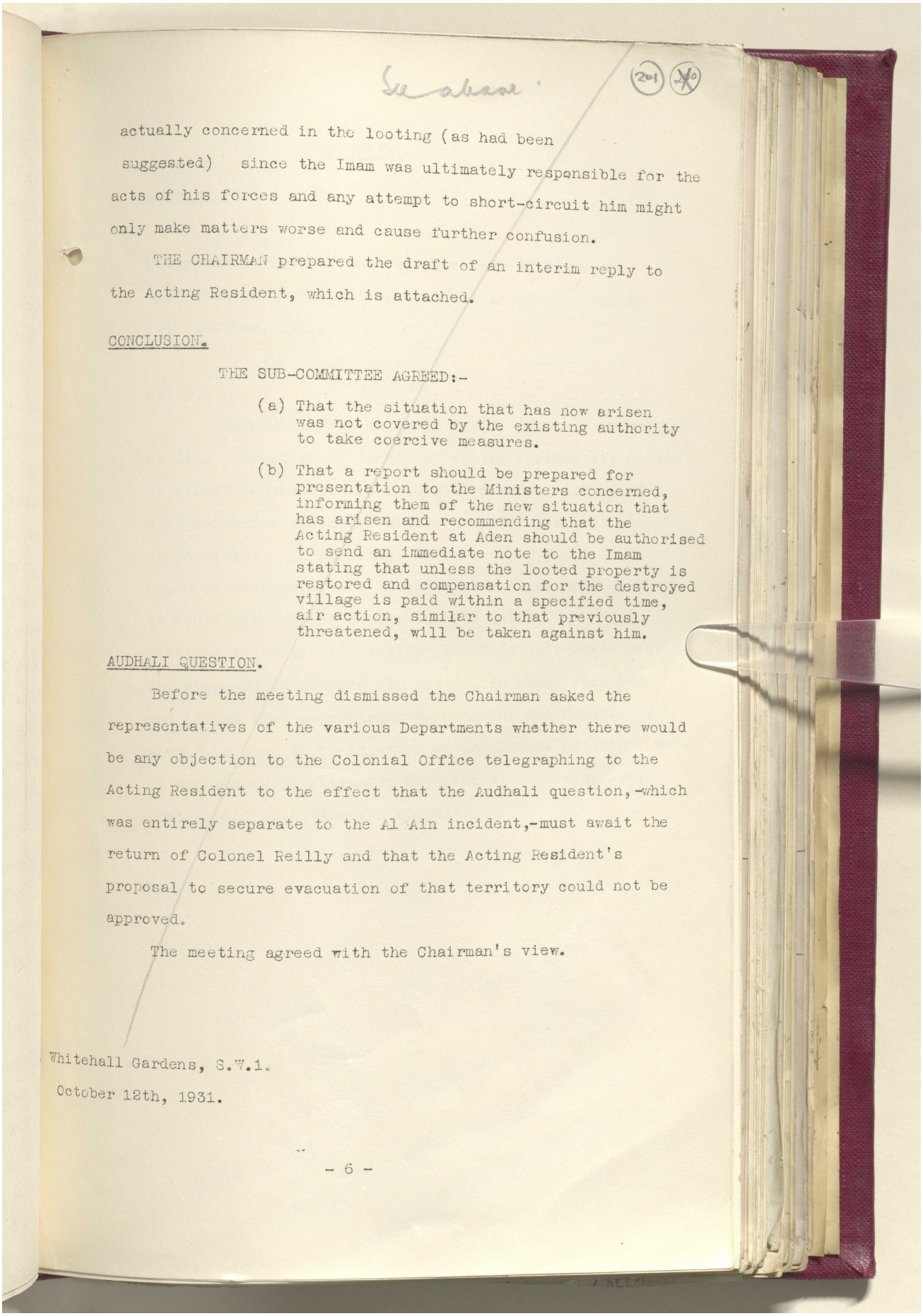

See above. 201 200

actually concerned in the looting (as had been suggested) since the Imam was ultimately responsible for the acts of his forces and any attempt to short-circuit him might only make matters worse and cause further confusion.

THE CHAIRMAN prepared the draft of an interim reply to the Acting Resident, which is attached.

CONCLUSION.

THE SUB-COMMITTEE AGREED:-

(a) That the situation that has now arisen was not covered by the existing authority to take coercive measures.

(b) That a report should be prepared for presentation to the Ministers concerned, informing them of the new situation that has arisen and recommending that the Acting Resident at Aden should be authorised to send an immediate note to the Imam stating that unless the looted property is restored and compensation for the destroyed village is paid within a specified time, air action, similar to that previously threatened, will be taken against him.

AUDHALI QUESTION.

Before the meeting dismissed the Chairman asked the representatives of the various Departments whether there would be any objection to the Colonial Office telegraphing to the Acting Resident to the effect that the Audhali question,-which was entirely separate to the Al Ain incident,-must await the return of Colonel Reilly and that the Acting Resident's proposal to secure evacuation of that territory could not be approved.

The meeting agreed with the Chairman's view.

Whitehall Gardens, S.W.1.
October 12th, 1931.



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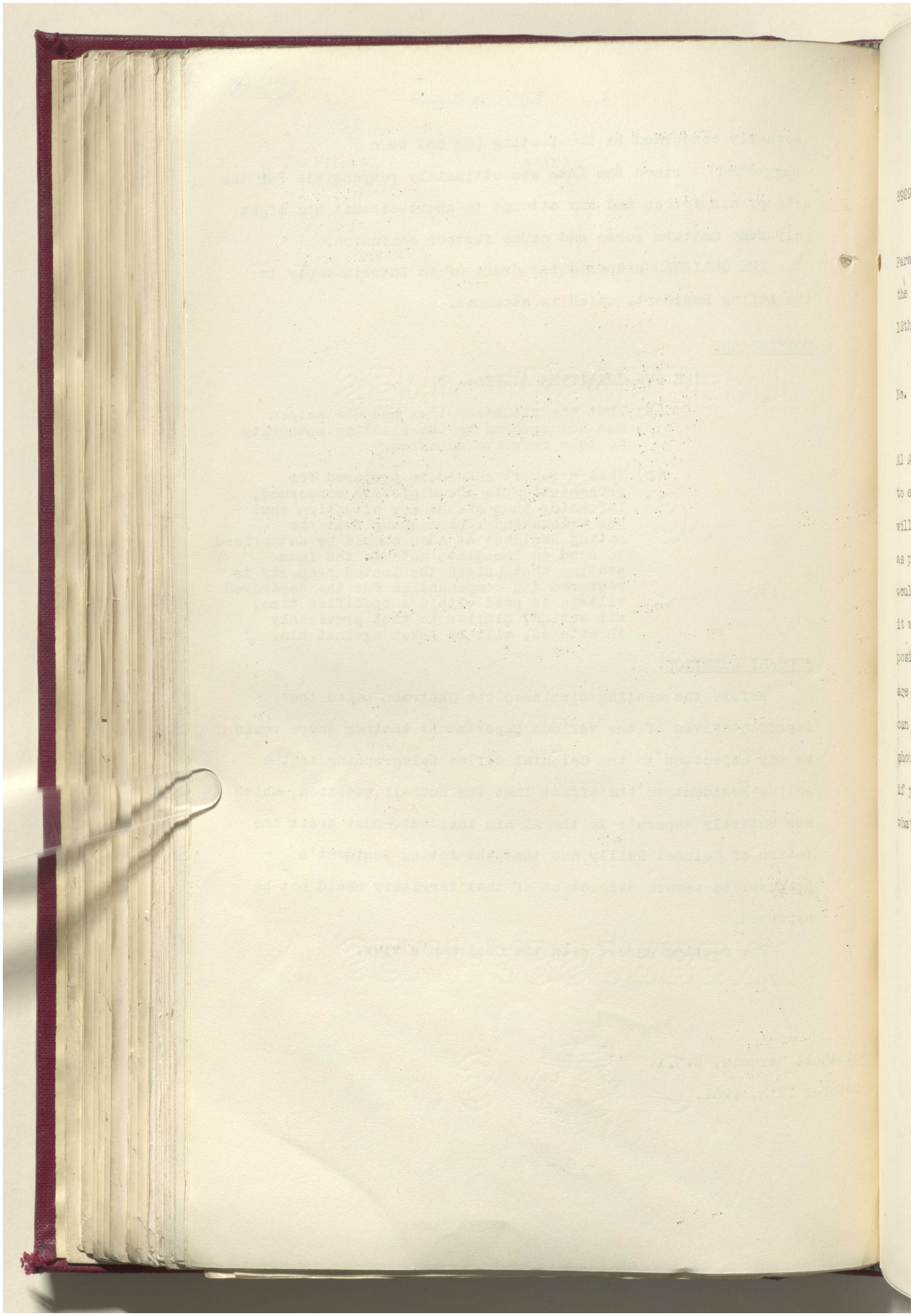

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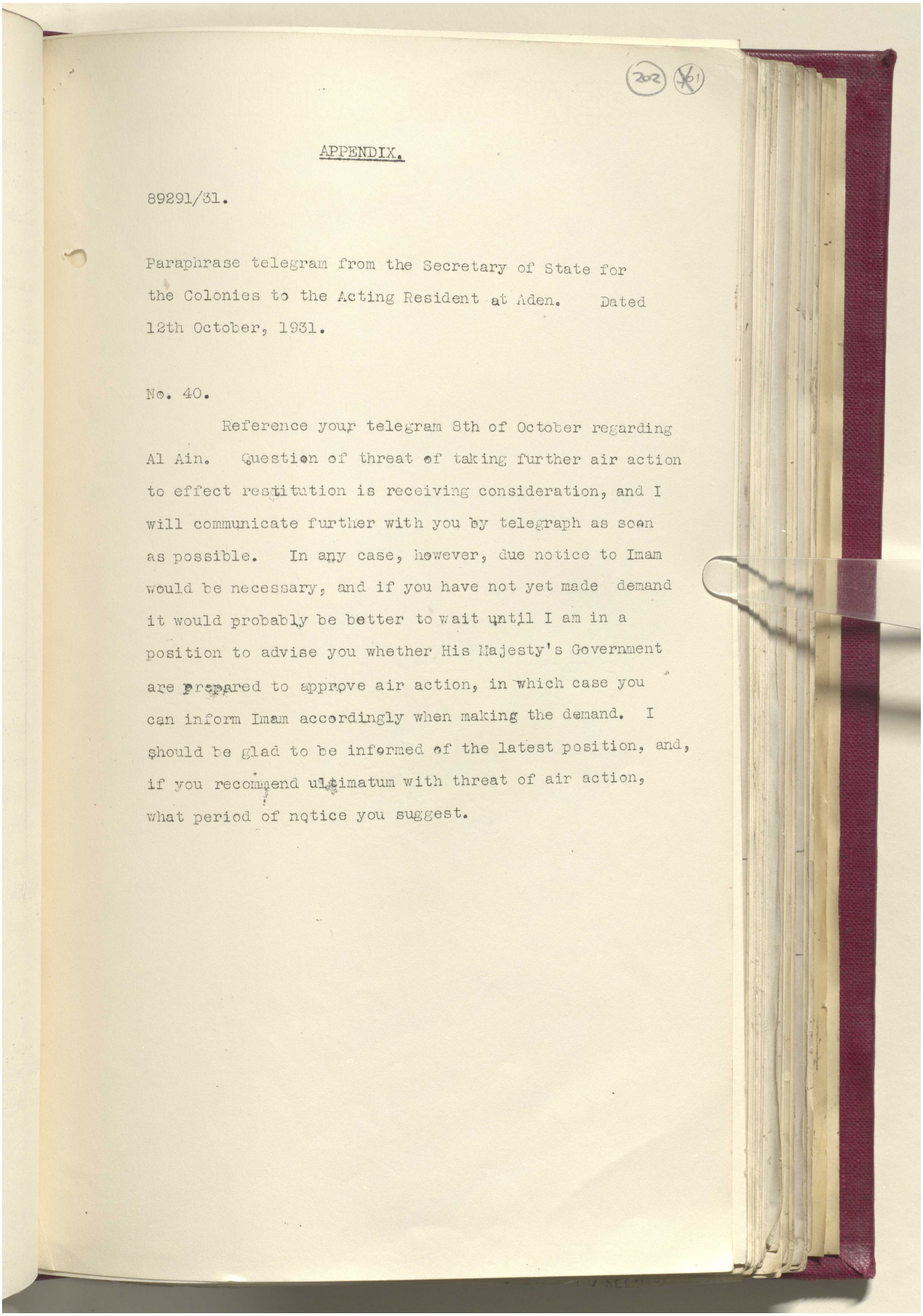

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APPENDIX.

89291/31.

Paraphrase telegram from the Secretary of State for the Colonies to the Acting Resident at Aden. Dated 12th October, 1931.

No. 40.

Reference your telegram 8th of October regarding Al Ain. Question of threat of taking further air action to effect restitution is receiving consideration, and I will communicate further with you by telegraph as soon as possible. In any case, however, due notice to Imam would be necessary, and if you have not yet made demand it would probably be better to wait until I am in a position to advise you whether His Majesty's Government are prepared to approve air action, in which case you can inform Imam accordingly when making the demand. I should be glad to be informed of the latest position, and, if you recommend ultimatum with threat of air action, what period of notice you suggest.

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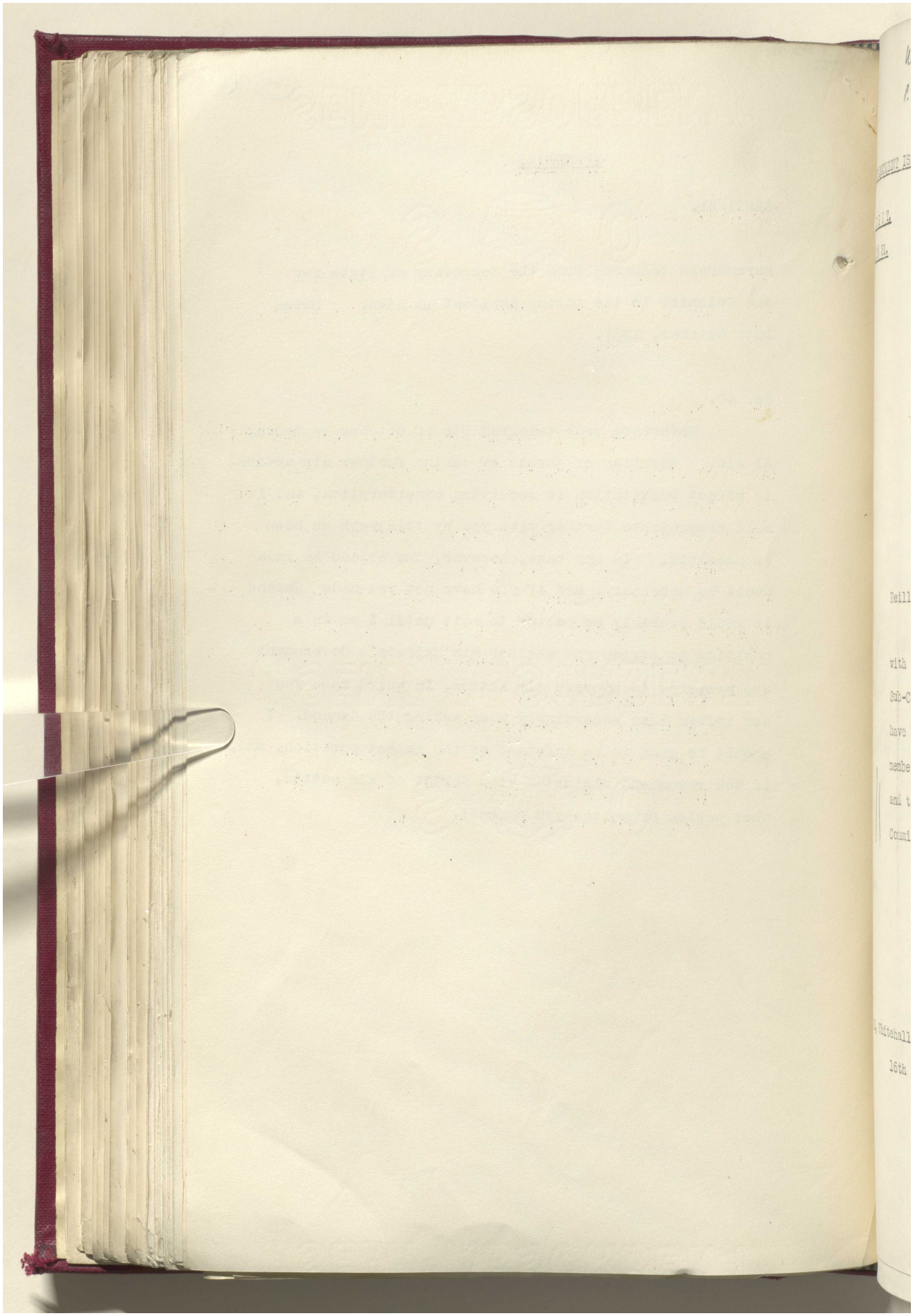

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U.S.S. P.S.

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M.E.(O) 31.

COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

YEMEN ENCROACHMENTS INTO ADEN.

Note by Secretary.

Copy of a paraphrase telegram from Colonel Reilly, Resident at Aden, is attached.

As this telegram entirely alters the position with regard to what had been proposed by the Official Sub-Committee in regard to the Al Ain incident, I have been directed by the Chairman to inform the members of the Ministerial Sub-Committee accordingly, and to request that the Report of the Official Sub-Committee, M.E.(O) 29, may therefore be withdrawn.

(Signed) G.HIND,
Secretary to the Sub-Committee.

2, Whitehall Gardens, S.W.1.,
16th October, 1931.

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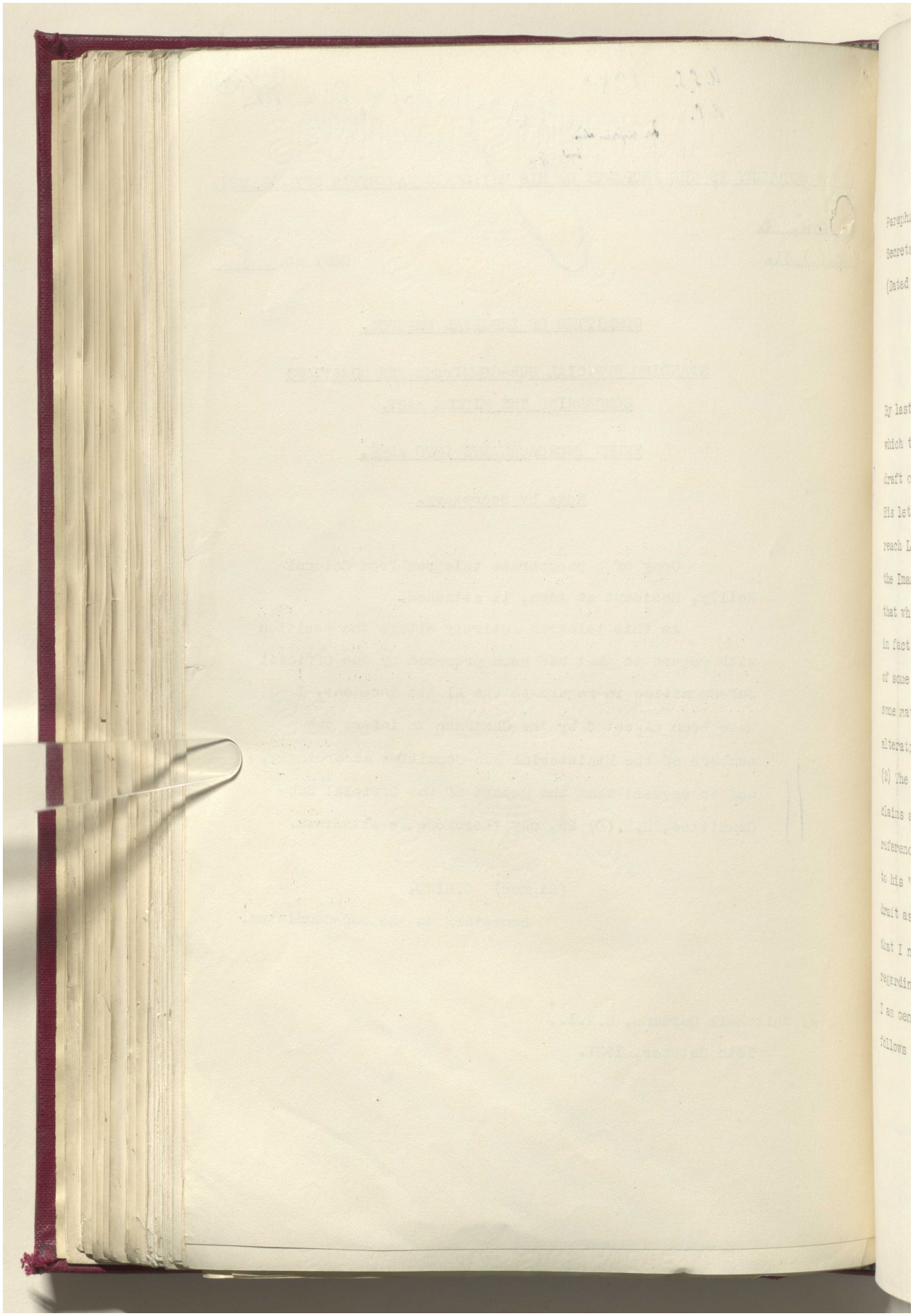

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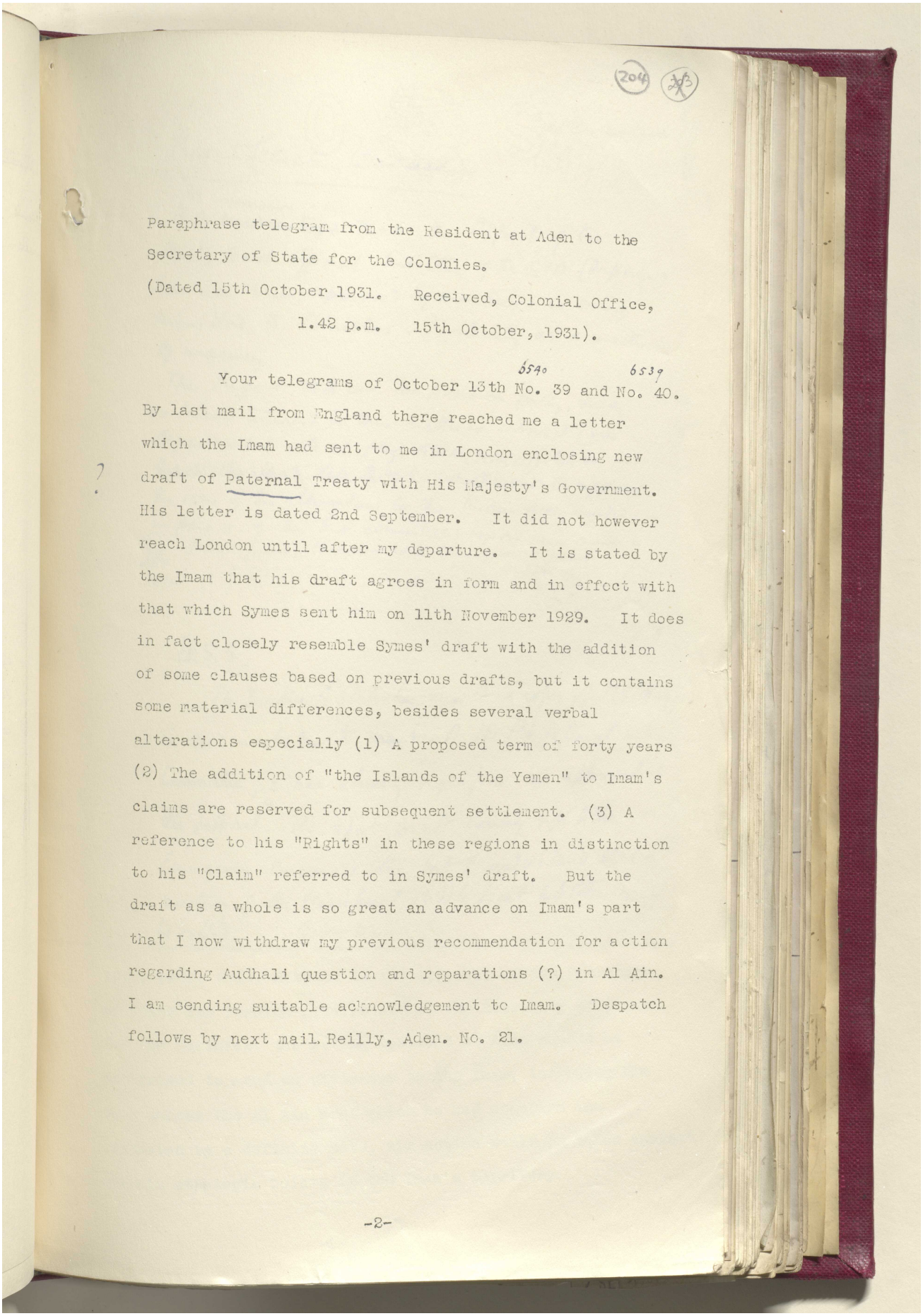

204

Paraphrase telegram from the Resident at Aden to the Secretary of State for the Colonies.

(Dated 15th October 1931. Received, Colonial Office, 1.42 p.m. 15th October, 1931).

Your telegrams of October 13th No. 39 and No. 40. 6540 6539

By last mail from England there reached me a letter which the Imam had sent to me in London enclosing new draft of Paternal Treaty with His Majesty's Government. His letter is dated 2nd September. It did not however reach London until after my departure. It is stated by the Imam that his draft agrees in form and in effect with that which Symes sent him on 11th November 1929. It does in fact closely resemble Symes' draft with the addition of some clauses based on previous drafts, but it contains some material differences, besides several verbal alterations especially (1) A proposed term of forty years (2) The addition of "the Islands of the Yemen" to Imam's claims are reserved for subsequent settlement. (3) A reference to his "Rights" in these regions in distinction to his "Claim" referred to in Symes' draft. But the draft as a whole is so great an advance on Imam's part that I now withdraw my previous recommendation for action regarding Audhali question and reparations (?) in Al Ain. I am sending suitable acknowledgement to Imam. Despatch follows by next mail. Reilly, Aden. No. 21.

-2-

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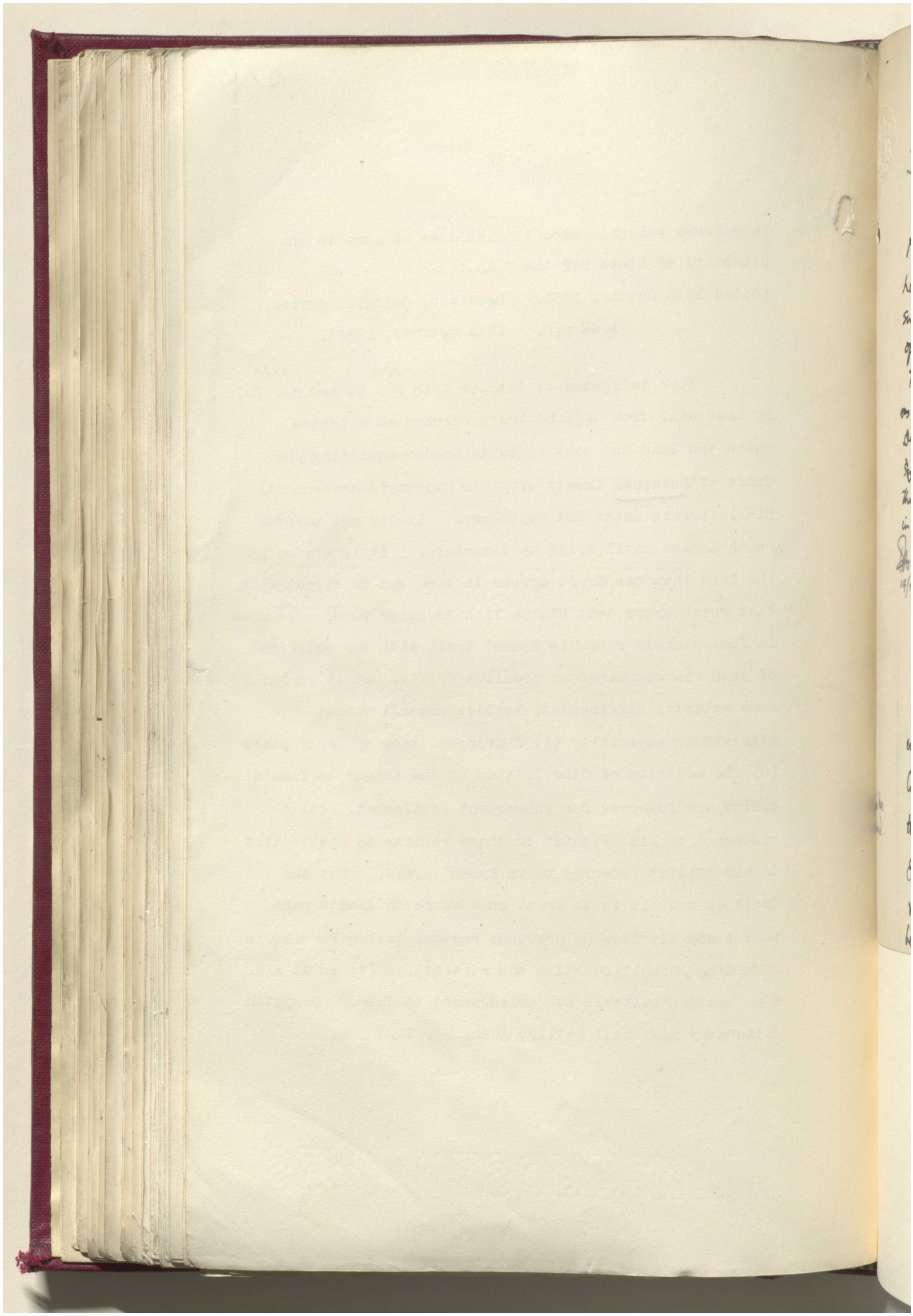

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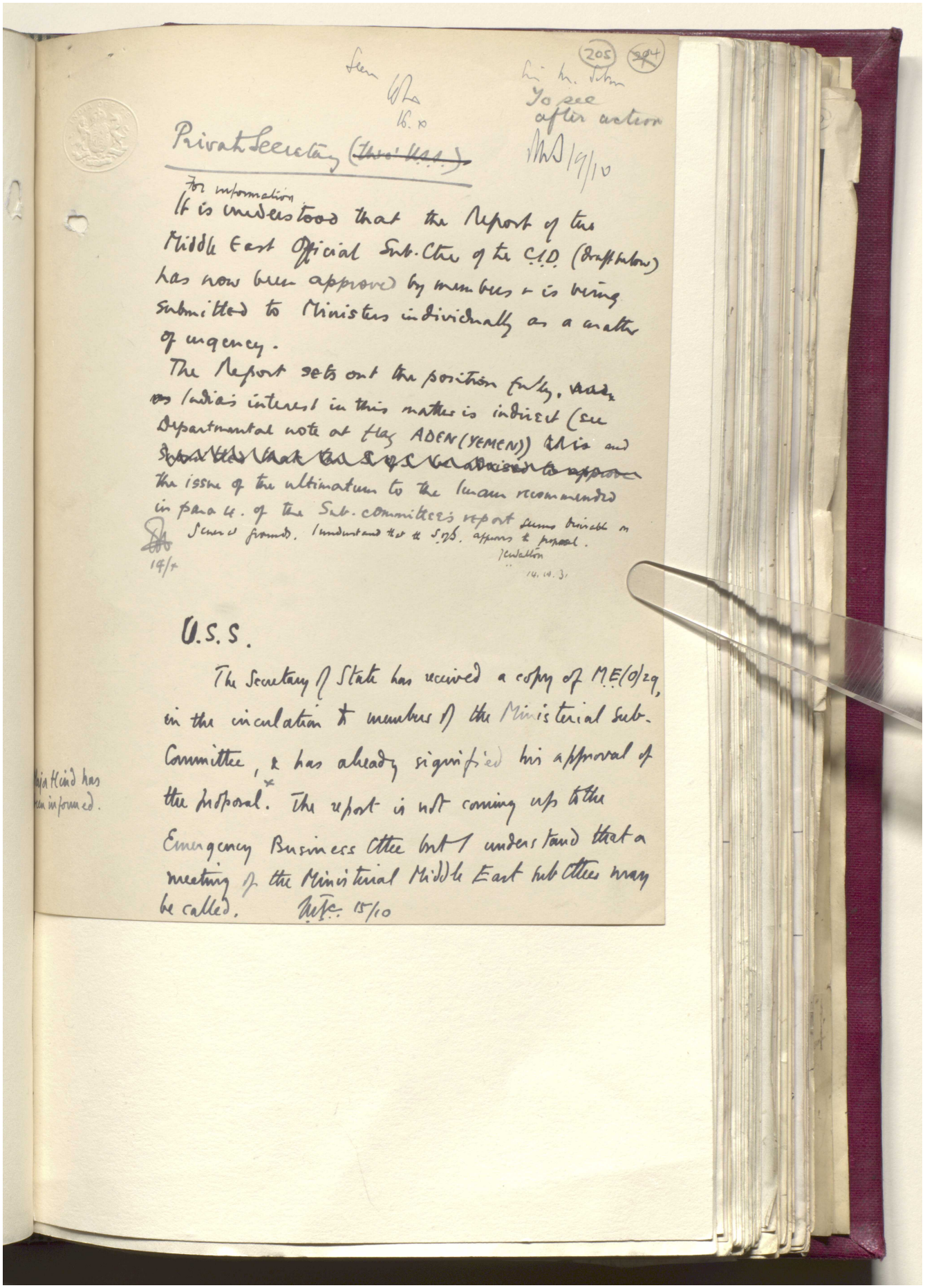

(205) (204)

Seen
16.x

Sir M. Sibson
To see after action
19/10

Private Secretary (~~Thro' U.S.S.~~)

For information
It is understood that the Report of the Middle East Official Sub-Ctee of the C.I.D. (draft below) has now been approved by members & is being submitted to Ministers individually as a matter of urgency.

The Report sets out the position fully, ~~and~~ as India's interest in this matter is indirect (see Departmental note at flag ADEN (YEMEN)) ~~this~~ and ~~[illegible]~~ the issue of the ultimatum to the Imam recommended in para 4. of the Sub-committee's report seems desirable on general grounds. I understand that the S.of S. approves the proposal.

14/x

J. Walton
14.10.31

U.S.S.

The Secretary of State has received a copy of M.E.(O)29, in the circulation to members of the Ministerial Sub-Committee, & has already signified his approval of the proposal.* The report is not coming up to the Emergency Business Cttee but I understand that a meeting of the Ministerial Middle East Sub Cttee may be called. M.T.C. 15/10

Maja Hind has been informed.

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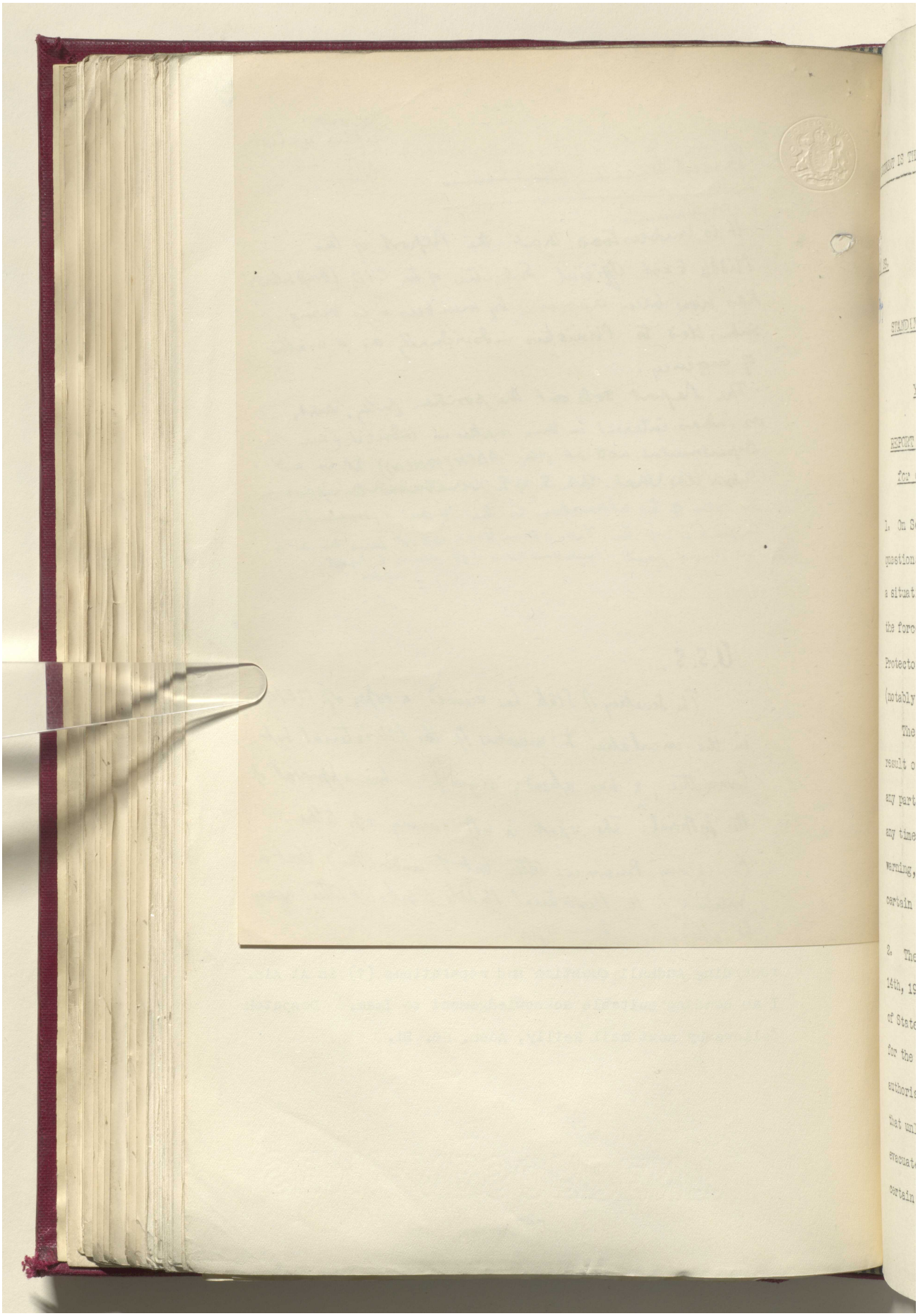

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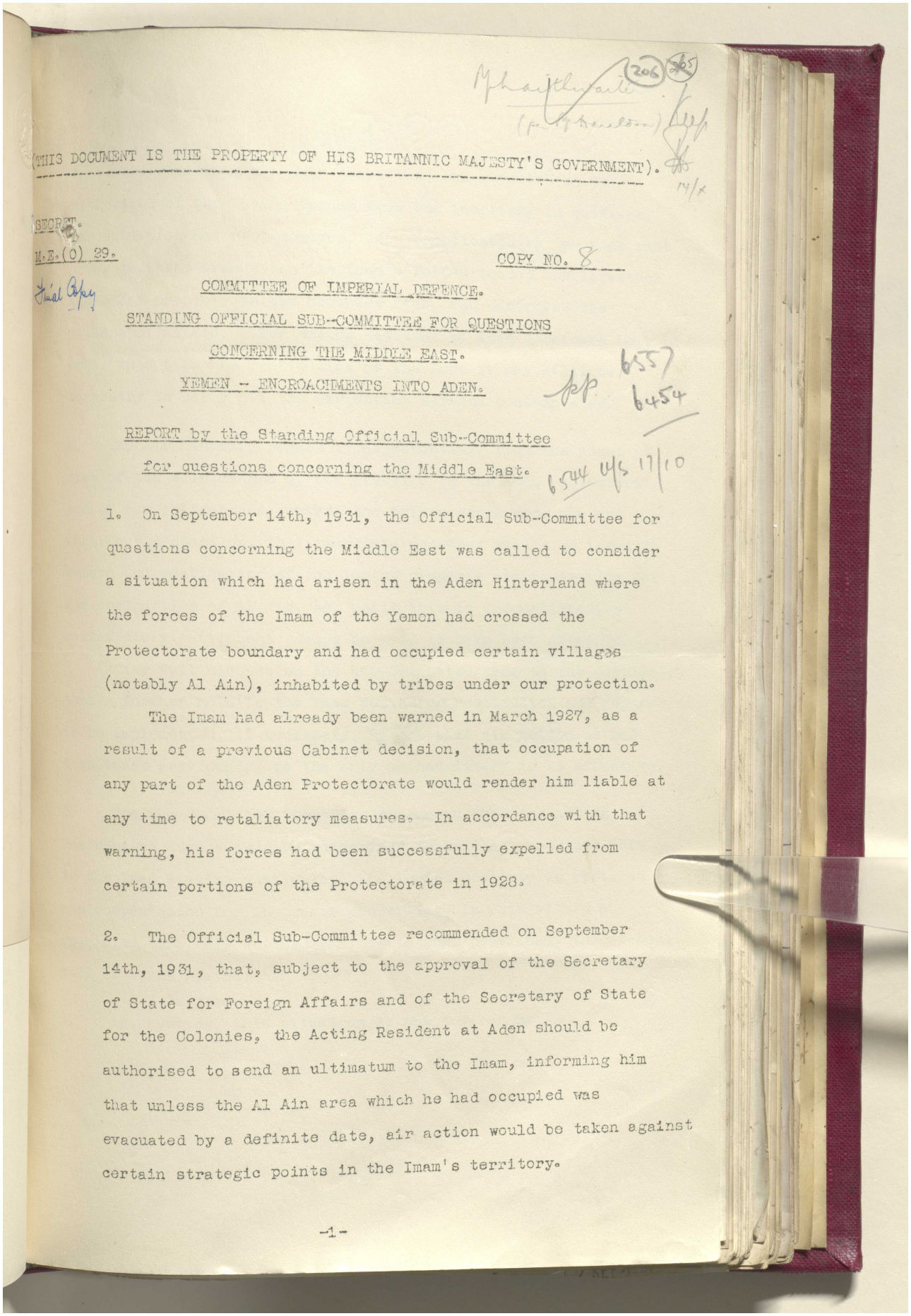

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M.E.(O) 29.

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

YEMEN - ENCROACHMENTS INTO ADEN.

REPORT by the Standing Official Sub-Committee for questions concerning the Middle East.

1. On September 14th, 1931, the Official Sub-Committee for questions concerning the Middle East was called to consider a situation which had arisen in the Aden Hinterland where the forces of the Imam of the Yemen had crossed the Protectorate boundary and had occupied certain villages (notably Al Ain), inhabited by tribes under our protection.

The Imam had already been warned in March 1927, as a result of a previous Cabinet decision, that occupation of any part of the Aden Protectorate would render him liable at any time to retaliatory measures. In accordance with that warning, his forces had been successfully expelled from certain portions of the Protectorate in 1928.

2. The Official Sub-Committee recommended on September 14th, 1931, that, subject to the approval of the Secretary of State for Foreign Affairs and of the Secretary of State for the Colonies, the Acting Resident at Aden should be authorised to send an ultimatum to the Imam, informing him that unless the Al Ain area which he had occupied was evacuated by a definite date, air action would be taken against certain strategic points in the Imam's territory.

-1-

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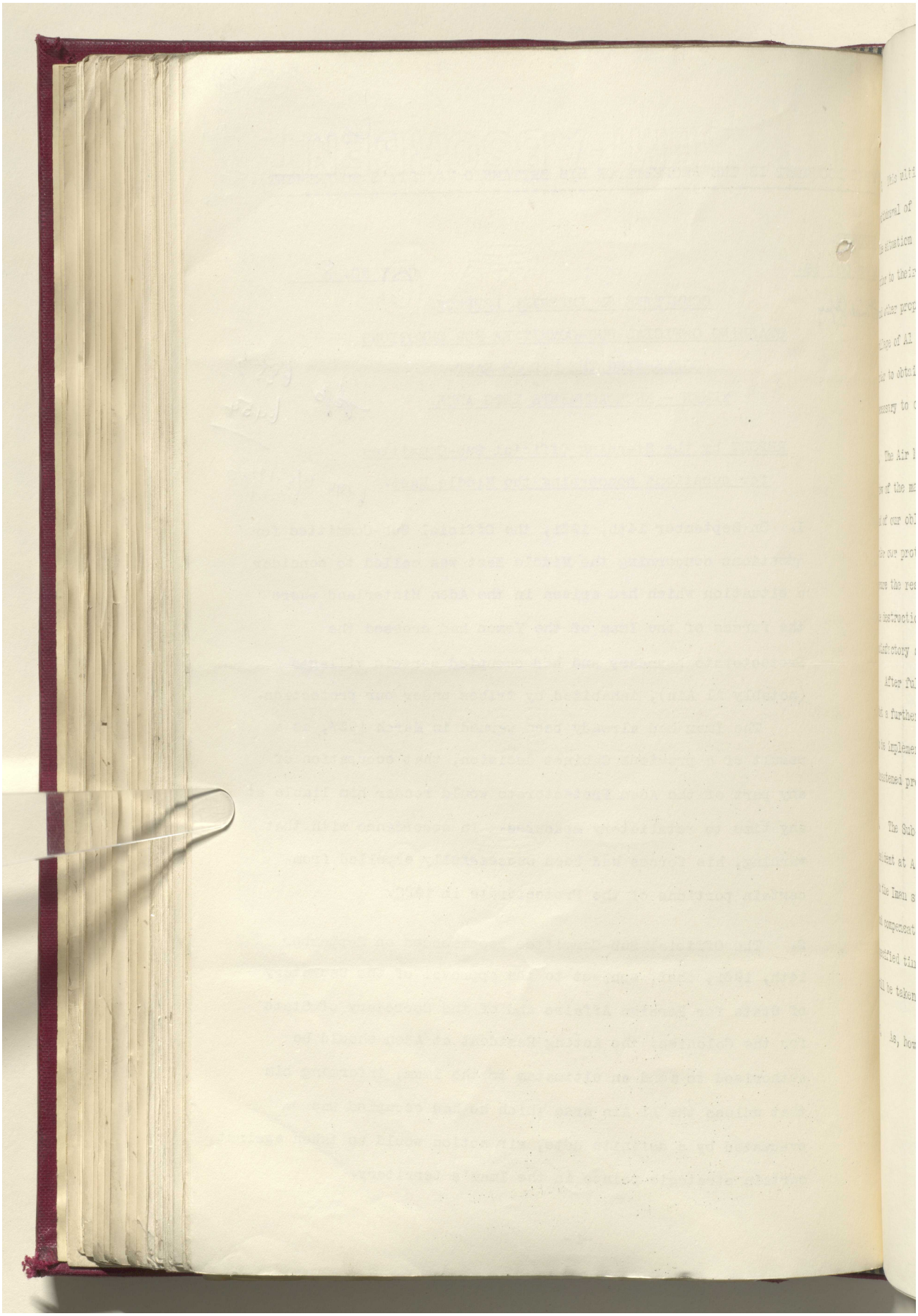

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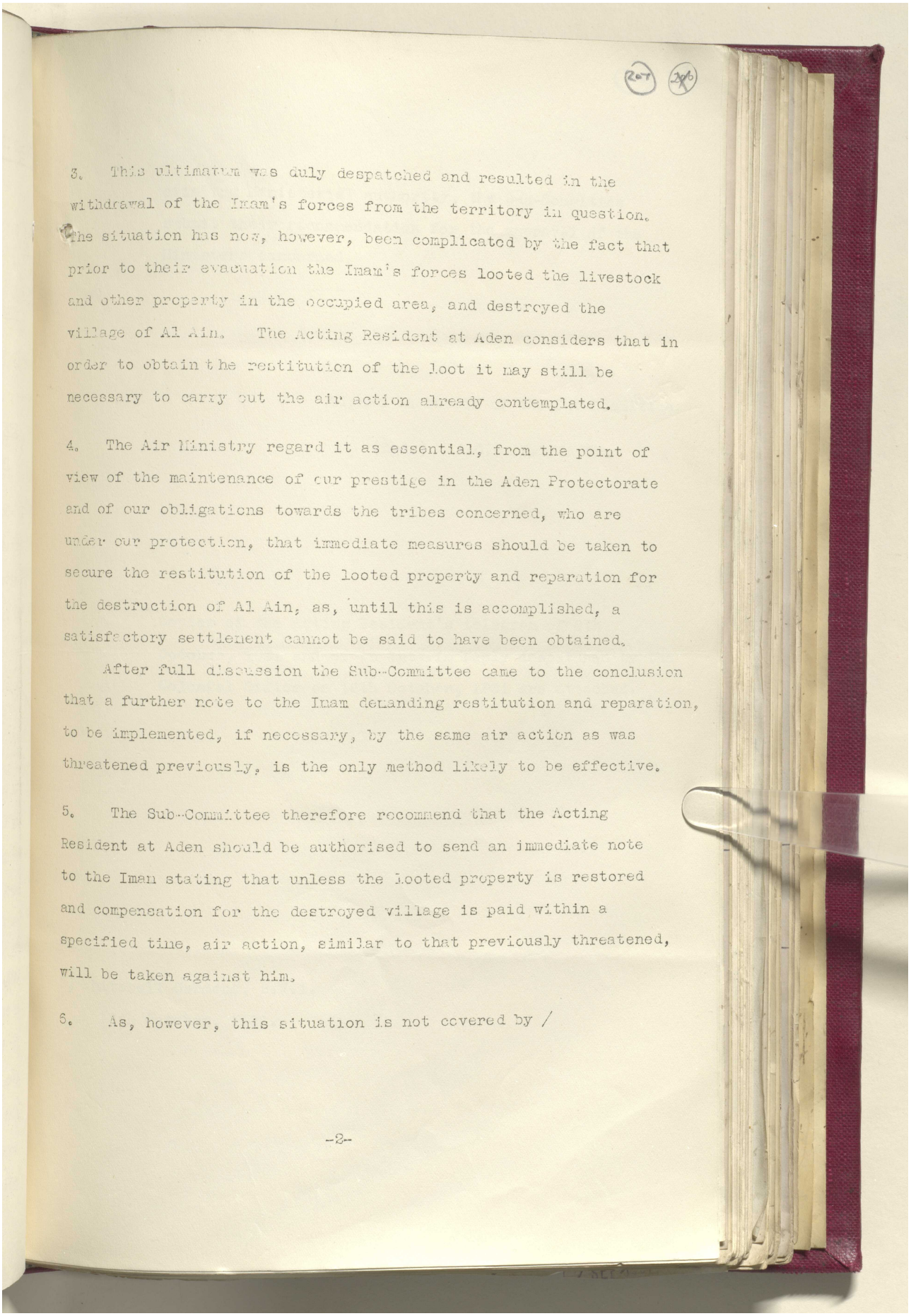

207 206

3. This ultimatum was duly despatched and resulted in the withdrawal of the Imam's forces from the territory in question. The situation has now, however, been complicated by the fact that prior to their evacuation the Imam's forces looted the livestock and other property in the occupied area, and destroyed the village of Al Ain. The Acting Resident at Aden considers that in order to obtain the restitution of the loot it may still be necessary to carry out the air action already contemplated.

4. The Air Ministry regard it as essential, from the point of view of the maintenance of our prestige in the Aden Protectorate and of our obligations towards the tribes concerned, who are under our protection, that immediate measures should be taken to secure the restitution of the looted property and reparation for the destruction of Al Ain, as, until this is accomplished, a satisfactory settlement cannot be said to have been obtained.

After full discussion the Sub-Committee came to the conclusion that a further note to the Imam demanding restitution and reparation, to be implemented, if necessary, by the same air action as was threatened previously, is the only method likely to be effective.

5. The Sub-Committee therefore recommend that the Acting Resident at Aden should be authorised to send an immediate note to the Iman stating that unless the looted property is restored and compensation for the destroyed village is paid within a specified time, air action, similar to that previously threatened, will be taken against him.

6. As, however, this situation is not covered by /



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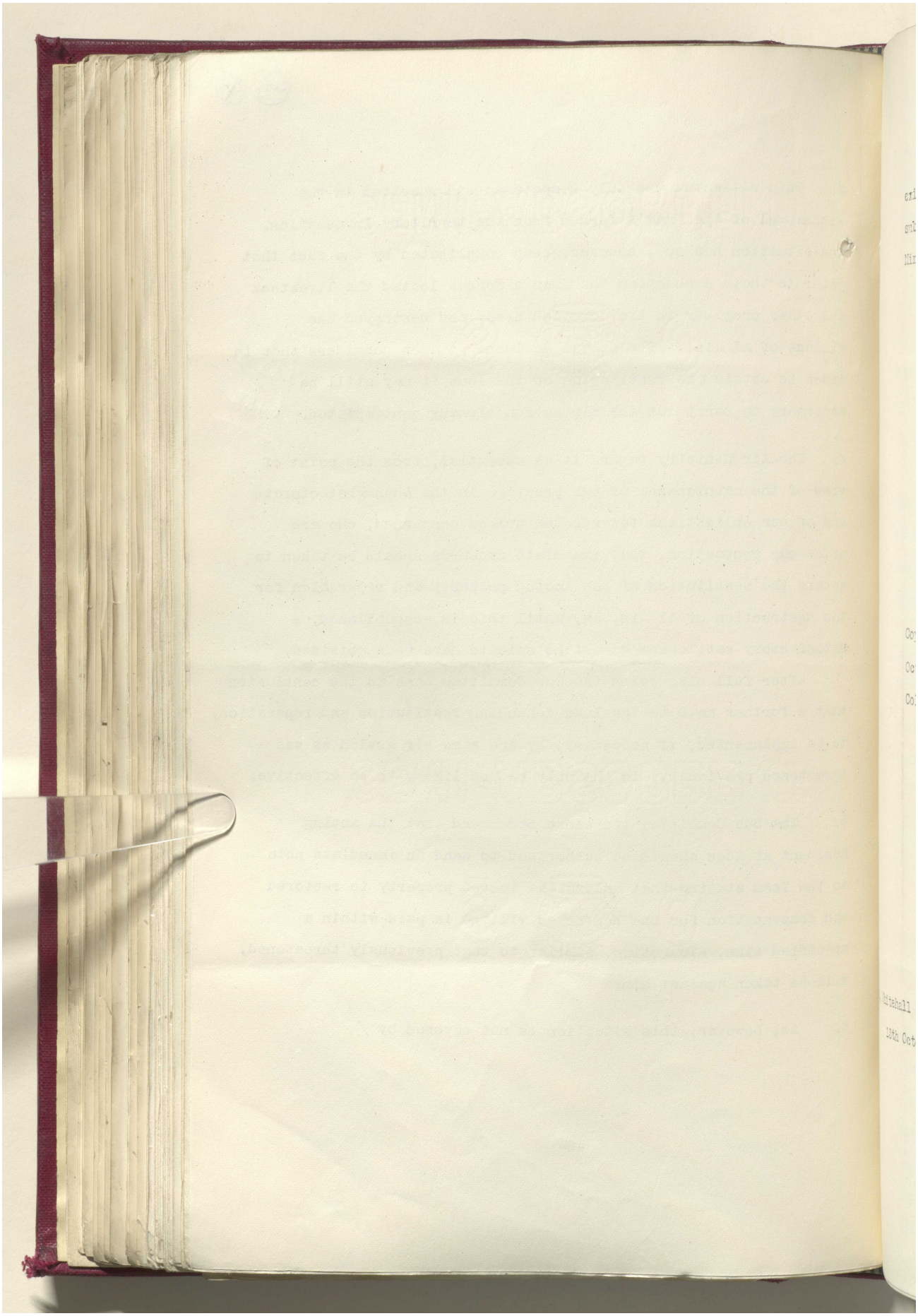

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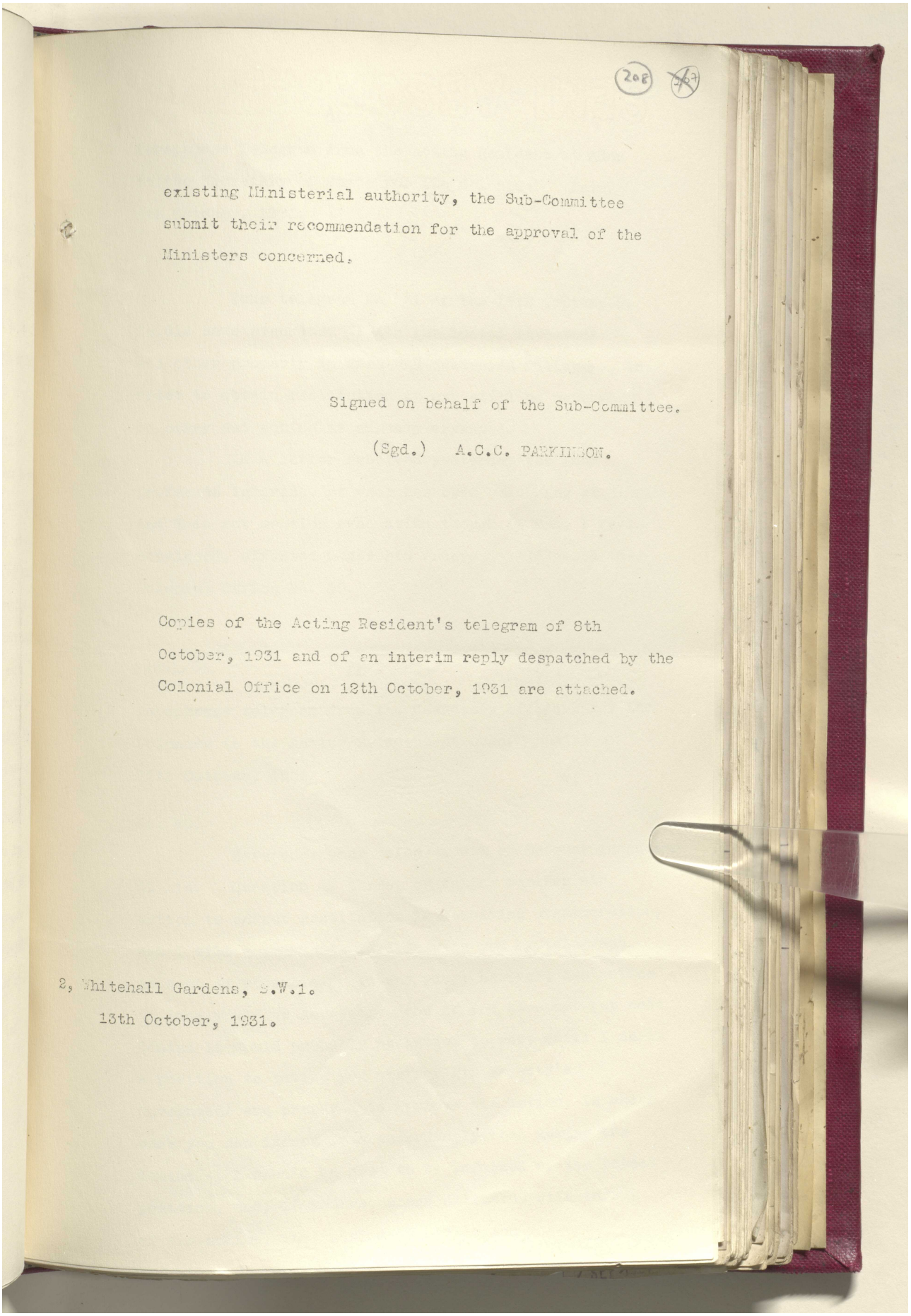

(208)

existing Ministerial authority, the Sub-Committee submit their recommendation for the approval of the Ministers concerned.

Signed on behalf of the Sub-Committee.

(Sgd.) A.C.C. PARKINSON.

Copies of the Acting Resident's telegram of 8th October, 1931 and of an interim reply despatched by the Colonial Office on 13th October, 1931 are attached.

2, Whitehall Gardens, S.W.1.
13th October, 1931.

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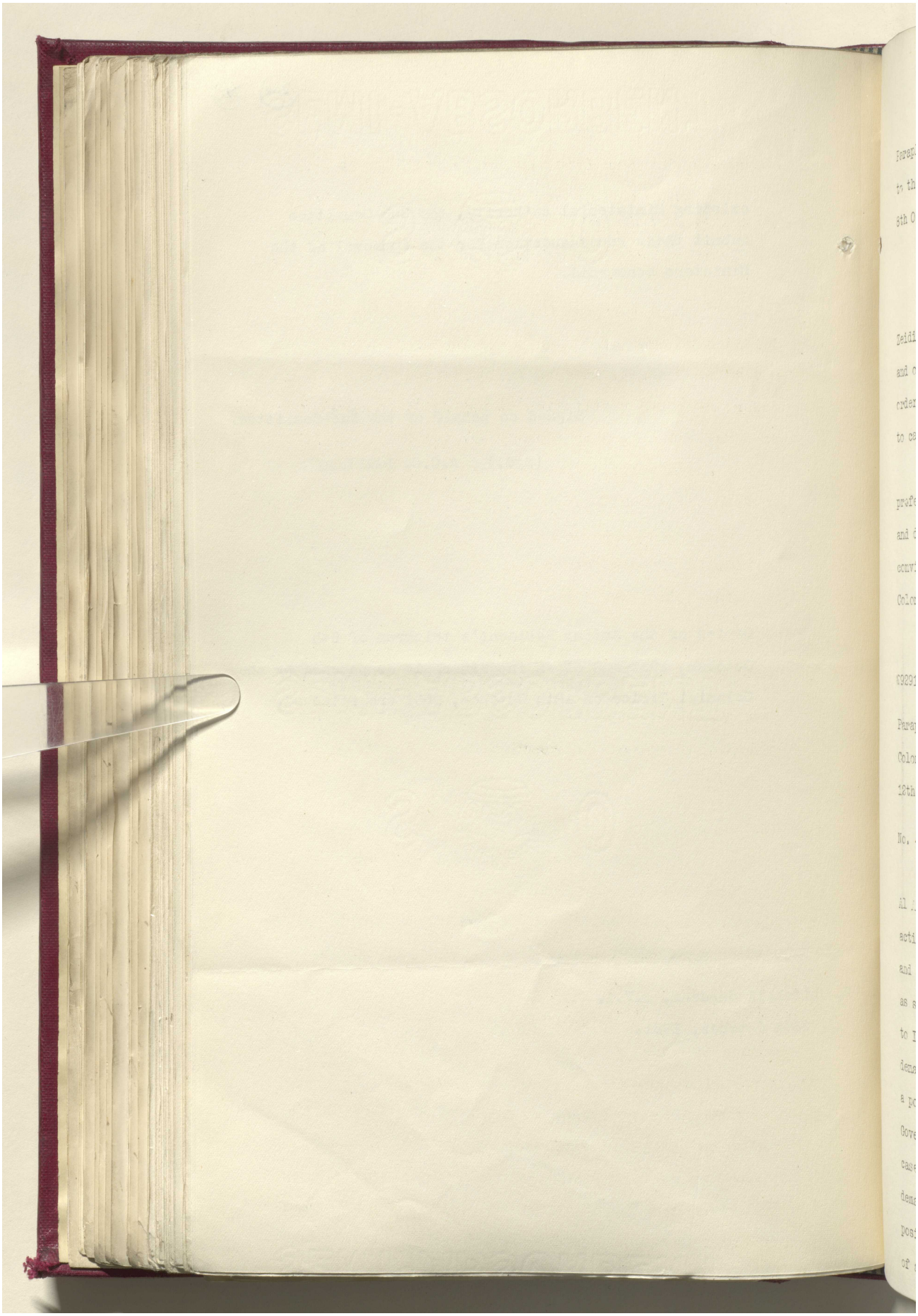

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209 ~~208~~

A.

Paraphrase Telegram from the Acting Resident at Aden to the Secretary of State for the Colonies. Dated 8th October, 1931.

Your telegram No. 31 of the 16th September. Zeidis have evacuated Al Ain but looted livestock and other property in area and destroyed village. In order to obtain restitution it may still be necessary to carry out action as already arranged.

In a letter received yesterday the Imam professes ignorance of what has been occurring at Al Ain and does not mention evacuation though it was, I feel convinced, effected under his orders. Addressed to Colonial Office No. 19.

9291/31. B.

Paraphrase telegram from the Secretary of State for the Colonies to the Acting Resident at Aden. Dated 12th October, 1931.

No. 40.

Reference your telegram 8th of October regarding Al Ain. Question of threat of taking further air action to effect restitution is receiving consideration, and I will communicate further with you by telegraph as soon as possible. In any case, however, due notice to Imam would be necessary, and if you have not yet made demand it would probably be better to wait until I am in a position to advise you whether His Majesty's Government are prepared to approve air action, in which case you can inform Imam accordingly when making the demand. I should be glad to be informed of the latest position, and, if you recommend ultimatum with threat of air action, what period of notice you suggest.

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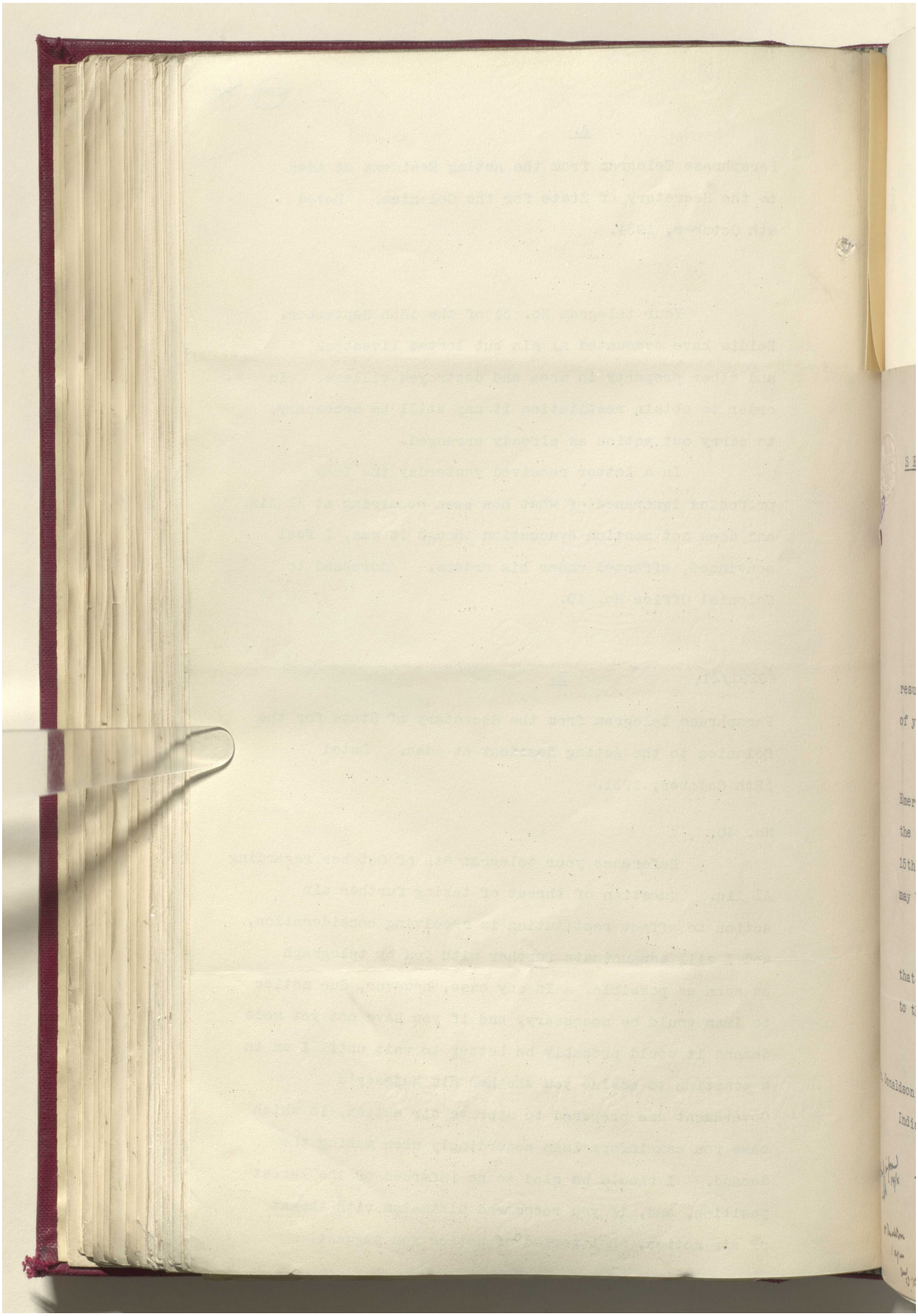

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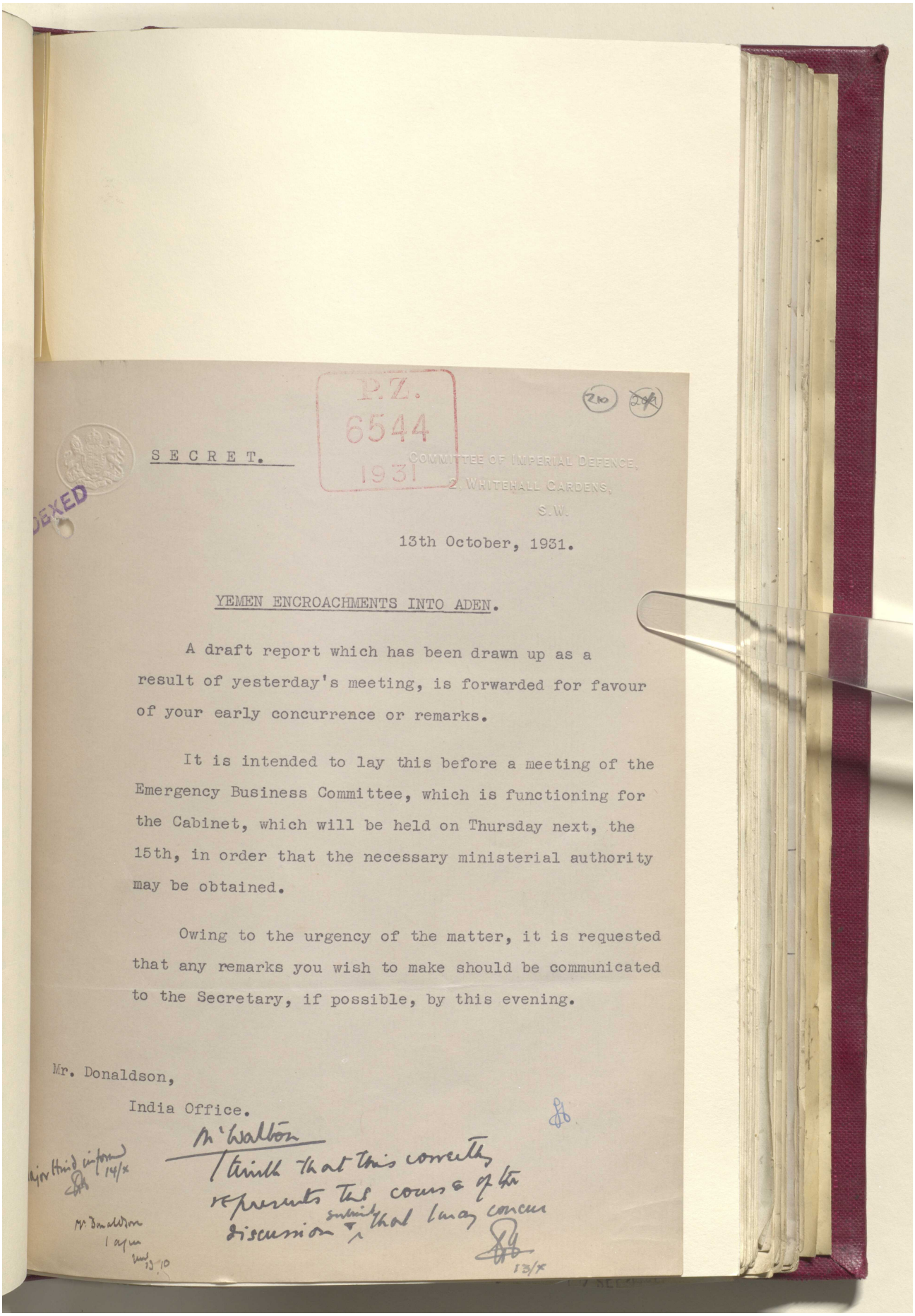

P.Z. 6544 1931

(210) (209)

SECRET.

COMMITTEE OF IMPERIAL DEFENCE,
2, WHITEHALL GARDENS,
S.W.

13th October, 1931.

YEMEN ENCROACHMENTS INTO ADEN.

A draft report which has been drawn up as a result of yesterday's meeting, is forwarded for favour of your early concurrence or remarks.

It is intended to lay this before a meeting of the Emergency Business Committee, which is functioning for the Cabinet, which will be held on Thursday next, the 15th, in order that the necessary ministerial authority may be obtained.

Owing to the urgency of the matter, it is requested that any remarks you wish to make should be communicated to the Secretary, if possible, by this evening.

Mr. Donaldson,
India Office.

Mr Walton
I think that this correctly represents the course of the discussion & that I may submit

13/X

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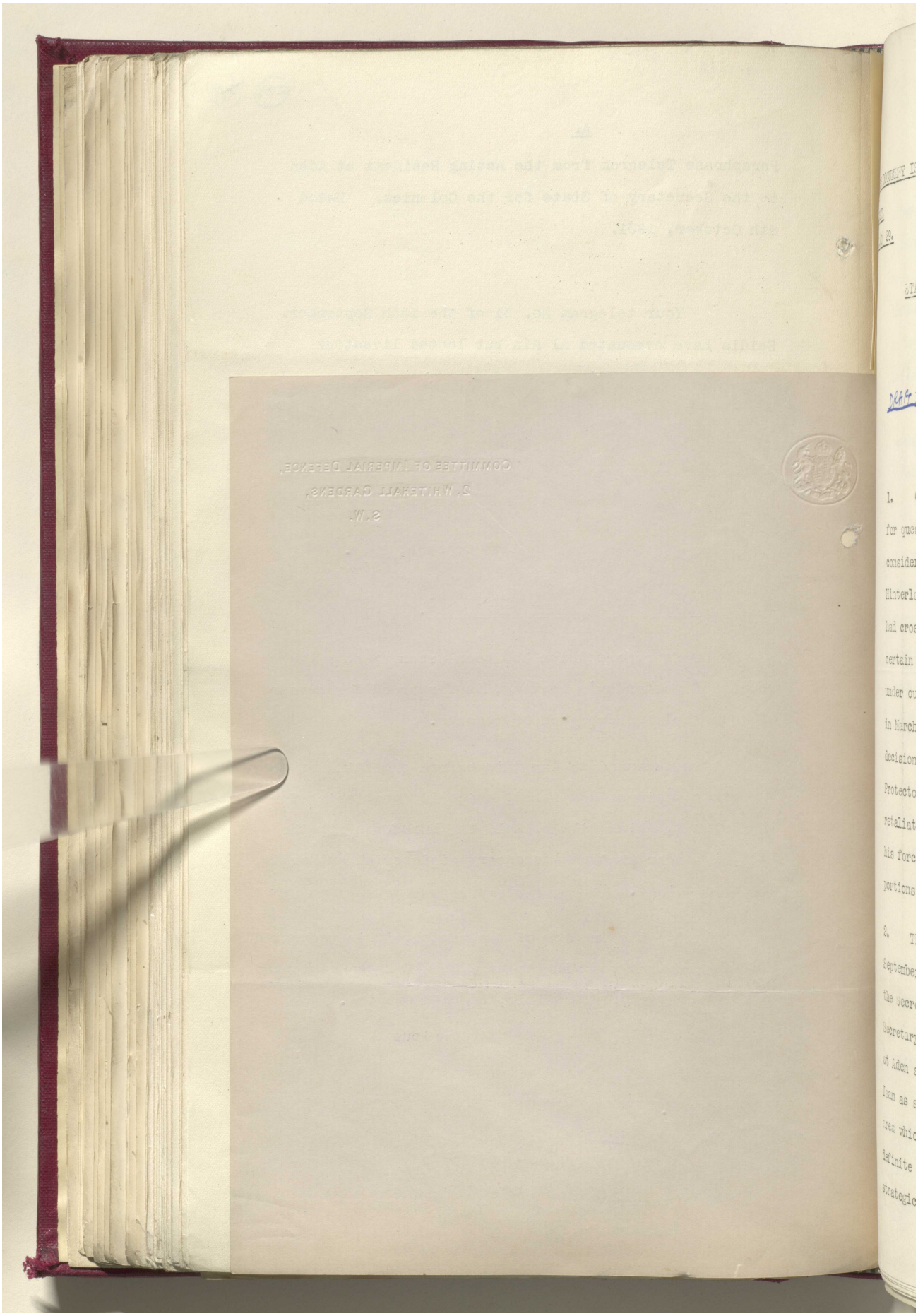

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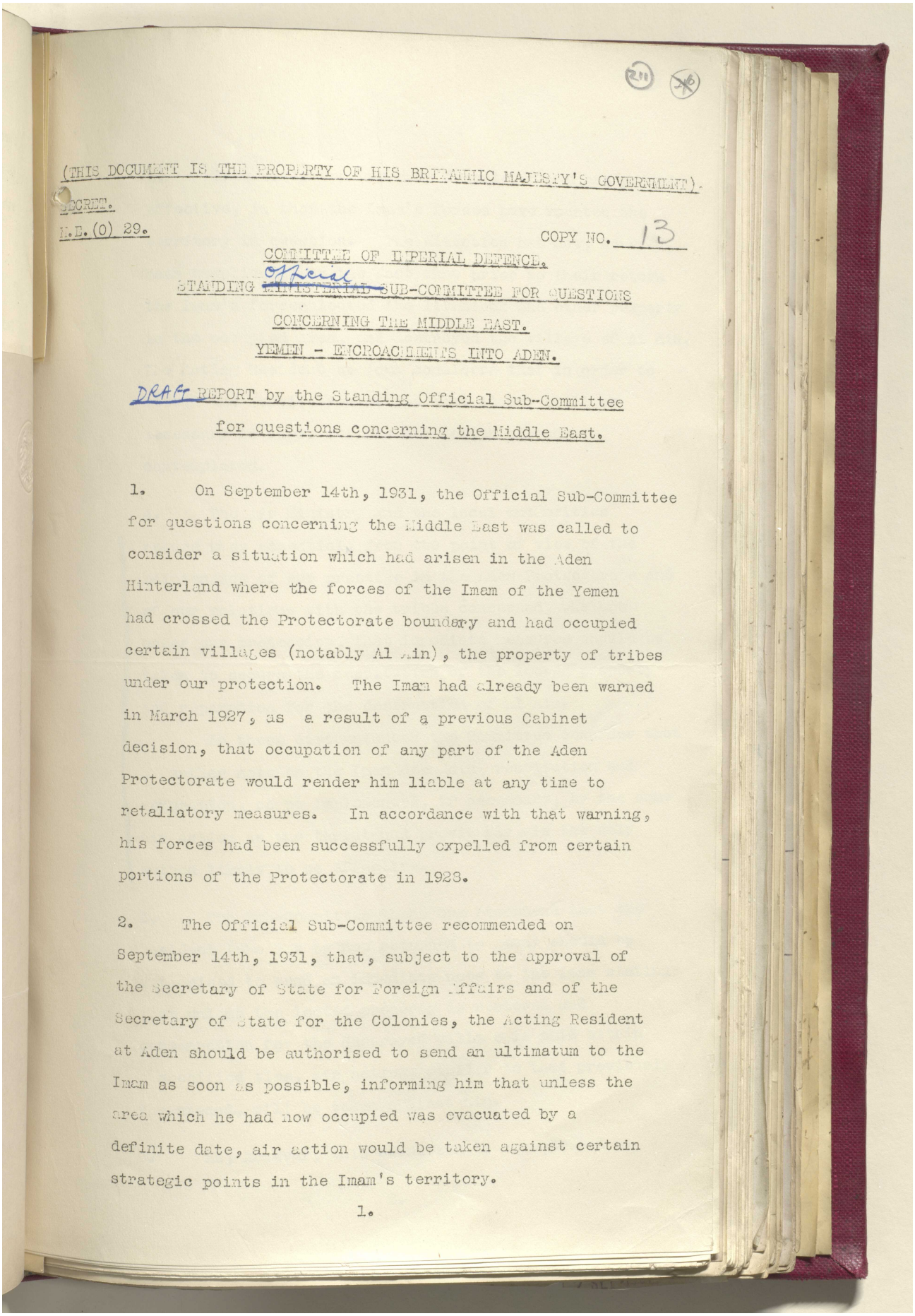

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COPY NO. 13

COMMITTEE OF IMPERIAL DEFENCE.

STANDING ~~MINISTERIAL~~ Official SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

YEMEN - ENCROACHMENTS INTO ADEN.

DRAFT REPORT by the Standing Official Sub-Committee for questions concerning the Middle East.

1. On September 14th, 1931, the Official Sub-Committee for questions concerning the Middle East was called to consider a situation which had arisen in the Aden Hinterland where the forces of the Imam of the Yemen had crossed the Protectorate boundary and had occupied certain villages (notably Al Ain), the property of tribes under our protection. The Imam had already been warned in March 1927, as a result of a previous Cabinet decision, that occupation of any part of the Aden Protectorate would render him liable at any time to retaliatory measures. In accordance with that warning, his forces had been successfully expelled from certain portions of the Protectorate in 1928.

2. The Official Sub-Committee recommended on September 14th, 1931, that, subject to the approval of the Secretary of State for Foreign Affairs and of the Secretary of State for the Colonies, the Acting Resident at Aden should be authorised to send an ultimatum to the Imam as soon as possible, informing him that unless the area which he had now occupied was evacuated by a definite date, air action would be taken against certain strategic points in the Imam's territory.

1.

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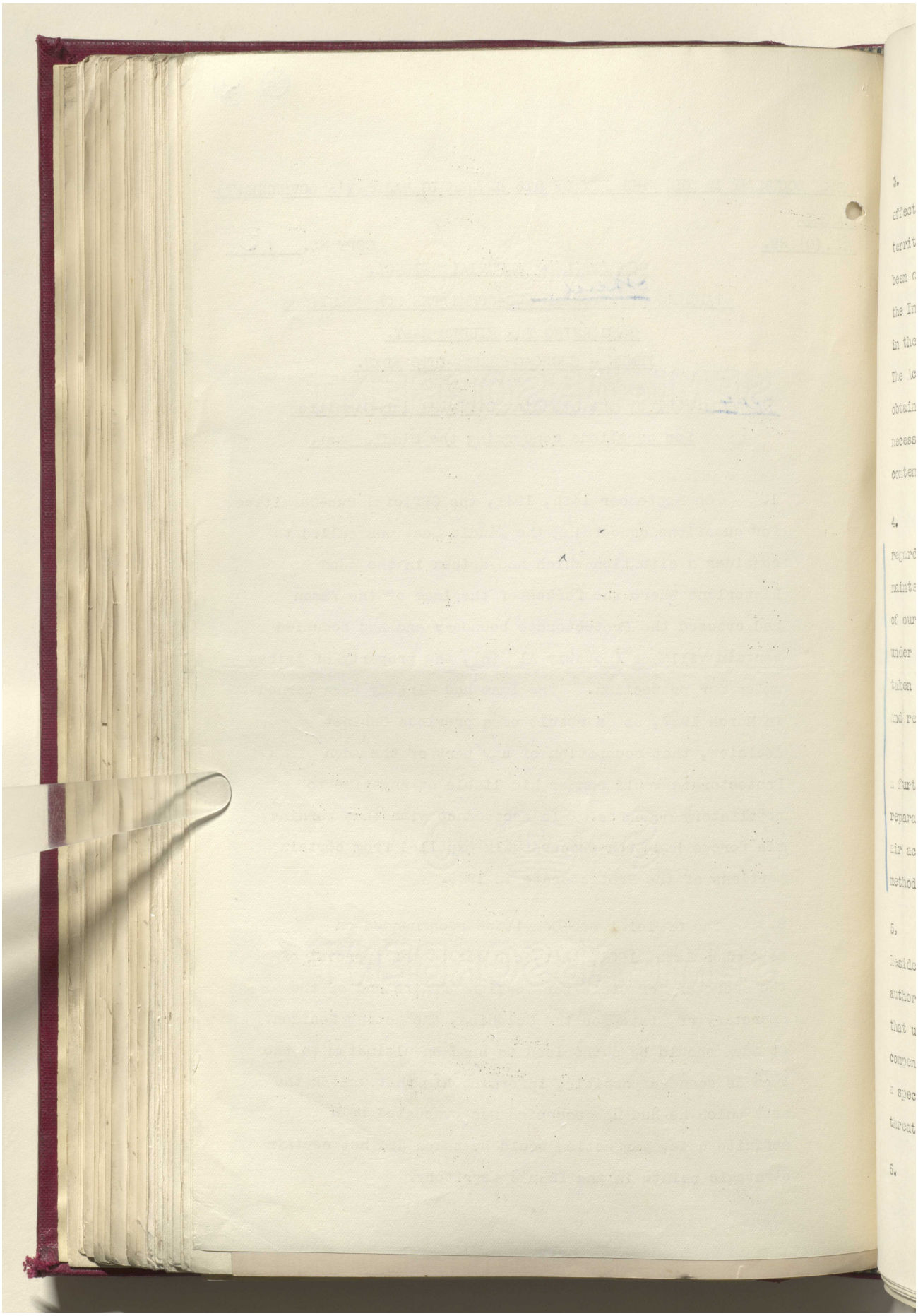

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3. This ultimatum was duly despatched and has proved effective, in that the Imam's forces have vacated the territory in question. The situation has now, however, been complicated by the fact that prior to their return the Imam's forces looted the livestock and other property in the occupied area, and destroyed the village of Al Ain. The Acting Resident at Aden considers that in order to obtain the restitution of the loot it may still be necessary to carry out the air action already contemplated.

4. The Air Ministry and the local authorities regard it as essential, from the point of view of the maintenance of our prestige in the Aden Protectorate and of our relations with the tribes concerned, who are under our protection, that immediate measures should be taken to secure the restitution of the looted property and reparation for the destruction of Al Ain.

In these circumstances the Committee consider that a further note to the Imam demanding restitution and reparation, to be implemented, if necessary, by the same air action as was threatened previously, is the only method likely to be effective.

5. The Sub-Committee therefore recommend that the Resident (who has by now returned to Aden) should be authorised to send an immediate note to the Imam stating that unless the looted property is restored and compensation for the destroyed village is paid within a specified time, air action, similar to that previously threatened, will be taken against him.

6. As, however, this situation is not covered by



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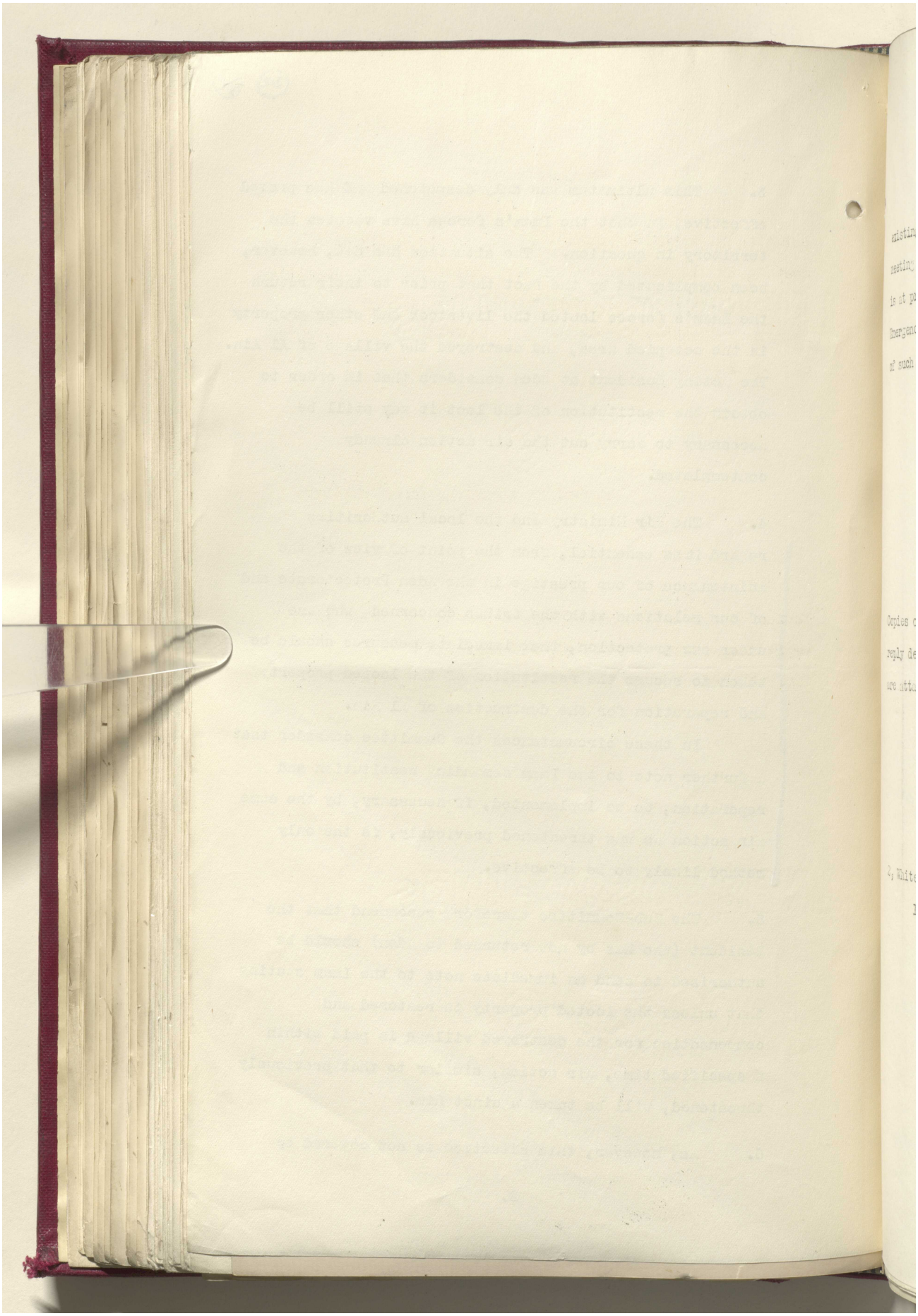

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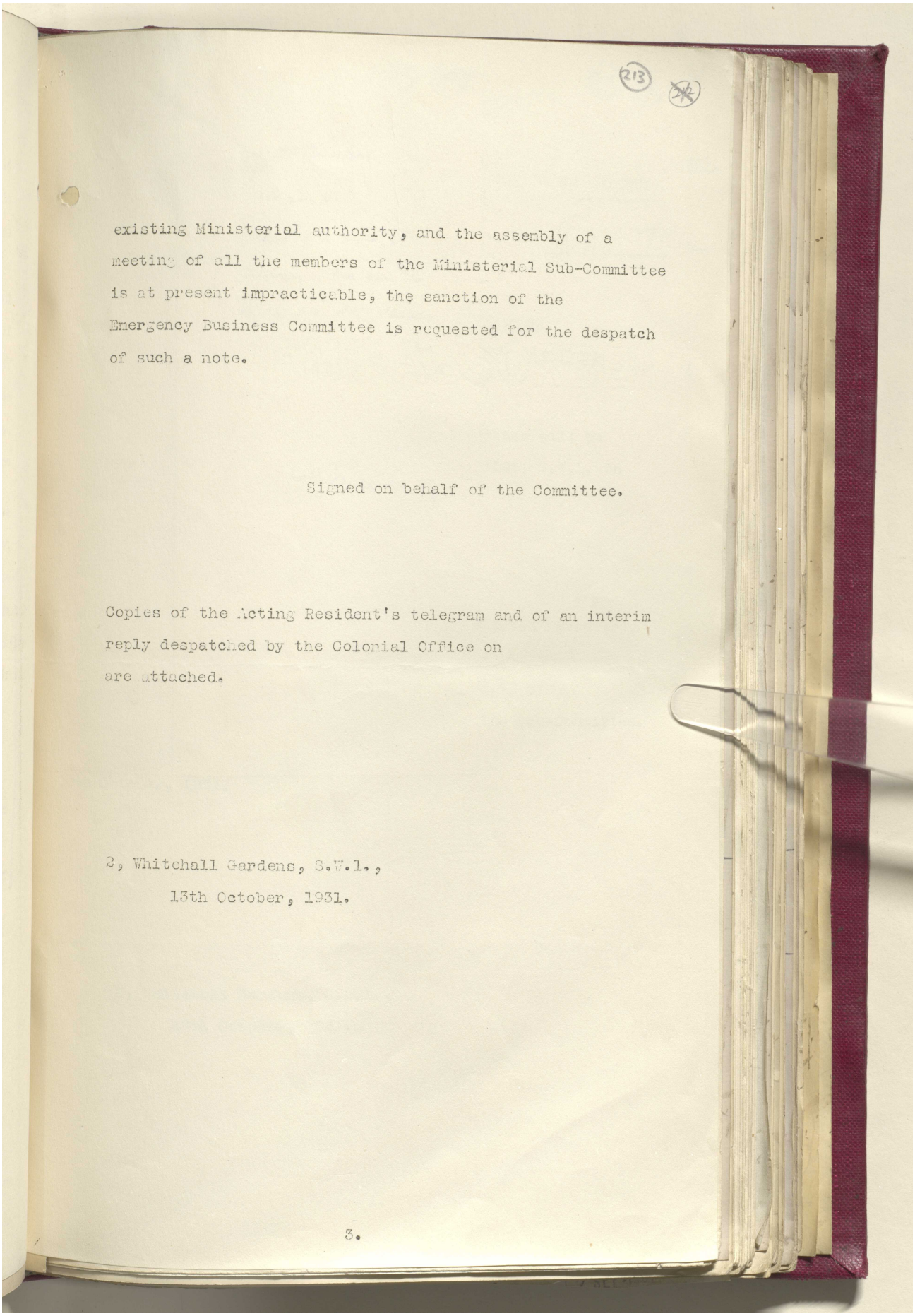

213

existing Ministerial authority, and the assembly of a meeting of all the members of the Ministerial Sub-Committee is at present impracticable, the sanction of the Emergency Business Committee is requested for the despatch of such a note.

Signed on behalf of the Committee.

Copies of the Acting Resident's telegram and of an interim reply despatched by the Colonial Office on are attached.

2, Whitehall Gardens, S.W.1.,
13th October, 1931.

3.

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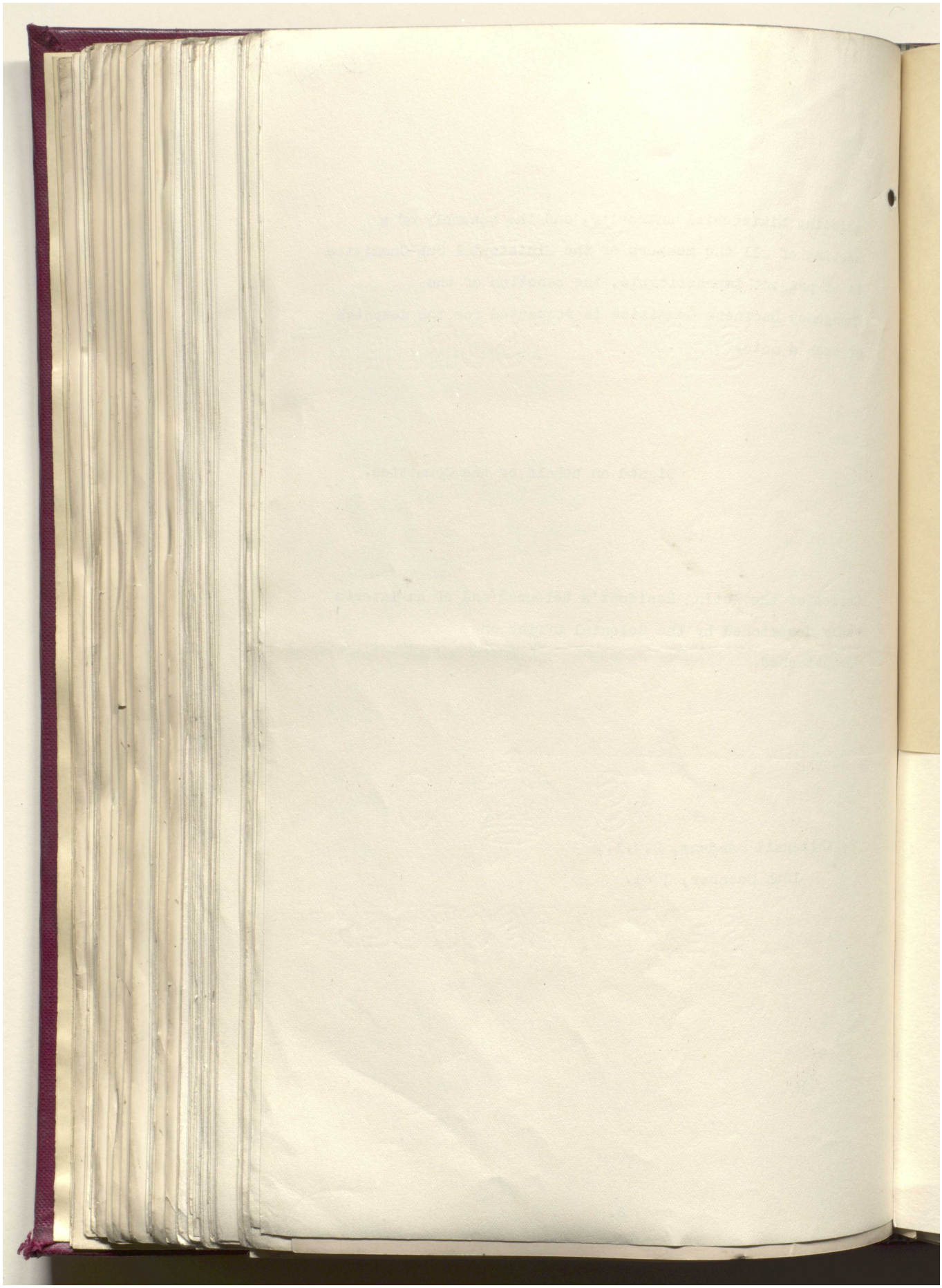

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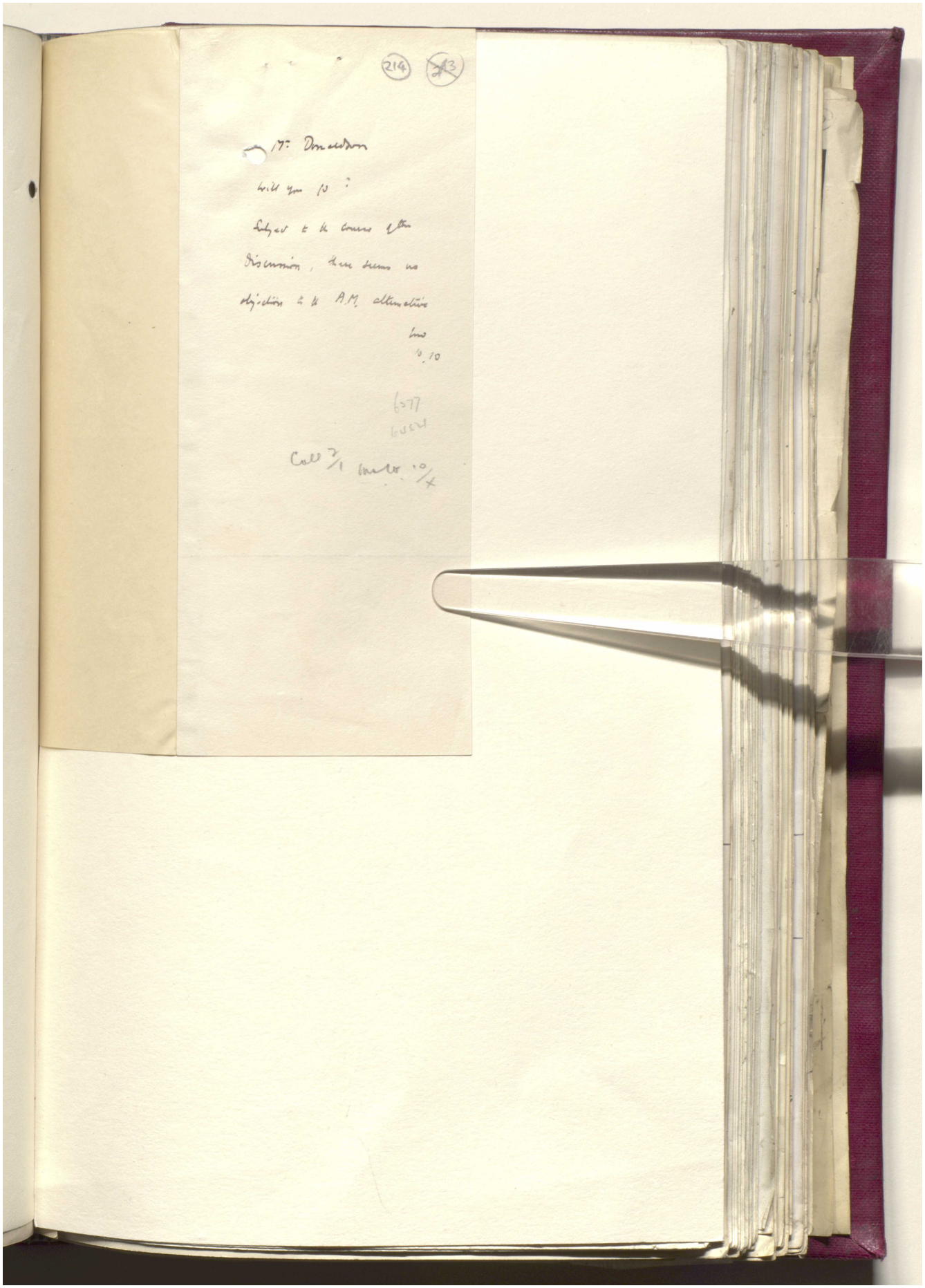

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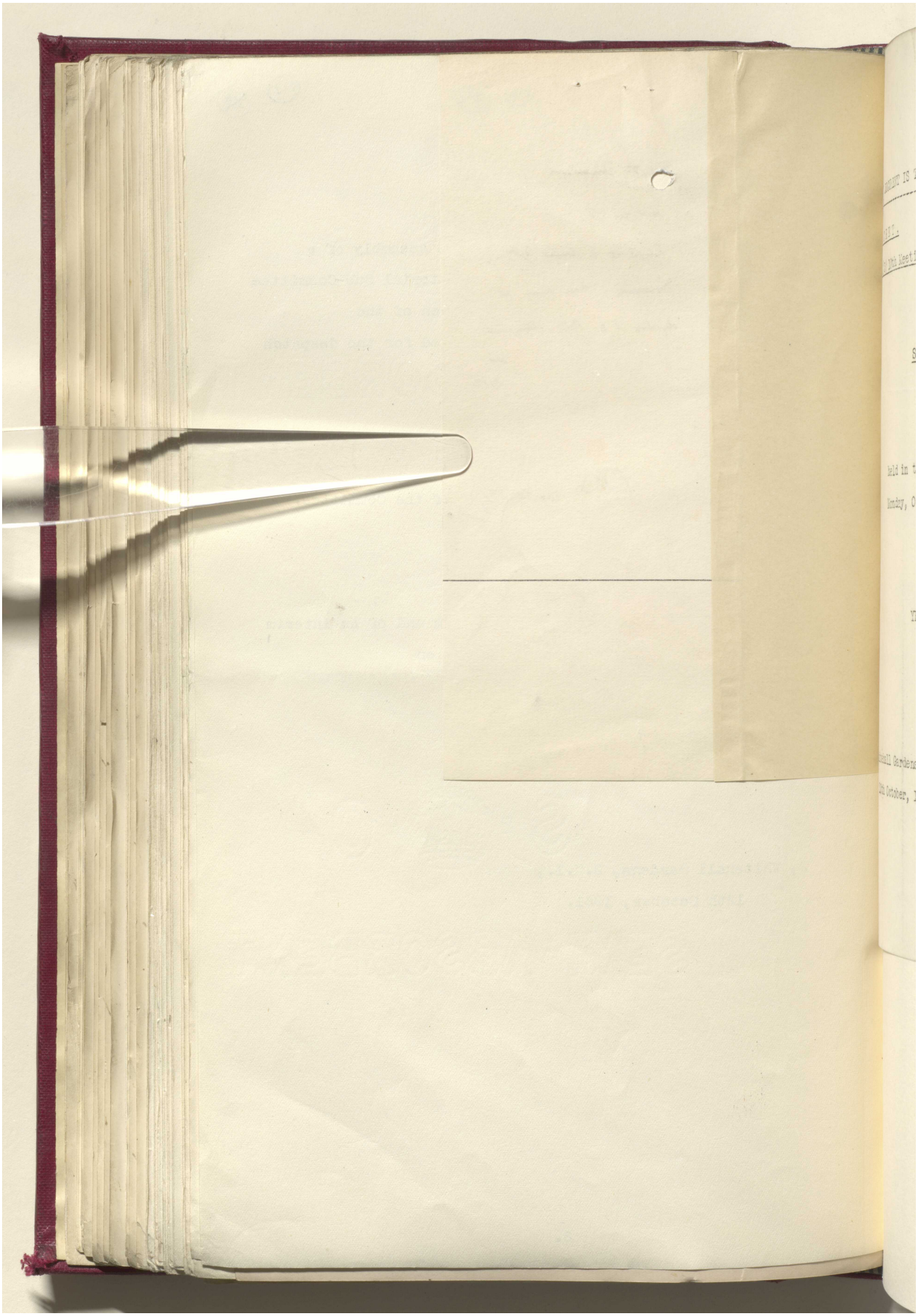

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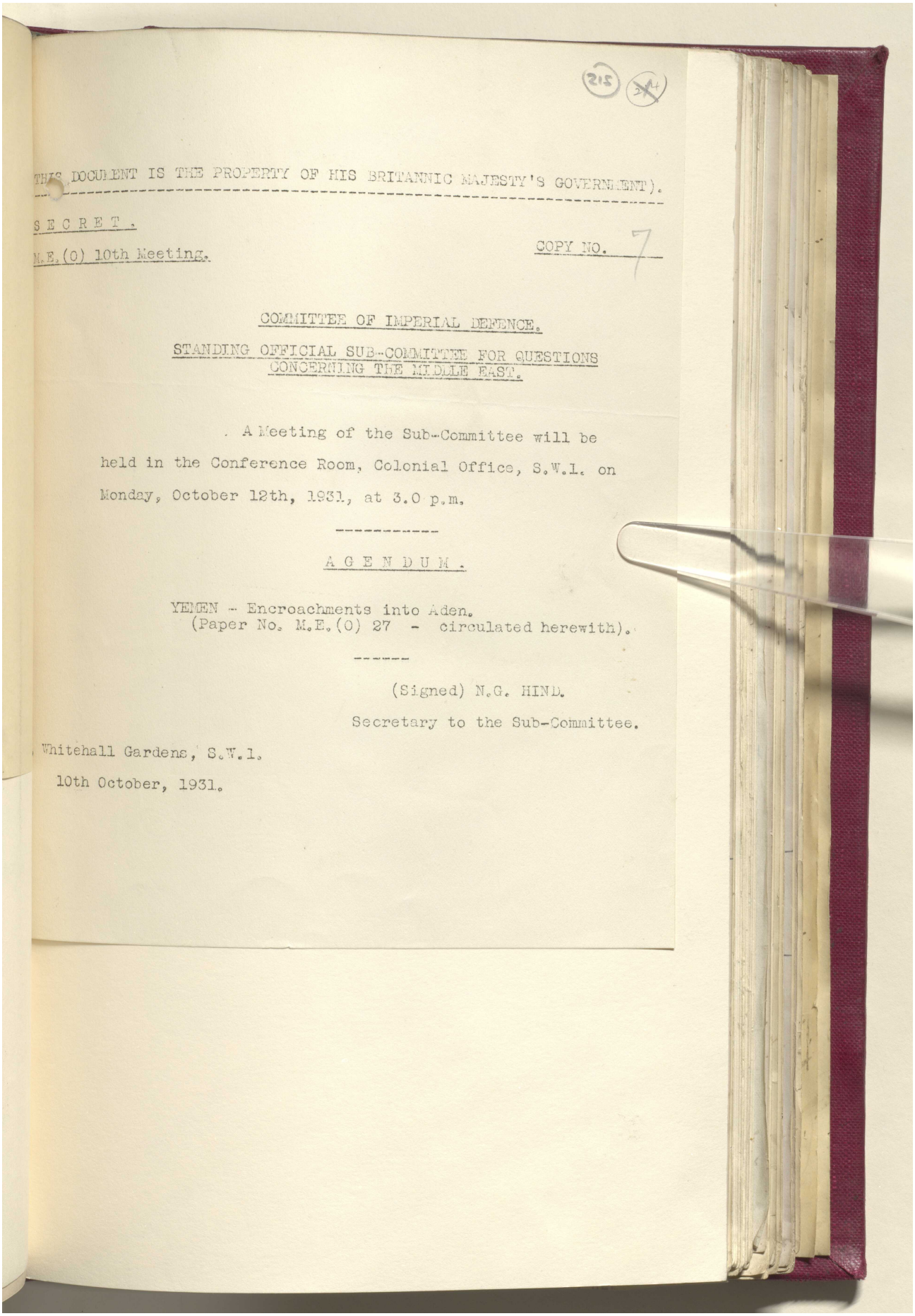

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S E C R E T .

M.E.(O) 10th Meeting.

COPY NO. 7

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

A Meeting of the Sub-Committee will be held in the Conference Room, Colonial Office, S.W.1. on Monday, October 12th, 1931, at 3.0 p.m.

---

A G E N D U M .

YEMEN - Encroachments into Aden.
(Paper No. M.E.(O) 27 - circulated herewith).

---

(Signed) N.G. HIND.
Secretary to the Sub-Committee.

Whitehall Gardens, S.W.1.
10th October, 1931.

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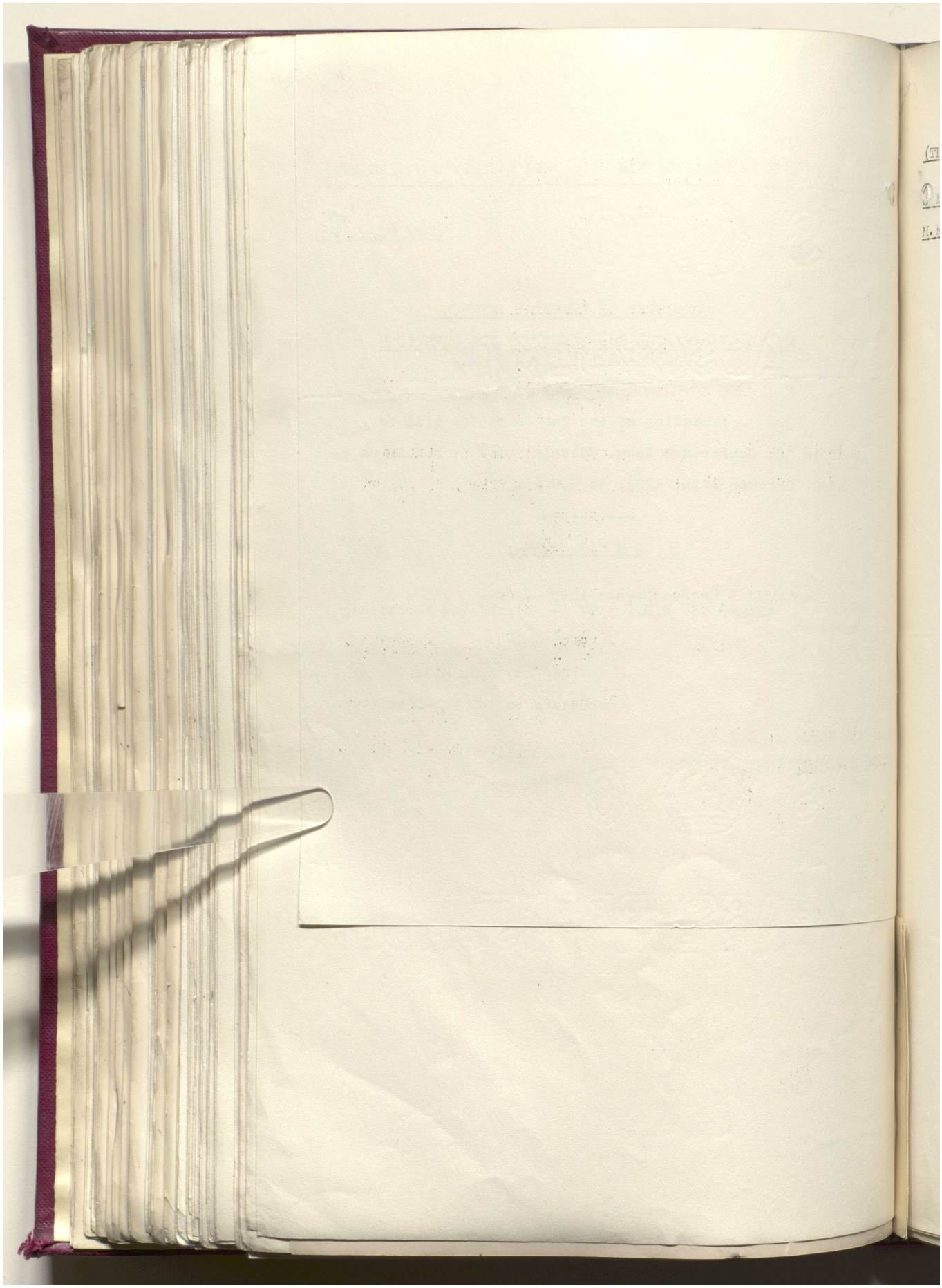

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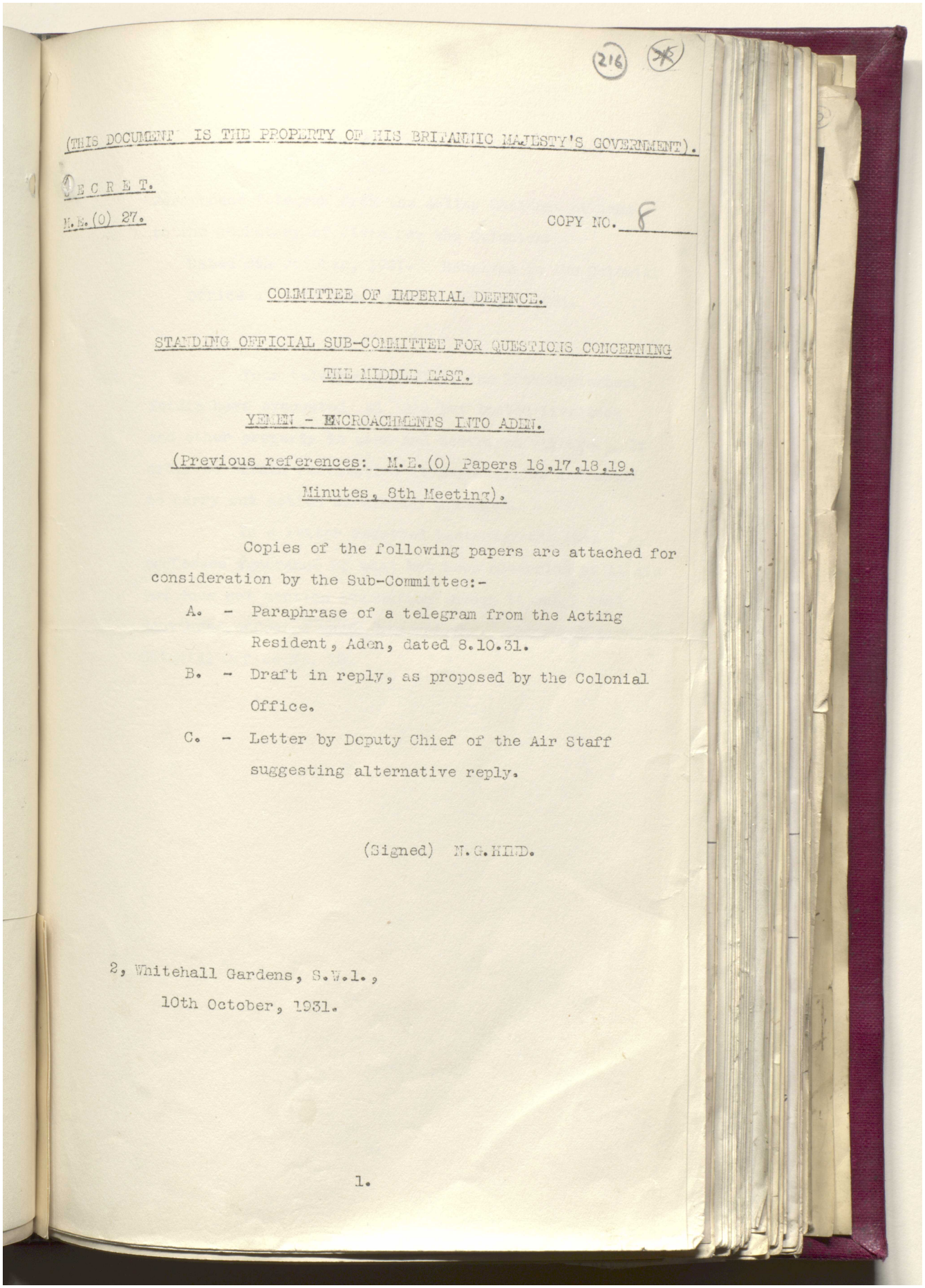

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SECRET.

M.E.(O) 27.

COPY NO. 8

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

YEMEN - ENCROACHMENTS INTO ADEN.

(Previous references: M.E.(O) Papers 16,17,18,19, Minutes, 8th Meeting).

Copies of the following papers are attached for consideration by the Sub-Committee:-

A. - Paraphrase of a telegram from the Acting Resident, Aden, dated 8.10.31.

B. - Draft in reply, as proposed by the Colonial Office.

C. - Letter by Deputy Chief of the Air Staff suggesting alternative reply.

(Signed) M.G.HIND.

2, Whitehall Gardens, S.W.1.,
10th October, 1931.

1.

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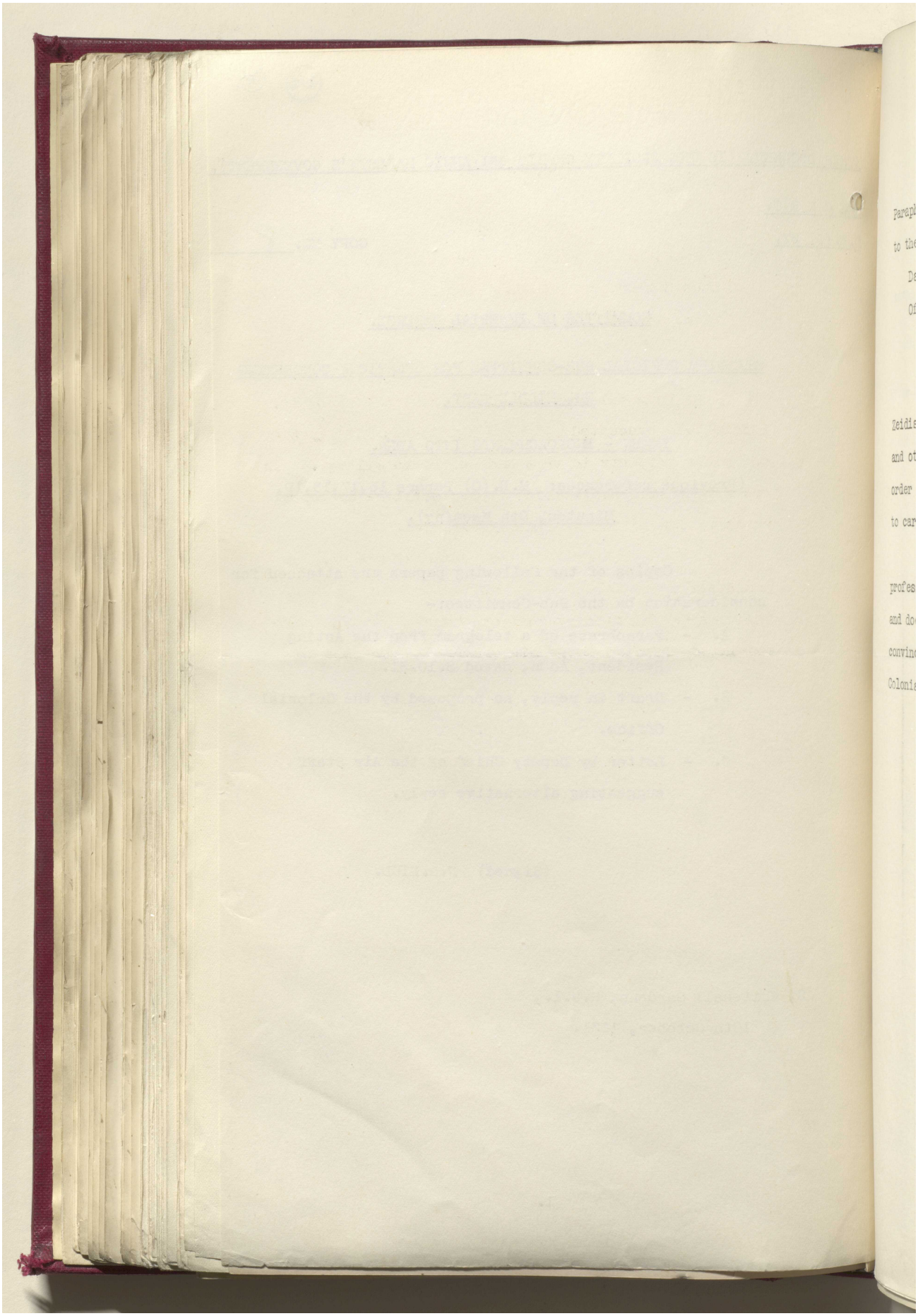

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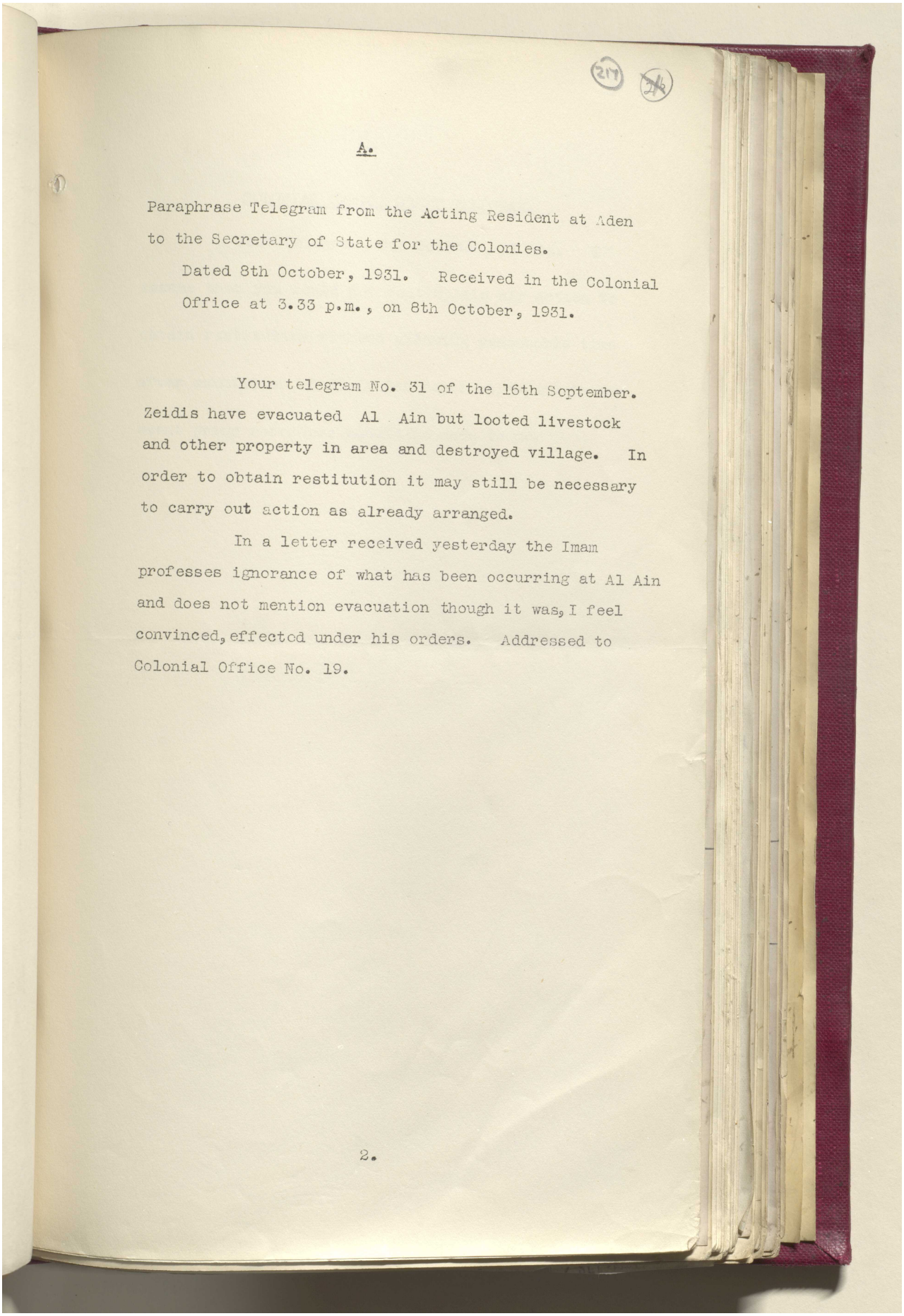

A.

Paraphrase Telegram from the Acting Resident at Aden to the Secretary of State for the Colonies.

Dated 8th October, 1931. Received in the Colonial Office at 3.33 p.m., on 8th October, 1931.

Your telegram No. 31 of the 16th September. Zeidis have evacuated Al Ain but looted livestock and other property in area and destroyed village. In order to obtain restitution it may still be necessary to carry out action as already arranged.

In a letter received yesterday the Imam professes ignorance of what has been occurring at Al Ain and does not mention evacuation though it was, I feel convinced, effected under his orders. Addressed to Colonial Office No. 19.

2.

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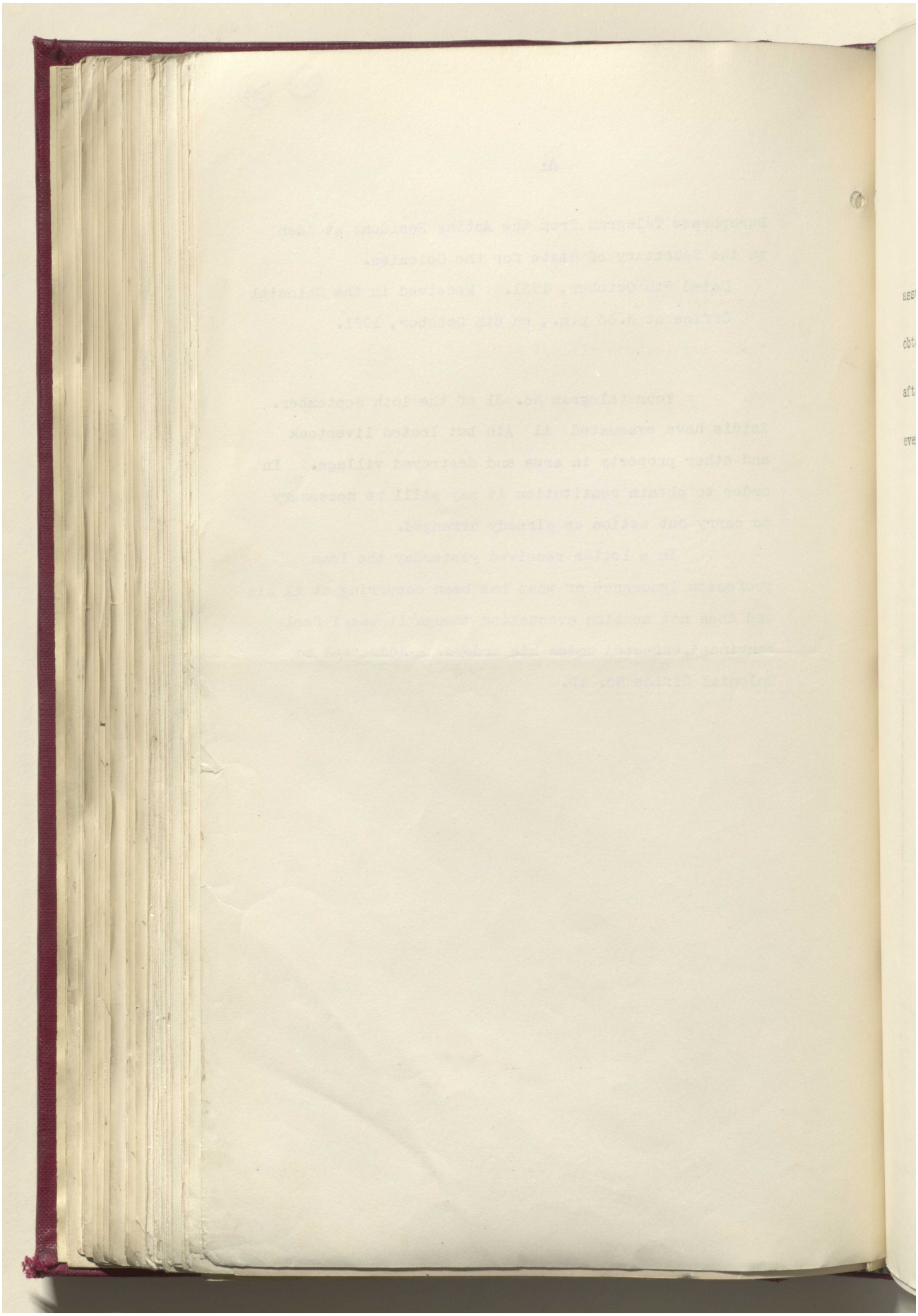

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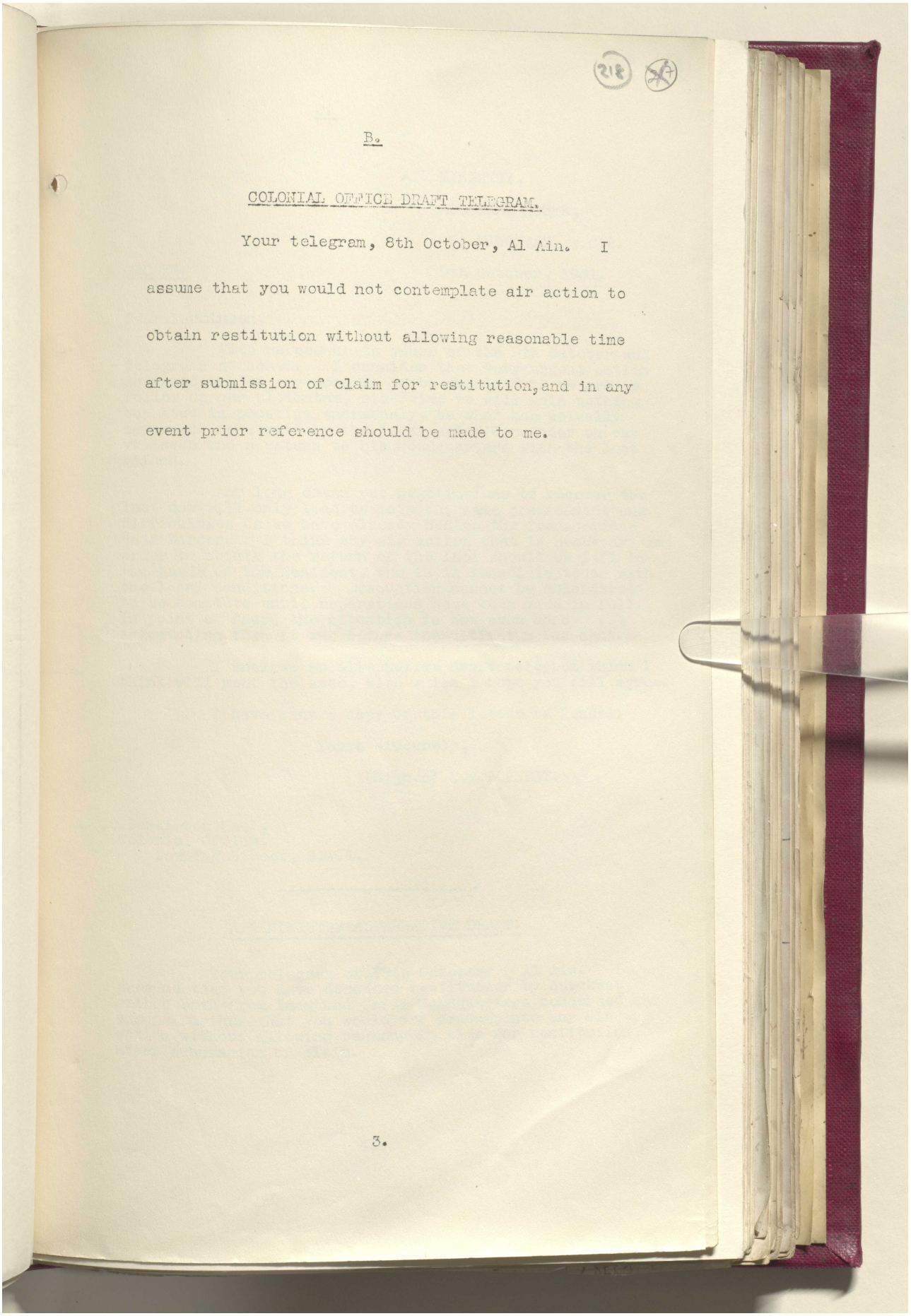

B.

COLONIAL OFFICE DRAFT TELEGRAM.

Your telegram, 8th October, Al Ain. I assume that you would not contemplate air action to obtain restitution without allowing reasonable time after submission of claim for restitution, and in any event prior reference should be made to me.

3.

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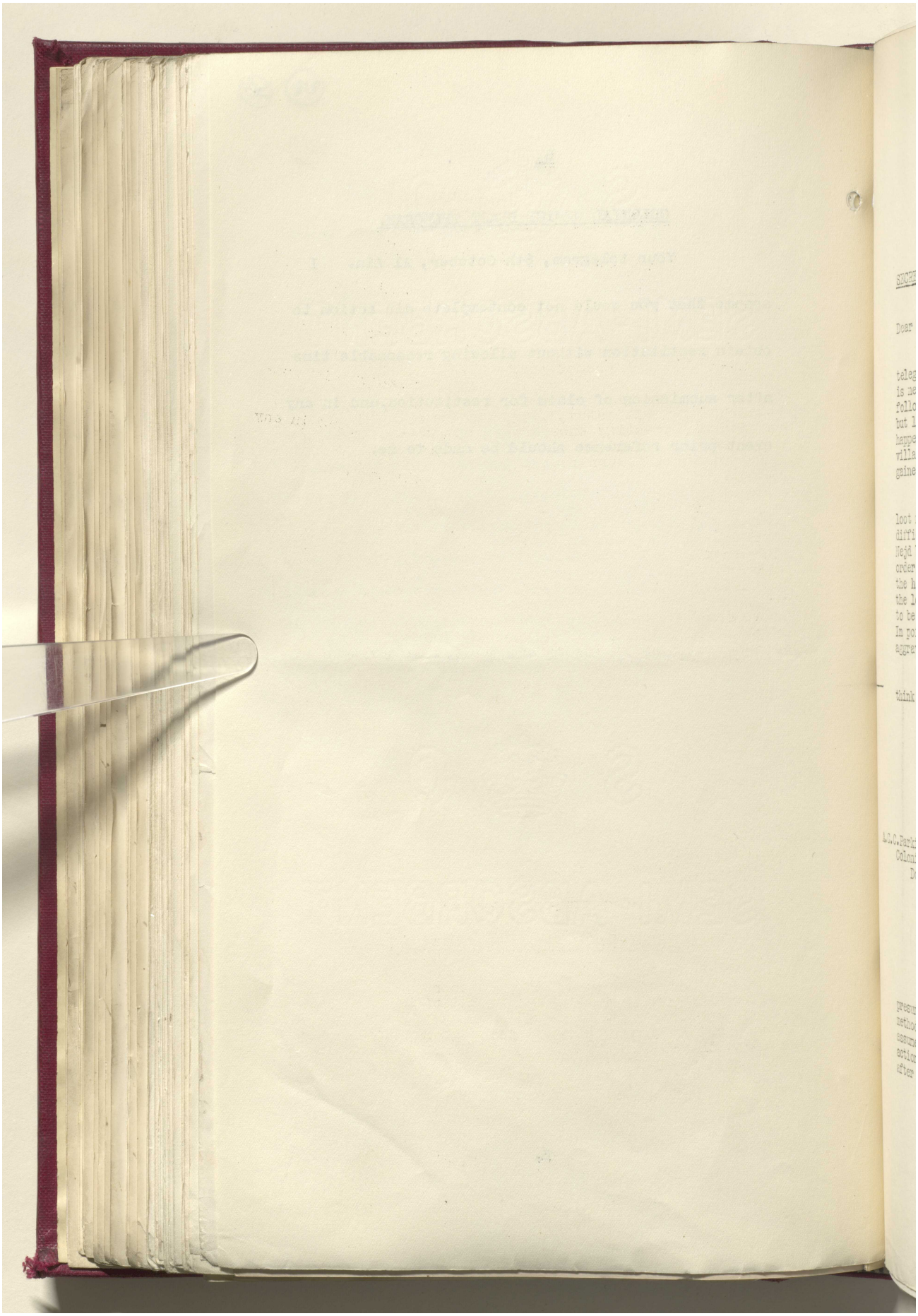

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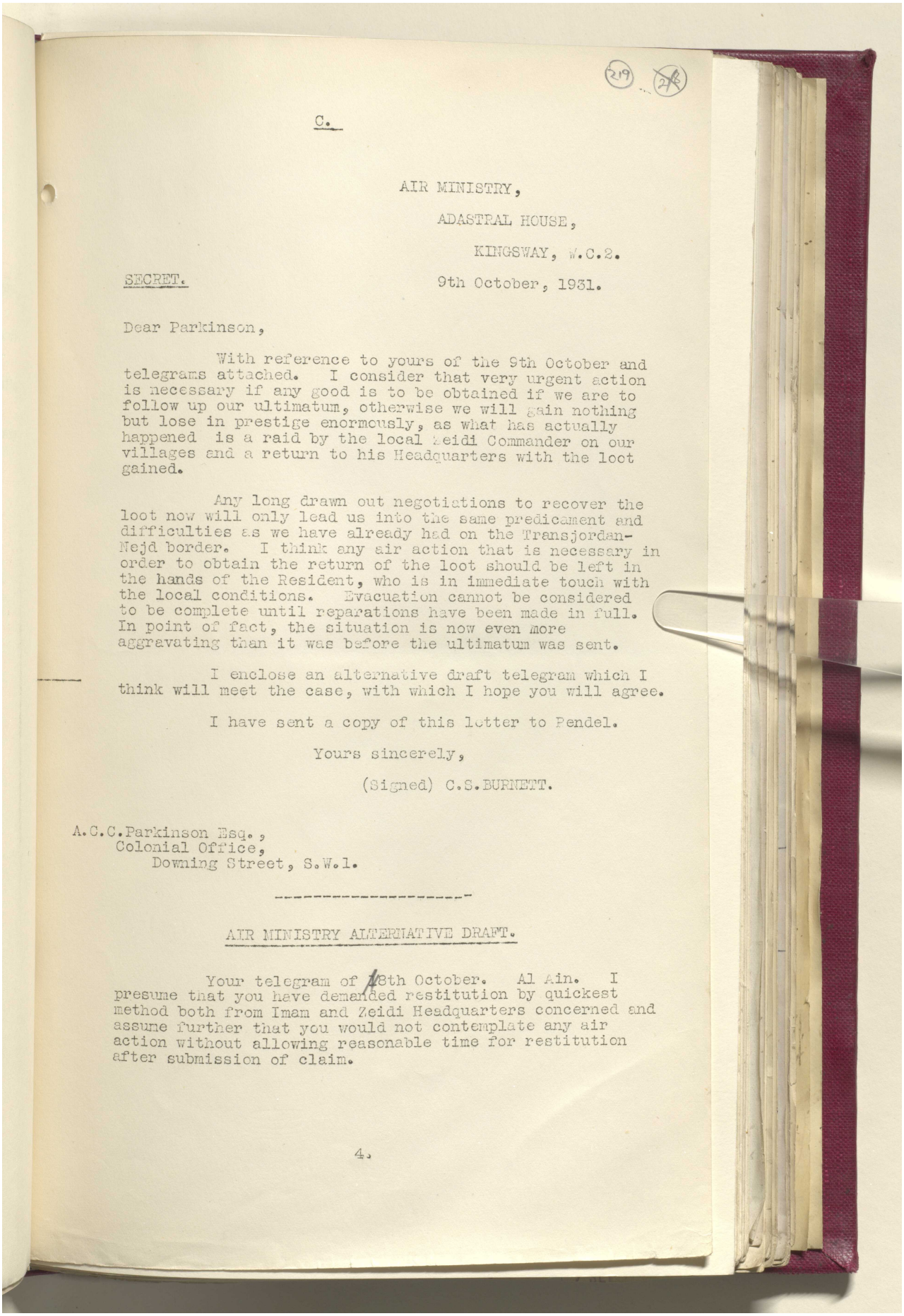

C.

AIR MINISTRY,

ADASTRAL HOUSE,

KINGSWAY, W.C.2.

SECRET. 9th October, 1931.

Dear Parkinson,

With reference to yours of the 9th October and telegrams attached. I consider that very urgent action is necessary if any good is to be obtained if we are to follow up our ultimatum, otherwise we will gain nothing but lose in prestige enormously, as what has actually happened is a raid by the local Zeidi Commander on our villages and a return to his Headquarters with the loot gained.

Any long drawn out negotiations to recover the loot now will only lead us into the same predicament and difficulties as we have already had on the Transjordan-Nejd border. I think any air action that is necessary in order to obtain the return of the loot should be left in the hands of the Resident, who is in immediate touch with the local conditions. Evacuation cannot be considered to be complete until reparations have been made in full. In point of fact, the situation is now even more aggravating than it was before the ultimatum was sent.

I enclose an alternative draft telegram which I think will meet the case, with which I hope you will agree.

I have sent a copy of this letter to Pendel.

Yours sincerely,

(Signed) C.S.BURNETT.

A.C.C.Parkinson Esq.,
Colonial Office,
Downing Street, S.W.1.

---

AIR MINISTRY ALTERNATIVE DRAFT.

Your telegram of 8th October. Al Ain. I presume that you have demanded restitution by quickest method both from Imam and Zeidi Headquarters concerned and assune further that you would not contemplate any air action without allowing reasonable time for restitution after submission of claim.

4.

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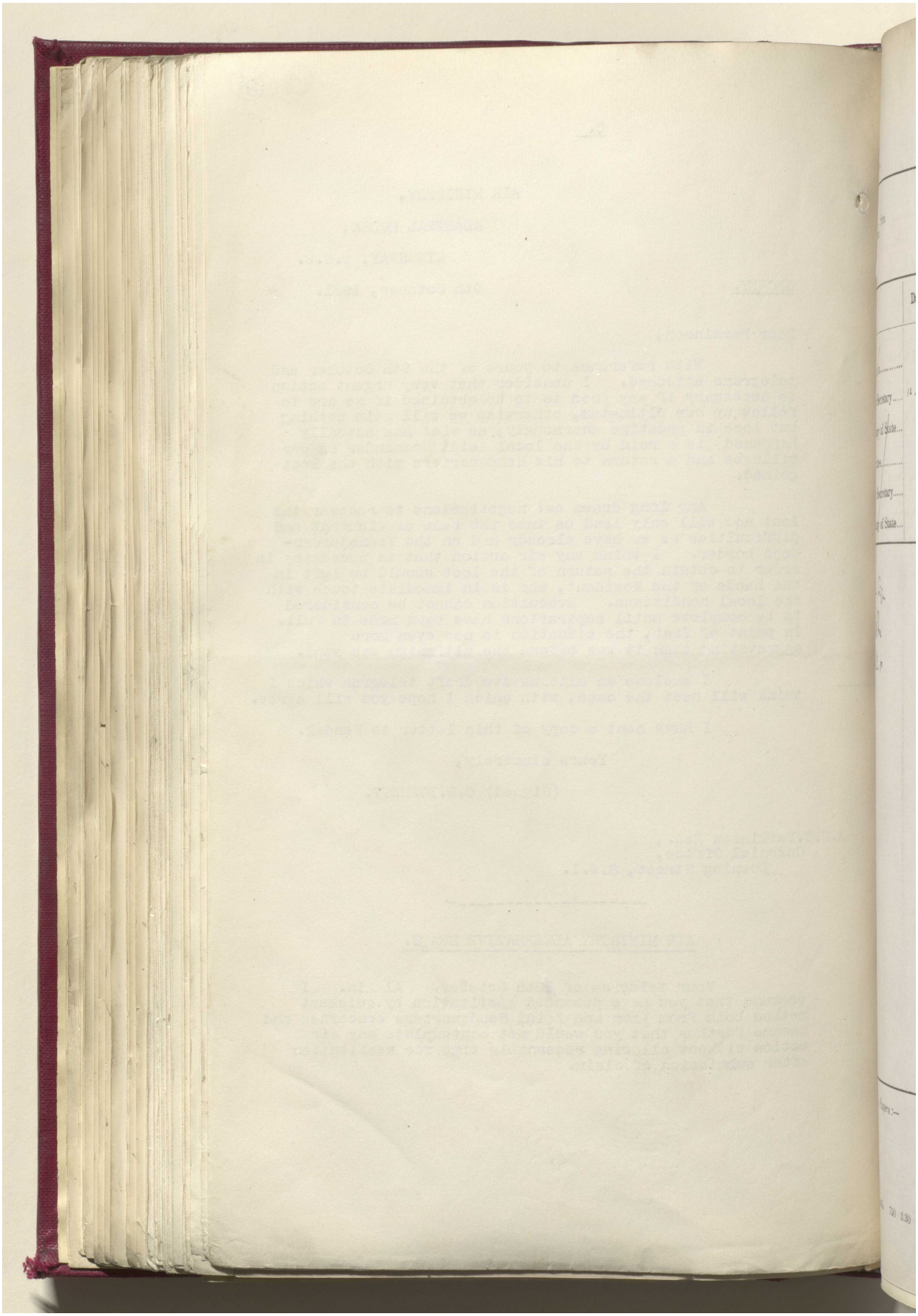

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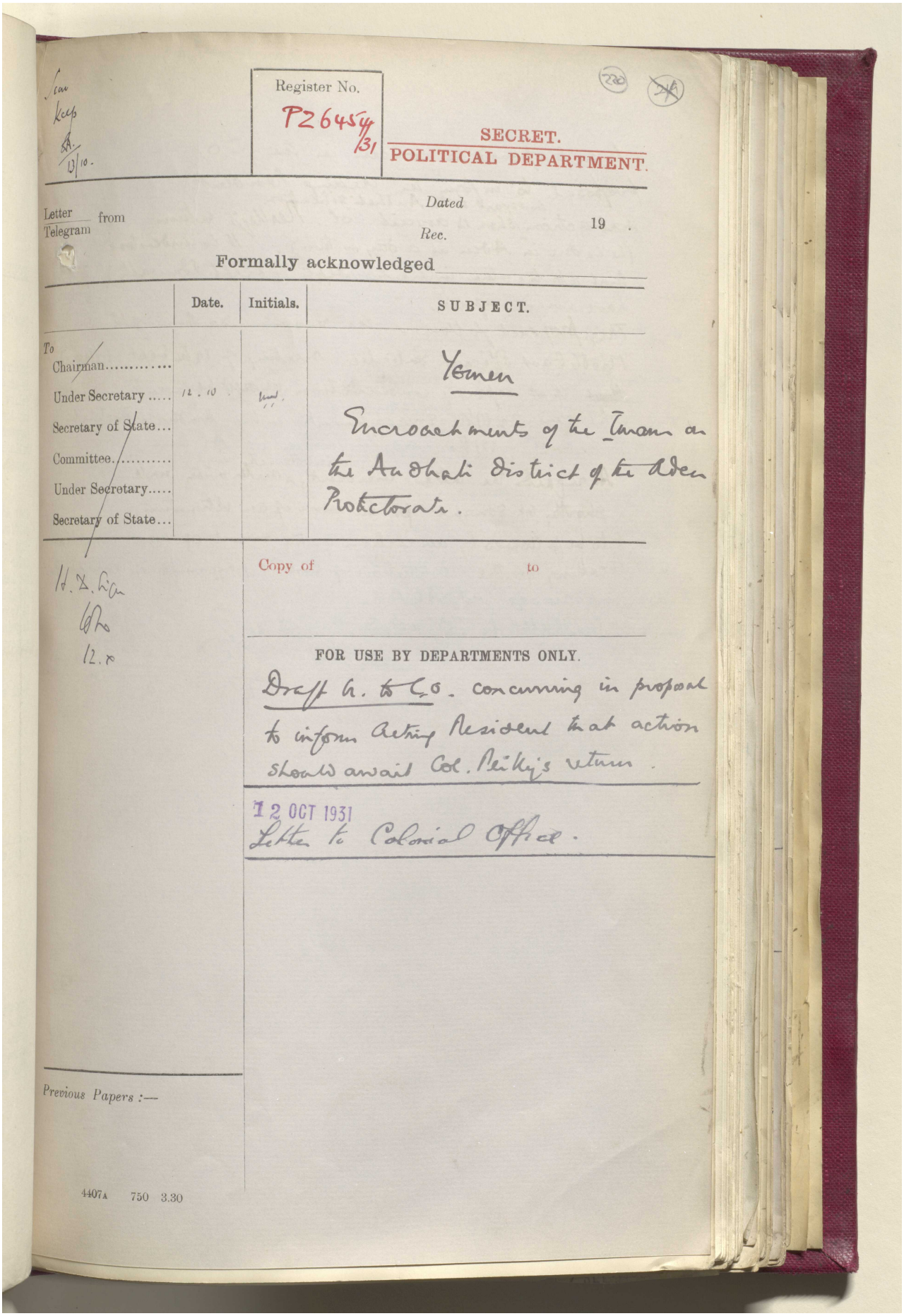

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P2645 4/31

(220) (24)

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from

Dated

Rec. 19 .

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman..... | | | Yemen |
| Under Secretary ..... | 12.10 | [illegible] | Encroachments of the Imam on the Audhali district of the Aden Protectorate. |
| Secretary of State... | | | |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

H. D. Lian
[illegible]
12.x

Copy of to

FOR USE BY DEPARTMENTS ONLY.

Draft A. to C.O. concurring in proposal to inform Acting Resident that action should await Col. Reilly's return.

12 OCT 1931
Letter to Colonial Office.

Previous Papers :—

4407A 750 3.30

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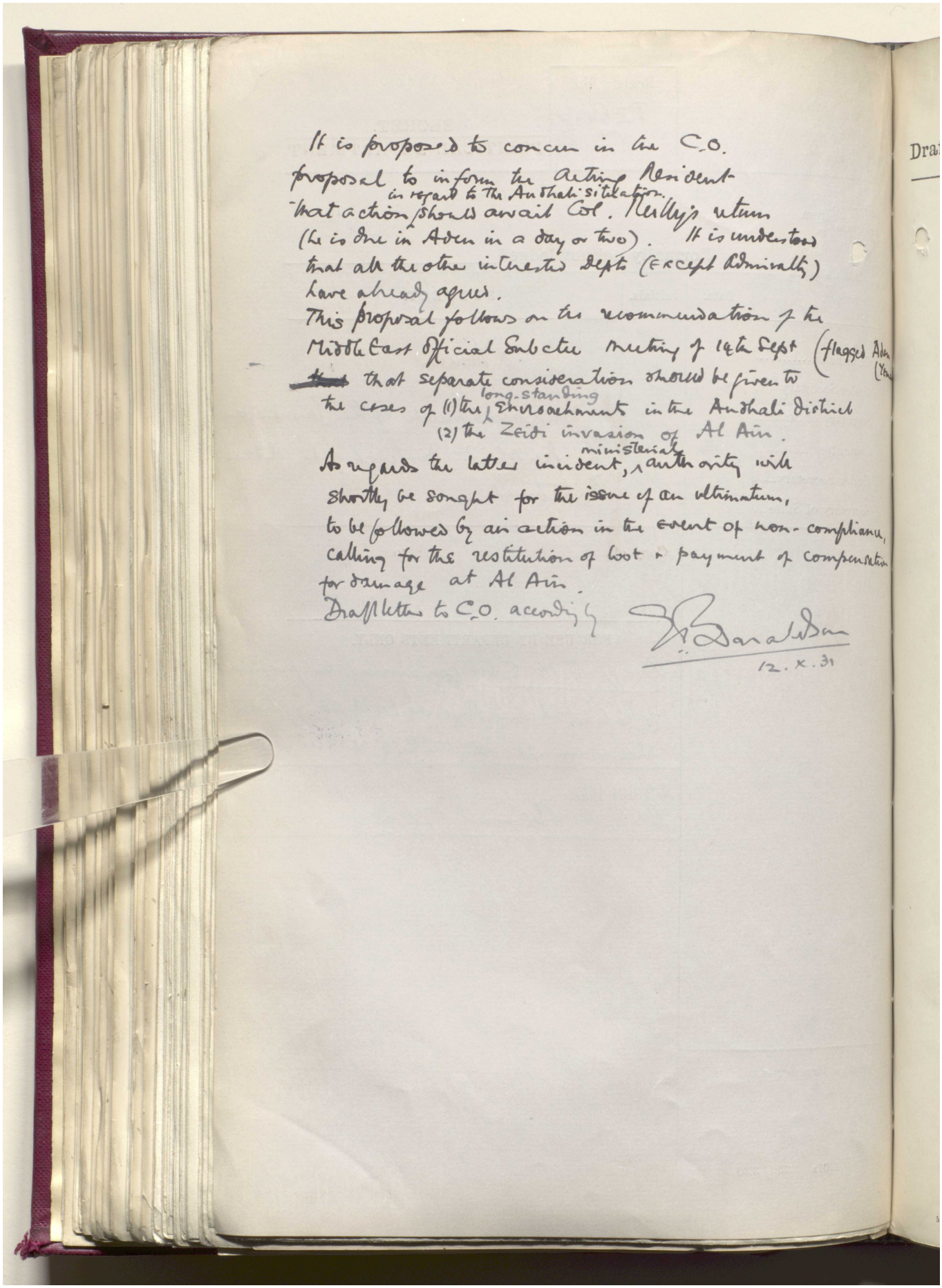

It is proposed to concur in the C.O. proposal to inform the acting Resident in regard to the Anthali situation that action should await Col. Kelly's return (he is due in Aden in a day or two). It is understood that all the other interested Depts (except Admiralty) have already agreed.

This proposal follows on the recommendation of the Middle East Official Subcttee meeting of 14th Sept (flagged Aden (Yem

~~that~~ that separate consideration should be given to the cases of (1) the long-standing encroachment in the Anthali District (2) the Zeidi invasion of Al Ain.

As regards the latter incident, ministerial authority will shortly be sought for the issue of an ultimatum, to be followed by air action in the event of non-compliance, calling for the restitution of loot + payment of compensation for damage at Al Ain.

Draft letter to C.O. accordingly

J. Donaldson
12.X.31

Dra

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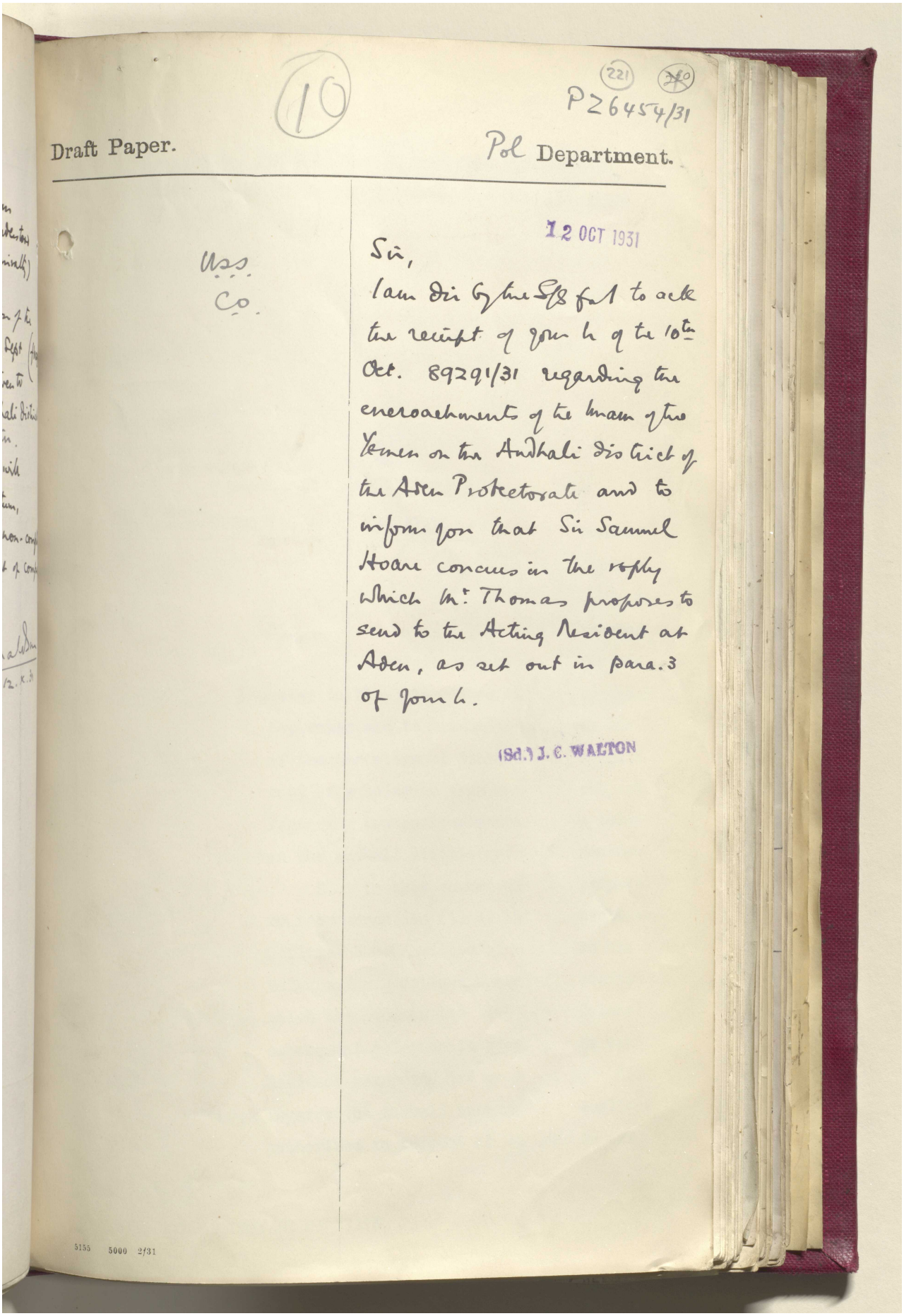

(10)

(221) (220)

P 26454/31

Draft Paper.

Pol Department.

12 OCT 1931

U.S.S.
C.O.

Sir,

I am directed by the Secretary of State to acknowledge the receipt of your despatch of the 10th Oct. 89291/31 regarding the encroachments of the Imam of the Yemen on the Audhali District of the Aden Protectorate and to inform you that Sir Samuel Hoare concurs in the reply which Mr. Thomas proposes to send to the Acting Resident at Aden, as set out in para. 3 of your despatch.

(Sd.) J. C. WALTON

5155 5000 2/31

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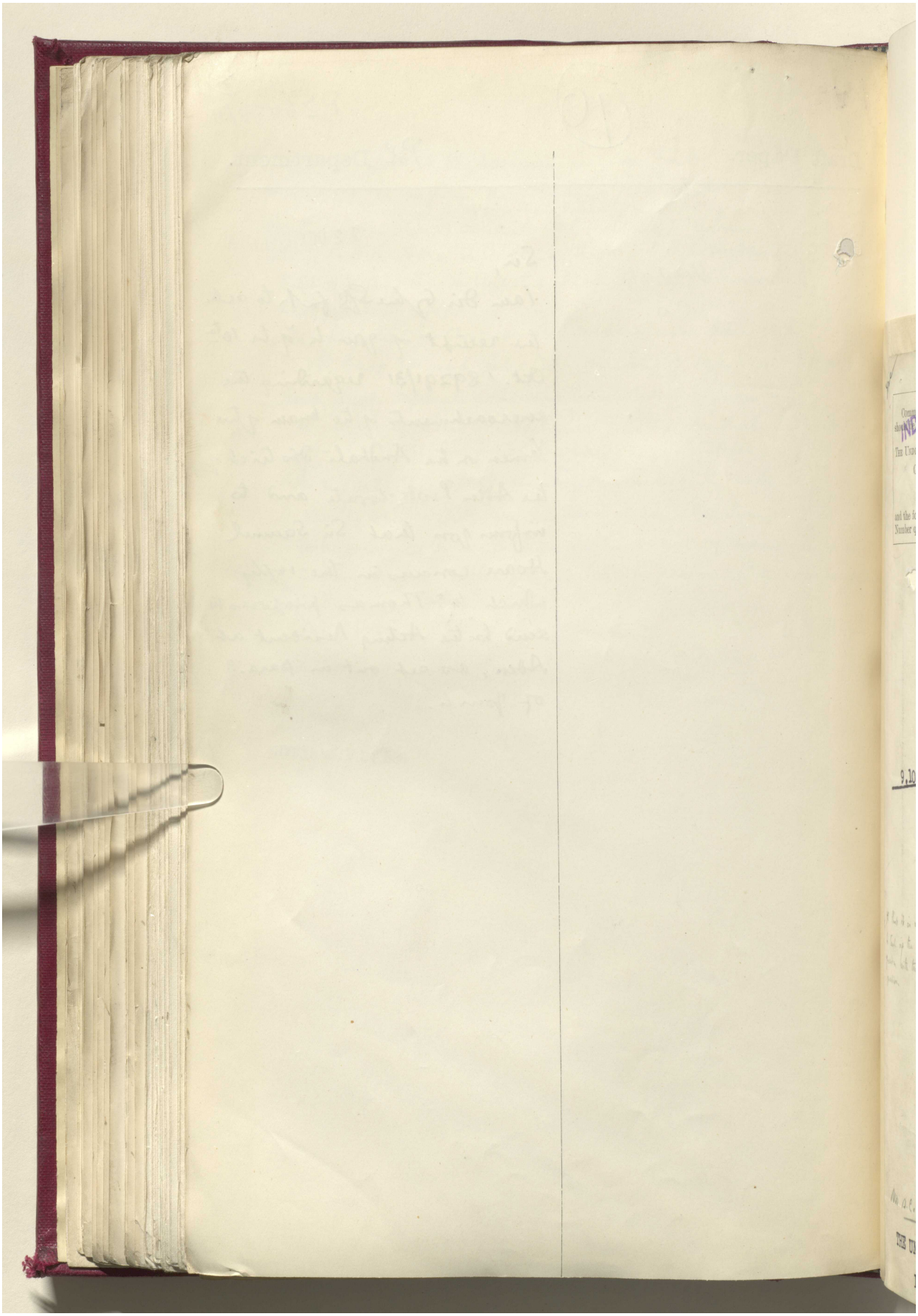

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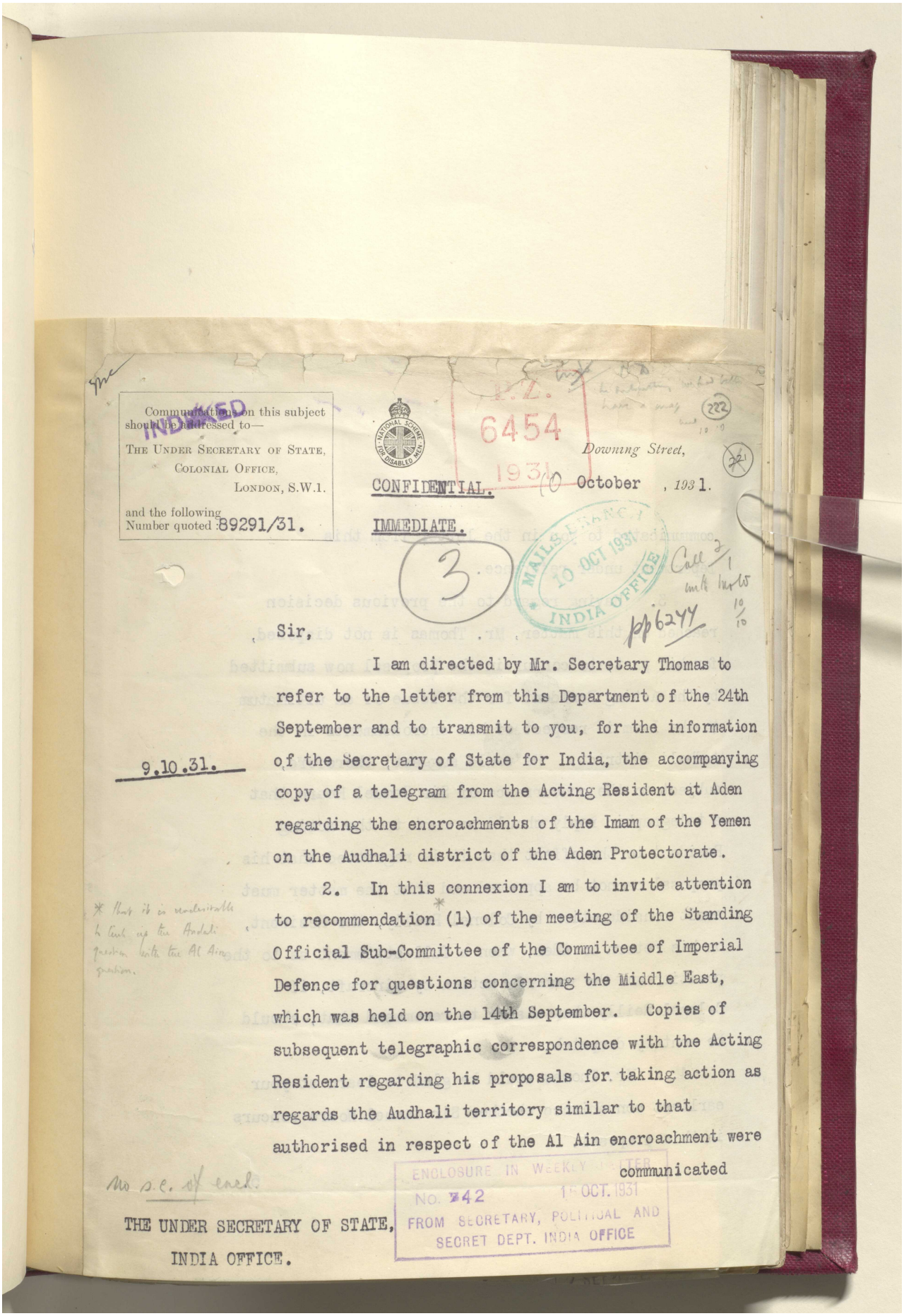

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 89291/31.

P.Z. 6454 1931

Downing Street, 10 October, 1931.

CONFIDENTIAL.

IMMEDIATE.

MAILS EMERGENCY 10 OCT 1931 INDIA OFFICE

Sir,

I am directed by Mr. Secretary Thomas to refer to the letter from this Department of the 24th September and to transmit to you, for the information of the Secretary of State for India, the accompanying copy of a telegram from the Acting Resident at Aden regarding the encroachments of the Imam of the Yemen on the Audhali district of the Aden Protectorate.

9.10.31.

2. In this connexion I am to invite attention to recommendation (1) of the meeting of the Standing Official Sub-Committee of the Committee of Imperial Defence for questions concerning the Middle East, which was held on the 14th September. Copies of subsequent telegraphic correspondence with the Acting Resident regarding his proposals for taking action as regards the Audhali territory similar to that authorised in respect of the Al Ain encroachment were communicated

* Hope it is considered to link up the Audhali question with the Al Ain question.

No p.c. of encl.

ENCLOSURE IN WEEKLY LETTER NO. 242 15 OCT. 1931 FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

THE UNDER SECRETARY OF STATE,
INDIA OFFICE.

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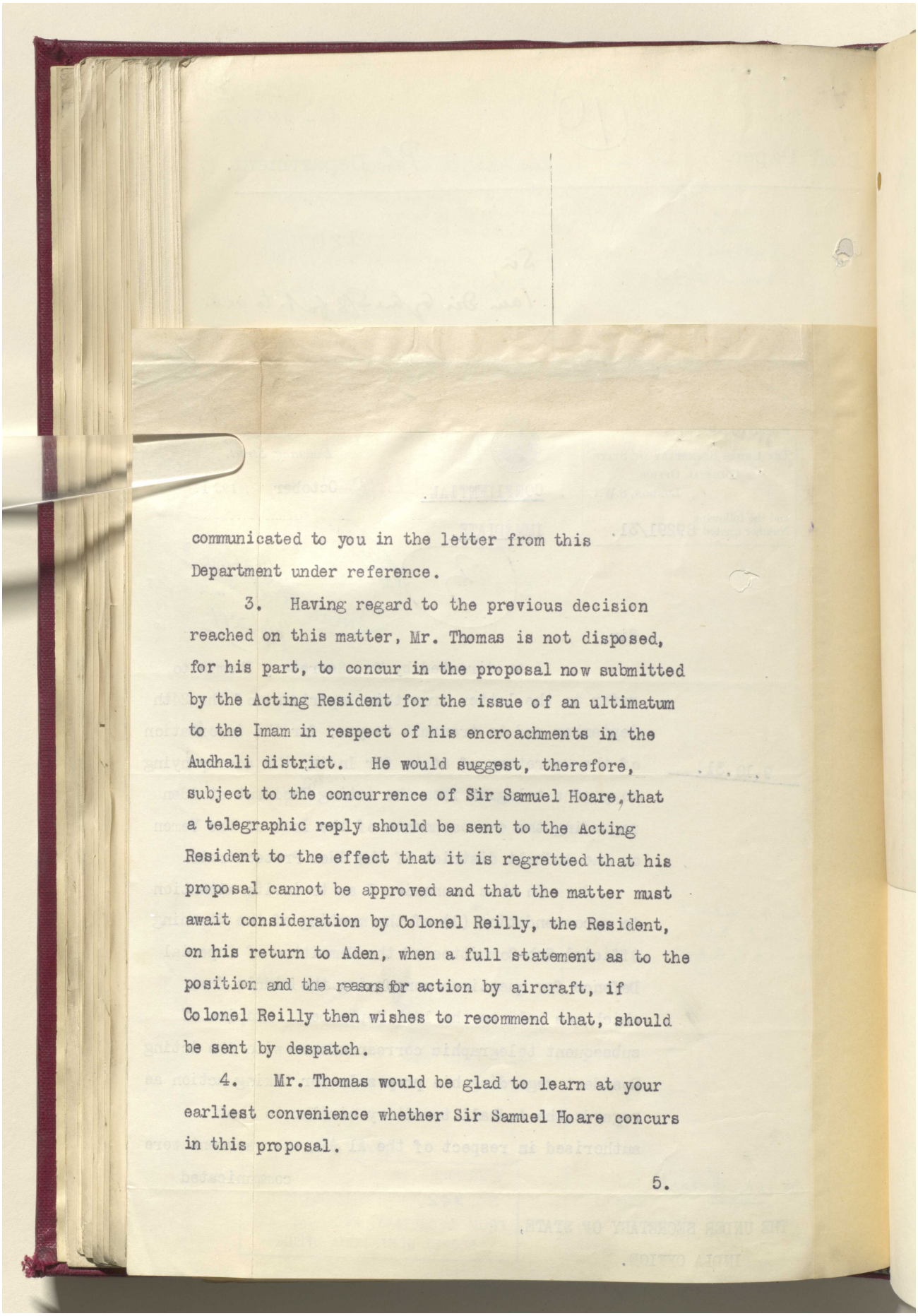

communicated to you in the letter from this Department under reference.

3. Having regard to the previous decision reached on this matter, Mr. Thomas is not disposed, for his part, to concur in the proposal now submitted by the Acting Resident for the issue of an ultimatum to the Imam in respect of his encroachments in the Audhali district. He would suggest, therefore, subject to the concurrence of Sir Samuel Hoare, that a telegraphic reply should be sent to the Acting Resident to the effect that it is regretted that his proposal cannot be approved and that the matter must await consideration by Colonel Reilly, the Resident, on his return to Aden, when a full statement as to the position and the reasons for action by aircraft, if Colonel Reilly then wishes to recommend that, should be sent by despatch.

4. Mr. Thomas would be glad to learn at your earliest convenience whether Sir Samuel Hoare concurs in this proposal.

5.

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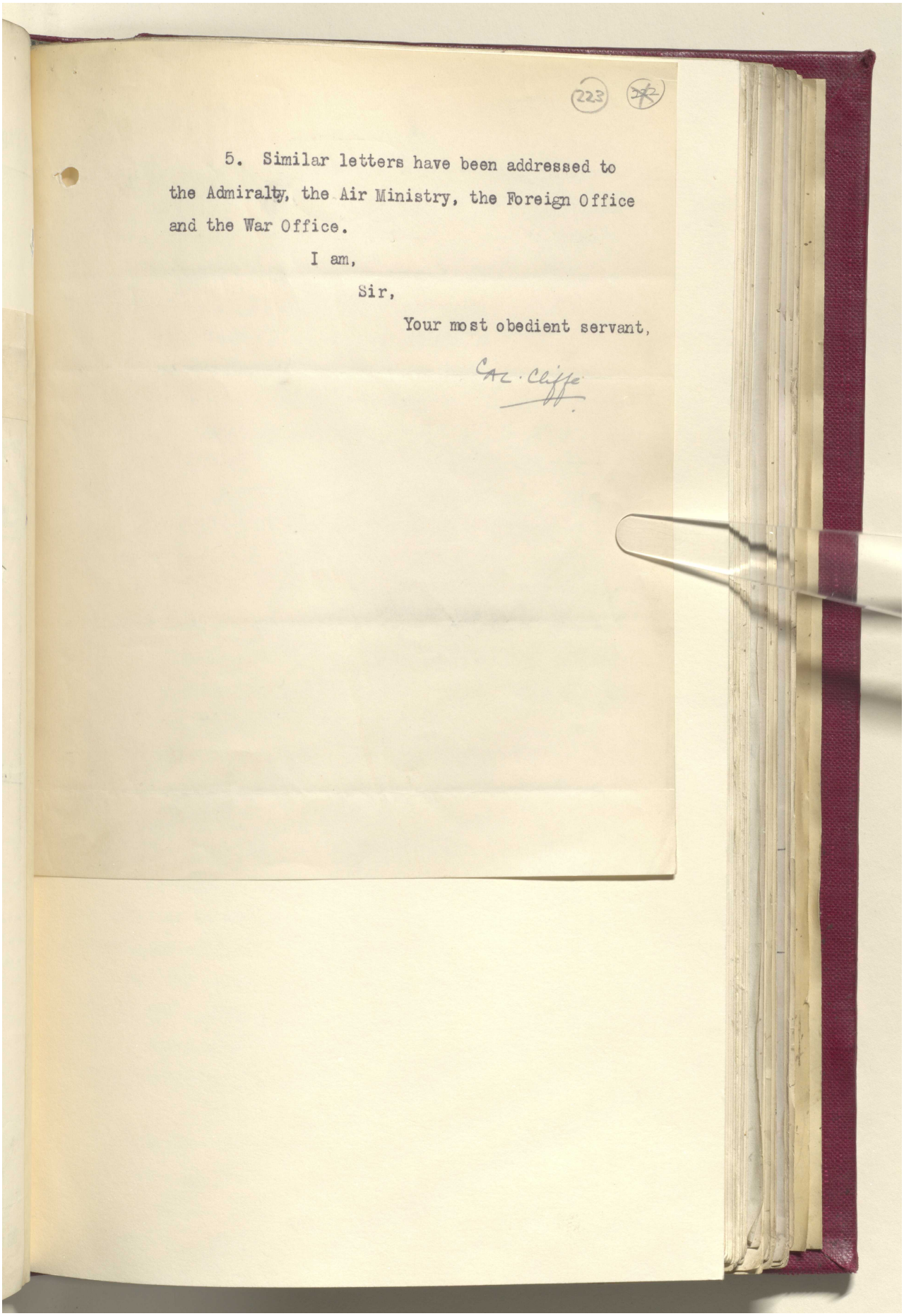

(223) ~~222~~

5. Similar letters have been addressed to the Admiralty, the Air Ministry, the Foreign Office and the War Office.

I am,

Sir,

Your most obedient servant,

C.A.L. Cliffe

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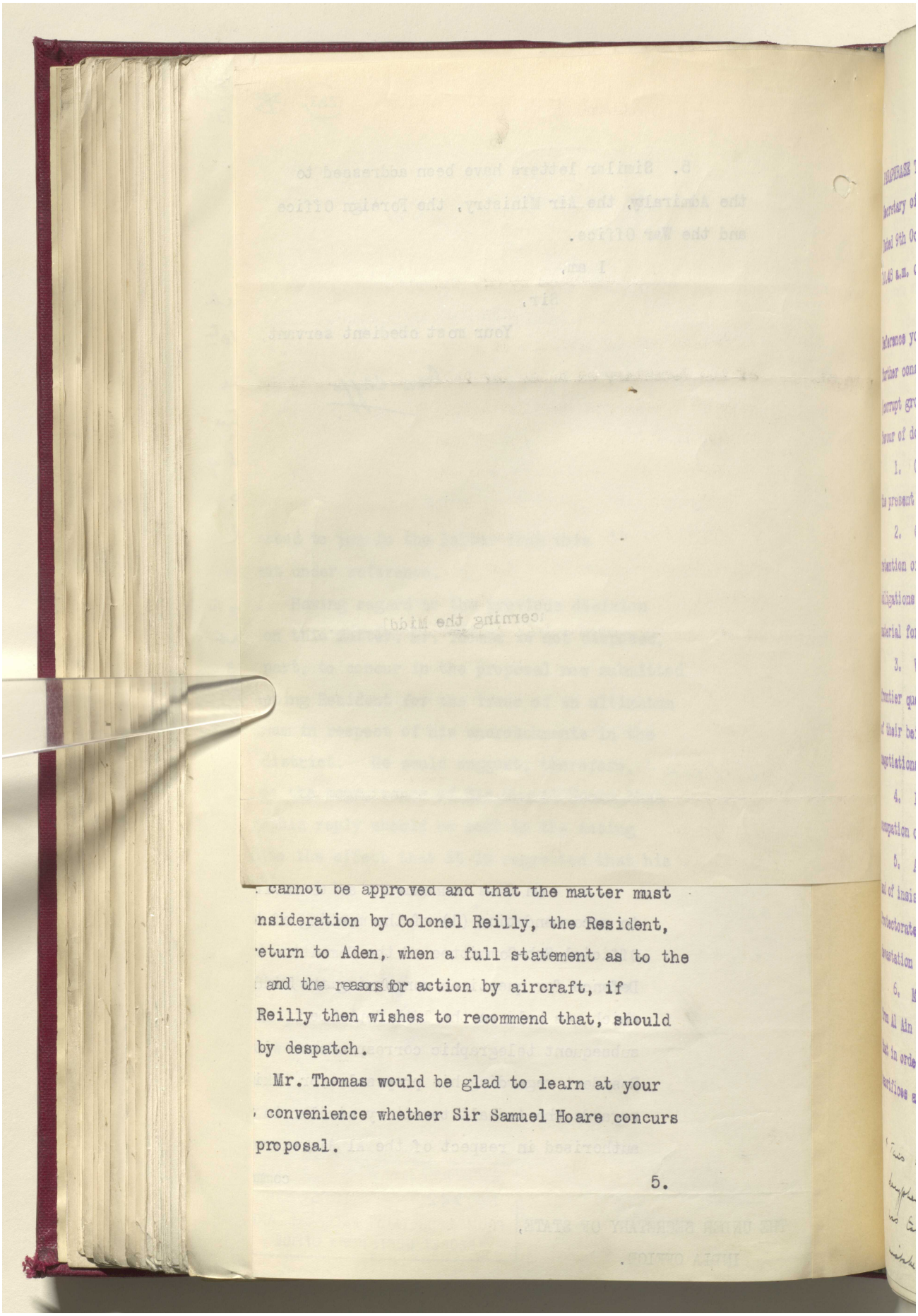

cannot be approved and that the matter must
nsideration by Colonel Reilly, the Resident,
eturn to Aden, when a full statement as to the
and the reasons for action by aircraft, if
Reilly then wishes to recommend that, should
by despatch.

Mr. Thomas would be glad to learn at your
convenience whether Sir Samuel Hoare concurs
proposal.

5.

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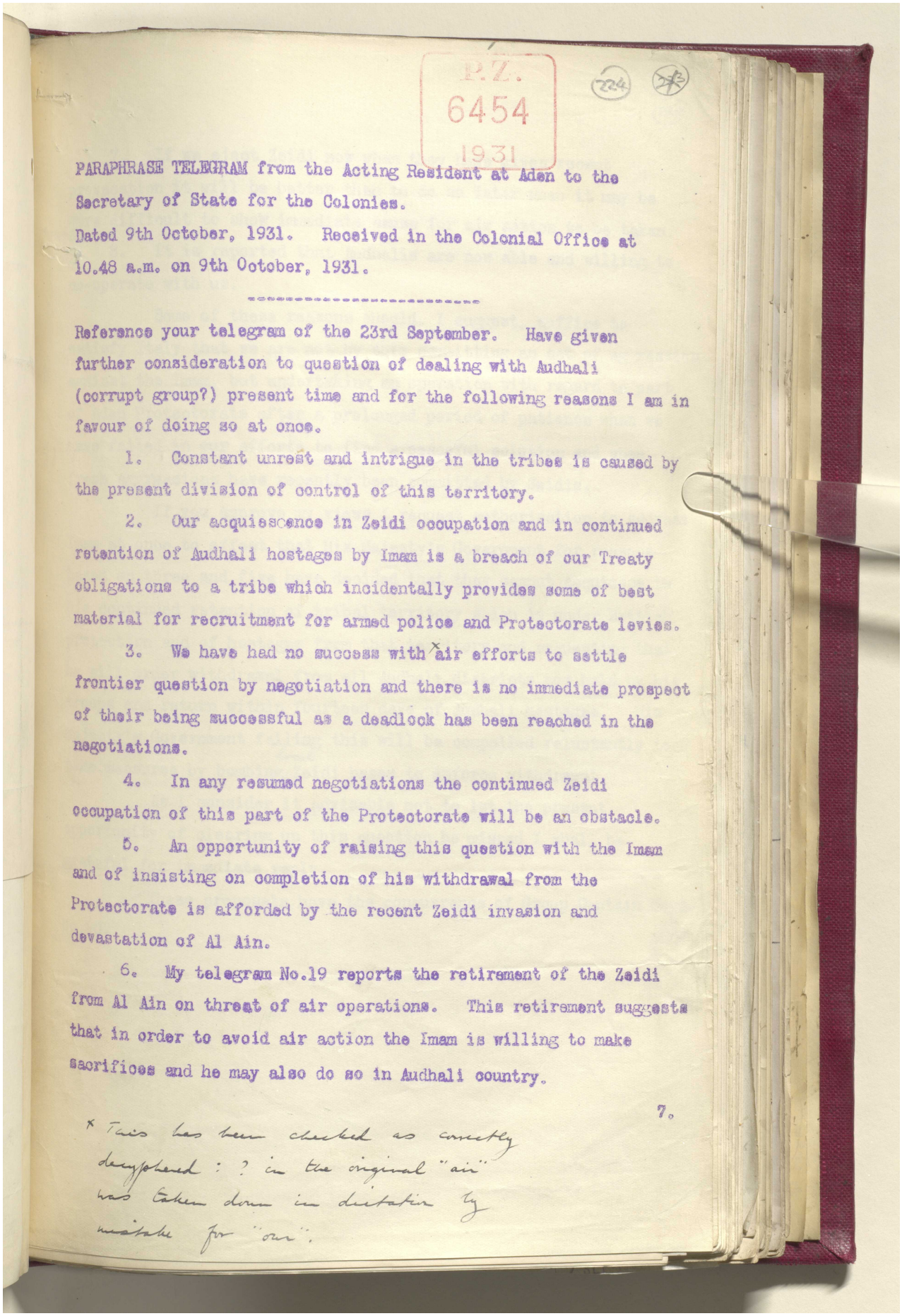

P.Z. 6454 1931

224

PARAPHRASE TELEGRAM from the Acting Resident at Aden to the Secretary of State for the Colonies.

Dated 9th October, 1931. Received in the Colonial Office at 10.48 a.m. on 9th October, 1931.

---

Reference your telegram of the 23rd September. Have given further consideration to question of dealing with Audhali (corrupt group?) present time and for the following reasons I am in favour of doing so at once.

1. Constant unrest and intrigue in the tribes is caused by the present division of control of this territory.

2. Our acquiescence in Zeidi occupation and in continued retention of Audhali hostages by Imam is a breach of our Treaty obligations to a tribe which incidentally provides some of best material for recruitment for armed police and Protectorate levies.

3. We have had no success with ×air efforts to settle frontier question by negotiation and there is no immediate prospect of their being successful as a deadlock has been reached in the negotiations.

4. In any resumed negotiations the continued Zeidi occupation of this part of the Protectorate will be an obstacle.

5. An opportunity of raising this question with the Imam and of insisting on completion of his withdrawal from the Protectorate is afforded by the recent Zeidi invasion and devastation of Al Ain.

6. My telegram No.19 reports the retirement of the Zeidi from Al Ain on threat of air operations. This retirement suggests that in order to avoid air action the Imam is willing to make sacrifices and he may also do so in Audhali country.

7.

× This has been checked as correctly deciphered : ? in the original "air" was taken down in dictation by mistake for "our".

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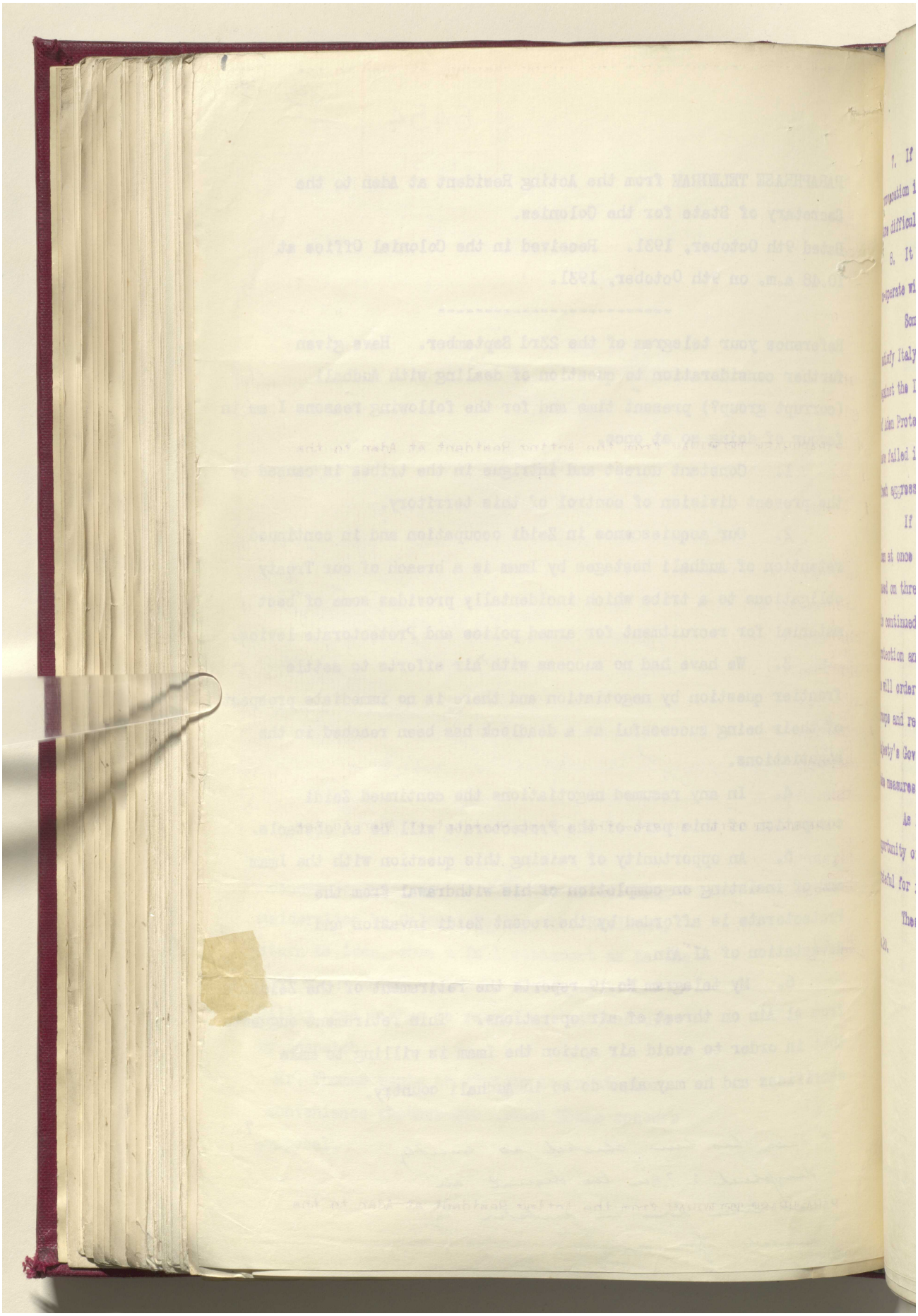

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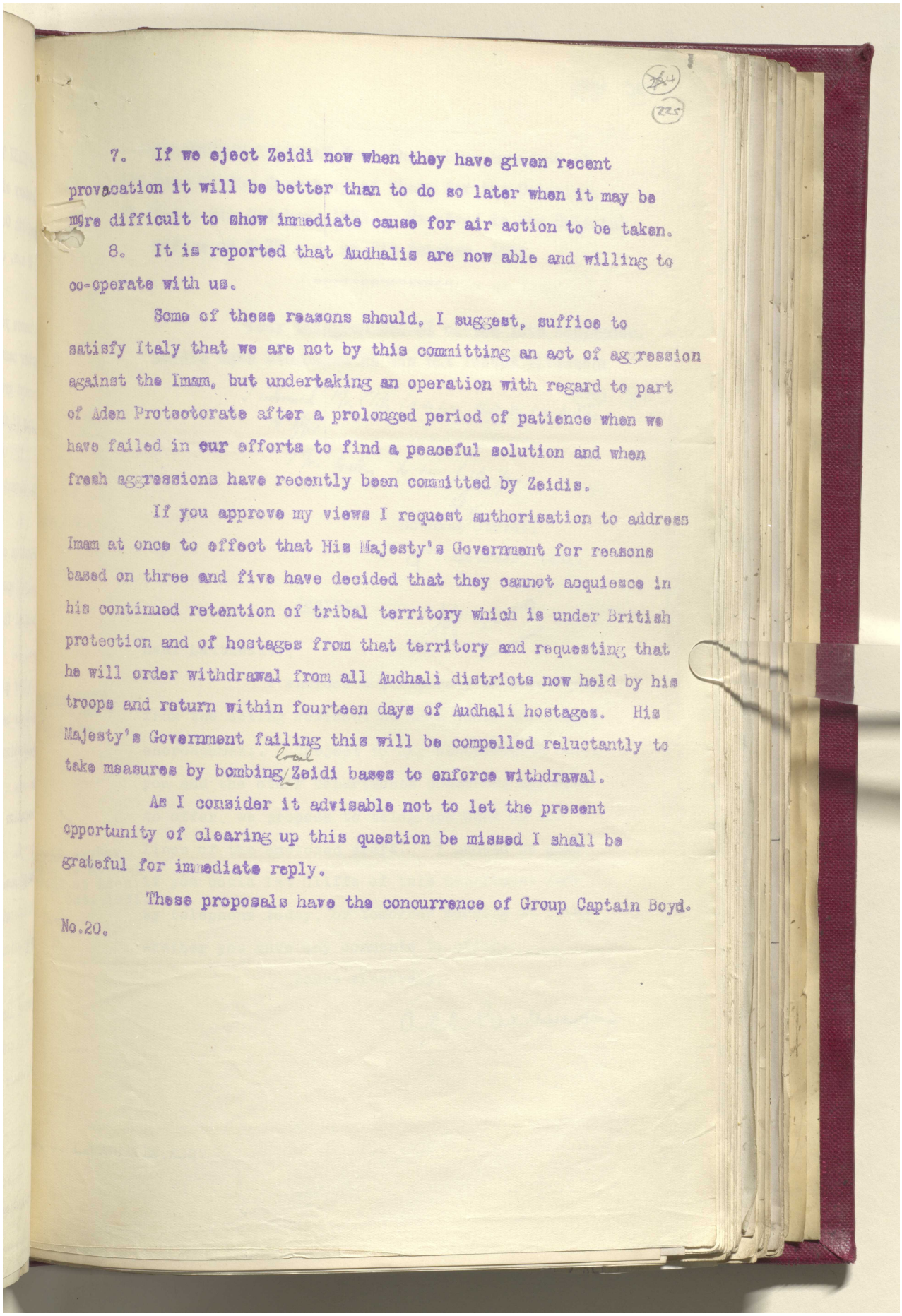

7. If we eject Zeidi now when they have given recent provocation it will be better than to do so later when it may be more difficult to show immediate cause for air action to be taken.

8. It is reported that Audhalis are now able and willing to co-operate with us.

Some of these reasons should, I suggest, suffice to satisfy Italy that we are not by this committing an act of aggression against the Imam, but undertaking an operation with regard to part of Aden Protectorate after a prolonged period of patience when we have failed in our efforts to find a peaceful solution and when fresh aggressions have recently been committed by Zeidis.

If you approve my views I request authorisation to address Imam at once to effect that His Majesty's Government for reasons based on three and five have decided that they cannot acquiesce in his continued retention of tribal territory which is under British protection and of hostages from that territory and requesting that he will order withdrawal from all Audhali districts now held by his troops and return within fourteen days of Audhali hostages. His Majesty's Government failing this will be compelled reluctantly to take measures by bombing local Zeidi bases to enforce withdrawal.

As I consider it advisable not to let the present opportunity of clearing up this question be missed I shall be grateful for immediate reply.

These proposals have the concurrence of Group Captain Boyd.

No.20.

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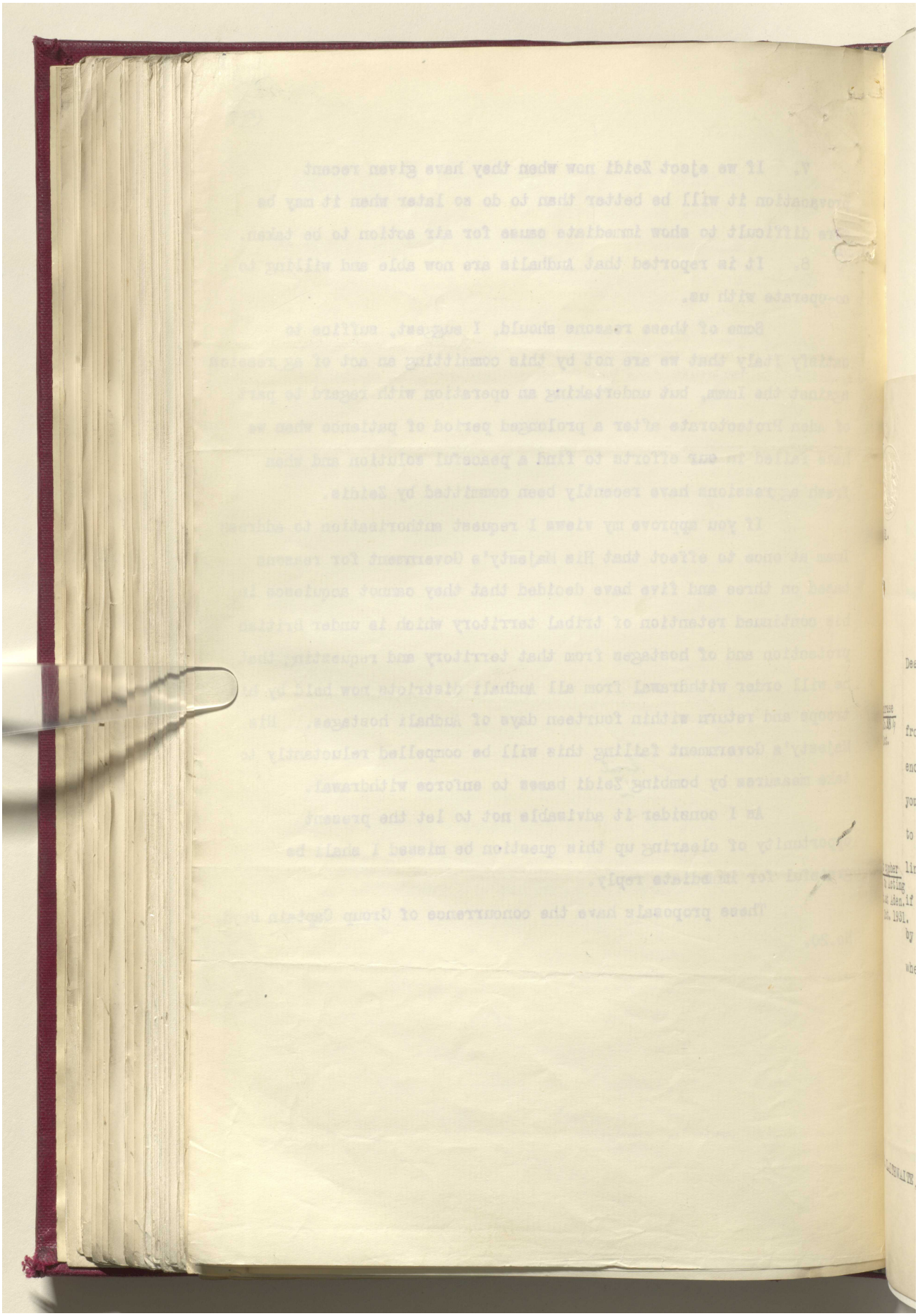

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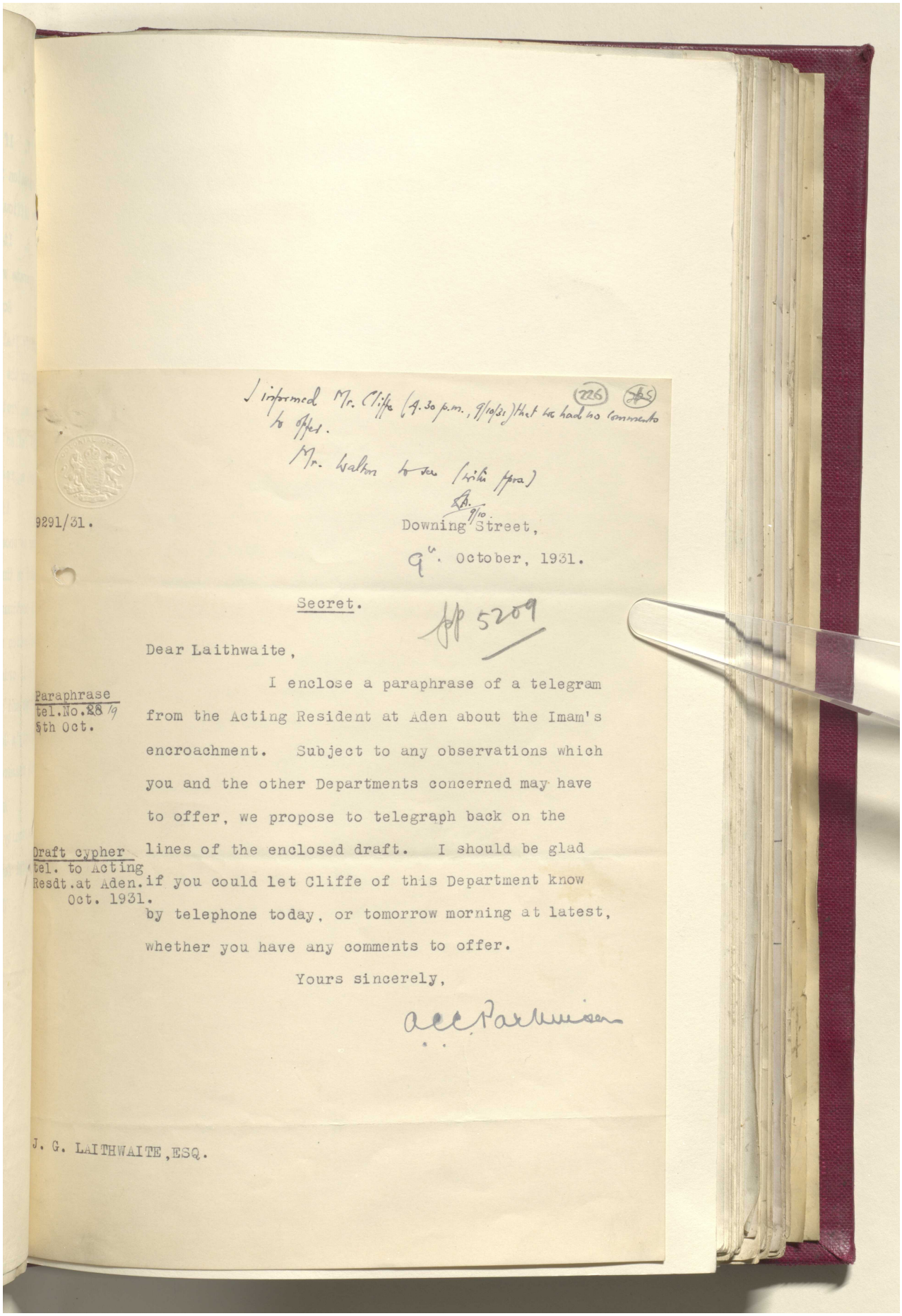

I informed Mr. Cliffe (4.30 p.m., 9/10/31) that we had no comments to offer.

Mr. Walton to see (with ppra)

9/10.

9291/31.

Downing Street,

9th October, 1931.

Secret.

pp 5209

Dear Laithwaite,

Paraphrase tel. No. 28 19 5th Oct.

I enclose a paraphrase of a telegram from the Acting Resident at Aden about the Imam's encroachment. Subject to any observations which you and the other Departments concerned may have to offer, we propose to telegraph back on the lines of the enclosed draft. I should be glad if you could let Cliffe of this Department know by telephone today, or tomorrow morning at latest, whether you have any comments to offer.

Draft cypher tel. to Acting Resdt. at Aden. Oct. 1931.

Yours sincerely,

A.C. Parkinson

J. G. LAITHWAITE, ESQ.

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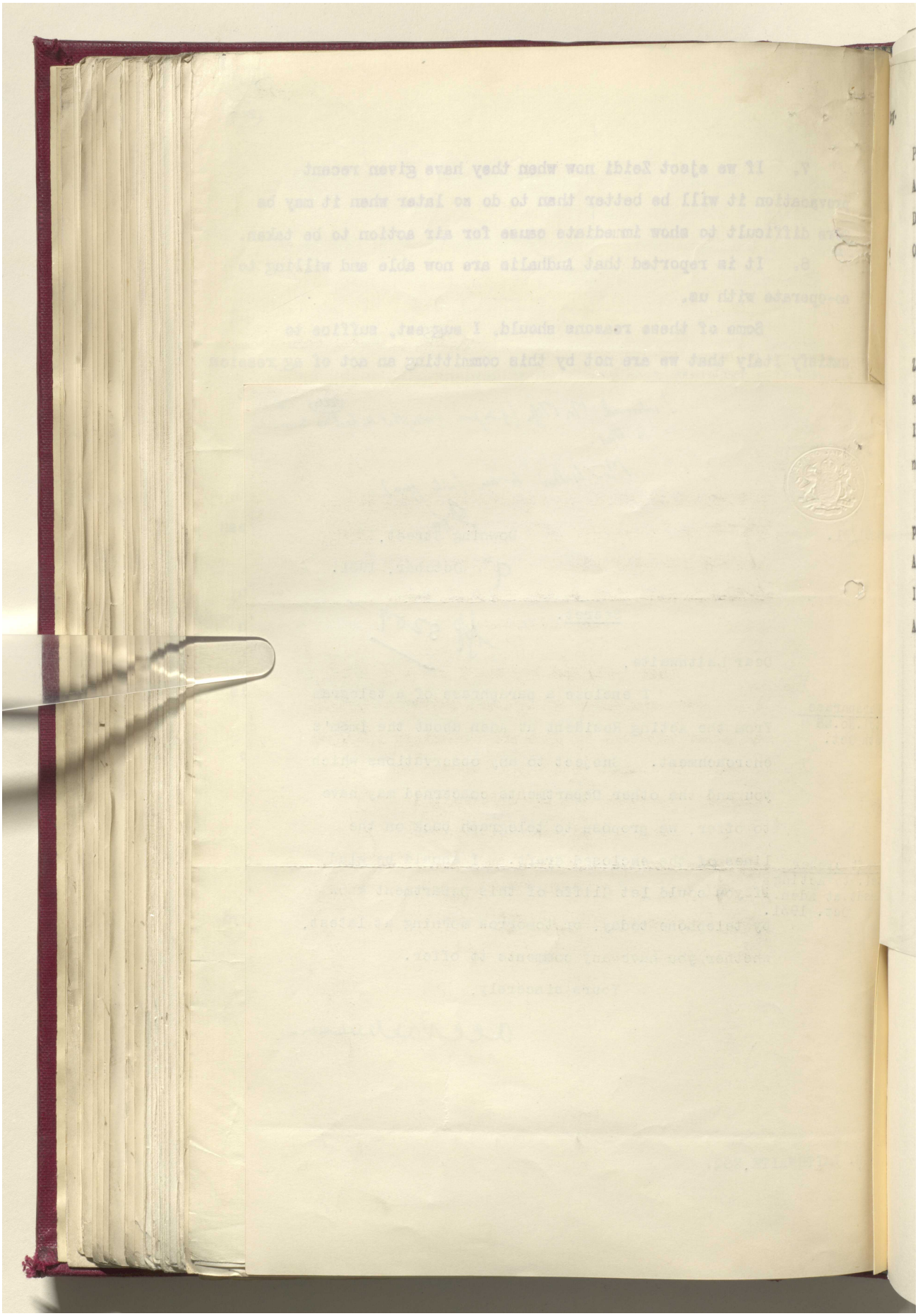

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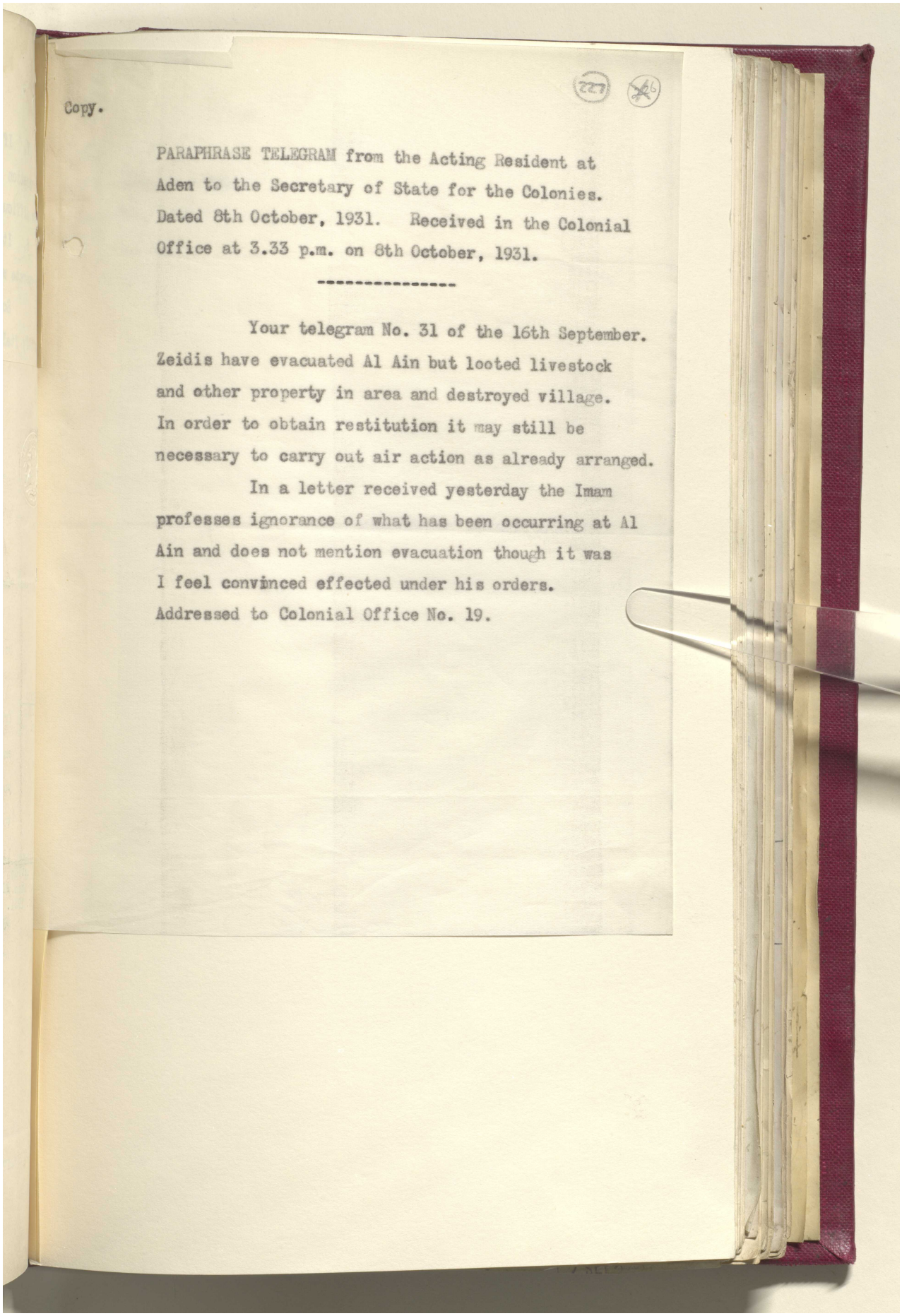

Copy.

PARAPHRASE TELEGRAM from the Acting Resident at Aden to the Secretary of State for the Colonies. Dated 8th October, 1931. Received in the Colonial Office at 3.33 p.m. on 8th October, 1931.

---

Your telegram No. 31 of the 16th September. Zeidis have evacuated Al Ain but looted livestock and other property in area and destroyed village. In order to obtain restitution it may still be necessary to carry out air action as already arranged.

In a letter received yesterday the Imam professes ignorance of what has been occurring at Al Ain and does not mention evacuation though it was I feel convinced effected under his orders.

Addressed to Colonial Office No. 19.

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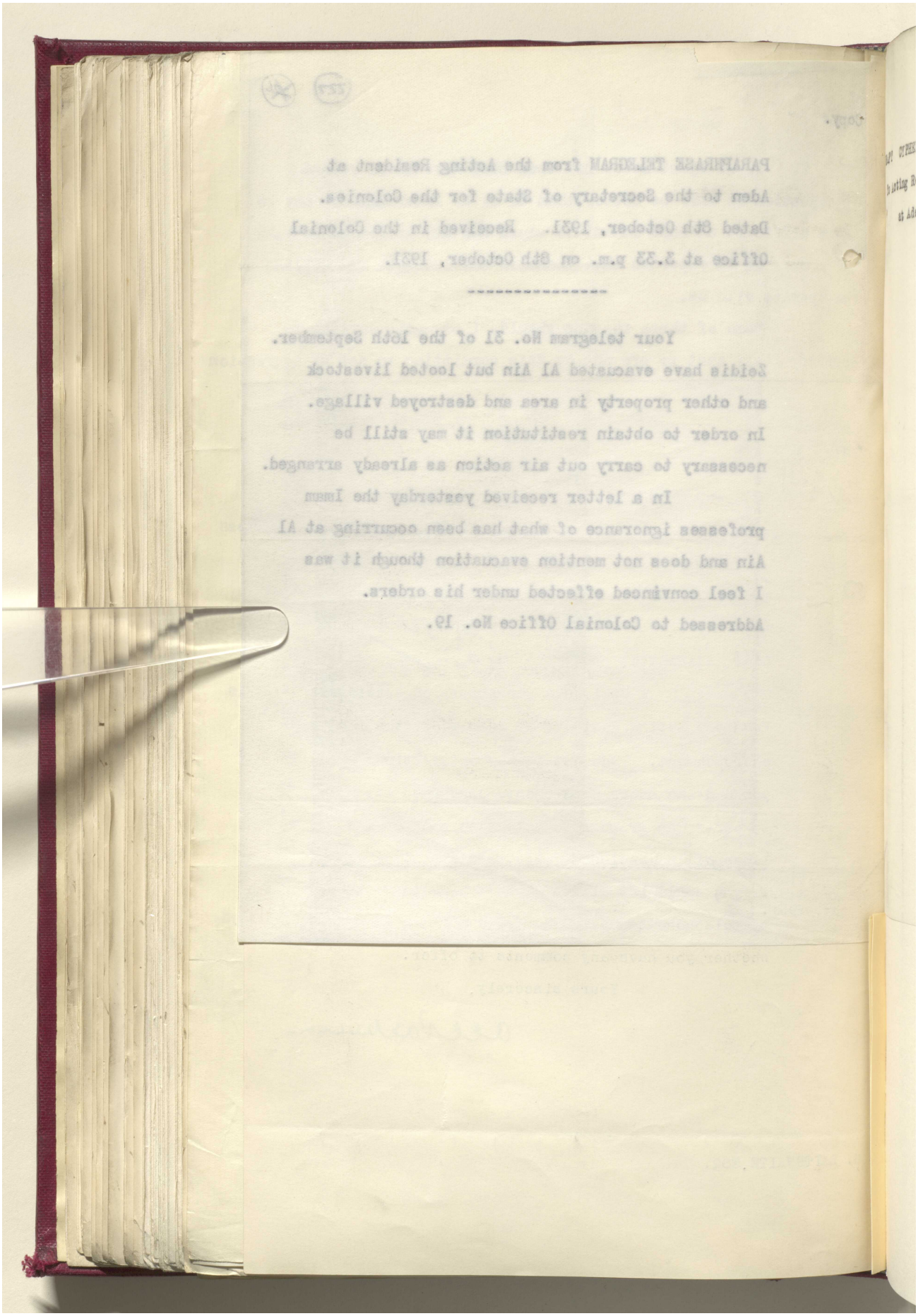

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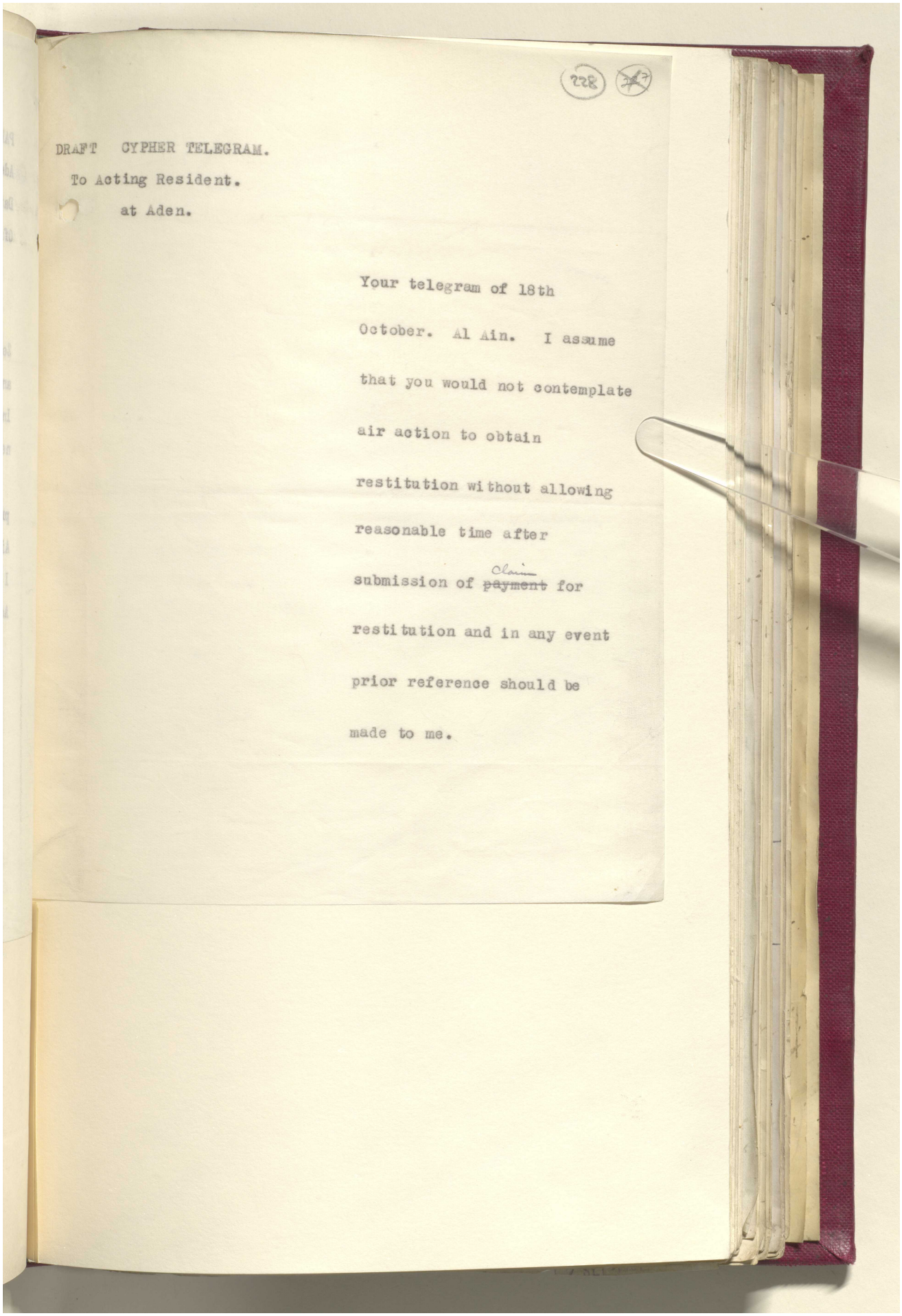

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DRAFT CYPHER TELEGRAM.

To Acting Resident.

at Aden.

Your telegram of 18th October. Al Ain. I assume that you would not contemplate air action to obtain restitution without allowing reasonable time after submission of ~~payment~~ claim for restitution and in any event prior reference should be made to me.

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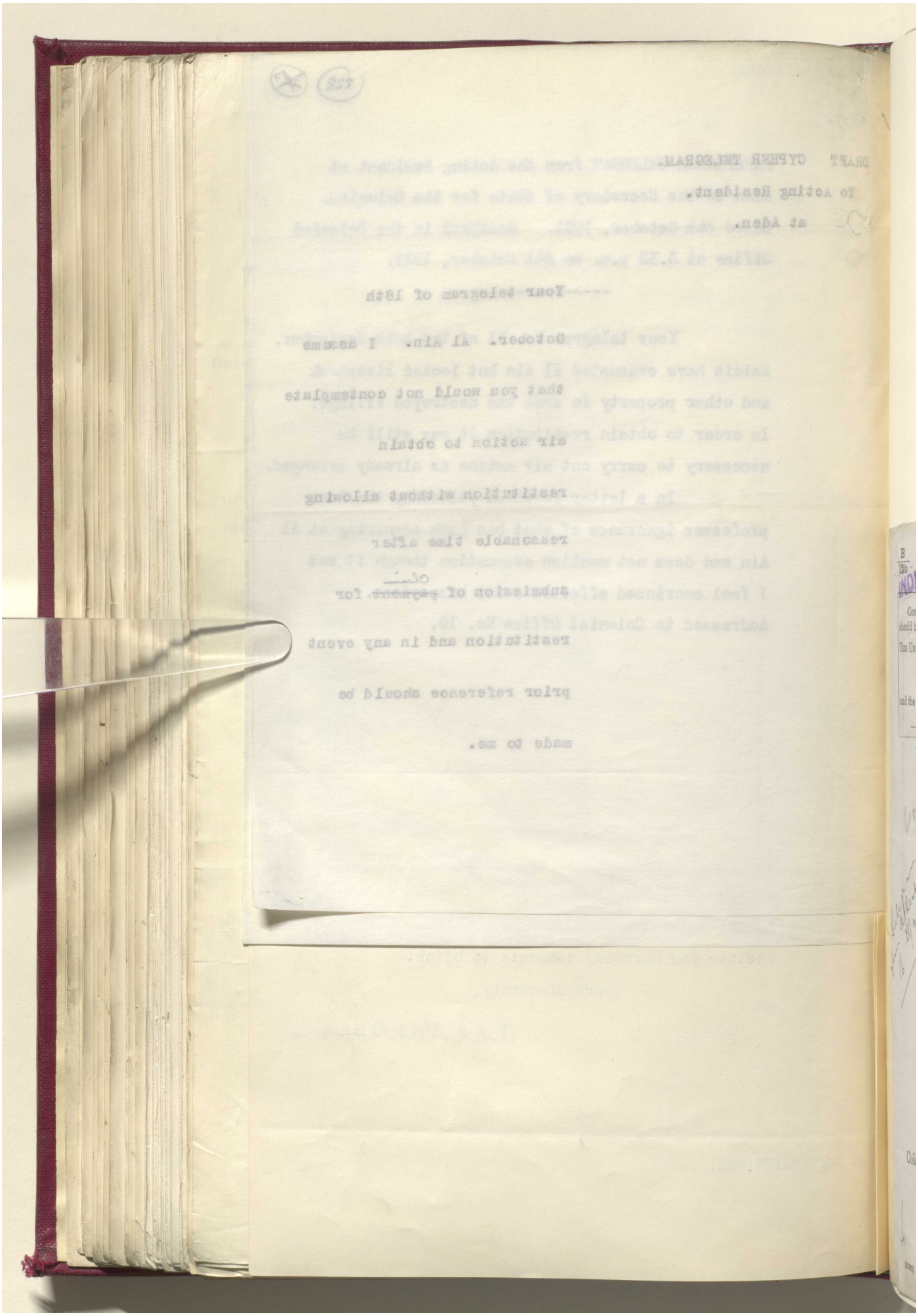

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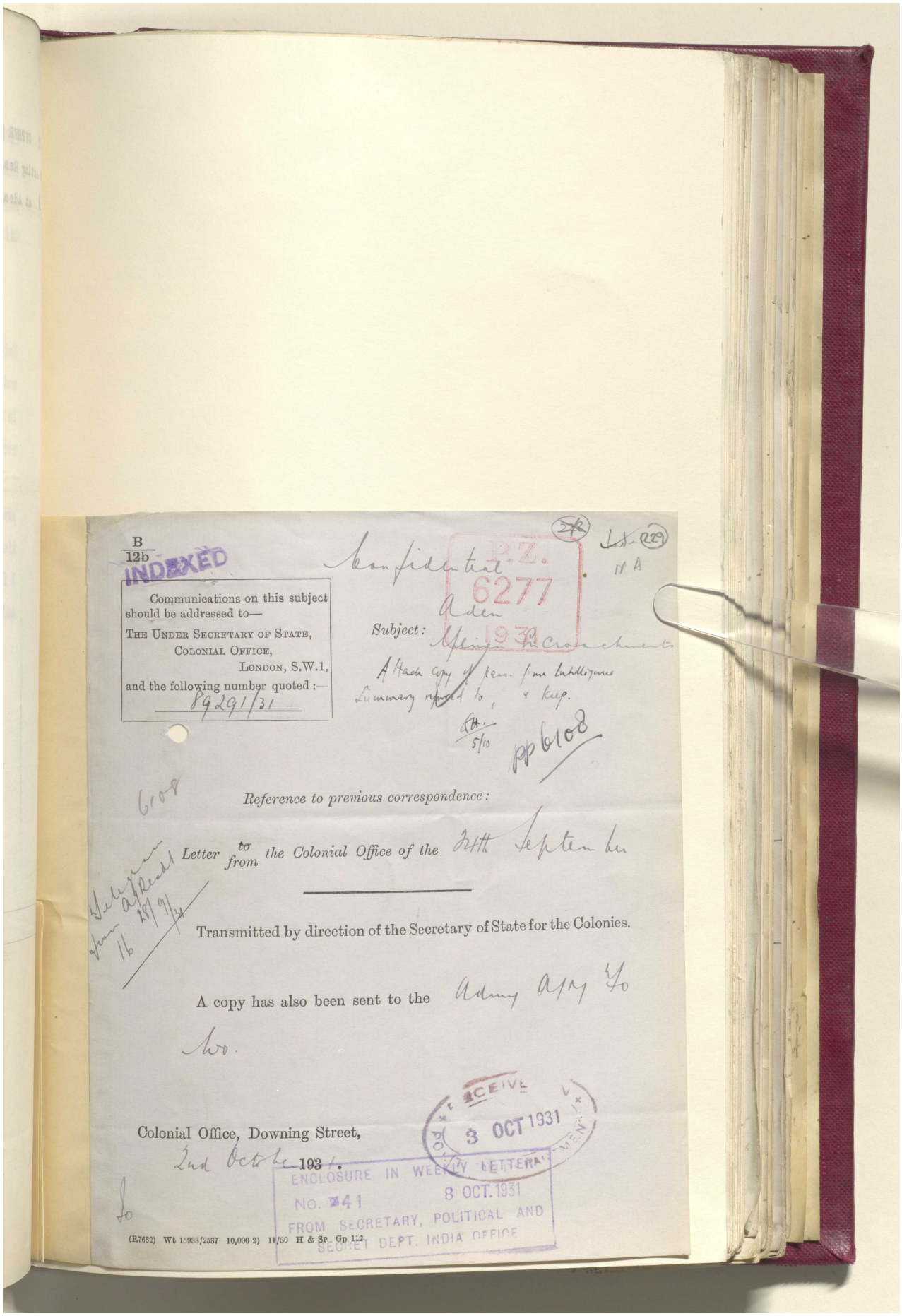

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P.Z. 6277 1931

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89291/31

Subject: Aden
Yemen Encroachments

Attach copy of para. from Intelligence Summary referred to, & keep.

5/10

pp 6108

6108

Reference to previous correspondence:

Letter ~~to~~ from the Colonial Office of the 24th September

Telegram from AP Read 16 28/9/31

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the Admy Asy To Wo.

Colonial Office, Downing Street,
2nd October 1931.

RECEIVED 3 OCT 1931 POLITICAL DEPARTMENT

ENCLOSURE IN WEEKLY LETTER
No. 41 8 OCT. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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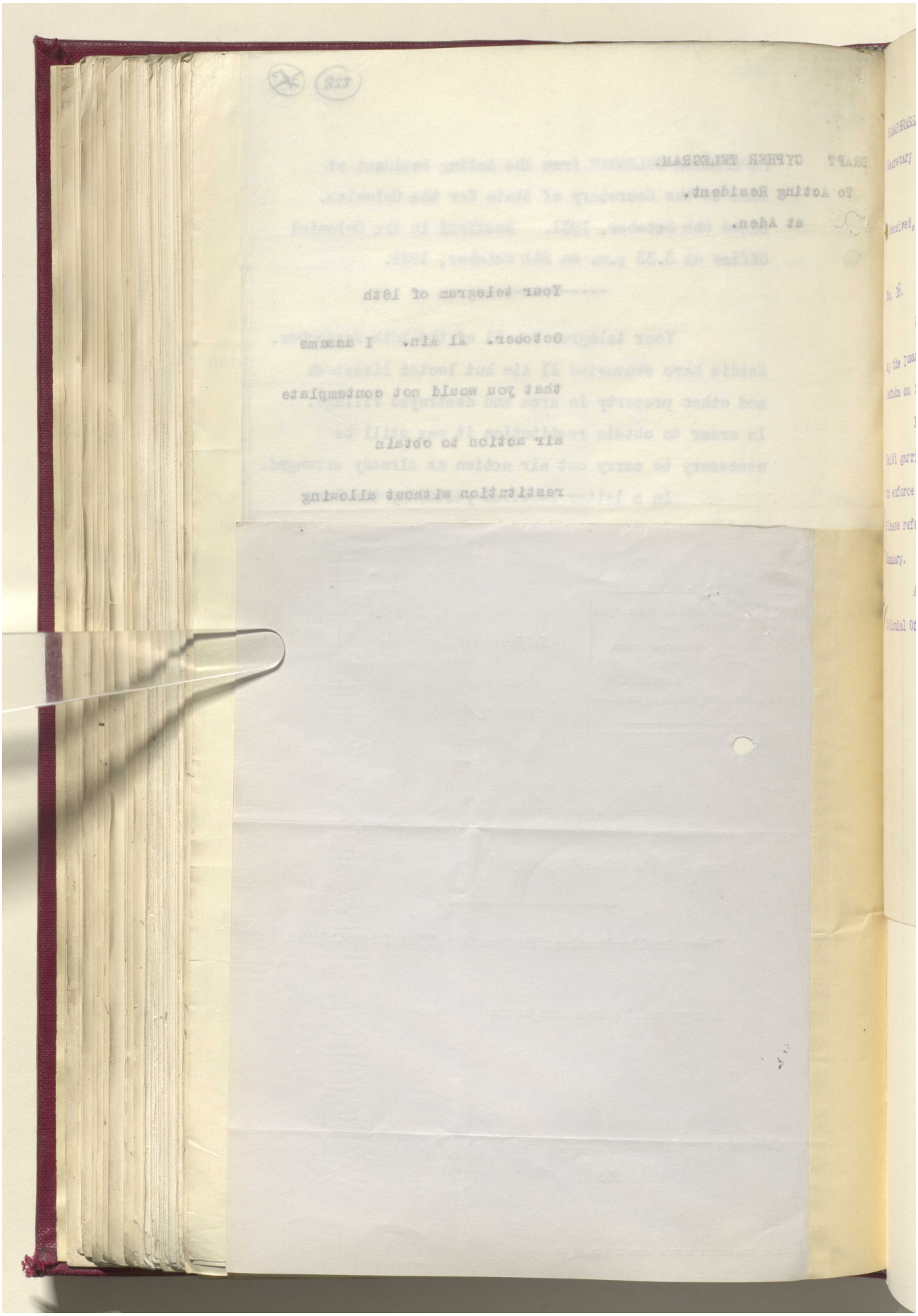

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P.Z. 6277 1931

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PARAPHRASE TELEGRAM from the Acting Resident at Aden to the Secretary of State for the Colonies.

Dated 28th September, 1931.

(Received, Colonial Office, 3.50 a.m., 29th September.)

---

No. 16.

Ultimatum demanding evacuation of Kasabi territory by the Imam not later than 10th October was despatched via Qataba on 25th September.

Preparations are being made for air attack on Zeidi garrison towns in the vicinity and tribal cooperation to enforce evacuation on expiration of ultimatum.

Please refer to paragraph 1,589 of my Political Intelligence Summary.

Addressed to Jeddah No.15 and repeated to Colonial Office.

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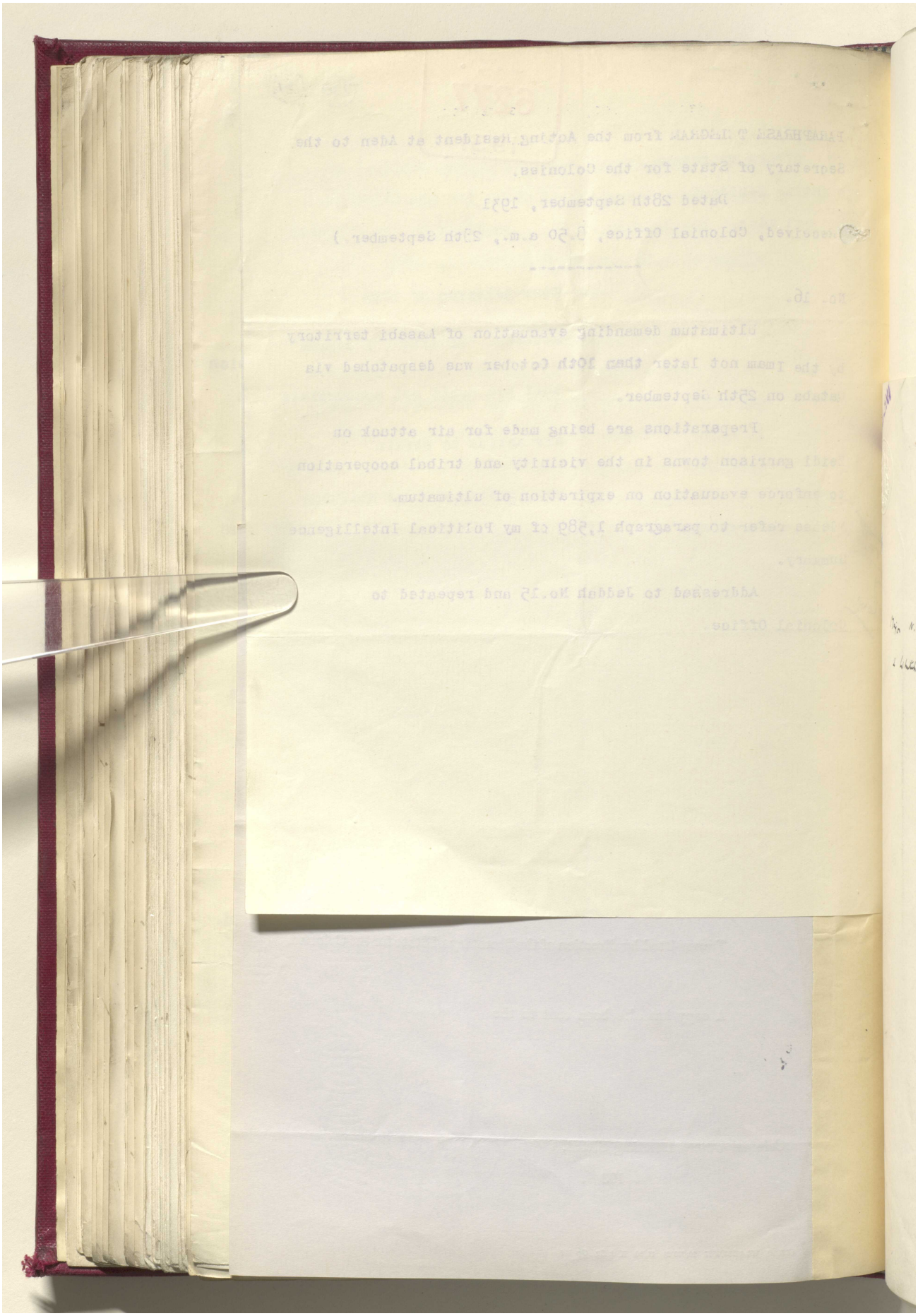

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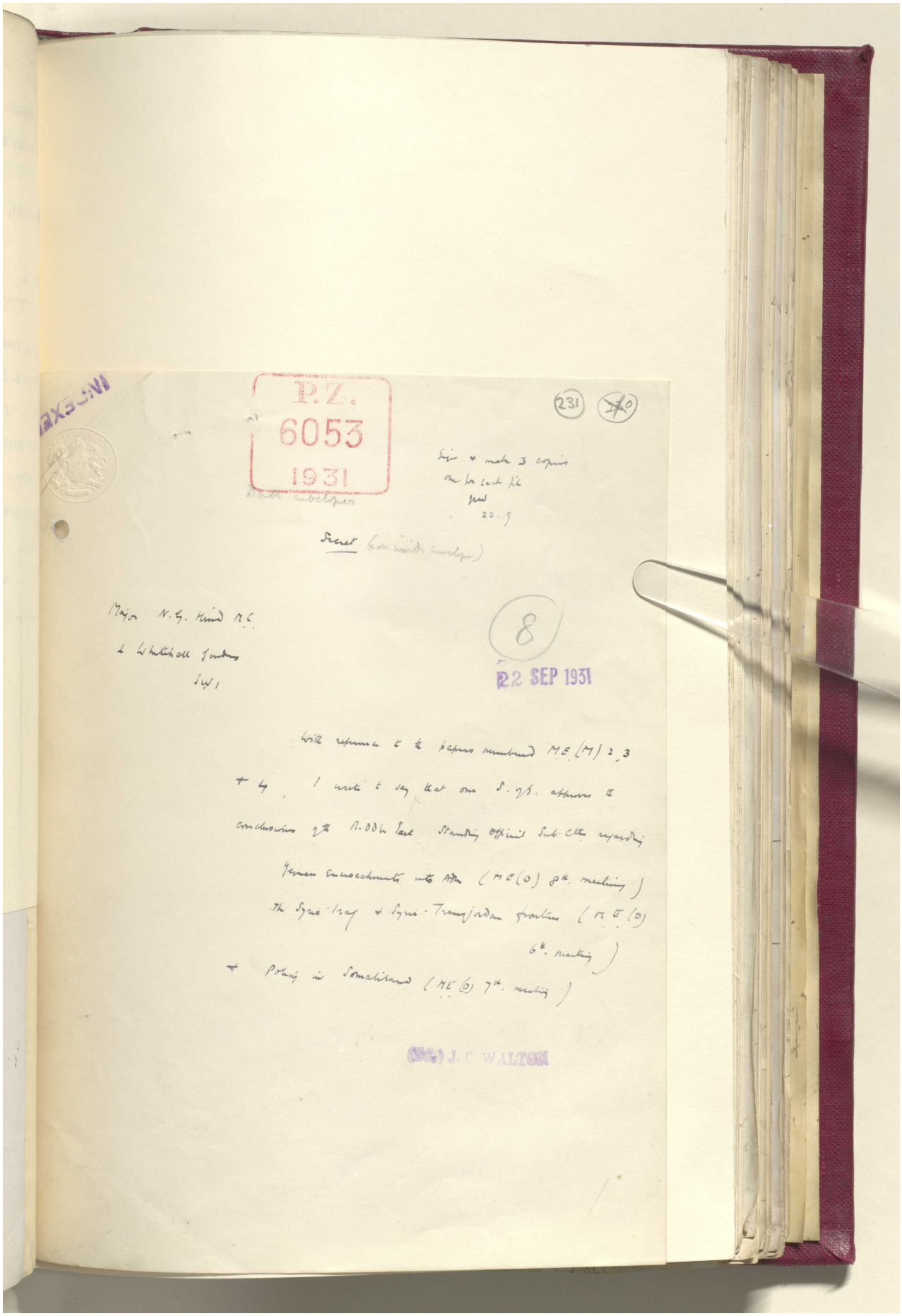

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Major N. G. Hind M.C.
2 Whitehall Gardens
S.W.1

(8)

22 SEP 1931

With reference to the papers numbered M.E.(M) 2, 3 & 4, I write to say that our S. of S. approves the conclusions of the R.O.D.L. East Standing Official Sub-Ctee regarding

Yemen encroachments into Aden (M.E.(O) 8th. meeting)

The Syria-Iraq & Syria-Transjordan frontiers (M.E.(O) 6th. meeting)

& Policing in Somaliland (M.E.(O) 7th. meeting)

(Sd.) J. C. WALTON

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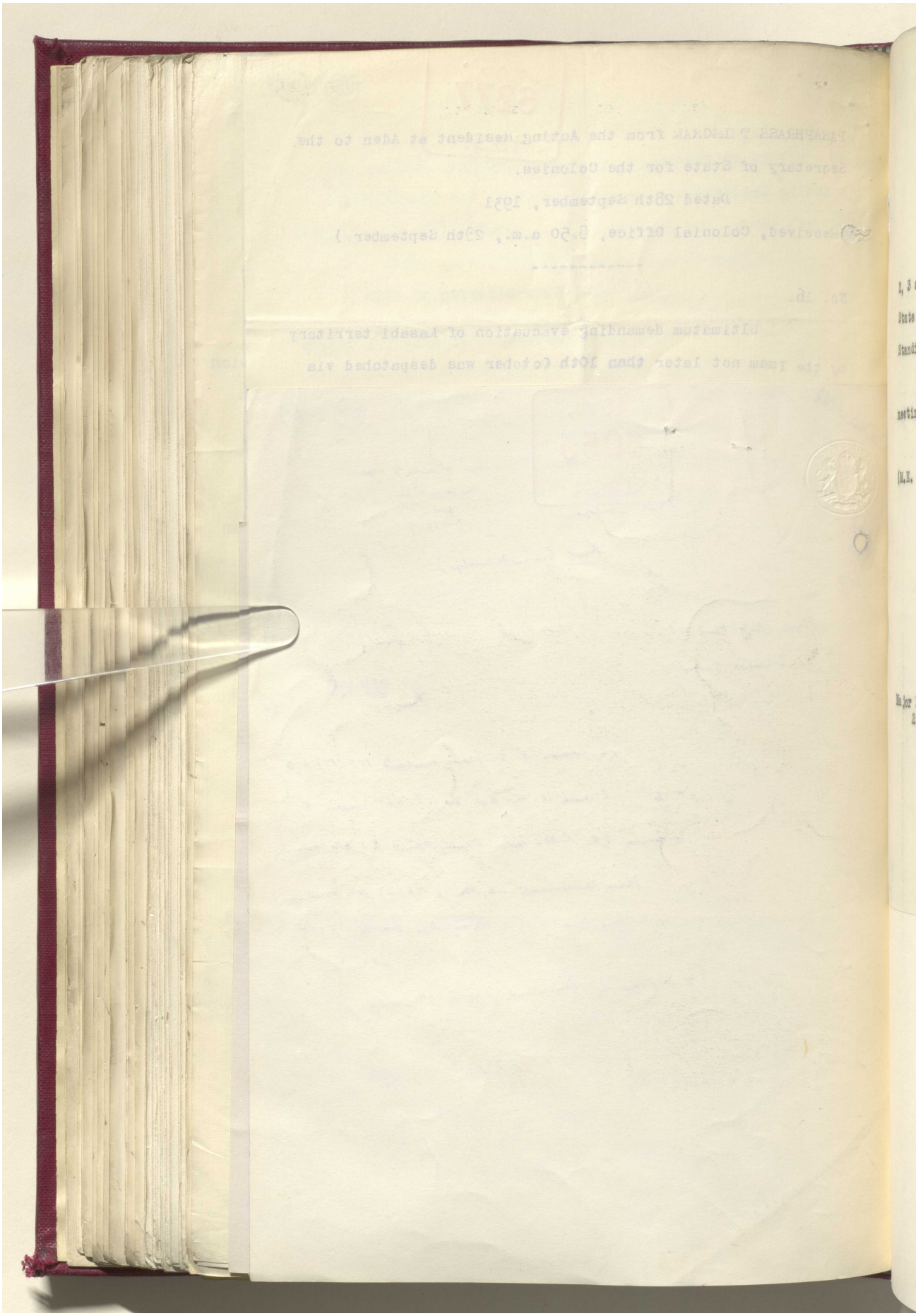

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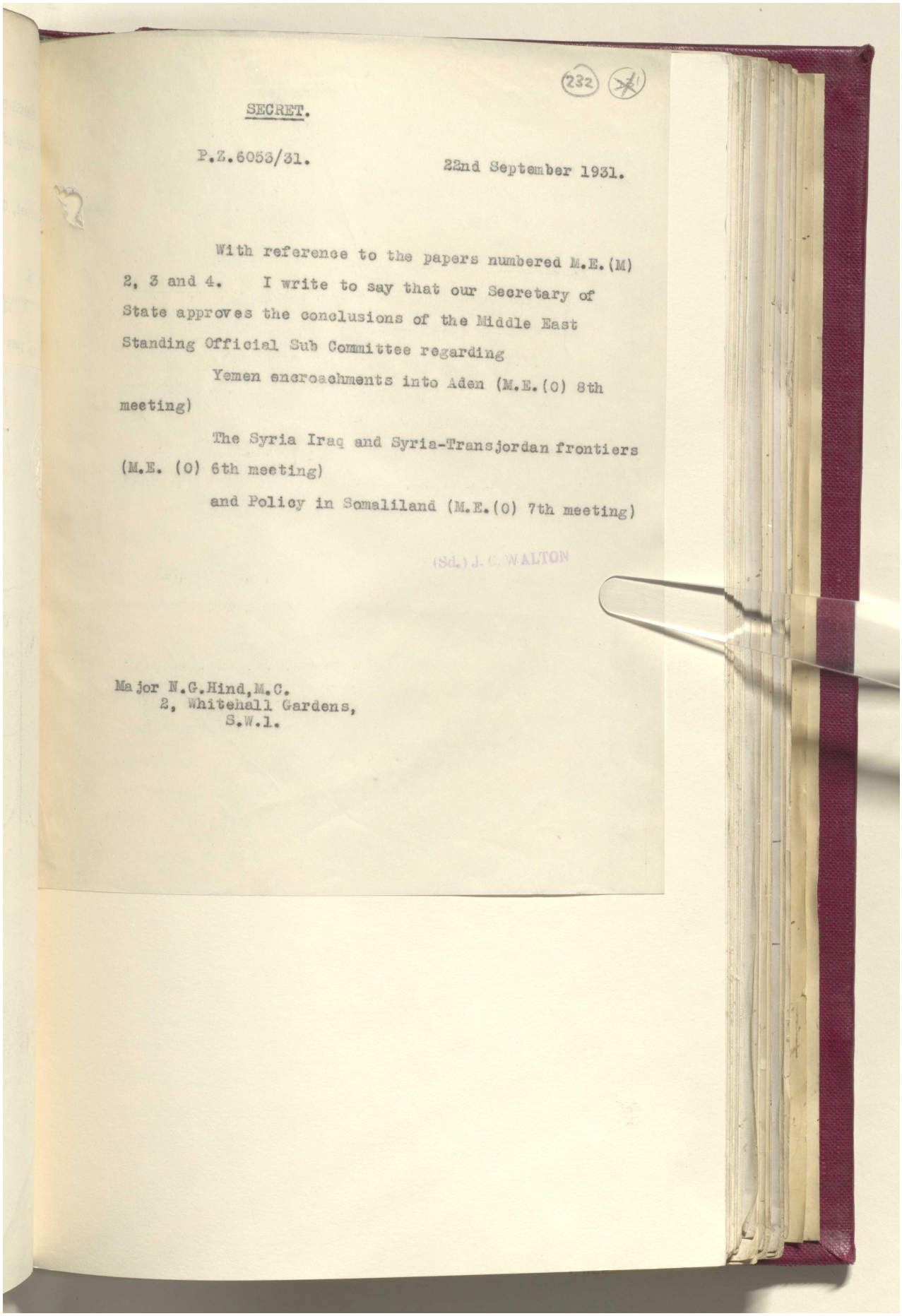

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SECRET.

P.Z.6053/31. 22nd September 1931.

With reference to the papers numbered M.E.(M) 2, 3 and 4. I write to say that our Secretary of State approves the conclusions of the Middle East Standing Official Sub Committee regarding

Yemen encroachments into Aden (M.E.(O) 8th meeting)

The Syria Iraq and Syria-Transjordan frontiers (M.E. (O) 6th meeting)

and Policy in Somaliland (M.E.(O) 7th meeting)

(Sd.) J. C. WALTON

Major N.G.Hind,M.C.
2, Whitehall Gardens,
S.W.1.

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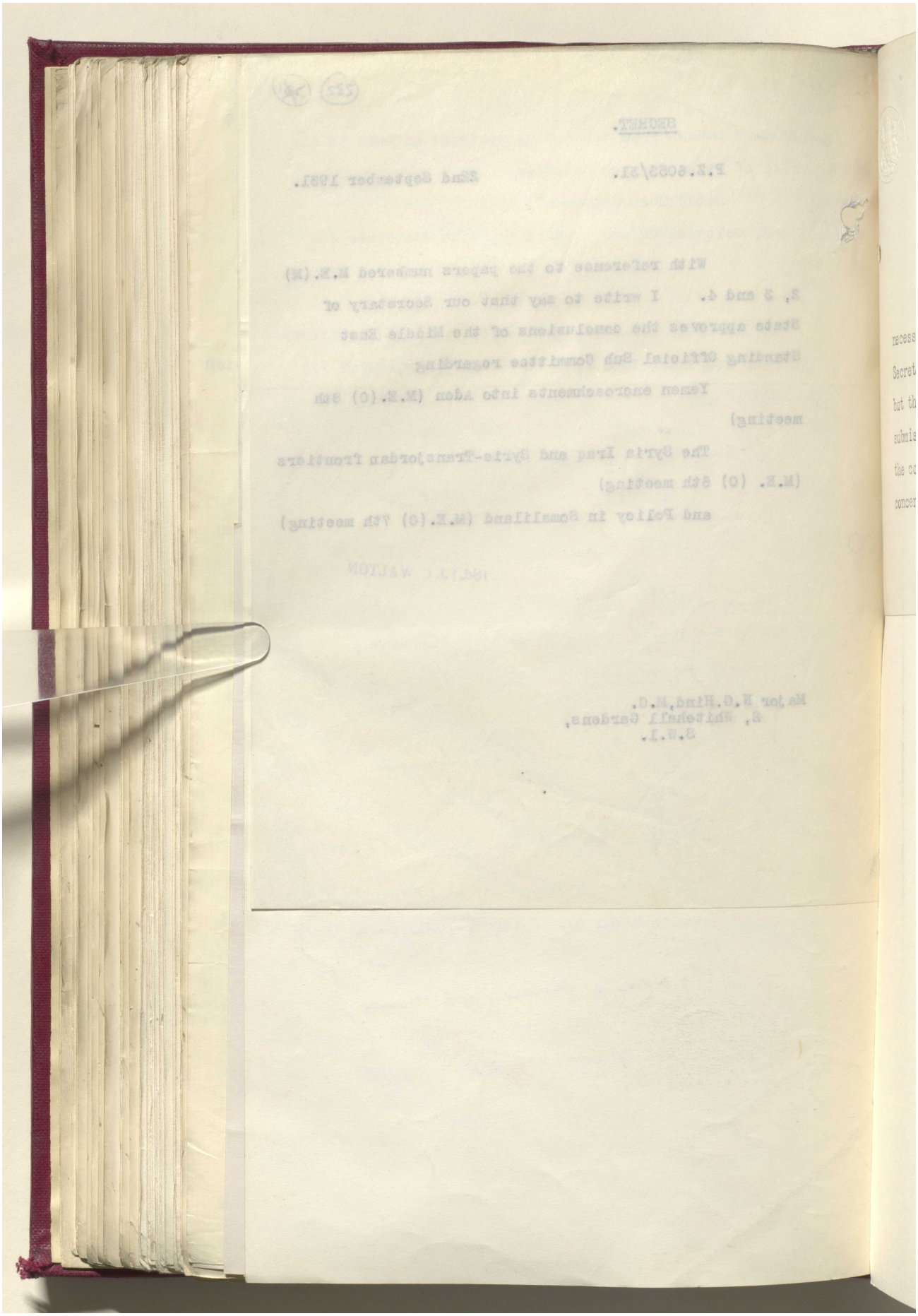

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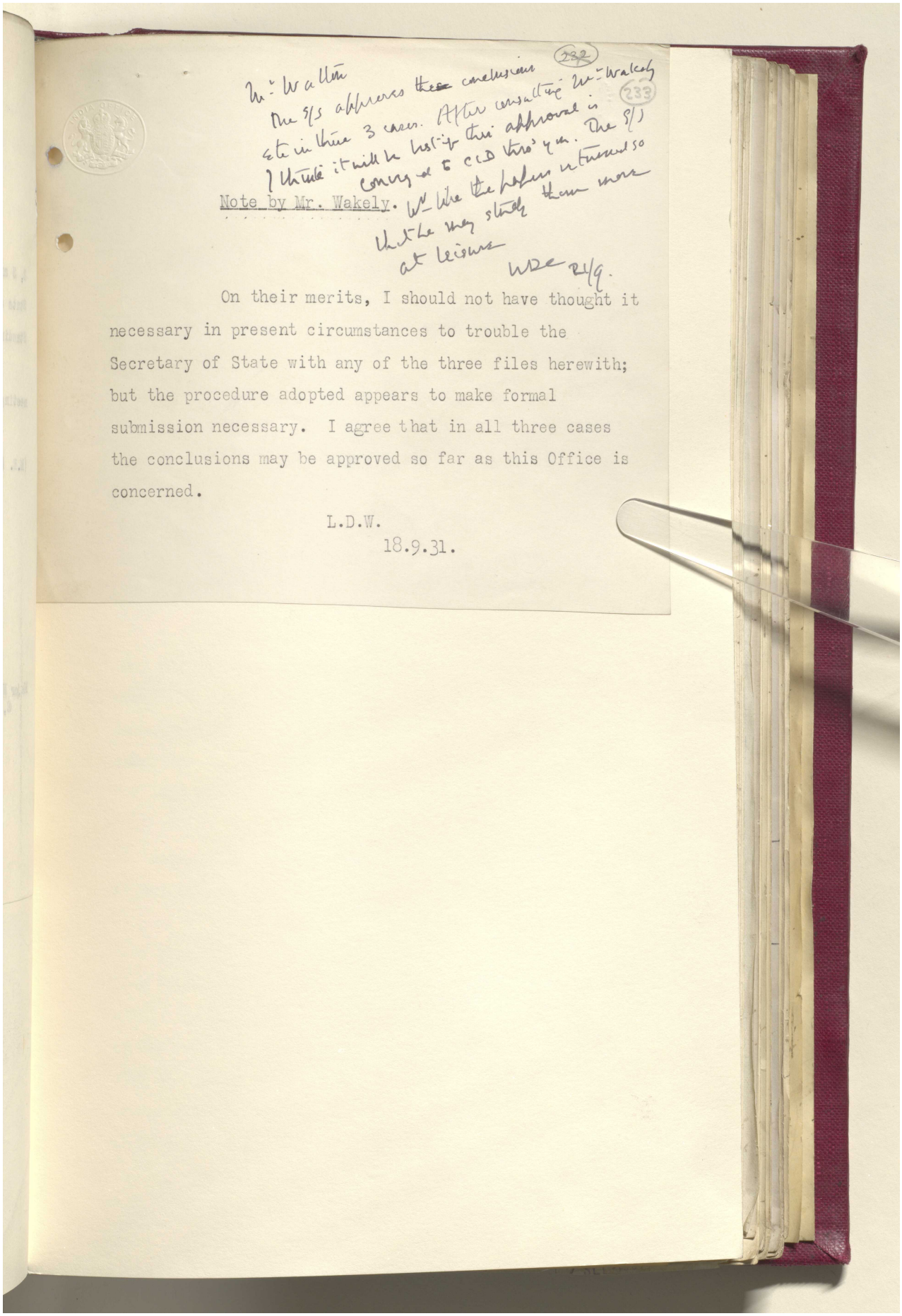

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Mr. Walton
The S/S approves the conclusions etc in these 3 cases. After consulting Mr. Wakely I think it will be best if this approval is conveyed to CCD thro' you. The S/S would like the papers returned so that he may study them more at leisure
WDC 21/9.

Note by Mr. Wakely.

On their merits, I should not have thought it necessary in present circumstances to trouble the Secretary of State with any of the three files herewith; but the procedure adopted appears to make formal submission necessary. I agree that in all three cases the conclusions may be approved so far as this Office is concerned.

L.D.W.
18.9.31.

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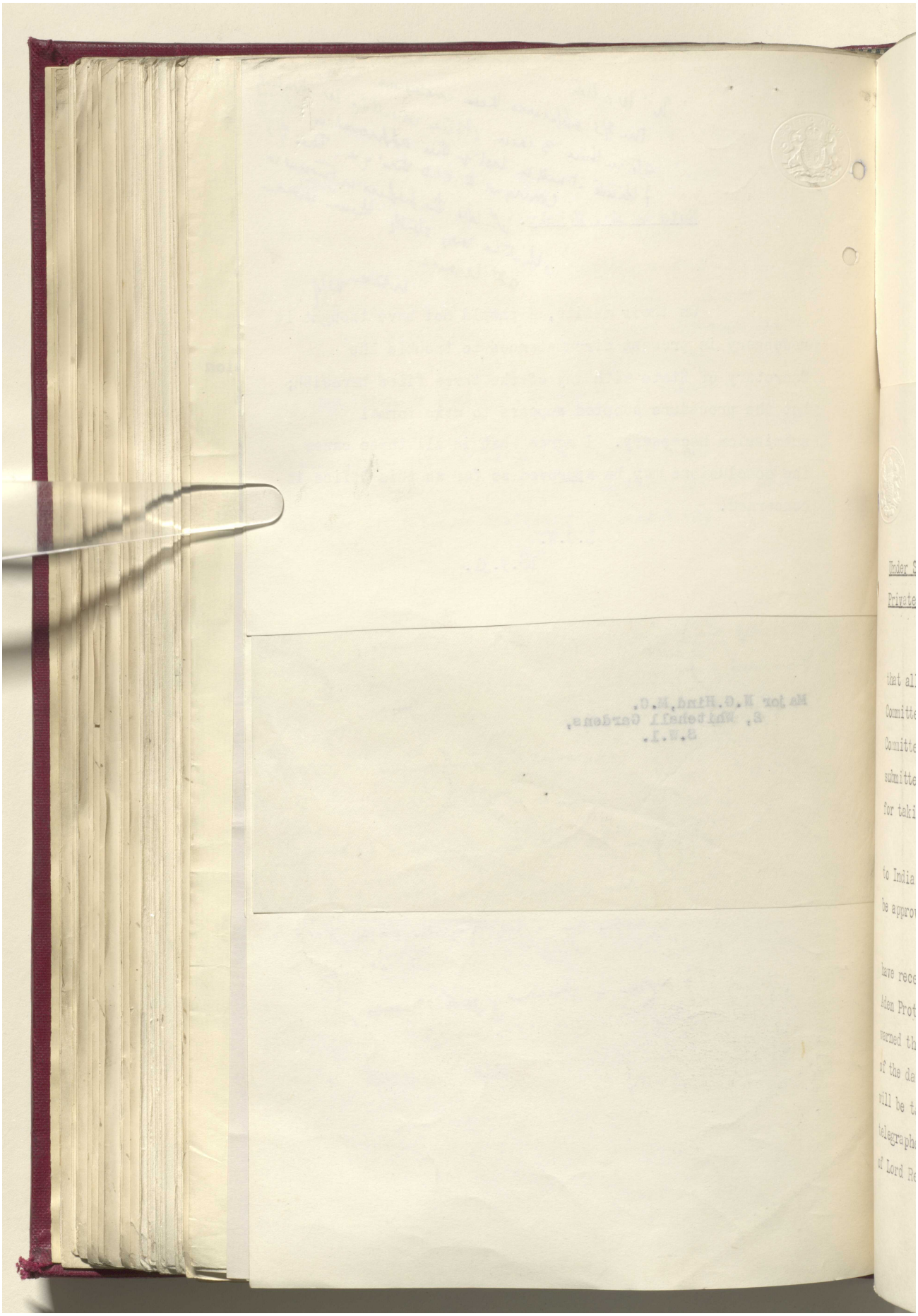

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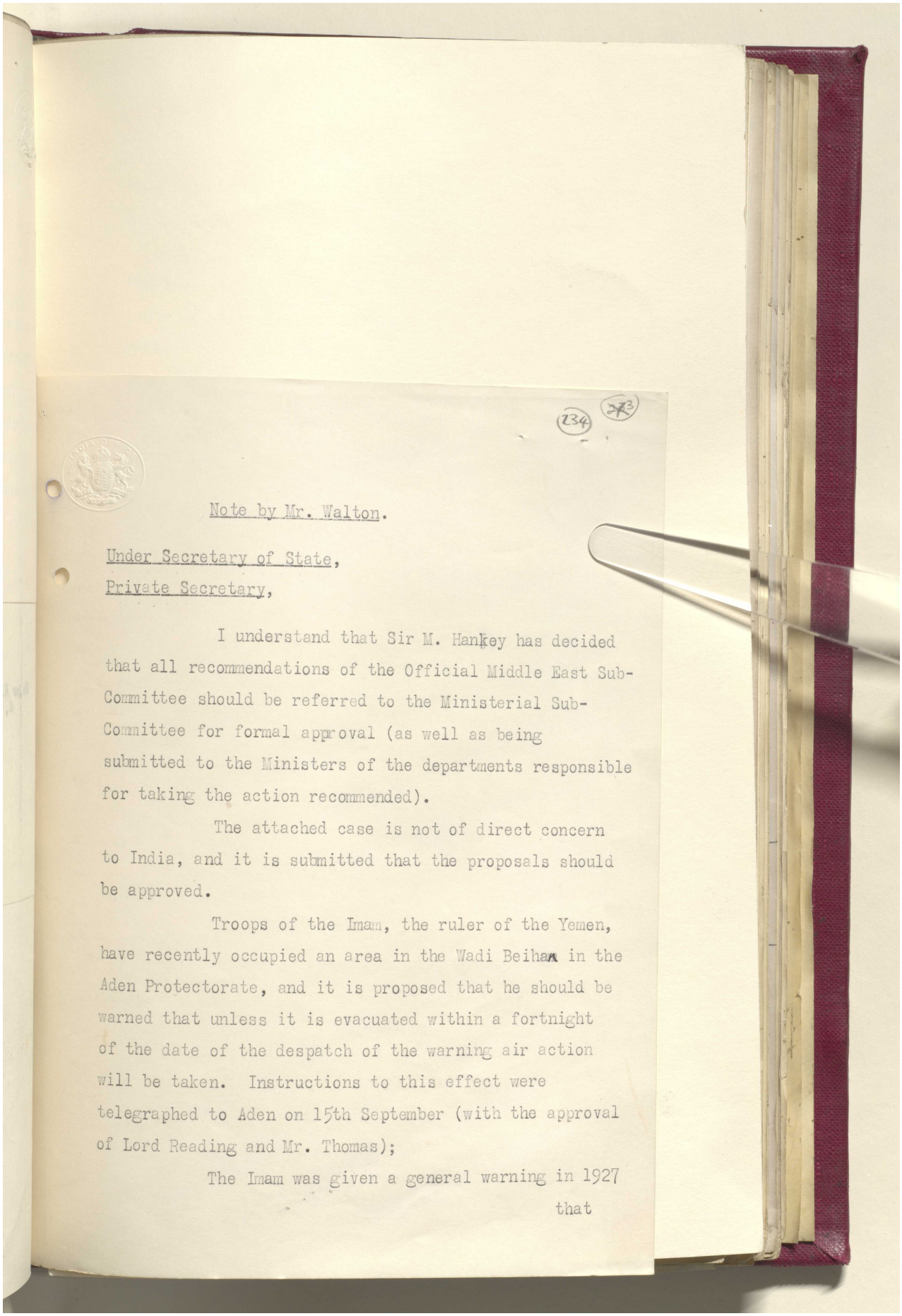

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Note by Mr. Walton.

Under Secretary of State,
Private Secretary,

I understand that Sir M. Hankey has decided that all recommendations of the Official Middle East Sub-Committee should be referred to the Ministerial Sub-Committee for formal approval (as well as being submitted to the Ministers of the departments responsible for taking the action recommended).

The attached case is not of direct concern to India, and it is submitted that the proposals should be approved.

Troops of the Imam, the ruler of the Yemen, have recently occupied an area in the Wadi Beihan in the Aden Protectorate, and it is proposed that he should be warned that unless it is evacuated within a fortnight of the date of the despatch of the warning air action will be taken. Instructions to this effect were telegraphed to Aden on 15th September (with the approval of Lord Reading and Mr. Thomas);

The Imam was given a general warning in 1927 that

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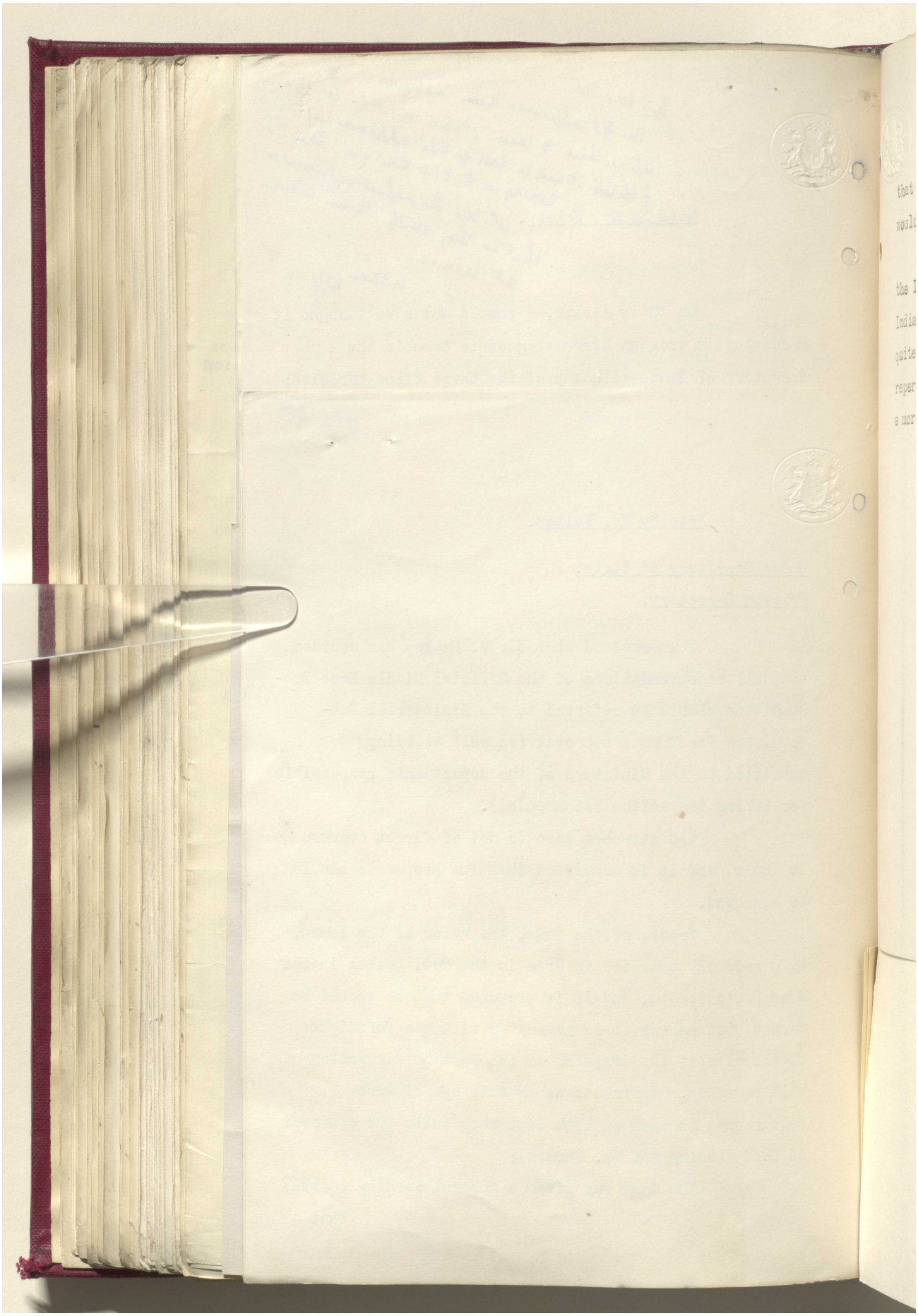

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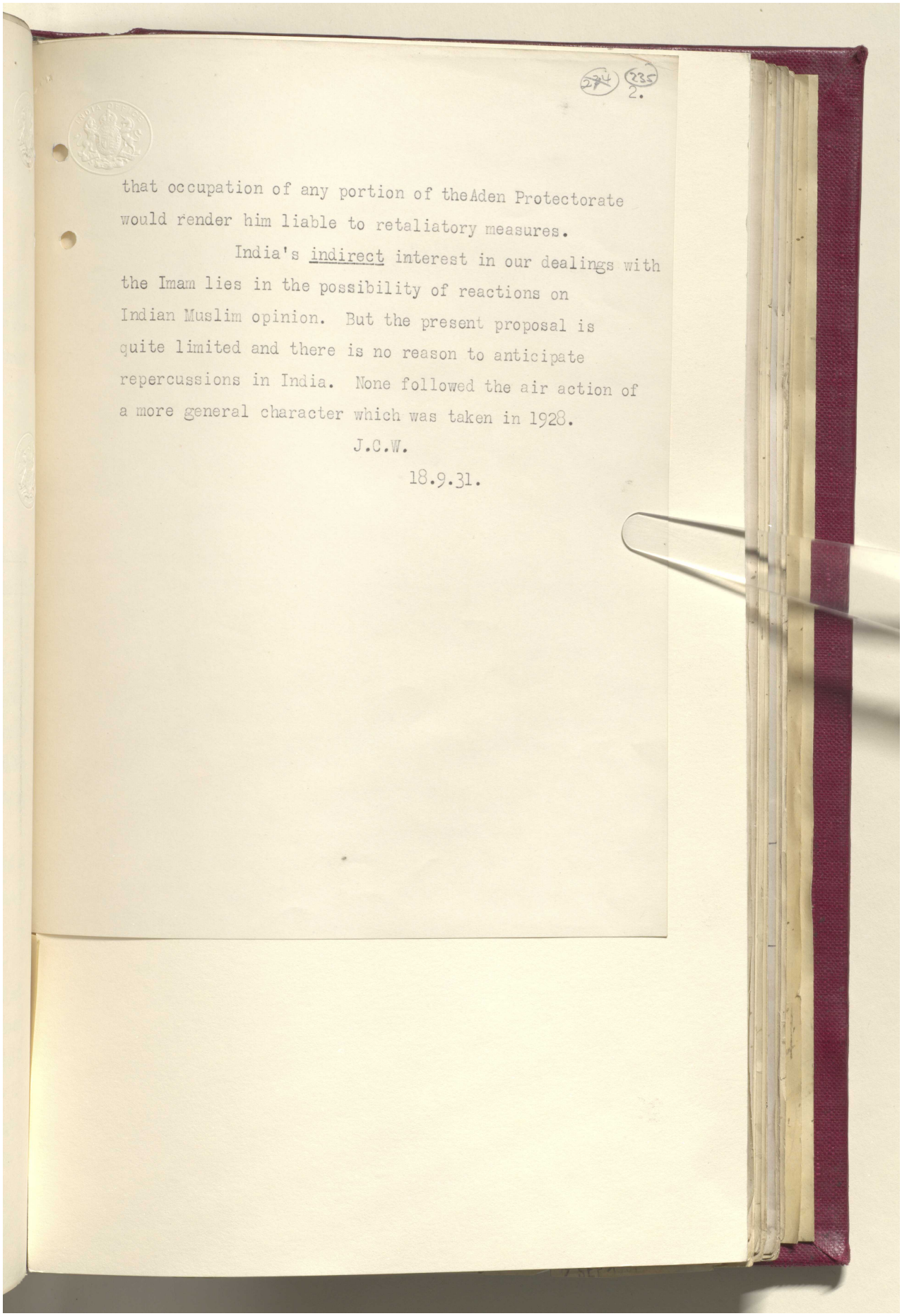

234 235
2.

that occupation of any portion of the Aden Protectorate would render him liable to retaliatory measures.

India's indirect interest in our dealings with the Imam lies in the possibility of reactions on Indian Muslim opinion. But the present proposal is quite limited and there is no reason to anticipate repercussions in India. None followed the air action of a more general character which was taken in 1928.

J.C.W.

18.9.31.

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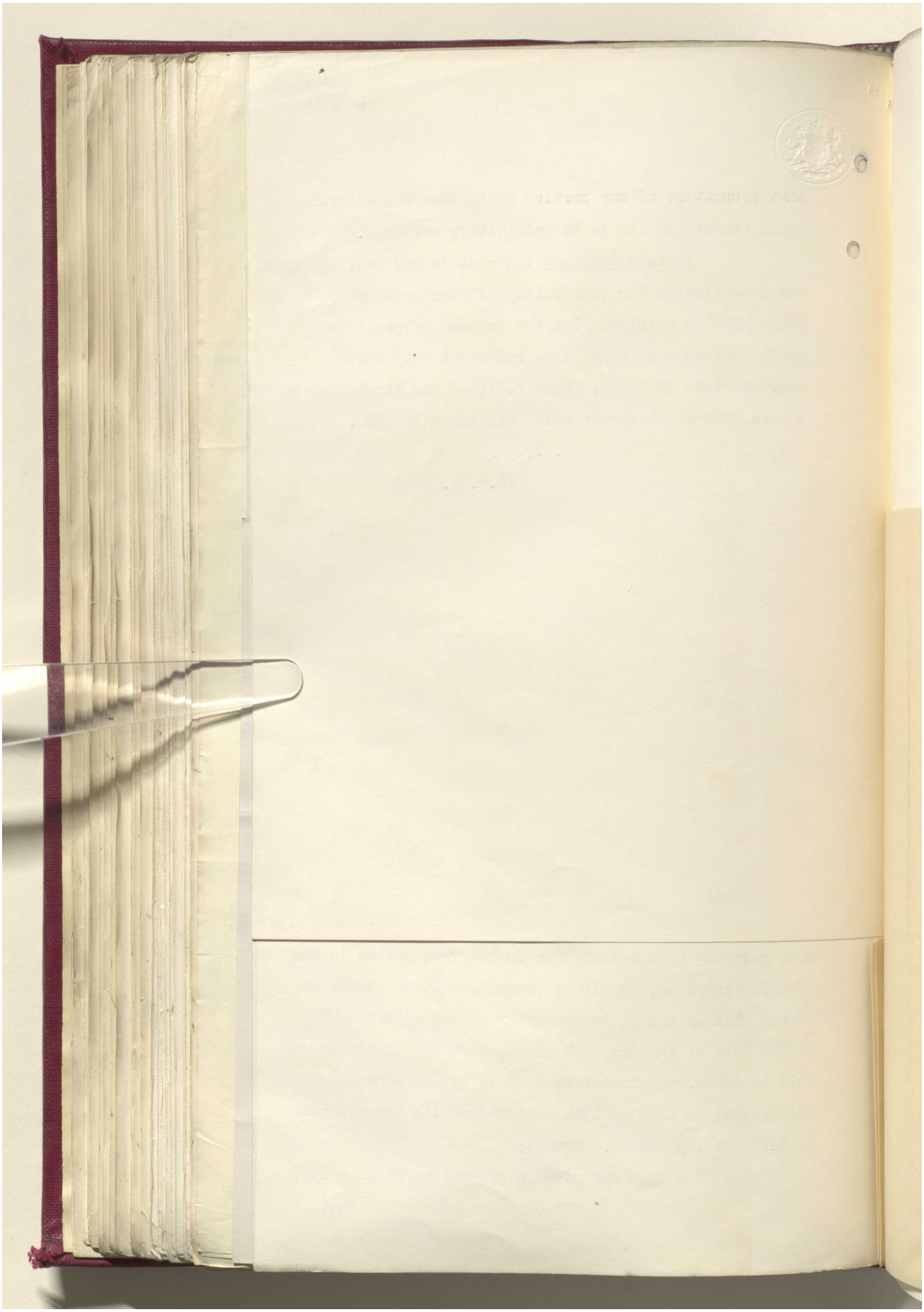

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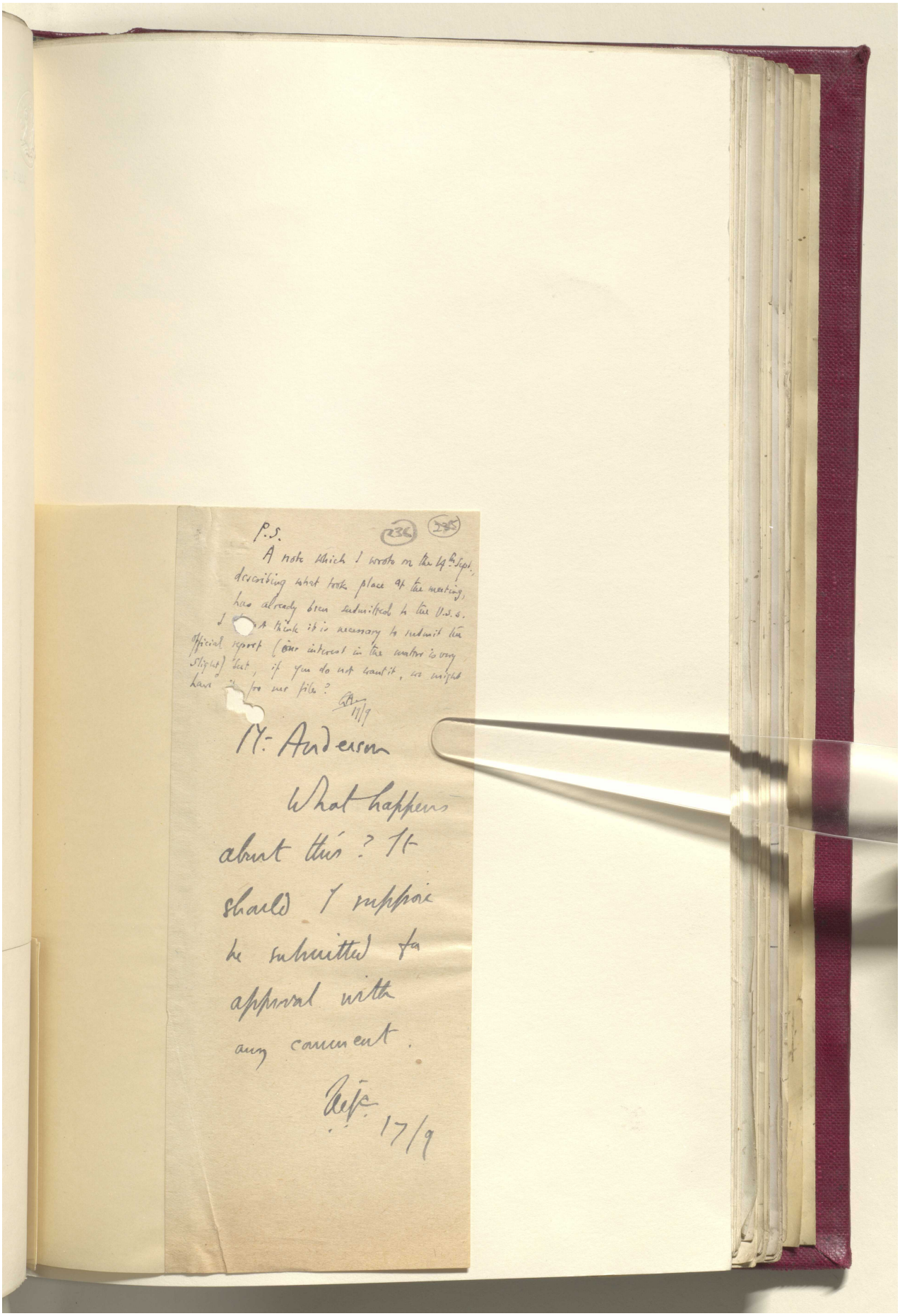

P.S. 236 236

A note which I wrote on the 14th Sept. describing what took place at the meeting, has already been submitted to the U.S. I do not think it is necessary to resubmit the official report (our interest in the matter is very slight) but, if you do not want it, we might have it for our file?

17/9

M. Anderson

What happens about this? It should I suppose be submitted for approval with any comment.

17/9

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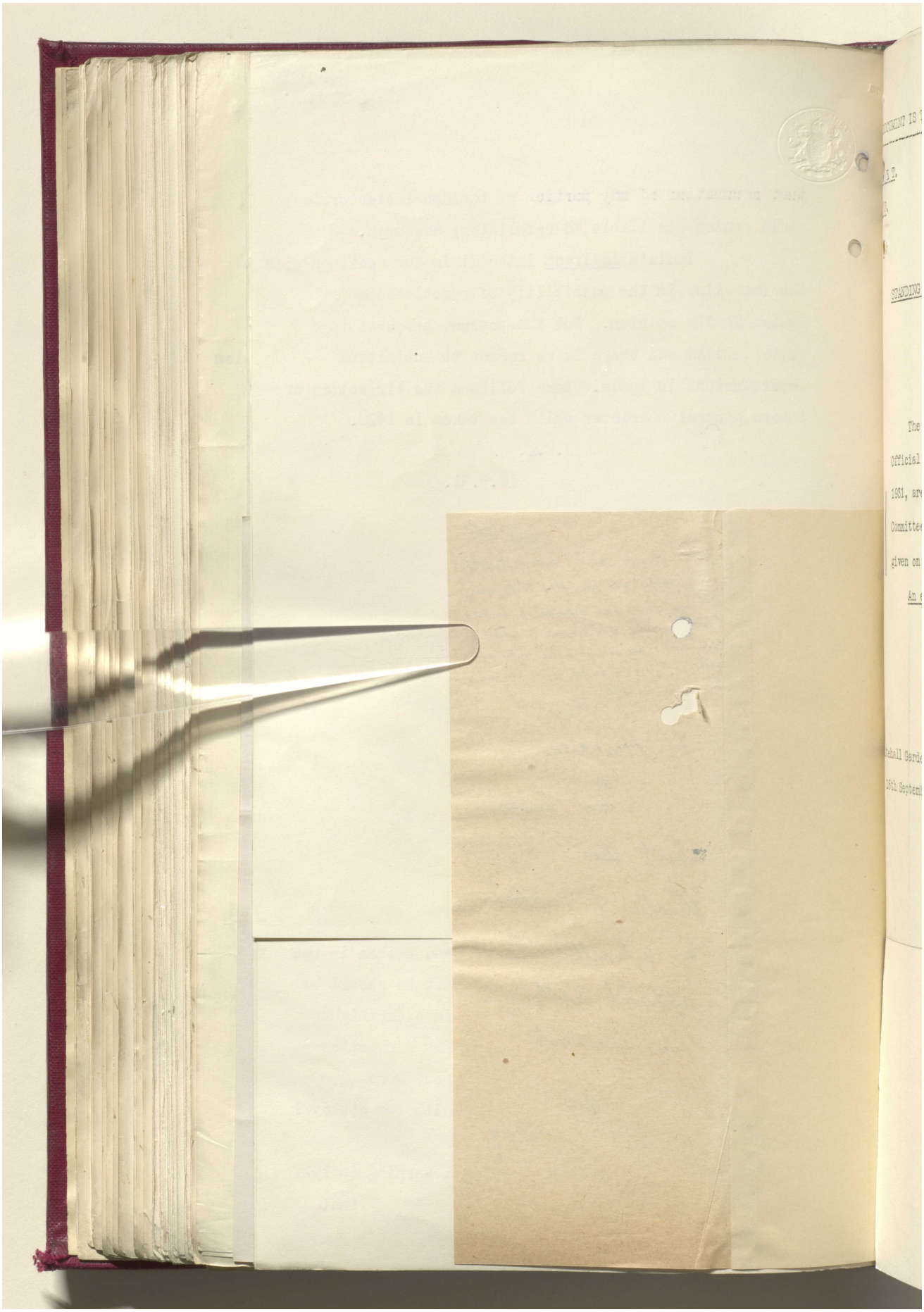

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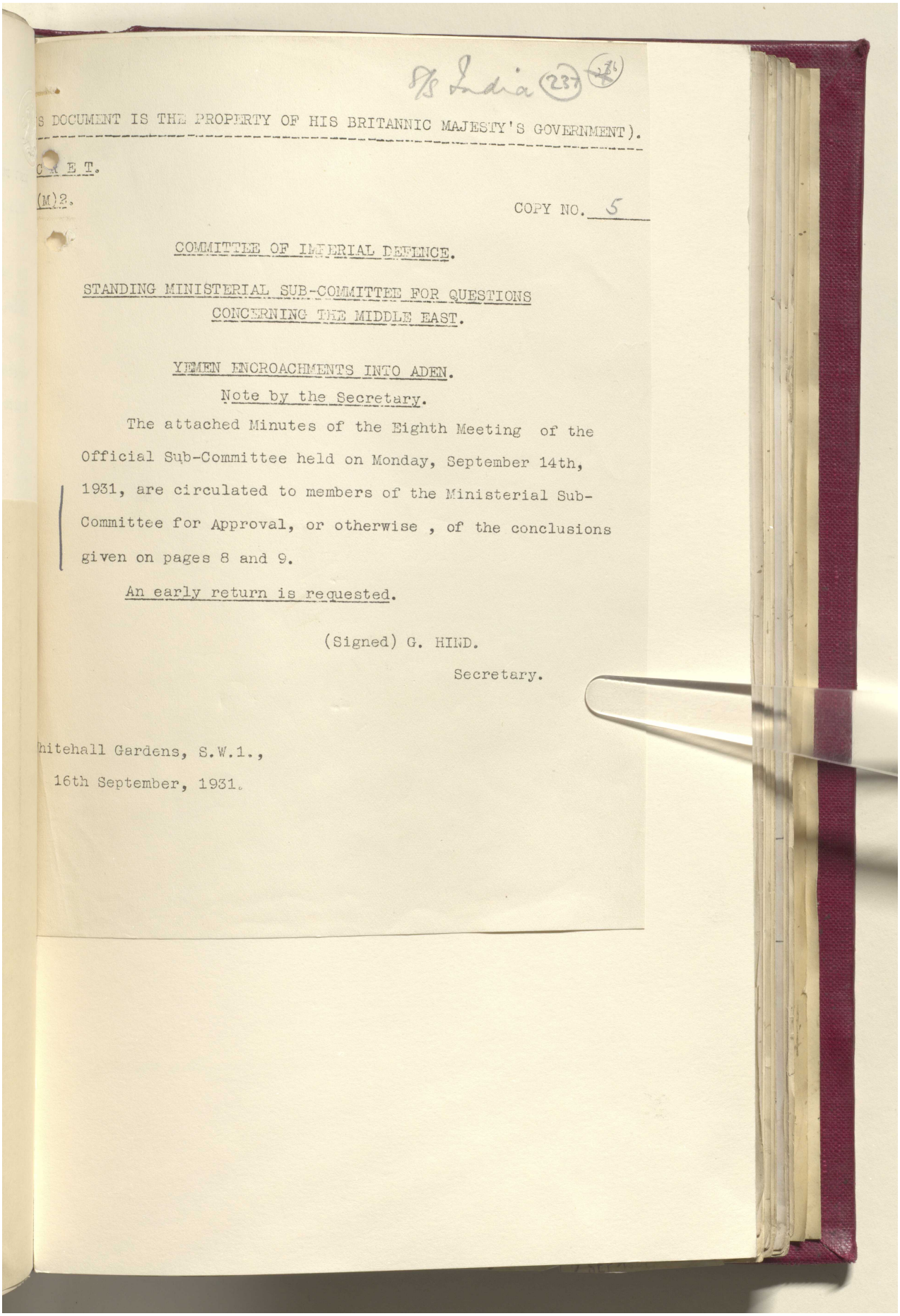

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING MINISTERIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

YEMEN ENCROACHMENTS INTO ADEN.

Note by the Secretary.

The attached Minutes of the Eighth Meeting of the Official Sub-Committee held on Monday, September 14th, 1931, are circulated to members of the Ministerial Sub-Committee for Approval, or otherwise, of the conclusions given on pages 8 and 9.

An early return is requested.

(Signed) G. HIND.

Secretary.

hitehall Gardens, S.W.1.,

16th September, 1931.

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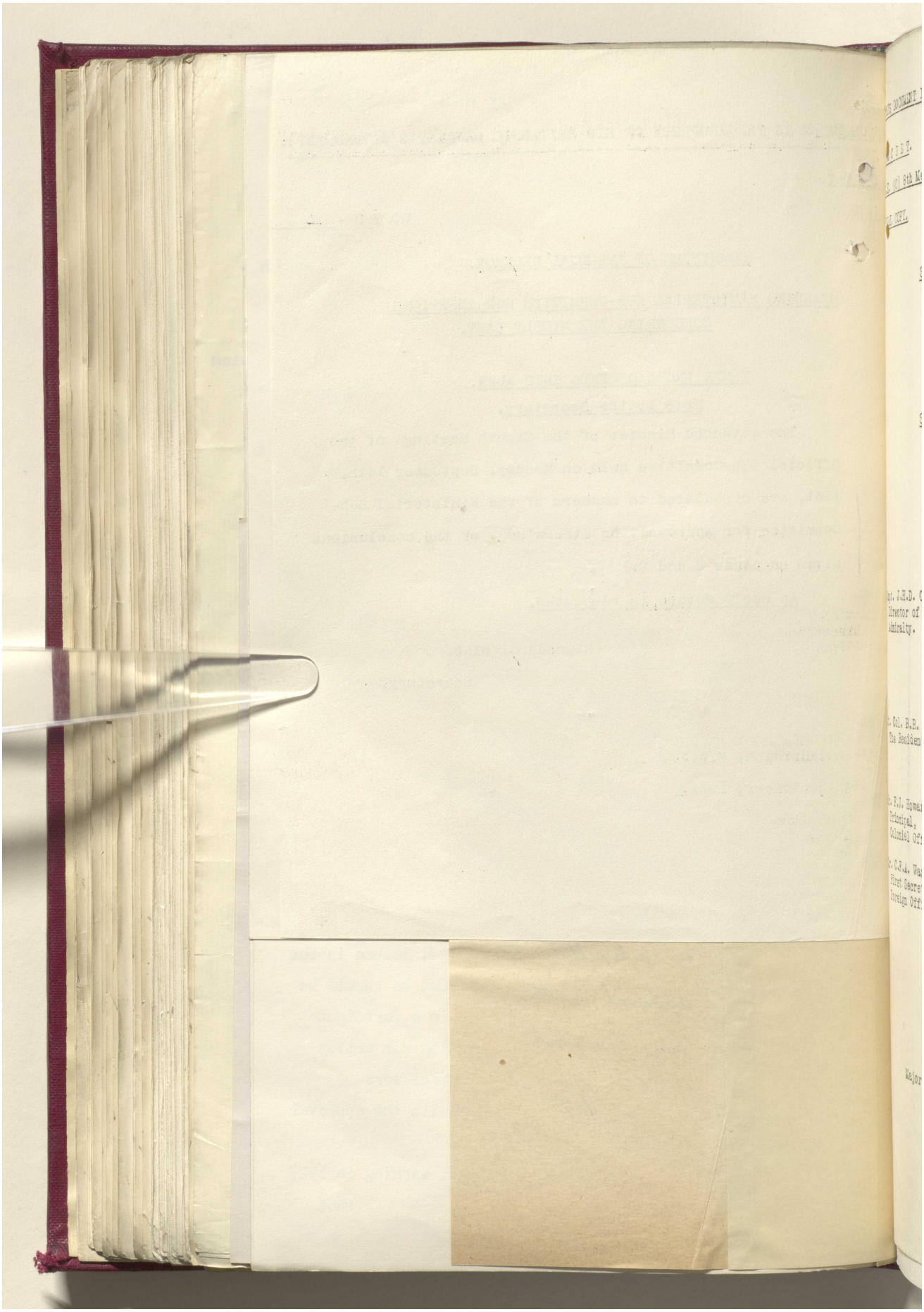

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SECRET.

M.E. (O) 8th Meeting.

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

MINUTES of a Meeting held at No. 2, Whitehall Gardens, S.W.1., on Monday 14th September, 1931, at 11 a.m.

---

Subject - YEMEN encroachments into ADEN.

PRESENT:-

Mr. G.W. Rendel,
Counsellor, Foreign Office. (In the Chair).

Capt. J.H.D. Cunningham, M.V.O., R.N.,
Director of Plans Division,
Admiralty.

Col. K.D.B. Murray, D.S.O.,
General Staff,
War Office.

THE FOLLOWING WERE ALSO PRESENT :-

Lt. Col. B.R. Reilly, C.I.E., O.B.E.,
The Resident at Aden.

Air Vice Marshal C.S. Burnett, C.B., C.B.E., D.S.O.,
Deputy Chief of the Air Staff
Air Ministry.

Mr. F.J. Howard, O.B.E.,
Principal,
Colonial Office.

ERC Hobson
Flt. Lt. ~~A. Macgregor~~, D.F.C.,
Directorate of Operations and Intelligence, Air Ministry.

Mr. C.F.A. Warner,
First Secretary,
Foreign Office.

Mr. G.H.G.Anderson, D.S.O., M.C
Principal, India Office.

Mr. F. Skevington, M.B.E.,
Principal, Treasury

Major N.G. Hind, M.C.....Secretary to the Sub-Committee.

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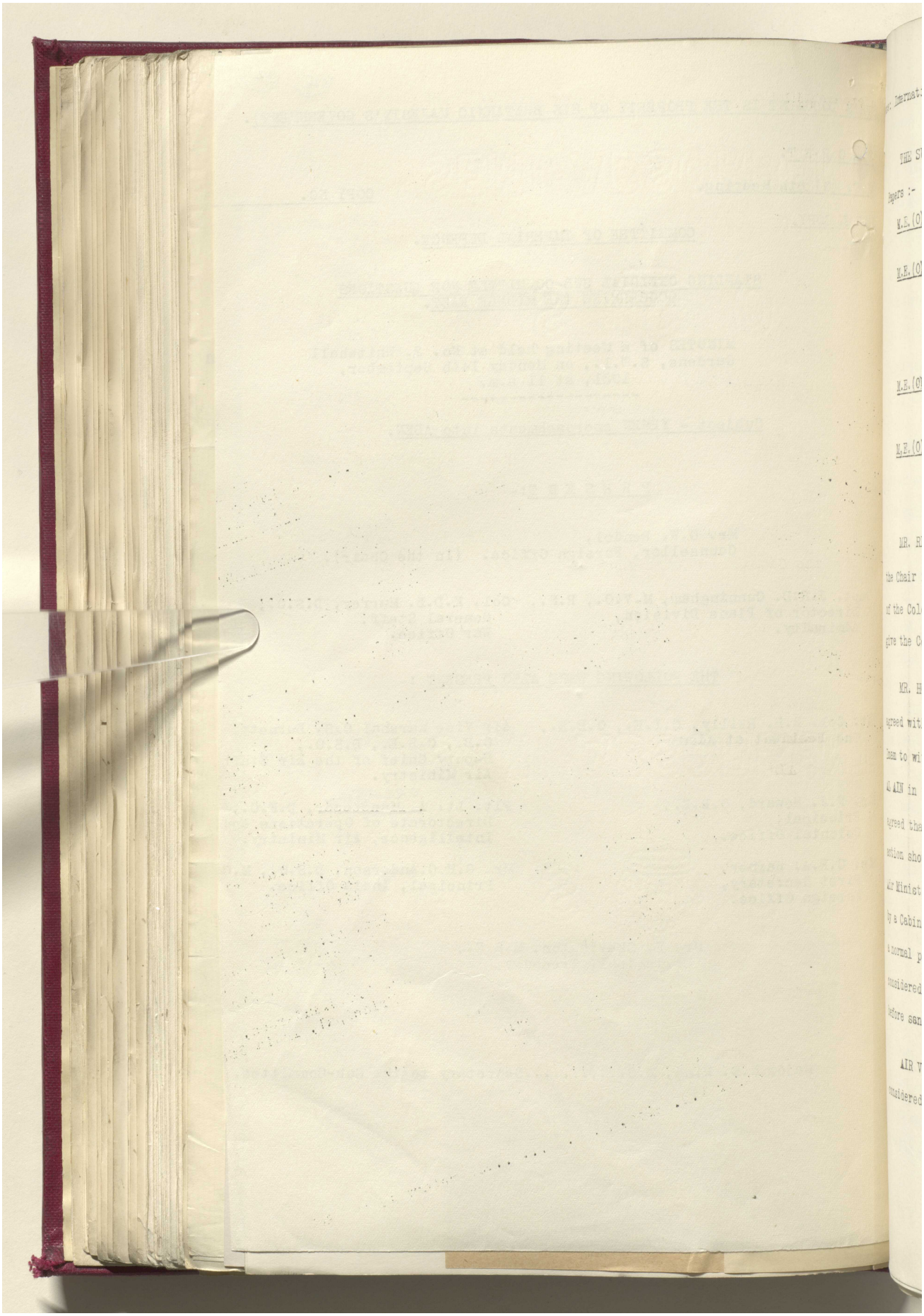

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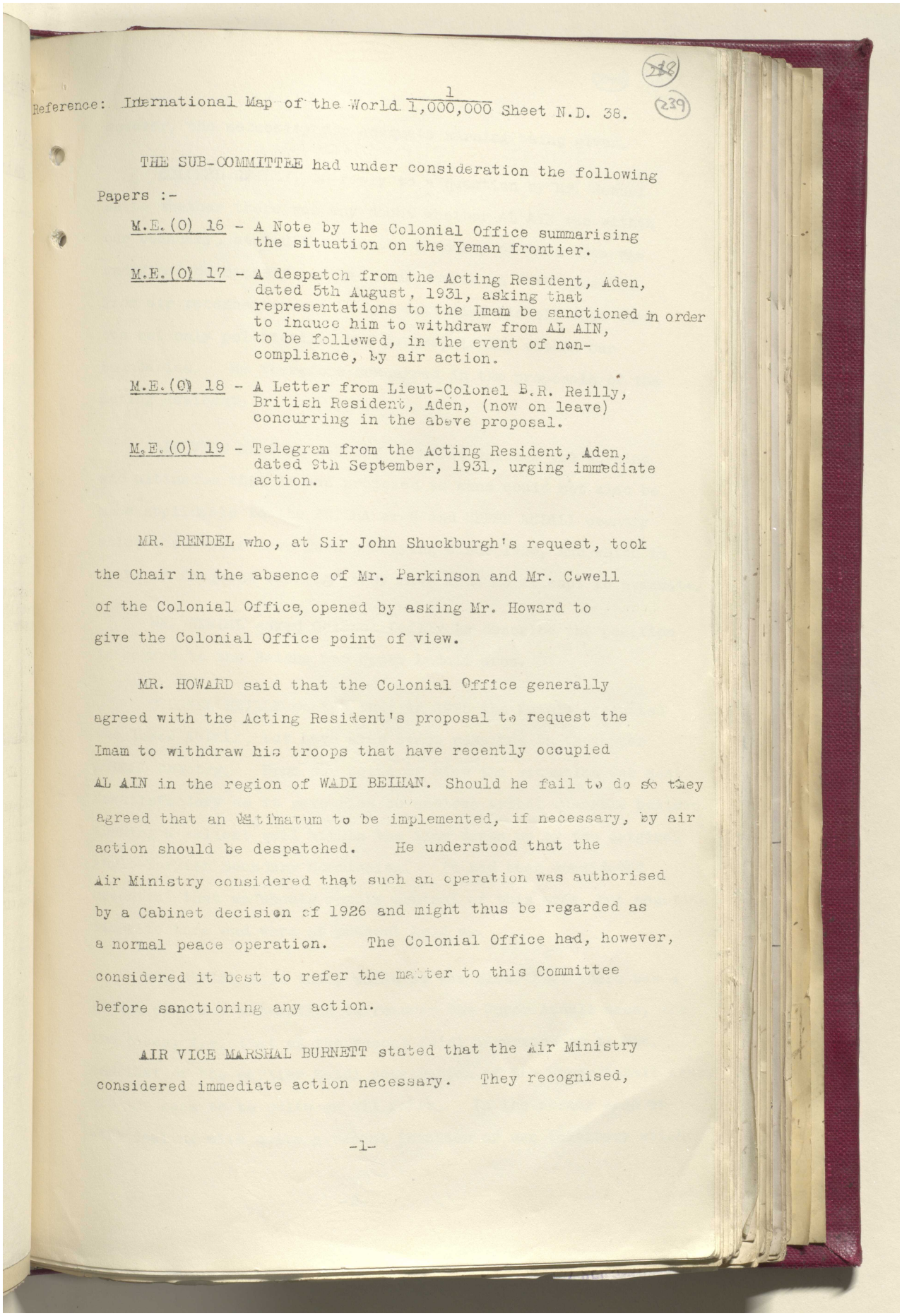

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THE SUB-COMMITTEE had under consideration the following Papers :-

M.E.(O) 16 - A Note by the Colonial Office summarising the situation on the Yeman frontier.

M.E.(O) 17 - A despatch from the Acting Resident, Aden, dated 5th August, 1931, asking that representations to the Imam be sanctioned in order to induce him to withdraw from AL AIN, to be followed, in the event of non-compliance, by air action.

M.E.(O) 18 - A Letter from Lieut-Colonel B.R. Reilly, British Resident, Aden, (now on leave) concurring in the above proposal.

M.E.(O) 19 - Telegram from the Acting Resident, Aden, dated 9th September, 1931, urging immediate action.

MR. RENDEL who, at Sir John Shuckburgh's request, took the Chair in the absence of Mr. Parkinson and Mr. Cowell of the Colonial Office, opened by asking Mr. Howard to give the Colonial Office point of view.

MR. HOWARD said that the Colonial Office generally agreed with the Acting Resident's proposal to request the Imam to withdraw his troops that have recently occupied AL AIN in the region of WADI BEIHAN. Should he fail to do so they agreed that an ultimatum to be implemented, if necessary, by air action should be despatched. He understood that the Air Ministry considered that such an operation was authorised by a Cabinet decision of 1926 and might thus be regarded as a normal peace operation. The Colonial Office had, however, considered it best to refer the matter to this Committee before sanctioning any action.

AIR VICE MARSHAL BURNETT stated that the Air Ministry considered immediate action necessary. They recognised,

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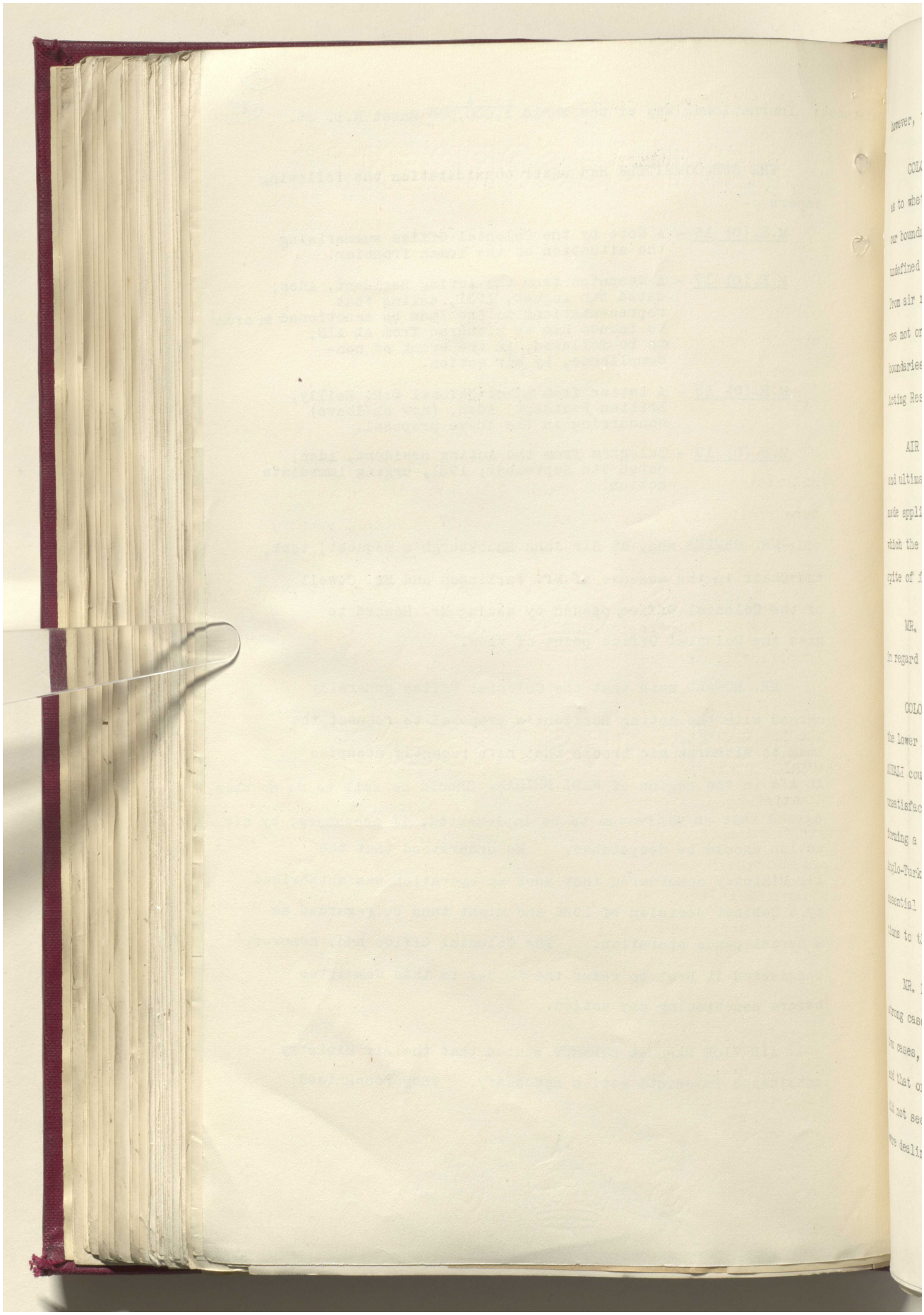

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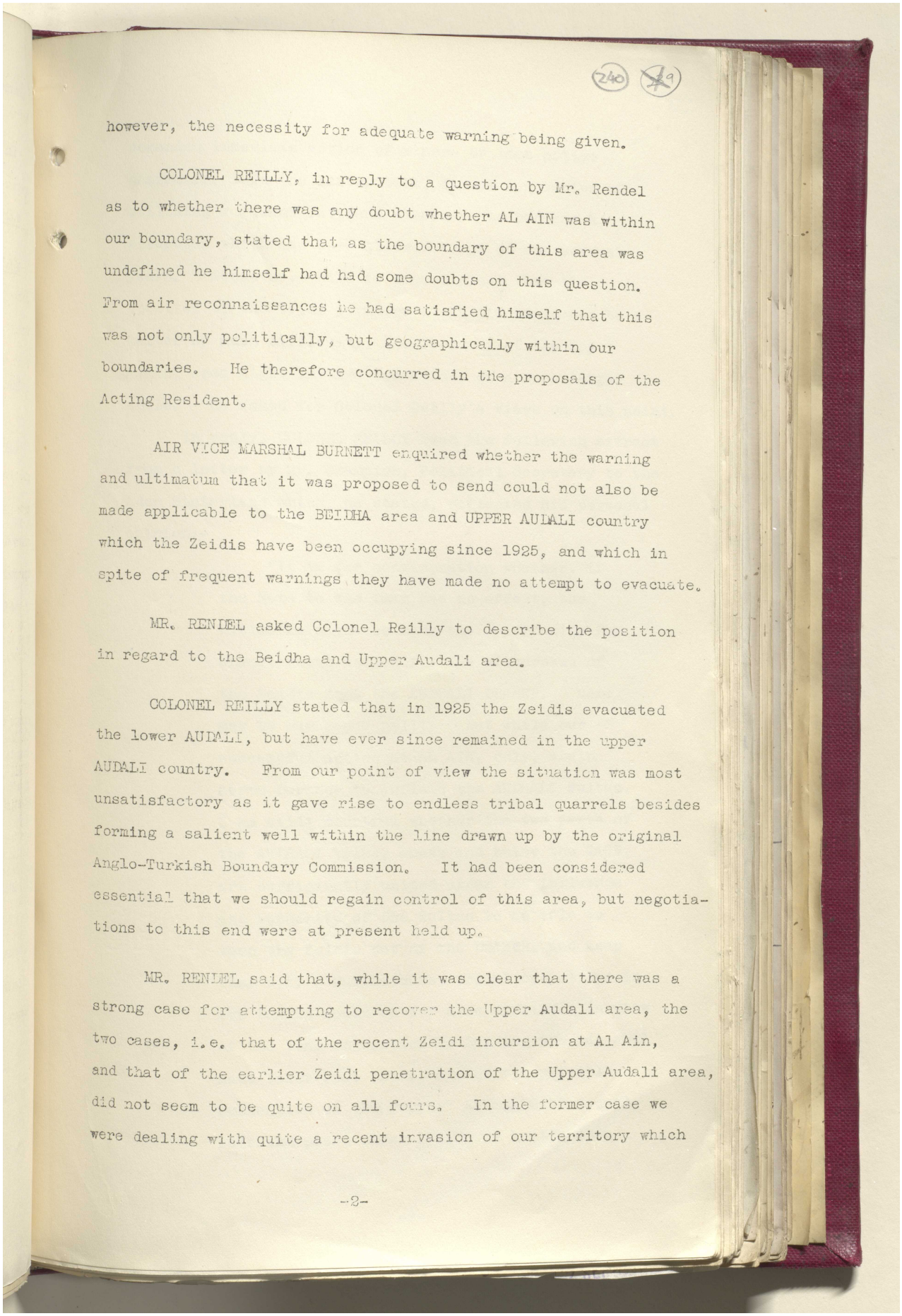

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however, the necessity for adequate warning being given.

COLONEL REILLY, in reply to a question by Mr. Rendel as to whether there was any doubt whether AL AIN was within our boundary, stated that as the boundary of this area was undefined he himself had had some doubts on this question. From air reconnaissances he had satisfied himself that this was not only politically, but geographically within our boundaries. He therefore concurred in the proposals of the Acting Resident.

AIR VICE MARSHAL BURNETT enquired whether the warning and ultimatum that it was proposed to send could not also be made applicable to the BEIDHA area and UPPER AUDALI country which the Zeidis have been occupying since 1925, and which in spite of frequent warnings they have made no attempt to evacuate.

MR. RENDEL asked Colonel Reilly to describe the position in regard to the Beidha and Upper Audali area.

COLONEL REILLY stated that in 1925 the Zeidis evacuated the lower AUDALI, but have ever since remained in the upper AUDALI country. From our point of view the situation was most unsatisfactory as it gave rise to endless tribal quarrels besides forming a salient well within the line drawn up by the original Anglo-Turkish Boundary Commission. It had been considered essential that we should regain control of this area, but negotiations to this end were at present held up.

MR. RENDEL said that, while it was clear that there was a strong case for attempting to recover the Upper Audali area, the two cases, i.e. that of the recent Zeidi incursion at Al Ain, and that of the earlier Zeidi penetration of the Upper Audali area, did not seem to be quite on all fours. In the former case we were dealing with quite a recent invasion of our territory which



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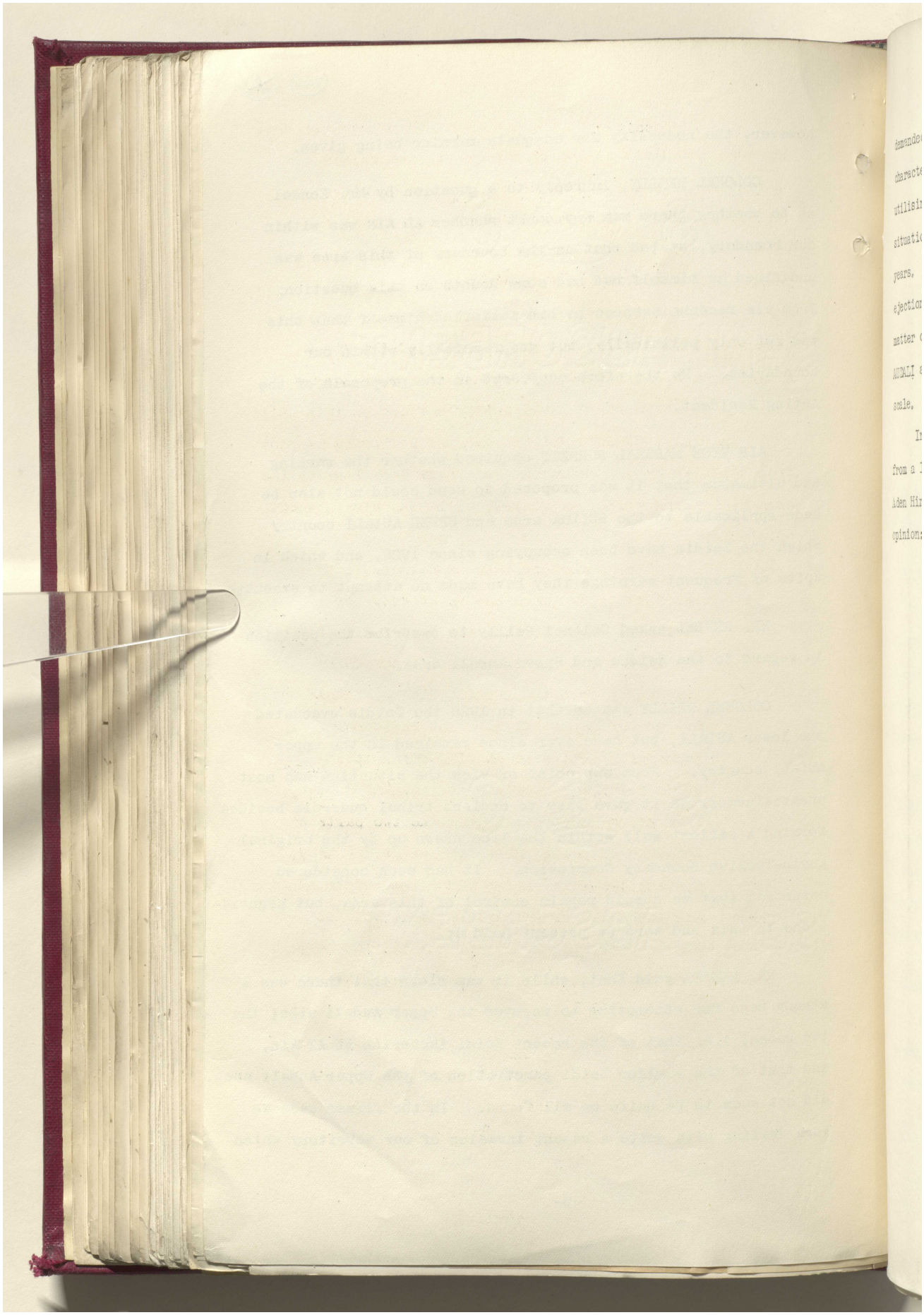

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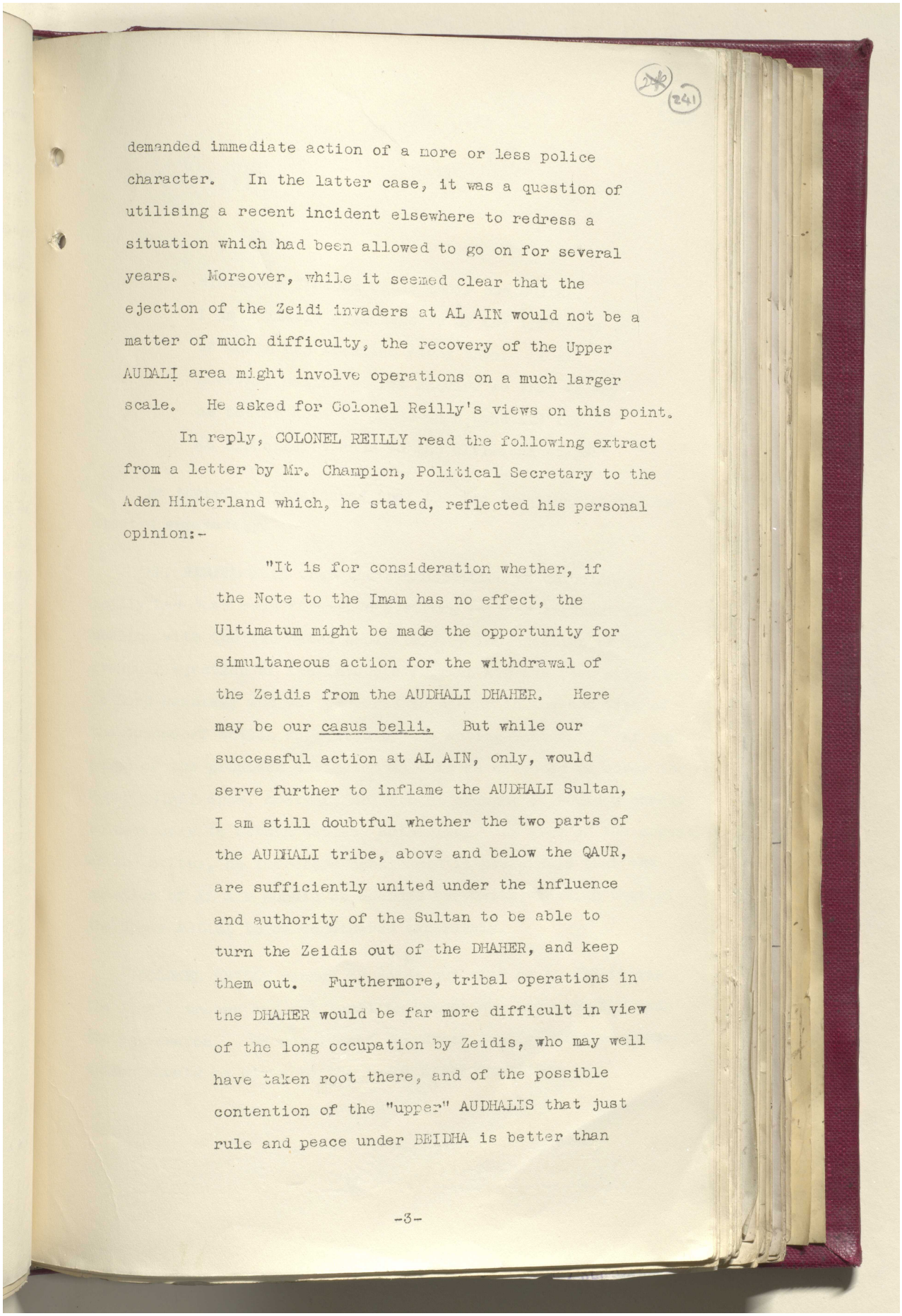

demanded immediate action of a more or less police character. In the latter case, it was a question of utilising a recent incident elsewhere to redress a situation which had been allowed to go on for several years. Moreover, while it seemed clear that the ejection of the Zeidi invaders at AL AIN would not be a matter of much difficulty, the recovery of the Upper AUDALI area might involve operations on a much larger scale. He asked for Colonel Reilly's views on this point.

In reply, COLONEL REILLY read the following extract from a letter by Mr. Champion, Political Secretary to the Aden Hinterland which, he stated, reflected his personal opinion:-

"It is for consideration whether, if the Note to the Imam has no effect, the Ultimatum might be made the opportunity for simultaneous action for the withdrawal of the Zeidis from the AUDHALI DHAHER. Here may be our casus belli. But while our successful action at AL AIN, only, would serve further to inflame the AUDHALI Sultan, I am still doubtful whether the two parts of the AUDHALI tribe, above and below the QAUR, are sufficiently united under the influence and authority of the Sultan to be able to turn the Zeidis out of the DHAHER, and keep them out. Furthermore, tribal operations in the DHAHER would be far more difficult in view of the long occupation by Zeidis, who may well have taken root there, and of the possible contention of the "upper" AUDHALIS that just rule and peace under BEIDHA is better than



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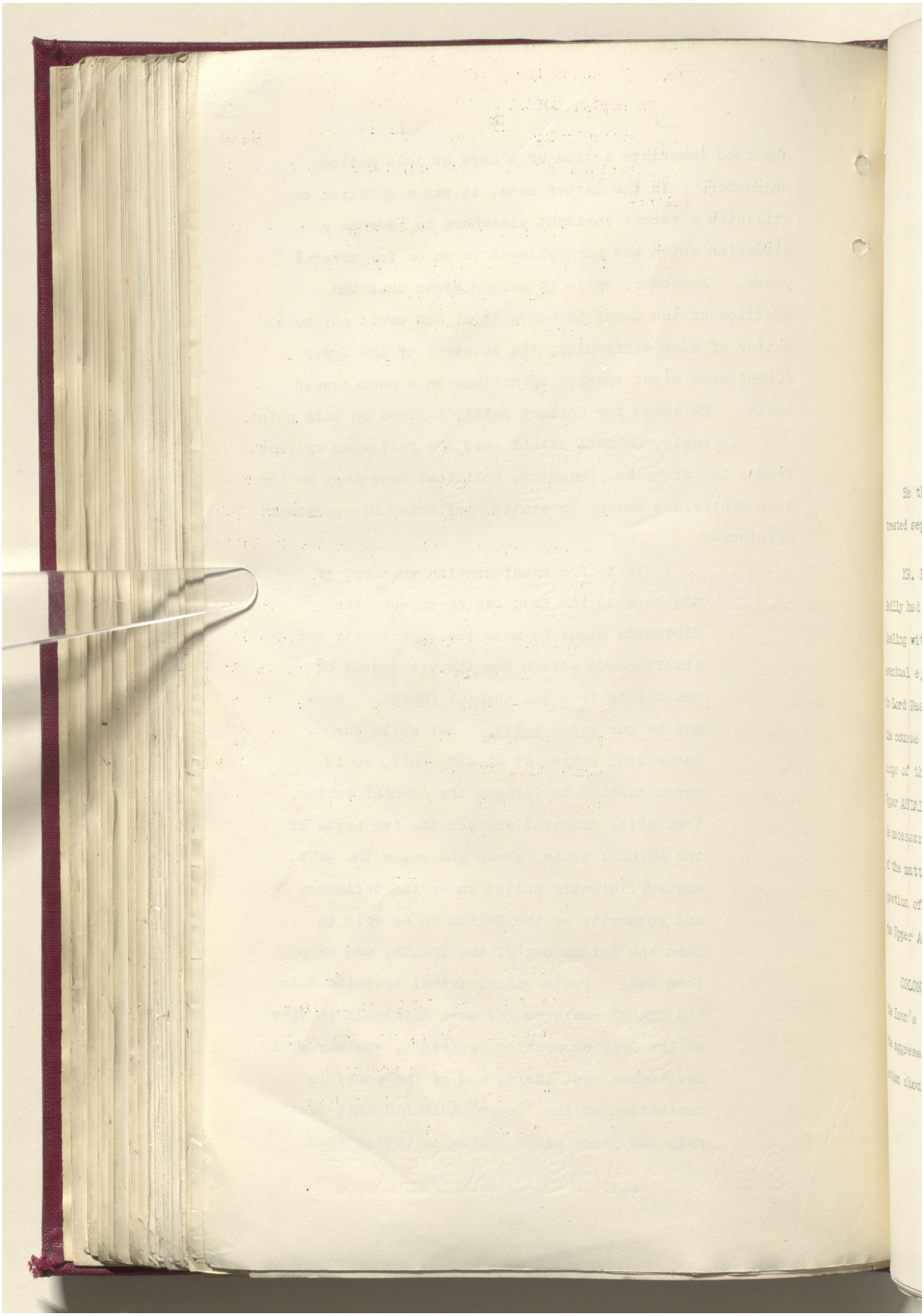

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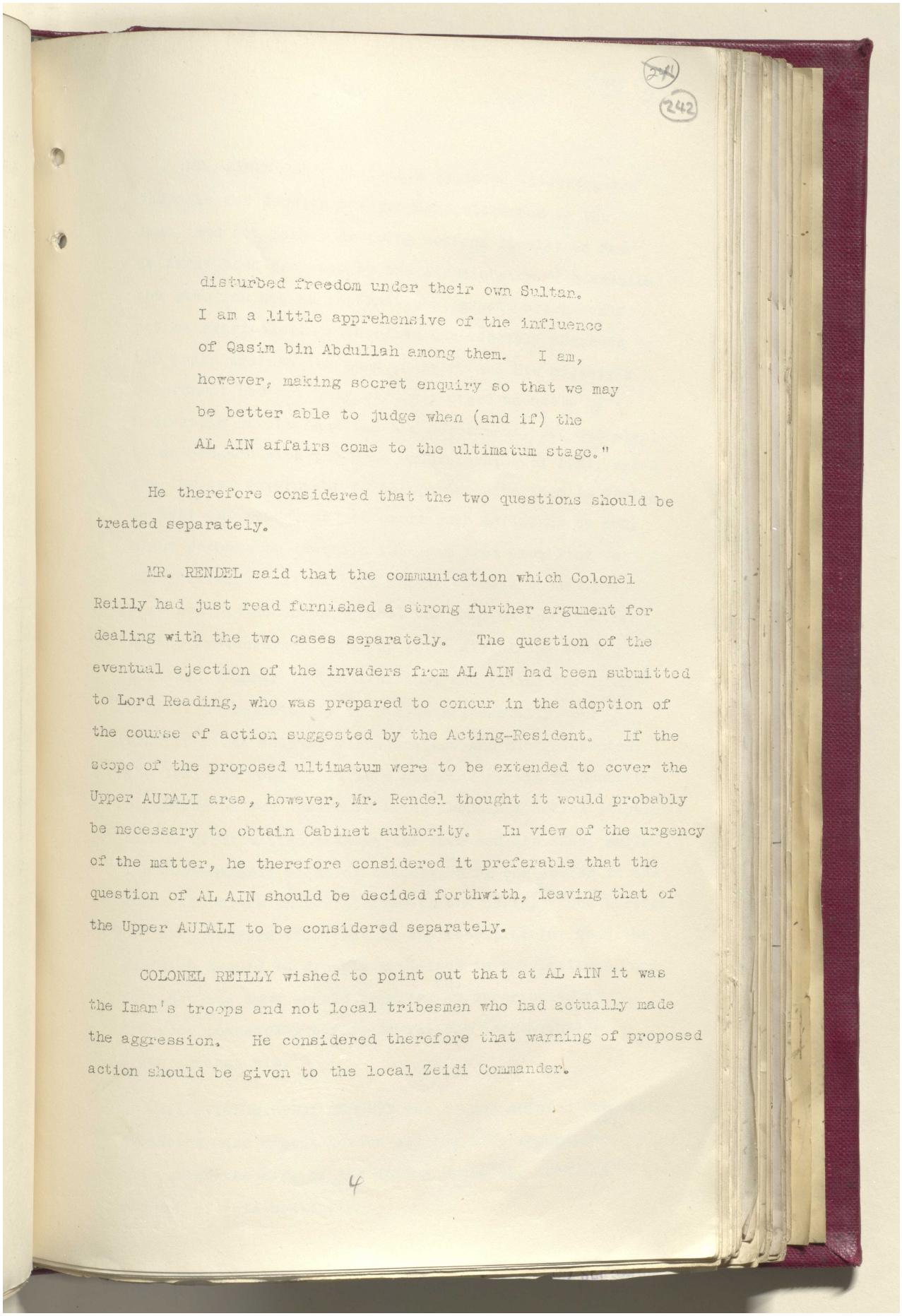

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disturbed freedom under their own Sultan.
I am a little apprehensive of the influence
of Qasim bin Abdullah among them. I am,
however, making secret enquiry so that we may
be better able to judge when (and if) the
AL AIN affairs come to the ultimatum stage."

He therefore considered that the two questions should be treated separately.

MR. RENDEL said that the communication which Colonel Reilly had just read furnished a strong further argument for dealing with the two cases separately. The question of the eventual ejection of the invaders from AL AIN had been submitted to Lord Reading, who was prepared to concur in the adoption of the course of action suggested by the Acting-Resident. If the scope of the proposed ultimatum were to be extended to cover the Upper AUDALI area, however, Mr. Rendel thought it would probably be necessary to obtain Cabinet authority. In view of the urgency of the matter, he therefore considered it preferable that the question of AL AIN should be decided forthwith, leaving that of the Upper AUDALI to be considered separately.

COLONEL REILLY wished to point out that at AL AIN it was the Imam's troops and not local tribesmen who had actually made the aggression. He considered therefore that warning of proposed action should be given to the local Zeidi Commander.

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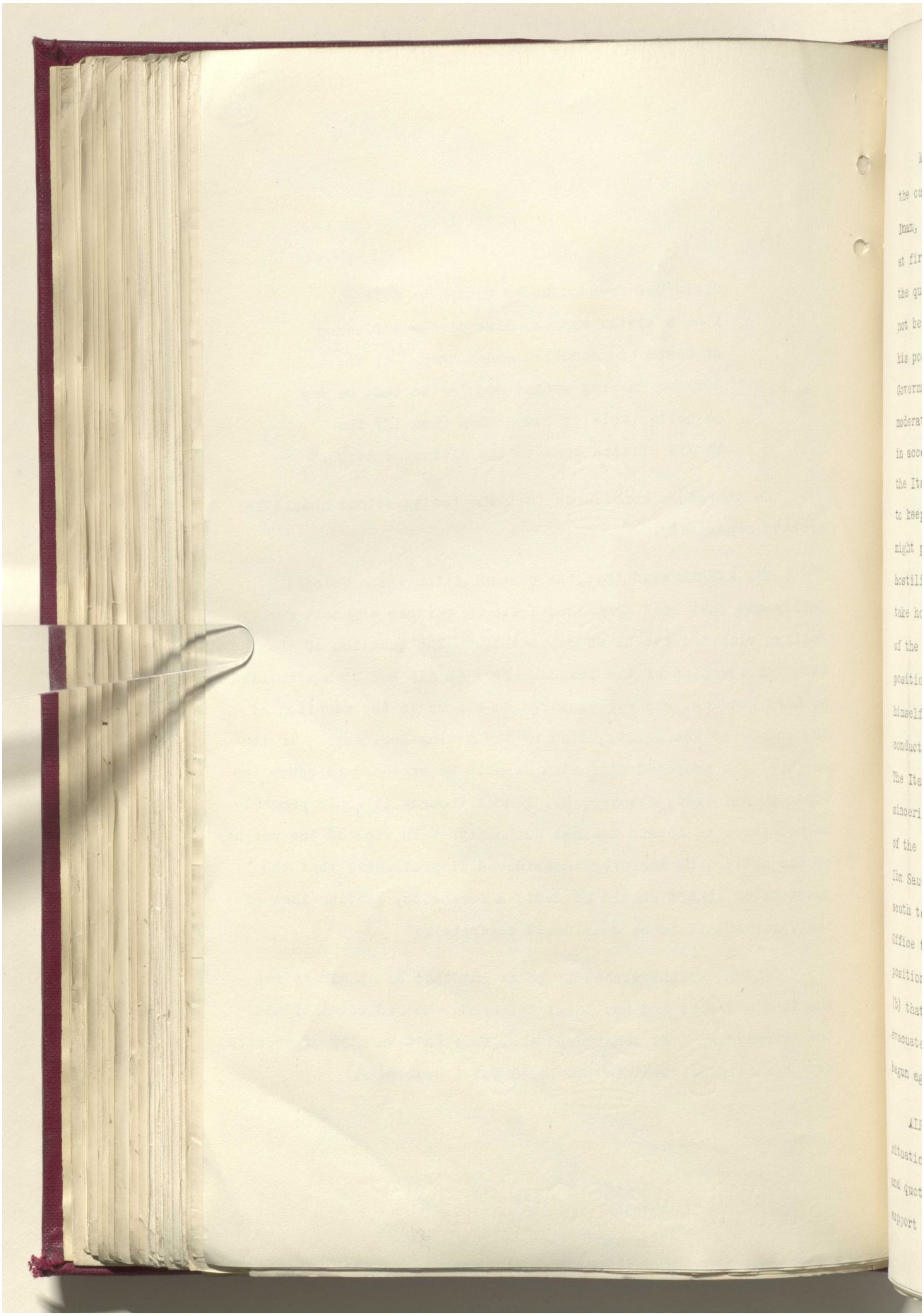

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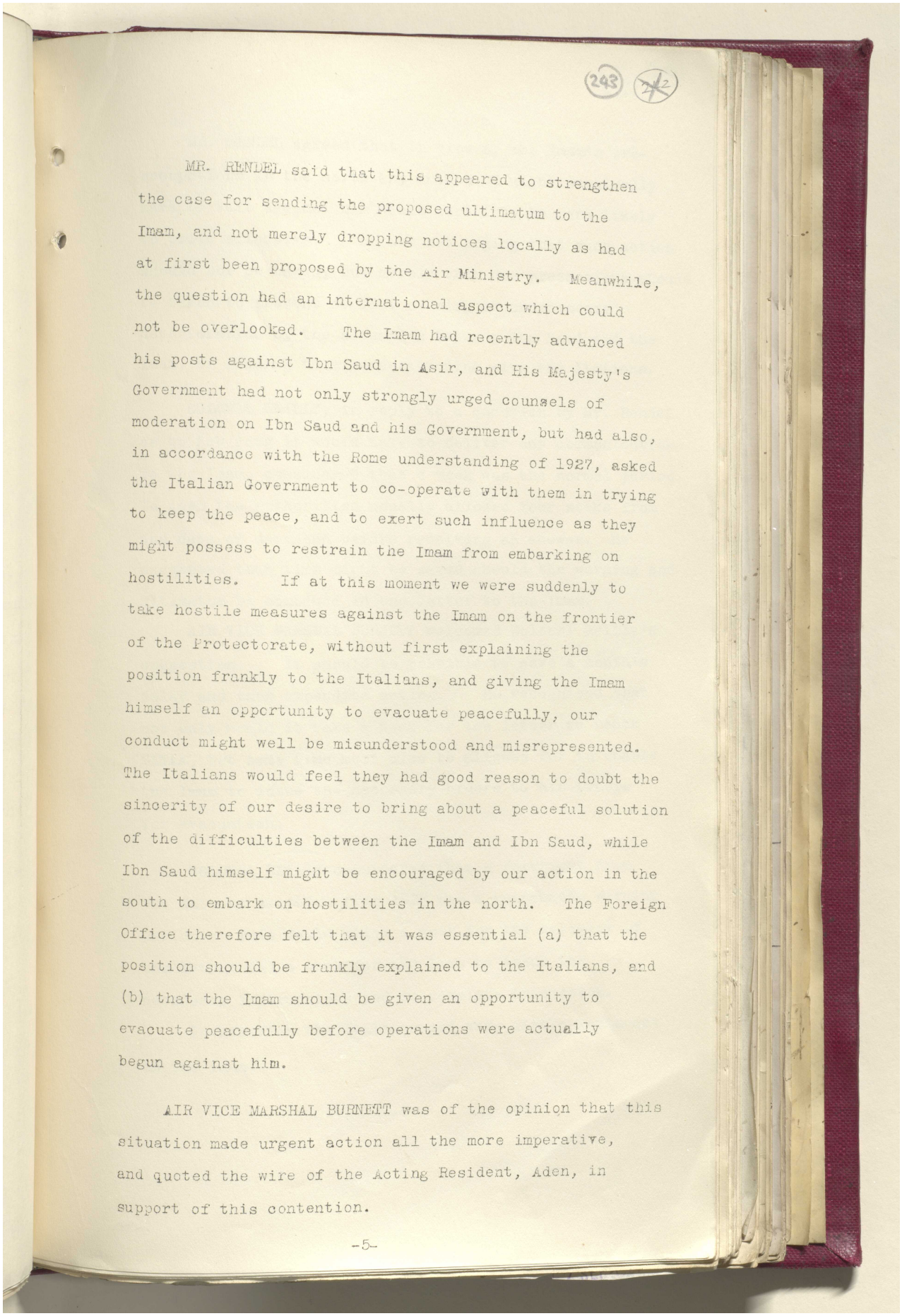

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MR. RENDEL said that this appeared to strengthen the case for sending the proposed ultimatum to the Imam, and not merely dropping notices locally as had at first been proposed by the Air Ministry. Meanwhile, the question had an international aspect which could not be overlooked. The Imam had recently advanced his posts against Ibn Saud in Asir, and His Majesty's Government had not only strongly urged counsels of moderation on Ibn Saud and his Government, but had also, in accordance with the Rome understanding of 1927, asked the Italian Government to co-operate with them in trying to keep the peace, and to exert such influence as they might possess to restrain the Imam from embarking on hostilities. If at this moment we were suddenly to take hostile measures against the Imam on the frontier of the Protectorate, without first explaining the position frankly to the Italians, and giving the Imam himself an opportunity to evacuate peacefully, our conduct might well be misunderstood and misrepresented. The Italians would feel they had good reason to doubt the sincerity of our desire to bring about a peaceful solution of the difficulties between the Imam and Ibn Saud, while Ibn Saud himself might be encouraged by our action in the south to embark on hostilities in the north. The Foreign Office therefore felt that it was essential (a) that the position should be frankly explained to the Italians, and (b) that the Imam should be given an opportunity to evacuate peacefully before operations were actually begun against him.

AIR VICE MARSHAL BURNETT was of the opinion that this situation made urgent action all the more imperative, and quoted the wire of the Acting Resident, Aden, in support of this contention.

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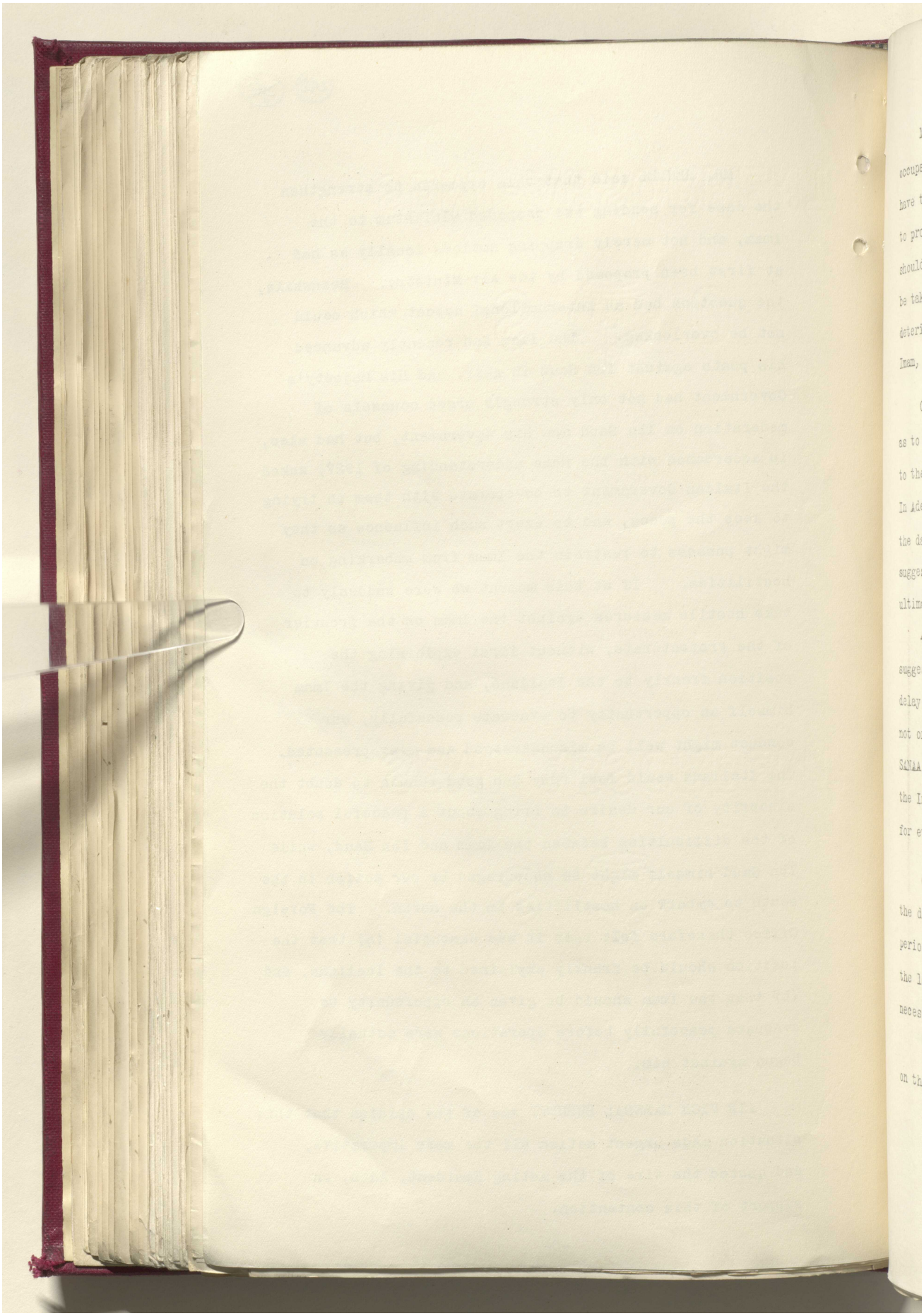

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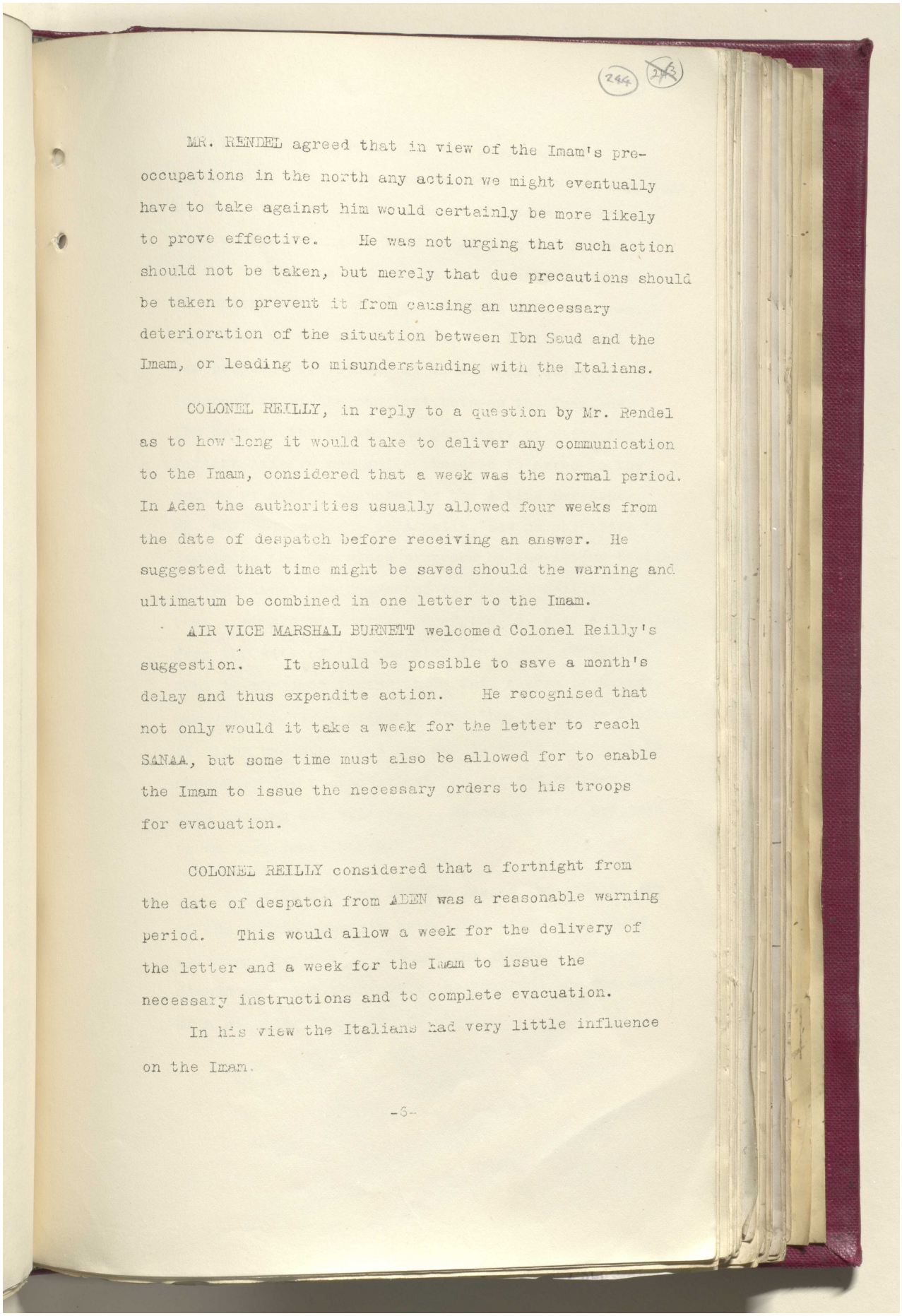



MR. RENDEL agreed that in view of the Imam's pre-occupations in the north any action we might eventually have to take against him would certainly be more likely to prove effective. He was not urging that such action should not be taken, but merely that due precautions should be taken to prevent it from causing an unnecessary deterioration of the situation between Ibn Saud and the Imam, or leading to misunderstanding with the Italians.

COLONEL REILLY, in reply to a question by Mr. Rendel as to how long it would take to deliver any communication to the Imam, considered that a week was the normal period. In Aden the authorities usually allowed four weeks from the date of despatch before receiving an answer. He suggested that time might be saved should the warning and ultimatum be combined in one letter to the Imam.

AIR VICE MARSHAL BURNETT welcomed Colonel Reilly's suggestion. It should be possible to save a month's delay and thus expendite action. He recognised that not only would it take a week for the letter to reach SANAA, but some time must also be allowed for to enable the Imam to issue the necessary orders to his troops for evacuation.

COLONEL REILLY considered that a fortnight from the date of despatch from ADEN was a reasonable warning period. This would allow a week for the delivery of the letter and a week for the Imam to issue the necessary instructions and to complete evacuation.

In his view the Italians had very little influence on the Imam.



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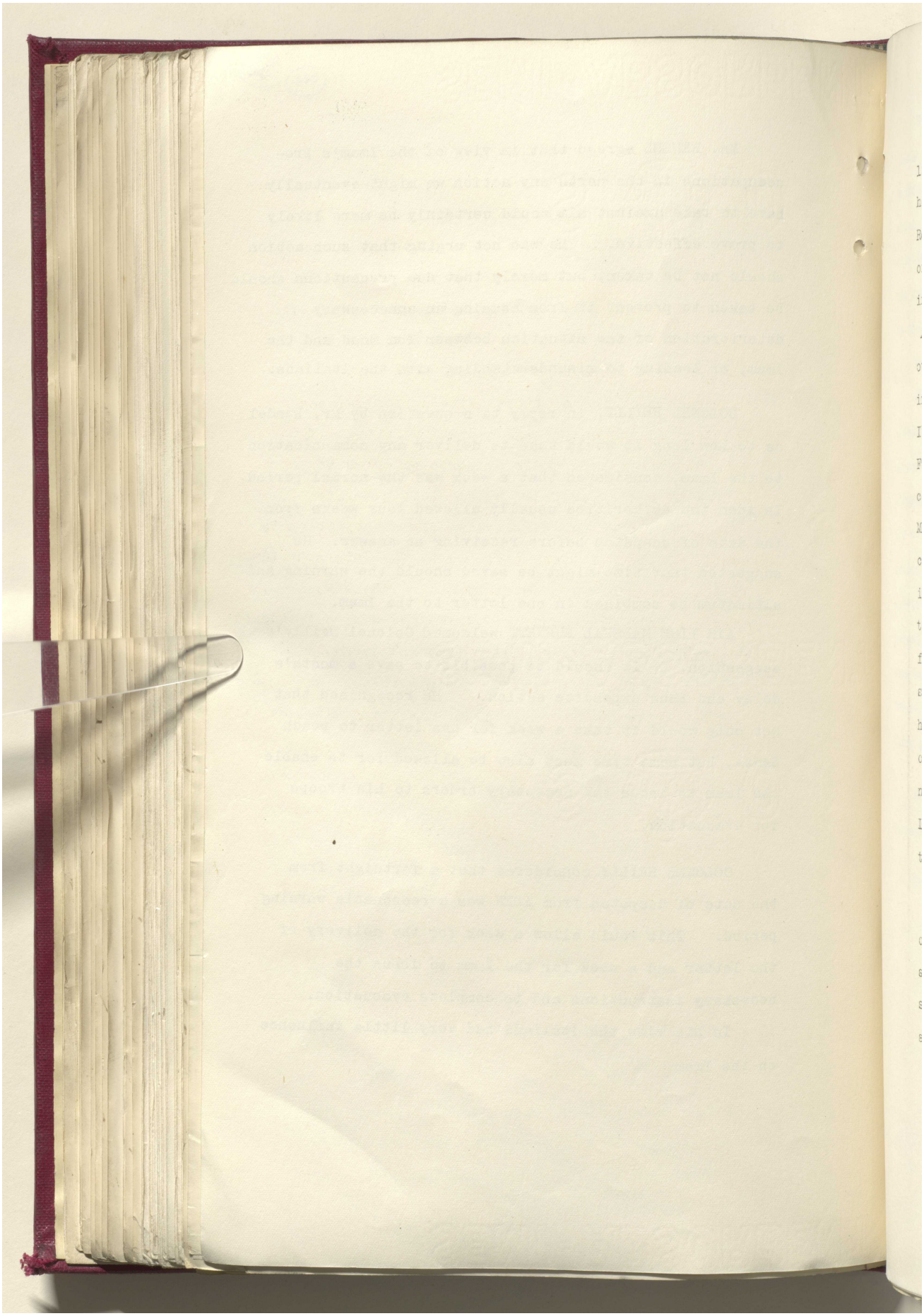

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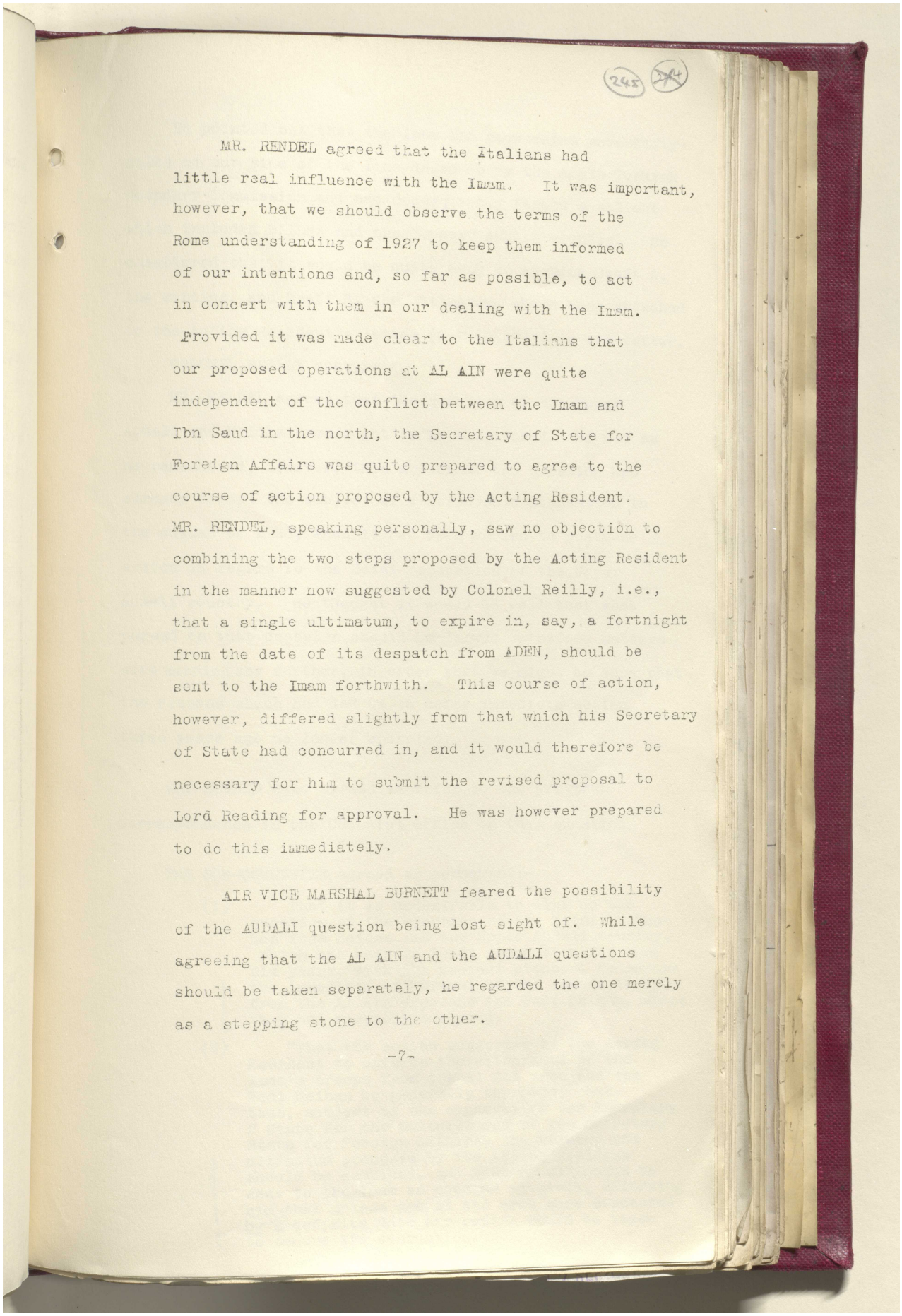

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MR. RENDEL agreed that the Italians had little real influence with the Imam. It was important, however, that we should observe the terms of the Rome understanding of 1927 to keep them informed of our intentions and, so far as possible, to act in concert with them in our dealing with the Imam. Provided it was made clear to the Italians that our proposed operations at AL AIN were quite independent of the conflict between the Imam and Ibn Saud in the north, the Secretary of State for Foreign Affairs was quite prepared to agree to the course of action proposed by the Acting Resident. MR. RENDEL, speaking personally, saw no objection to combining the two steps proposed by the Acting Resident in the manner now suggested by Colonel Reilly, i.e., that a single ultimatum, to expire in, say, a fortnight from the date of its despatch from ADEN, should be sent to the Imam forthwith. This course of action, however, differed slightly from that which his Secretary of State had concurred in, and it would therefore be necessary for him to submit the revised proposal to Lord Reading for approval. He was however prepared to do this immediately.

AIR VICE MARSHAL BURNETT feared the possibility of the AUDALI question being lost sight of. While agreeing that the AL AIN and the AUDALI questions should be taken separately, he regarded the one merely as a stepping stone to the other.

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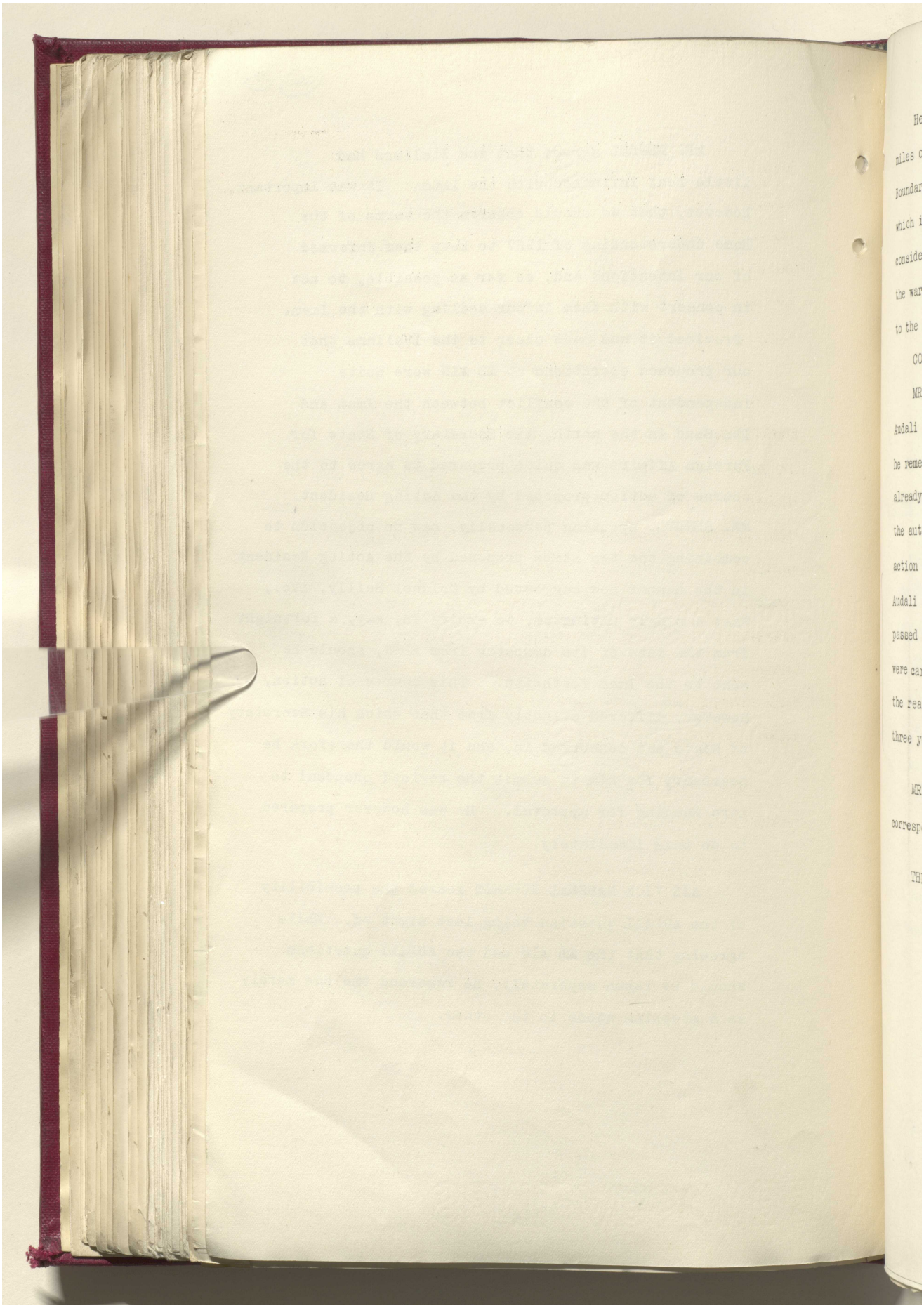

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He pointed out that the Imam had penetrated some fifty miles on our side of the line drawn up by the Anglo-Turkish Boundary Commission and had consequently formed a salient which included BEIDHA and the "upper" AUDALI country. He considered that it would be quite easy to combine Draft A, the warning, and Draft B, the ultimatum, which were attached to the Acting Resident's letter (M.E.(O)17) into one letter.

COLONEL REILLY concurred.

MR. RENDEL agreed that the question of the Upper Audali and Beidha area ought to be considered. So far as he remembered, however, this aspect of the question had already formed the subject of considerable discussion in the autumn of 1928, when it had been agreed to postpone action in regard to the Zeidi occupation of the Upper Audali country. He thought it would be well that what passed on that occasion should be looked up before matters were carried any further, in order that we might be sure that the reasons which had led us to defer immediate action three years ago no longer operated.

MR. HOWARD also agreed to refer to the previous correspondence in the Colonial Office on this question.

THE SUB-COMMITTEE agreed to recommend:-

(1) That it is undesirable to link up the question of the ejection of the Zeidi tribesmen from Beidha and the Upper Audali country, which has been in Zeidi occupation for some six years, with the present proposal to secure the immediate withdrawal of the Imam's troops from the Al Ain area and the Wadi Beihan, which they had recently occupied.

(2) "That the action suggested by the Acting Resident to enforce the withdrawal of the Imam's troops from the Al Ain area and the Wadi Beihan be generally approved; but that, subject to the approval of the Secretary f State for the Colonies and of the Secretary State for Foreign Affairs, the warning and ultimatum proposed by the Acting Resident should be combined, and that an ultimatum be sent to the Imam as soon as possible, informing him that unless the Al Ain area were evacuated by a definite date air action would be taken to secure its evacuation.



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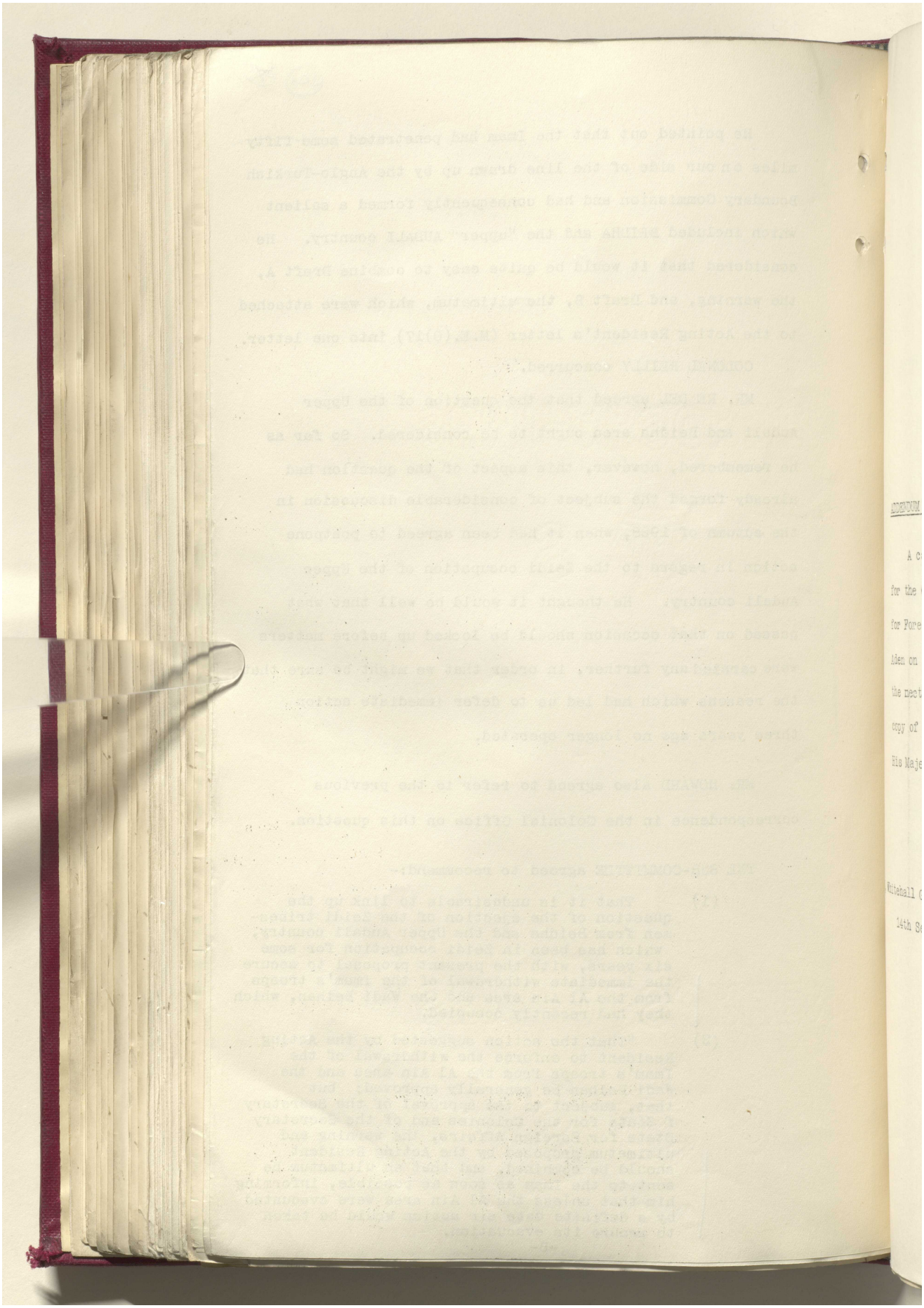

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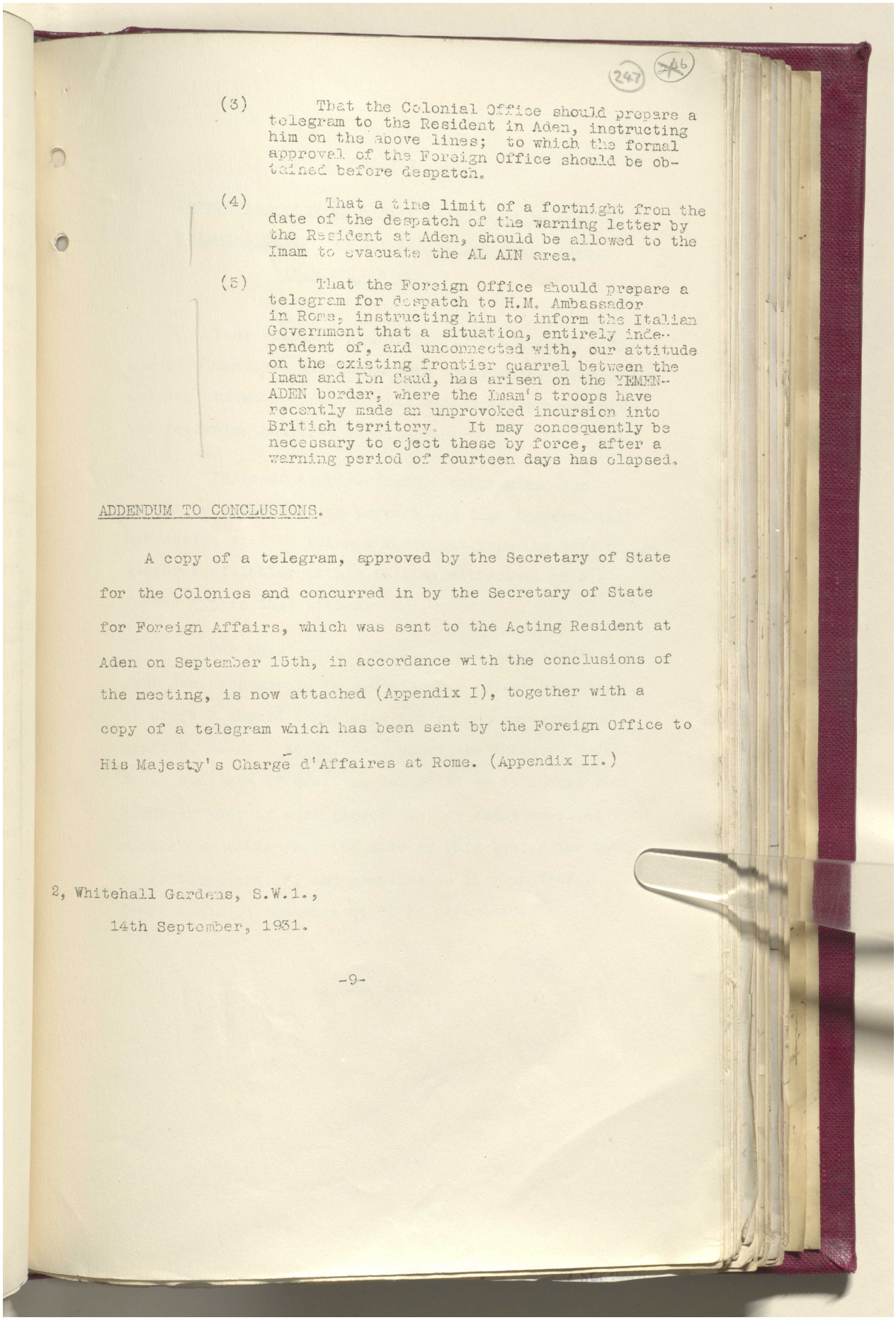

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(3) That the Colonial Office should prepare a telegram to the Resident in Aden, instructing him on the above lines; to which the formal approval of the Foreign Office should be obtained before despatch.

(4) That a time limit of a fortnight from the date of the despatch of the warning letter by the Resident at Aden, should be allowed to the Imam to evacuate the AL AIN area.

(5) That the Foreign Office should prepare a telegram for despatch to H.M. Ambassador in Rome, instructing him to inform the Italian Government that a situation, entirely independent of, and unconnected with, our attitude on the existing frontier quarrel between the Imam and Ibn Saud, has arisen on the YEMEN-ADEN border, where the Imam's troops have recently made an unprovoked incursion into British territory. It may consequently be necessary to eject these by force, after a warning period of fourteen days has elapsed.

ADDENDUM TO CONCLUSIONS.

A copy of a telegram, approved by the Secretary of State for the Colonies and concurred in by the Secretary of State for Foreign Affairs, which was sent to the Acting Resident at Aden on September 15th, in accordance with the conclusions of the meeting, is now attached (Appendix I), together with a copy of a telegram which has been sent by the Foreign Office to His Majesty's Chargé d'Affaires at Rome. (Appendix II.)

2, Whitehall Gardens, S.W.1.,
14th September, 1931.

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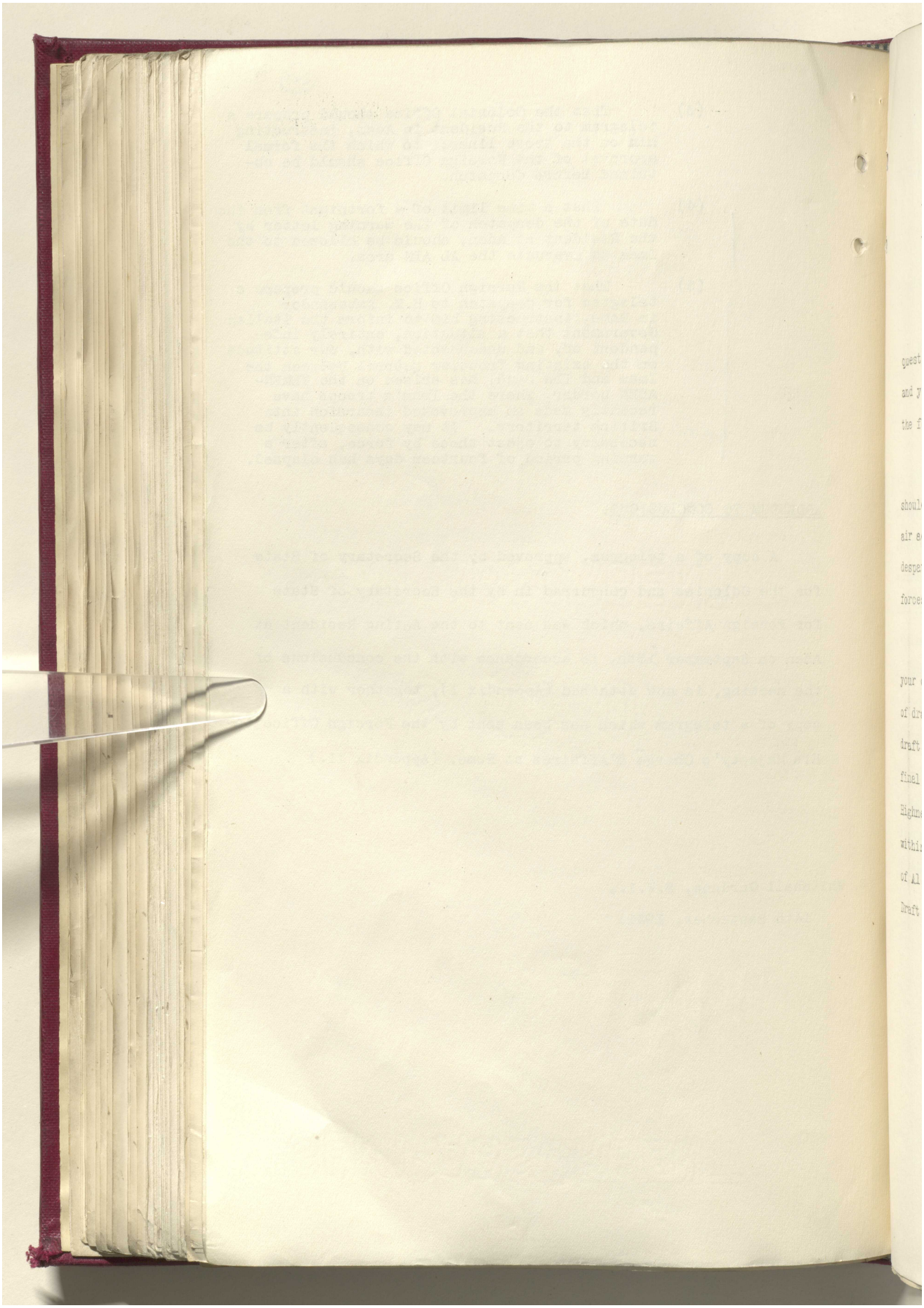

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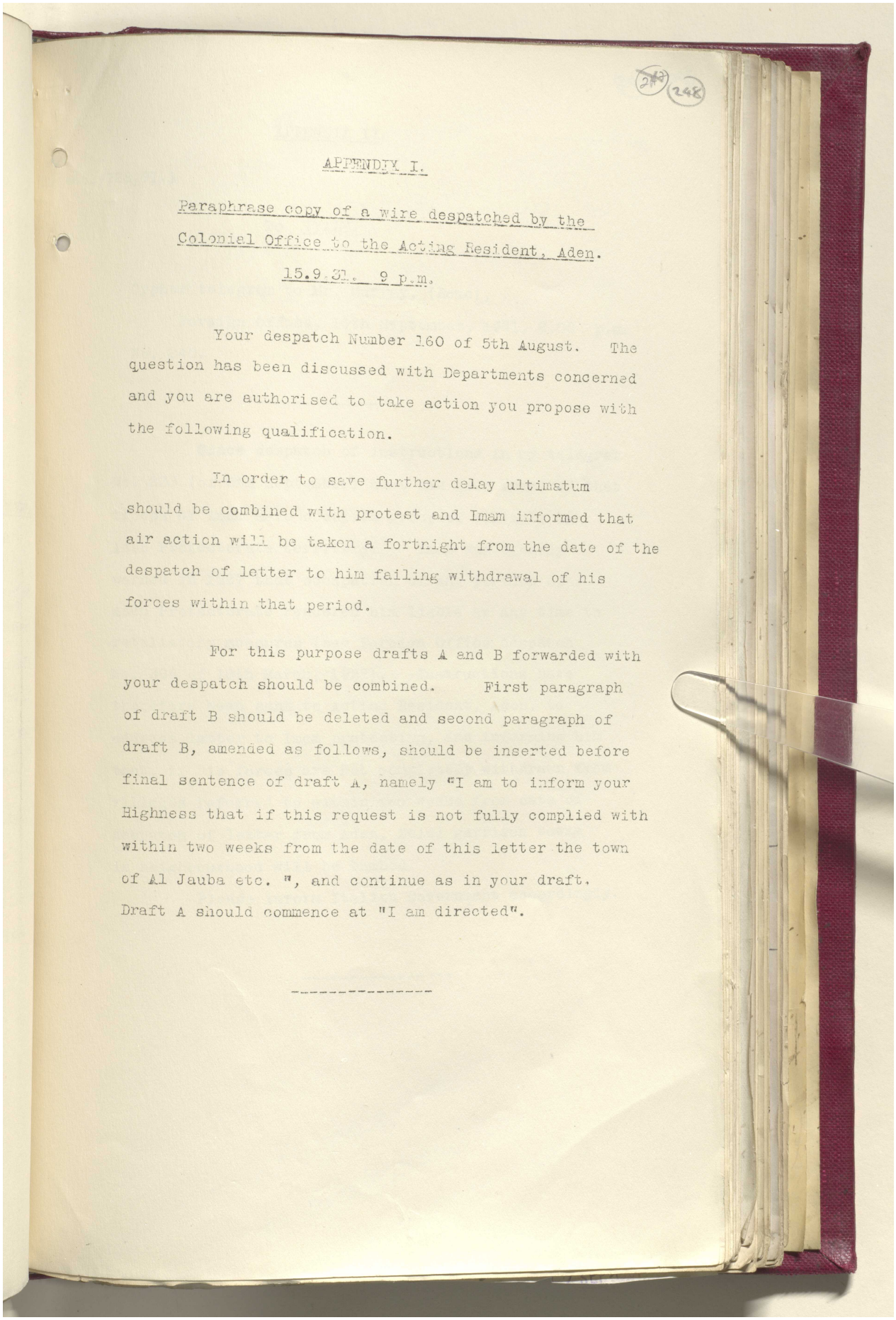



APPENDIX I.

Paraphrase copy of a wire despatched by the Colonial Office to the Acting Resident, Aden.

15.9.31. 9 p.m.

Your despatch Number 160 of 5th August. The question has been discussed with Departments concerned and you are authorised to take action you propose with the following qualification.

In order to save further delay ultimatum should be combined with protest and Imam informed that air action will be taken a fortnight from the date of the despatch of letter to him failing withdrawal of his forces within that period.

For this purpose drafts A and B forwarded with your despatch should be combined. First paragraph of draft B should be deleted and second paragraph of draft B, amended as follows, should be inserted before final sentence of draft A, namely "I am to inform your Highness that if this request is not fully complied with within two weeks from the date of this letter the town of Al Jauba etc. ", and continue as in your draft. Draft A should commence at "I am directed".

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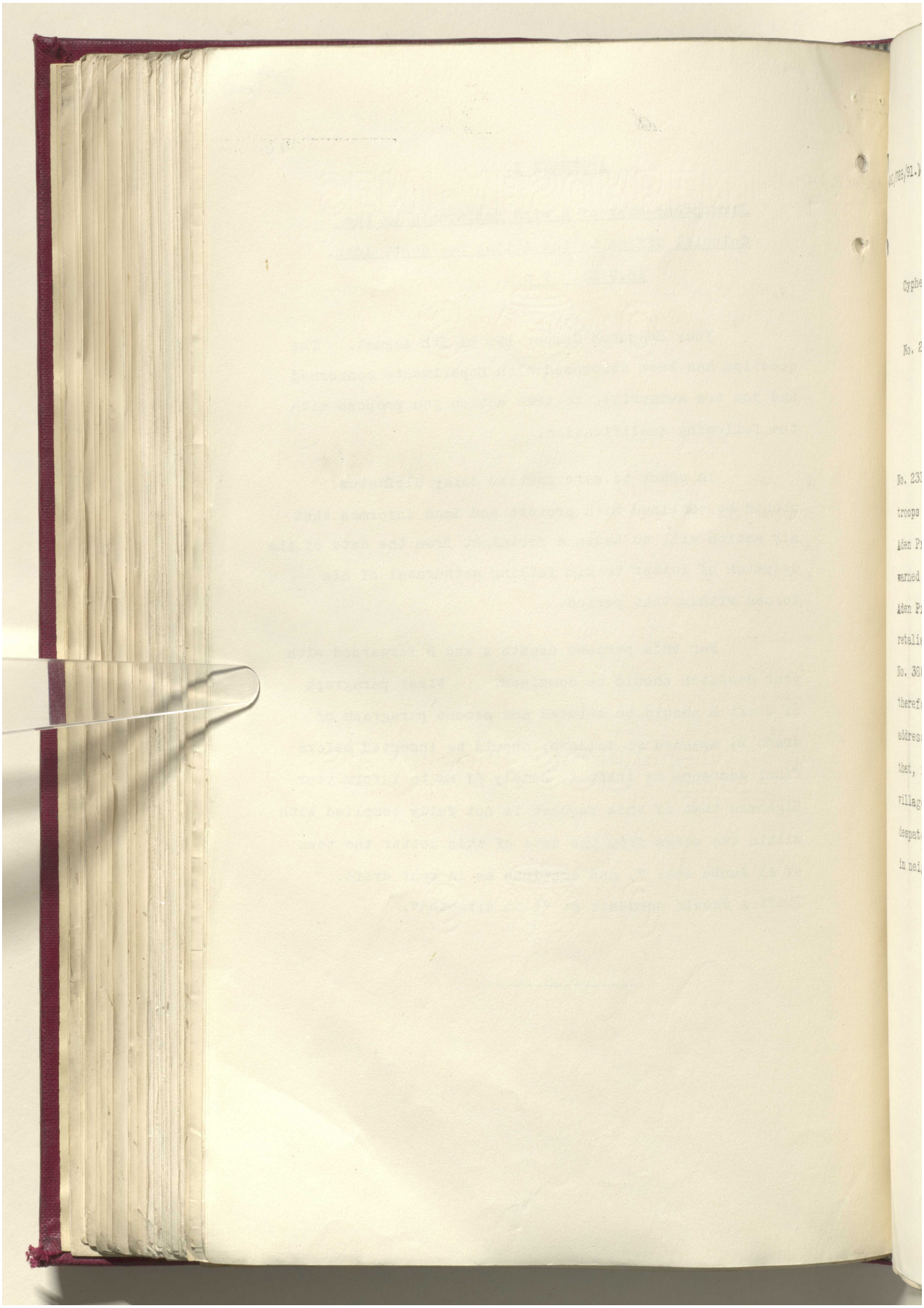

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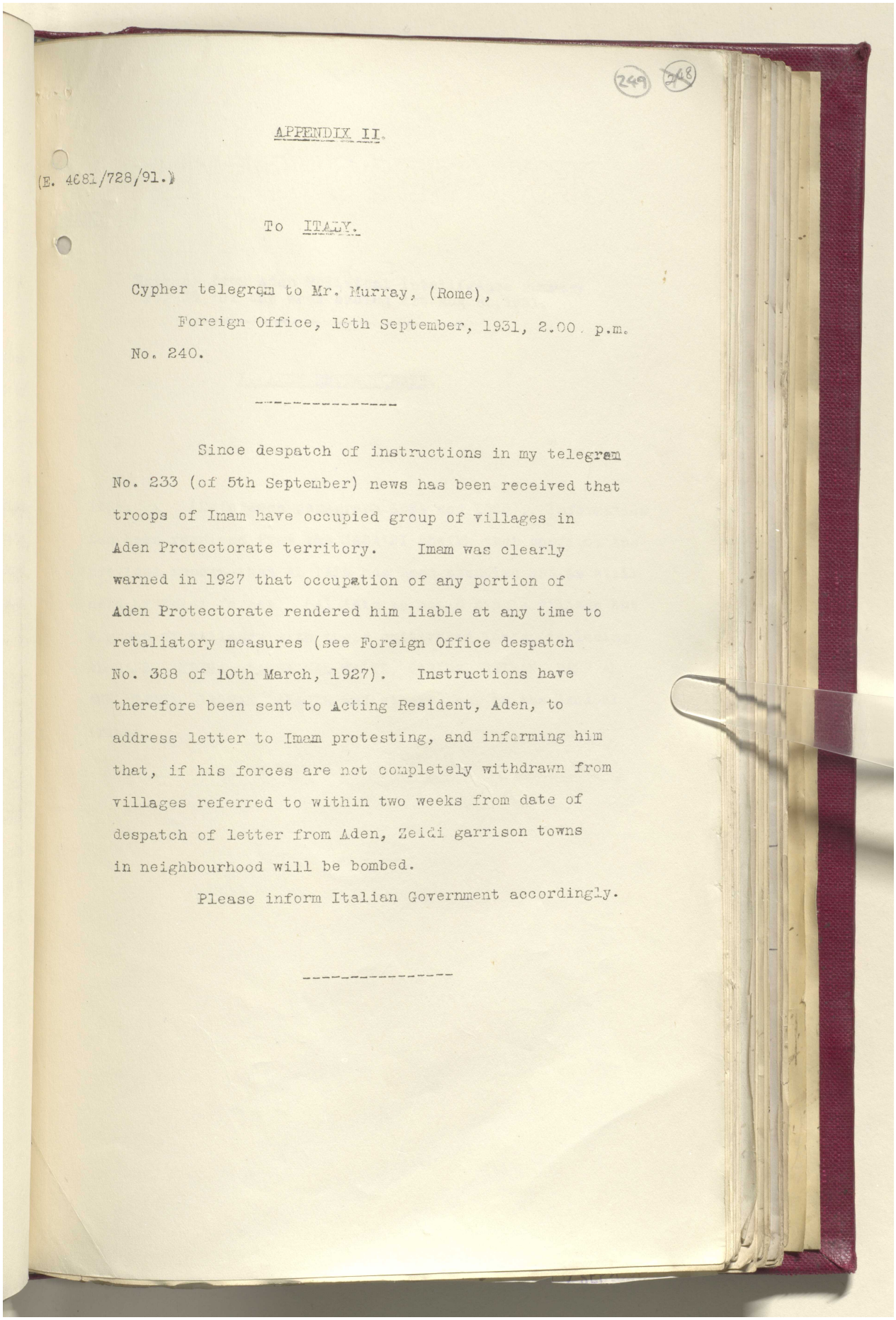

249 348

APPENDIX II.

(E. 4681/728/91.)

To ITALY.

Cypher telegram to Mr. Murray, (Rome),

Foreign Office, 16th September, 1931, 2.00 p.m.

No. 240.

---

Since despatch of instructions in my telegram No. 233 (of 5th September) news has been received that troops of Imam have occupied group of villages in Aden Protectorate territory. Imam was clearly warned in 1927 that occupation of any portion of Aden Protectorate rendered him liable at any time to retaliatory measures (see Foreign Office despatch No. 388 of 10th March, 1927). Instructions have therefore been sent to Acting Resident, Aden, to address letter to Imam protesting, and informing him that, if his forces are not completely withdrawn from villages referred to within two weeks from date of despatch of letter from Aden, Zeidi garrison towns in neighbourhood will be bombed.

Please inform Italian Government accordingly.

---

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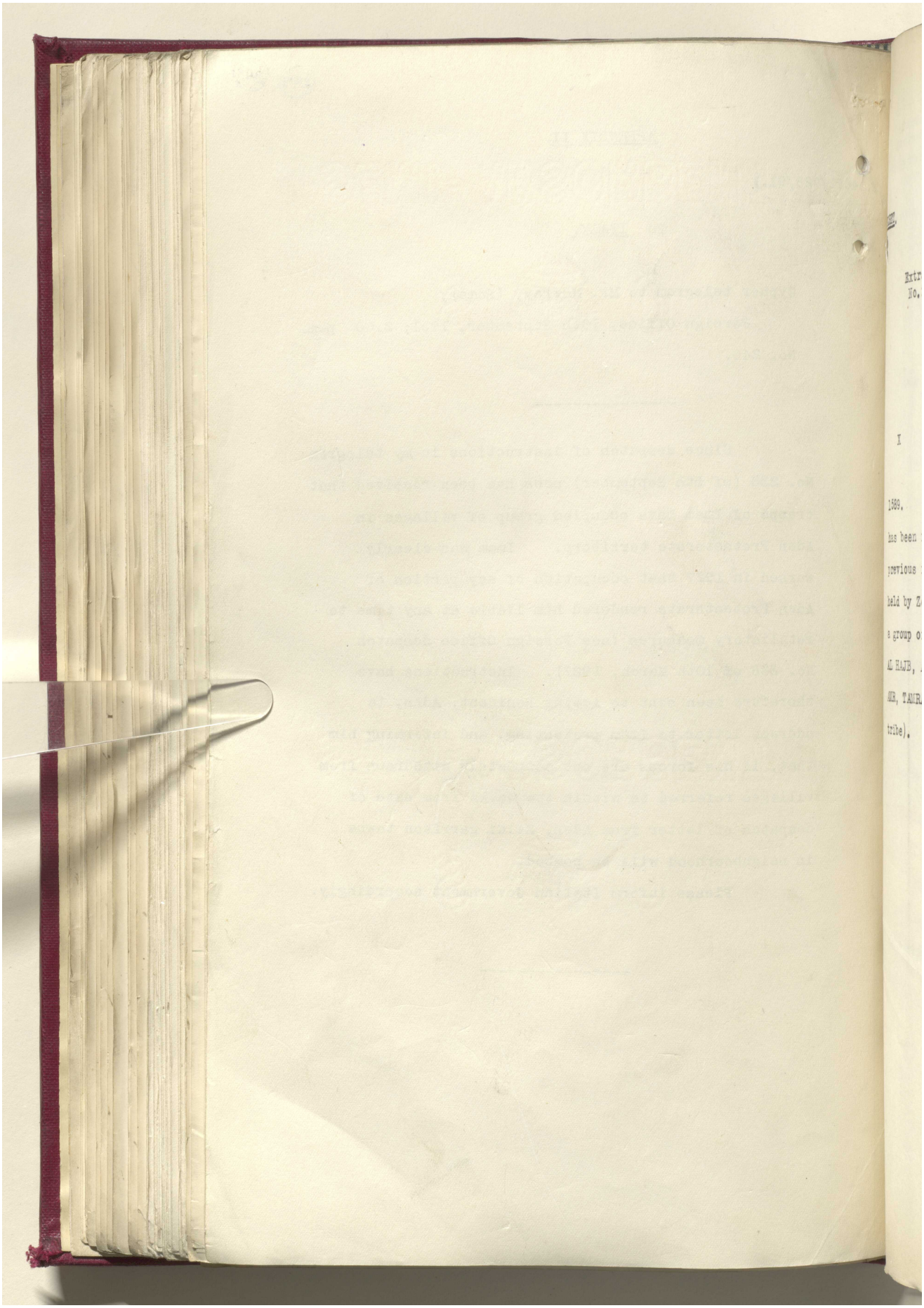

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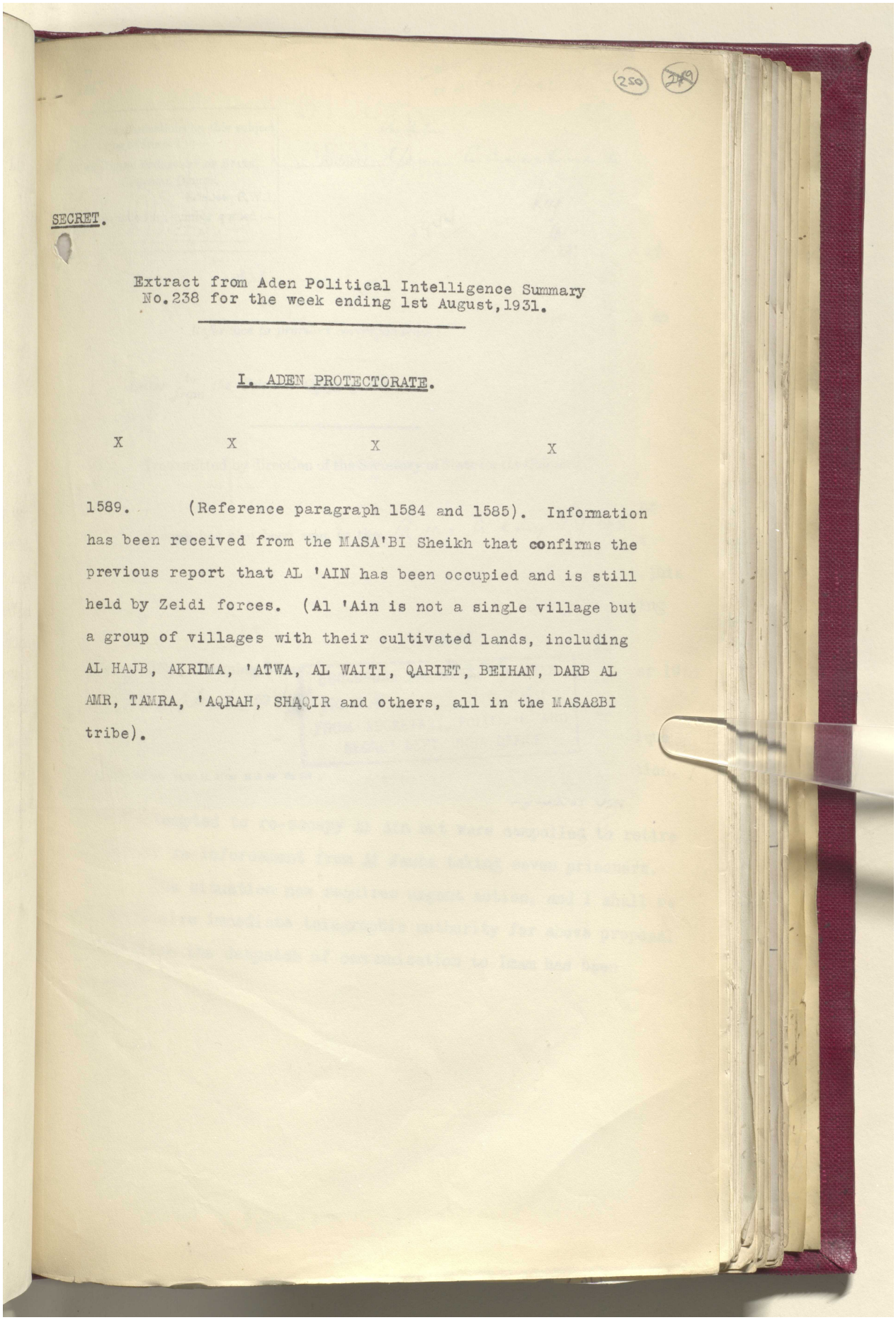

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SECRET.

Extract from Aden Political Intelligence Summary No.238 for the week ending 1st August,1931.

I. ADEN PROTECTORATE.

X X X X

1589. (Reference paragraph 1584 and 1585). Information has been received from the MASA'BI Sheikh that confirms the previous report that AL 'AIN has been occupied and is still held by Zeidi forces. (Al 'Ain is not a single village but a group of villages with their cultivated lands, including AL HAJB, AKRIMA, 'ATWA, AL WAITI, QARIET, BEIHAN, DARB AL AMR, TAMRA, 'AQRAH, SHAQIR and others, all in the MASA8BI tribe).

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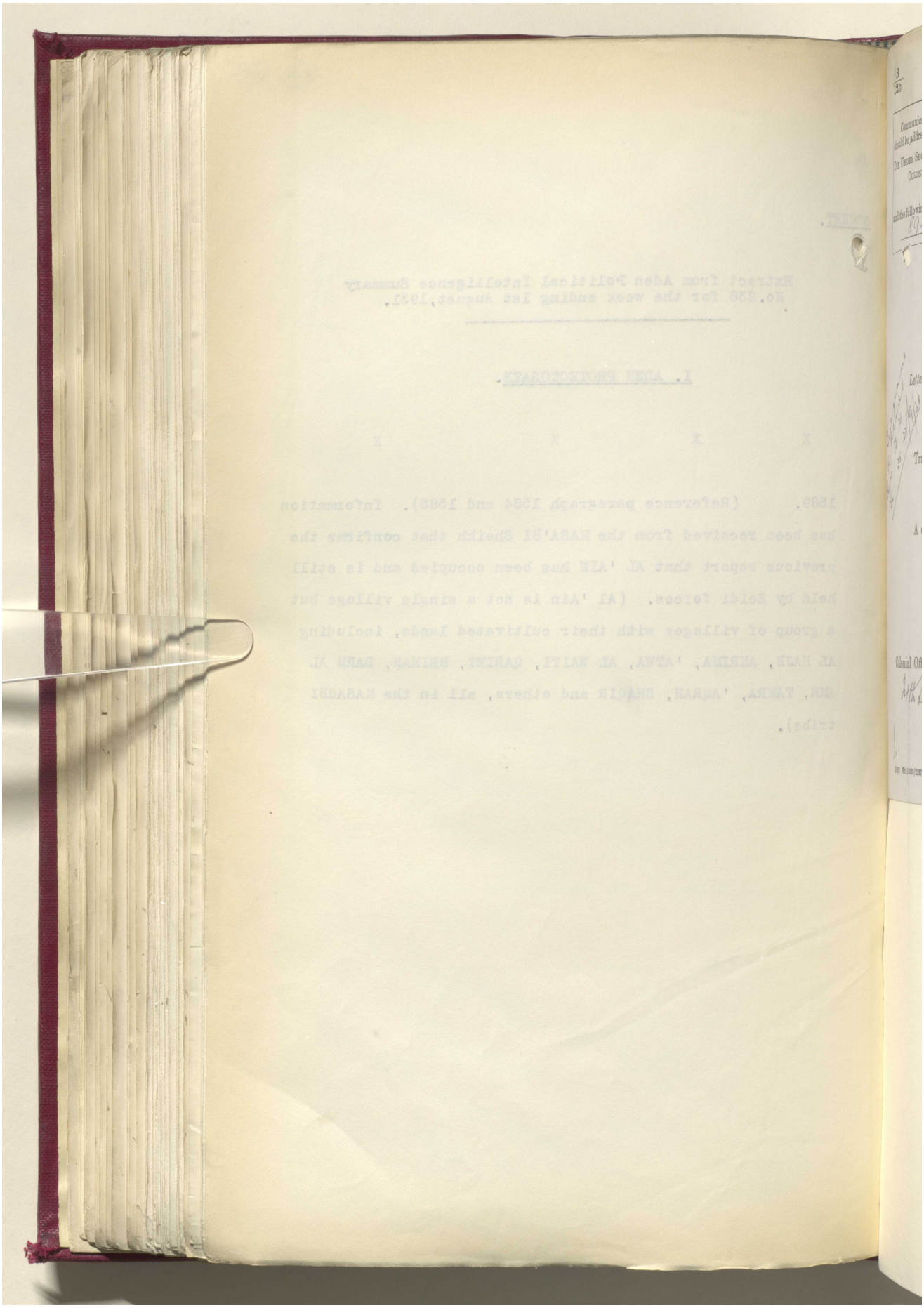

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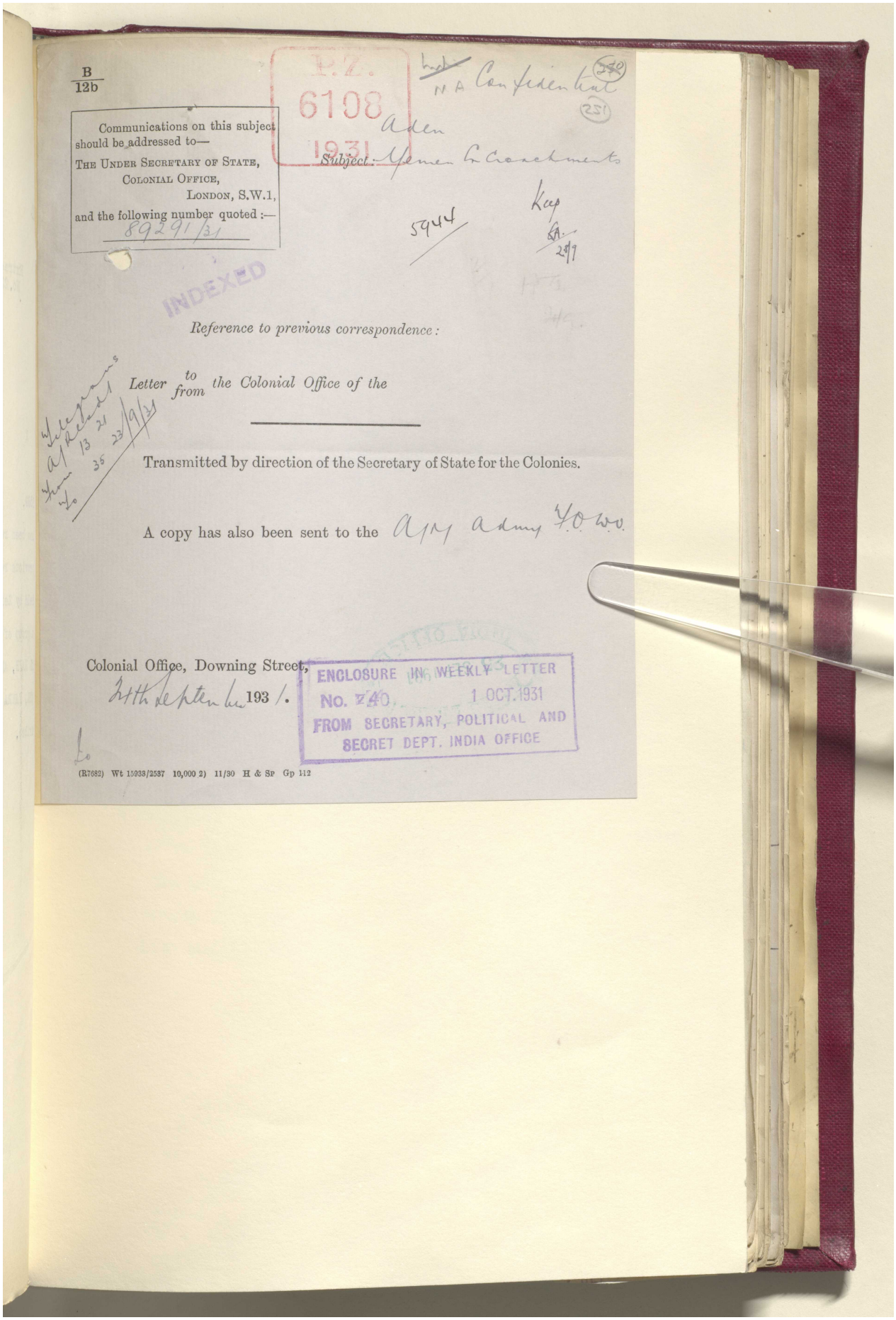

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6108
1931

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89291/31

Subject: Aden Yemen Encroachments

N.A. Confidential

5944

Keep

INDEXED

*Reference to previous correspondence:*

*Letter to/from the Colonial Office of the*

Telegrams
A/Recd
From 13 21
To 35 23/9/31

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the A/M Admy F.O. W.O.

Colonial Office, Downing Street,
24th September 1931.

ENCLOSURE IN WEEKLY LETTER
No. 240 1 OCT. 1931
FROM SECRETARY, POLITICAL AND
SECRET DEPT. INDIA OFFICE

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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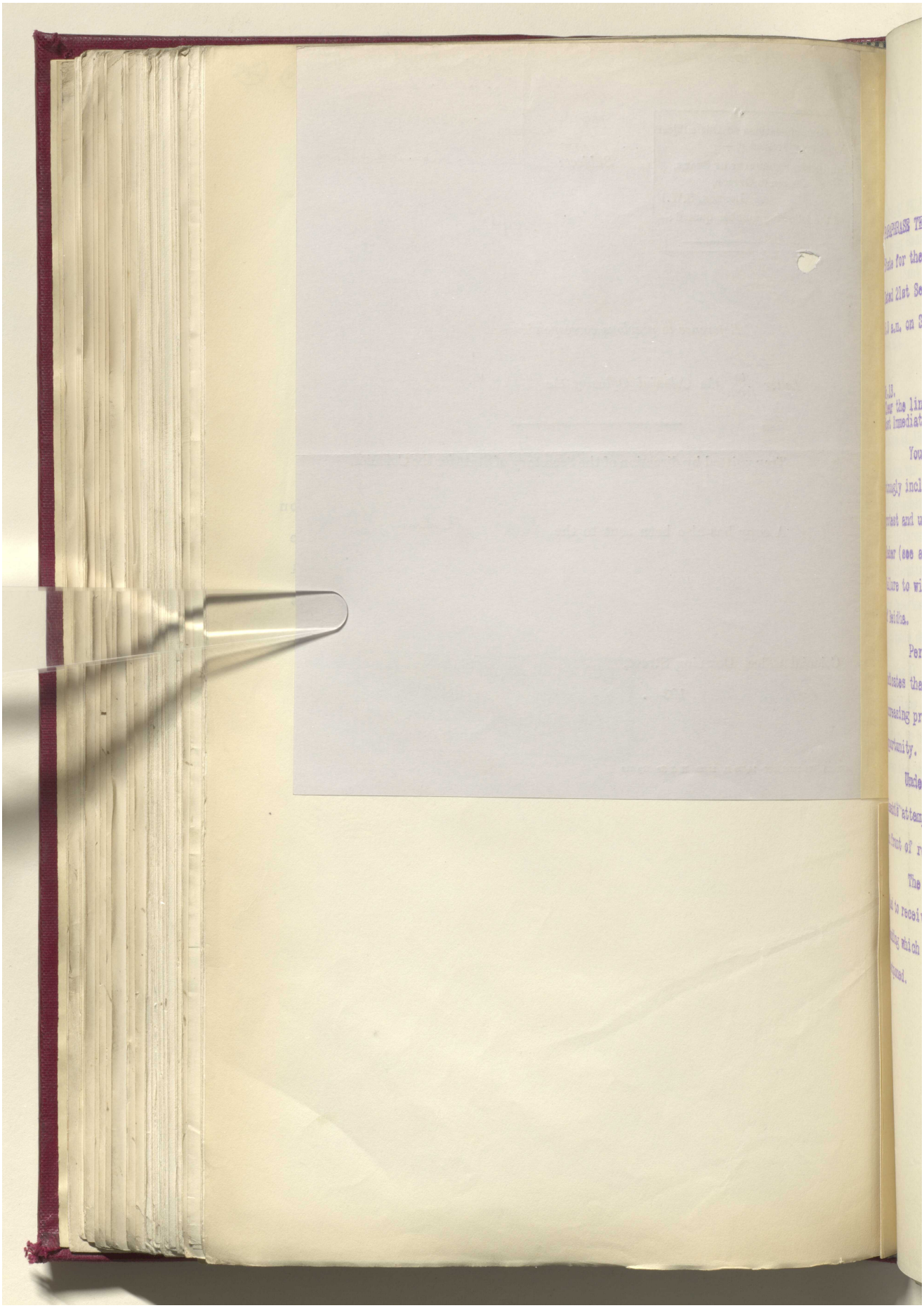

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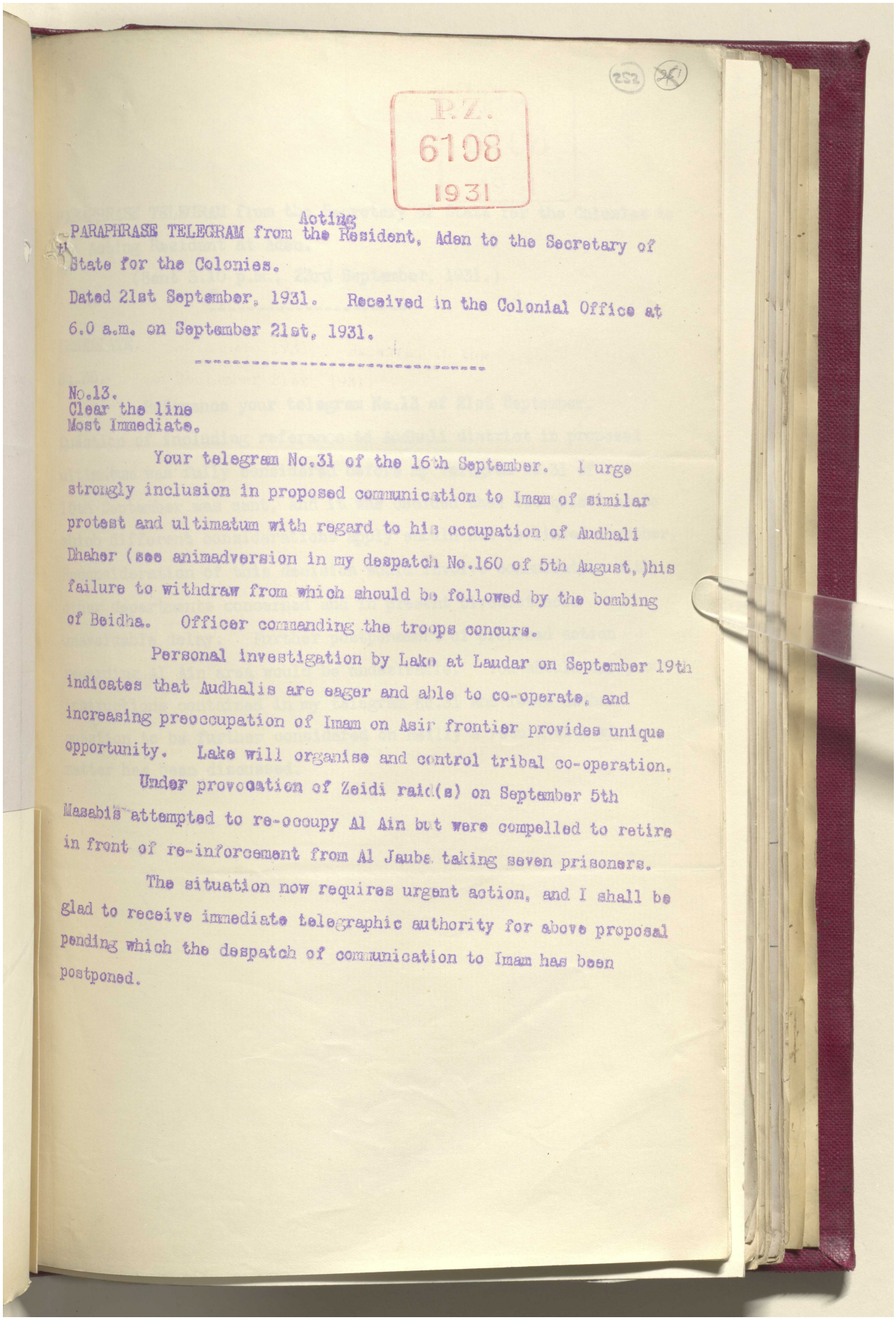

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PARAPHRASE TELEGRAM from Acting the Resident, Aden to the Secretary of State for the Colonies.

Dated 21st September, 1931. Received in the Colonial Office at 6.0 a.m. on September 21st, 1931.

---

No.13.
Clear the line
Most Immediate.

Your telegram No.31 of the 16th September. I urge strongly inclusion in proposed communication to Imam of similar protest and ultimatum with regard to his occupation of Audhali Dhaher (see animadversion in my despatch No.160 of 5th August,)his failure to withdraw from which should be followed by the bombing of Beidha. Officer commanding the troops concurs.

Personal investigation by Lake at Laudar on September 19th indicates that Audhalis are eager and able to co-operate, and increasing preoccupation of Imam on Asir frontier provides unique opportunity. Lake will organise and control tribal co-operation.

Under provocation of Zeidi raid(s) on September 5th Masabis attempted to re-occupy Al Ain but were compelled to retire in front of re-inforcement from Al Jaubs taking seven prisoners.

The situation now requires urgent action, and I shall be glad to receive immediate telegraphic authority for above proposal pending which the despatch of communication to Imam has been postponed.

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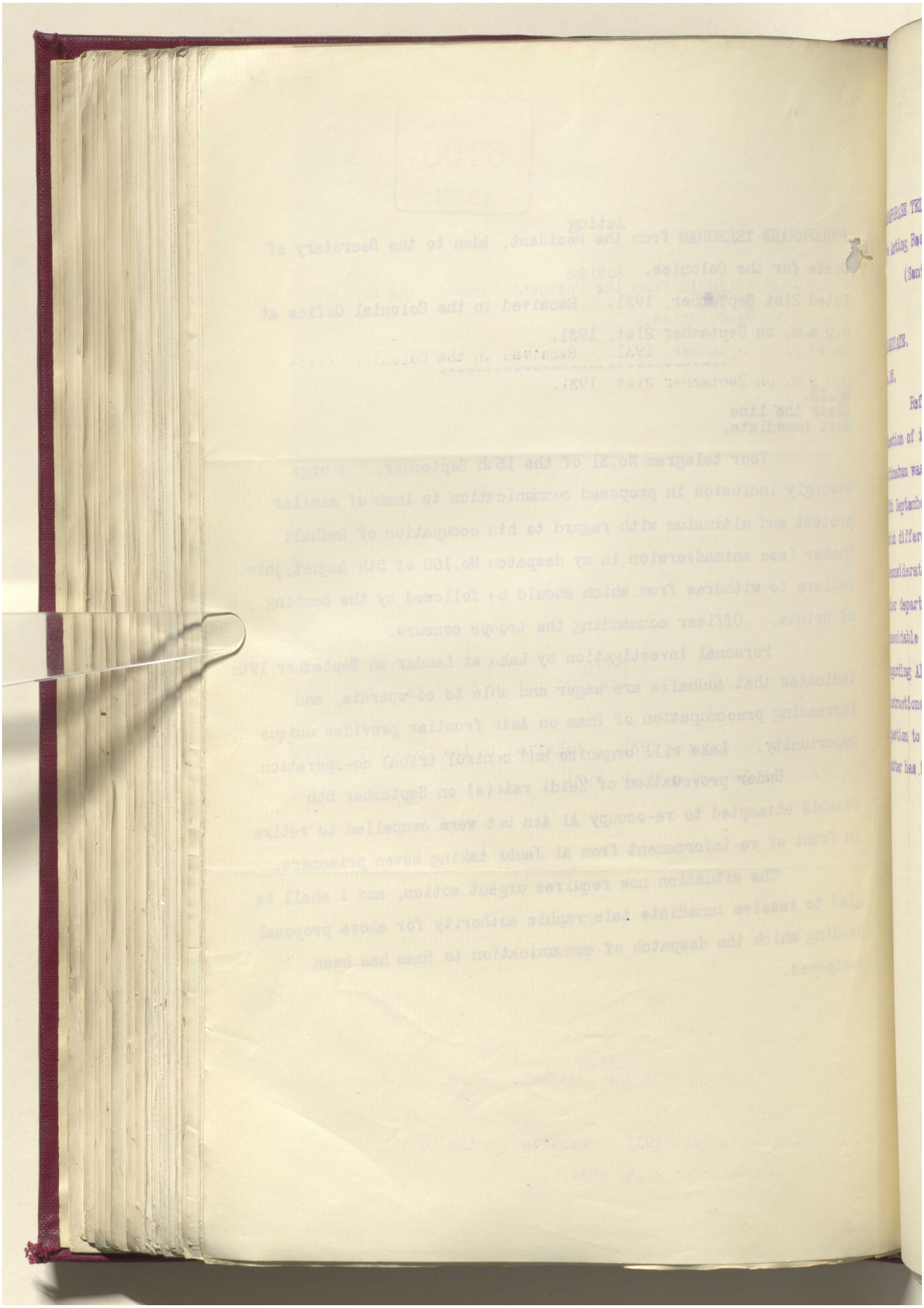

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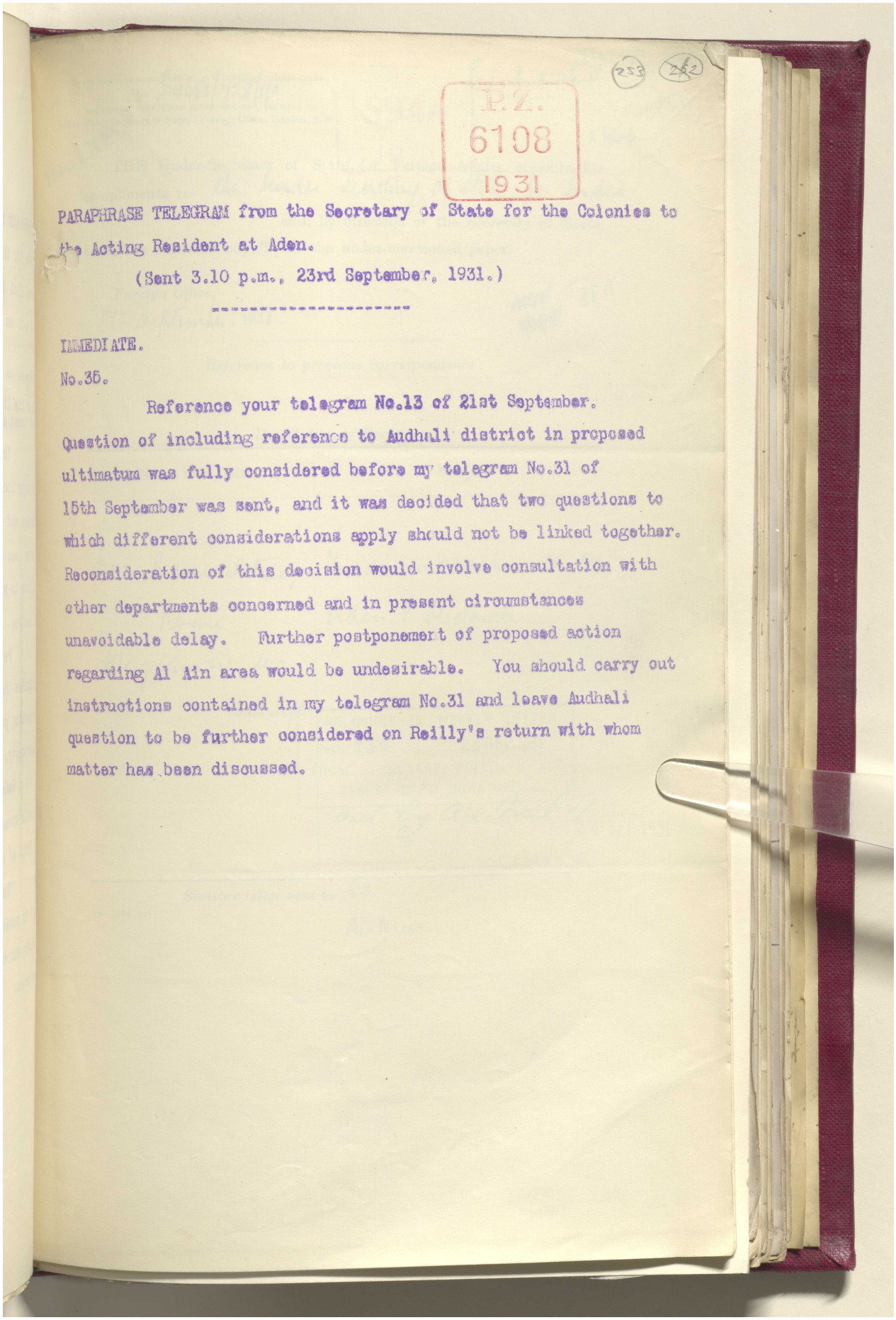

P.Z.
6108
1931

253 252

PARAPHRASE TELEGRAM from the Secretary of State for the Colonies to the Acting Resident at Aden.

(Sent 3.10 p.m., 23rd September, 1931.)

---

IMMEDIATE.

No.35.

Reference your telegram No.13 of 21st September. Question of including reference to Audhali district in proposed ultimatum was fully considered before my telegram No.31 of 15th September was sent, and it was decided that two questions to which different considerations apply should not be linked together. Reconsideration of this decision would involve consultation with other departments concerned and in present circumstances unavoidable delay. Further postponement of proposed action regarding Al Ain area would be undesirable. You should carry out instructions contained in my telegram No.31 and leave Audhali question to be further considered on Reilly's return with whom matter has been discussed.

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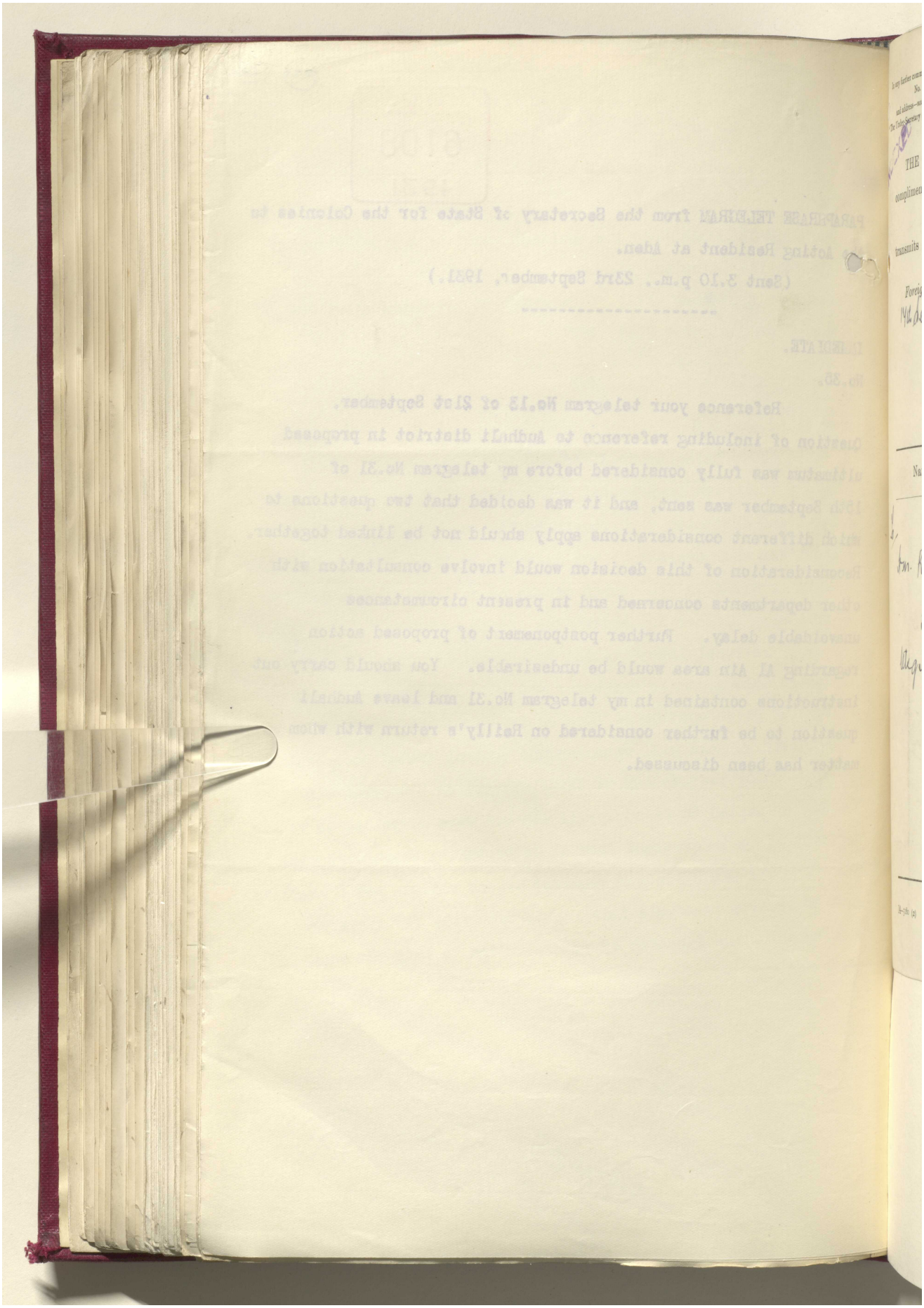

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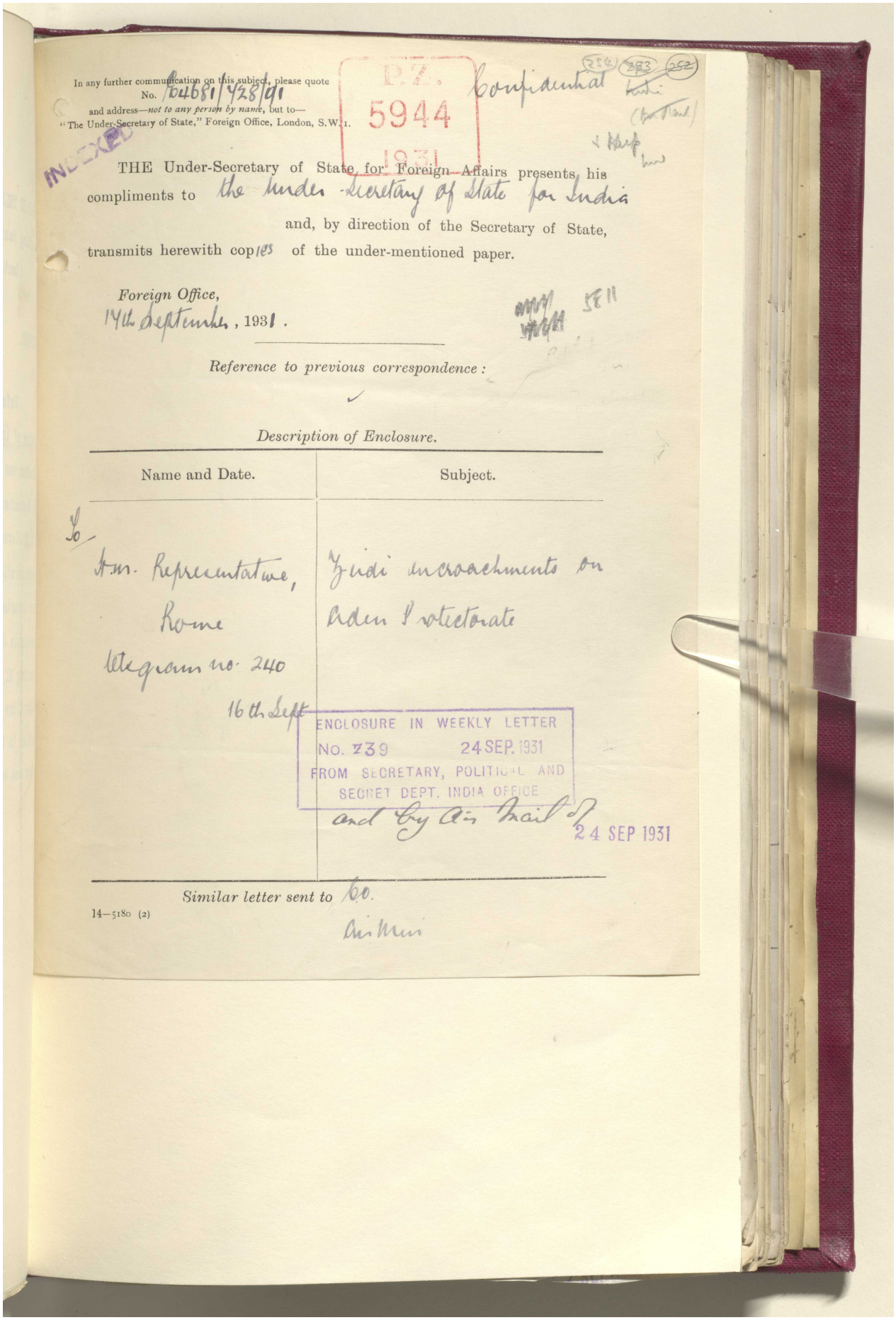

In any further communication on this subject, please quote No. 64881/428/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W.1.

P.Z. 5944 1931

Confidential

(254) (253) (252)

INCLOSE

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

*Foreign Office,*
14th September, 1931.

*Reference to previous correspondence:*

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| To H.M. Representative, Rome Telegram no. 240 16th Sept. | Yemeni encroachments on Aden Protectorate |

ENCLOSURE IN WEEKLY LETTER
NO. 739 24 SEP. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

and by Air Mail 24 SEP 1931

*Similar letter sent to* Co. Air Min

14—5180 (2)

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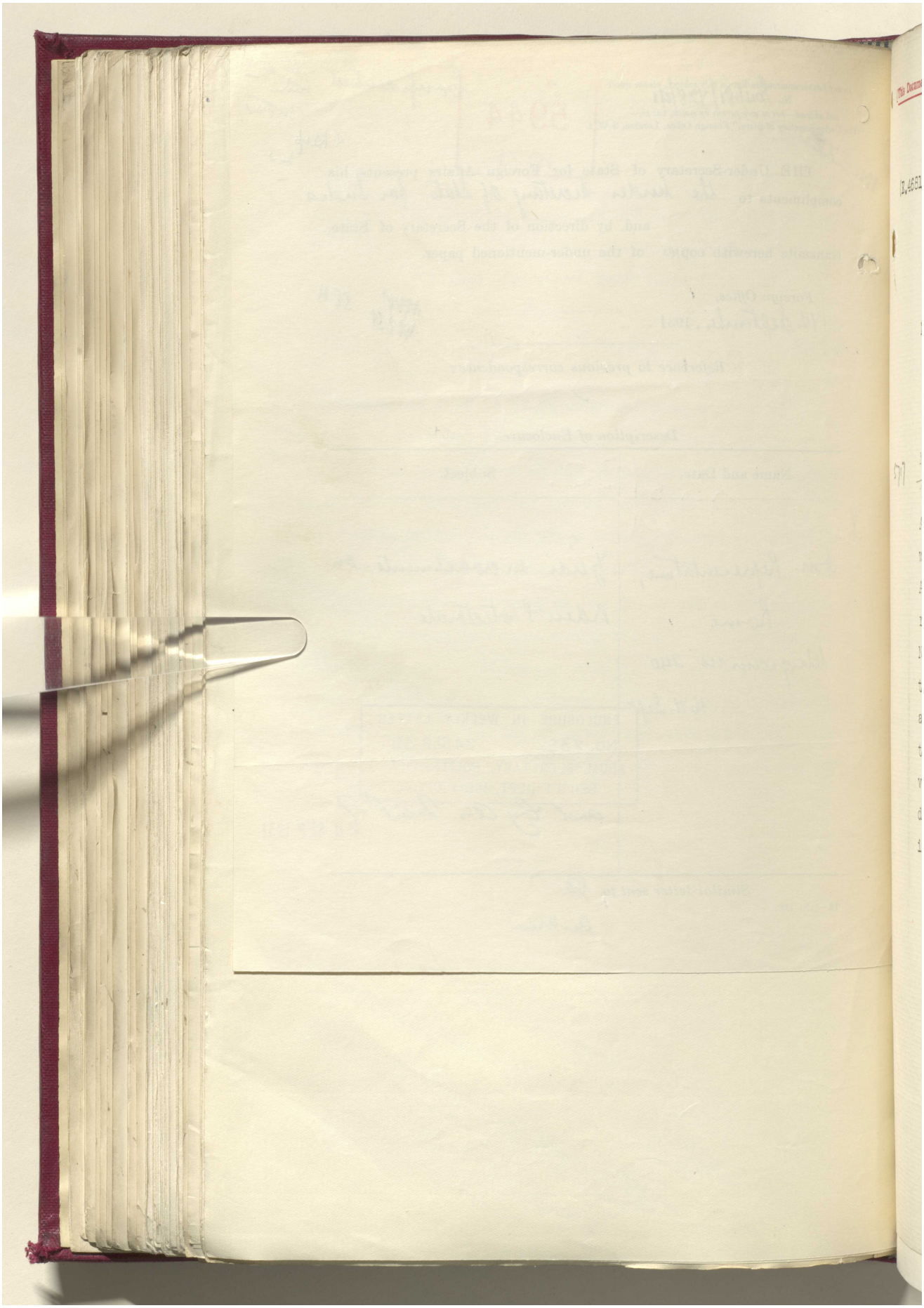

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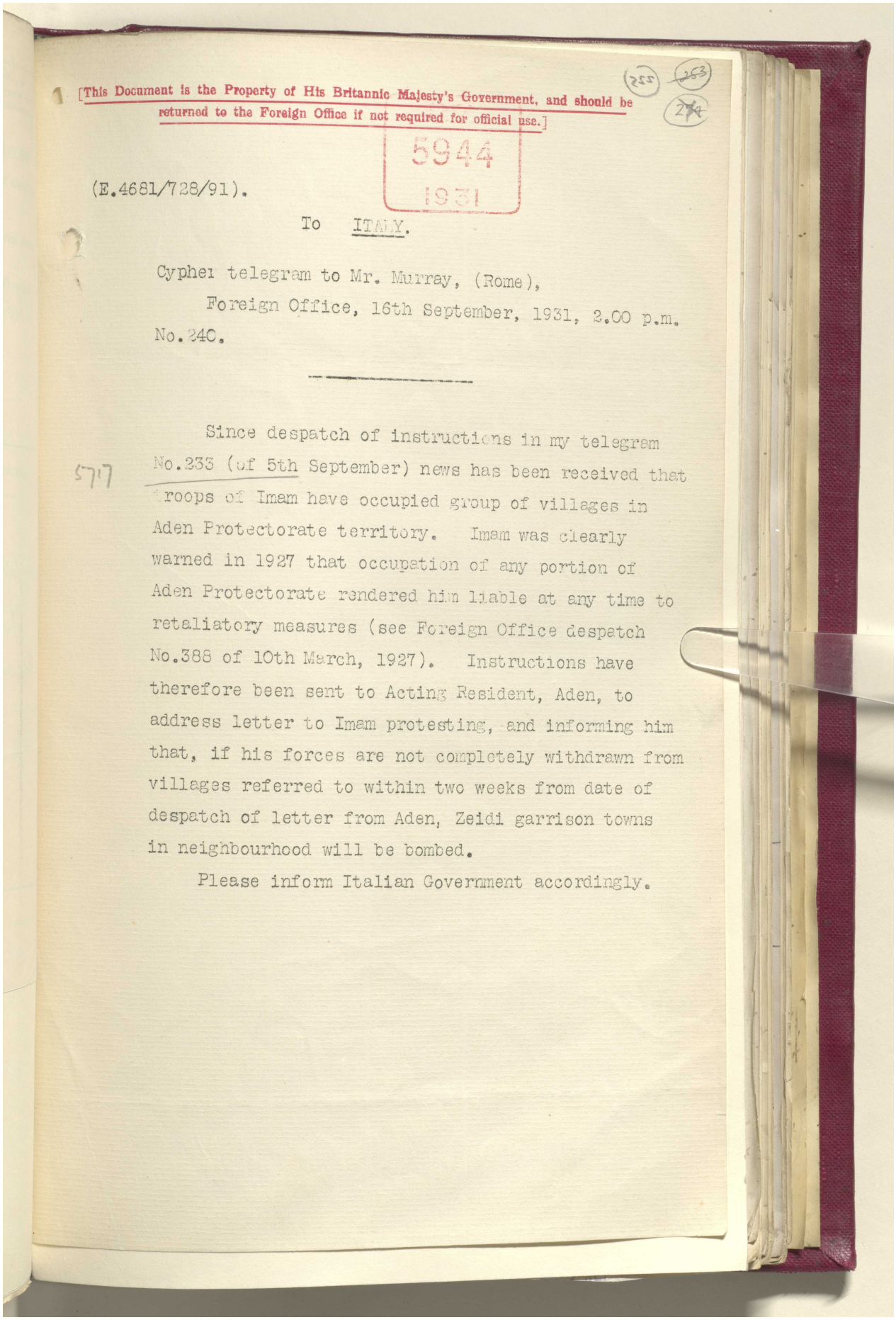

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5944
1931

(E.4681/728/91).

To ITALY.

Cypher telegram to Mr. Murray, (Rome),

Foreign Office, 16th September, 1931, 2.00 p.m.

No.240.

---

Since despatch of instructions in my telegram No.233 (of 5th September) news has been received that troops of Imam have occupied group of villages in Aden Protectorate territory. Imam was clearly warned in 1927 that occupation of any portion of Aden Protectorate rendered him liable at any time to retaliatory measures (see Foreign Office despatch No.388 of 10th March, 1927). Instructions have therefore been sent to Acting Resident, Aden, to address letter to Imam protesting, and informing him that, if his forces are not completely withdrawn from villages referred to within two weeks from date of despatch of letter from Aden, Zeidi garrison towns in neighbourhood will be bombed.

Please inform Italian Government accordingly.

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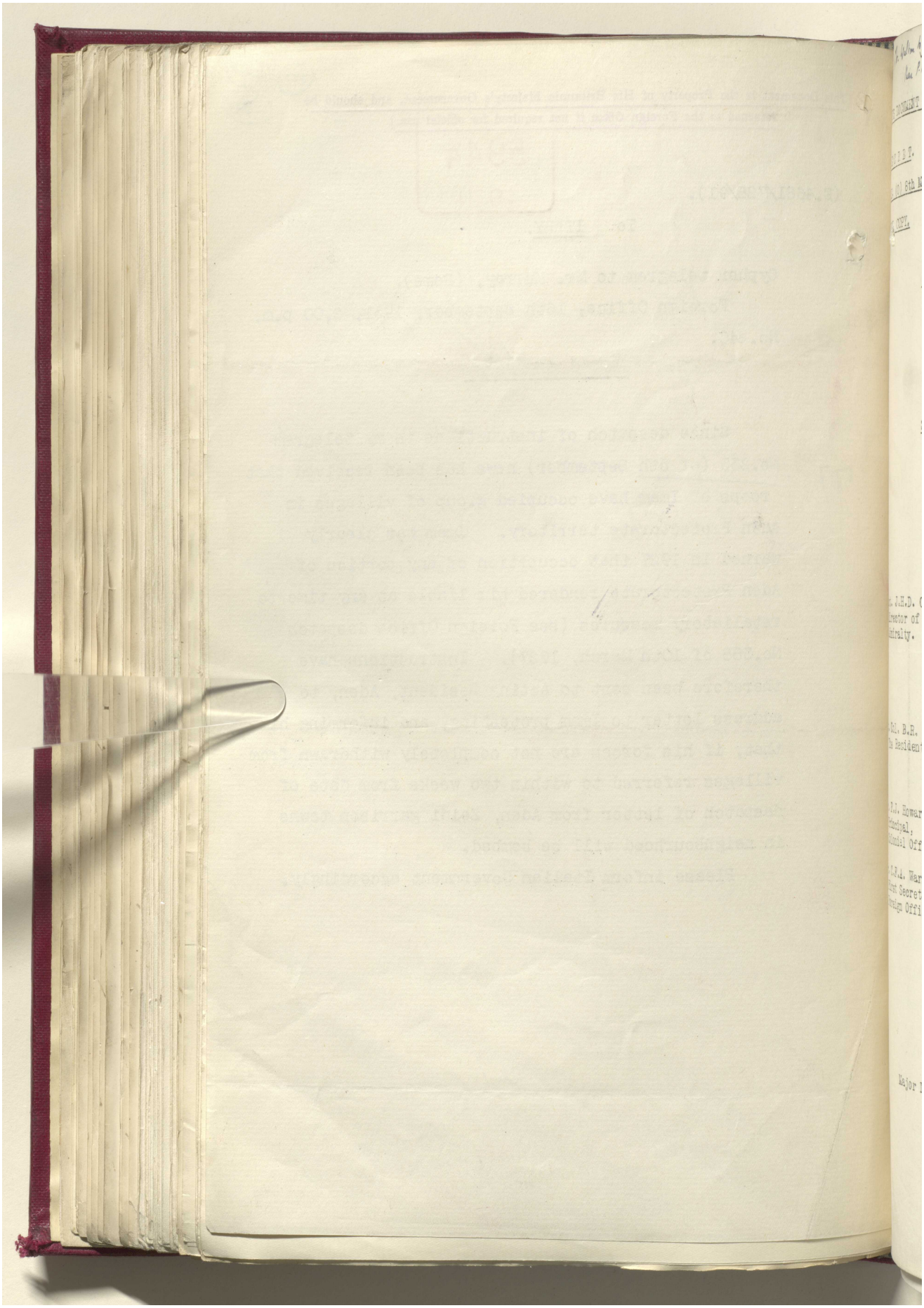

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then P.A. [illegible] 21/9

Mr Anderson (254) (256) (255)

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S E C R E T.

M.E. (O) 8th Meeting.

COPY NO. 24

FINAL COPY.

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

MINUTES of a Meeting held at No. 2, Whitehall Gardens, S.W.1., on Monday 14th September, 1931, at 11 a.m.

5811

Subject - YEMEN encroachments into ADEN.

P R E S E N T:-

Mr. G.W. Rendel,
Counsellor, Foreign Office. (In the Chair).

Capt. J.H.D. Cunningham, M.V.O., R.N.,
Director of Plans Division,
Admiralty.

Col. K.D.B. Murray, D.S.O.,
General Staff,
War Office.

THE FOLLOWING WERE ALSO PRESENT :-

Lt. Col. B.R. Reilly, C.I.E., O.B.E.,
The Resident at Aden.

Air Vice Marshal C.S. Burnett, C.B., C.B.E., D.S.O.,
Deputy Chief of the Air Staff,
Air Ministry.

Mr. F.J. Howard, O.B.E.,
Principal,
Colonial Office.

Flt. Lt. ~~A. Macgregor~~ E.R.C. HOBSON, D.F.C.,
Directorate of Operations and Intelligence, Air Ministry.

Mr. C.F.A. Warner,
First Secretary,
Foreign Office.

Mr. G.H.G. Anderson, D.S.O., M.C.,
Principal, India Office.

Mr. F. Skevington, M.B.E.,
Principal, Treasury.

Major N.G. Hind, M.C.....Secretary to the Sub-Committee.

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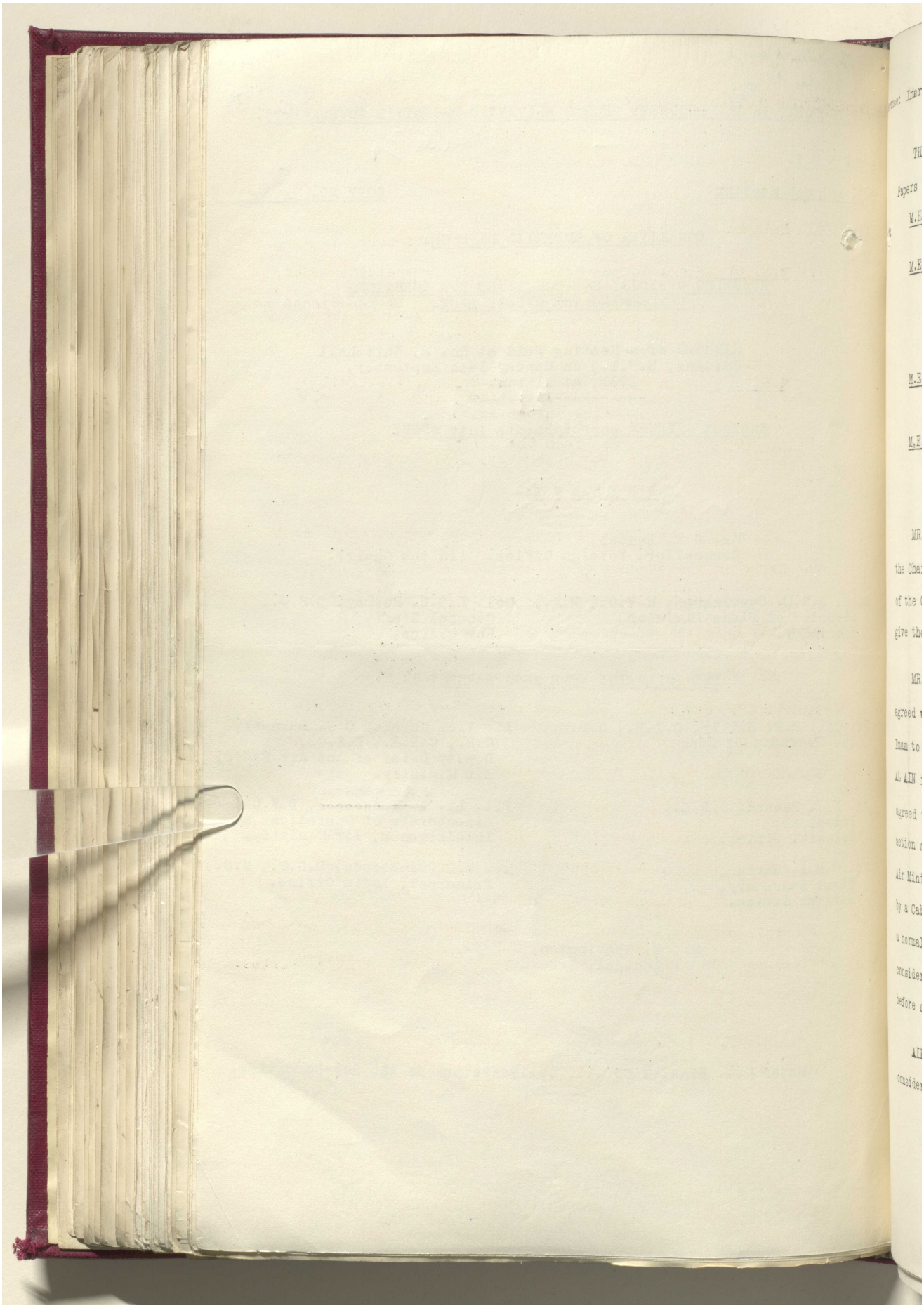

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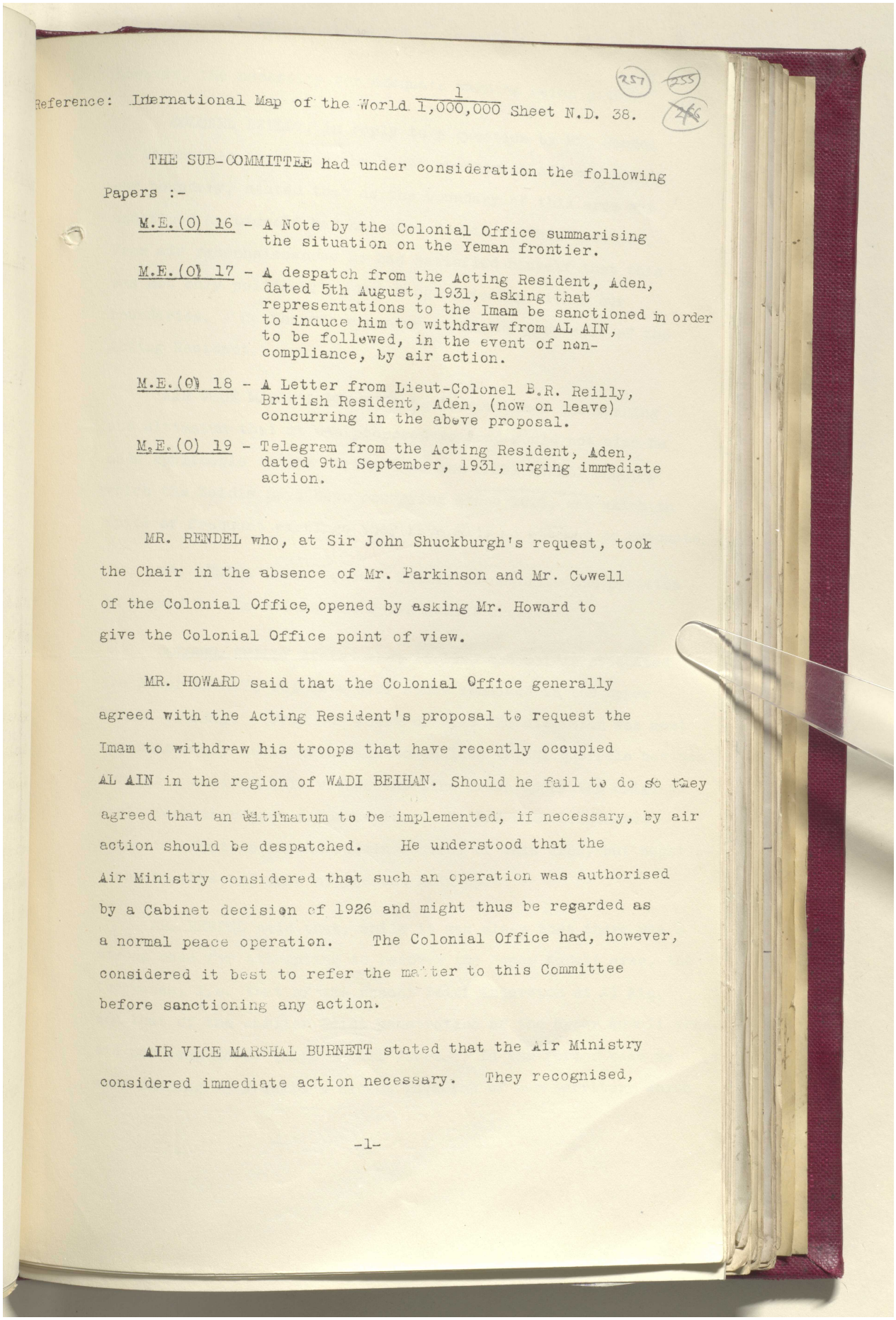

Reference: International Map of the World 1/1,000,000 Sheet N.D. 38.

THE SUB-COMMITTEE had under consideration the following Papers :-

M.E.(O) 16 - A Note by the Colonial Office summarising the situation on the Yeman frontier.

M.E.(O) 17 - A despatch from the Acting Resident, Aden, dated 5th August, 1931, asking that representations to the Imam be sanctioned in order to induce him to withdraw from AL AIN, to be followed, in the event of non-compliance, by air action.

M.E.(O) 18 - A Letter from Lieut-Colonel B.R. Reilly, British Resident, Aden, (now on leave) concurring in the above proposal.

M.E.(O) 19 - Telegram from the Acting Resident, Aden, dated 9th September, 1931, urging immediate action.

MR. RENDEL who, at Sir John Shuckburgh's request, took the Chair in the absence of Mr. Parkinson and Mr. Cowell of the Colonial Office, opened by asking Mr. Howard to give the Colonial Office point of view.

MR. HOWARD said that the Colonial Office generally agreed with the Acting Resident's proposal to request the Imam to withdraw his troops that have recently occupied AL AIN in the region of WADI BEIHAN. Should he fail to do so they agreed that an ultimatum to be implemented, if necessary, by air action should be despatched. He understood that the Air Ministry considered that such an operation was authorised by a Cabinet decision of 1926 and might thus be regarded as a normal peace operation. The Colonial Office had, however, considered it best to refer the matter to this Committee before sanctioning any action.

AIR VICE MARSHAL BURNETT stated that the Air Ministry considered immediate action necessary. They recognised,



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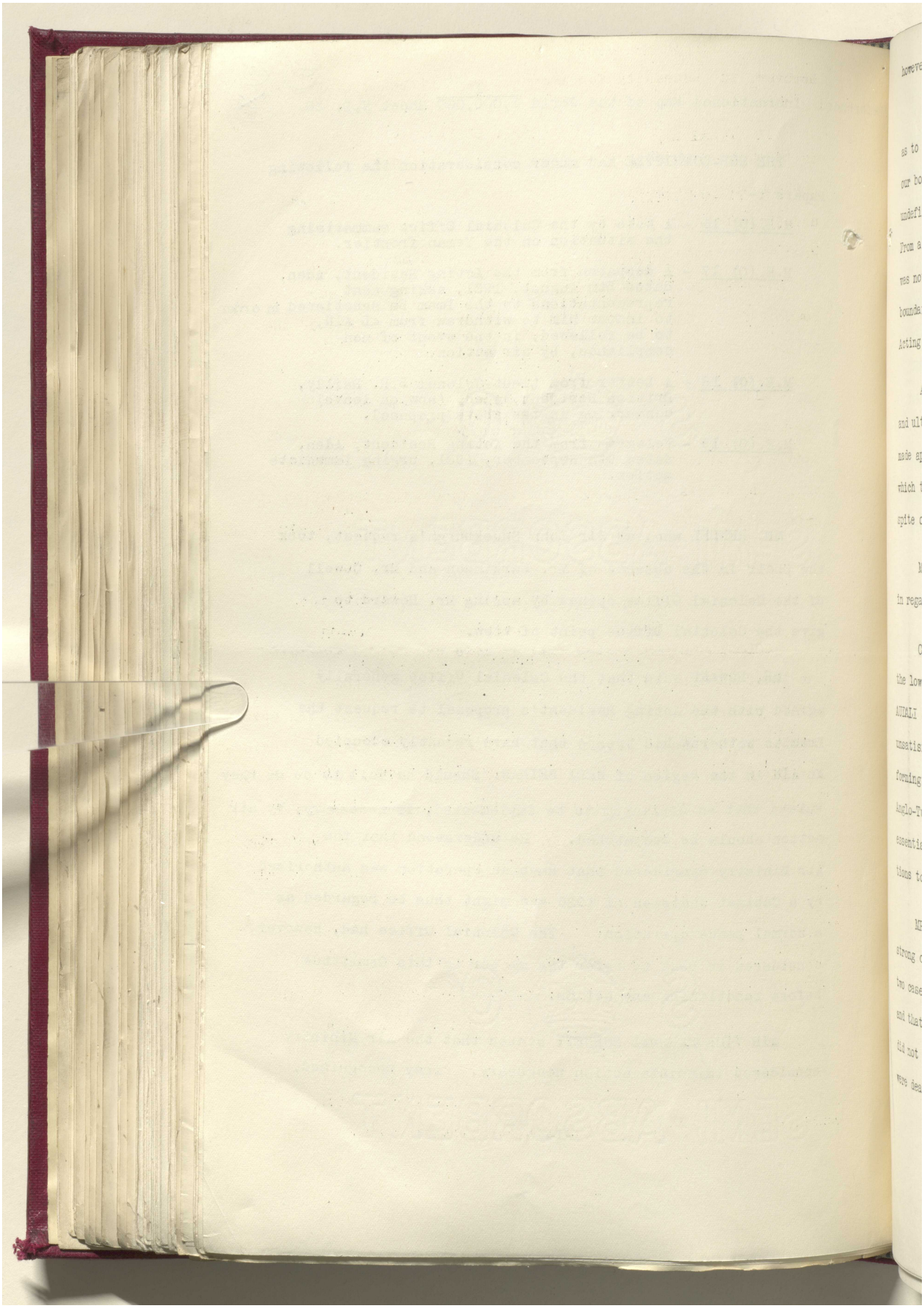

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however, the necessity for adequate warning being given. (258) (256) (257)

COLONEL REILLY, in reply to a question by Mr. Rendel as to whether there was any doubt whether AL AIN was within our boundary, stated that as the boundary of this area was undefined he himself had had some doubts on this question. From air reconnaissances he had satisfied himself that this was not only politically, but geographically within our boundaries. He therefore concurred in the proposals of the Acting Resident.

AIR VICE MARSHAL BURNETT enquired whether the warning and ultimatum that it was proposed to send could not also be made applicable to the BEIDHA area and UPPER AUDALI country which the Zeidis have been occupying since 1925, and which in spite of frequent warnings they have made no attempt to evacuate.

MR. RENDEL asked Colonel Reilly to describe the position in regard to the Beidha and Upper Audali area.

COLONEL REILLY stated that in 1925 the Zeidis evacuated the lower AUDALI, but have ever since remained in the upper AUDALI country. From our point of view the situation was most unsatisfactory as it gave rise to endless tribal quarrels besides forming a salient well within the line drawn up by the original Anglo-Turkish Boundary Commission. It had been considered essential that we should regain control of this area, but negotiations to this end were at present held up.

MR. RENDEL said that, while it was clear that there was a strong case for attempting to recover the Upper Audali area, the two cases, i.e. that of the recent Zeidi incursion at Al Ain, and that of the earlier Zeidi penetration of the Upper Audali area, did not seem to be quite on all fours. In the former case we were dealing with quite a recent invasion of our territory which



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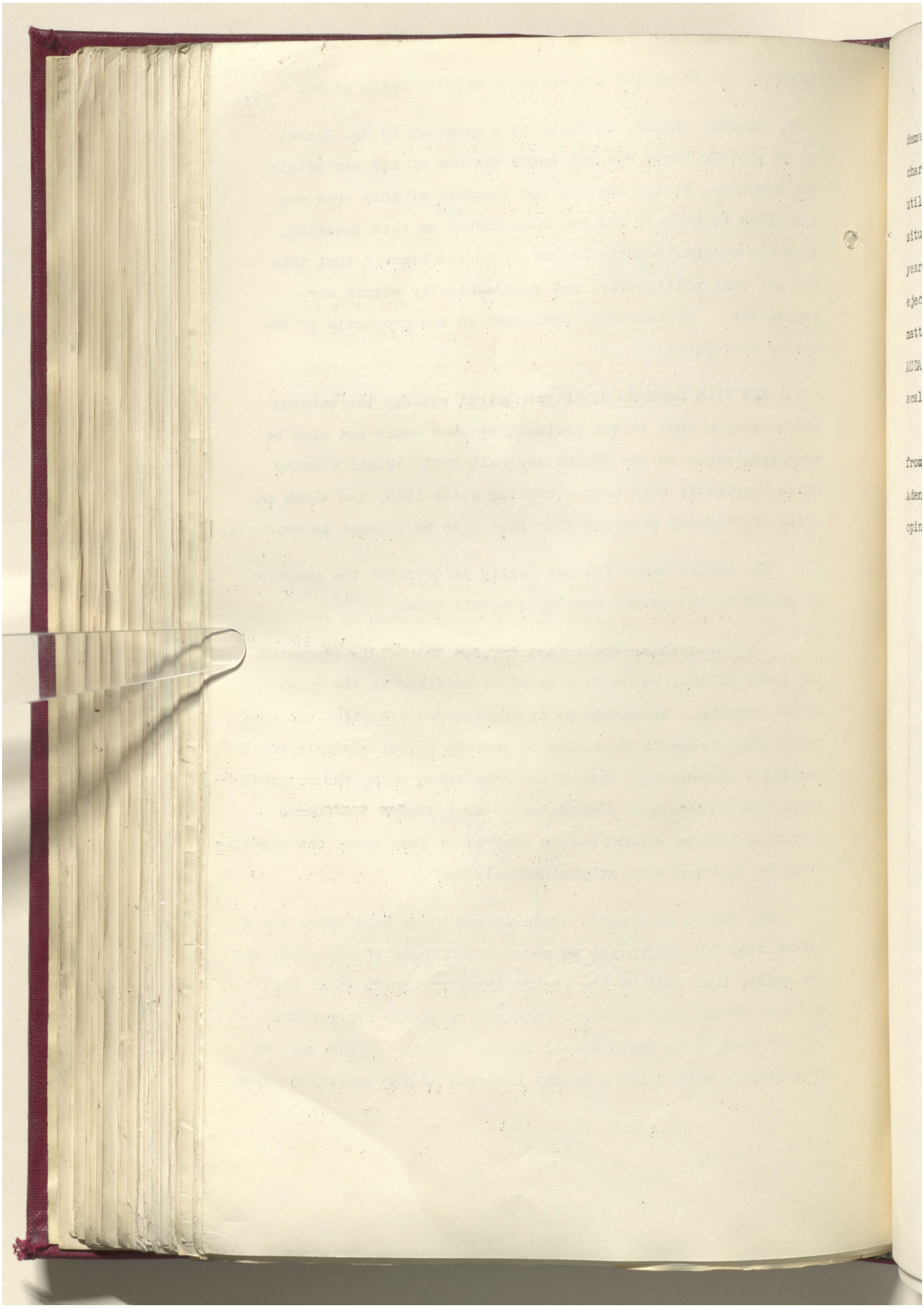

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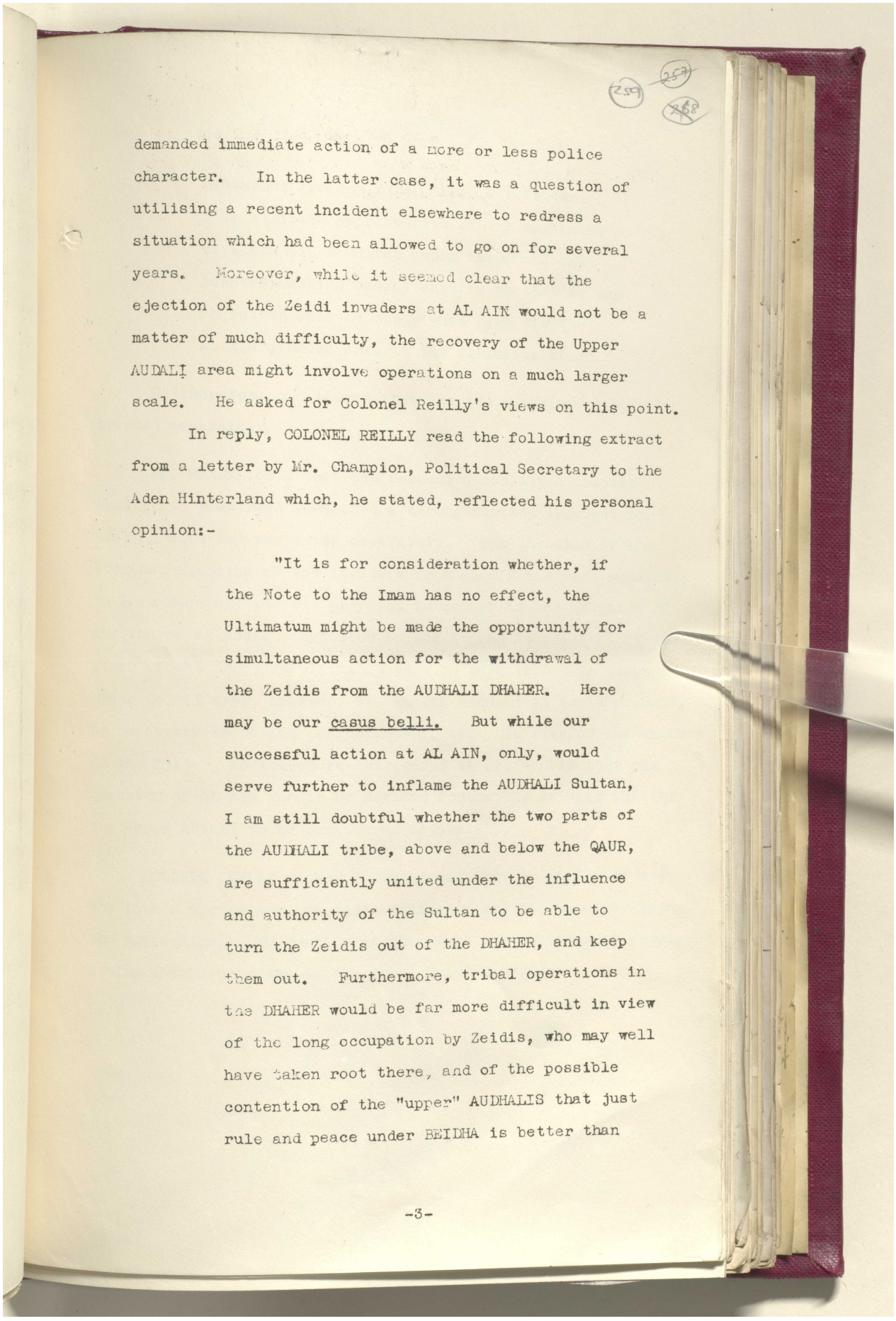

(259) 257 ~~258~~

demanded immediate action of a more or less police character. In the latter case, it was a question of utilising a recent incident elsewhere to redress a situation which had been allowed to go on for several years. Moreover, while it seemed clear that the ejection of the Zeidi invaders at AL AIN would not be a matter of much difficulty, the recovery of the Upper AUDALI area might involve operations on a much larger scale. He asked for Colonel Reilly's views on this point.

In reply, COLONEL REILLY read the following extract from a letter by Mr. Champion, Political Secretary to the Aden Hinterland which, he stated, reflected his personal opinion:-

"It is for consideration whether, if the Note to the Imam has no effect, the Ultimatum might be made the opportunity for simultaneous action for the withdrawal of the Zeidis from the AUDHALI DHAHER. Here may be our casus belli. But while our successful action at AL AIN, only, would serve further to inflame the AUDHALI Sultan, I am still doubtful whether the two parts of the AUDHALI tribe, above and below the QAUR, are sufficiently united under the influence and authority of the Sultan to be able to turn the Zeidis out of the DHAHER, and keep them out. Furthermore, tribal operations in the DHAHER would be far more difficult in view of the long occupation by Zeidis, who may well have taken root there, and of the possible contention of the "upper" AUDHALIS that just rule and peace under BEIDHA is better than



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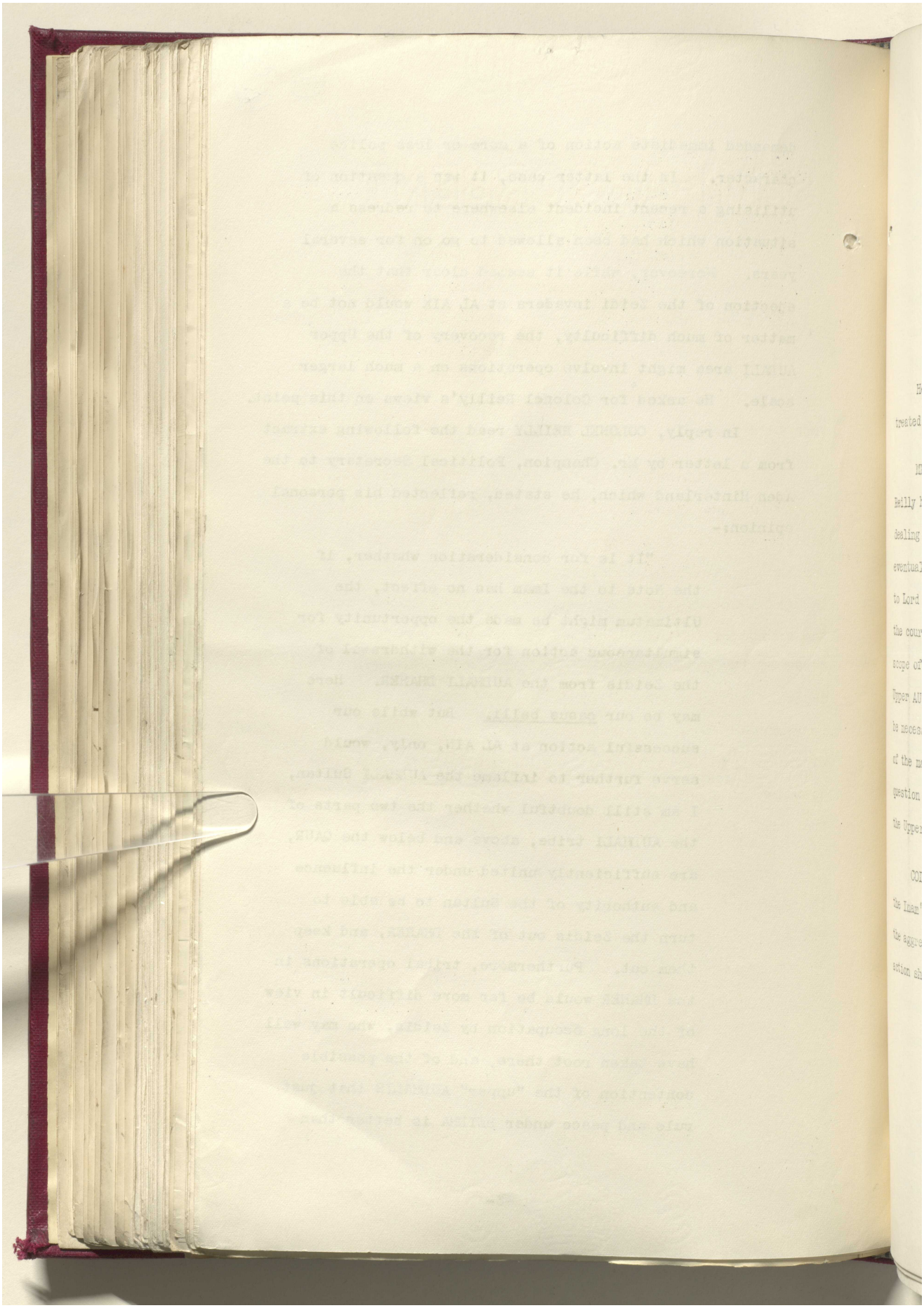

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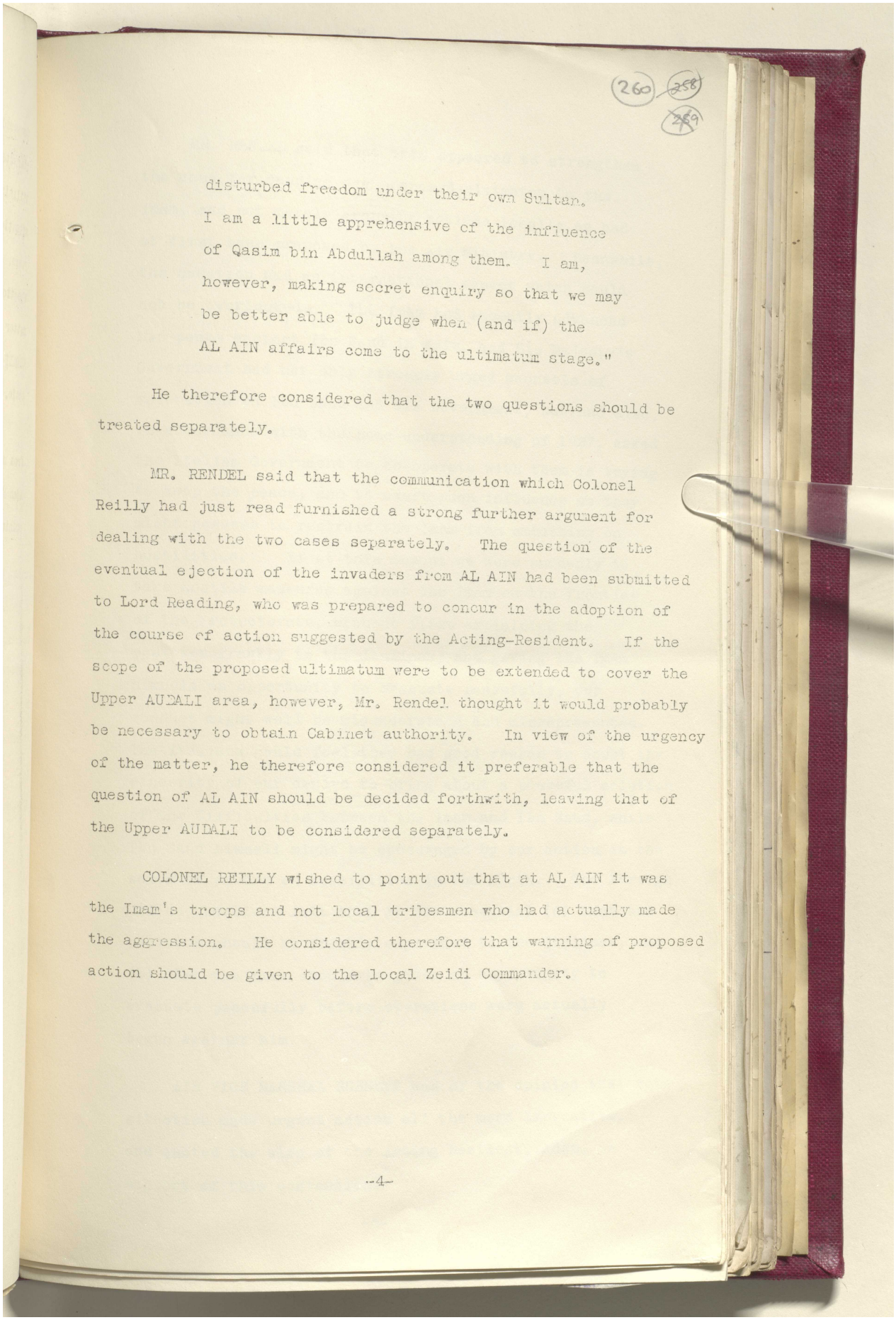

(260) (258) (259)

disturbed freedom under their own Sultan.
I am a little apprehensive of the influence
of Qasim bin Abdullah among them. I am,
however, making secret enquiry so that we may
be better able to judge when (and if) the
AL AIN affairs come to the ultimatum stage."

He therefore considered that the two questions should be treated separately.

MR. RENDEL said that the communication which Colonel Reilly had just read furnished a strong further argument for dealing with the two cases separately. The question of the eventual ejection of the invaders from AL AIN had been submitted to Lord Reading, who was prepared to concur in the adoption of the course of action suggested by the Acting-Resident. If the scope of the proposed ultimatum were to be extended to cover the Upper AUDALI area, however, Mr. Rendel thought it would probably be necessary to obtain Cabinet authority. In view of the urgency of the matter, he therefore considered it preferable that the question of AL AIN should be decided forthwith, leaving that of the Upper AUDALI to be considered separately.

COLONEL REILLY wished to point out that at AL AIN it was the Imam's troops and not local tribesmen who had actually made the aggression. He considered therefore that warning of proposed action should be given to the local Zeidi Commander.

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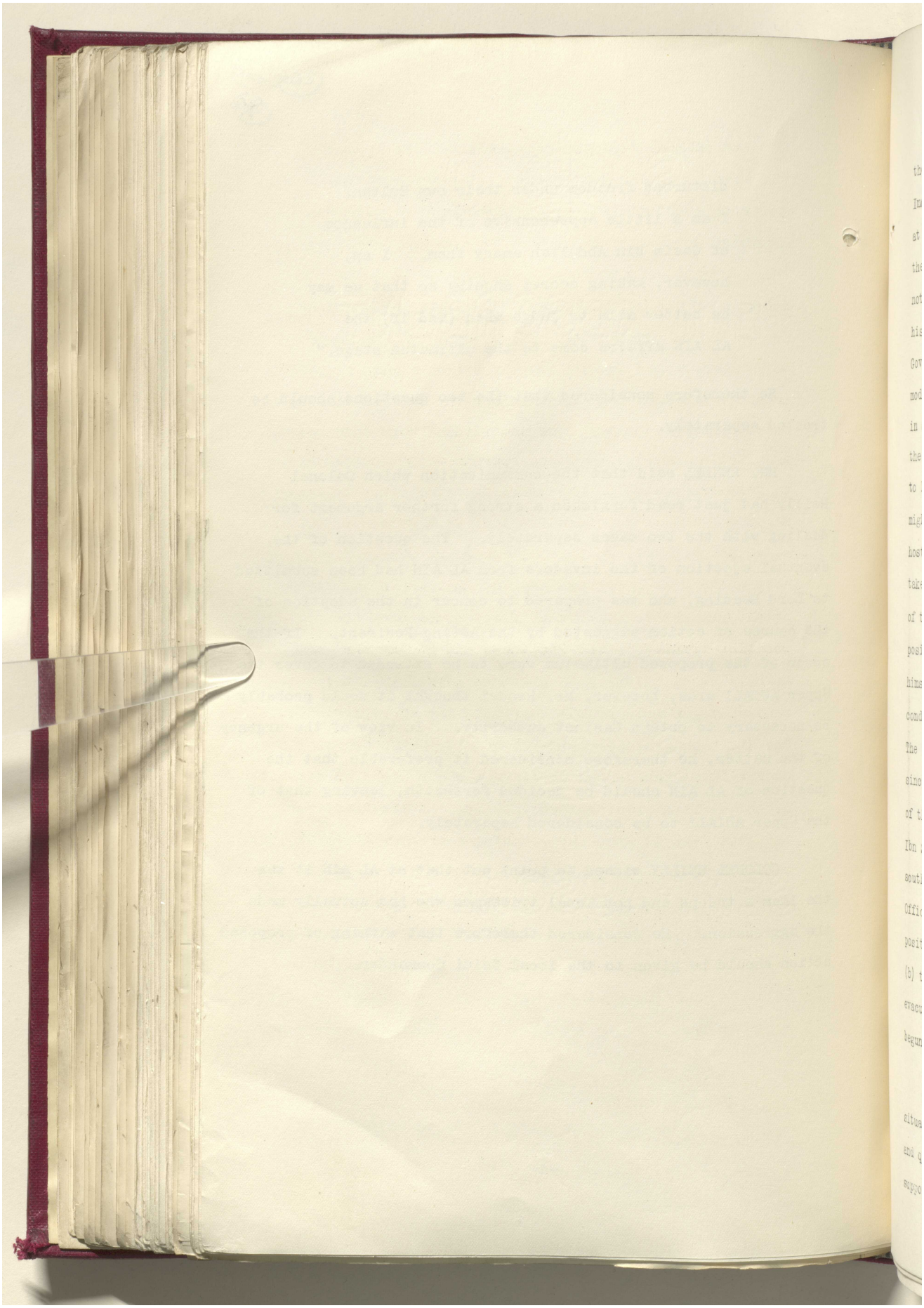

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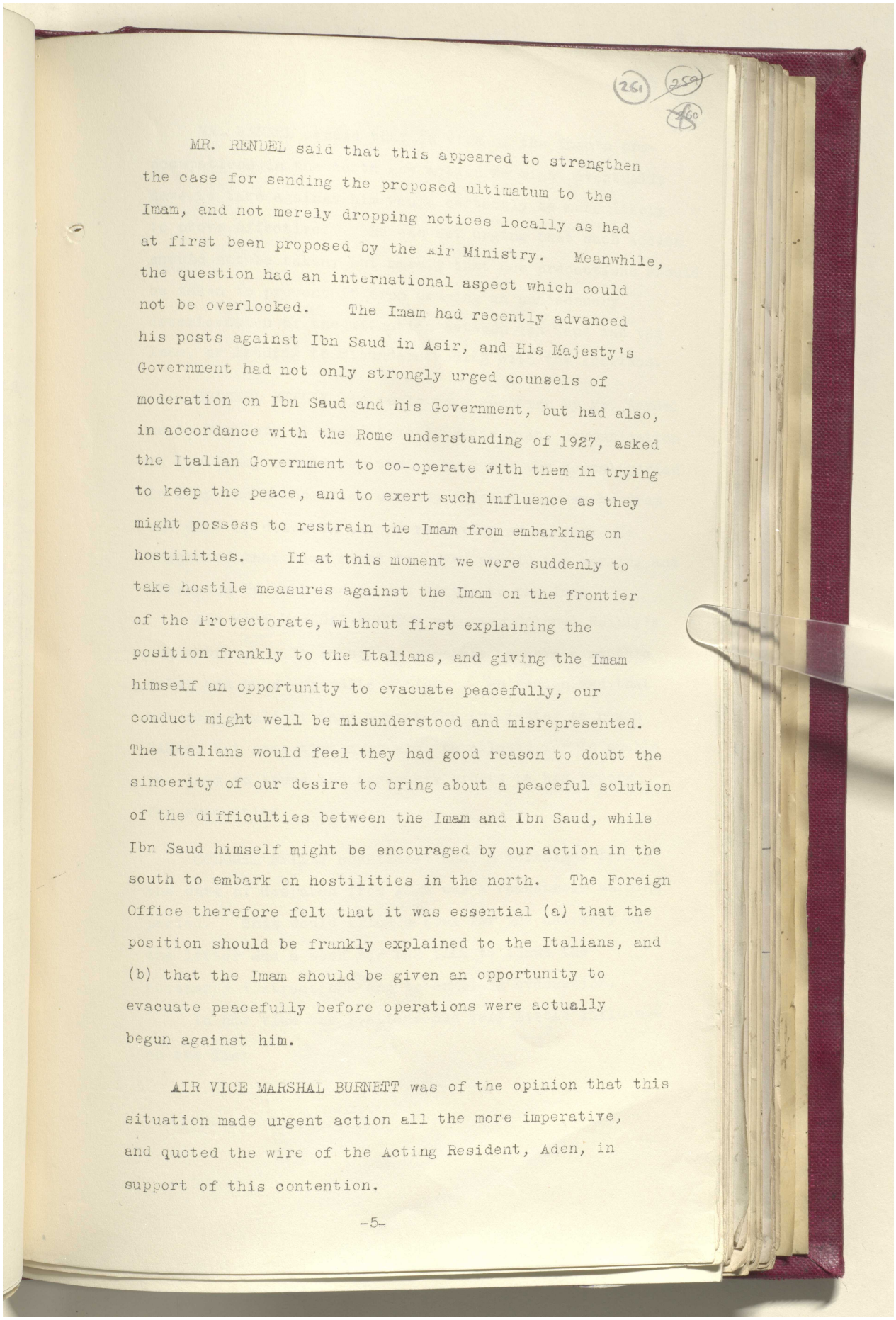

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MR. RENDEL said that this appeared to strengthen the case for sending the proposed ultimatum to the Imam, and not merely dropping notices locally as had at first been proposed by the Air Ministry. Meanwhile, the question had an international aspect which could not be overlooked. The Imam had recently advanced his posts against Ibn Saud in Asir, and His Majesty's Government had not only strongly urged counsels of moderation on Ibn Saud and his Government, but had also, in accordance with the Rome understanding of 1927, asked the Italian Government to co-operate with them in trying to keep the peace, and to exert such influence as they might possess to restrain the Imam from embarking on hostilities. If at this moment we were suddenly to take hostile measures against the Imam on the frontier of the Protectorate, without first explaining the position frankly to the Italians, and giving the Imam himself an opportunity to evacuate peacefully, our conduct might well be misunderstood and misrepresented. The Italians would feel they had good reason to doubt the sincerity of our desire to bring about a peaceful solution of the difficulties between the Imam and Ibn Saud, while Ibn Saud himself might be encouraged by our action in the south to embark on hostilities in the north. The Foreign Office therefore felt that it was essential (a) that the position should be frankly explained to the Italians, and (b) that the Imam should be given an opportunity to evacuate peacefully before operations were actually begun against him.

AIR VICE MARSHAL BURNETT was of the opinion that this situation made urgent action all the more imperative, and quoted the wire of the Acting Resident, Aden, in support of this contention.

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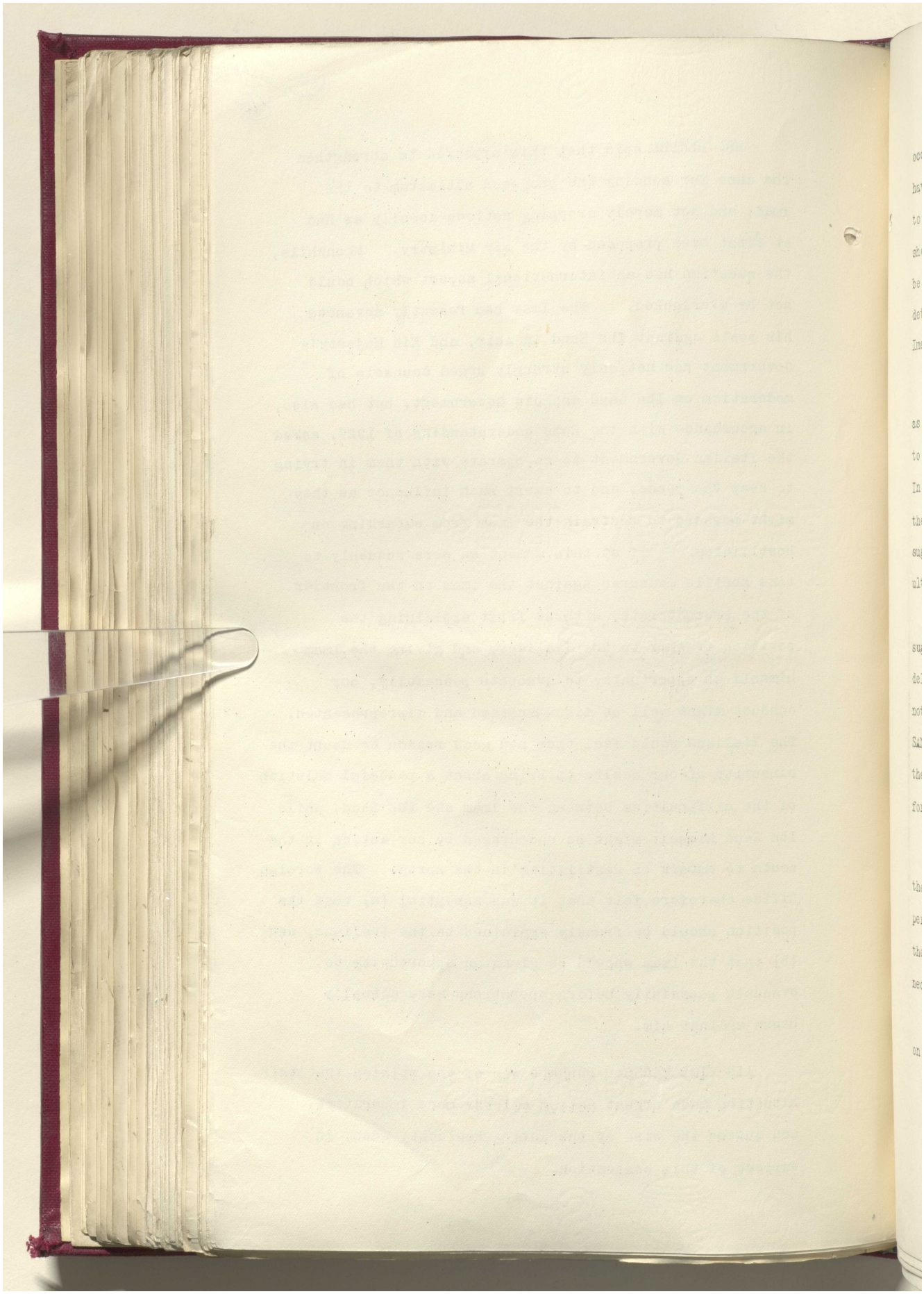

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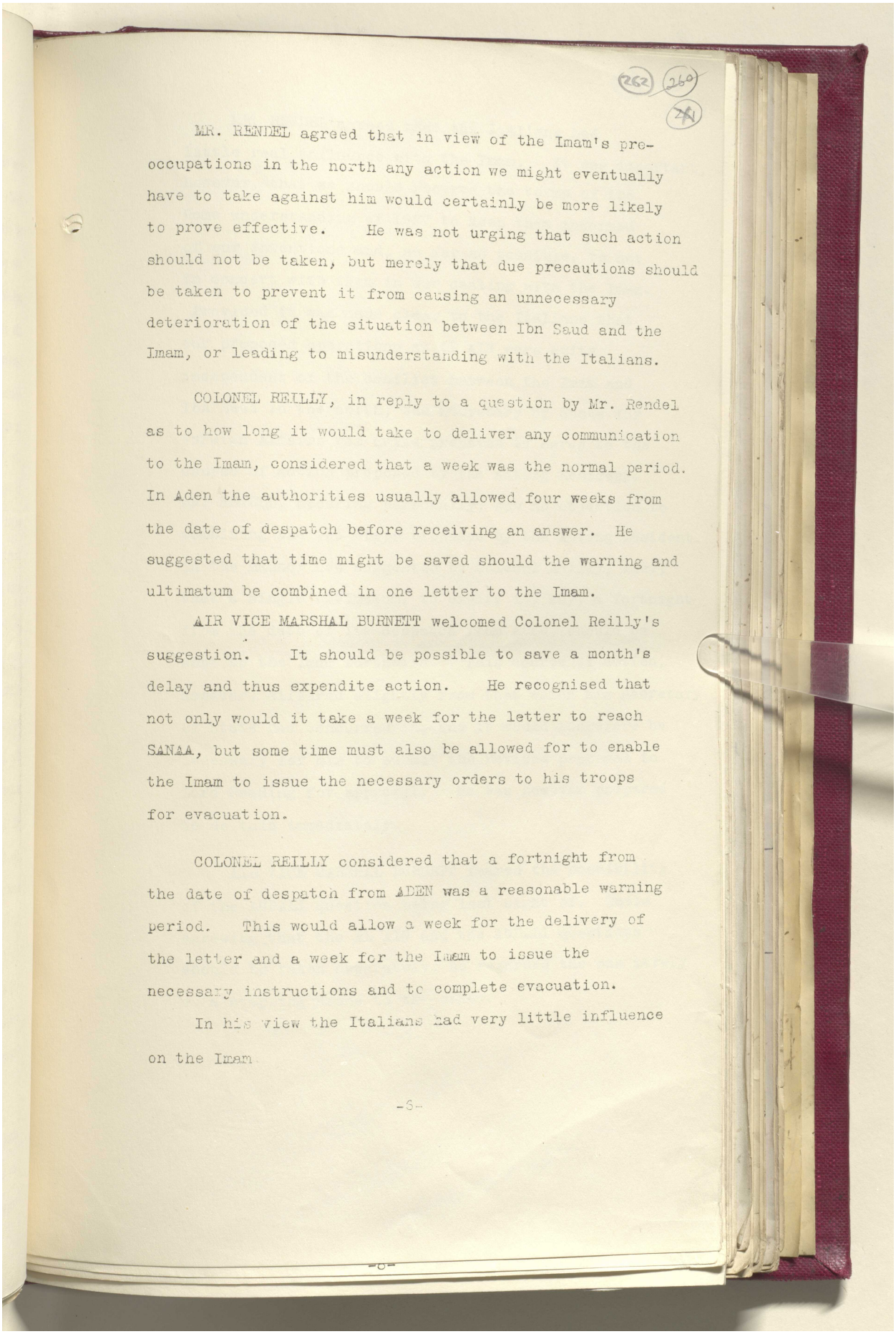

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MR. RENDEL agreed that in view of the Imam's pre-occupations in the north any action we might eventually have to take against him would certainly be more likely to prove effective. He was not urging that such action should not be taken, but merely that due precautions should be taken to prevent it from causing an unnecessary deterioration of the situation between Ibn Saud and the Imam, or leading to misunderstanding with the Italians.

COLONEL REILLY, in reply to a question by Mr. Rendel as to how long it would take to deliver any communication to the Imam, considered that a week was the normal period. In Aden the authorities usually allowed four weeks from the date of despatch before receiving an answer. He suggested that time might be saved should the warning and ultimatum be combined in one letter to the Imam.

AIR VICE MARSHAL BURNETT welcomed Colonel Reilly's suggestion. It should be possible to save a month's delay and thus expendite action. He recognised that not only would it take a week for the letter to reach SANAA, but some time must also be allowed for to enable the Imam to issue the necessary orders to his troops for evacuation.

COLONEL REILLY considered that a fortnight from the date of despatch from ADEN was a reasonable warning period. This would allow a week for the delivery of the letter and a week for the Imam to issue the necessary instructions and to complete evacuation.

In his view the Italians had very little influence on the Imam.

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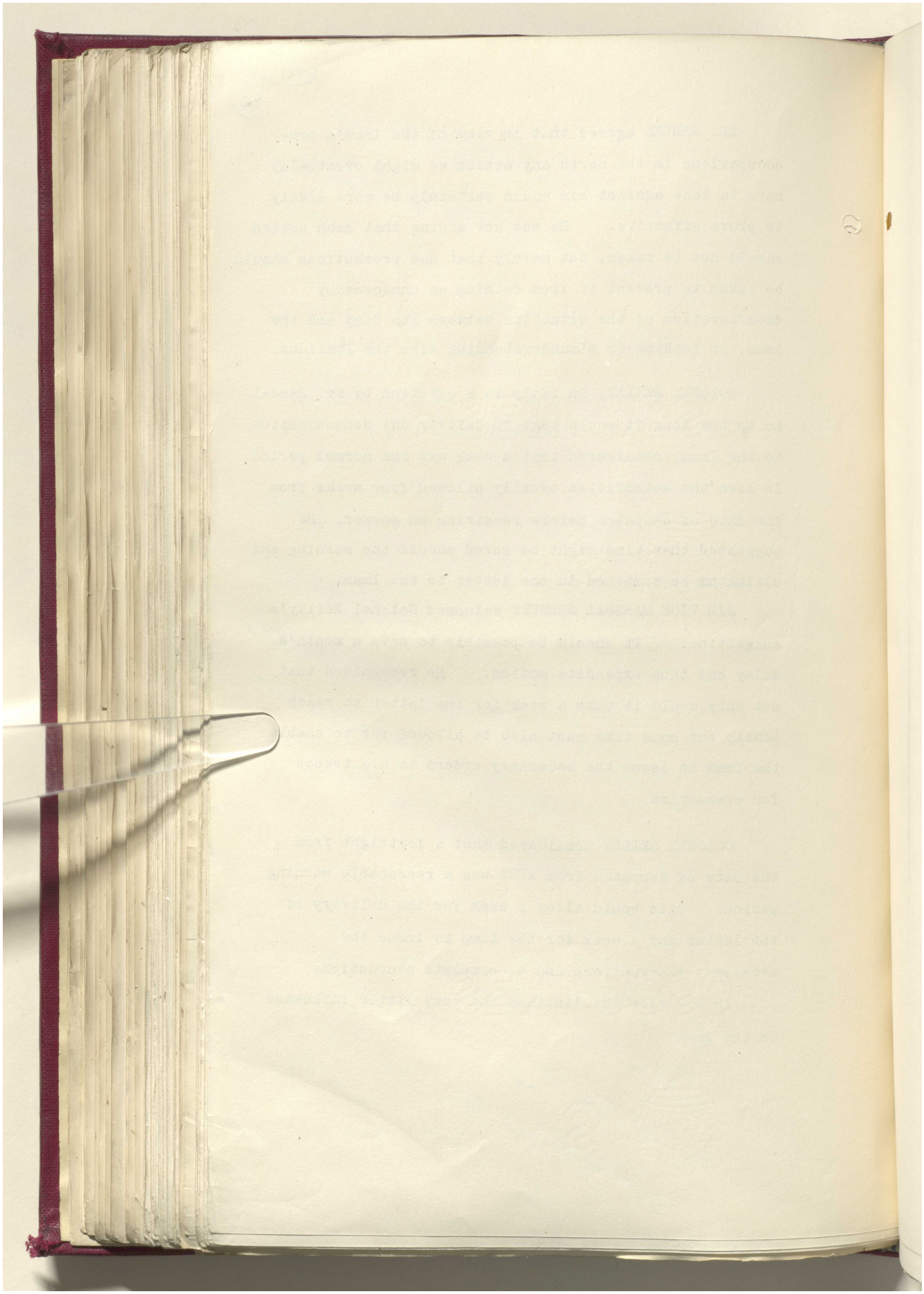

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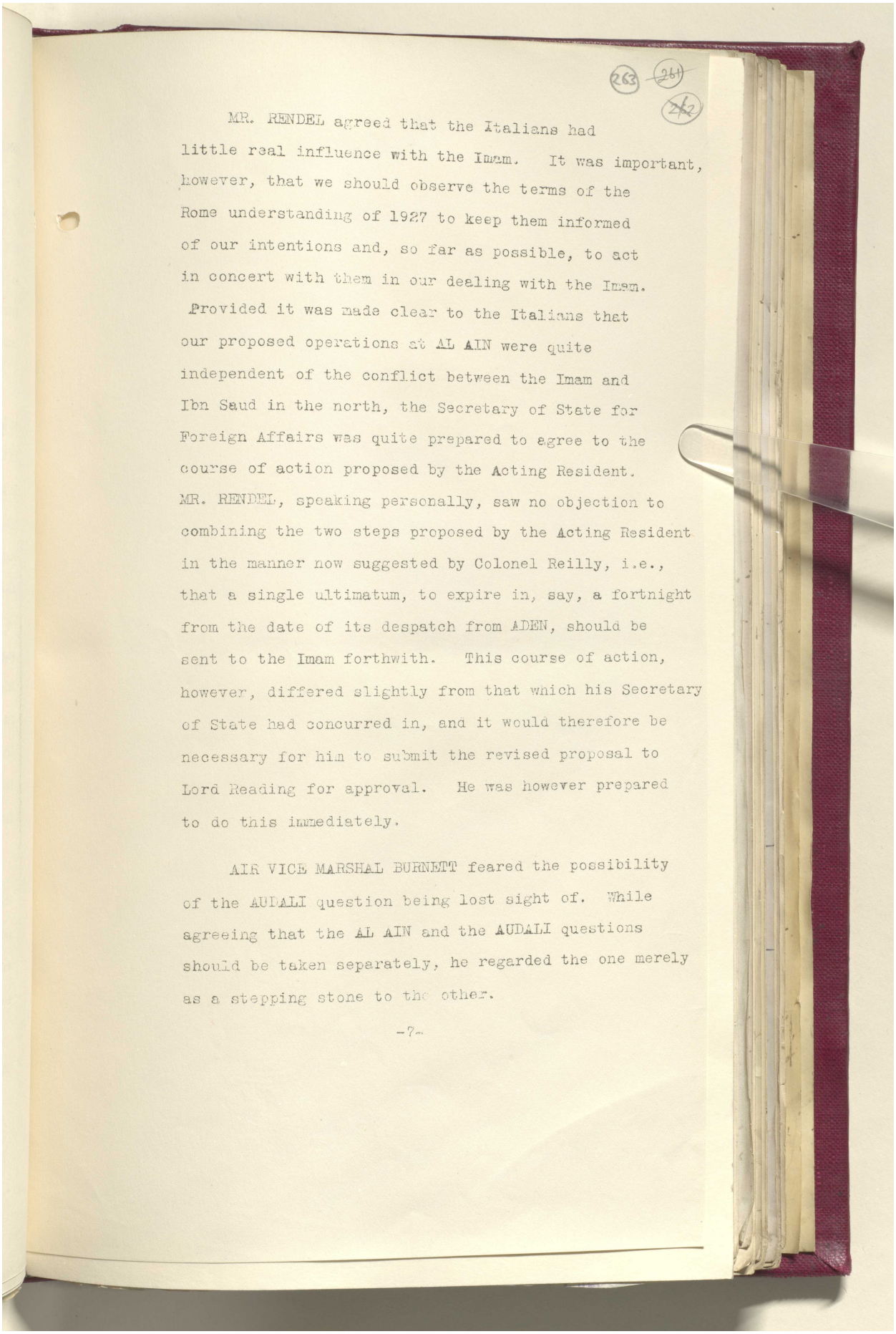

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MR. RENDEL agreed that the Italians had little real influence with the Imam. It was important, however, that we should observe the terms of the Rome understanding of 1927 to keep them informed of our intentions and, so far as possible, to act in concert with them in our dealing with the Imam. Provided it was made clear to the Italians that our proposed operations at AL AIN were quite independent of the conflict between the Imam and Ibn Saud in the north, the Secretary of State for Foreign Affairs was quite prepared to agree to the course of action proposed by the Acting Resident. MR. RENDEL, speaking personally, saw no objection to combining the two steps proposed by the Acting Resident in the manner now suggested by Colonel Reilly, i.e., that a single ultimatum, to expire in, say, a fortnight from the date of its despatch from ADEN, should be sent to the Imam forthwith. This course of action, however, differed slightly from that which his Secretary of State had concurred in, and it would therefore be necessary for him to submit the revised proposal to Lord Reading for approval. He was however prepared to do this immediately.

AIR VICE MARSHAL BURNETT feared the possibility of the AUDALI question being lost sight of. While agreeing that the AL AIN and the AUDALI questions should be taken separately, he regarded the one merely as a stepping stone to the other.

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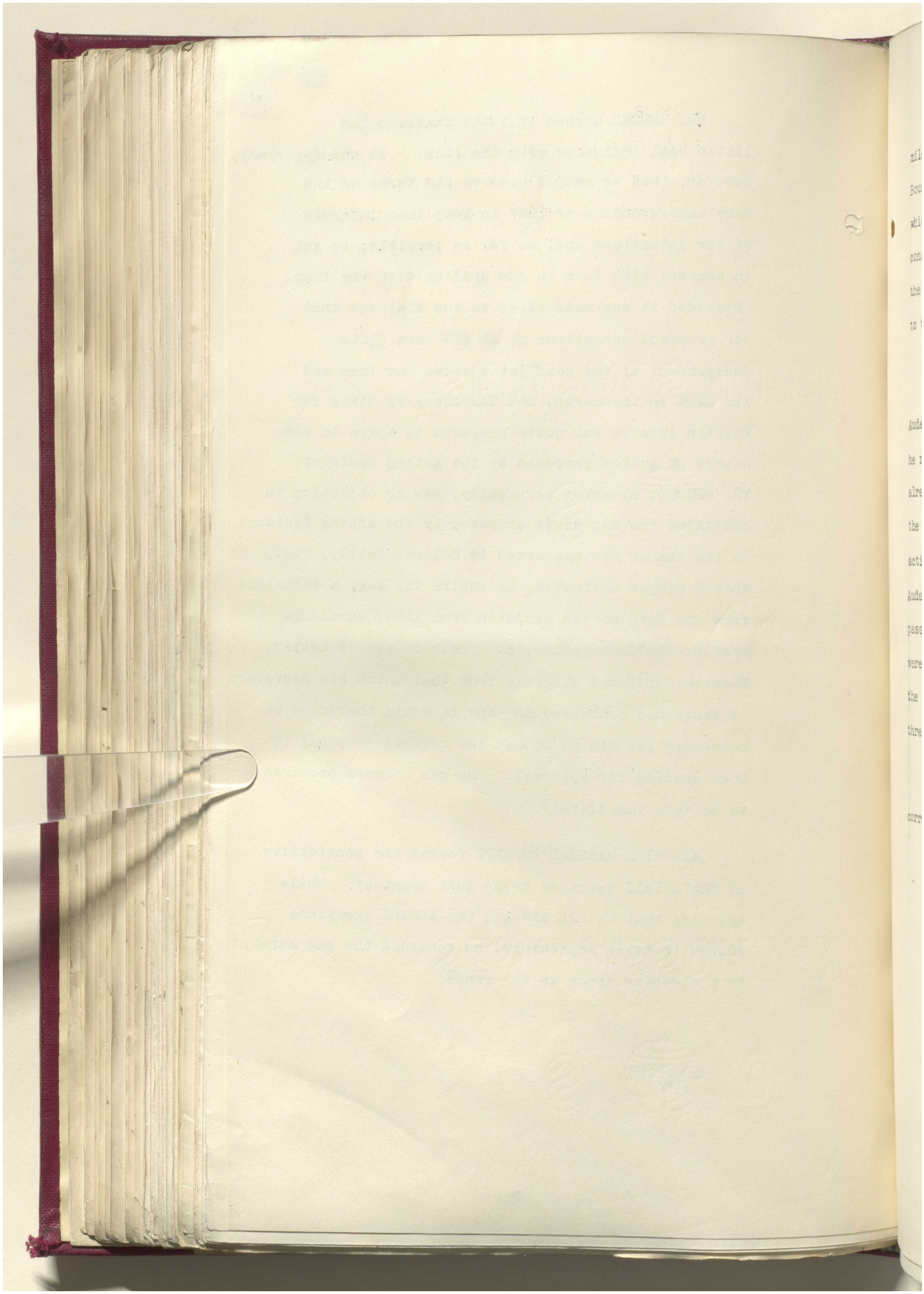

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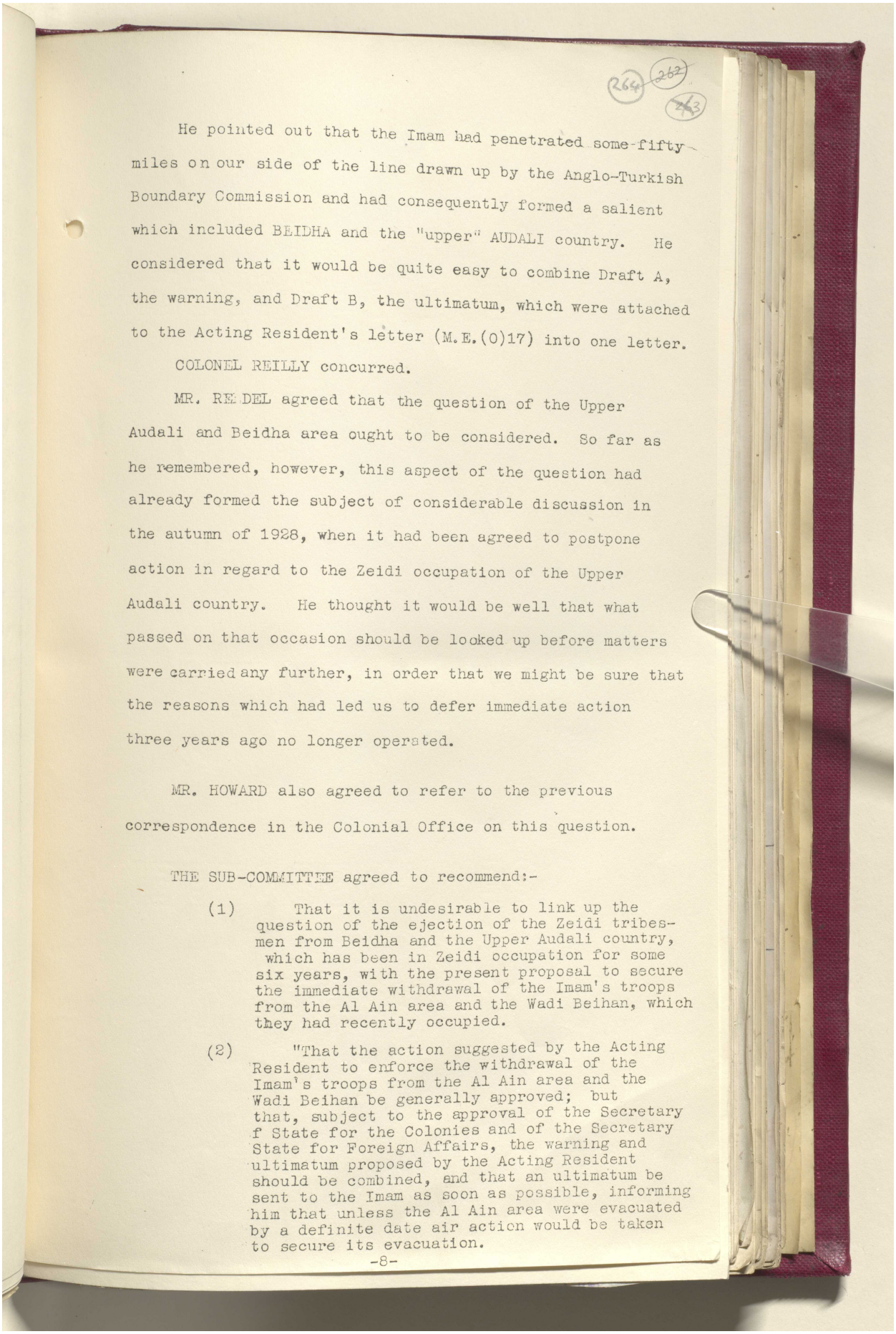

264 262 263

He pointed out that the Imam had penetrated some fifty miles on our side of the line drawn up by the Anglo-Turkish Boundary Commission and had consequently formed a salient which included BEIDHA and the "upper" AUDALI country. He considered that it would be quite easy to combine Draft A, the warning, and Draft B, the ultimatum, which were attached to the Acting Resident's letter (M.E.(O)17) into one letter.

COLONEL REILLY concurred.

MR. REDEL agreed that the question of the Upper Audali and Beidha area ought to be considered. So far as he remembered, however, this aspect of the question had already formed the subject of considerable discussion in the autumn of 1928, when it had been agreed to postpone action in regard to the Zeidi occupation of the Upper Audali country. He thought it would be well that what passed on that occasion should be looked up before matters were carried any further, in order that we might be sure that the reasons which had led us to defer immediate action three years ago no longer operated.

MR. HOWARD also agreed to refer to the previous correspondence in the Colonial Office on this question.

THE SUB-COMMITTEE agreed to recommend:-

(1) That it is undesirable to link up the question of the ejection of the Zeidi tribesmen from Beidha and the Upper Audali country, which has been in Zeidi occupation for some six years, with the present proposal to secure the immediate withdrawal of the Imam's troops from the Al Ain area and the Wadi Beihan, which they had recently occupied.

(2) "That the action suggested by the Acting Resident to enforce the withdrawal of the Imam's troops from the Al Ain area and the Wadi Beihan be generally approved; but that, subject to the approval of the Secretary f State for the Colonies and of the Secretary State for Foreign Affairs, the warning and ultimatum proposed by the Acting Resident should be combined, and that an ultimatum be sent to the Imam as soon as possible, informing him that unless the Al Ain area were evacuated by a definite date air action would be taken to secure its evacuation.

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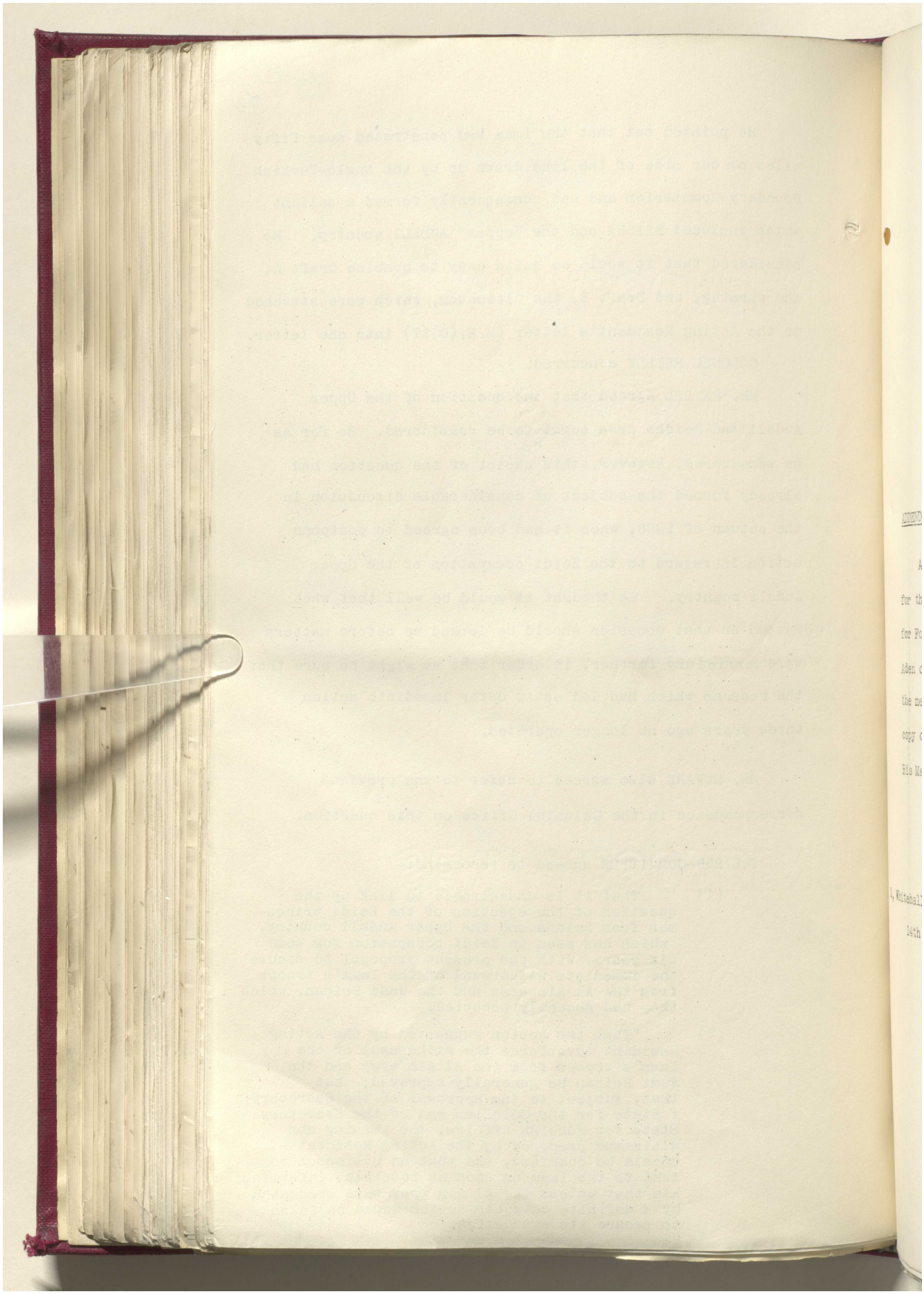

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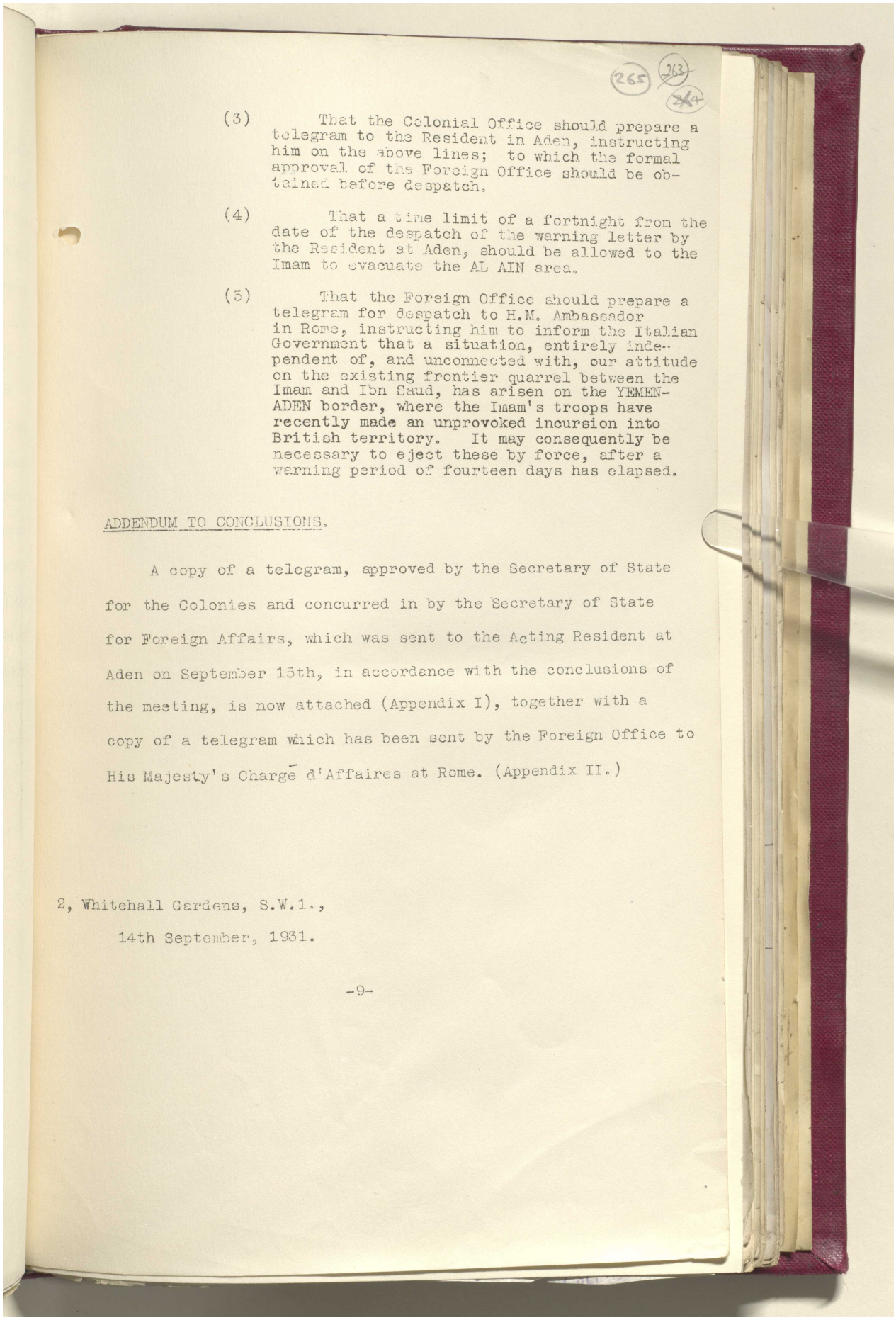

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(3) That the Colonial Office should prepare a telegram to the Resident in Aden, instructing him on the above lines; to which the formal approval of the Foreign Office should be obtained before despatch.

(4) That a time limit of a fortnight from the date of the despatch of the warning letter by the Resident at Aden, should be allowed to the Imam to evacuate the AL AIN area.

(5) That the Foreign Office should prepare a telegram for despatch to H.M. Ambassador in Rome, instructing him to inform the Italian Government that a situation, entirely independent of, and unconnected with, our attitude on the existing frontier quarrel between the Imam and Ibn Saud, has arisen on the YEMEN-ADEN border, where the Imam's troops have recently made an unprovoked incursion into British territory. It may consequently be necessary to eject these by force, after a warning period of fourteen days has elapsed.

ADDENDUM TO CONCLUSIONS.

A copy of a telegram, approved by the Secretary of State for the Colonies and concurred in by the Secretary of State for Foreign Affairs, which was sent to the Acting Resident at Aden on September 15th, in accordance with the conclusions of the meeting, is now attached (Appendix I), together with a copy of a telegram which has been sent by the Foreign Office to His Majesty's Chargé d'Affaires at Rome. (Appendix II.)

2, Whitehall Gardens, S.W.1.,
14th September, 1931.

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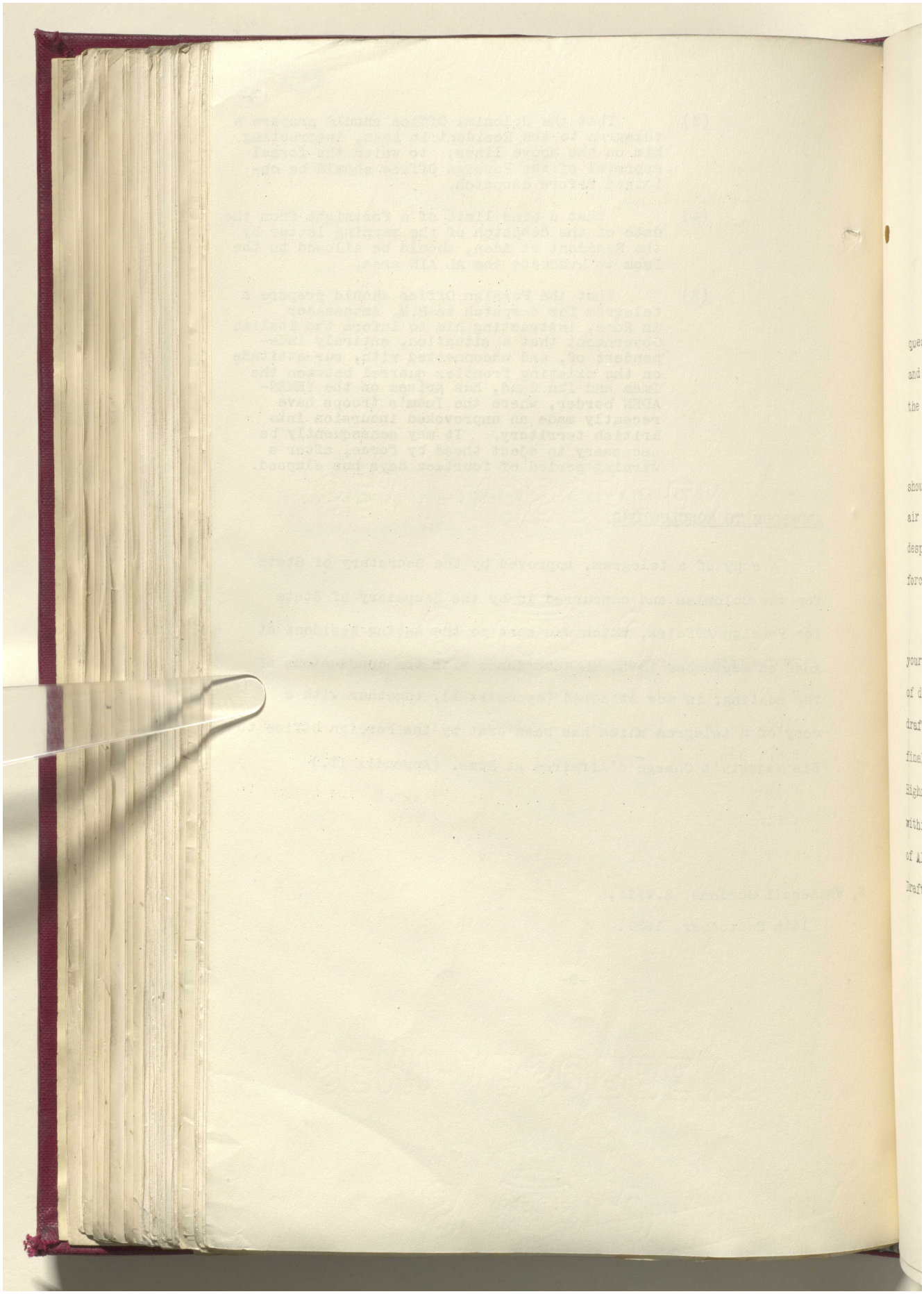

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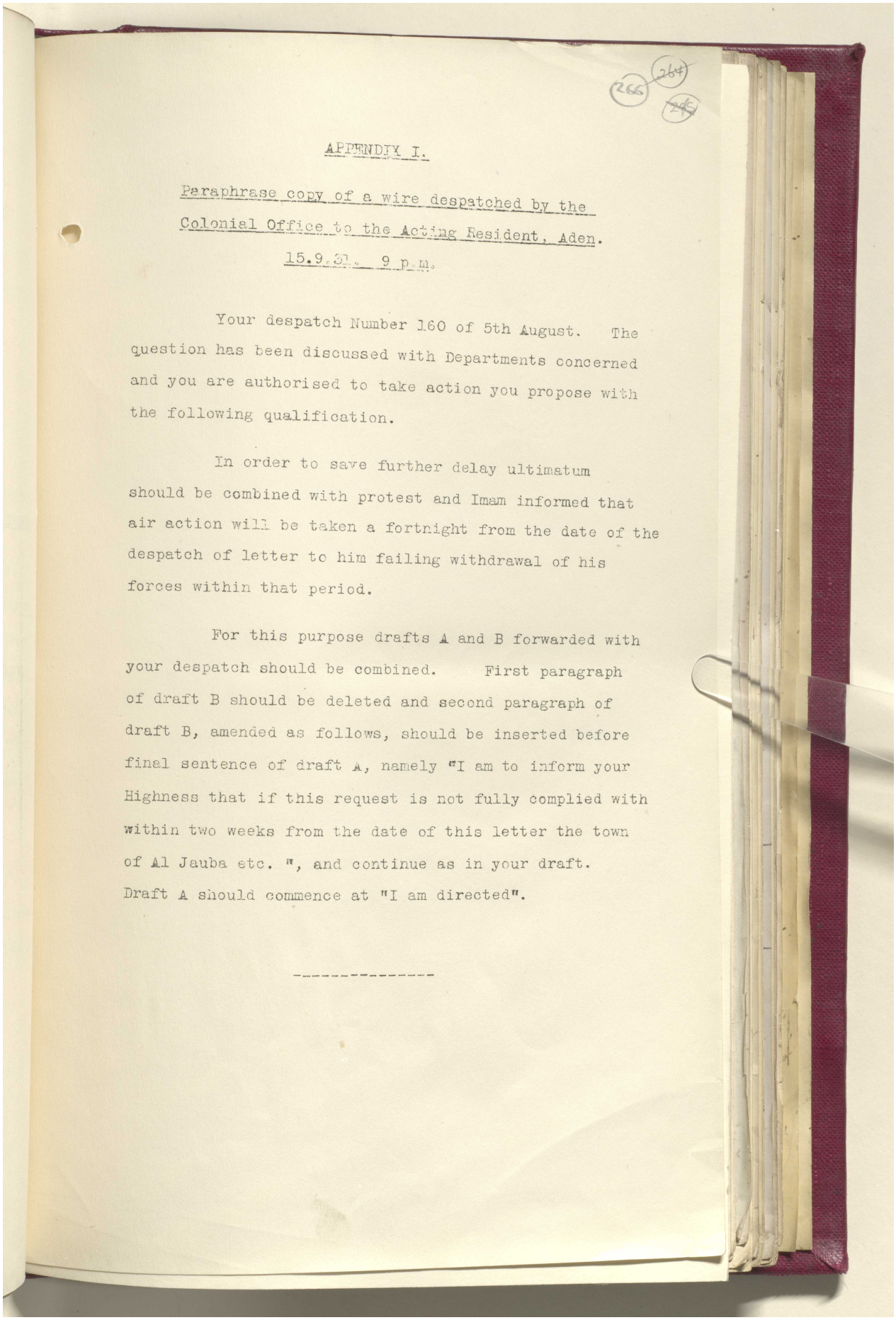

APPENDIX I.

Paraphrase copy of a wire despatched by the Colonial Office to the Acting Resident, Aden.

15.9.31. 9 p.m.

Your despatch Number 160 of 5th August. The question has been discussed with Departments concerned and you are authorised to take action you propose with the following qualification.

In order to save further delay ultimatum should be combined with protest and Imam informed that air action will be taken a fortnight from the date of the despatch of letter to him failing withdrawal of his forces within that period.

For this purpose drafts A and B forwarded with your despatch should be combined. First paragraph of draft B should be deleted and second paragraph of draft B, amended as follows, should be inserted before final sentence of draft A, namely "I am to inform your Highness that if this request is not fully complied with within two weeks from the date of this letter the town of Al Jauba etc. ", and continue as in your draft. Draft A should commence at "I am directed".

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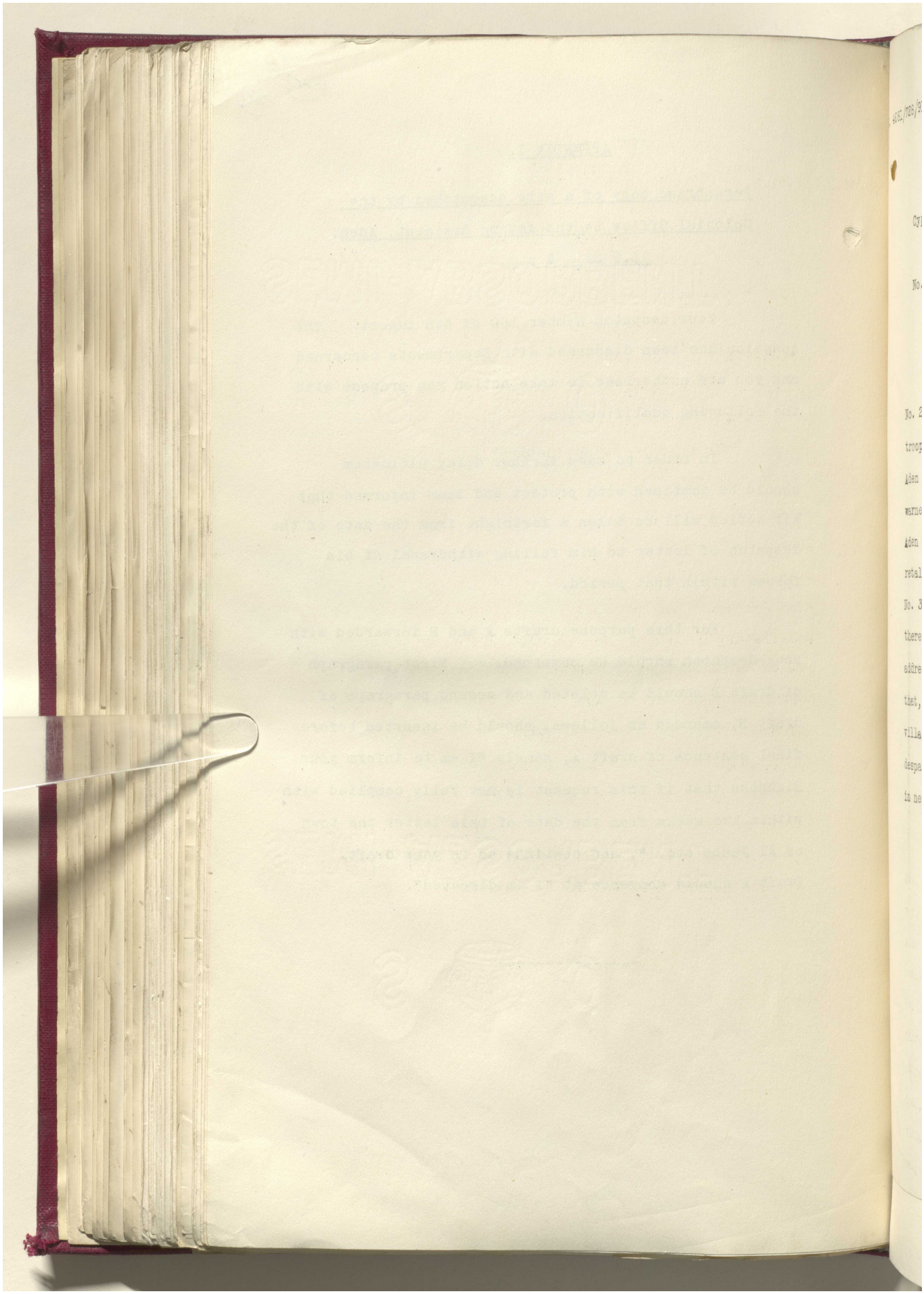

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APPENDIX II.

(E. 4681/728/91.)

267 265 266

To ITALY.

Cypher telegram to Mr. Murray, (Rome),

Foreign Office, 16th September, 1931, 2.00. p.m.

No. 240.

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Since despatch of instructions in my telegram No. 233 (of 5th September) news has been received that troops of Imam have occupied group of villages in Aden Protectorate territory. Imam was clearly warned in 1927 that occupation of any portion of Aden Protectorate rendered him liable at any time to retaliatory measures (see Foreign Office despatch No. 388 of 10th March, 1927). Instructions have therefore been sent to Acting Resident, Aden, to address letter to Imam protesting, and informing him that, if his forces are not completely withdrawn from villages referred to within two weeks from date of despatch of letter from Aden, Zeidi garrison towns in neighbourhood will be bombed.

Please inform Italian Government accordingly.

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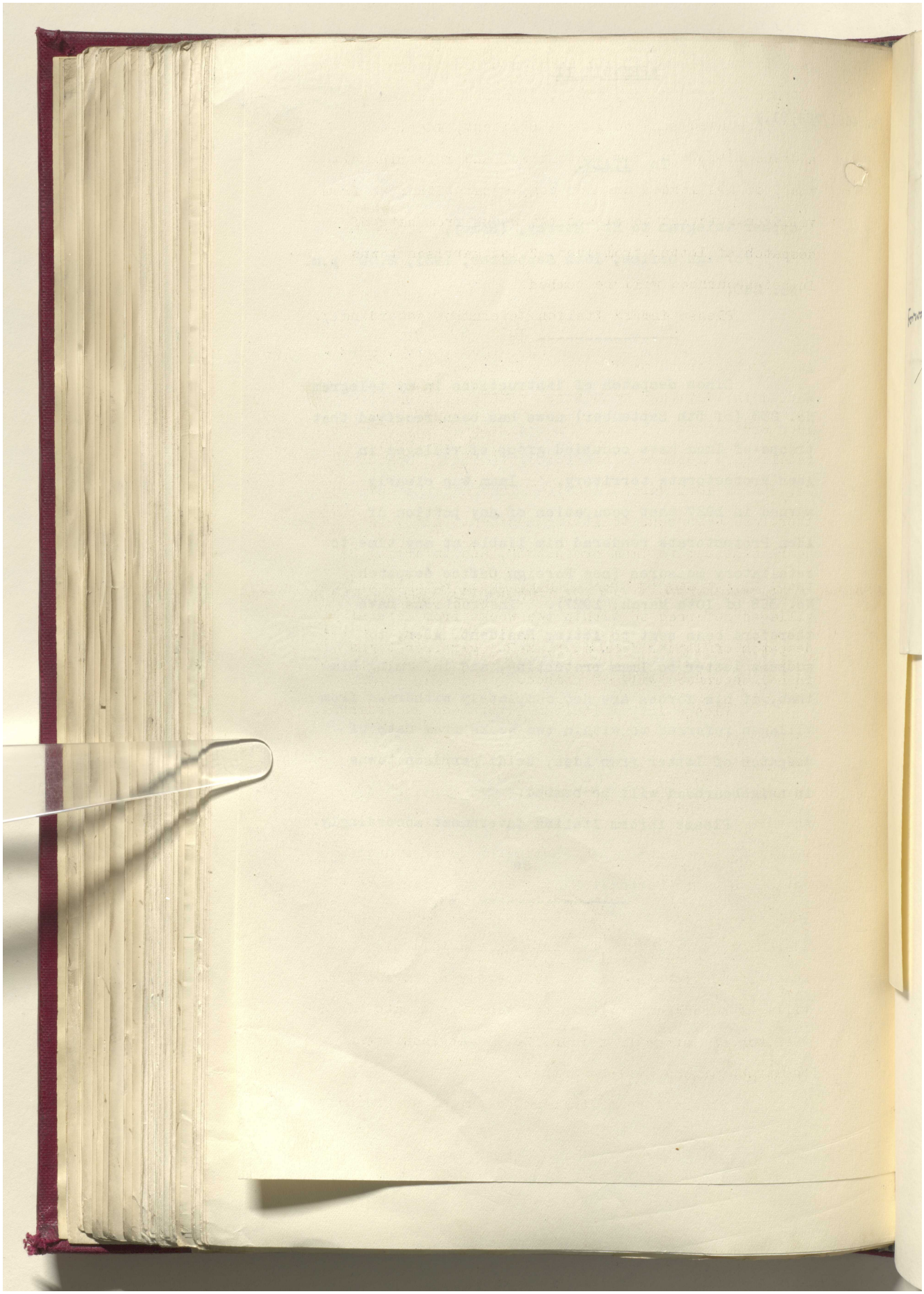

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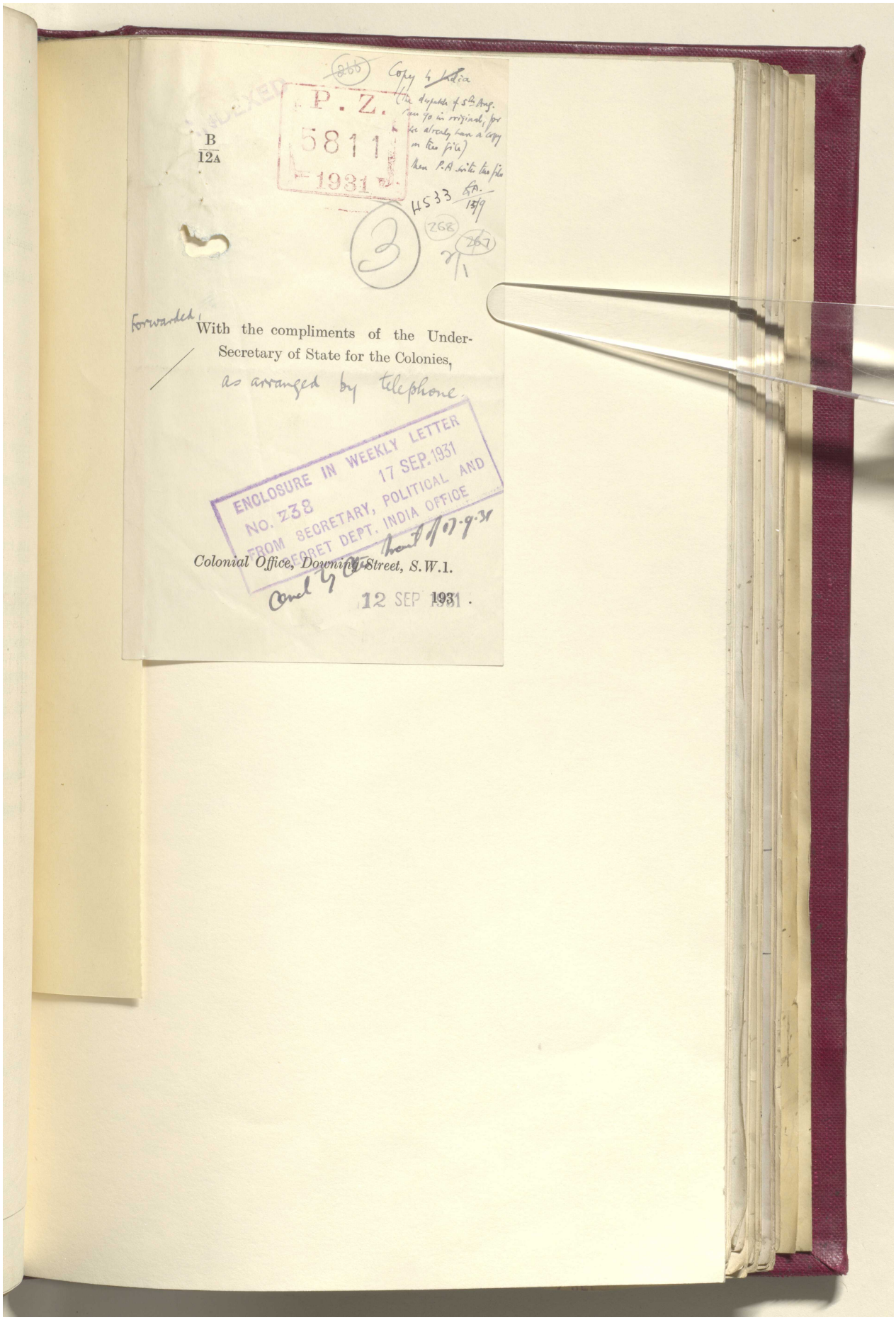

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Copy to India
(the despatch of 5th Aug. can go in original, for we already have a copy on this file)
then P.A. write this file

H533 GA. 13/9

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Forwarded,

With the compliments of the Under-Secretary of State for the Colonies,

as arranged by telephone.

ENCLOSURE IN WEEKLY LETTER
No. 238 17 SEP. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

Colonial Office, Downing Street, S.W.1.

Cancel by Cy. Transit of 17.9.31

12 SEP 1931

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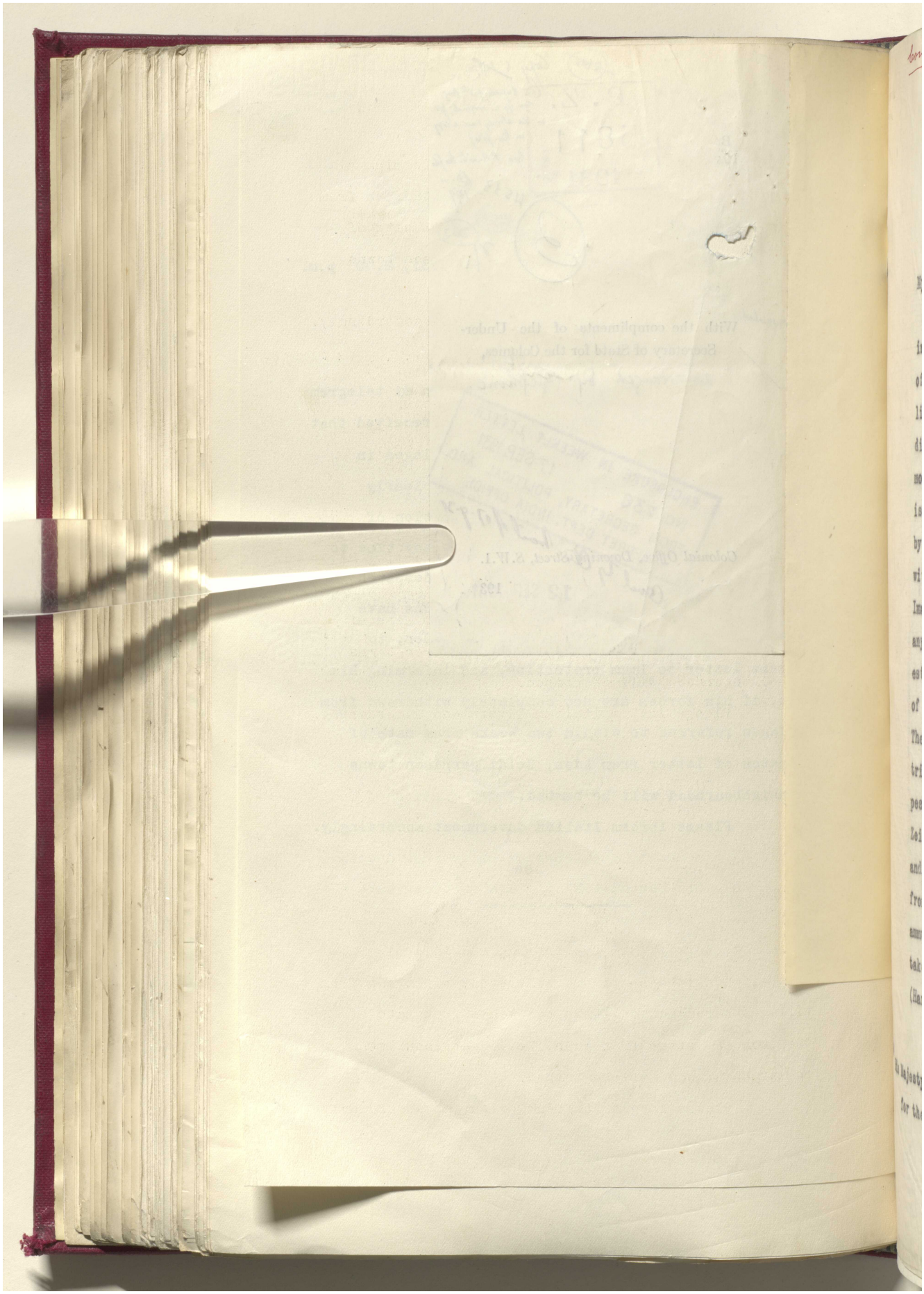

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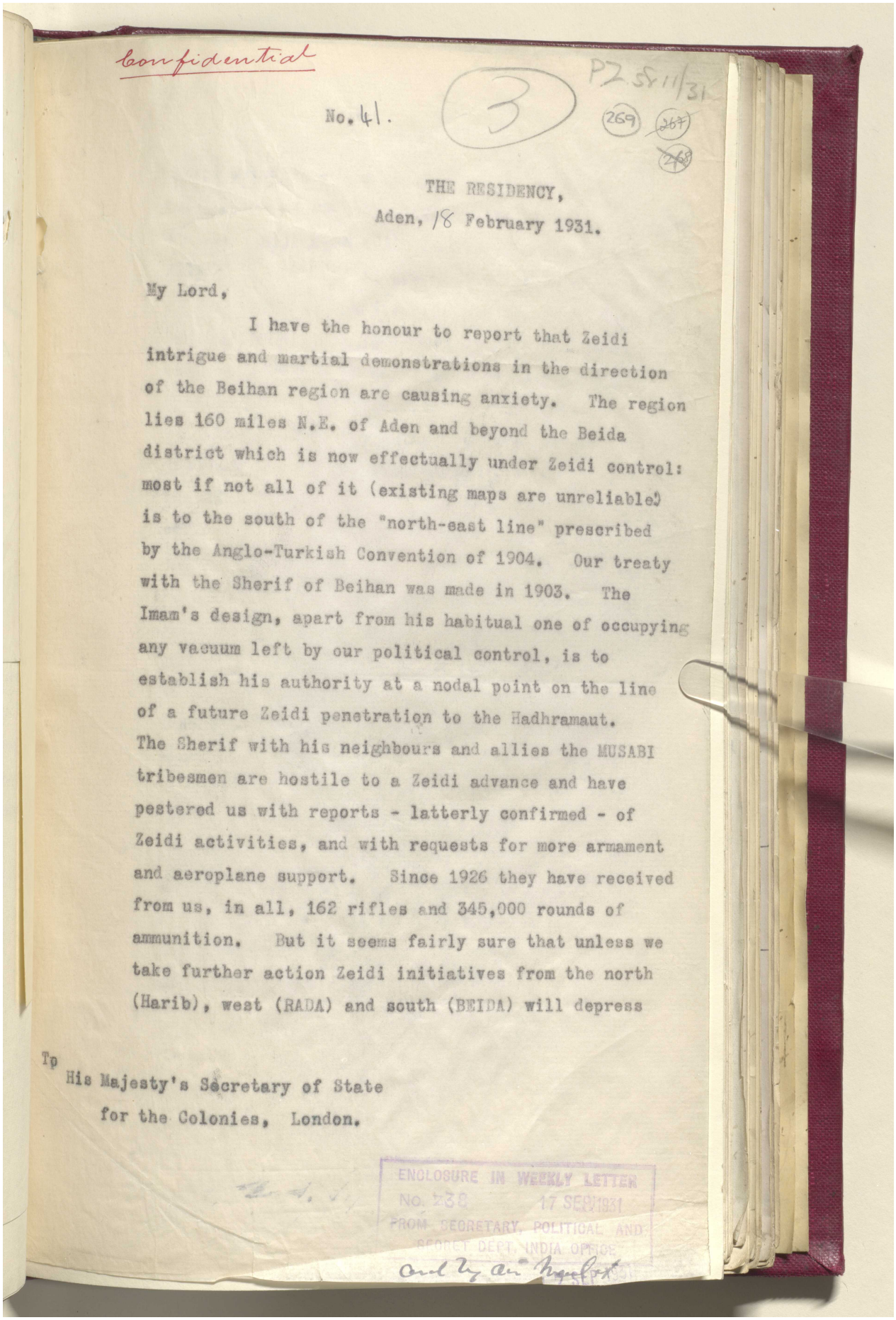

confidential

No. 41.

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P.Z. 5511/31

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THE RESIDENCY,
Aden, 18 February 1931.

My Lord,

I have the honour to report that Zeidi intrigue and martial demonstrations in the direction of the Beihan region are causing anxiety. The region lies 160 miles N.E. of Aden and beyond the Beida district which is now effectually under Zeidi control: most if not all of it (existing maps are unreliable) is to the south of the "north-east line" prescribed by the Anglo-Turkish Convention of 1904. Our treaty with the Sherif of Beihan was made in 1903. The Imam's design, apart from his habitual one of occupying any vacuum left by our political control, is to establish his authority at a nodal point on the line of a future Zeidi penetration to the Hadhramaut. The Sherif with his neighbours and allies the MUSABI tribesmen are hostile to a Zeidi advance and have pestered us with reports - latterly confirmed - of Zeidi activities, and with requests for more armament and aeroplane support. Since 1926 they have received from us, in all, 162 rifles and 345,000 rounds of ammunition. But it seems fairly sure that unless we take further action Zeidi initiatives from the north (Harib), west (RADA) and south (BEIDA) will depress

To
His Majesty's Secretary of State
for the Colonies, London.

ENCLOSURE IN WEEKLY LETTER
No. 238 17 SEP 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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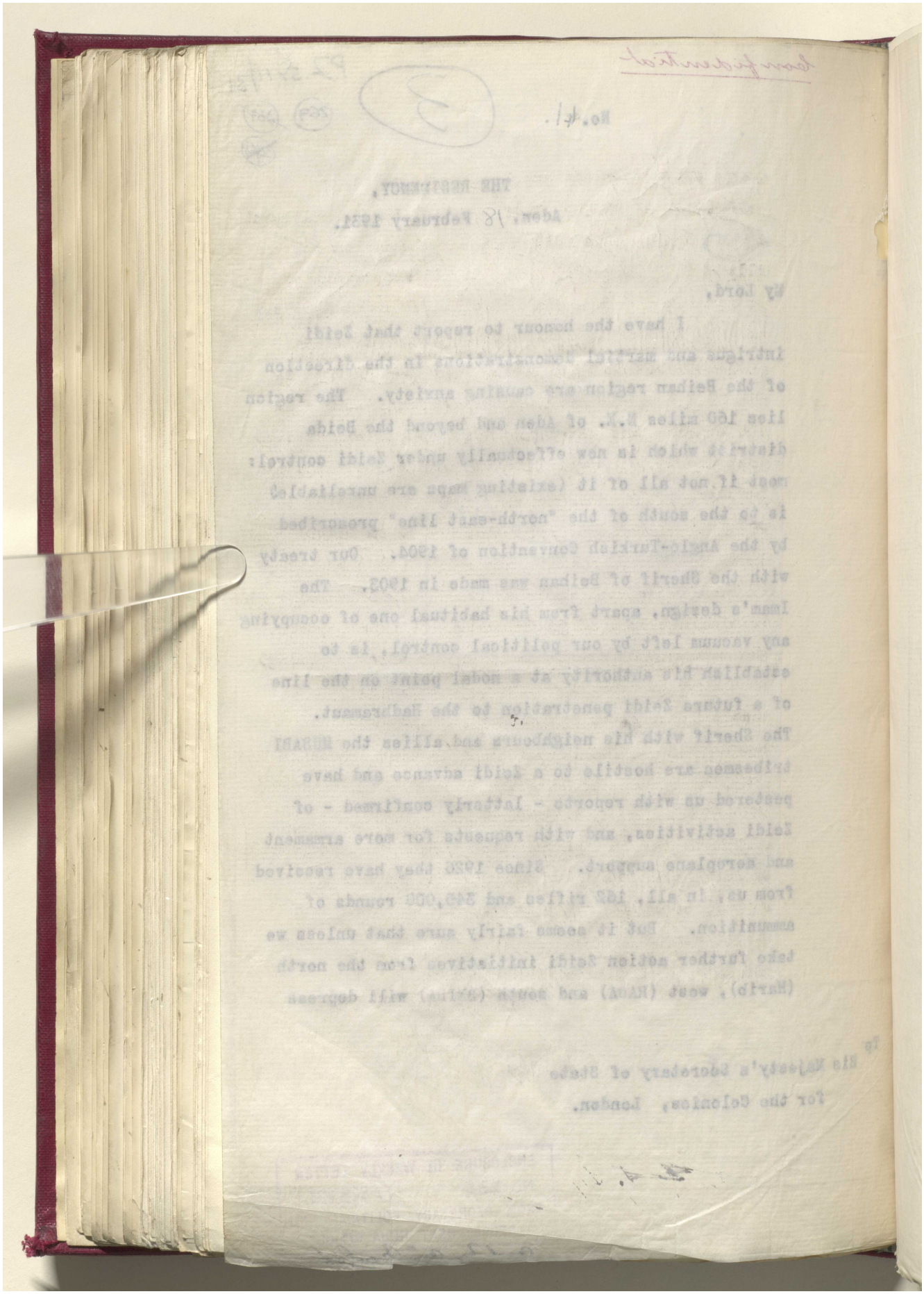

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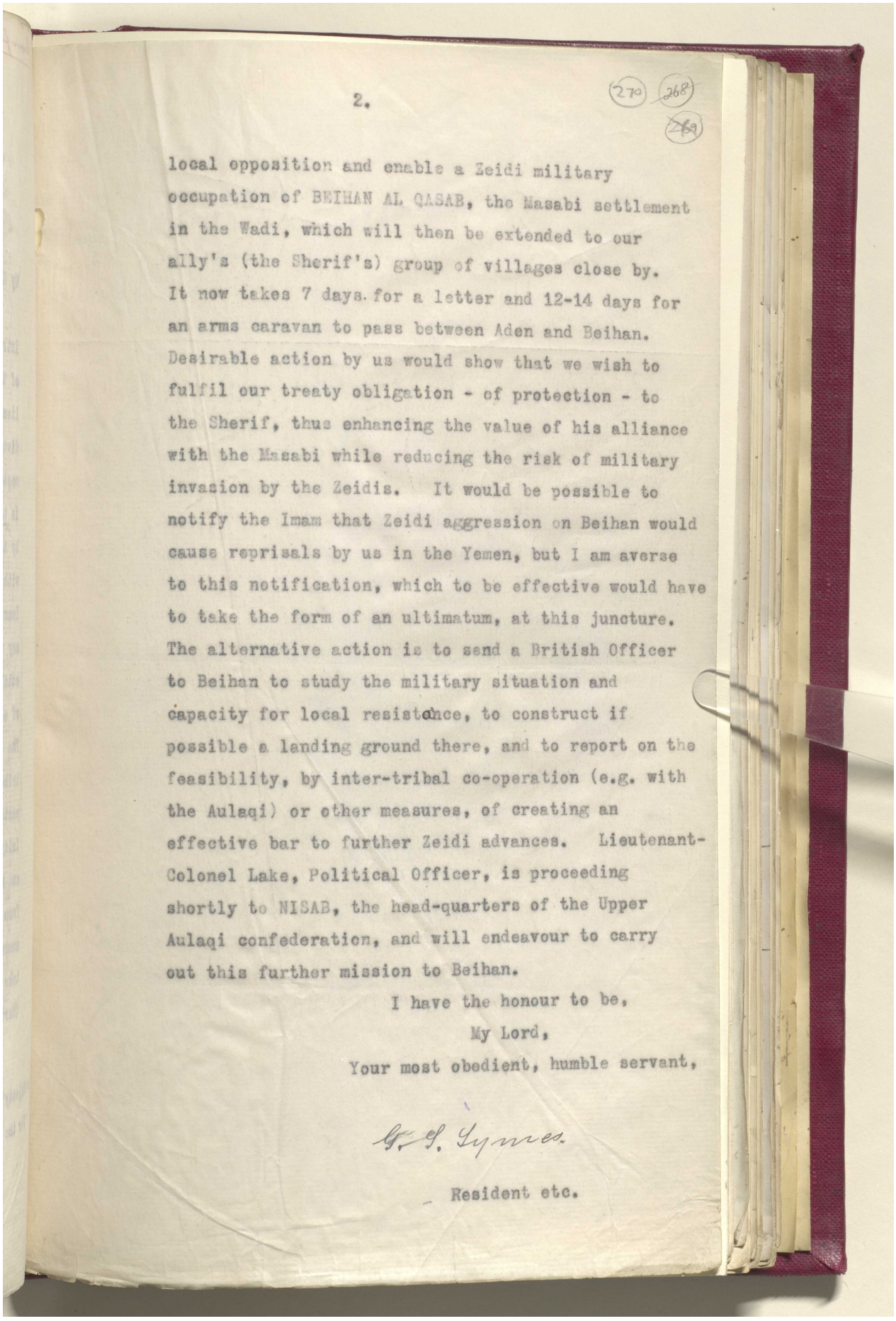



(270) (268) (269)

local opposition and enable a Zeidi military occupation of BEIHAN AL QASAB, the Masabi settlement in the Wadi, which will then be extended to our ally's (the Sherif's) group of villages close by. It now takes 7 days for a letter and 12-14 days for an arms caravan to pass between Aden and Beihan. Desirable action by us would show that we wish to fulfil our treaty obligation - of protection - to the Sherif, thus enhancing the value of his alliance with the Masabi while reducing the risk of military invasion by the Zeidis. It would be possible to notify the Imam that Zeidi aggression on Beihan would cause reprisals by us in the Yemen, but I am averse to this notification, which to be effective would have to take the form of an ultimatum, at this juncture. The alternative action is to send a British Officer to Beihan to study the military situation and capacity for local resistance, to construct if possible a landing ground there, and to report on the feasibility, by inter-tribal co-operation (e.g. with the Aulaqi) or other measures, of creating an effective bar to further Zeidi advances. Lieutenant-Colonel Lake, Political Officer, is proceeding shortly to NISAB, the head-quarters of the Upper Aulaqi confederation, and will endeavour to carry out this further mission to Beihan.

I have the honour to be,

My Lord,

Your most obedient, humble servant,

G. S. Symes.

Resident etc.

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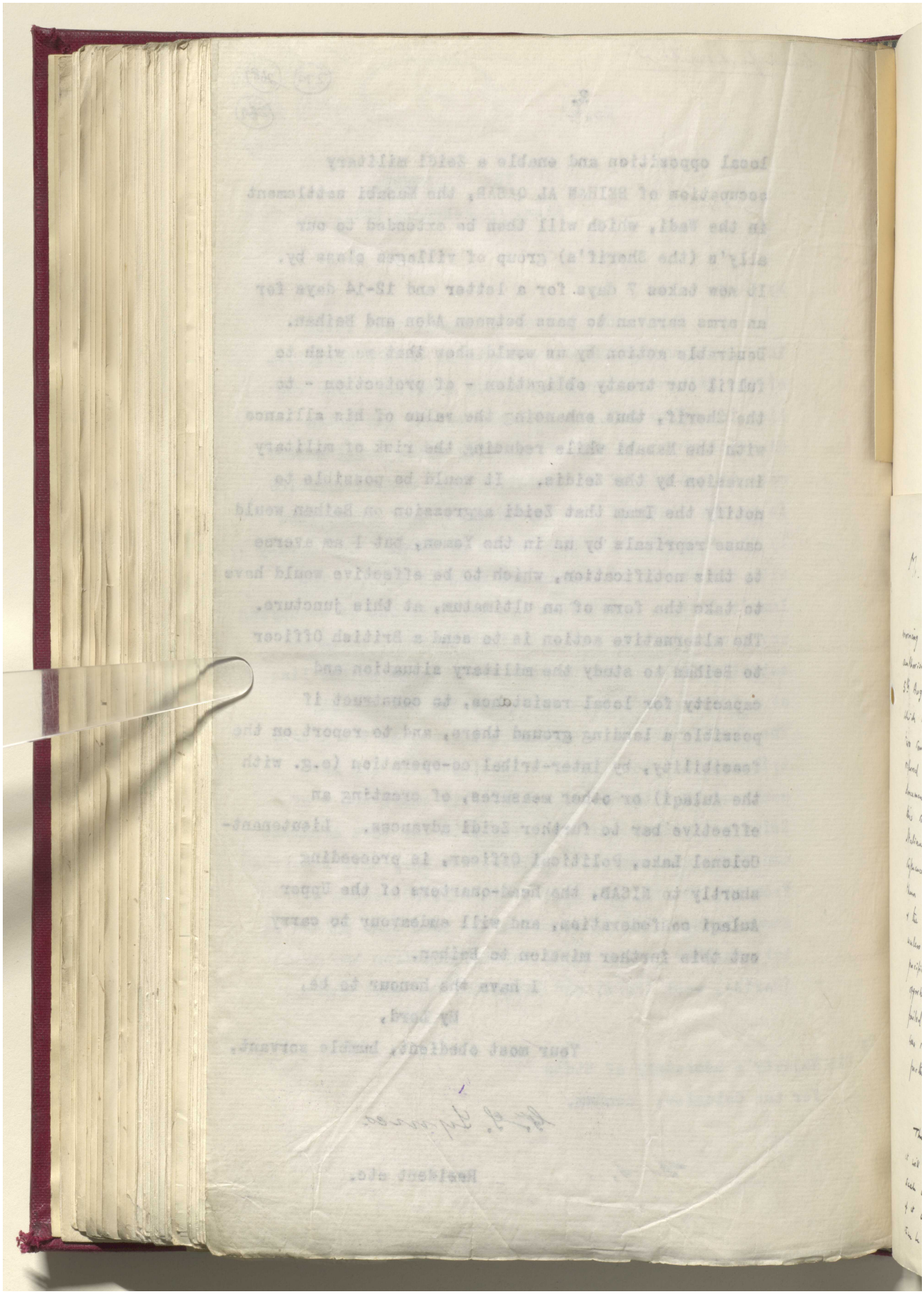

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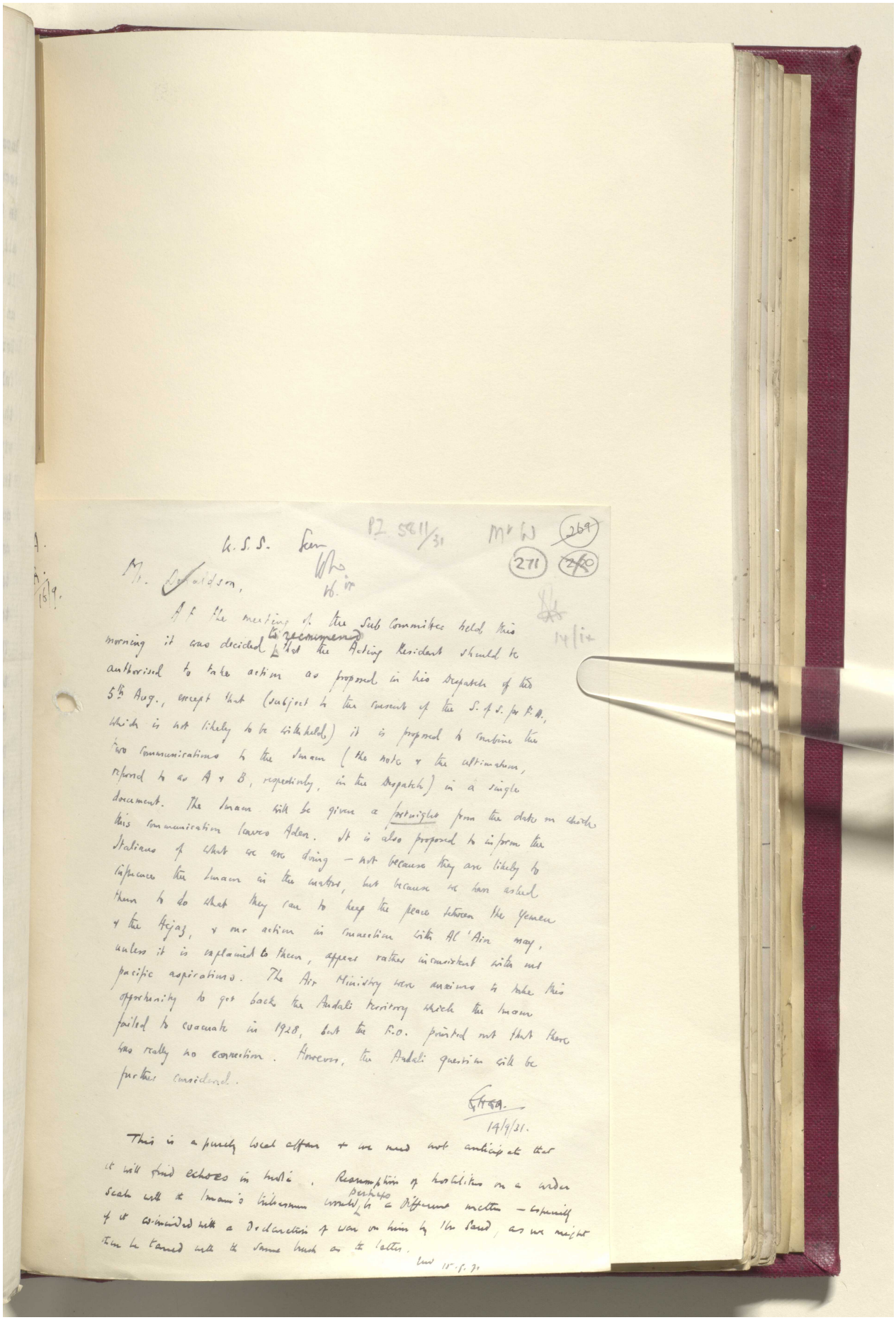

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K.S.S. Seen

PZ 5811/31 Mr W (269) (271) (270)

Mr. Donaldson,

16.ix

14/ix

At the meeting of the Sub Committee held this morning it was decided to recommend that the Acting Resident should be authorised to take action as proposed in his Despatch of the 5th Aug., except that (subject to the consent of the S. of S. for F.A., which is not likely to be withheld) it is proposed to combine the two communications to the Imam (the note & the ultimatum, referred to as A & B, respectively, in the Despatch) in a single document. The Imam will be given a fortnight from the date on which this communication leaves Aden. It is also proposed to inform the Italians of what we are doing — not because they are likely to influence the Imam in the matter, but because we have asked them to do what they can to keep the peace between the Yemen & the Hejaz, & our action in connection with Al 'Ain may, unless it is explained to them, appear rather inconsistent with our pacific aspirations. The Air Ministry were anxious to take this opportunity to get back the Andali territory which the Imam failed to evacuate in 1928, but the F.O. pointed out that there was really no connection. However, the Andali question will be further considered.

[illegible]
14/9/31.

This is a purely local affair & we need not anticipate that it will find echoes in India. Resumption of hostilities on a wider scale with the Imam's tribesmen would perhaps be a different matter — especially if it coincided with a Declaration of war on him by Ibn Saud, as we might then be tarred with the same brush as the latter.

[illegible] 15.9.31

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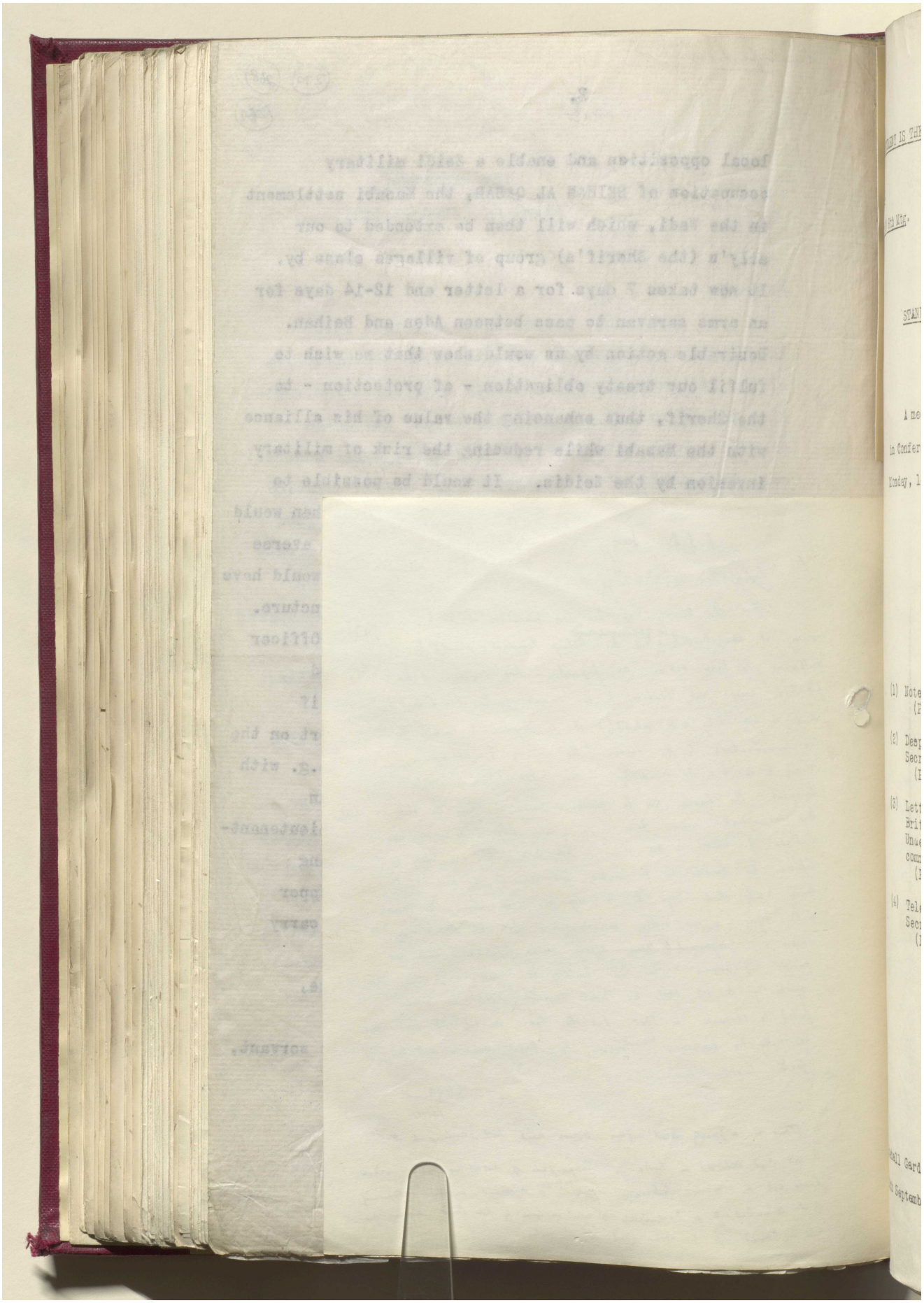

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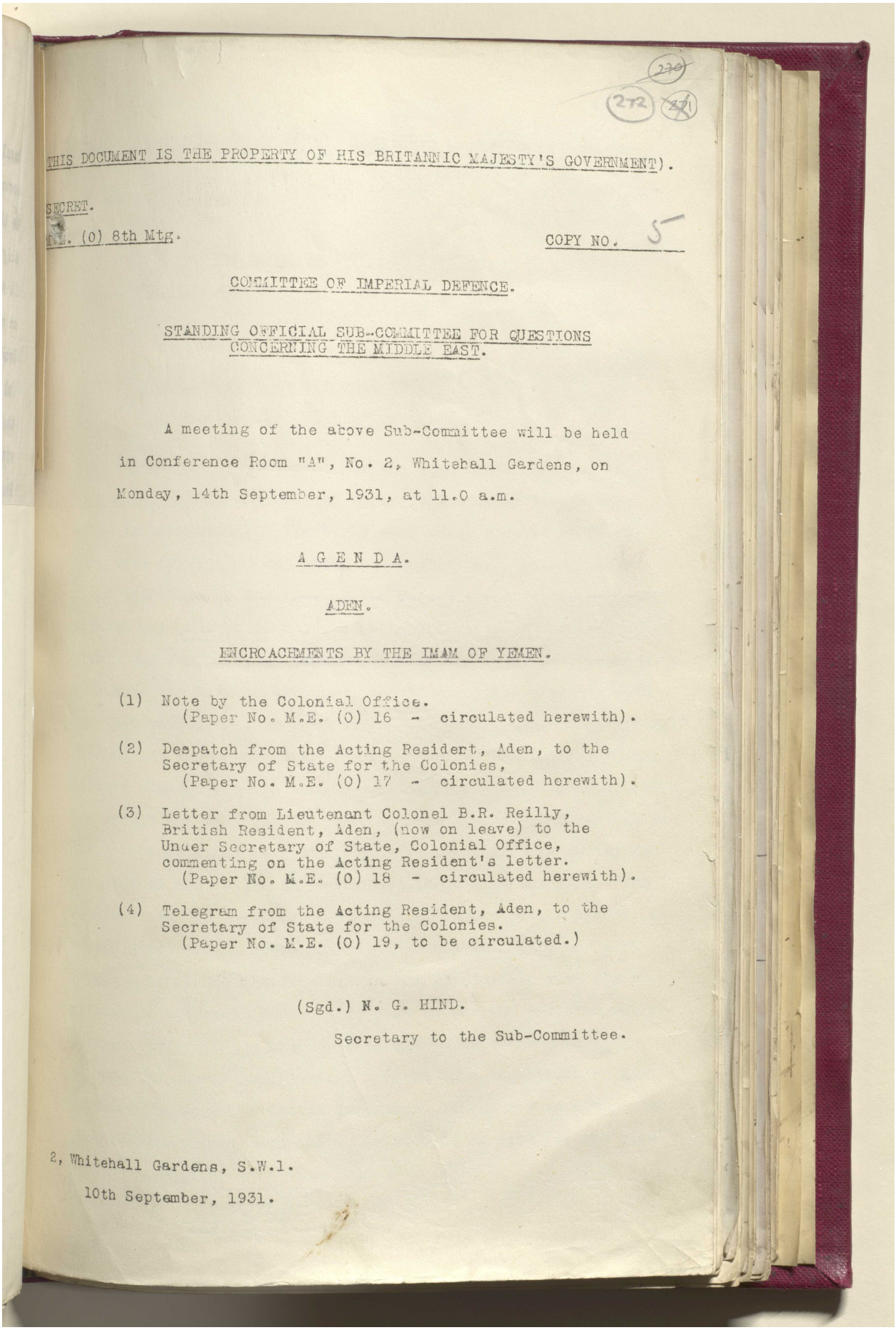

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M.E. (O) 8th Mtg.

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

A meeting of the above Sub-Committee will be held in Conference Room "A", No. 2, Whitehall Gardens, on Monday, 14th September, 1931, at 11.0 a.m.

A G E N D A.

ADEN.

ENCROACHMENTS BY THE IMAM OF YEMEN.

(1) Note by the Colonial Office.
(Paper No. M.E. (O) 16 - circulated herewith).

(2) Despatch from the Acting Resident, Aden, to the Secretary of State for the Colonies,
(Paper No. M.E. (O) 17 - circulated herewith).

(3) Letter from Lieutenant Colonel B.R. Reilly, British Resident, Aden, (now on leave) to the Under Secretary of State, Colonial Office, commenting on the Acting Resident's letter.
(Paper No. M.E. (O) 18 - circulated herewith).

(4) Telegram from the Acting Resident, Aden, to the Secretary of State for the Colonies.
(Paper No. M.E. (O) 19, to be circulated.)

(Sgd.) N. G. HIND.

Secretary to the Sub-Committee.

2, Whitehall Gardens, S.W.1.

10th September, 1931.

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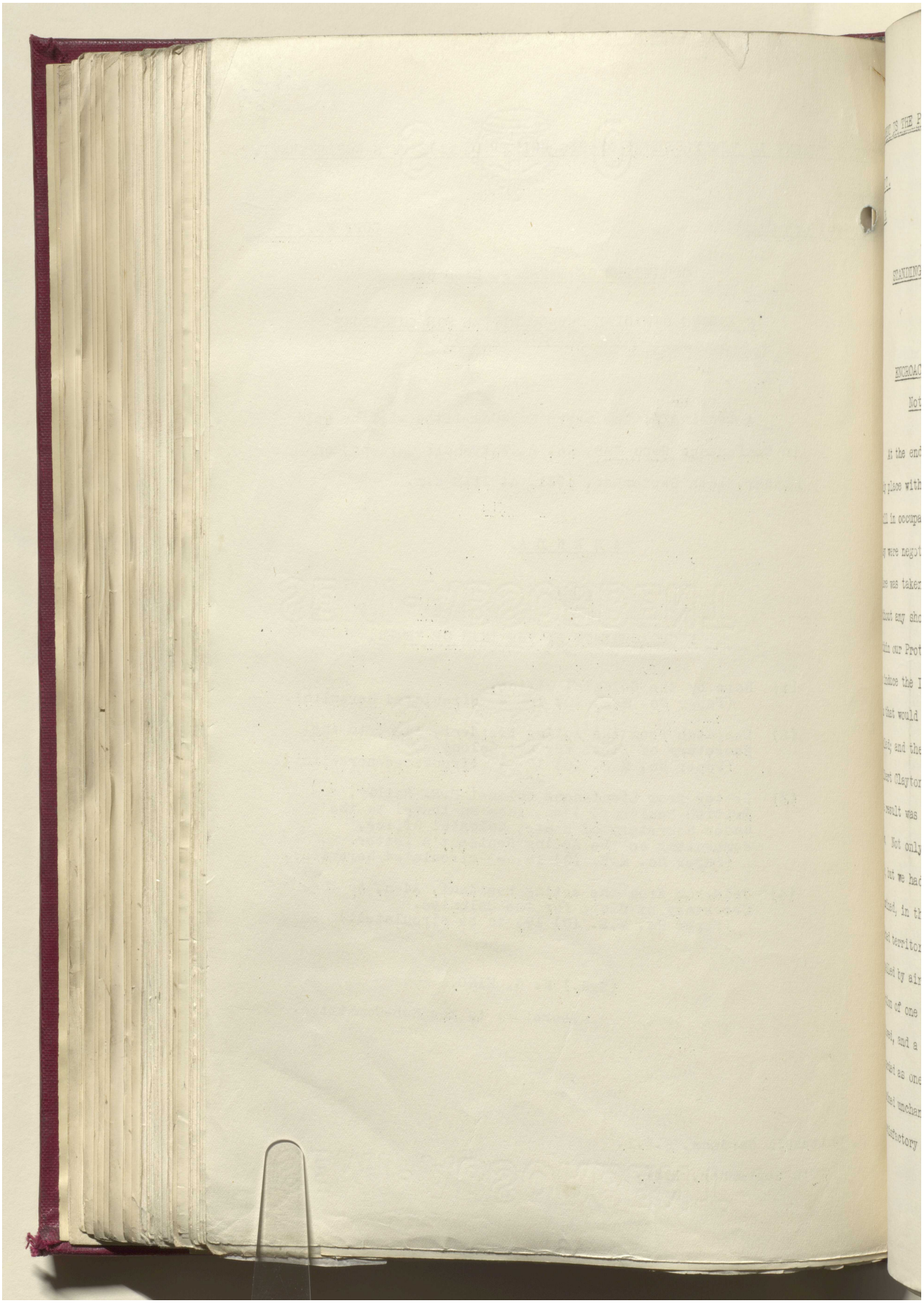

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E C R E T.

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COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE ON QUESTIONS CONCERNING THE MIDDLE EAST.

A D E N.

ENCROACHMENTS BY THE IMAM OF YEMEN.

Note by the Colonial Office.

At the end of the Great War the Aden Hinterland was the only place within the British Empire where enemy troops were still in occupation. The Turks were never ejected by force; they were negotiated out after the Armistice. Later, their place was taken by the Imam of the Yemen, whose forces occupied, without any show of right, a considerable area of the land within our Protectorate boundary. Various attempts were made to induce the Imam to withdraw, and to negotiate a treaty with him that would regulate our future relations. All these attempts failed; and the despatch of special mission, under the late Sir Gilbert Clayton, to the Imam's capital proved equally unsuccessful. The result was that in 1926 British prestige in those regions was low. Not only had we failed to drive out the Turks during the War, but we had failed in our negotiations with the Imam. He remained, in the teeth of our protests, in occupation of our protected territory. Eventually in 1928 the Imam's forces were expelled by air action from within our boundaries, with the exception of one small strip. To that extent the position was retrieved, and a status quo was established which need no longer be regarded as one of humiliation. Since 1928 the situation has remained unchanged. Though irregular, it is not an altogether unsatisfactory one; and there is much to be said for the view



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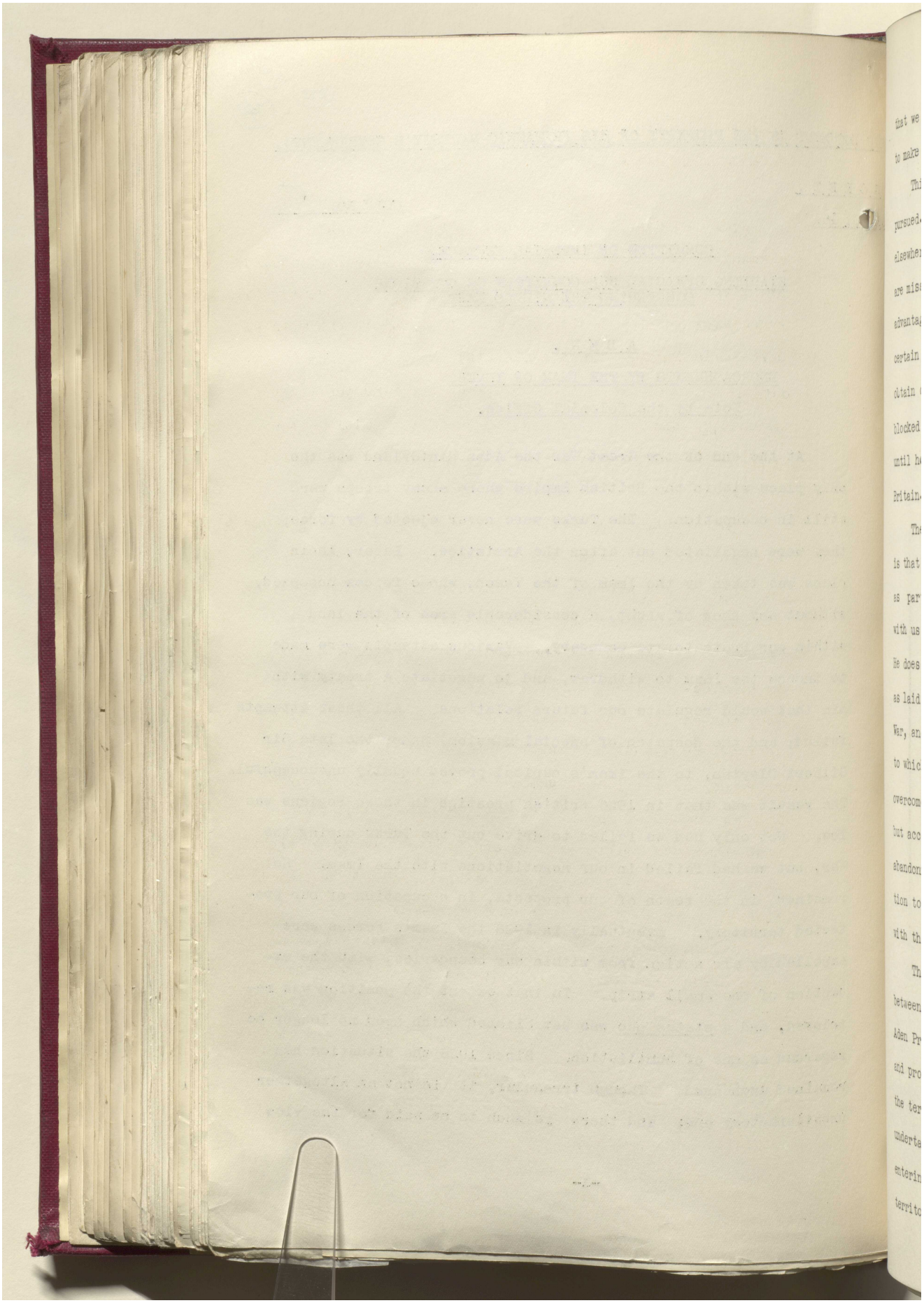

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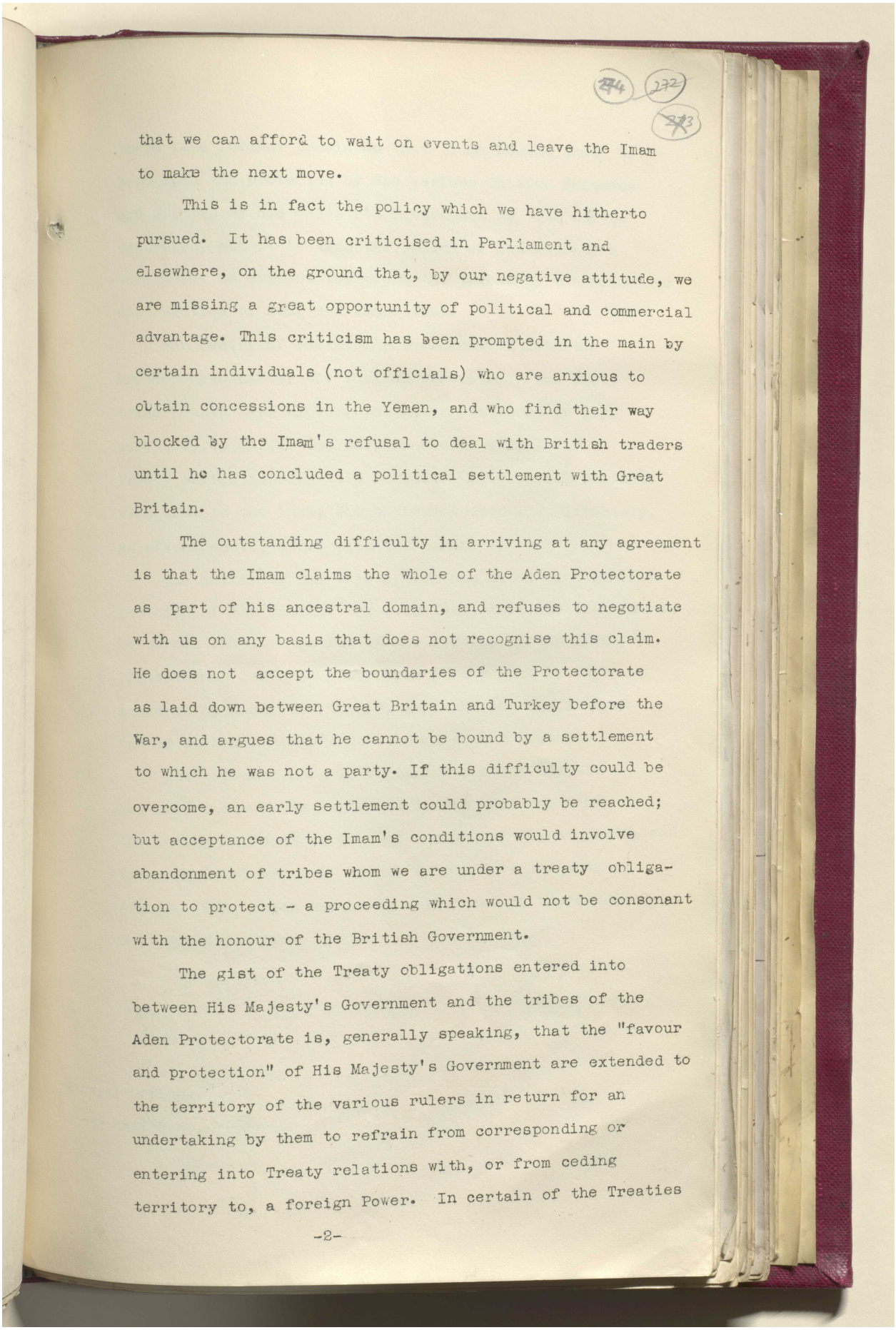

that we can afford to wait on events and leave the Imam to make the next move.

This is in fact the policy which we have hitherto pursued. It has been criticised in Parliament and elsewhere, on the ground that, by our negative attitude, we are missing a great opportunity of political and commercial advantage. This criticism has been prompted in the main by certain individuals (not officials) who are anxious to obtain concessions in the Yemen, and who find their way blocked by the Imam's refusal to deal with British traders until he has concluded a political settlement with Great Britain.

The outstanding difficulty in arriving at any agreement is that the Imam claims the whole of the Aden Protectorate as part of his ancestral domain, and refuses to negotiate with us on any basis that does not recognise this claim. He does not accept the boundaries of the Protectorate as laid down between Great Britain and Turkey before the War, and argues that he cannot be bound by a settlement to which he was not a party. If this difficulty could be overcome, an early settlement could probably be reached; but acceptance of the Imam's conditions would involve abandonment of tribes whom we are under a treaty obligation to protect - a proceeding which would not be consonant with the honour of the British Government.

The gist of the Treaty obligations entered into between His Majesty's Government and the tribes of the Aden Protectorate is, generally speaking, that the "favour and protection" of His Majesty's Government are extended to the territory of the various rulers in return for an undertaking by them to refrain from corresponding or entering into Treaty relations with, or from ceding territory to, a foreign Power. In certain of the Treaties

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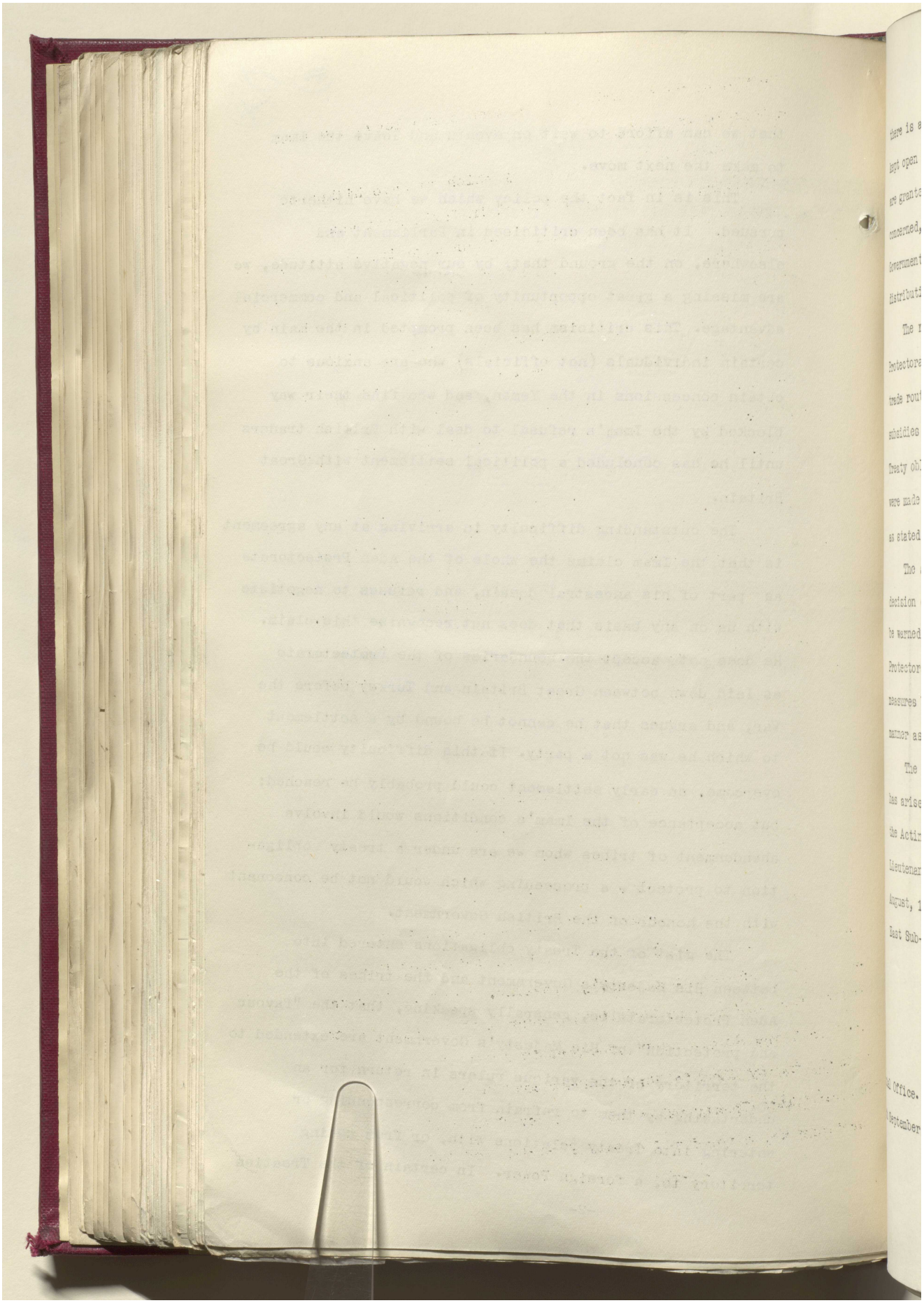

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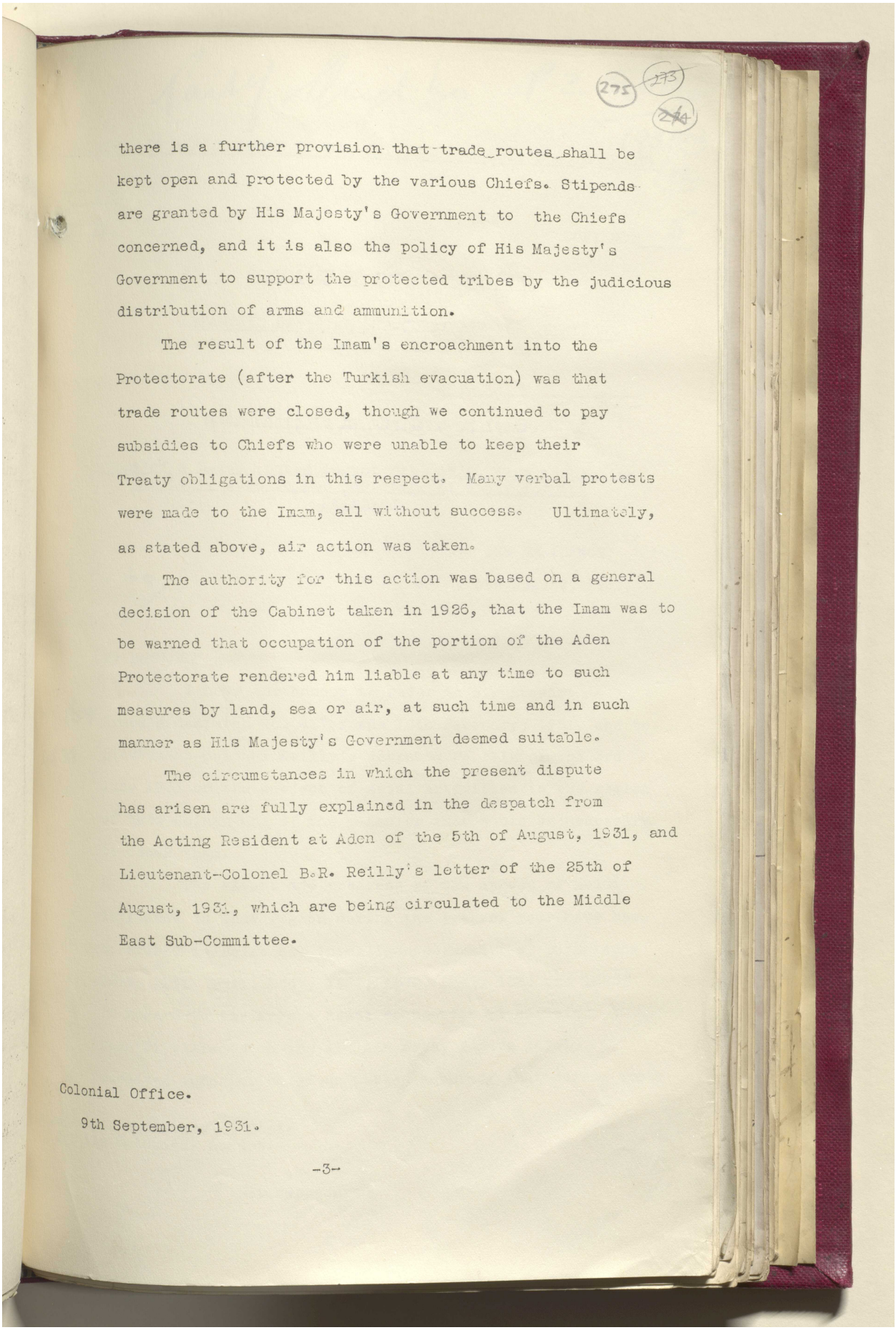

there is a further provision that trade routes shall be kept open and protected by the various Chiefs. Stipends are granted by His Majesty's Government to the Chiefs concerned, and it is also the policy of His Majesty's Government to support the protected tribes by the judicious distribution of arms and ammunition.

The result of the Imam's encroachment into the Protectorate (after the Turkish evacuation) was that trade routes were closed, though we continued to pay subsidies to Chiefs who were unable to keep their Treaty obligations in this respect. Many verbal protests were made to the Imam, all without success. Ultimately, as stated above, air action was taken.

The authority for this action was based on a general decision of the Cabinet taken in 1926, that the Imam was to be warned that occupation of the portion of the Aden Protectorate rendered him liable at any time to such measures by land, sea or air, at such time and in such manner as His Majesty's Government deemed suitable.

The circumstances in which the present dispute has arisen are fully explained in the despatch from the Acting Resident at Aden of the 5th of August, 1931, and Lieutenant-Colonel B.R. Reilly's letter of the 25th of August, 1931, which are being circulated to the Middle East Sub-Committee.

Colonial Office.
9th September, 1931.



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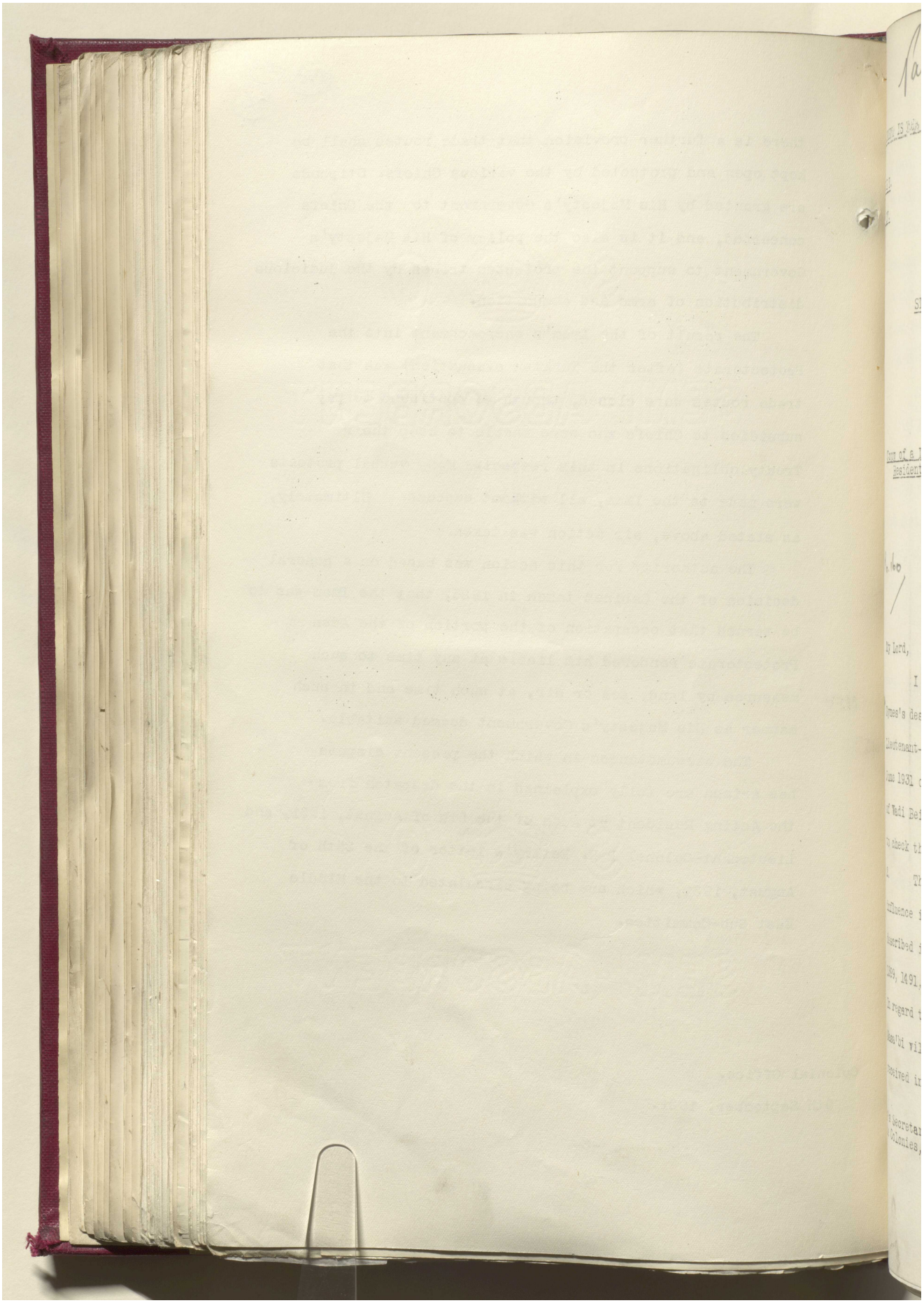

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M.I.(O) 17.

COPY NO. 5

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

ADEN.

Encroachments by the Iman of Yemen.

Copy of a Despatch dated August 5th, 1931, from the Acting Resident, Aden to the Secretary of State for the Colonies.

THE RESIDENCY,

ADEN, 5th August, 1931.

No. 160

P.Z. 5811/31

My Lord,

I have the honour to refer to Sir Stewart Symes's despatch No. 41* of the 18th February, 1931, and to Lieutenant-Colonel Reilly's despatch No. 116* of the 3rd June 1931 on the subject of Zeidi activities in the region of Wadi Beihan and of the measures that would be necessary to check them.

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2. The extent and progress of the spread of Zeidi influence in that region during the present year have been described in Political Intelligence Summaries, paragraphs 1399, 1491, 1541, 1547, 1567, 1572, 1581, 1584 and 1585.* In regard to the recent Zeidi occupation of certain Masa'bi villages in the Al 'Ain area, I have lately received information of undoubted accuracy that during the

His Majesty's Secretary of State
for the Colonies, London.

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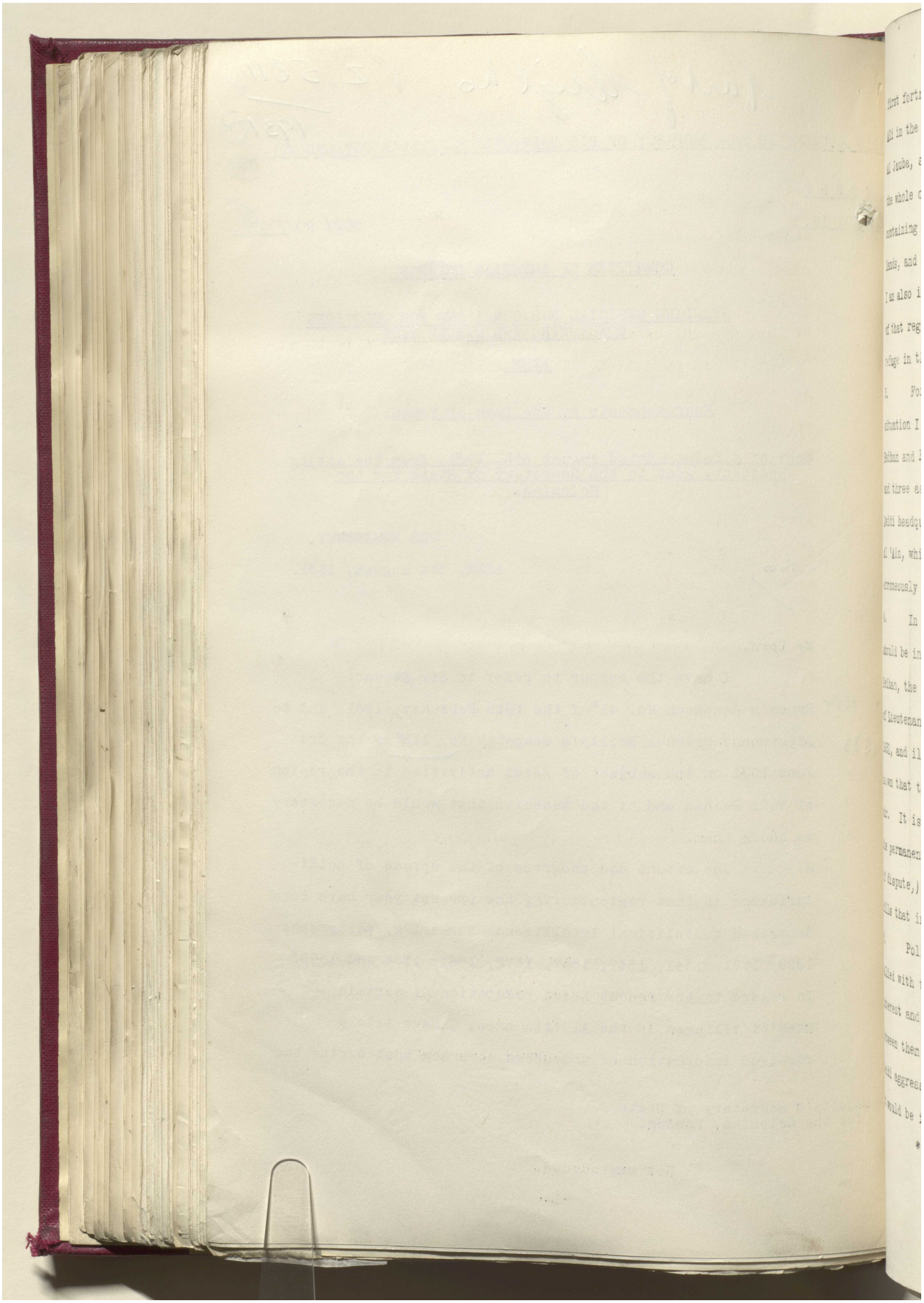

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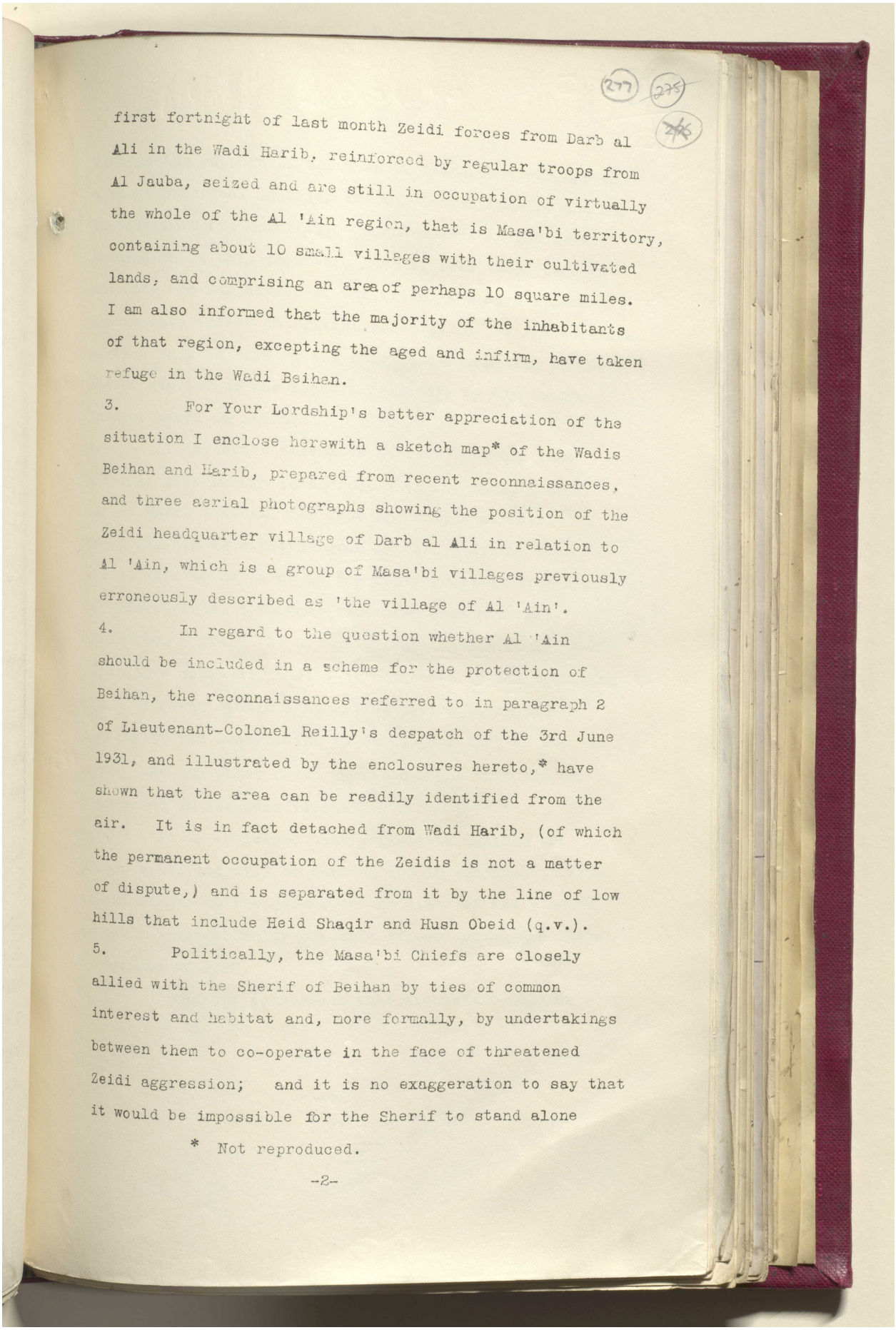

(277) (275) (276)

first fortnight of last month Zeidi forces from Darb al Ali in the Wadi Harib, reinforced by regular troops from Al Jauba, seized and are still in occupation of virtually the whole of the Al 'Ain region, that is Masa'bi territory, containing about 10 small villages with their cultivated lands, and comprising an area of perhaps 10 square miles. I am also informed that the majority of the inhabitants of that region, excepting the aged and infirm, have taken refuge in the Wadi Beihan.

3. For Your Lordship's better appreciation of the situation I enclose herewith a sketch map* of the Wadis Beihan and Harib, prepared from recent reconnaissances, and three aerial photographs showing the position of the Zeidi headquarter village of Darb al Ali in relation to Al 'Ain, which is a group of Masa'bi villages previously erroneously described as 'the village of Al 'Ain'.

4. In regard to the question whether Al 'Ain should be included in a scheme for the protection of Beihan, the reconnaissances referred to in paragraph 2 of Lieutenant-Colonel Reilly's despatch of the 3rd June 1931, and illustrated by the enclosures hereto,* have shown that the area can be readily identified from the air. It is in fact detached from Wadi Harib, (of which the permanent occupation of the Zeidis is not a matter of dispute,) and is separated from it by the line of low hills that include Heid Shaqir and Husn Obeid (q.v.).

5. Politically, the Masa'bi Chiefs are closely allied with the Sherif of Beihan by ties of common interest and habitat and, more formally, by undertakings between them to co-operate in the face of threatened Zeidi aggression; and it is no exaggeration to say that it would be impossible for the Sherif to stand alone

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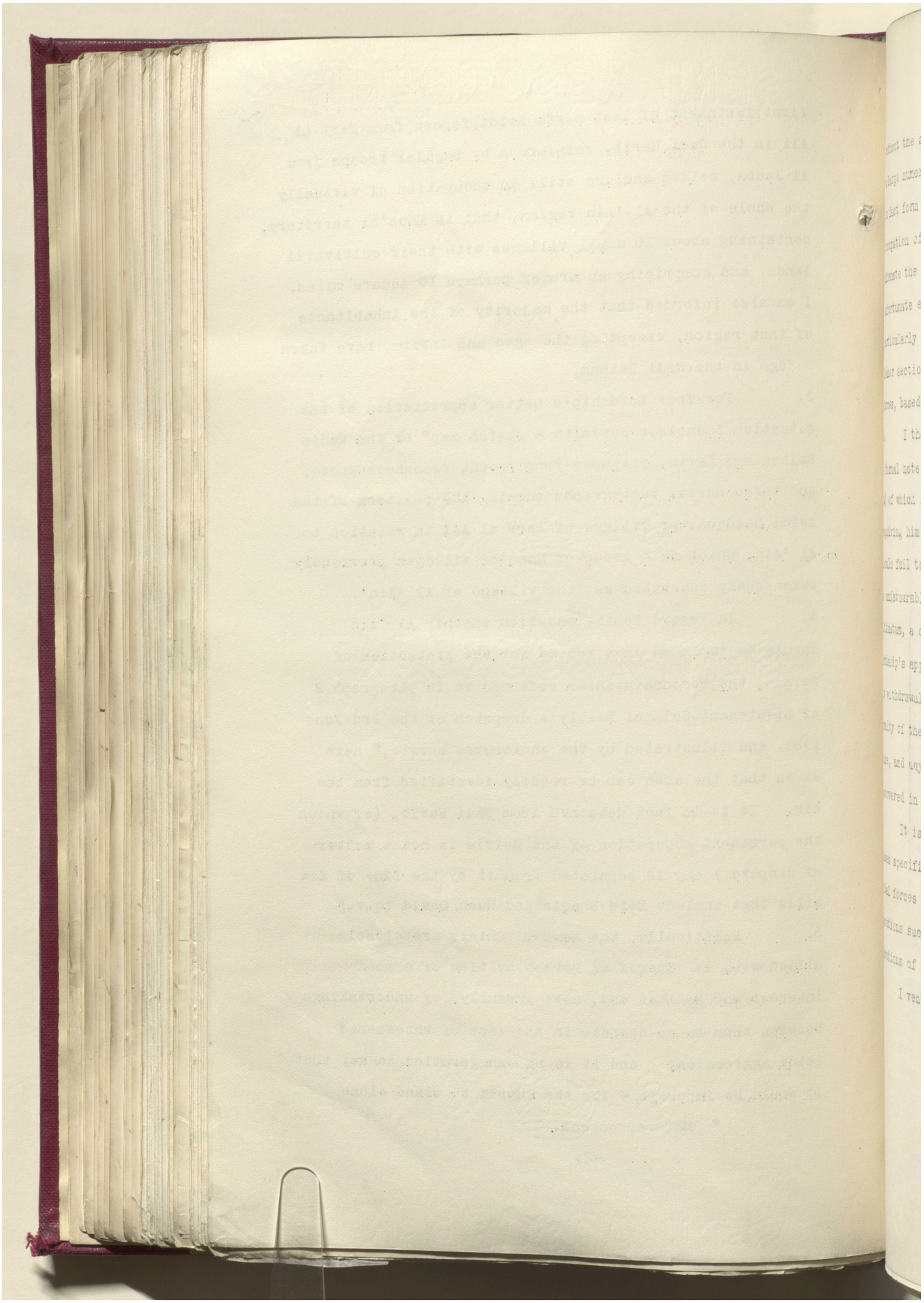

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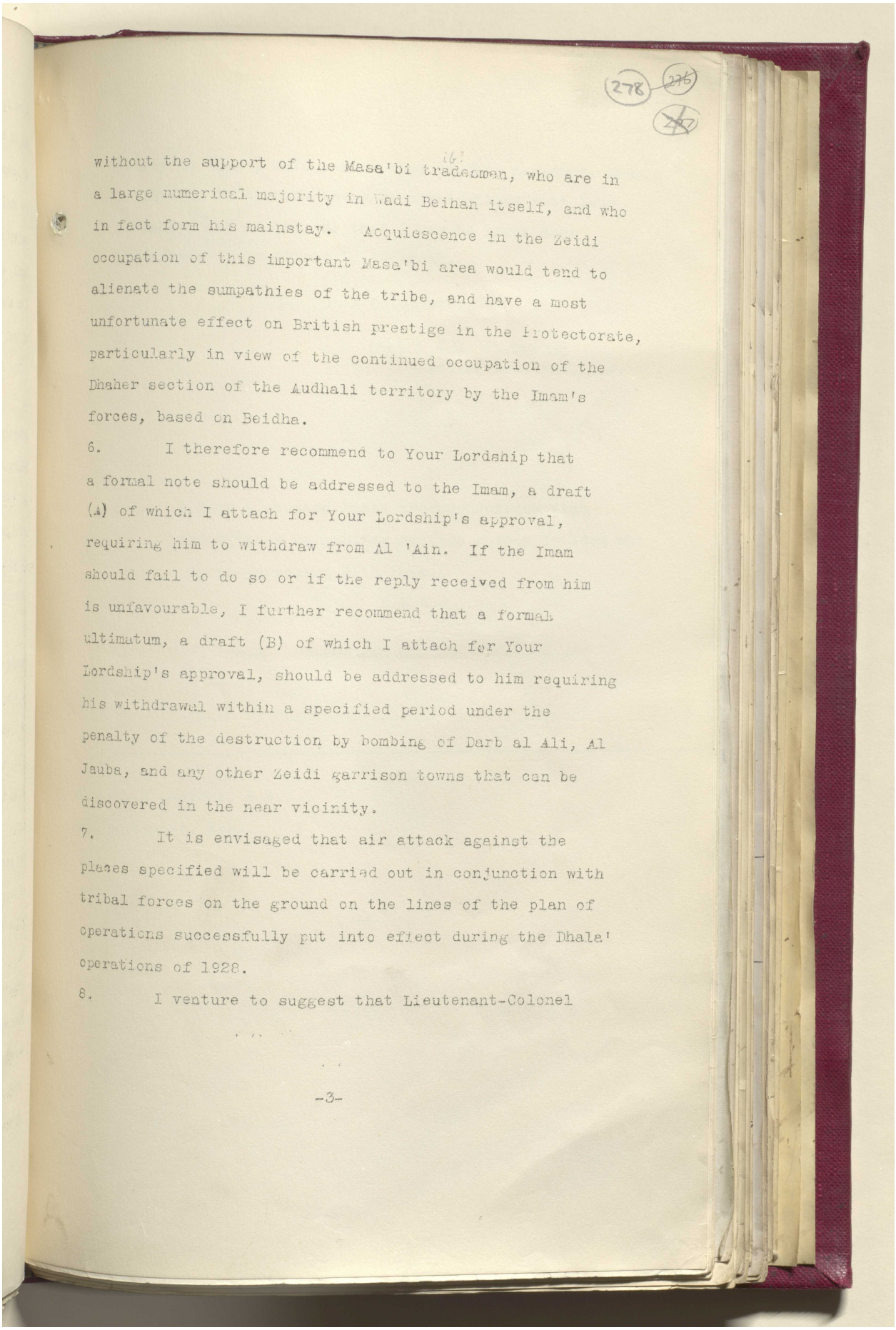

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without the support of the Masa'bi tradesmen, who are in a large numerical majority in Wadi Beihan itself, and who in fact form his mainstay. Acquiescence in the Zeidi occupation of this important Masa'bi area would tend to alienate the sumpathies of the tribe, and have a most unfortunate effect on British prestige in the Protectorate, particularly in view of the continued occupation of the Dhaher section of the Audhali territory by the Imam's forces, based on Beidha.

6. I therefore recommend to Your Lordship that a formal note should be addressed to the Imam, a draft (A) of which I attach for Your Lordship's approval, requiring him to withdraw from Al 'Ain. If the Imam should fail to do so or if the reply received from him is unfavourable, I further recommend that a formal ultimatum, a draft (B) of which I attach for Your Lordship's approval, should be addressed to him requiring his withdrawal within a specified period under the penalty of the destruction by bombing of Darb al Ali, Al Jauba, and any other Zeidi garrison towns that can be discovered in the near vicinity.

7. It is envisaged that air attack against the places specified will be carried out in conjunction with tribal forces on the ground on the lines of the plan of operations successfully put into effect during the Dhala' operations of 1928.

8. I venture to suggest that Lieutenant-Colonel

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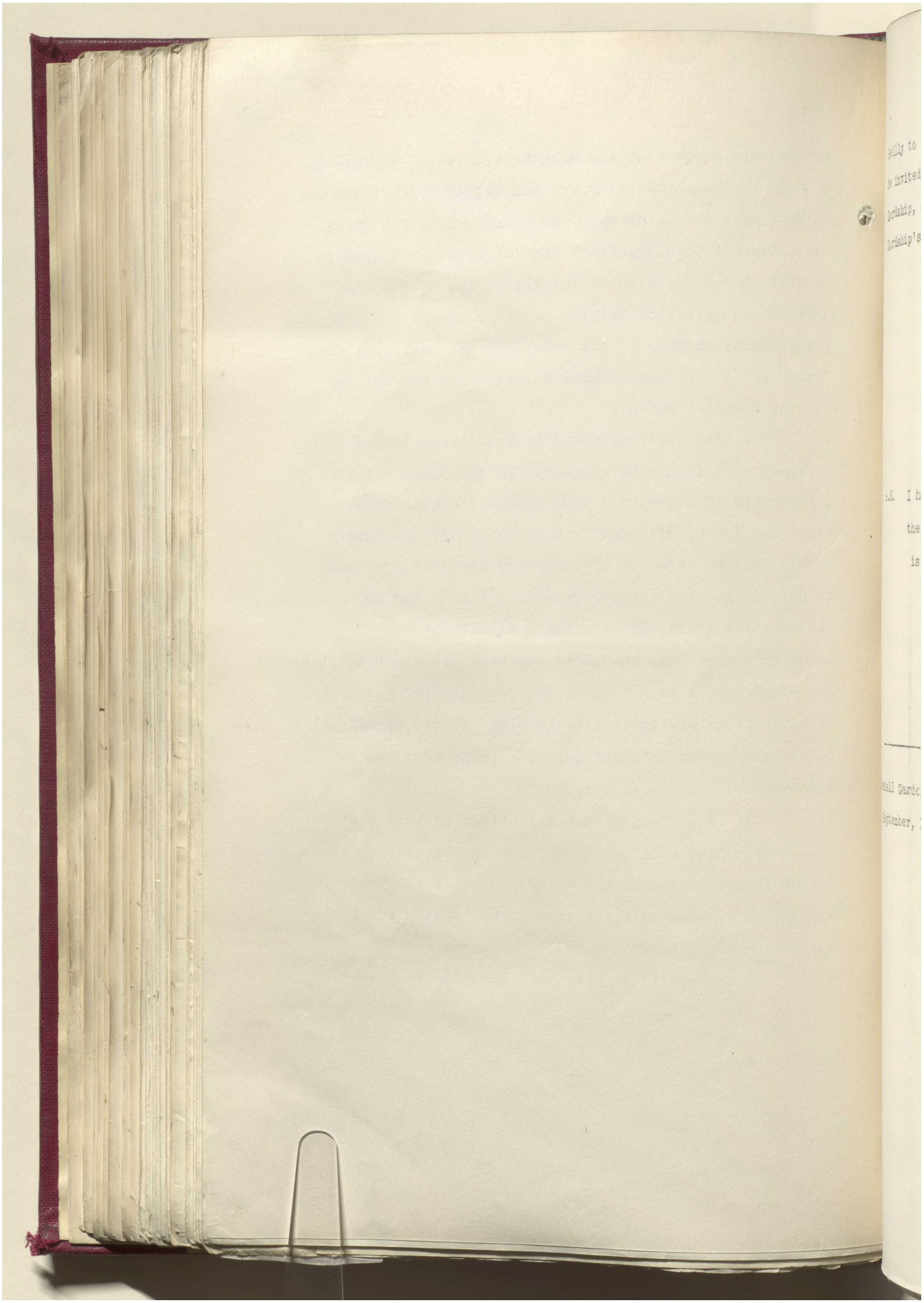

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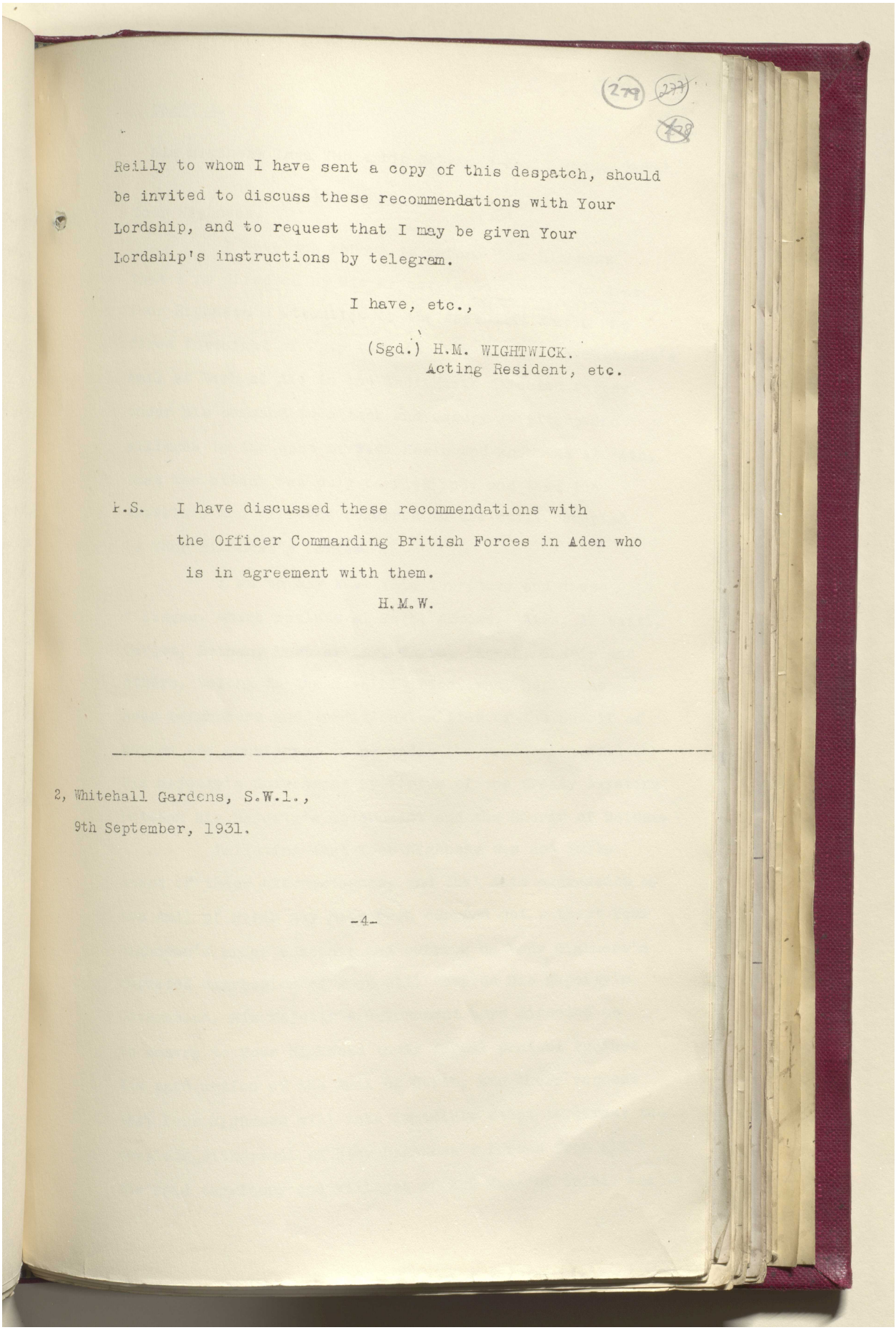

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Reilly to whom I have sent a copy of this despatch, should be invited to discuss these recommendations with Your Lordship, and to request that I may be given Your Lordship's instructions by telegram.

I have, etc.,

(Sgd.) H.M. WIGHTWICK.
Acting Resident, etc.

P.S. I have discussed these recommendations with the Officer Commanding British Forces in Aden who is in agreement with them.

H.M.W.

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2, Whitehall Gardens, S.W.1.,
9th September, 1931.

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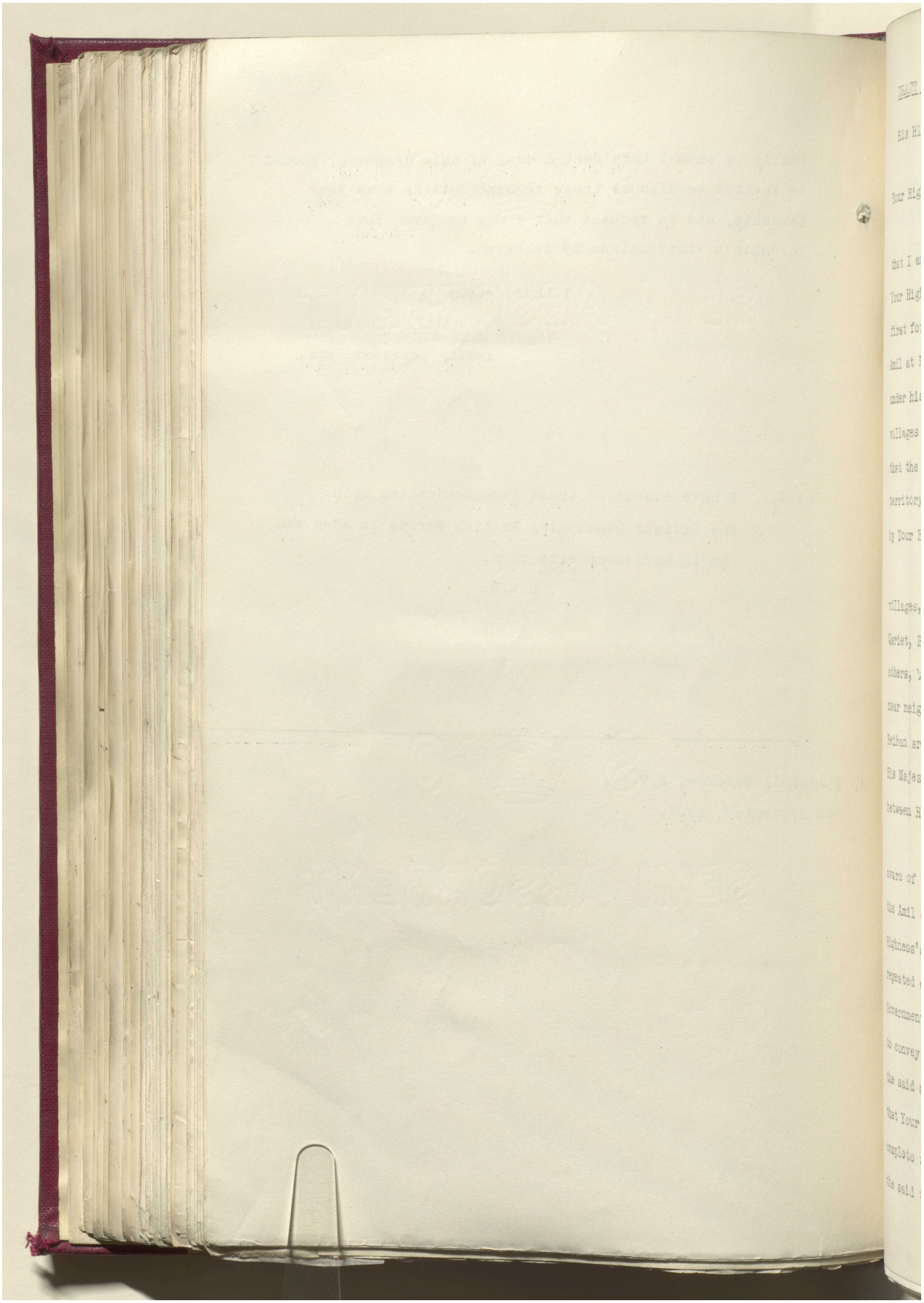

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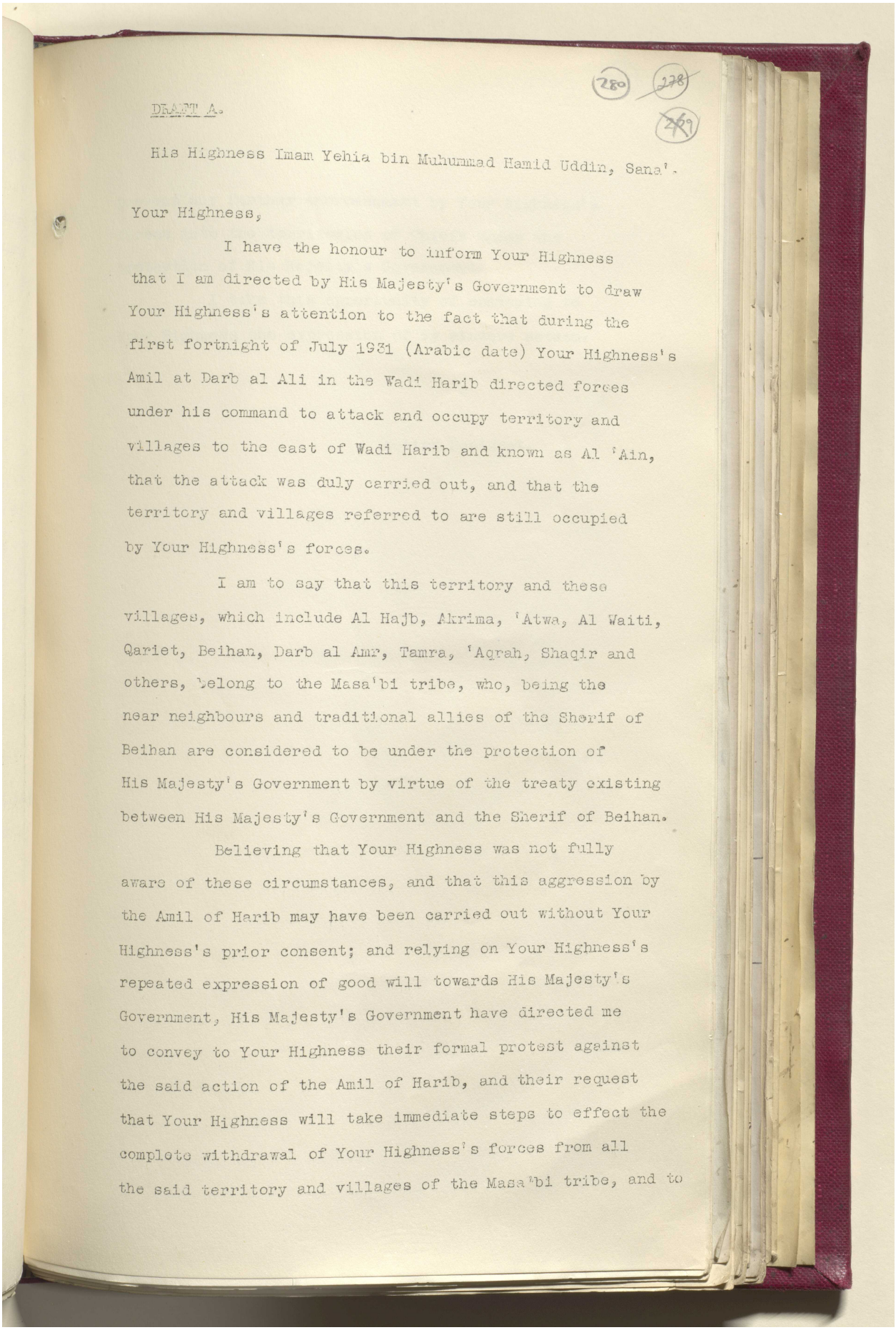

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DRAFT A.

His Highness Imam Yehia bin Muhammad Hamid Uddin, Sana'.

Your Highness,

I have the honour to inform Your Highness that I am directed by His Majesty's Government to draw Your Highness's attention to the fact that during the first fortnight of July 1931 (Arabic date) Your Highness's Amil at Darb al Ali in the Wadi Harib directed forces under his command to attack and occupy territory and villages to the east of Wadi Harib and known as Al 'Ain, that the attack was duly carried out, and that the territory and villages referred to are still occupied by Your Highness's forces.

I am to say that this territory and these villages, which include Al Hajb, Akrima, 'Atwa, Al Waiti, Qariet, Beihan, Darb al Amr, Tamra, 'Agrah, Shaqir and others, belong to the Masa'bi tribe, who, being the near neighbours and traditional allies of the Sherif of Beihan are considered to be under the protection of His Majesty's Government by virtue of the treaty existing between His Majesty's Government and the Sherif of Beihan.

Believing that Your Highness was not fully aware of these circumstances, and that this aggression by the Amil of Harib may have been carried out without Your Highness's prior consent; and relying on Your Highness's repeated expression of good will towards His Majesty's Government, His Majesty's Government have directed me to convey to Your Highness their formal protest against the said action of the Amil of Harib, and their request that Your Highness will take immediate steps to effect the complete withdrawal of Your Highness's forces from all the said territory and villages of the Masa'bi tribe, and to

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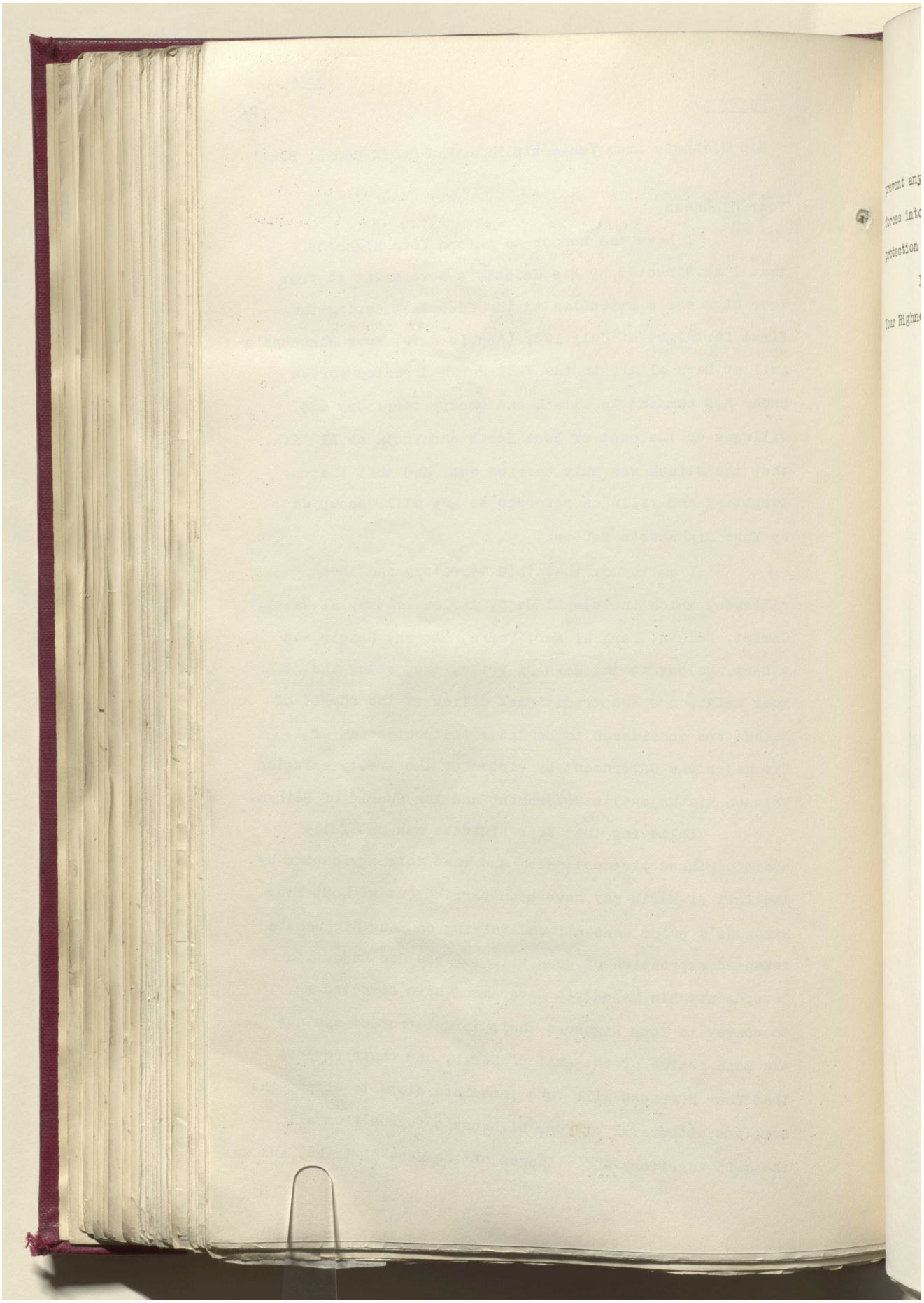

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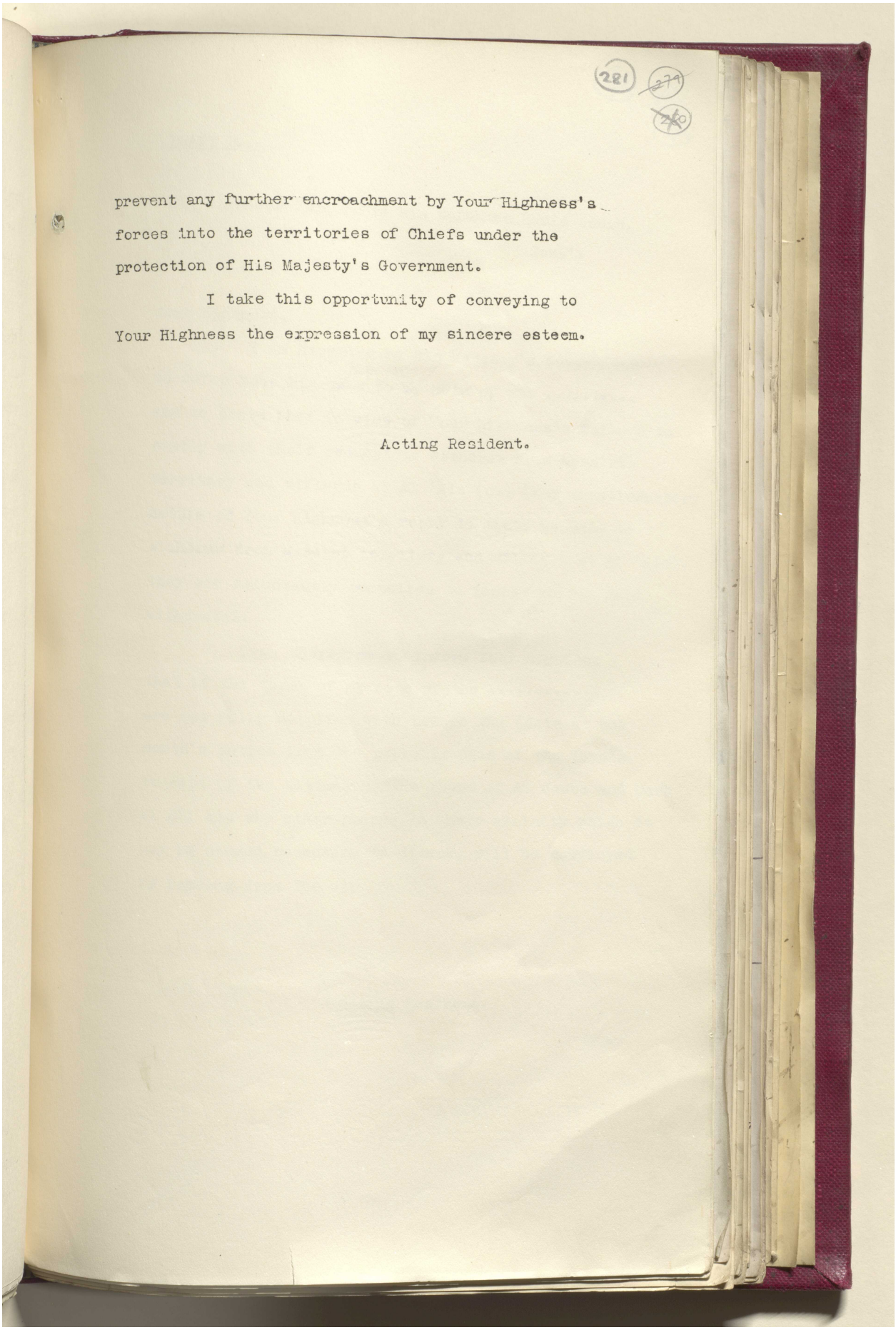

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prevent any further encroachment by Your Highness's forces into the territories of Chiefs under the protection of His Majesty's Government.

I take this opportunity of conveying to Your Highness the expression of my sincere esteem.

Acting Resident.

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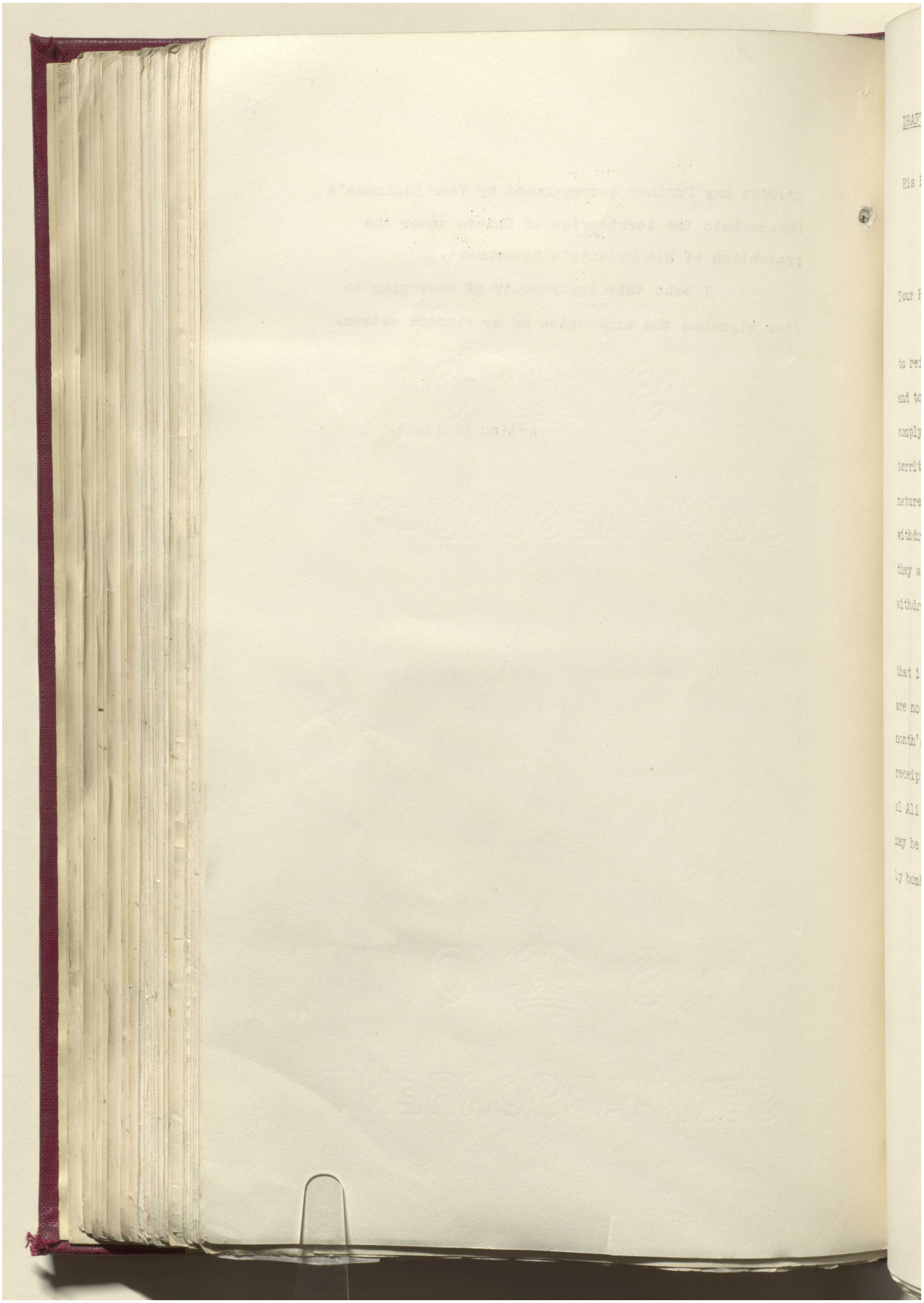

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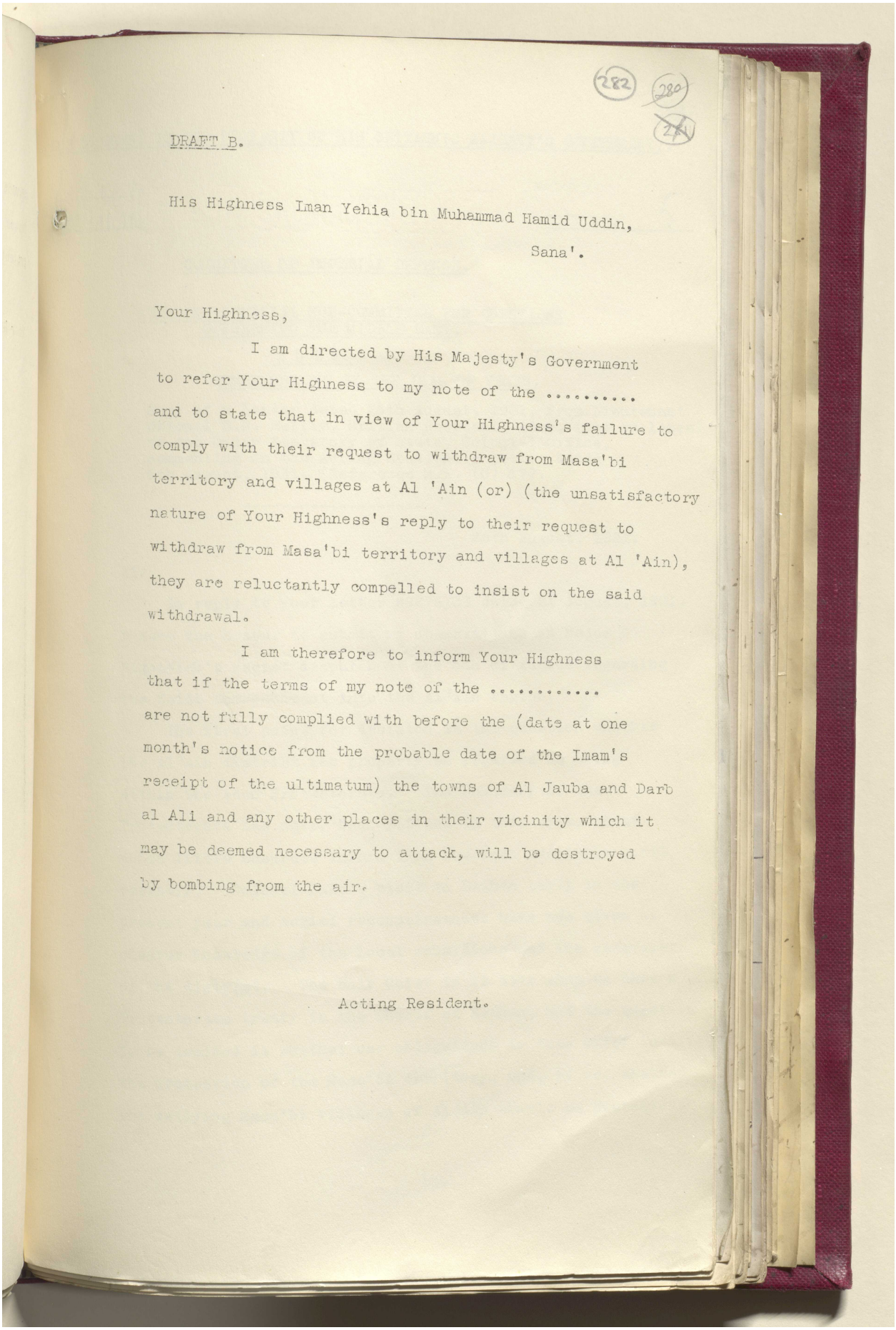

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DRAFT B.

His Highness Iman Yehia bin Muhammad Hamid Uddin,
Sana'.

Your Highness,

I am directed by His Majesty's Government to refer Your Highness to my note of the ..... and to state that in view of Your Highness's failure to comply with their request to withdraw from Masa'bi territory and villages at Al 'Ain (or) (the unsatisfactory nature of Your Highness's reply to their request to withdraw from Masa'bi territory and villages at Al 'Ain), they are reluctantly compelled to insist on the said withdrawal.

I am therefore to inform Your Highness that if the terms of my note of the ..... are not fully complied with before the (date at one month's notice from the probable date of the Imam's receipt of the ultimatum) the towns of Al Jauba and Darb al Ali and any other places in their vicinity which it may be deemed necessary to attack, will be destroyed by bombing from the air.

Acting Resident.

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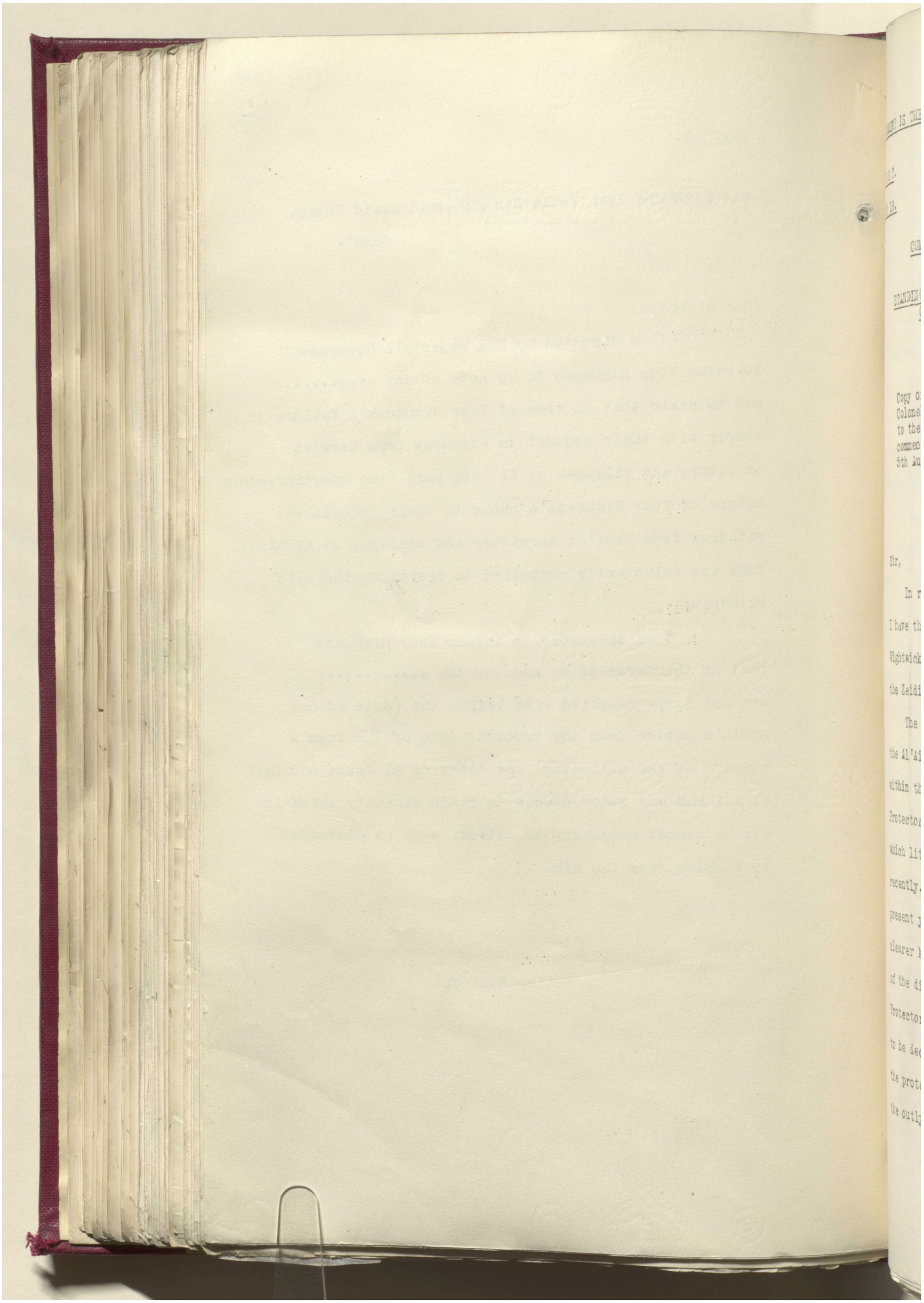

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SECRET.

M.E. (O) 18. COPY NO. 5

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

A D E N.

ENCROACHMENT BY THE IMAM OF YEMEN.

Copy of a Letter dated 25th August, 1931, from Lieutenant Colonel B.R. Reilly, British Resident, Aden, (now on leave) to the Under Secretary of State, Colonial Office, commenting on the Acting Resident's letter dated 5th August, 1931. (Reference M.E. (O) 17).

---

25th August, 1931.

Sir,

In reply to your letter 89276/31 dated 21 August, 1931, I have the honour to submit my observations on Major Wightwick's secret despatch of the 5th of August regarding the Zeidi encroachment into the Al'Ain region.

The first point for decision is the question whether the Al'Ain district can properly be regarded as being within the Aden Protectorate. The boundary of the Protectorate has never been defined in this area, about which little accurate information has been available until recently. Colonel Lake's visit to Beihan early in the present year and aerial reconnaissances have now given us clearer knowledge of the local conditions and the geography of the district. The only Chief in it with whom we have a Protectorate treaty is the Sherif of Beihan, and the question to be decided is whether our obligations to this Chief involve the protection of the Masa'bi territory, and, if so, whether the outlying Masa'bi villages of Al'Ain should be protected.

-1-

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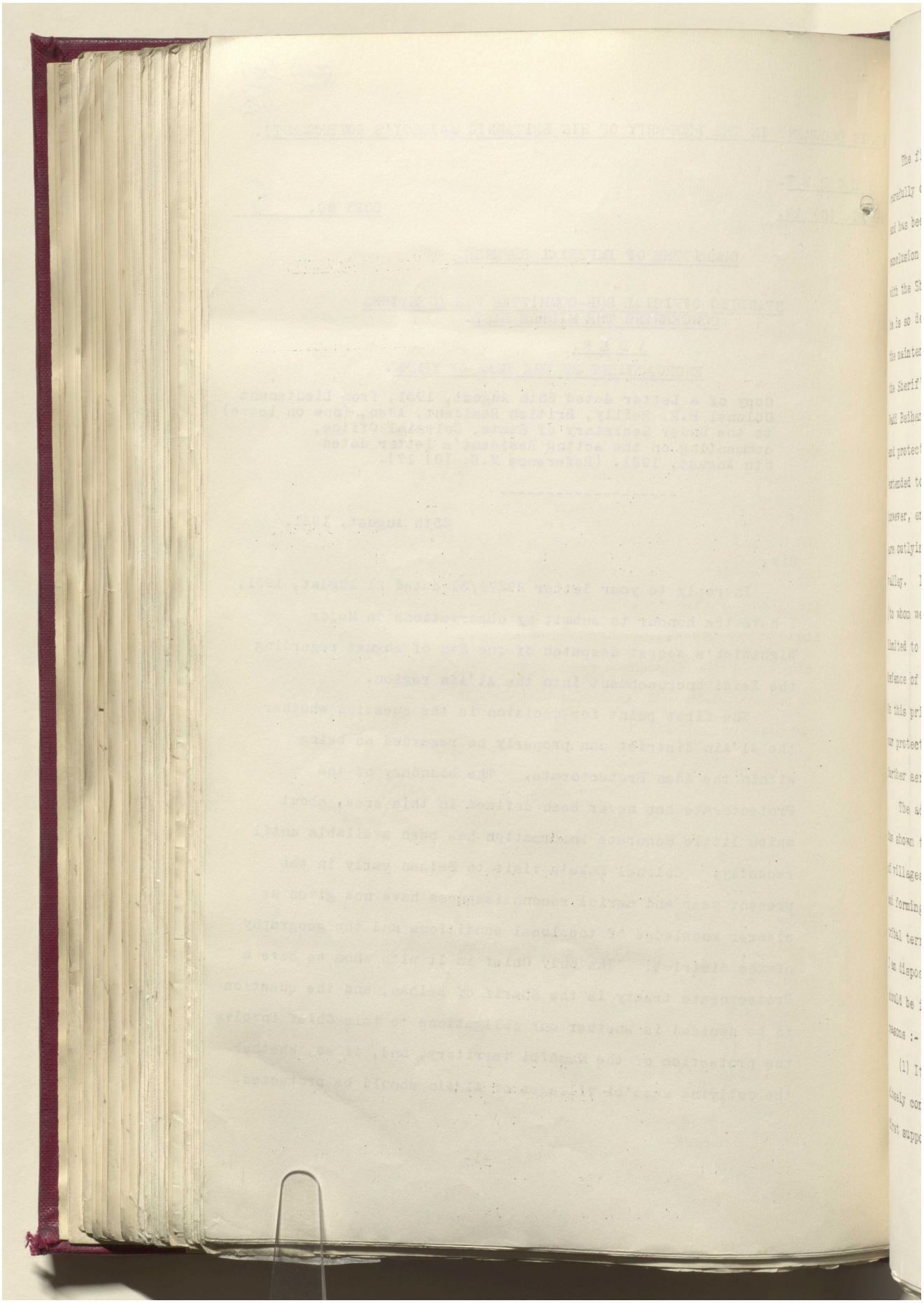

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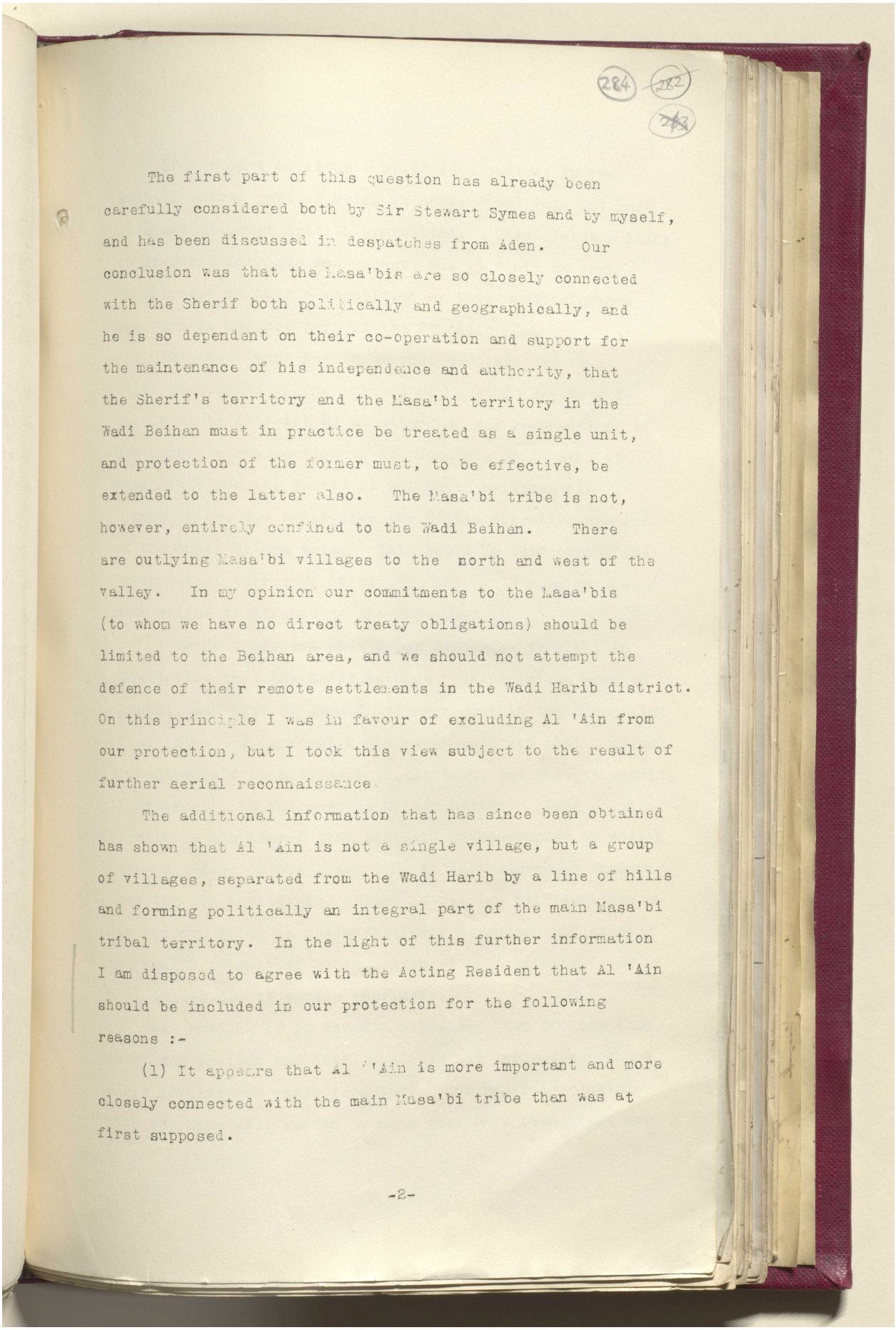

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The first part of this question has already been carefully considered both by Sir Stewart Symes and by myself, and has been discussed in despatches from Aden. Our conclusion was that the Masa'bis are so closely connected with the Sherif both politically and geographically, and he is so dependent on their co-operation and support for the maintenance of his independence and authority, that the Sherif's territory and the Masa'bi territory in the Wadi Beihan must in practice be treated as a single unit, and protection of the former must, to be effective, be extended to the latter also. The Masa'bi tribe is not, however, entirely confined to the Wadi Beihan. There are outlying Masa'bi villages to the north and west of the valley. In my opinion our commitments to the Masa'bis (to whom we have no direct treaty obligations) should be limited to the Beihan area, and we should not attempt the defence of their remote settlements in the Wadi Harib district. On this principle I was in favour of excluding Al 'Ain from our protection, but I took this view subject to the result of further aerial reconnaissance.

The additional information that has since been obtained has shown that Al 'Ain is not a single village, but a group of villages, separated from the Wadi Harib by a line of hills and forming politically an integral part of the main Masa'bi tribal territory. In the light of this further information I am disposed to agree with the Acting Resident that Al 'Ain should be included in our protection for the following reasons :-

(1) It appears that Al 'Ain is more important and more closely connected with the main Masa'bi tribe than was at first supposed.

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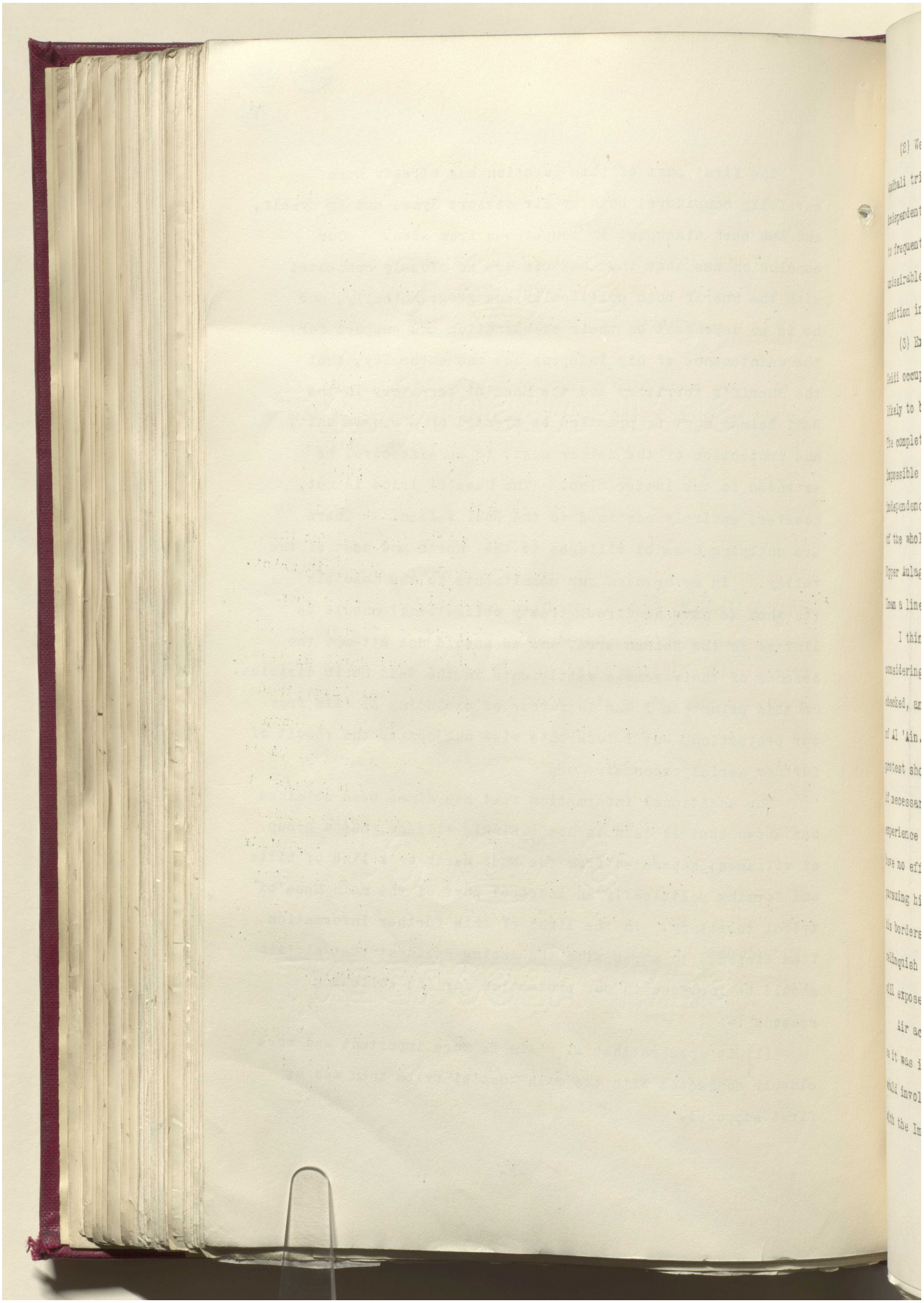

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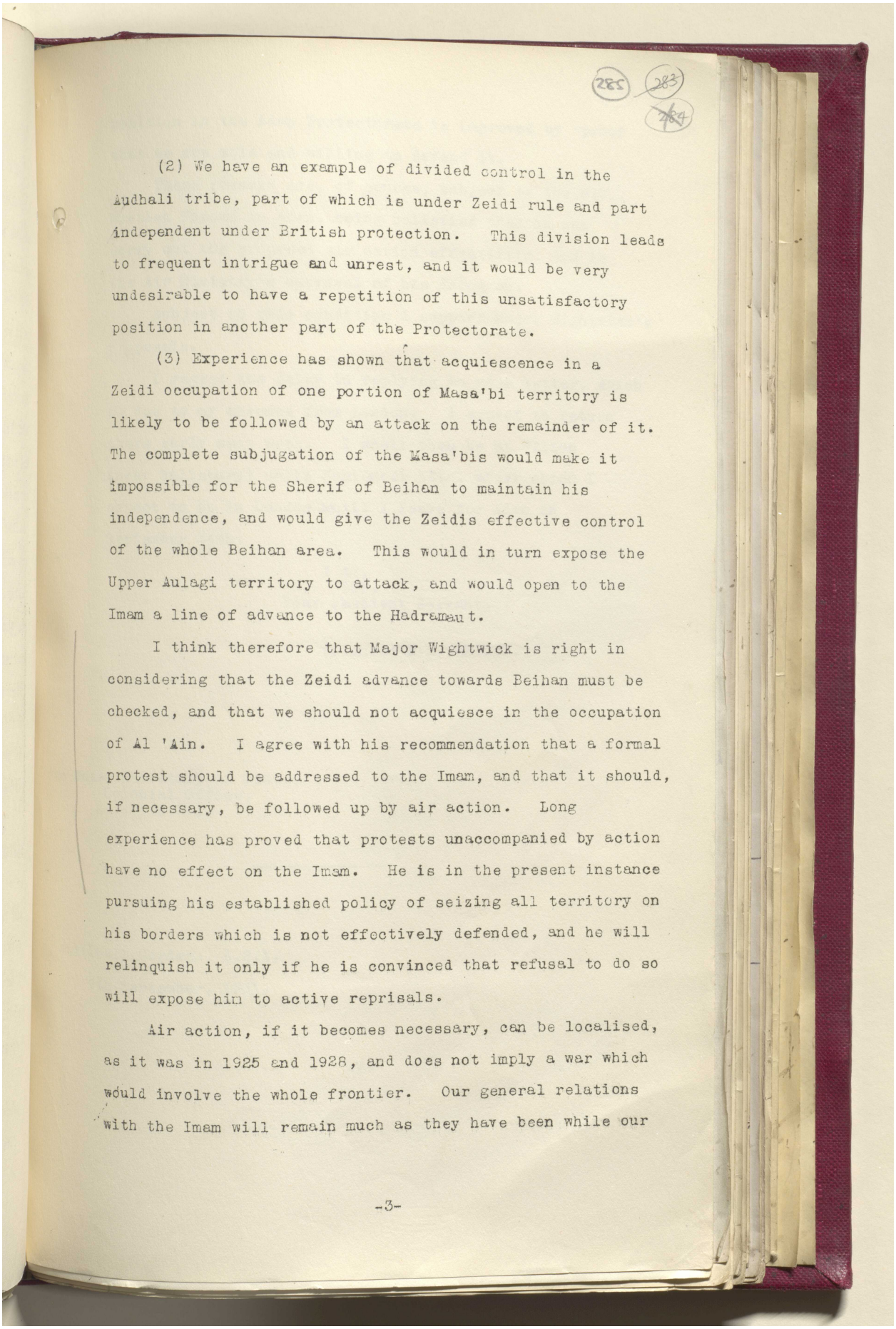

282 283 284

(2) We have an example of divided control in the Audhali tribe, part of which is under Zeidi rule and part independent under British protection. This division leads to frequent intrigue and unrest, and it would be very undesirable to have a repetition of this unsatisfactory position in another part of the Protectorate.

(3) Experience has shown that acquiescence in a Zeidi occupation of one portion of Masa'bi territory is likely to be followed by an attack on the remainder of it. The complete subjugation of the Masa'bis would make it impossible for the Sherif of Beihan to maintain his independence, and would give the Zeidis effective control of the whole Beihan area. This would in turn expose the Upper Aulagi territory to attack, and would open to the Imam a line of advance to the Hadramaut.

I think therefore that Major Wightwick is right in considering that the Zeidi advance towards Beihan must be checked, and that we should not acquiesce in the occupation of Al 'Ain. I agree with his recommendation that a formal protest should be addressed to the Imam, and that it should, if necessary, be followed up by air action. Long experience has proved that protests unaccompanied by action have no effect on the Imam. He is in the present instance pursuing his established policy of seizing all territory on his borders which is not effectively defended, and he will relinquish it only if he is convinced that refusal to do so will expose him to active reprisals.

Air action, if it becomes necessary, can be localised, as it was in 1925 and 1928, and does not imply a war which would involve the whole frontier. Our general relations with the Imam will remain much as they have been while our

-3-

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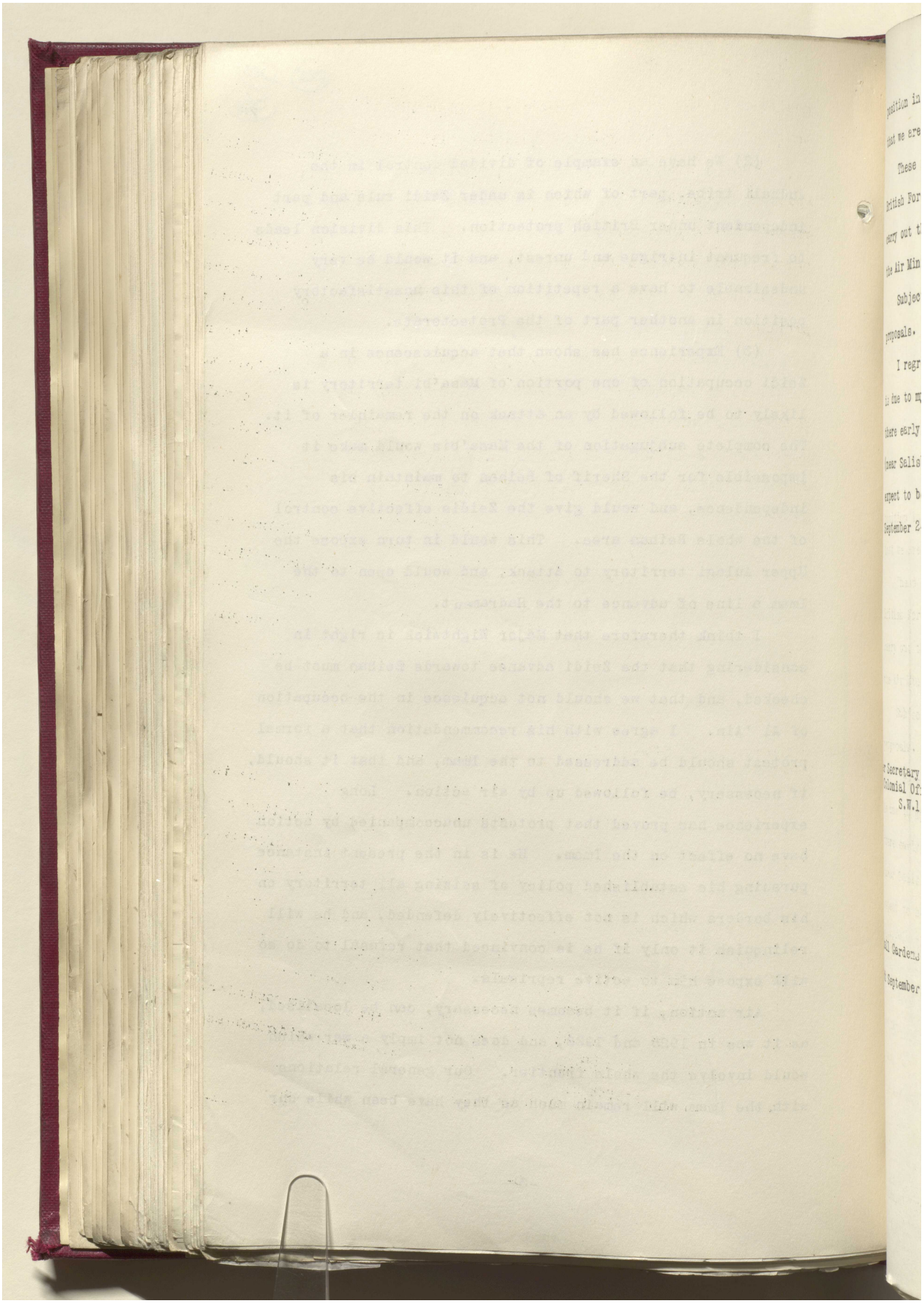

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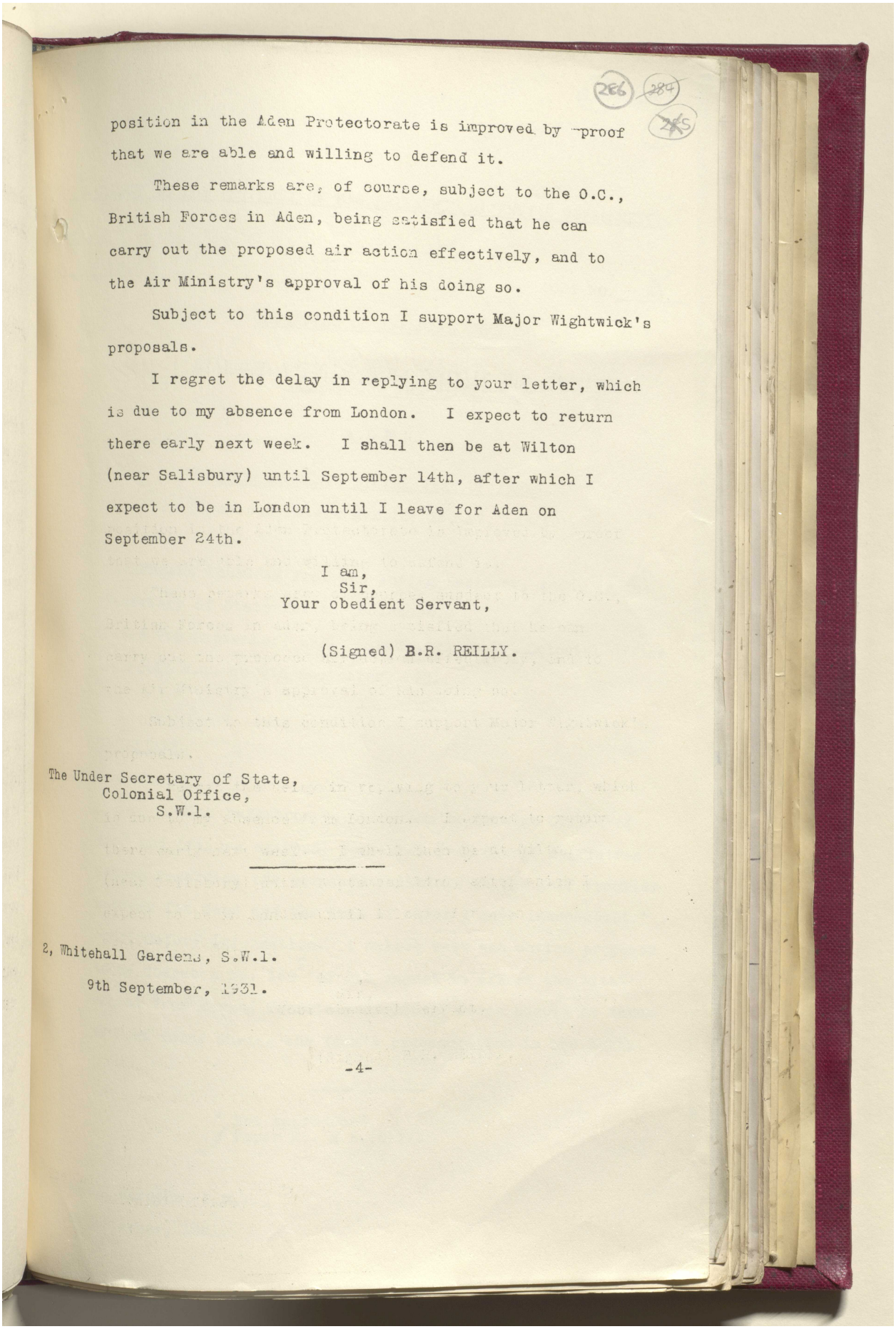

position in the Aden Protectorate is improved by proof that we are able and willing to defend it.

These remarks are, of course, subject to the O.C., British Forces in Aden, being satisfied that he can carry out the proposed air action effectively, and to the Air Ministry's approval of his doing so.

Subject to this condition I support Major Wightwick's proposals.

I regret the delay in replying to your letter, which is due to my absence from London. I expect to return there early next week. I shall then be at Wilton (near Salisbury) until September 14th, after which I expect to be in London until I leave for Aden on September 24th.

I am,
Sir,
Your obedient Servant,

(Signed) B.R. REILLY.

The Under Secretary of State,
Colonial Office,
S.W.1.

---

2, Whitehall Gardens, S.W.1.

9th September, 1931.

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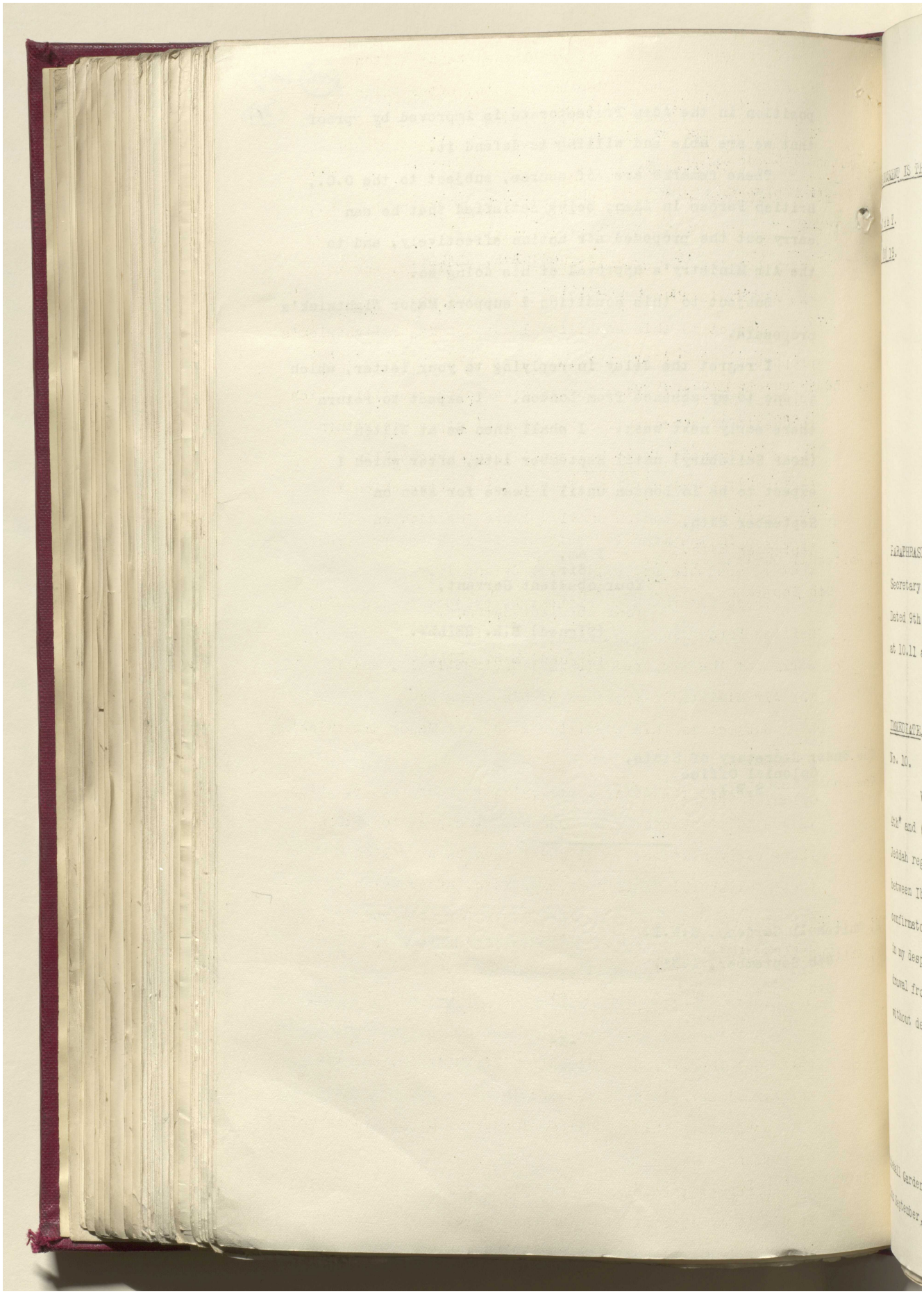

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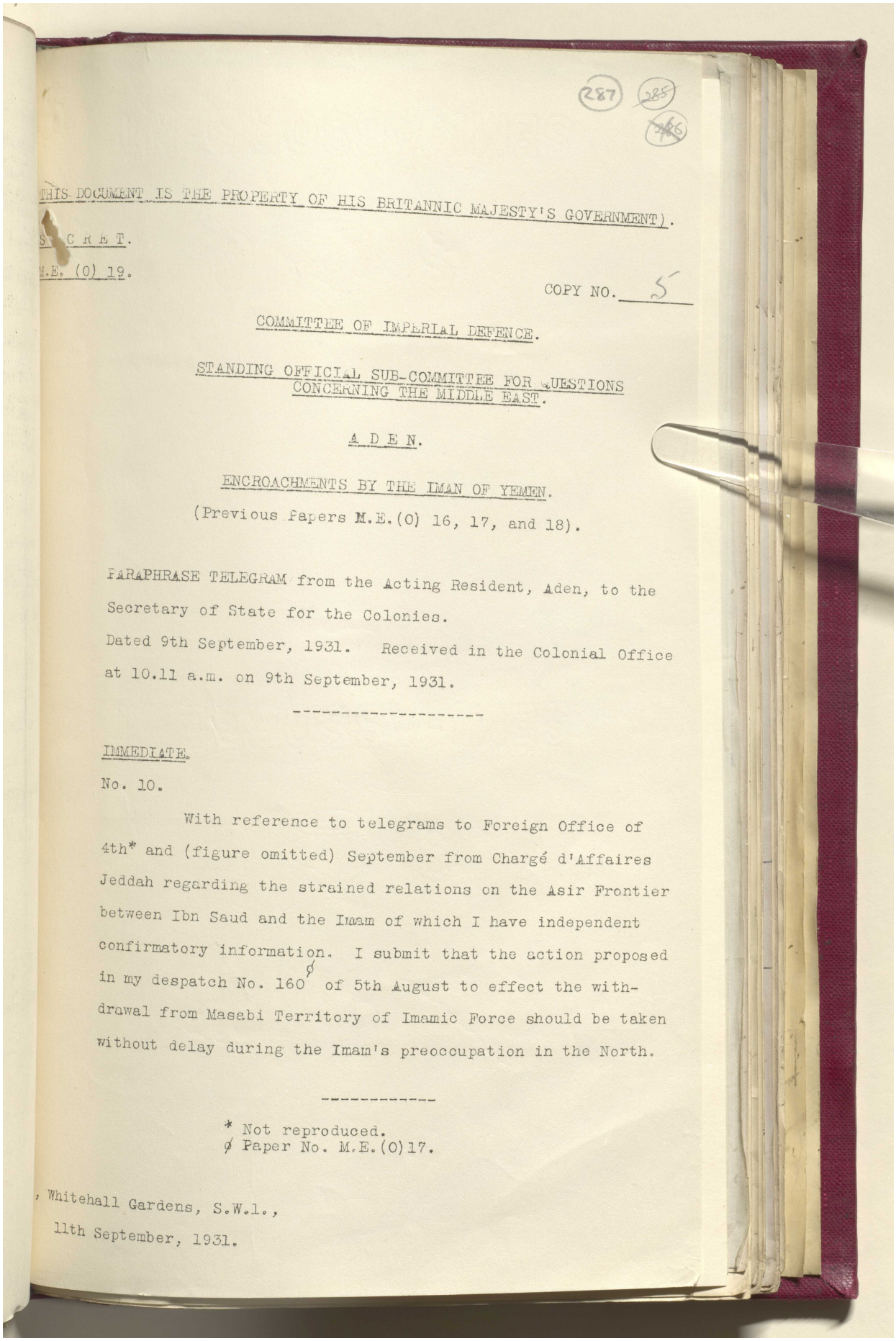

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S E C R E T.

M.E. (O) 19.

COPY NO. 5

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

A D E N.

ENCROACHMENTS BY THE IMAN OF YEMEN.

(Previous Papers M.E.(O) 16, 17, and 18).

PARAPHRASE TELEGRAM from the Acting Resident, Aden, to the Secretary of State for the Colonies.

Dated 9th September, 1931. Received in the Colonial Office at 10.11 a.m. on 9th September, 1931.

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IMMEDIATE.

No. 10.

With reference to telegrams to Foreign Office of 4th* and (figure omitted) September from Chargé d'Affaires Jeddah regarding the strained relations on the Asir Frontier between Ibn Saud and the Imam of which I have independent confirmatory information. I submit that the action proposed in my despatch No. 160 ø of 5th August to effect the withdrawal from Masabi Territory of Imamic Force should be taken without delay during the Imam's preoccupation in the North.

---

* Not reproduced.
ø Paper No. M.E.(O)17.

, Whitehall Gardens, S.W.1.,
11th September, 1931.

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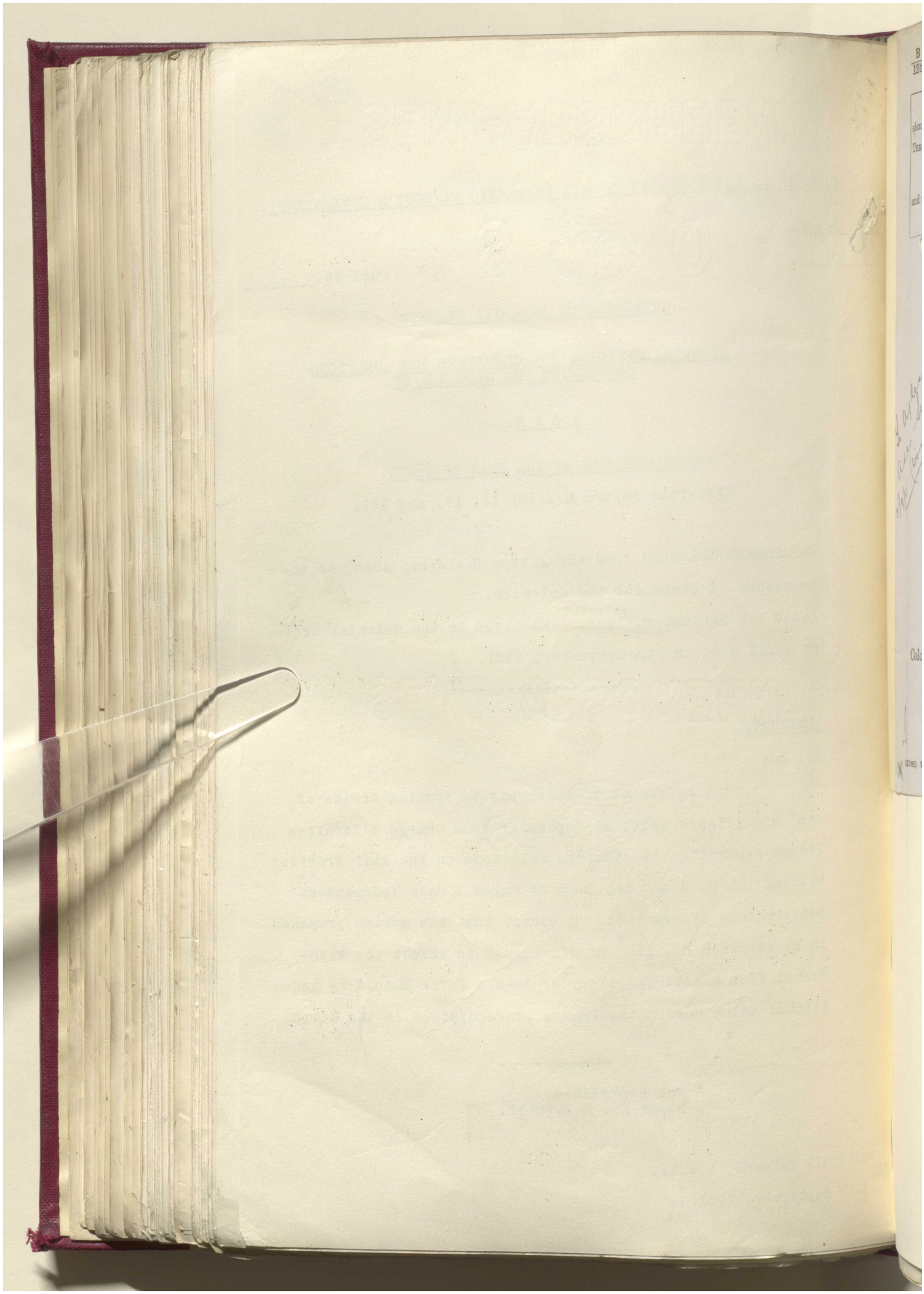

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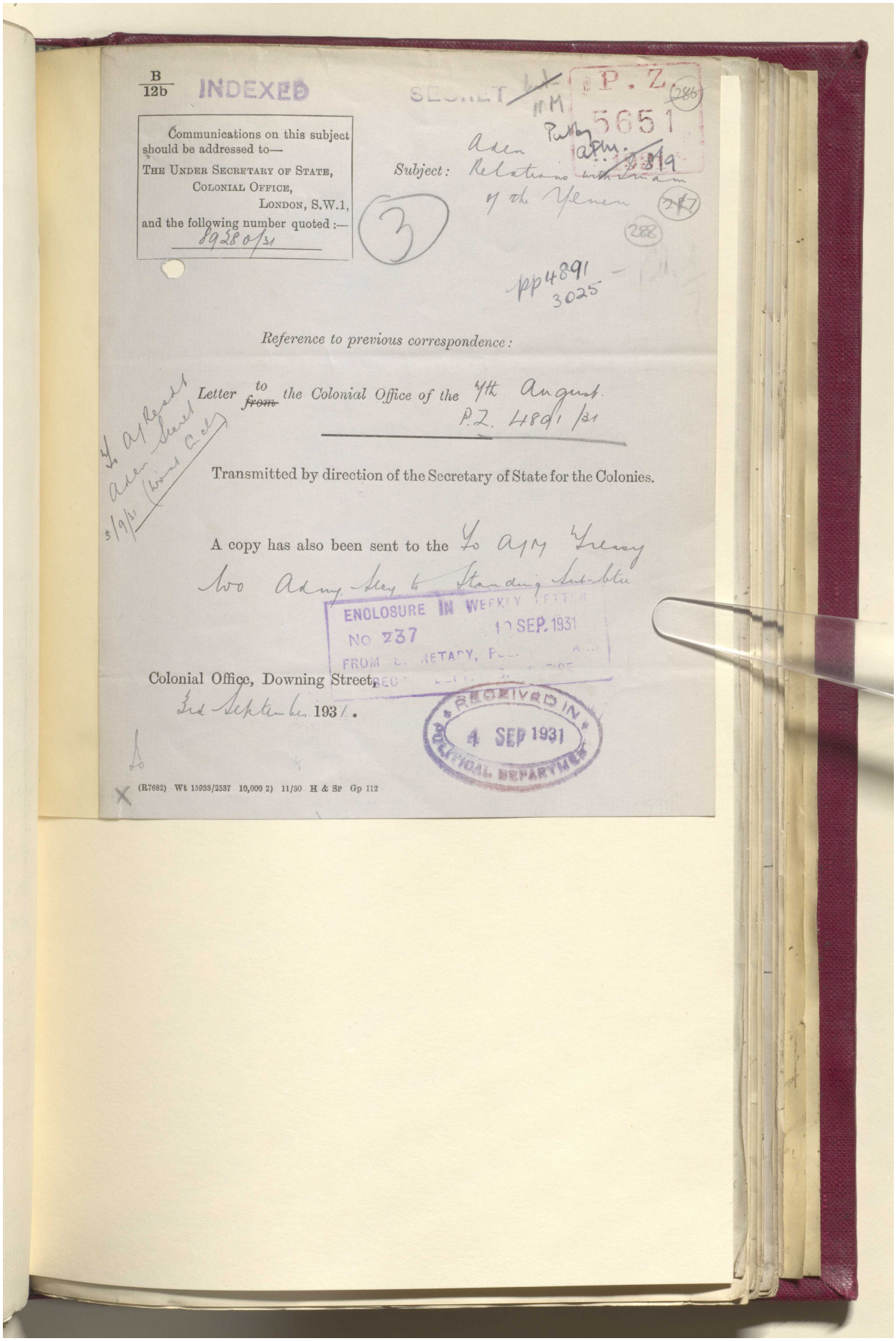

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INDEXED

SECRET

P. Z. 5651

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89280/31

Subject: Aden Relations with Imam of the Yemen

3

pp 4891
3025

*Reference to previous correspondence:*

Letter ~~from~~ to the Colonial Office of the 7th August.
P.Z. 4891/31

To A/Resdt Aden Secret 3/9/31 (Wont Encl)

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the To A/M Treasy
Two Admy Secy to Standing Sub-Ctee

ENCLOSURE IN WEEKLY LETTER
No 237 10 SEP. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. OF OFFICE

Colonial Office, Downing Street,
3rd September 1931.

RECEIVED IN POLITICAL DEPARTMENT
4 SEP 1931

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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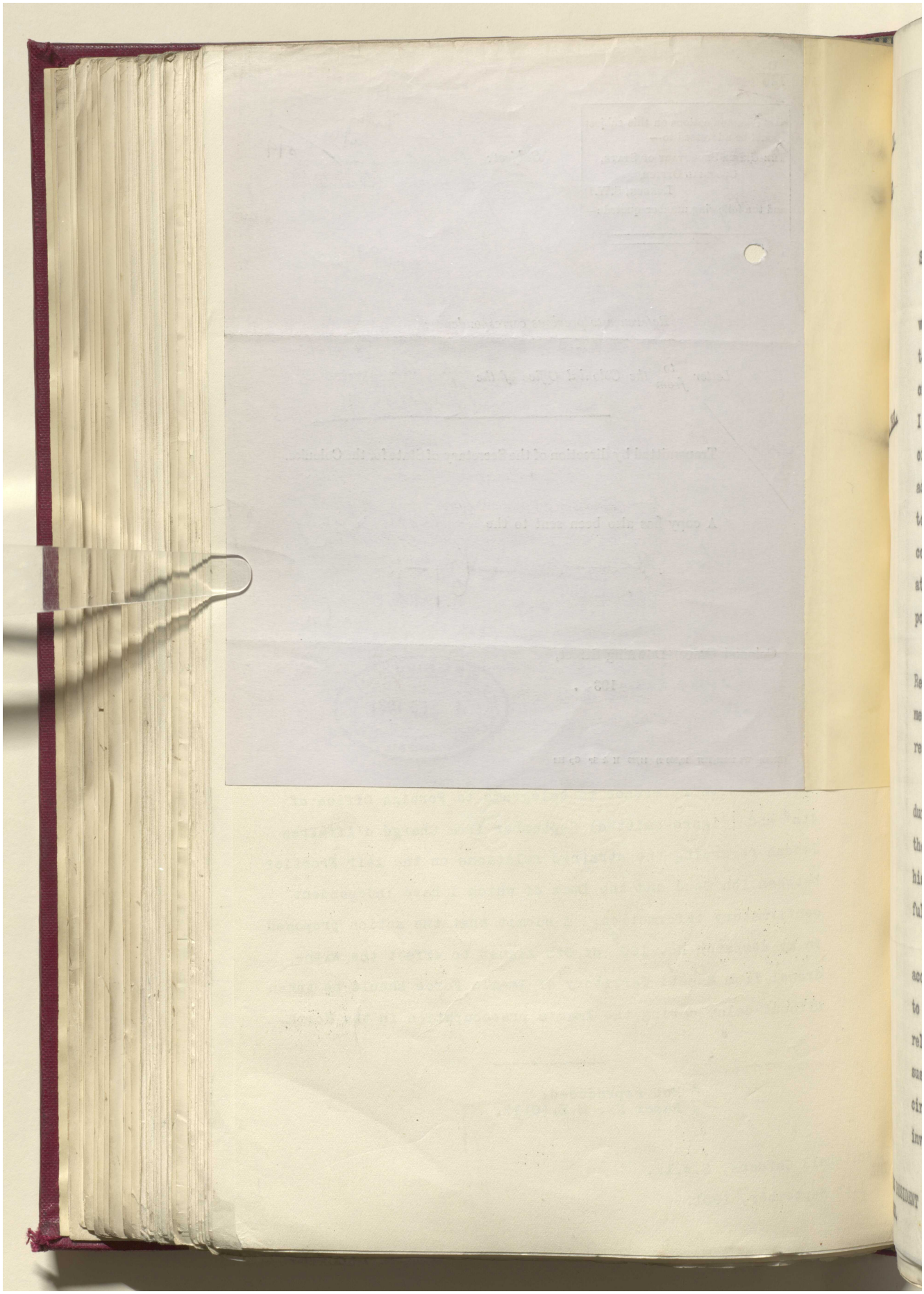

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P. Z.
5651
1931

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ADEN.

SECRET.

Downing Street,
3 September, 1931.

Sir,

I have the honour to inform you that advantage was taken of Colonel Reilly's presence in this country to discuss with him the question of the future relations of His Majesty's Government with the Imam of the Yemen. I enclose, for your information, a copy of a semi-official letter in which Colonel Reilly discusses the advisability of sending a British official representative to visit the Imam, not with the immediate object of concluding a Treaty, but in order to create a better atmosphere and a clearer understanding of each other's policy and aims.

. 4. 1931.

2. The matter was fully discussed in Colonel Reilly's presence, with representatives of the Departments concerned, and the following conclusions were reached:-

(a) It is considered that the policy adopted during the last few years of declining to negotiate with the Imam on any basis that would involve recognition of his claims in respect of the Aden Protectorate has been fully justified, both in principle and by its results.

(b) It is fully recognised that advantages might accrue from the visit of a responsible British official to Senna for the purpose of entering into personal relations with the Imam and dispelling the atmosphere of suspicion that has hitherto prevailed. In the present circumstances, however, in the absence of any spontaneous invitation on the Imam's part, the opinion is held that great

THE ACTING RESIDENT
AT ADEN.

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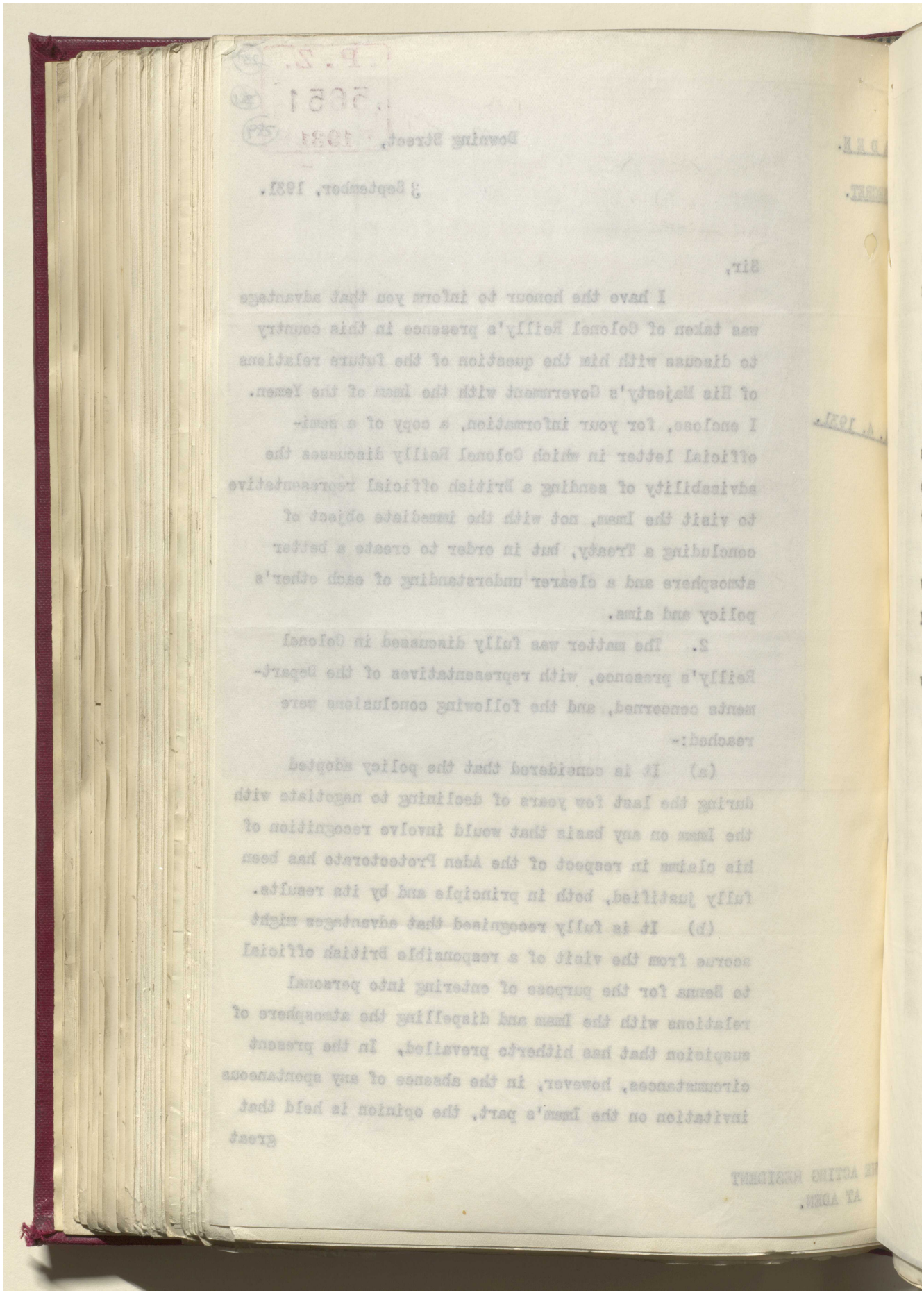

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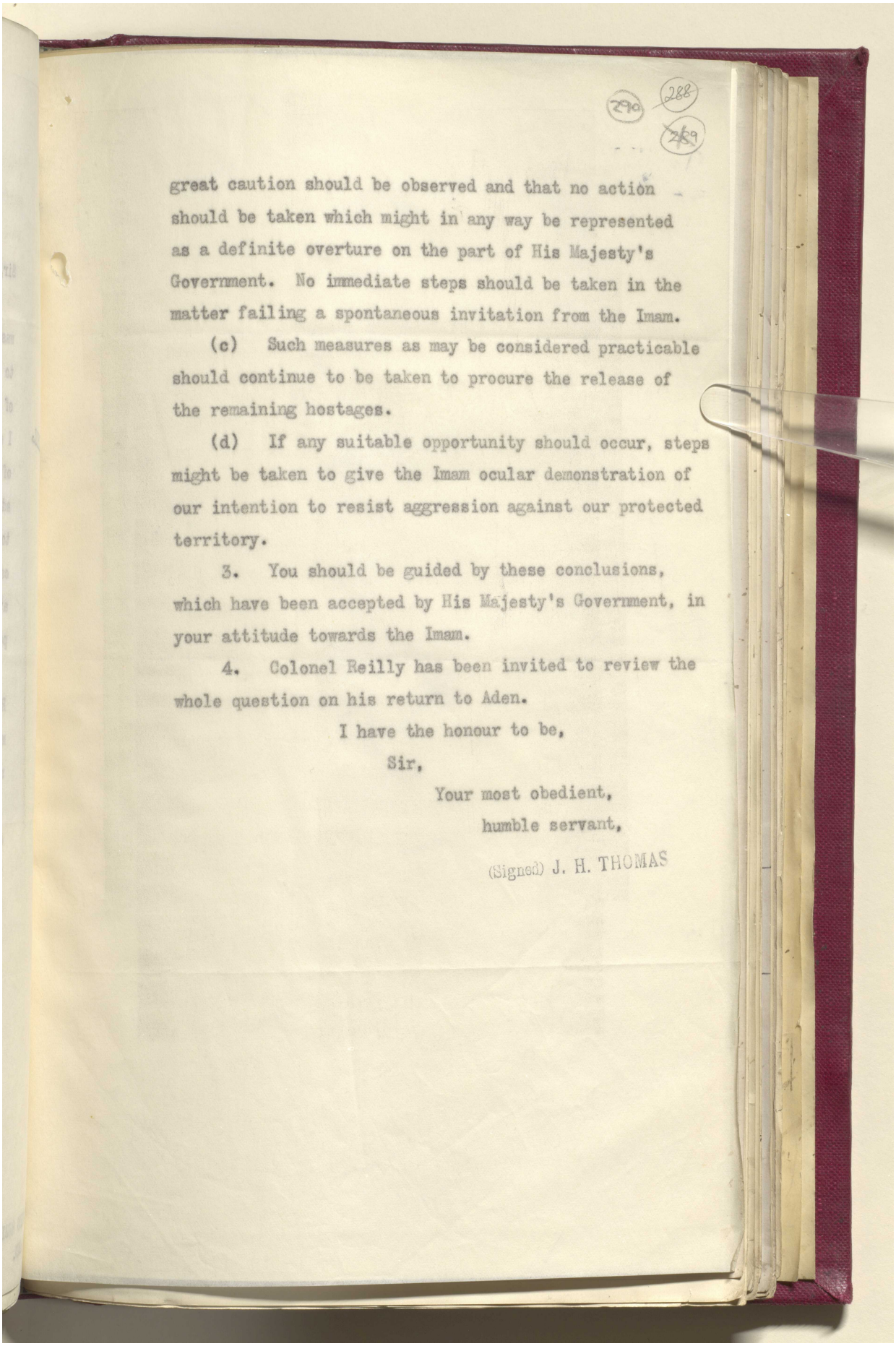

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great caution should be observed and that no action should be taken which might in any way be represented as a definite overture on the part of His Majesty's Government. No immediate steps should be taken in the matter failing a spontaneous invitation from the Imam.

(c) Such measures as may be considered practicable should continue to be taken to procure the release of the remaining hostages.

(d) If any suitable opportunity should occur, steps might be taken to give the Imam ocular demonstration of our intention to resist aggression against our protected territory.

3. You should be guided by these conclusions, which have been accepted by His Majesty's Government, in your attitude towards the Imam.

4. Colonel Reilly has been invited to review the whole question on his return to Aden.

I have the honour to be,

Sir,

Your most obedient,

humble servant,

(Signed) J. H. THOMAS

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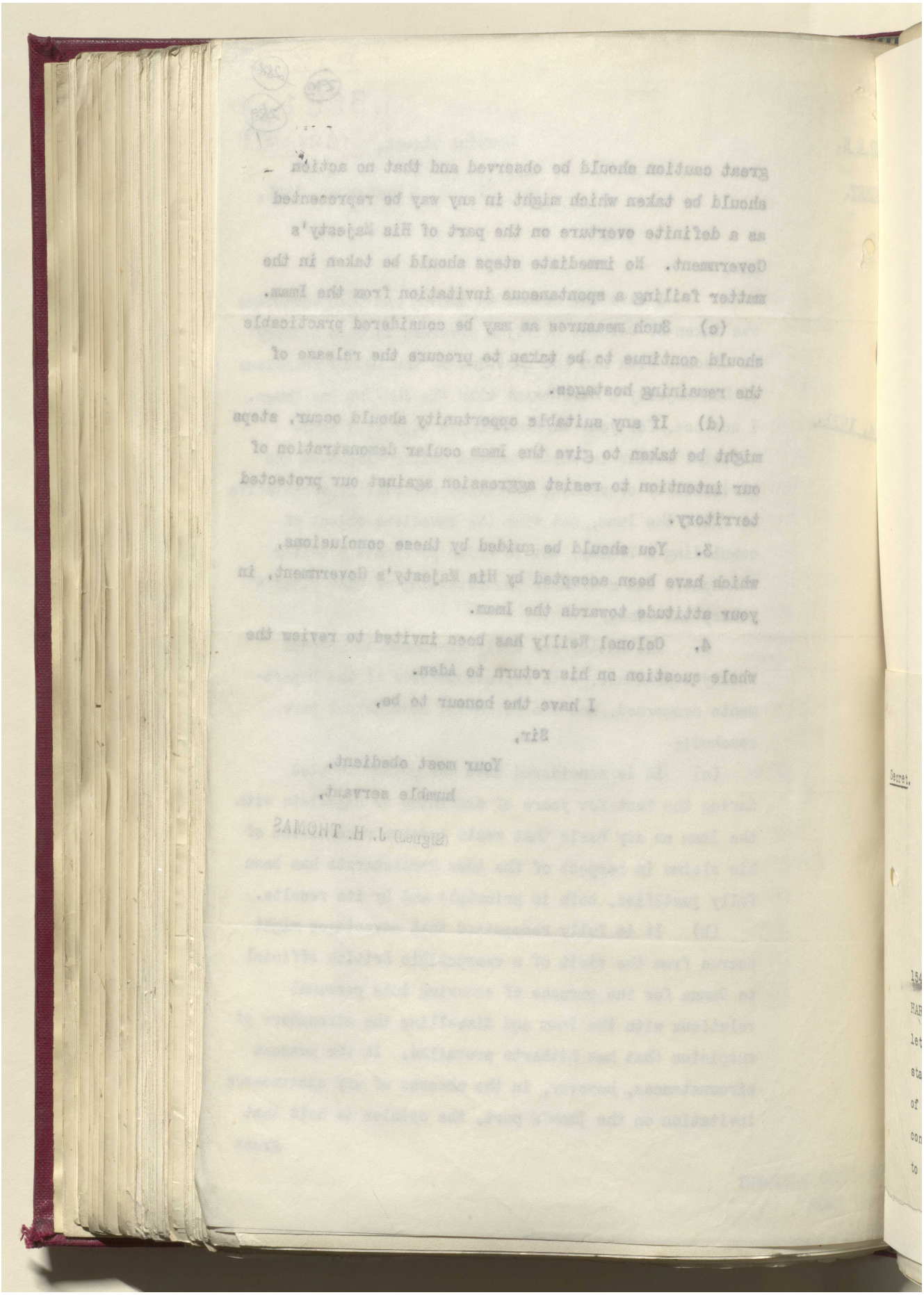

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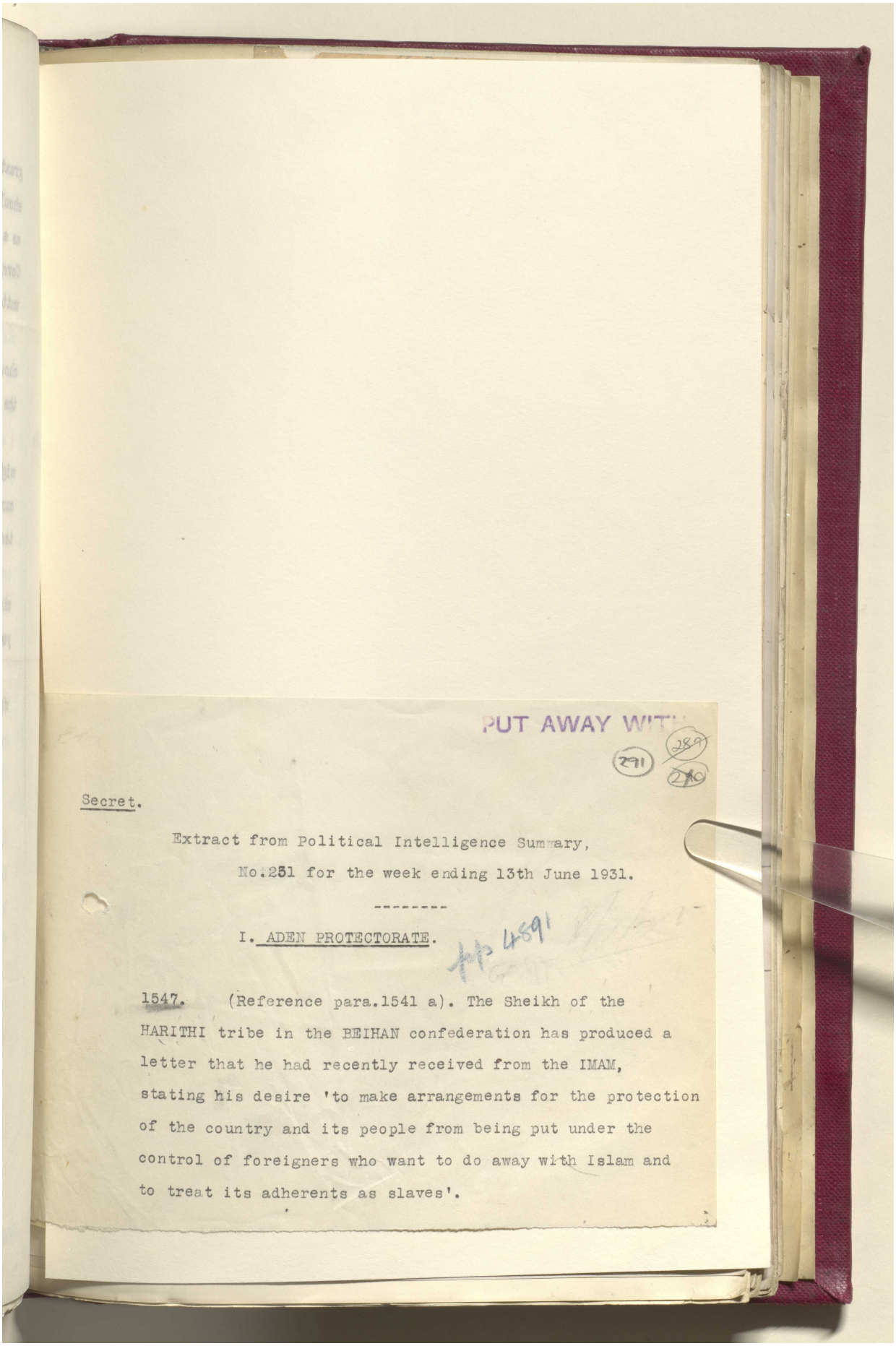

PUT AWAY WITH

291 289 290

Secret.

Extract from Political Intelligence Summary,
No.251 for the week ending 13th June 1931.

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I. ADEN PROTECTORATE.

4891

1547. (Reference para.1541 a). The Sheikh of the HARITHI tribe in the BEIHAN confederation has produced a letter that he had recently received from the IMAM, stating his desire 'to make arrangements for the protection of the country and its people from being put under the control of foreigners who want to do away with Islam and to treat its adherents as slaves'.

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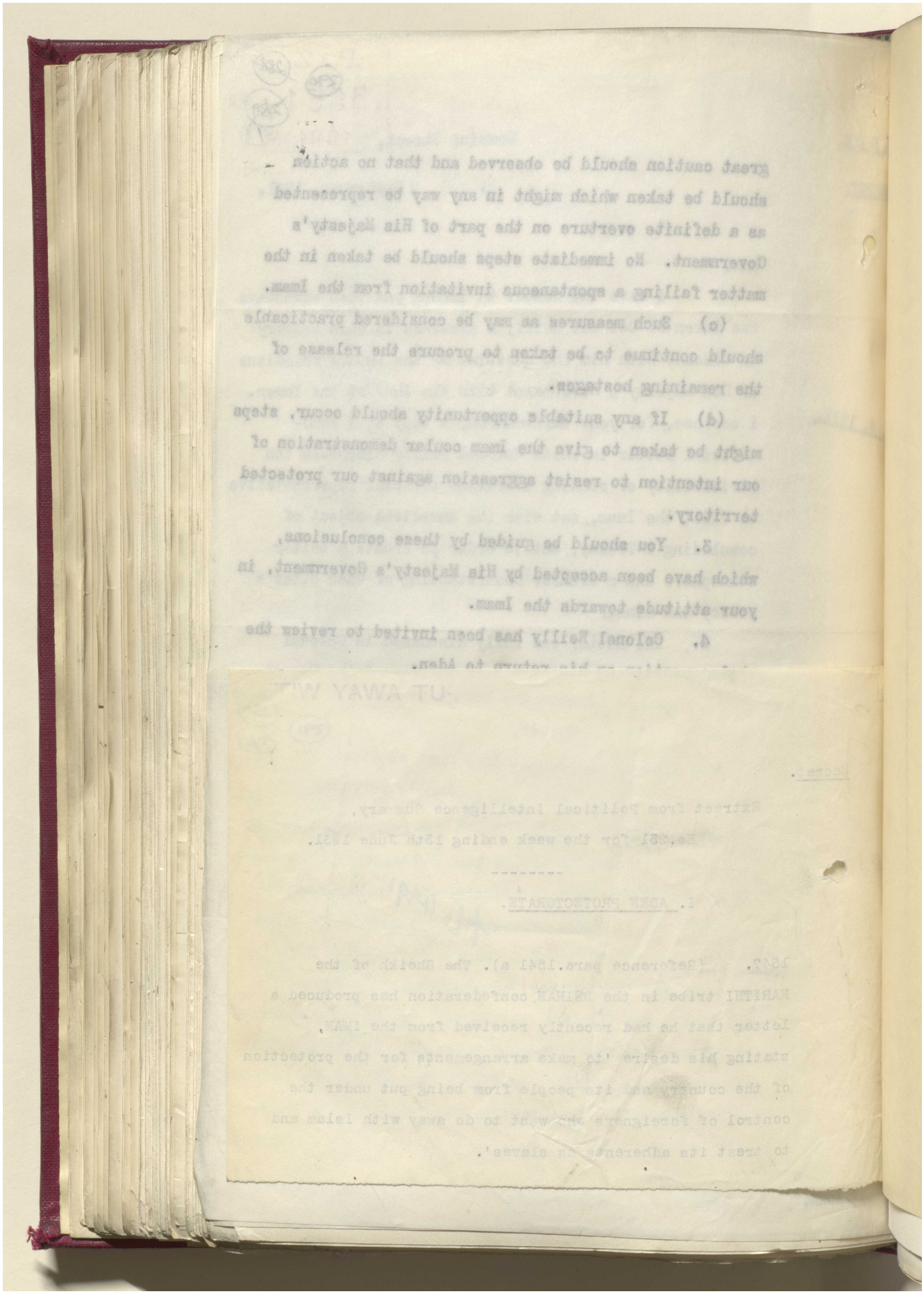

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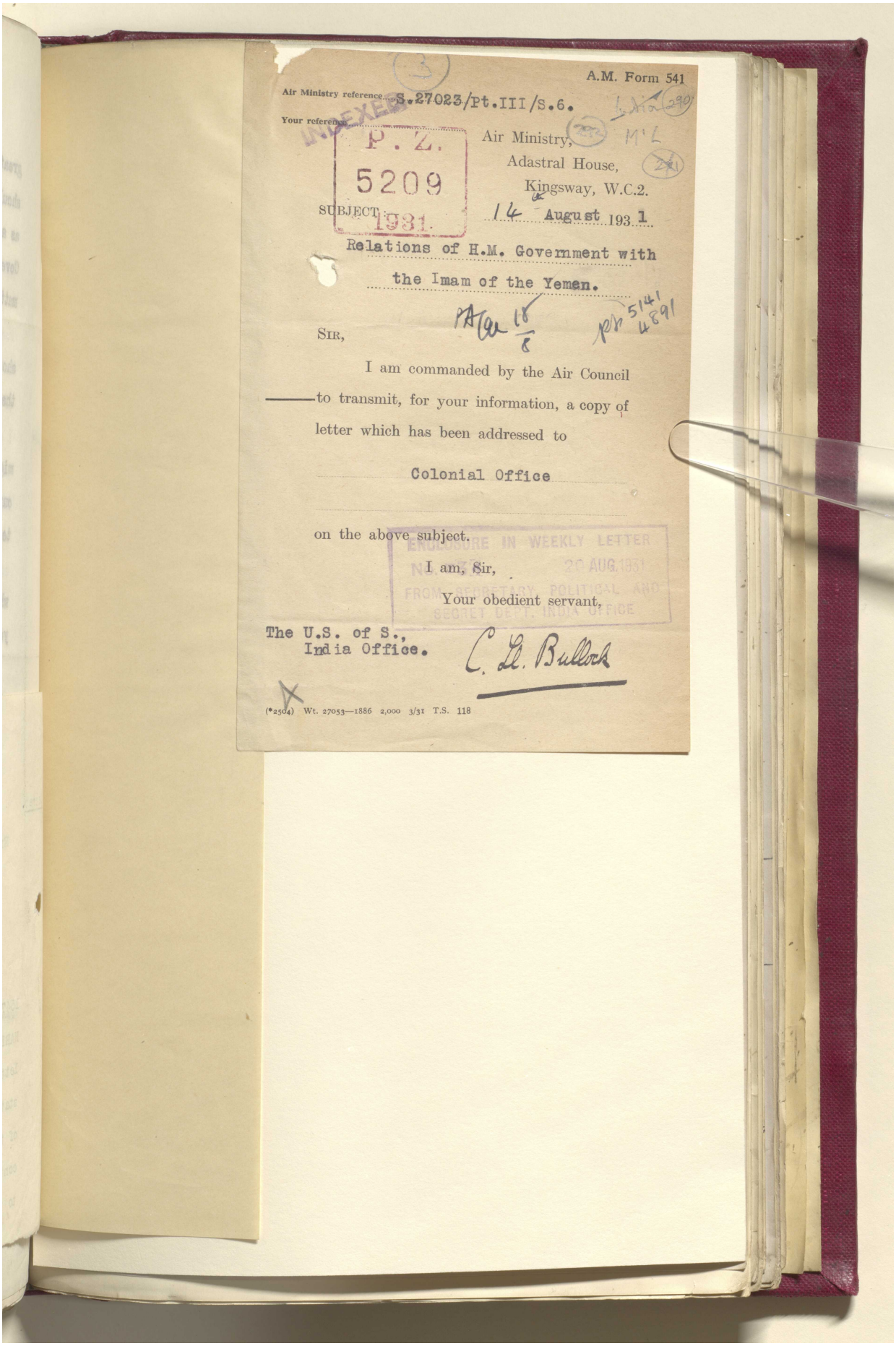

A.M. Form 541

Air Ministry reference S.27023/Pt.III/S.6.

Your reference

P.Z. 5209

SUBJECT 1931.

Air Ministry,
Adastral House,
Kingsway, W.C.2.

14 August 1931

Relations of H.M. Government with the Imam of the Yemen.

SIR,

I am commanded by the Air Council to transmit, for your information, a copy of letter which has been addressed to

Colonial Office

on the above subject.

I am, Sir,
Your obedient servant,

The U.S. of S.,
India Office.

C. L. Bullock

(*2504) Wt. 27053—1886 2,000 3/31 T.S. 118

ENCLOSURE IN WEEKLY LETTER
NO. 20 AUG. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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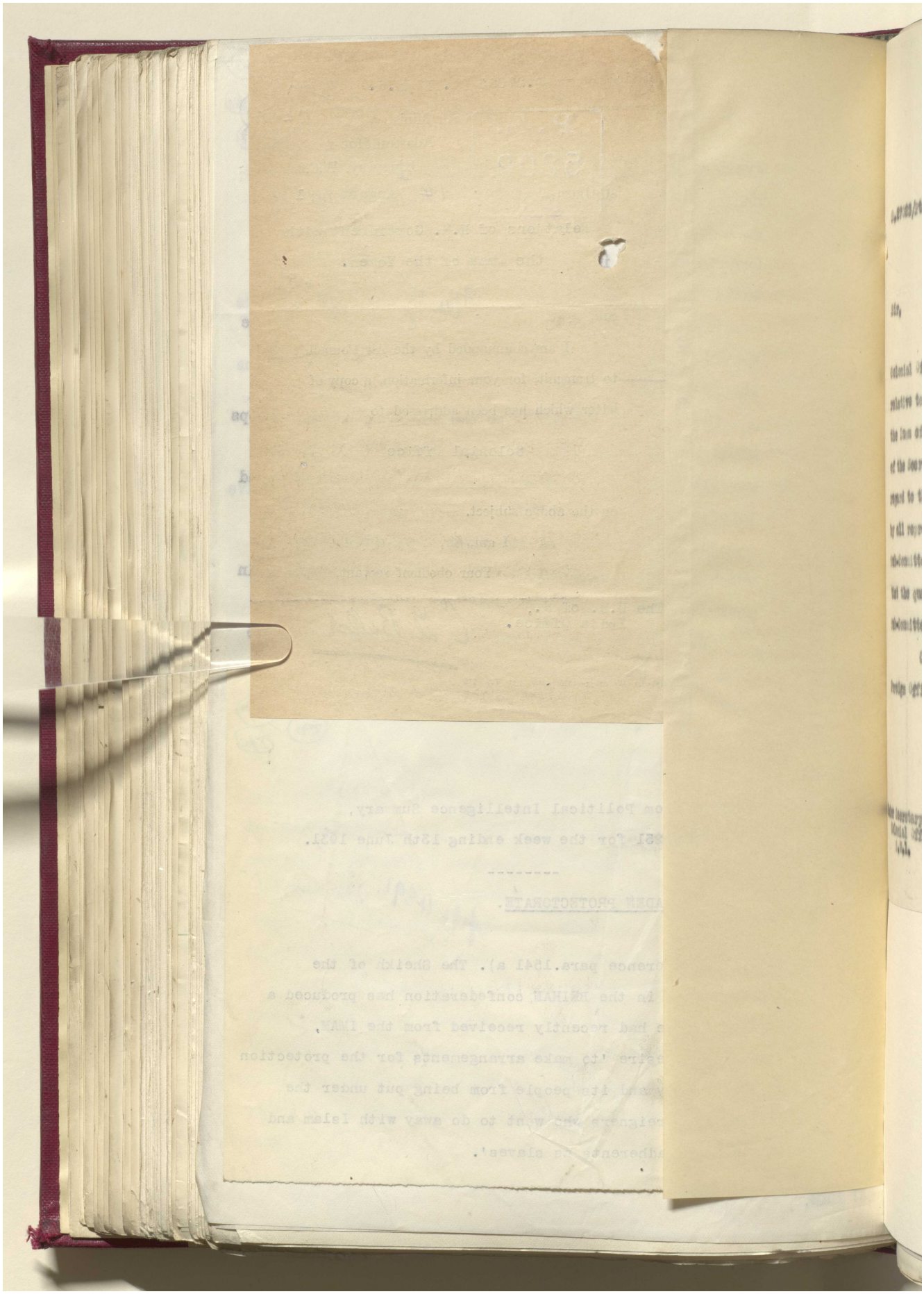

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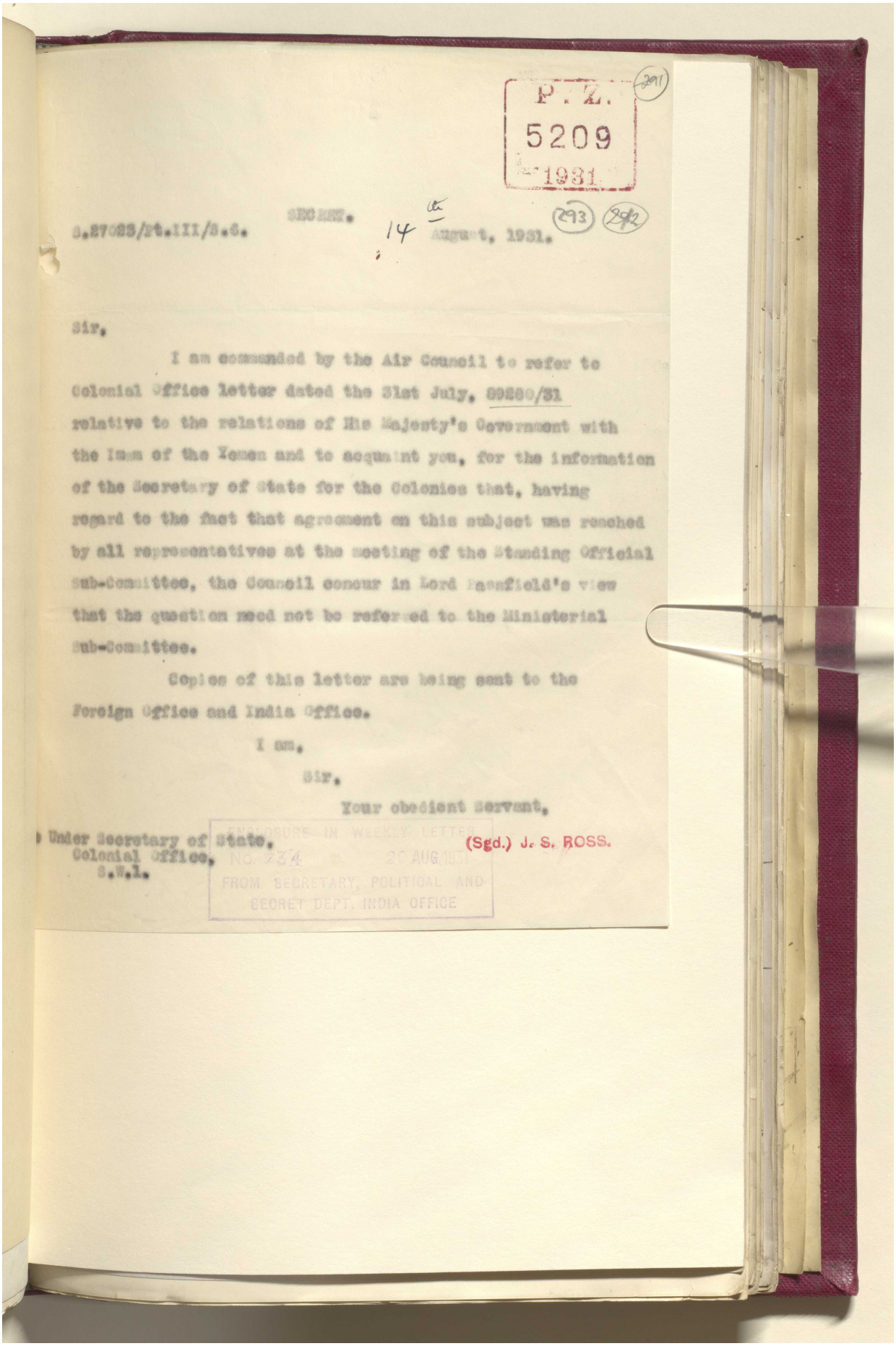

P. Z.
5209
1931

(291) (293) (292)

S.27023/Pt.III/S.6. SECRET. 14th August, 1931.

Sir,

I am commanded by the Air Council to refer to Colonial Office letter dated the 31st July, 29280/31 relative to the relations of His Majesty's Government with the Imam of the Yemen and to acquaint you, for the information of the Secretary of State for the Colonies that, having regard to the fact that agreement on this subject was reached by all representatives at the meeting of the Standing Official Sub-Committee, the Council concur in Lord Passfield's view that the question need not be referred to the Ministerial Sub-Committee.

Copies of this letter are being sent to the Foreign Office and India Office.

I am,

Sir,

Your obedient Servant,

(Sgd.) J. S. ROSS.

The Under Secretary of State,
Colonial Office,
S.W.1.

ENCLOSURE IN WEEKLY LETTER
NO. 234 DATED 20 AUG 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

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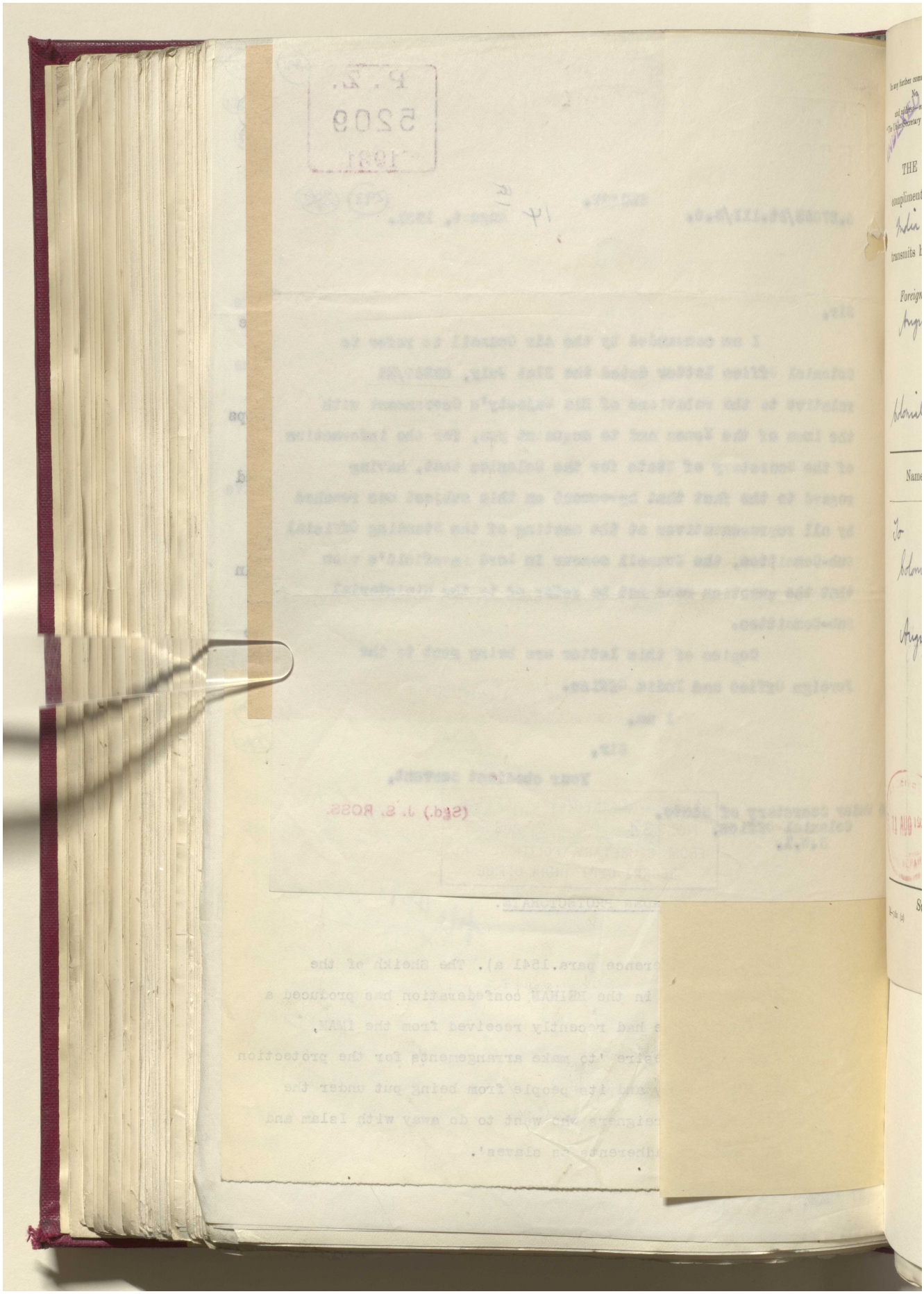

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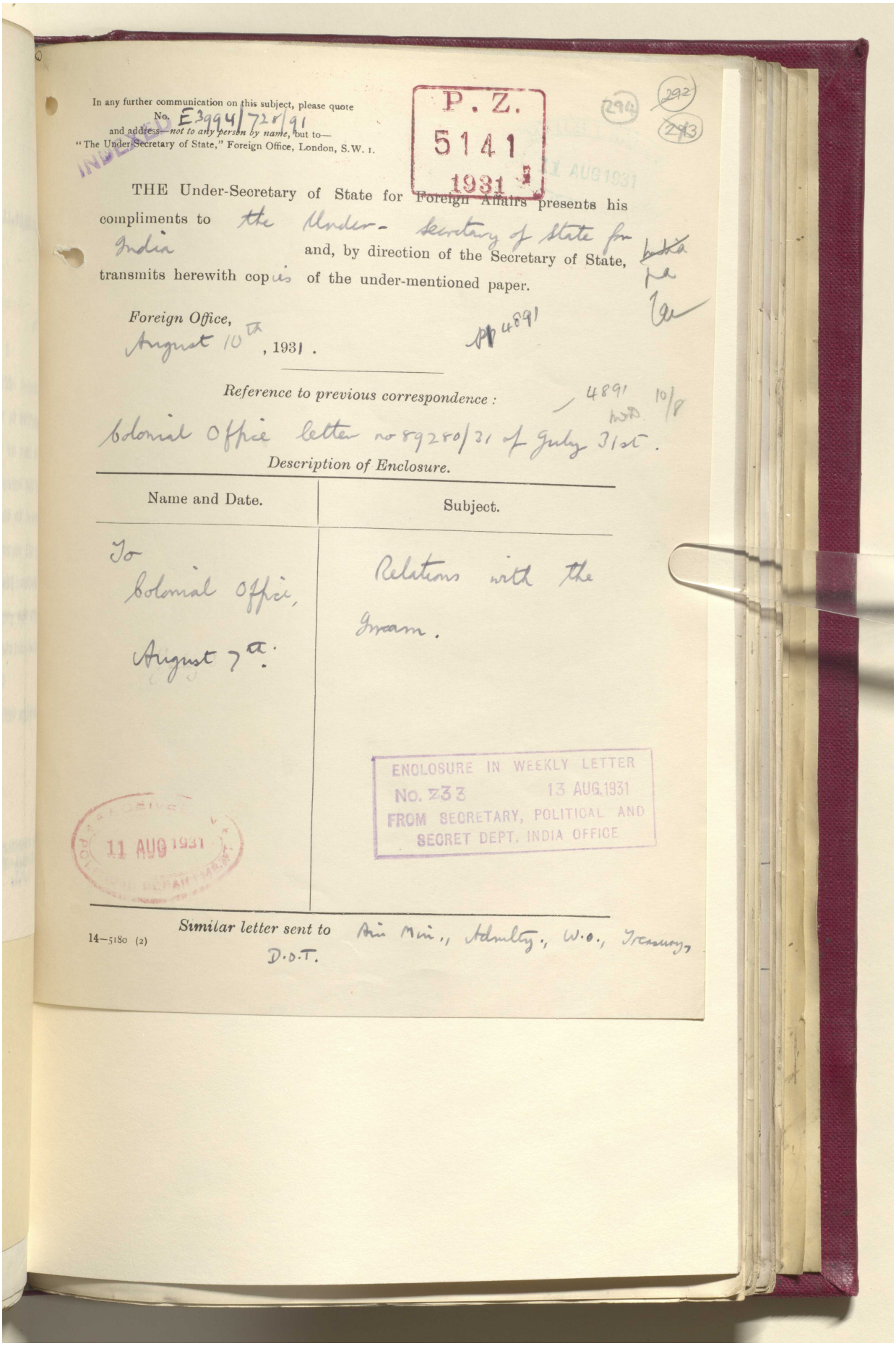

In any further communication on this subject, please quote No. E3994/72/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W. 1.

P. Z. 5141 1931

(294) (292) (293)

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

*Foreign Office,*
August 10th, 1931.

*Reference to previous correspondence:* 4891 10/8

Colonial Office letter no 59250/31 of July 31st.

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| To Colonial Office, August 7th. | Relations with the Imam. |

ENCLOSURE IN WEEKLY LETTER
No. 233 13 AUG 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

RECEIVED 11 AUG 1931

14—5180 (2)

*Similar letter sent to* Air Min., Admlty., W.O., Treasury, D.O.T.

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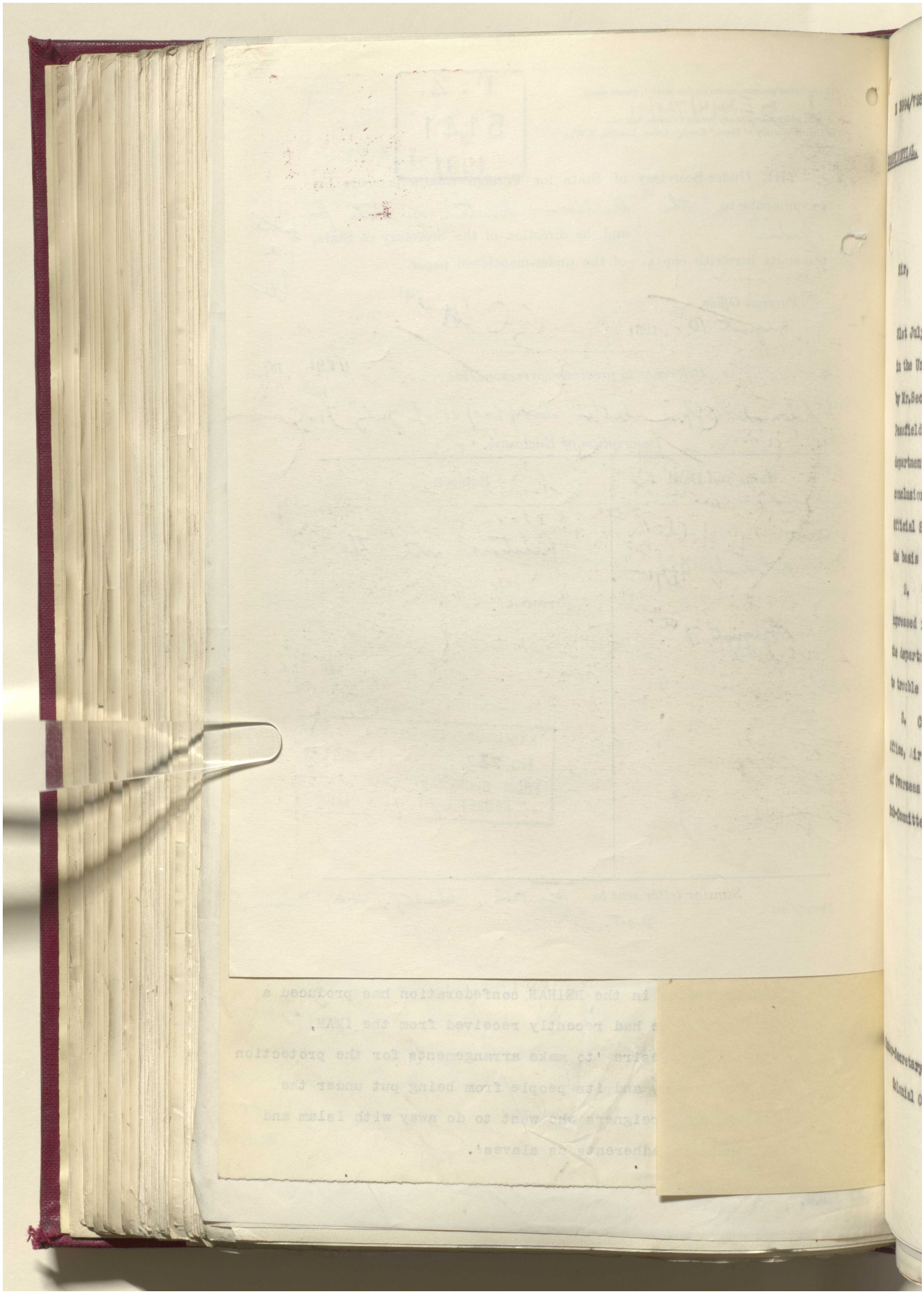

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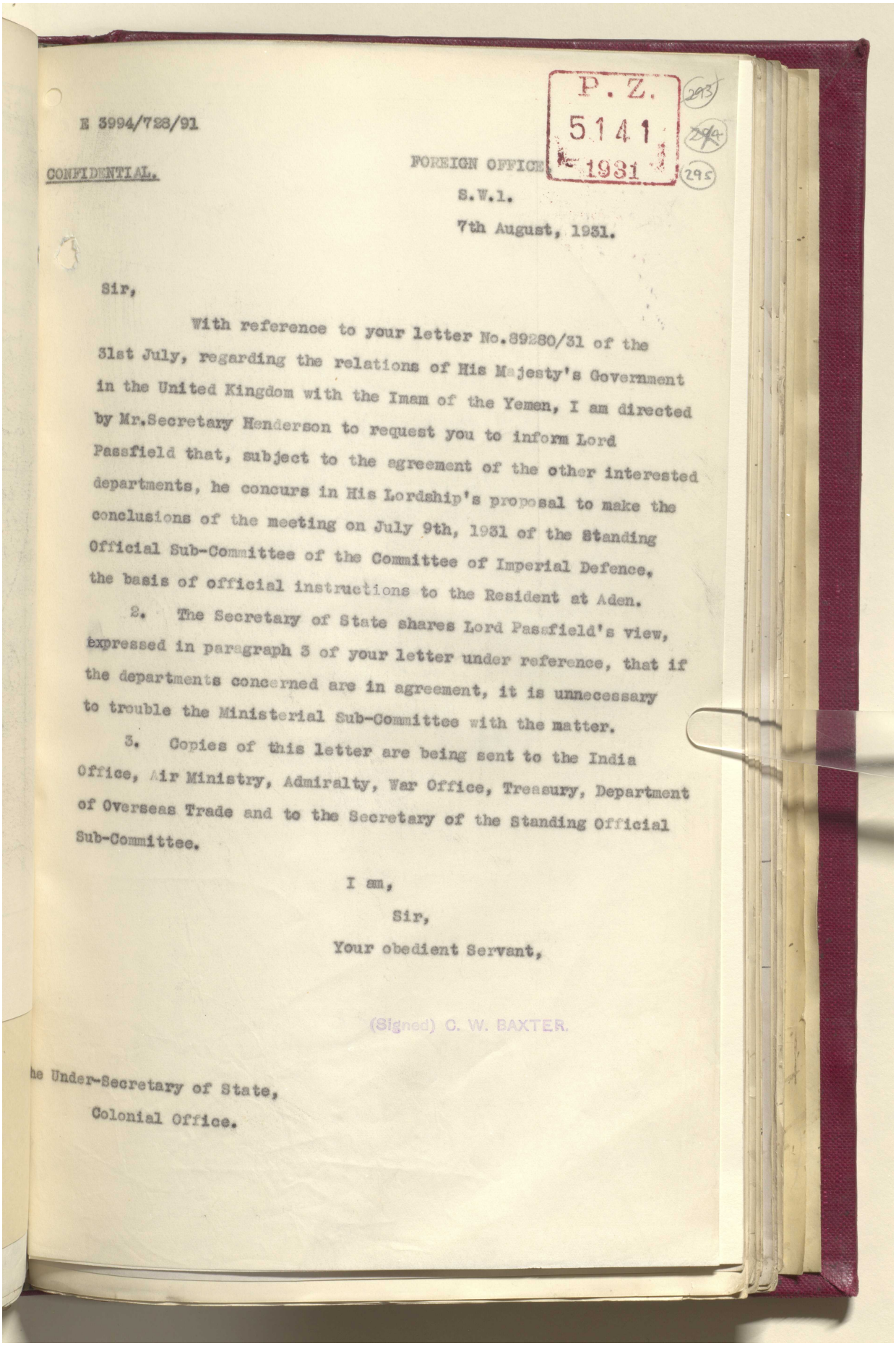

P. Z.
5141
1931

293
294
295

E 3994/728/91

CONFIDENTIAL.

FOREIGN OFFICE
S.W.1.
7th August, 1931.

Sir,

With reference to your letter No.39280/31 of the 31st July, regarding the relations of His Majesty's Government in the United Kingdom with the Imam of the Yemen, I am directed by Mr.Secretary Henderson to request you to inform Lord Passfield that, subject to the agreement of the other interested departments, he concurs in His Lordship's proposal to make the conclusions of the meeting on July 9th, 1931 of the Standing Official Sub-Committee of the Committee of Imperial Defence, the basis of official instructions to the Resident at Aden.

2. The Secretary of State shares Lord Passfield's view, expressed in paragraph 3 of your letter under reference, that if the departments concerned are in agreement, it is unnecessary to trouble the Ministerial Sub-Committee with the matter.

3. Copies of this letter are being sent to the India Office, Air Ministry, Admiralty, War Office, Treasury, Department of Overseas Trade and to the Secretary of the Standing Official Sub-Committee.

I am,
Sir,
Your obedient Servant,

(Signed) C. W. BAXTER.

he Under-Secretary of State,
Colonial Office.

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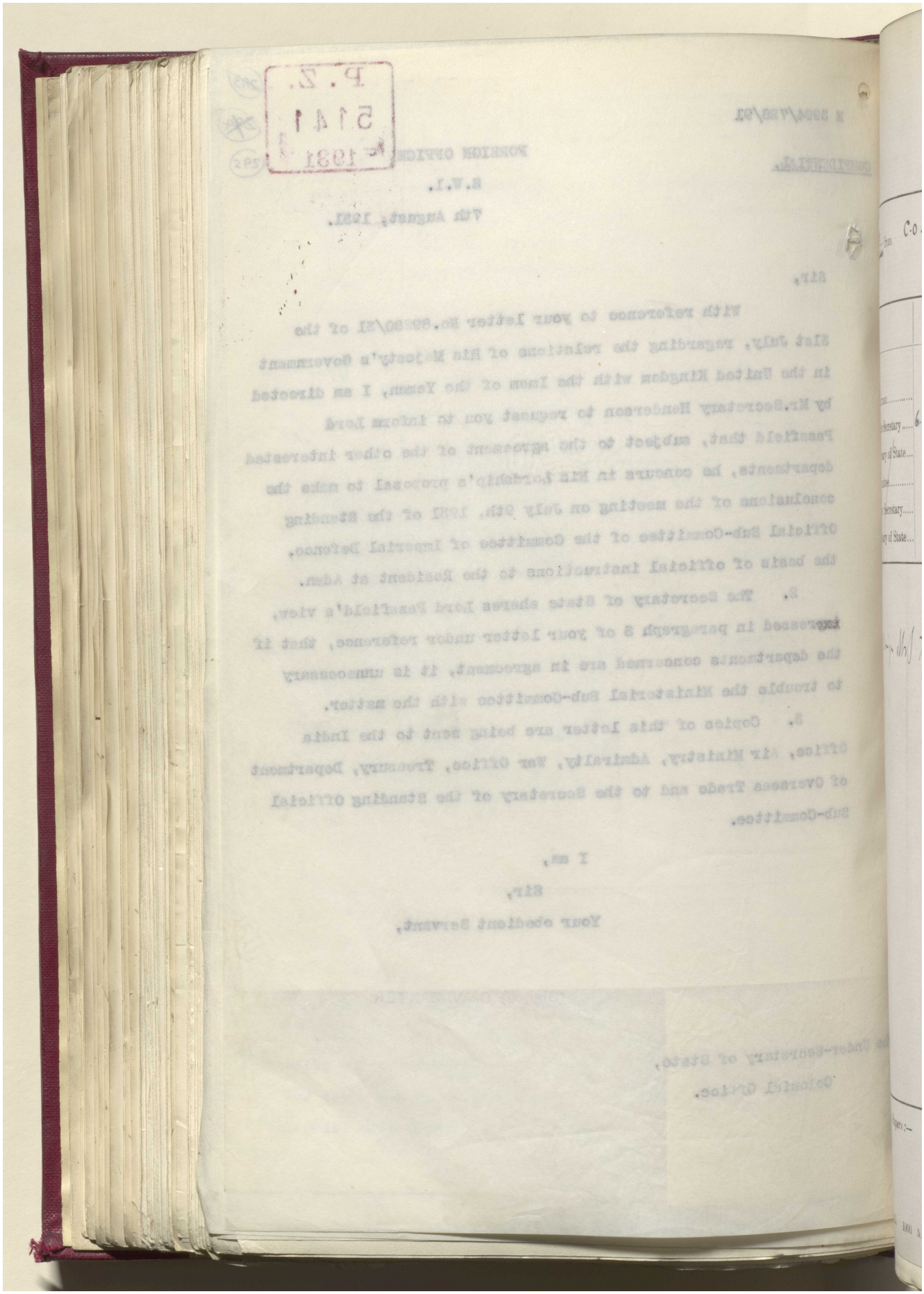

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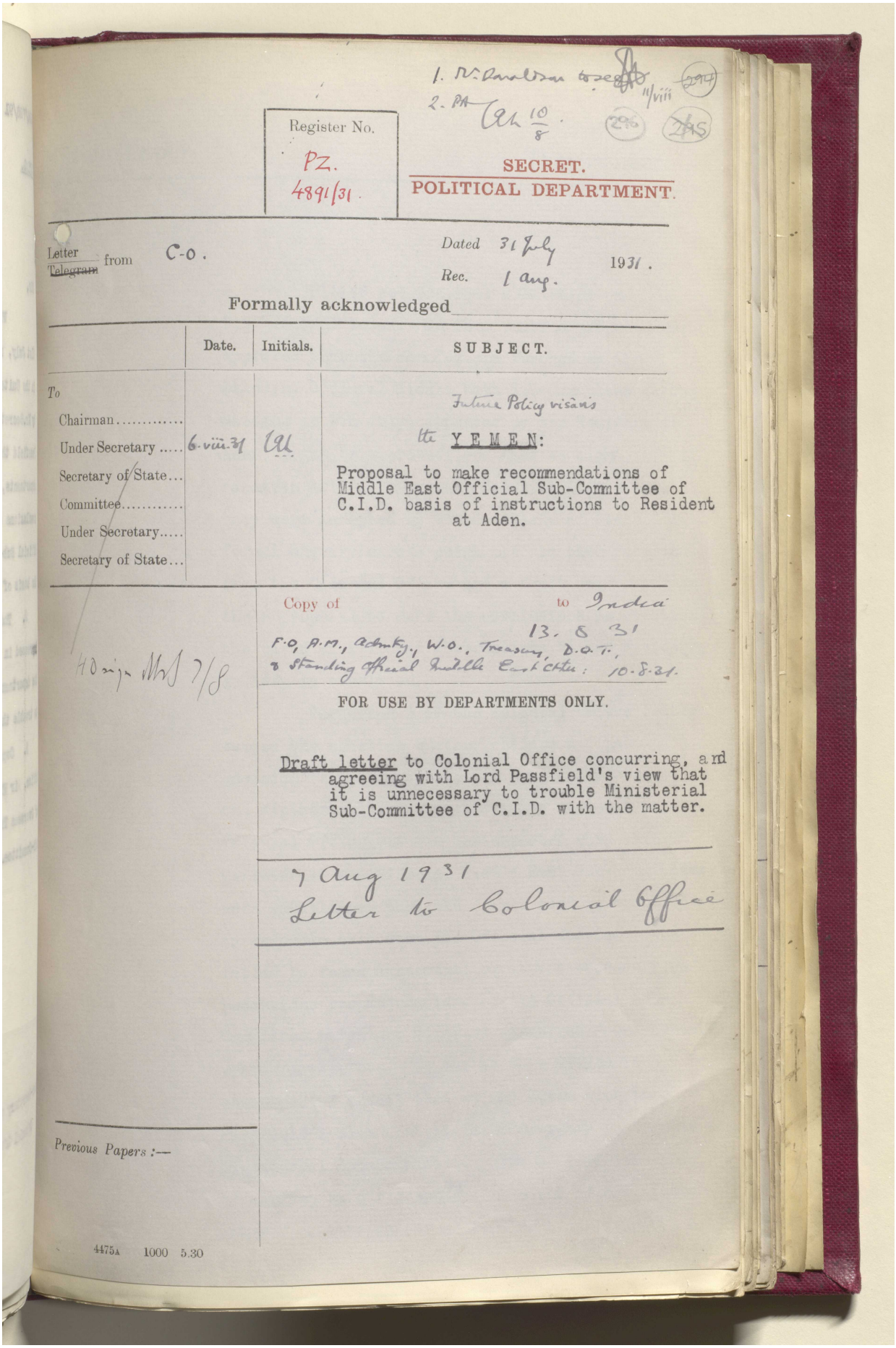

1. Mr. Donaldson to see 11/viii (294)
2. PA 10/8 (296) (295)

Register No.
PZ.
4891/31.

SECRET.
POLITICAL DEPARTMENT.

Letter ~~Telegram~~ from C.O.

Dated 31 July 1931.
Rec. 1 Aug.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | Future Policy visâ vis |
| Chairman..... | | | the YEMEN: |
| Under Secretary ..... | 6.viii.31 | [illegible] | Proposal to make recommendations of Middle East Official Sub-Committee of C.I.D. basis of instructions to Resident at Aden. |
| Secretary of State... | | | |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

Copy of to India
13. 8 31
F.O, A.M., Admty., W.O., Treasury, D.O.T., & Standing Official Middle East Ctee: 10.8.31.

H Origin [illegible] 7/8

FOR USE BY DEPARTMENTS ONLY.

Draft letter to Colonial Office concurring, and agreeing with Lord Passfield's view that it is unnecessary to trouble Ministerial Sub-Committee of C.I.D. with the matter.

7 Aug 1931
Letter to Colonial Office

Previous Papers :—

4475A 1000 5.30

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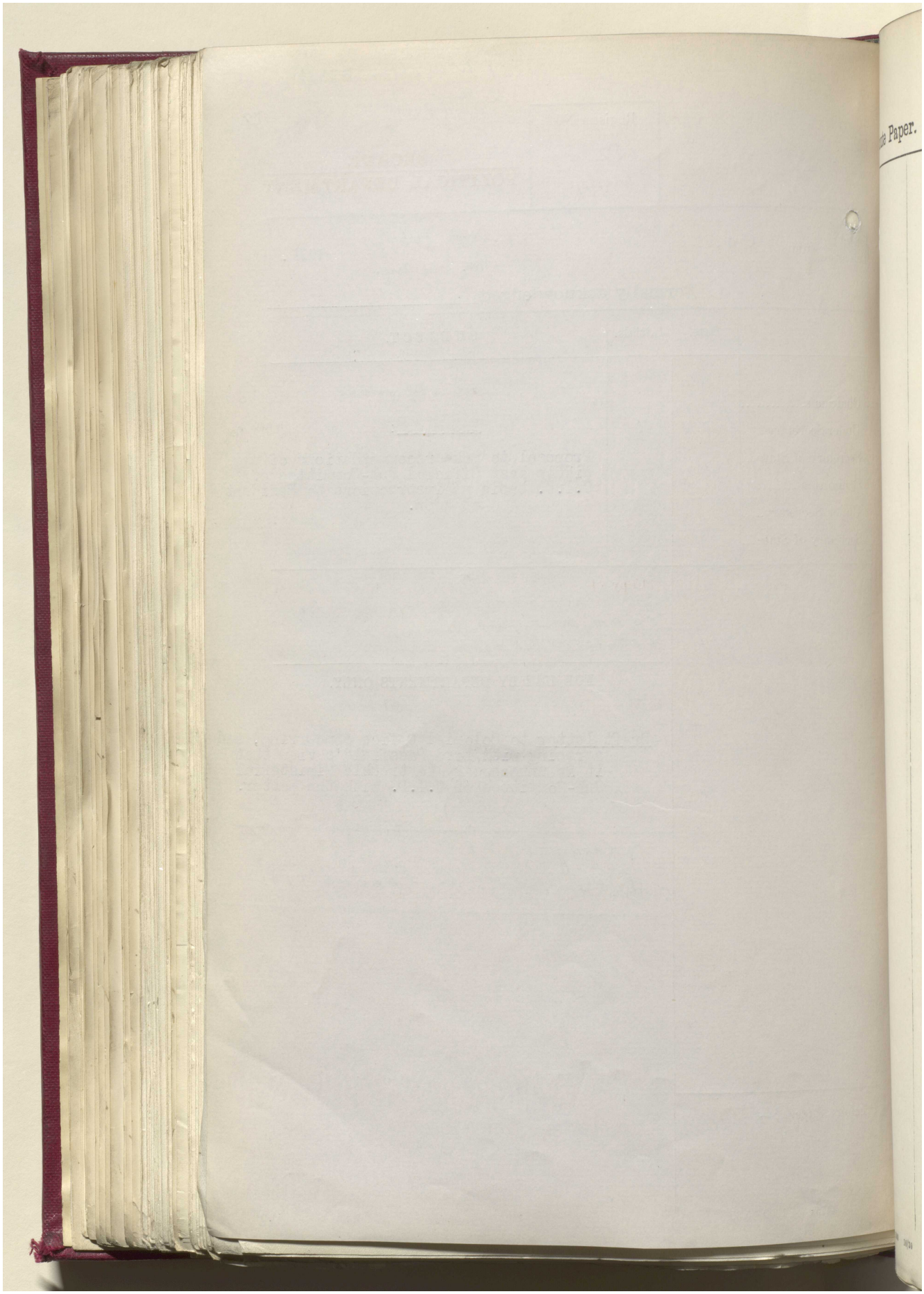

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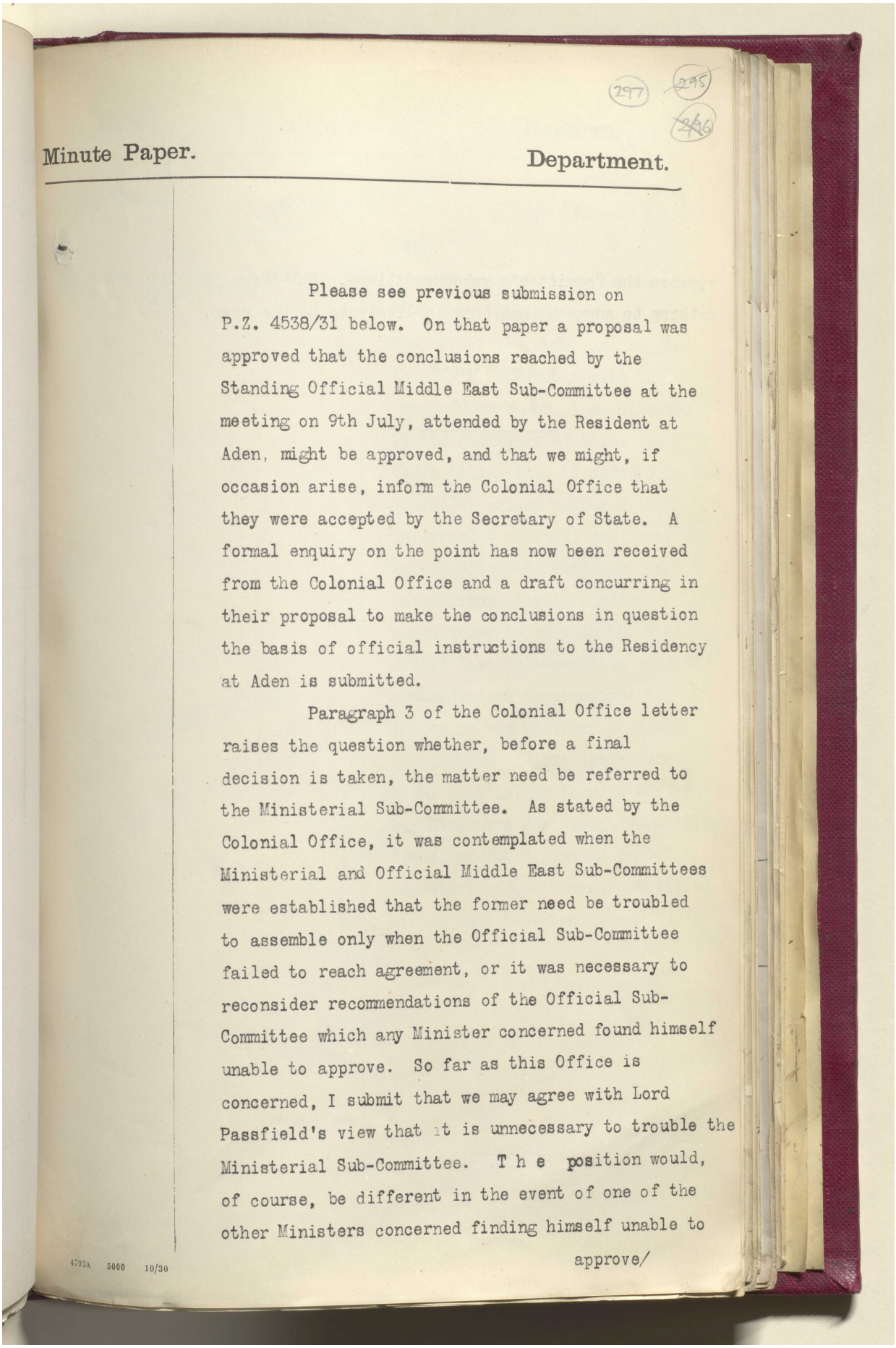

(297) ~~295~~ ~~296~~

Minute Paper. Department.

Please see previous submission on P.Z. 4538/31 below. On that paper a proposal was approved that the conclusions reached by the Standing Official Middle East Sub-Committee at the meeting on 9th July, attended by the Resident at Aden, might be approved, and that we might, if occasion arise, inform the Colonial Office that they were accepted by the Secretary of State. A formal enquiry on the point has now been received from the Colonial Office and a draft concurring in their proposal to make the conclusions in question the basis of official instructions to the Residency at Aden is submitted.

Paragraph 3 of the Colonial Office letter raises the question whether, before a final decision is taken, the matter need be referred to the Ministerial Sub-Committee. As stated by the Colonial Office, it was contemplated when the Ministerial and Official Middle East Sub-Committees were established that the former need be troubled to assemble only when the Official Sub-Committee failed to reach agreement, or it was necessary to reconsider recommendations of the Official Sub-Committee which any Minister concerned found himself unable to approve. So far as this Office is concerned, I submit that we may agree with Lord Passfield's view that it is unnecessary to trouble the Ministerial Sub-Committee. T h e position would, of course, be different in the event of one of the other Ministers concerned finding himself unable to approve/

4793A 5000 10/30

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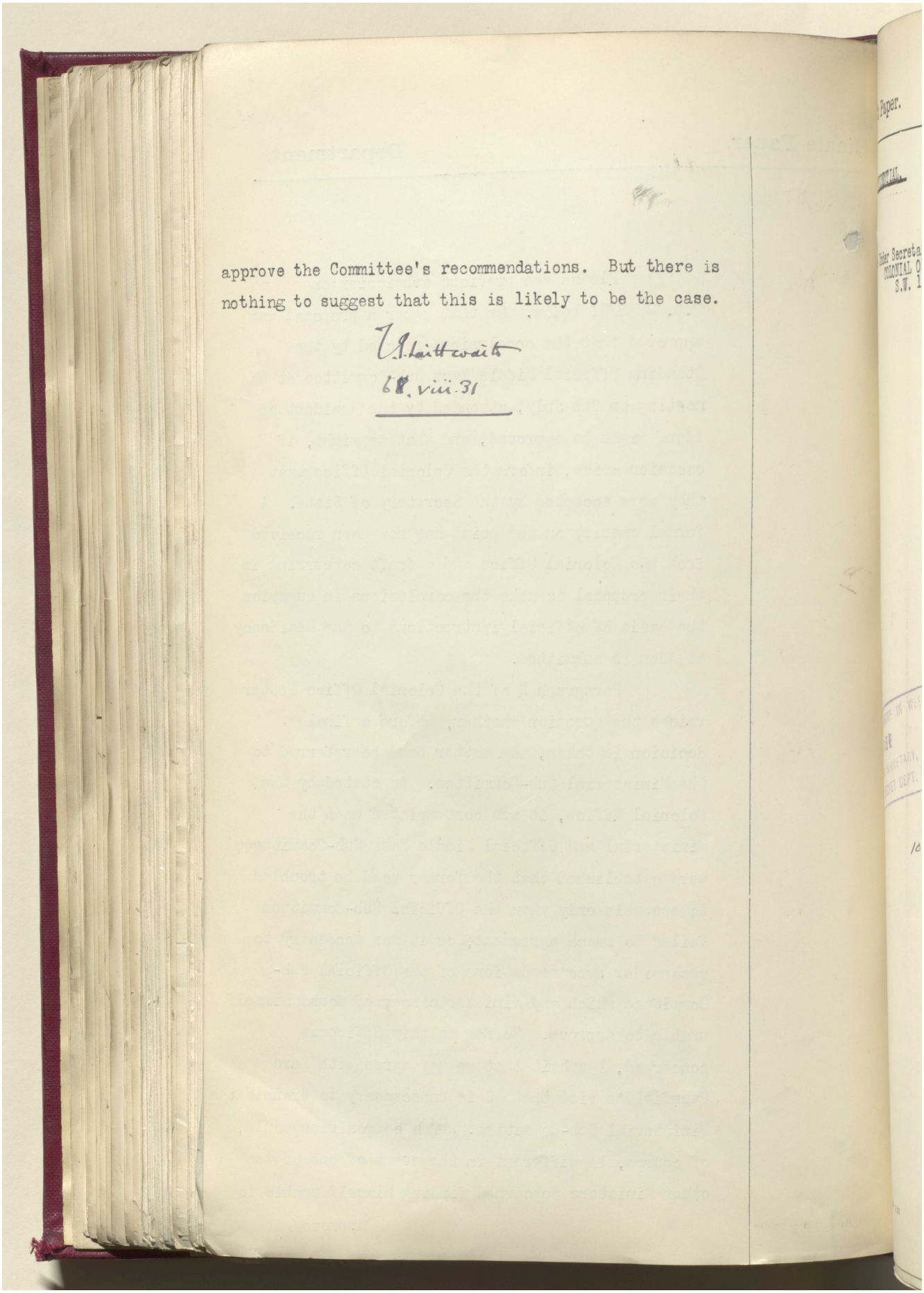

approve the Committee's recommendations. But there is nothing to suggest that this is likely to be the case.

T. G. Laithwaite
6.8.viii.31

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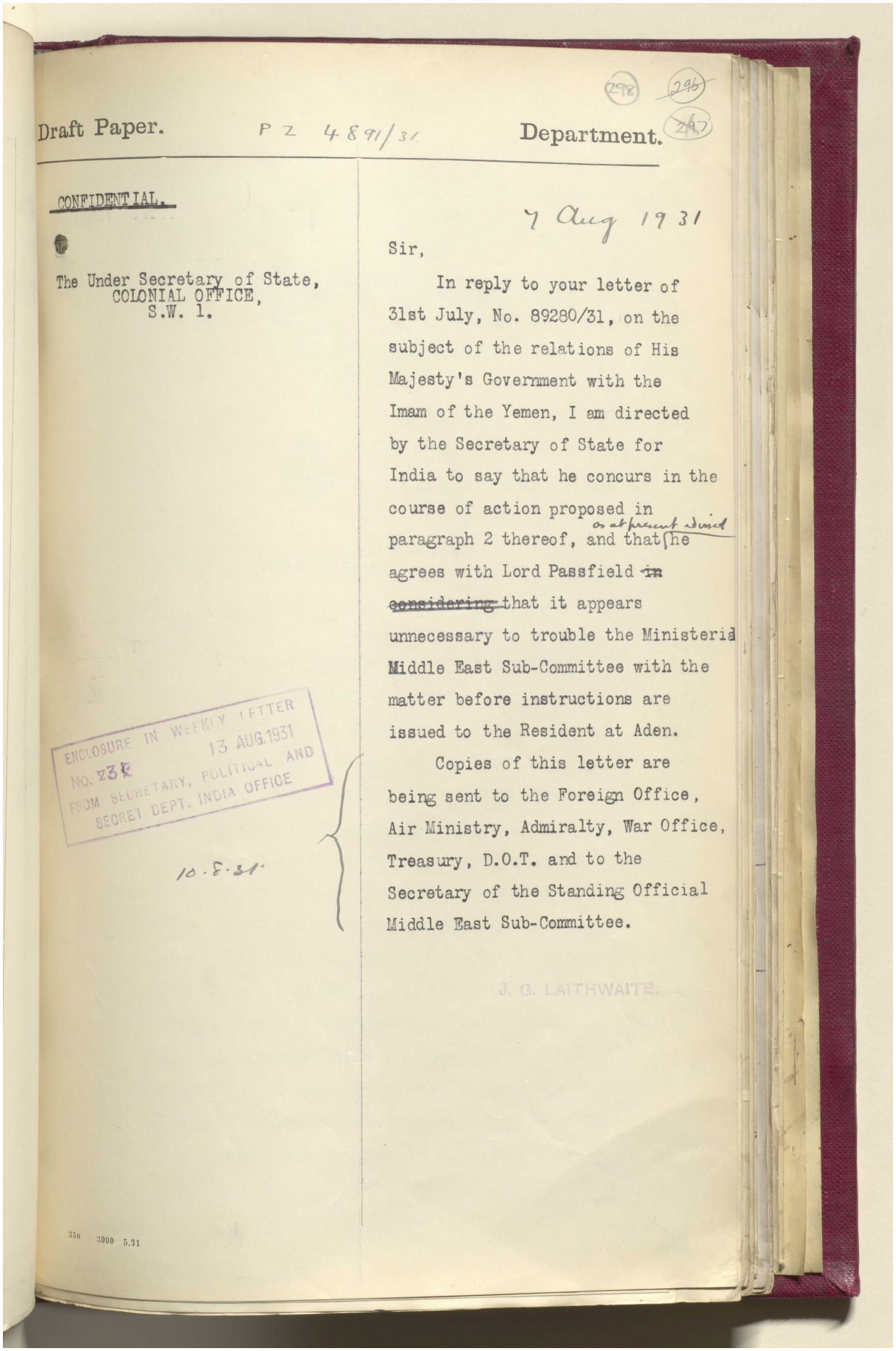

Draft Paper. P Z 4891/31 Department.

298 296 297

CONFIDENTIAL.

7 Aug 1931

The Under Secretary of State,
COLONIAL OFFICE,
S.W. 1.

Sir,

In reply to your letter of 31st July, No. 89280/31, on the subject of the relations of His Majesty's Government with the Imam of the Yemen, I am directed by the Secretary of State for India to say that he concurs in the course of action proposed in paragraph 2 thereof, as at present advised and that he agrees with Lord Passfield ~~in considering~~ that it appears unnecessary to trouble the Ministerial Middle East Sub-Committee with the matter before instructions are issued to the Resident at Aden.

Copies of this letter are being sent to the Foreign Office, Air Ministry, Admiralty, War Office, Treasury, D.O.T. and to the Secretary of the Standing Official Middle East Sub-Committee.

J. G. LAITHWAITE.

ENCLOSURE IN WEEKLY LETTER
NO. 238
13 AUG. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

10.8.31.

35B 3000 5.31

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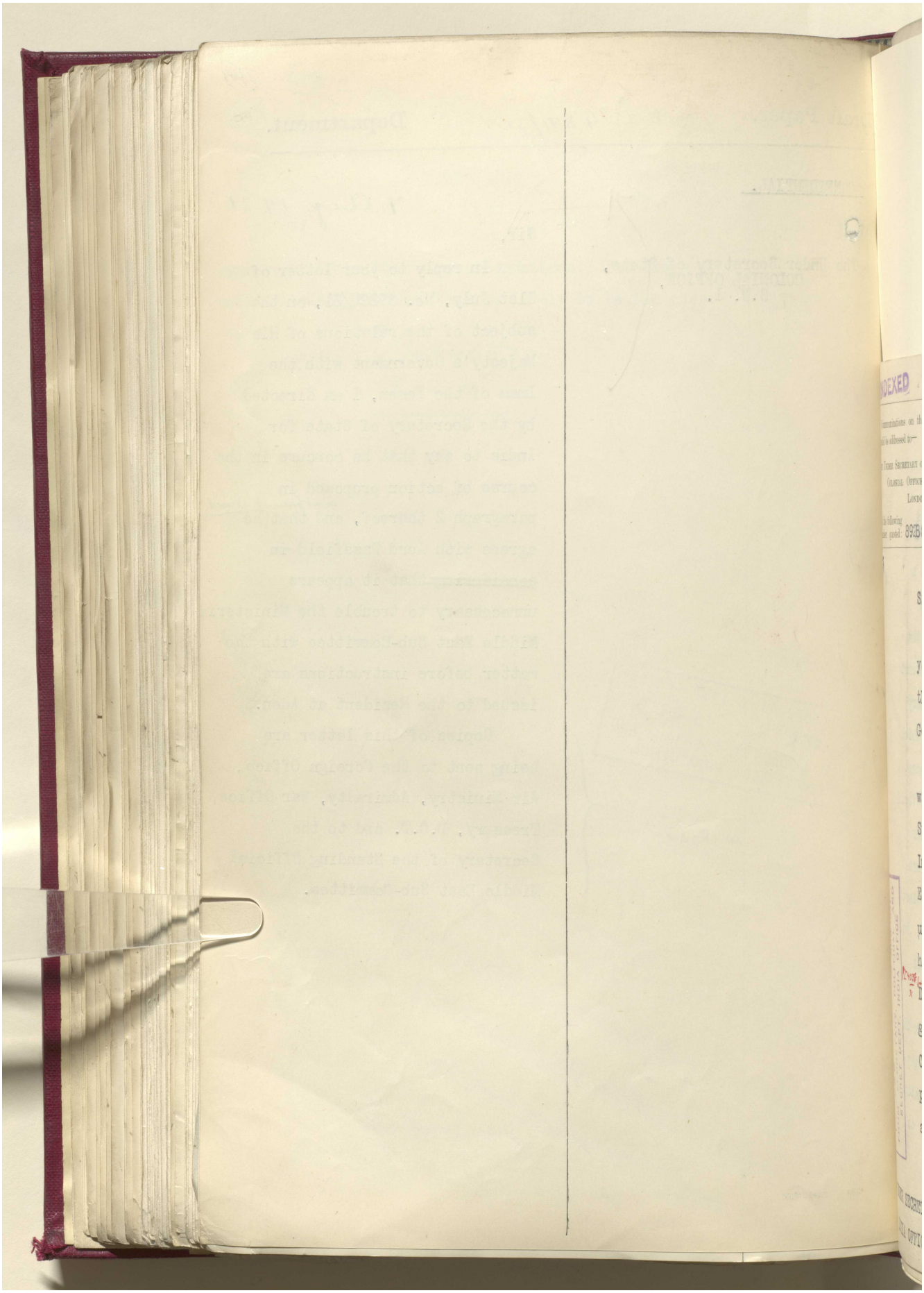

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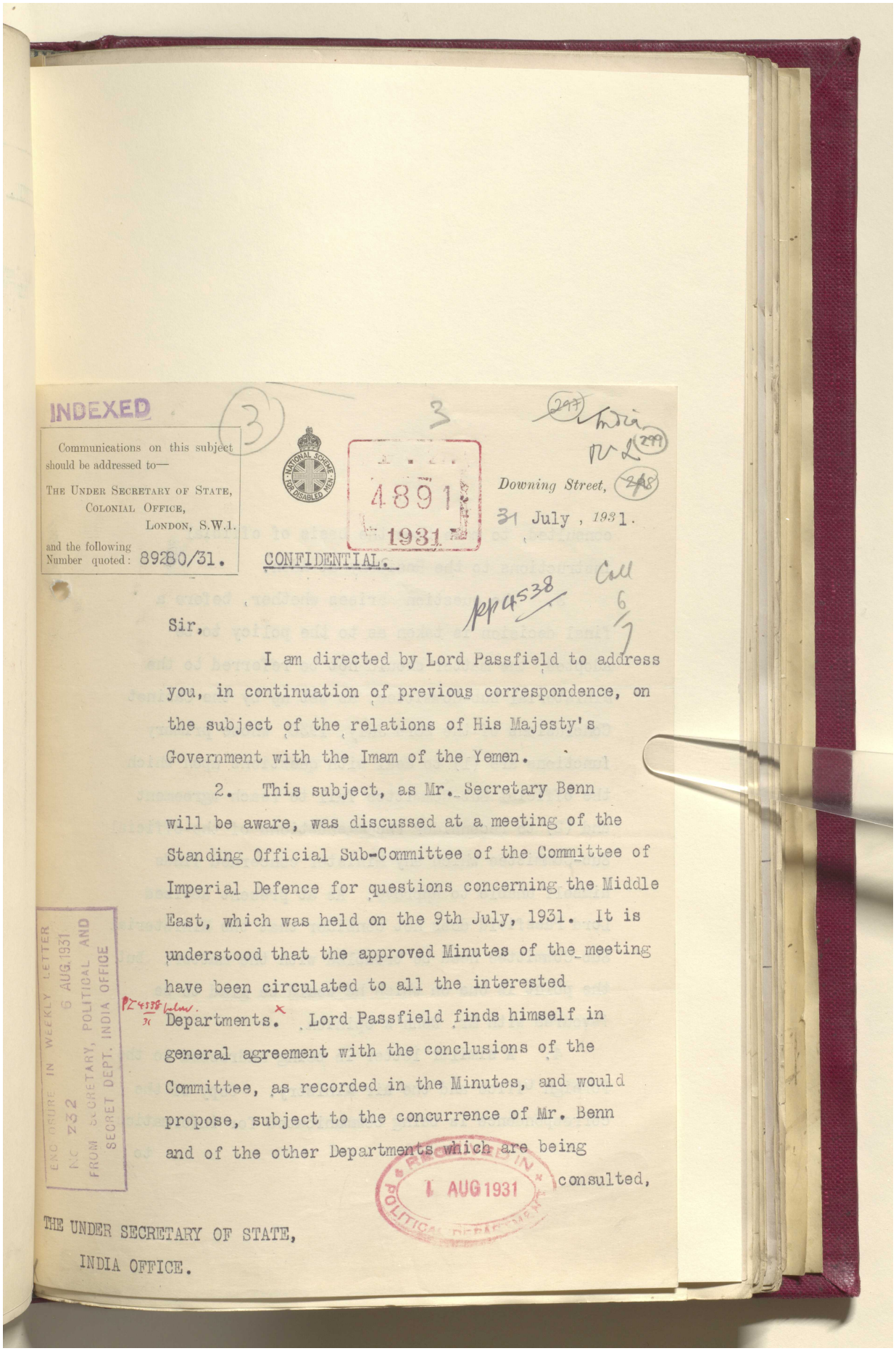

INDEXED

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 89280/31.

4891
1931

Downing Street,
31 July, 1931.

CONFIDENTIAL.

Sir,

I am directed by Lord Passfield to address you, in continuation of previous correspondence, on the subject of the relations of His Majesty's Government with the Imam of the Yemen.

2. This subject, as Mr. Secretary Benn will be aware, was discussed at a meeting of the Standing Official Sub-Committee of the Committee of Imperial Defence for questions concerning the Middle East, which was held on the 9th July, 1931. It is understood that the approved Minutes of the meeting have been circulated to all the interested Departments. Lord Passfield finds himself in general agreement with the conclusions of the Committee, as recorded in the Minutes, and would propose, subject to the concurrence of Mr. Benn and of the other Departments which are being consulted,

ENCLOSURE IN WEEKLY LETTER
6 AUG. 1931
No. 232
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

RECEIVED IN POLITICAL DEPARTMENT
1 AUG 1931

THE UNDER SECRETARY OF STATE,
INDIA OFFICE.

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consulted, to make them the basis of official instructions to the Resideny at Aden.

3. The question arises whether, before a final decision is taken as to the policy to be adopted, the matter should not be referred to the Ministerial Sub-Committee, as set up by the Cabinet Conclusions of the 23rd July, 1930, whose primary functions are (1) to deal with questions upon which the official Sub-Committee fail to reach agreement and (2) to reconsider recommendations of the official Sub-Committee which any Minister concerned finds himself unable to approve. As at present advised Lord Passfield does not consider that the Ministerial Sub-Committee need be troubled with the matter; but the point is one on which he would be glad to be favoured with Mr. Benn's opinion.

4. A similar letter is being addressed to the Foreign Office and the Air Ministry. Copy of the correspondence is being communicated for information to

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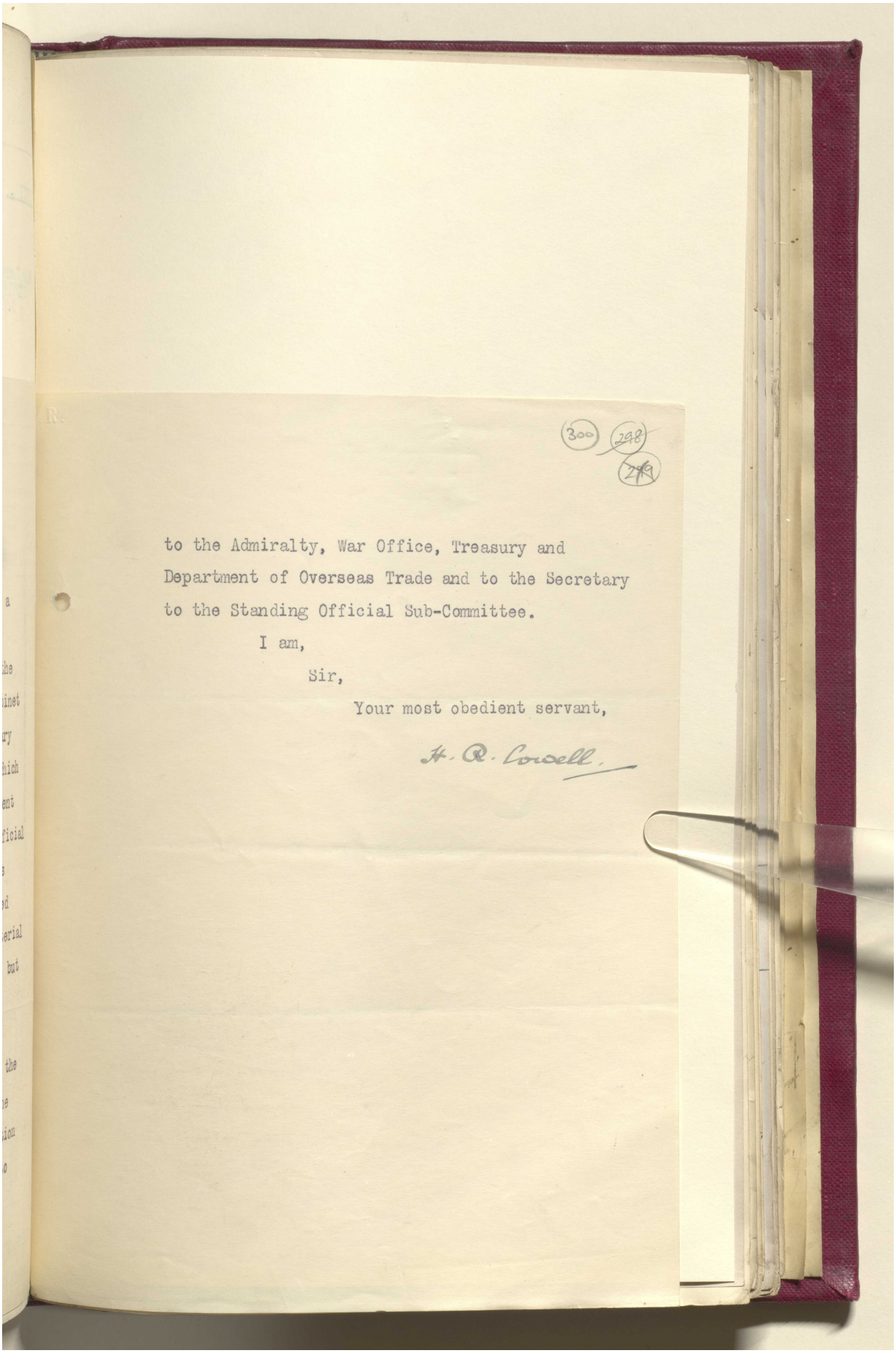

(300) (298) (299)

to the Admiralty, War Office, Treasury and
Department of Overseas Trade and to the Secretary
to the Standing Official Sub-Committee.

I am,

Sir,

Your most obedient servant,

H. R. Cowell.

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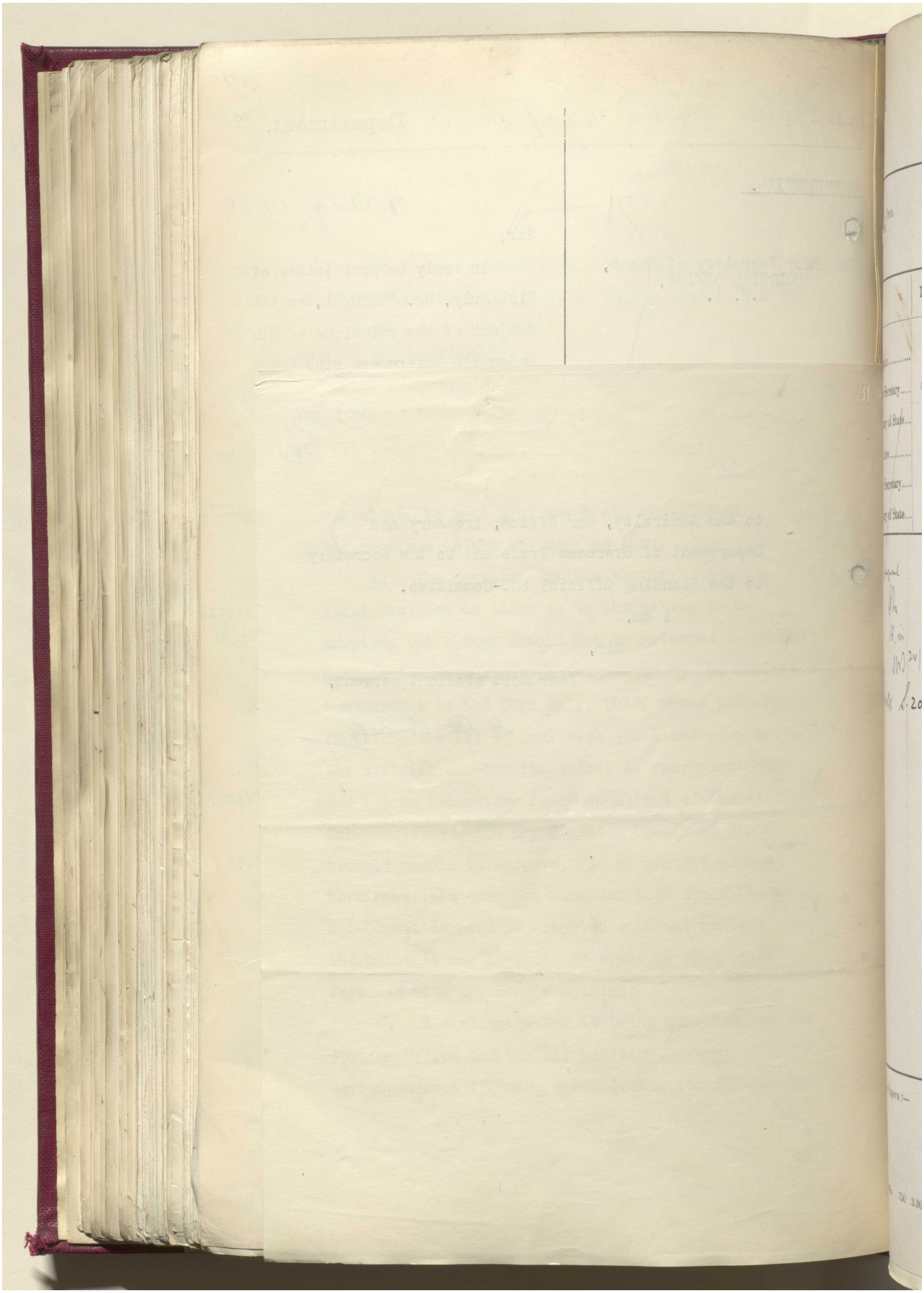

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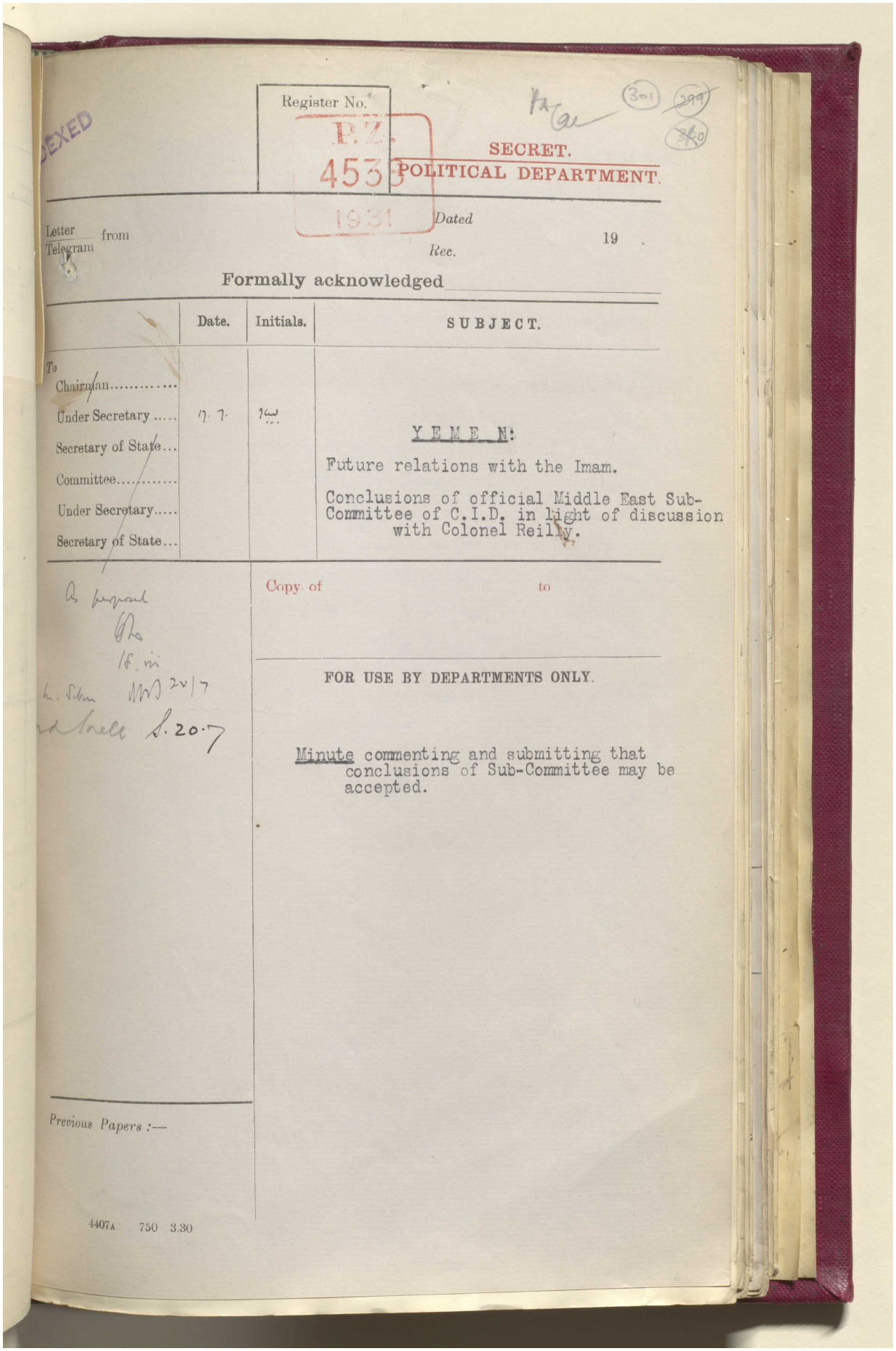

EXED

Register No. P.Z. 4533 1931

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from

Dated

Rec. 19

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman..... | | | |
| Under Secretary ..... | 17.7. | | YEMEN: Future relations with the Imam. Conclusions of official Middle East Sub-Committee of C.I.D. in light of discussion with Colonel Reilly. |
| Secretary of State... | | | |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

Copy of to

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Minute commenting and submitting that conclusions of Sub-Committee may be accepted.

Previous Papers :—

4407A 750 3.30

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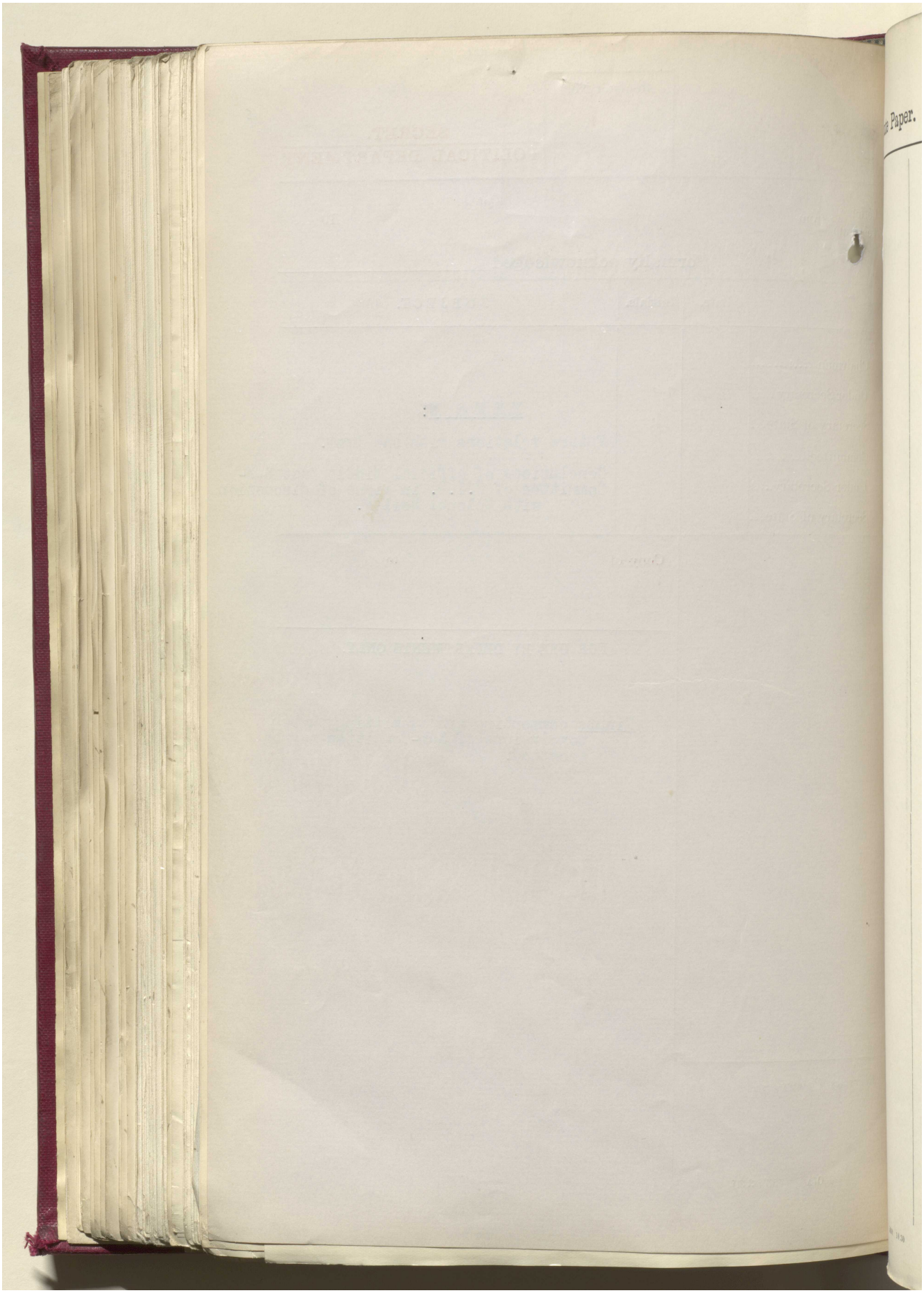

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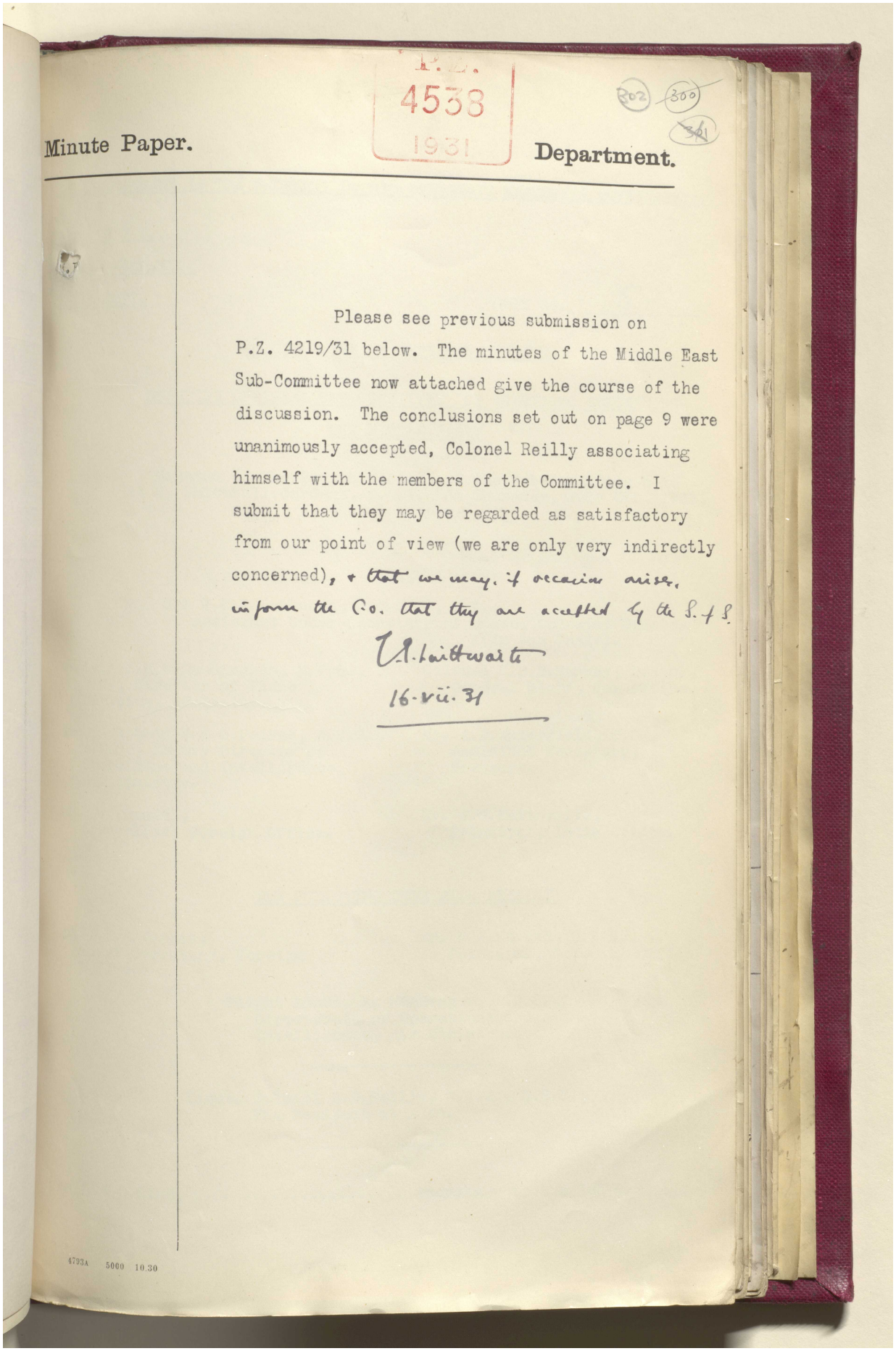

P.Z.
4538
1931

302 ~~300~~ ~~301~~

Minute Paper. Department.

Please see previous submission on P.Z. 4219/31 below. The minutes of the Middle East Sub-Committee now attached give the course of the discussion. The conclusions set out on page 9 were unanimously accepted, Colonel Reilly associating himself with the members of the Committee. I submit that they may be regarded as satisfactory from our point of view (we are only very indirectly concerned), + that we may, if occasion arises, inform the C.O. that they are accepted by the S. of S.

V. A. Lindtwaite
16.vii.31

4793A 5000 10.30

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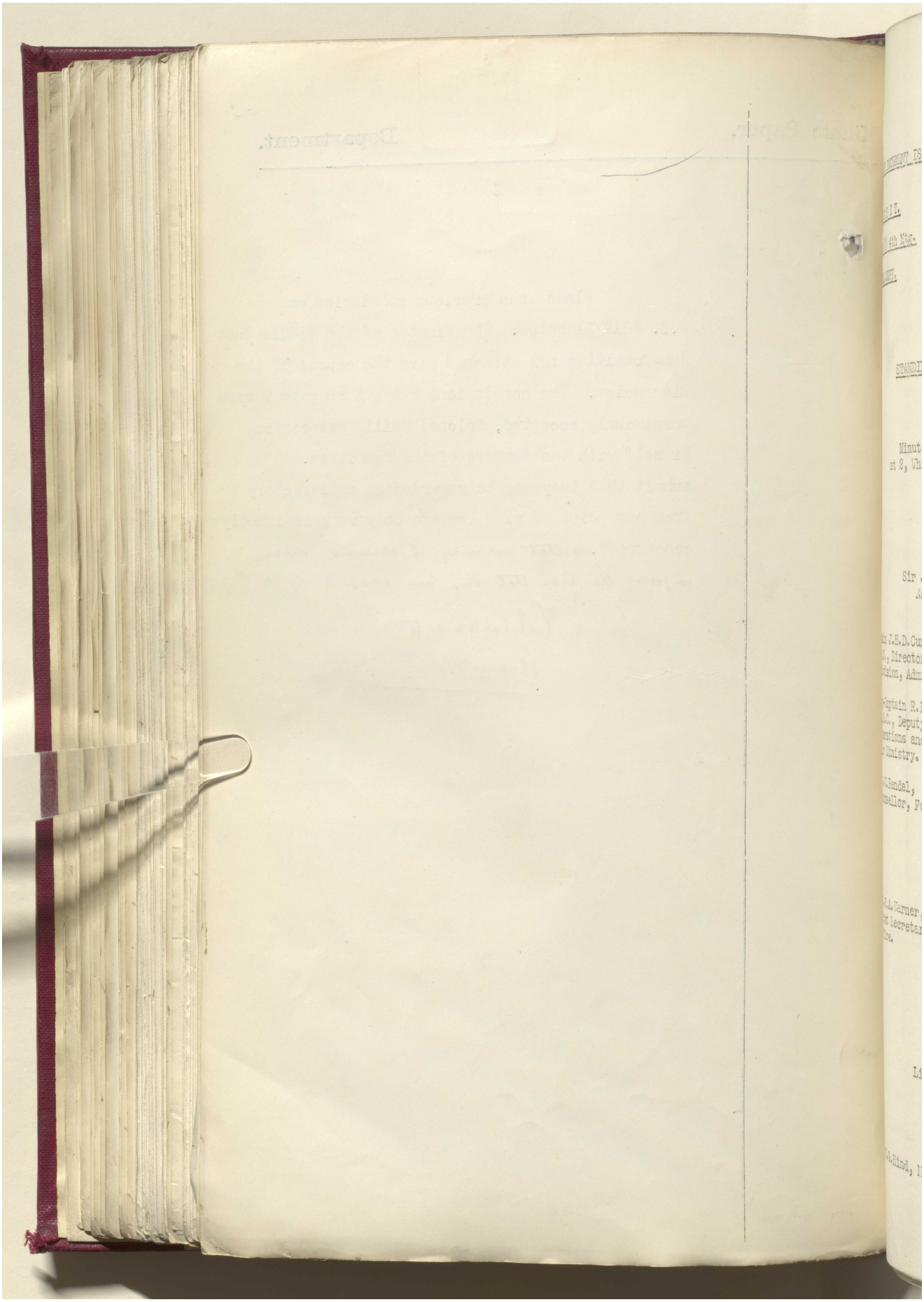

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P.Z. 4538

303 301 302

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S E C R E T.

M.E.(O) 4th Mtg.

FINAL COPY. COPY NO. 5.

COMMITTEE OF IMPERIAL DIFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

Minutes of the Fourth Meeting of the Sub-Committee held at 2, Whitehall Gardens, S.W.1., on Thursday, July 9th, 1931, at 3.30 p.m.

---

PRESENT:

Sir J.E.Shuckburgh, K.C.M.G., C.B., Assistant Under-Secretary of State, Colonial Office. (In the Chair).

Captain J.H.D.Cunningham, M.V.O., R.N., Director of Plans Division, Admiralty.

Colonel K.D.B.Murray, D.S.O., General Staff, War Office.

Group-Captain R.E.C.Peirse, D.S.O., A.F.C., Deputy Director of Operations and Intelligence, Air Ministry.

Mr. A.P.Waterfield, C.B., Assistant Secretary, Treasury.

Mr. G.W.Rendel, Counsellor, Foreign Office.

Mr. J.G.Laithwaite, Principal, India Office.

THE FOLLOWING WERE ALSO PRESENT:

Mr. C.F.A.Warner, First Secretary, Foreign Office.

Mr. F.J.Howard, O.B.E., Principal, Colonial Office.

Flight Lieut. A. MacGregor, D.F.C., Directorate of Operations and Intelligence, Air Ministry.

---

Lieut. Colonel B.R.Reilly, C.I.E., O.B.E., The Resident at Aden.

---

Major N.G.Hind, M.C. ..... Secretary to the Sub-Committee.

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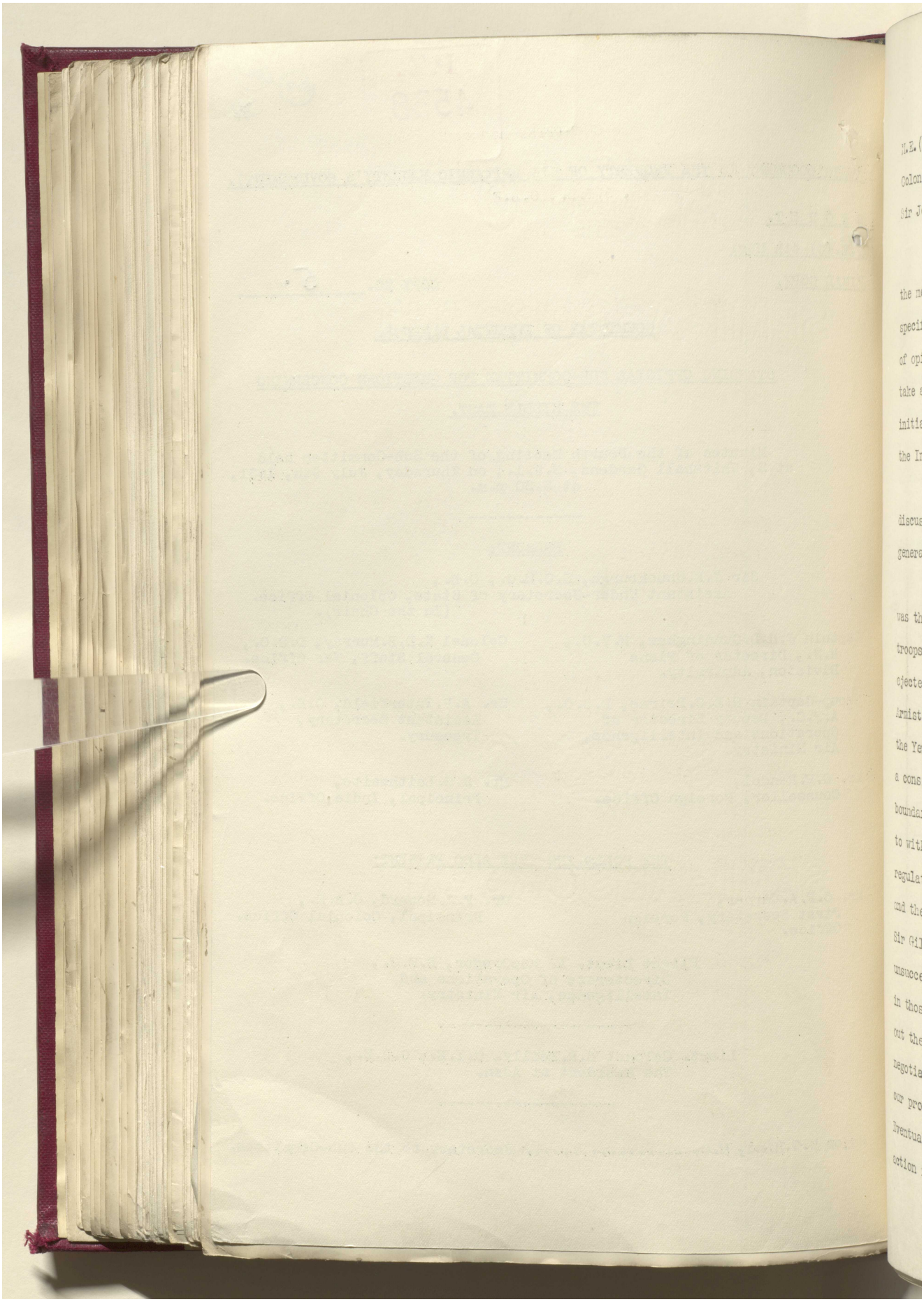

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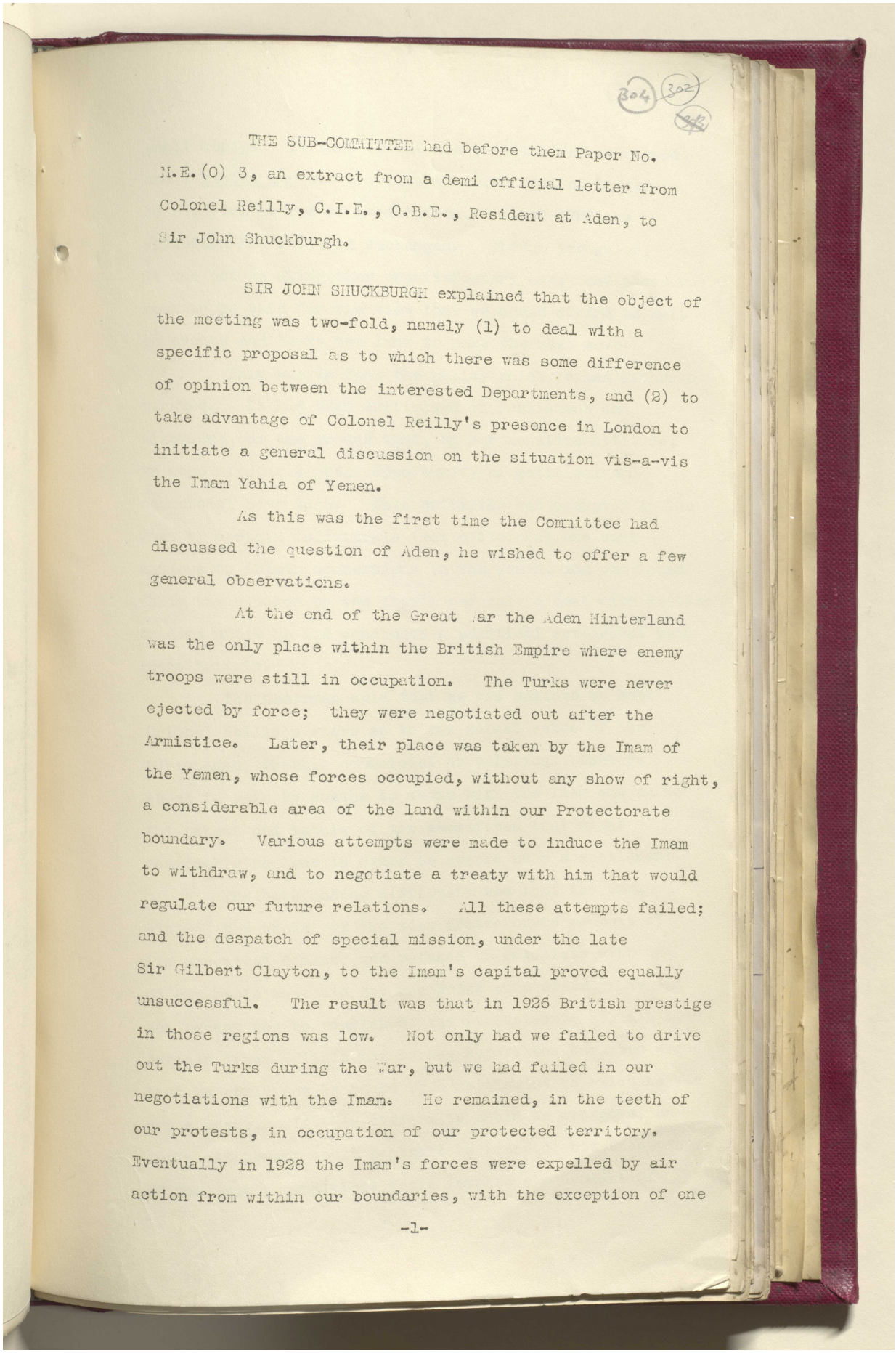

304 302

THE SUB-COMMITTEE had before them Paper No. M.E.(O) 3, an extract from a demi official letter from Colonel Reilly, C.I.E., O.B.E., Resident at Aden, to Sir John Shuckburgh.

SIR JOHN SHUCKBURGH explained that the object of the meeting was two-fold, namely (1) to deal with a specific proposal as to which there was some difference of opinion between the interested Departments, and (2) to take advantage of Colonel Reilly's presence in London to initiate a general discussion on the situation vis-a-vis the Imam Yahia of Yemen.

As this was the first time the Committee had discussed the question of Aden, he wished to offer a few general observations.

At the end of the Great War the Aden Hinterland was the only place within the British Empire where enemy troops were still in occupation. The Turks were never ejected by force; they were negotiated out after the Armistice. Later, their place was taken by the Imam of the Yemen, whose forces occupied, without any show of right, a considerable area of the land within our Protectorate boundary. Various attempts were made to induce the Imam to withdraw, and to negotiate a treaty with him that would regulate our future relations. All these attempts failed; and the despatch of special mission, under the late Sir Gilbert Clayton, to the Imam's capital proved equally unsuccessful. The result was that in 1926 British prestige in those regions was low. Not only had we failed to drive out the Turks during the War, but we had failed in our negotiations with the Imam. He remained, in the teeth of our protests, in occupation of our protected territory. Eventually in 1928 the Imam's forces were expelled by air action from within our boundaries, with the exception of one

-1-

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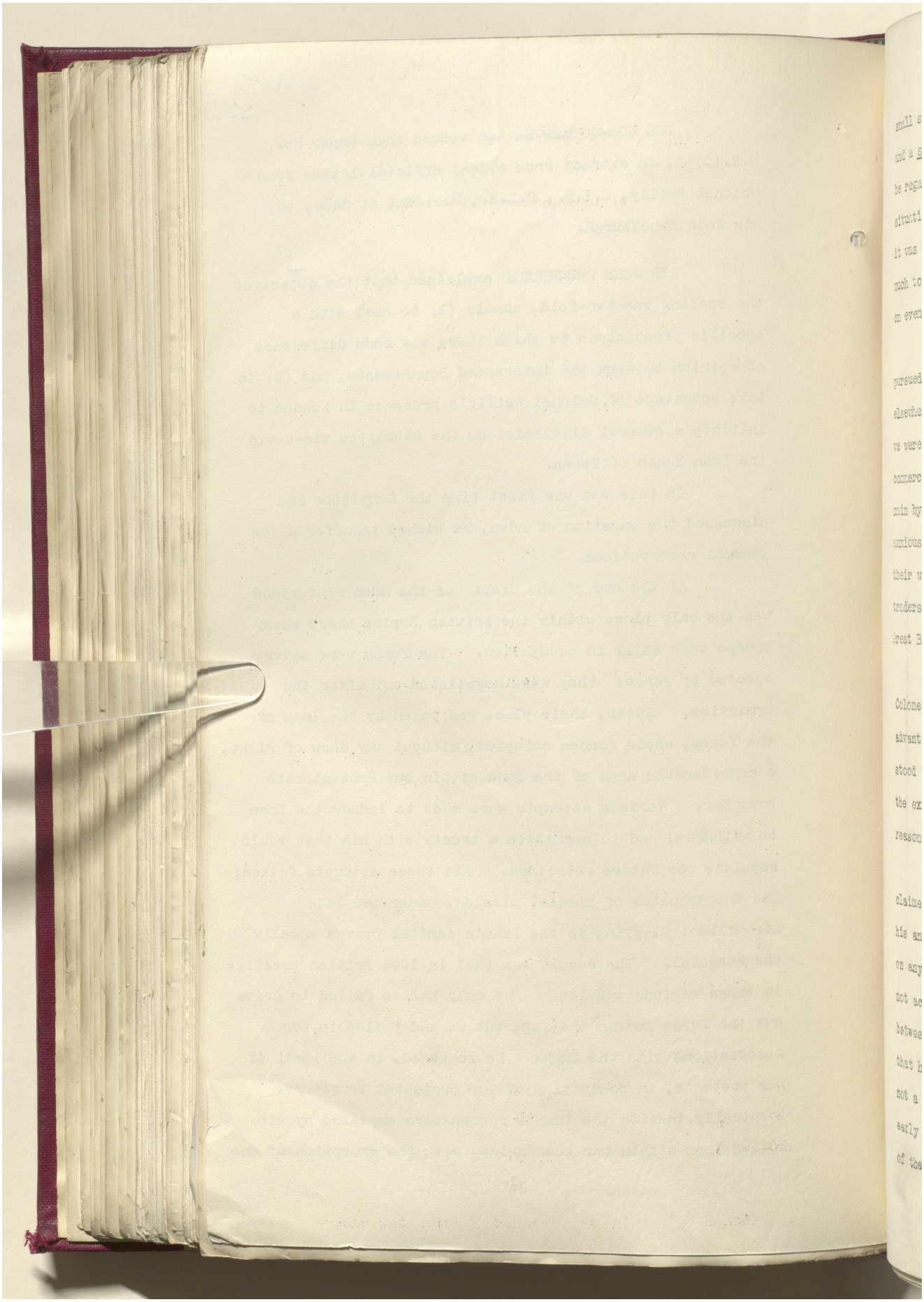

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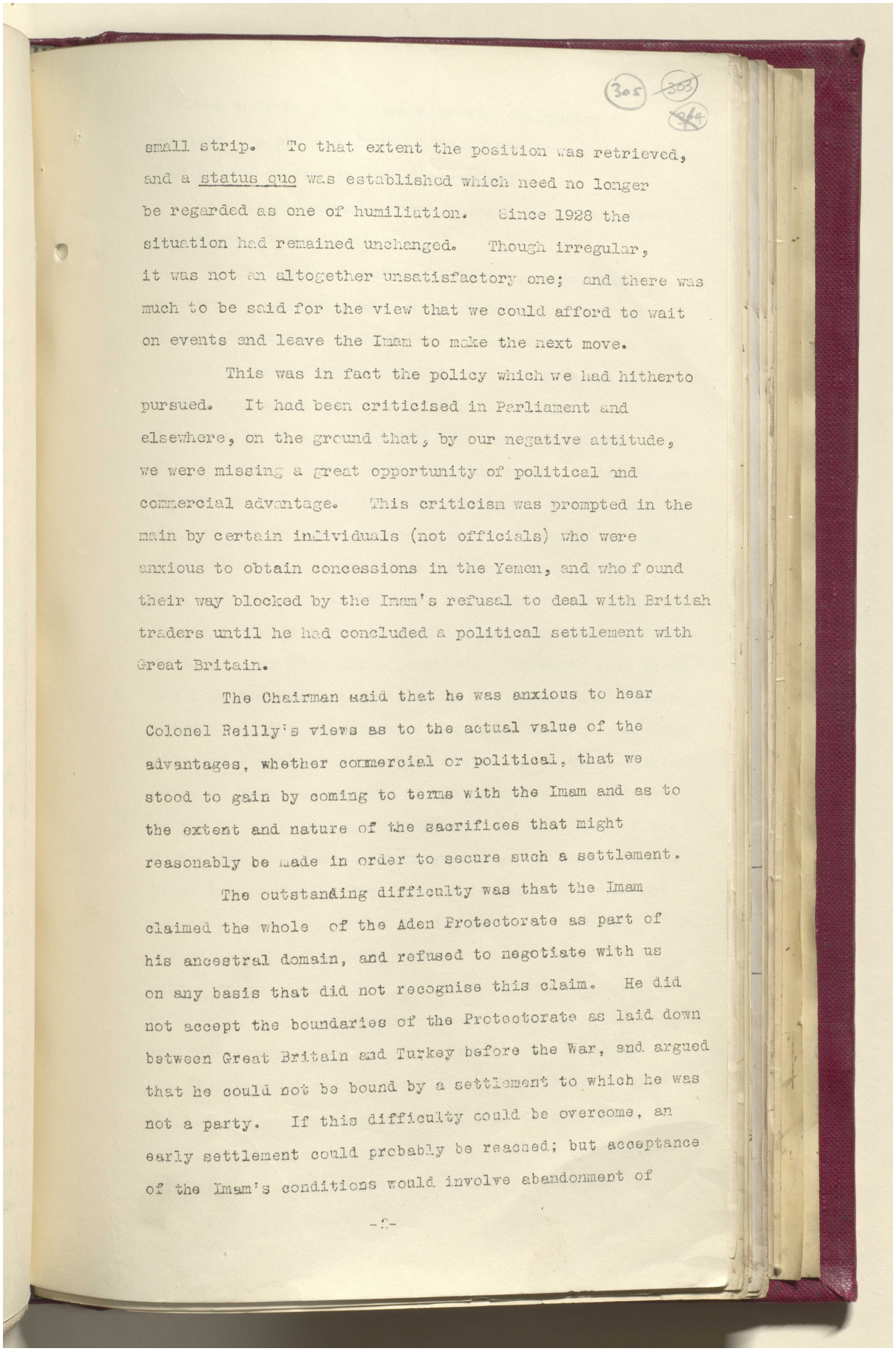

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small strip. To that extent the position was retrieved, and a status quo was established which need no longer be regarded as one of humiliation. Since 1928 the situation had remained unchanged. Though irregular, it was not an altogether unsatisfactory one; and there was much to be said for the view that we could afford to wait on events and leave the Imam to make the next move.

This was in fact the policy which we had hitherto pursued. It had been criticised in Parliament and elsewhere, on the ground that, by our negative attitude, we were missing a great opportunity of political and commercial advantage. This criticism was prompted in the main by certain individuals (not officials) who were anxious to obtain concessions in the Yemen, and who found their way blocked by the Imam's refusal to deal with British traders until he had concluded a political settlement with Great Britain.

The Chairman said that he was anxious to hear Colonel Reilly's views as to the actual value of the advantages, whether commercial or political, that we stood to gain by coming to terms with the Imam and as to the extent and nature of the sacrifices that might reasonably be made in order to secure such a settlement.

The outstanding difficulty was that the Imam claimed the whole of the Aden Protectorate as part of his ancestral domain, and refused to negotiate with us on any basis that did not recognise this claim. He did not accept the boundaries of the Protectorate as laid down between Great Britain and Turkey before the War, and argued that he could not be bound by a settlement to which he was not a party. If this difficulty could be overcome, an early settlement could probably be reached; but acceptance of the Imam's conditions would involve abandonment of

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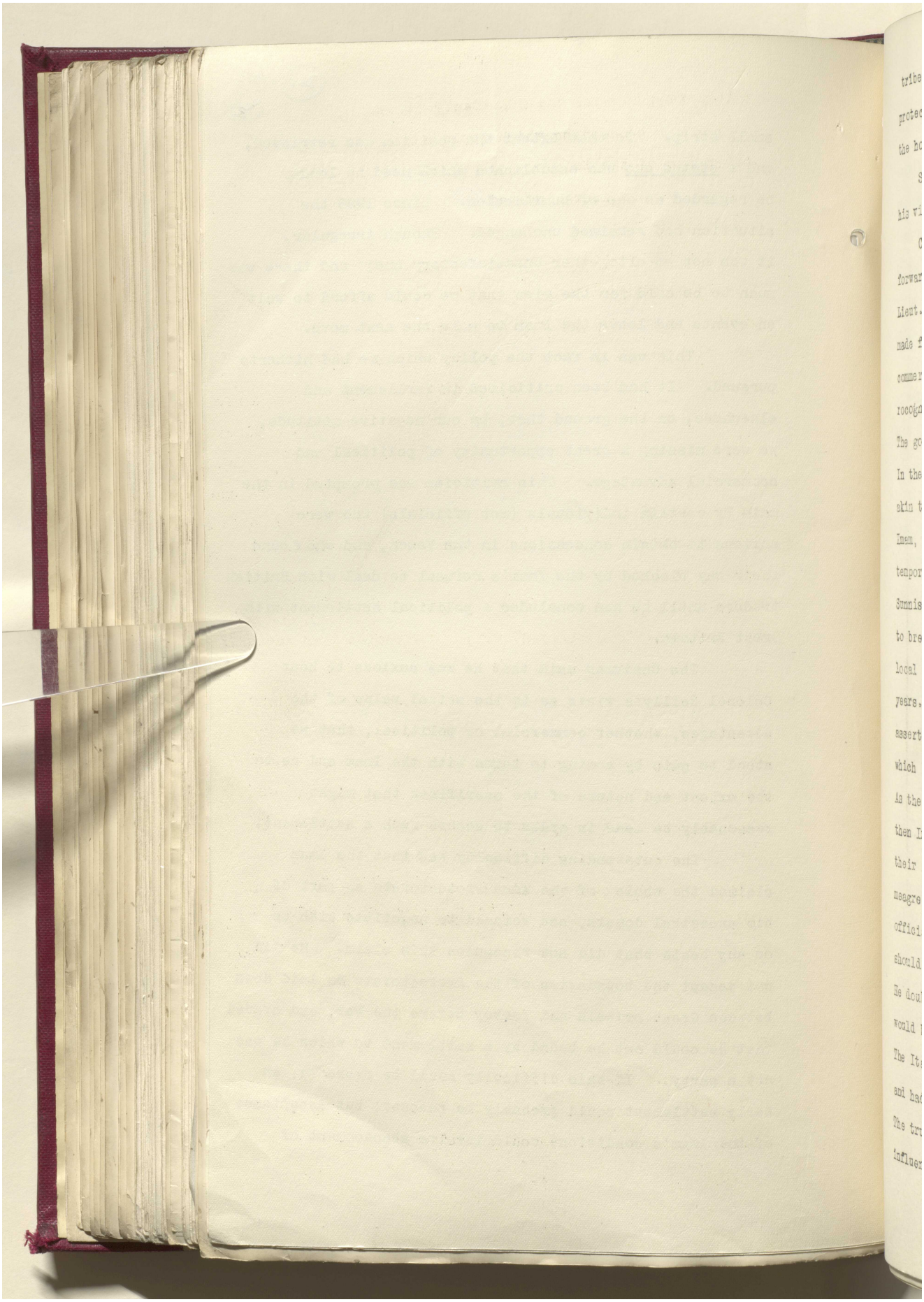

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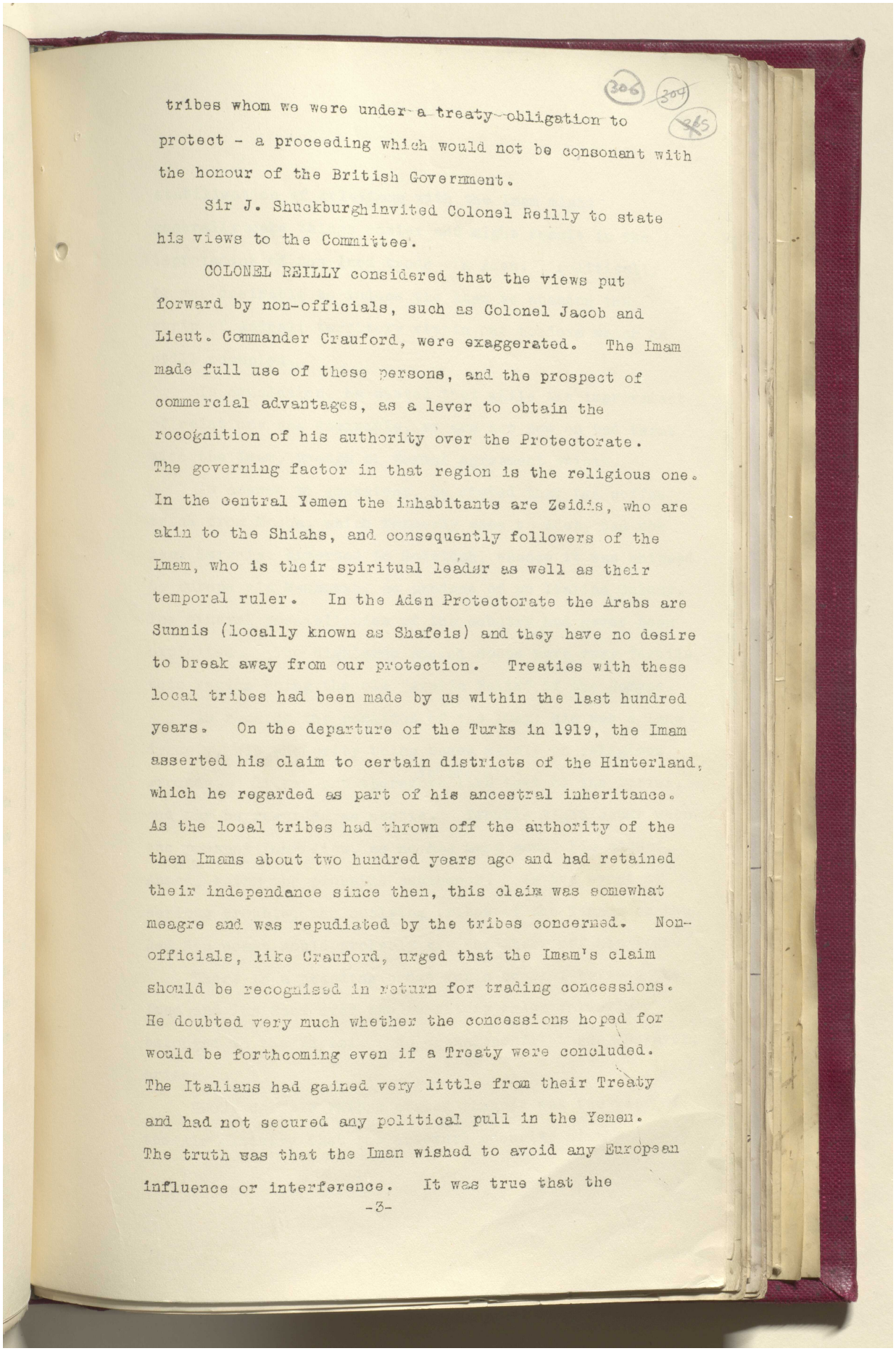

tribes whom we were under a treaty obligation to protect - a proceeding which would not be consonant with the honour of the British Government.

Sir J. Shuckburghinvited Colonel Reilly to state his views to the Committee.

COLONEL REILLY considered that the views put forward by non-officials, such as Colonel Jacob and Lieut. Commander Crauford, were exaggerated. The Imam made full use of these persons, and the prospect of commercial advantages, as a lever to obtain the recognition of his authority over the Protectorate. The governing factor in that region is the religious one. In the central Yemen the inhabitants are Zeidis, who are akin to the Shiahs, and consequently followers of the Imam, who is their spiritual leader as well as their temporal ruler. In the Aden Protectorate the Arabs are Sunnis (locally known as Shafeis) and they have no desire to break away from our protection. Treaties with these local tribes had been made by us within the last hundred years. On the departure of the Turks in 1919, the Imam asserted his claim to certain districts of the Hinterland, which he regarded as part of his ancestral inheritance. As the local tribes had thrown off the authority of the then Imams about two hundred years ago and had retained their independance since then, this claim was somewhat meagre and was repudiated by the tribes concerned. Non-officials, like Crauford, urged that the Imam's claim should be recognised in return for trading concessions. He doubted very much whether the concessions hoped for would be forthcoming even if a Treaty were concluded. The Italians had gained very little from their Treaty and had not secured any political pull in the Yemen. The truth was that the Iman wished to avoid any European influence or interference. It was true that the

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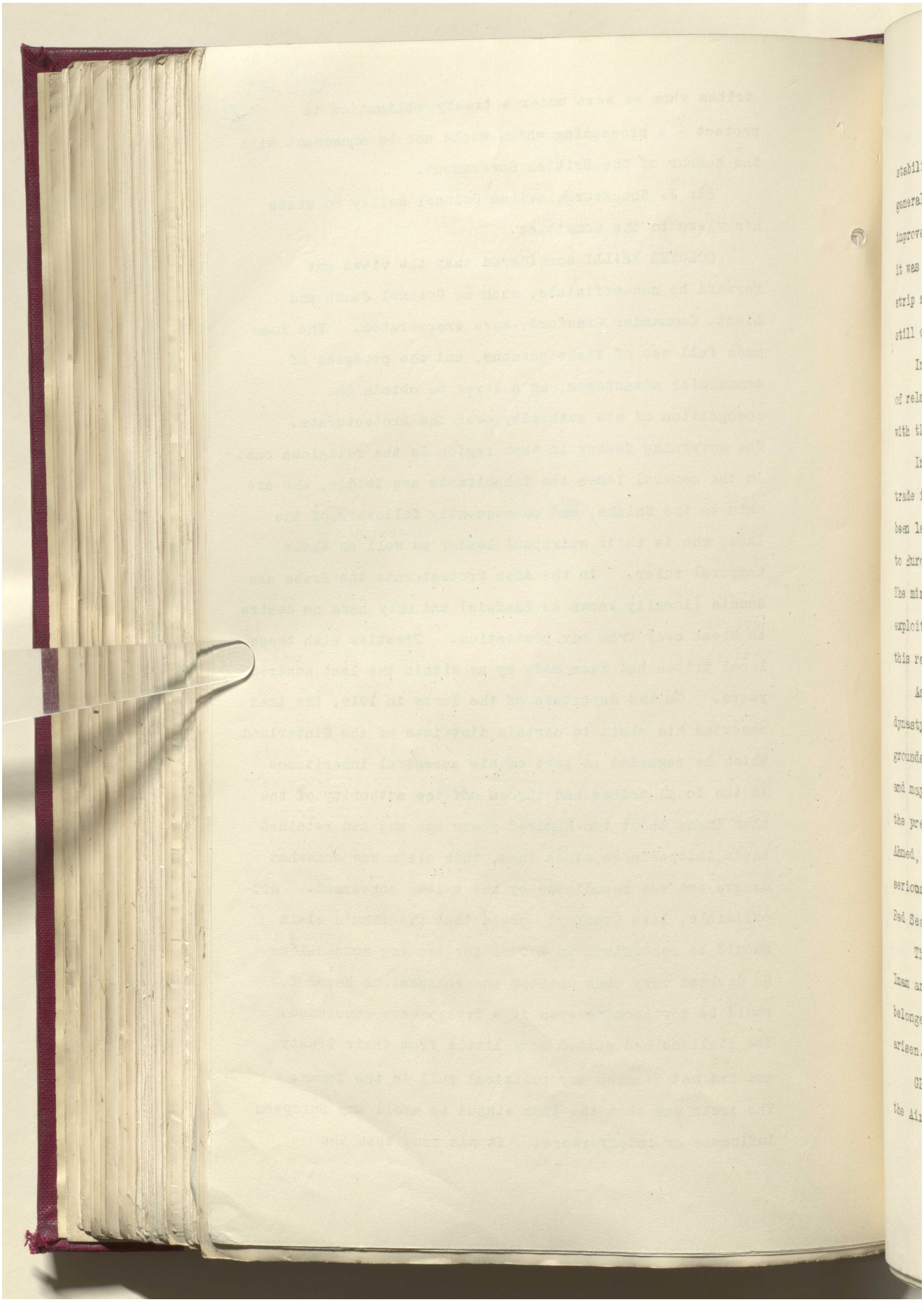

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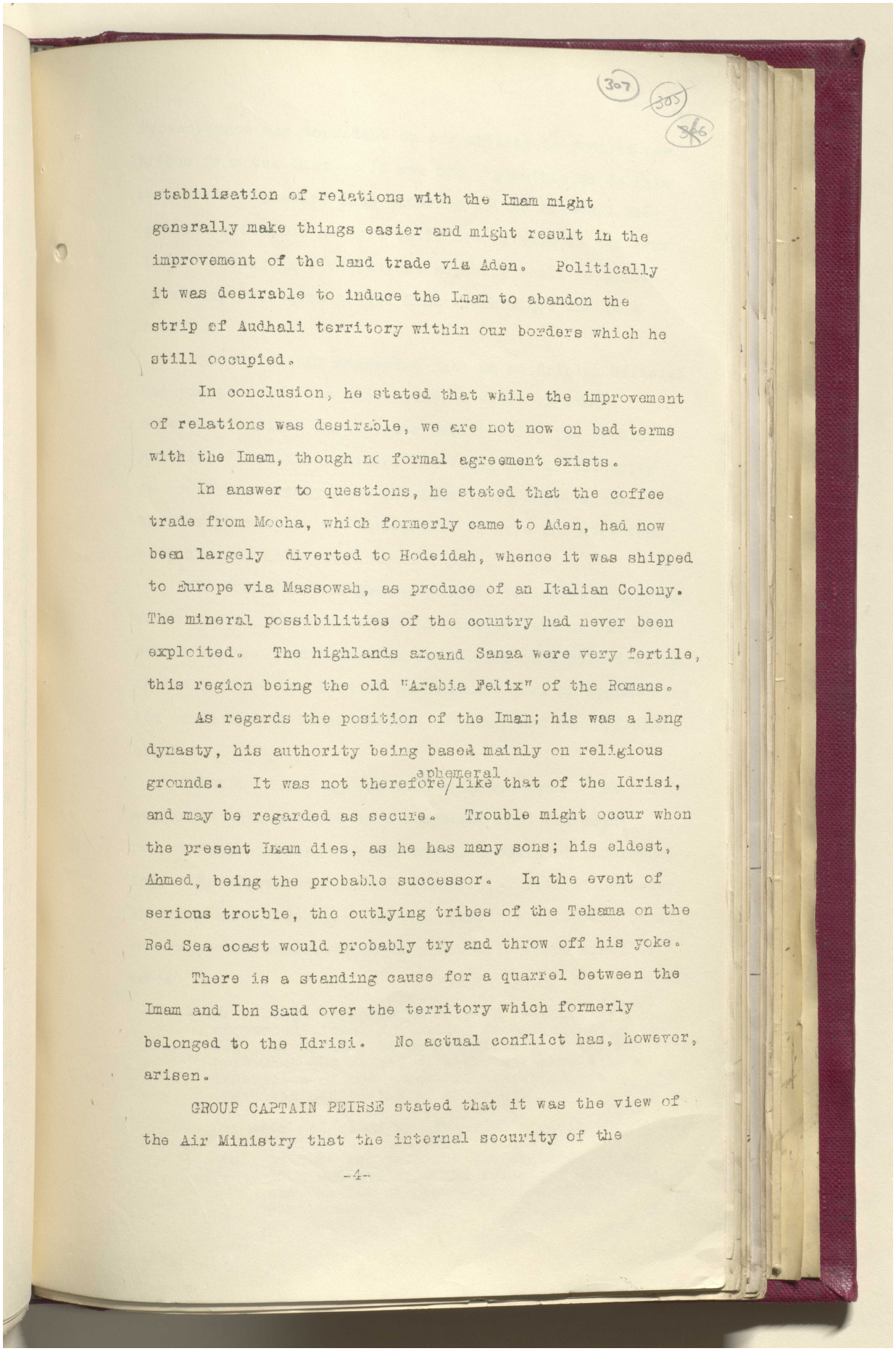

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stabilisation of relations with the Imam might generally make things easier and might result in the improvement of the land trade via Aden. Politically it was desirable to induce the Imam to abandon the strip of Audhali territory within our borders which he still occupied.

In conclusion, he stated that while the improvement of relations was desirable, we are not now on bad terms with the Imam, though no formal agreement exists.

In answer to questions, he stated that the coffee trade from Mocha, which formerly came to Aden, had now been largely diverted to Hodeidah, whence it was shipped to Europe via Massowah, as produce of an Italian Colony. The mineral possibilities of the country had never been exploited. The highlands around Sanaa were very fertile, this region being the old "Arabia Felix" of the Romans.

As regards the position of the Imam; his was a long dynasty, his authority being based mainly on religious grounds. It was not therefore, like that of the Idrisi, ephemeral and may be regarded as secure. Trouble might occur when the present Imam dies, as he has many sons; his eldest, Ahmed, being the probable successor. In the event of serious trouble, the outlying tribes of the Tehama on the Red Sea coast would probably try and throw off his yoke.

There is a standing cause for a quarrel between the Imam and Ibn Saud over the territory which formerly belonged to the Idrisi. No actual conflict has, however, arisen.

GROUP CAPTAIN PEIRSE stated that it was the view of the Air Ministry that the internal security of the



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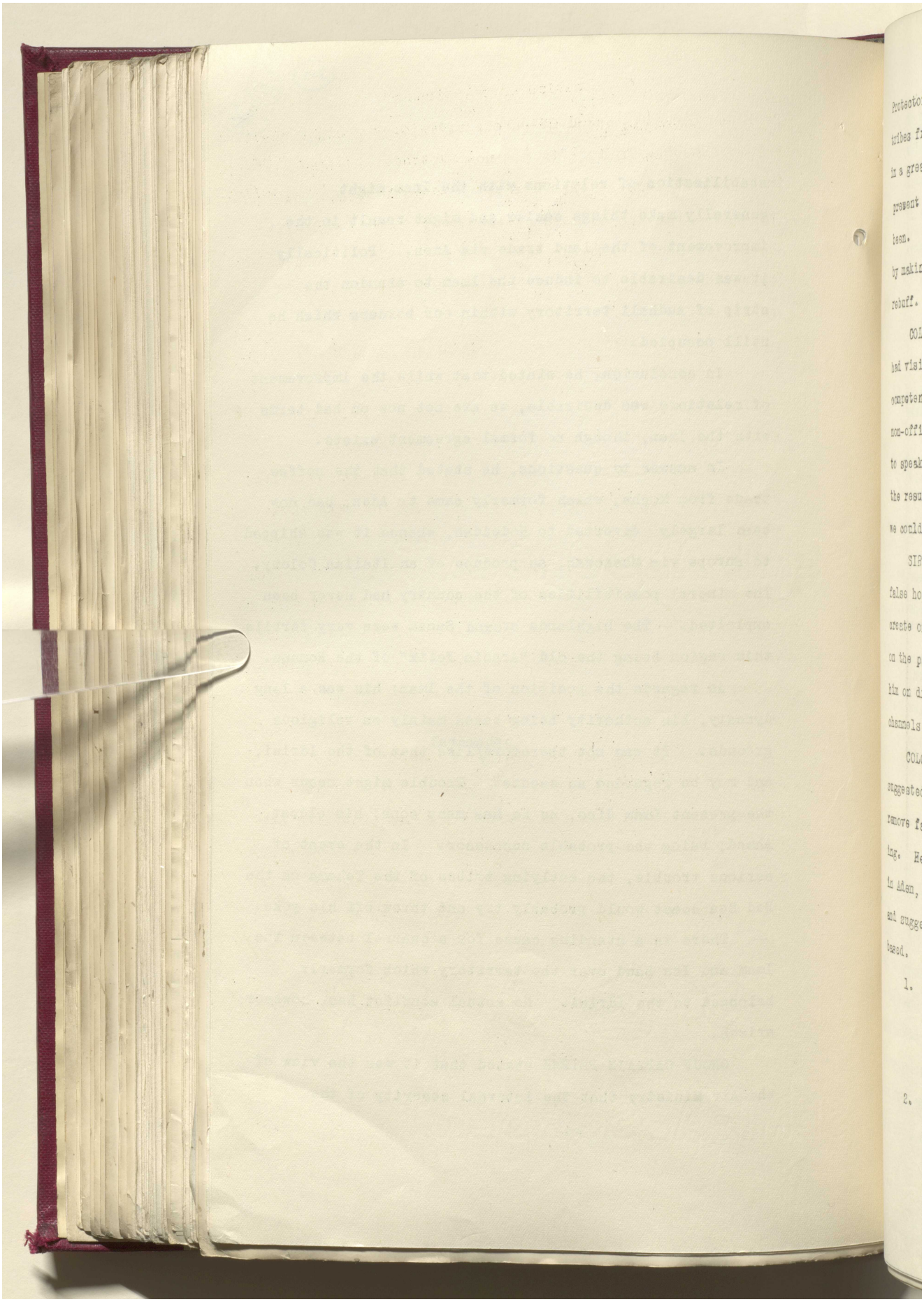

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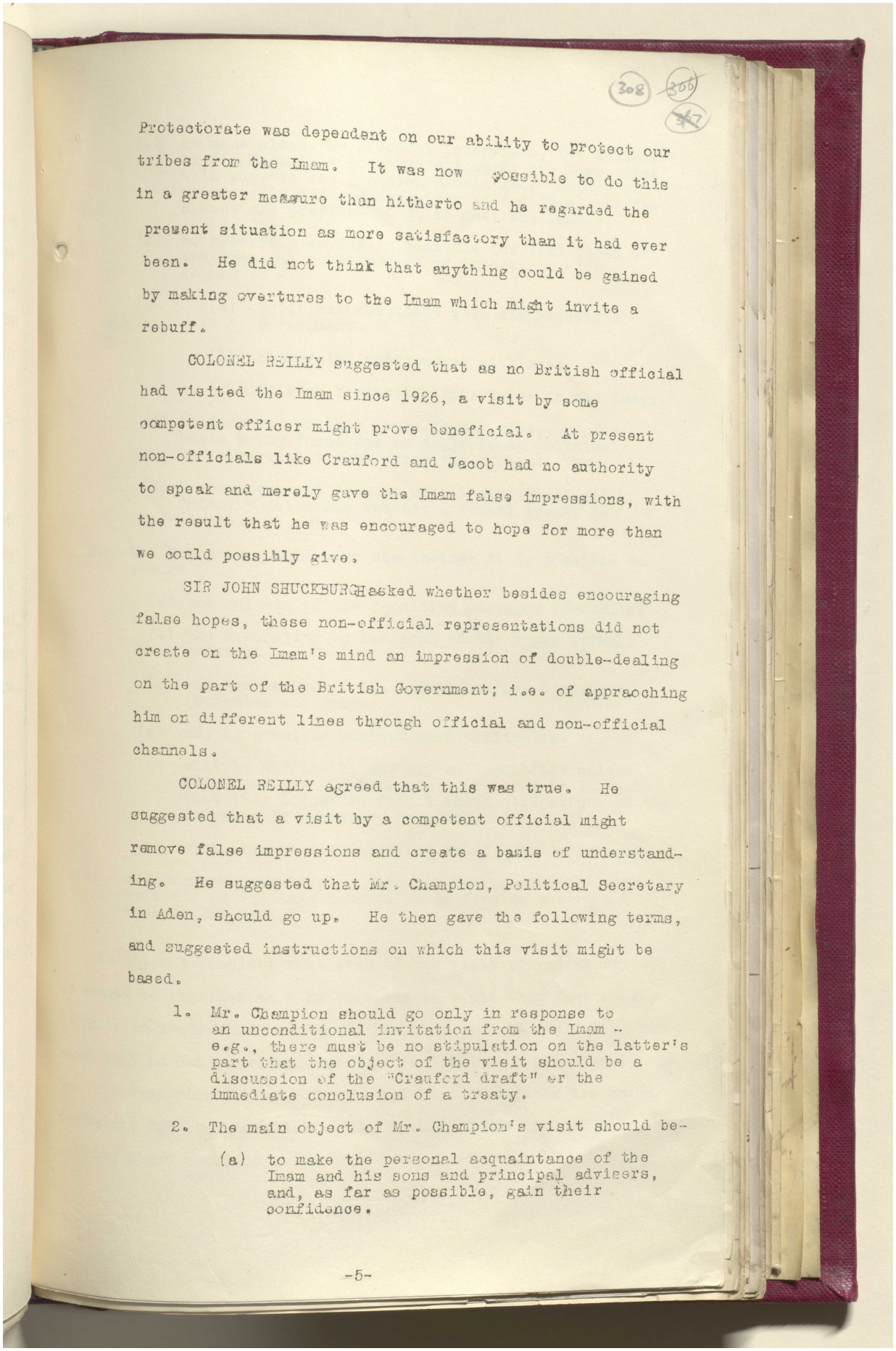

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Protectorate was dependent on our ability to protect our tribes from the Imam. It was now possible to do this in a greater measure than hitherto and he regarded the present situation as more satisfactory than it had ever been. He did not think that anything could be gained by making overtures to the Imam which might invite a rebuff.

COLONEL REILLY suggested that as no British official had visited the Imam since 1926, a visit by some competent officer might prove beneficial. At present non-officials like Crauford and Jacob had no authority to speak and merely gave the Imam false impressions, with the result that he was encouraged to hope for more than we could possibly give.

SIR JOHN SHUCKBURGH asked whether besides encouraging false hopes, these non-official representations did not create on the Imam's mind an impression of double-dealing on the part of the British Government; i.e. of approaching him on different lines through official and non-official channels.

COLONEL REILLY agreed that this was true. He suggested that a visit by a competent official might remove false impressions and create a basis of understanding. He suggested that Mr. Champion, Political Secretary in Aden, should go up. He then gave the following terms, and suggested instructions on which this visit might be based.

1. Mr. Champion should go only in response to an unconditional invitation from the Imam - e.g., there must be no stipulation on the latter's part that the object of the visit should be a discussion of the "Crauford draft" or the immediate conclusion of a treaty.

2. The main object of Mr. Champion's visit should be-

   (a) to make the personal acquaintance of the Imam and his sons and principal advisers, and, as far as possible, gain their confidence.

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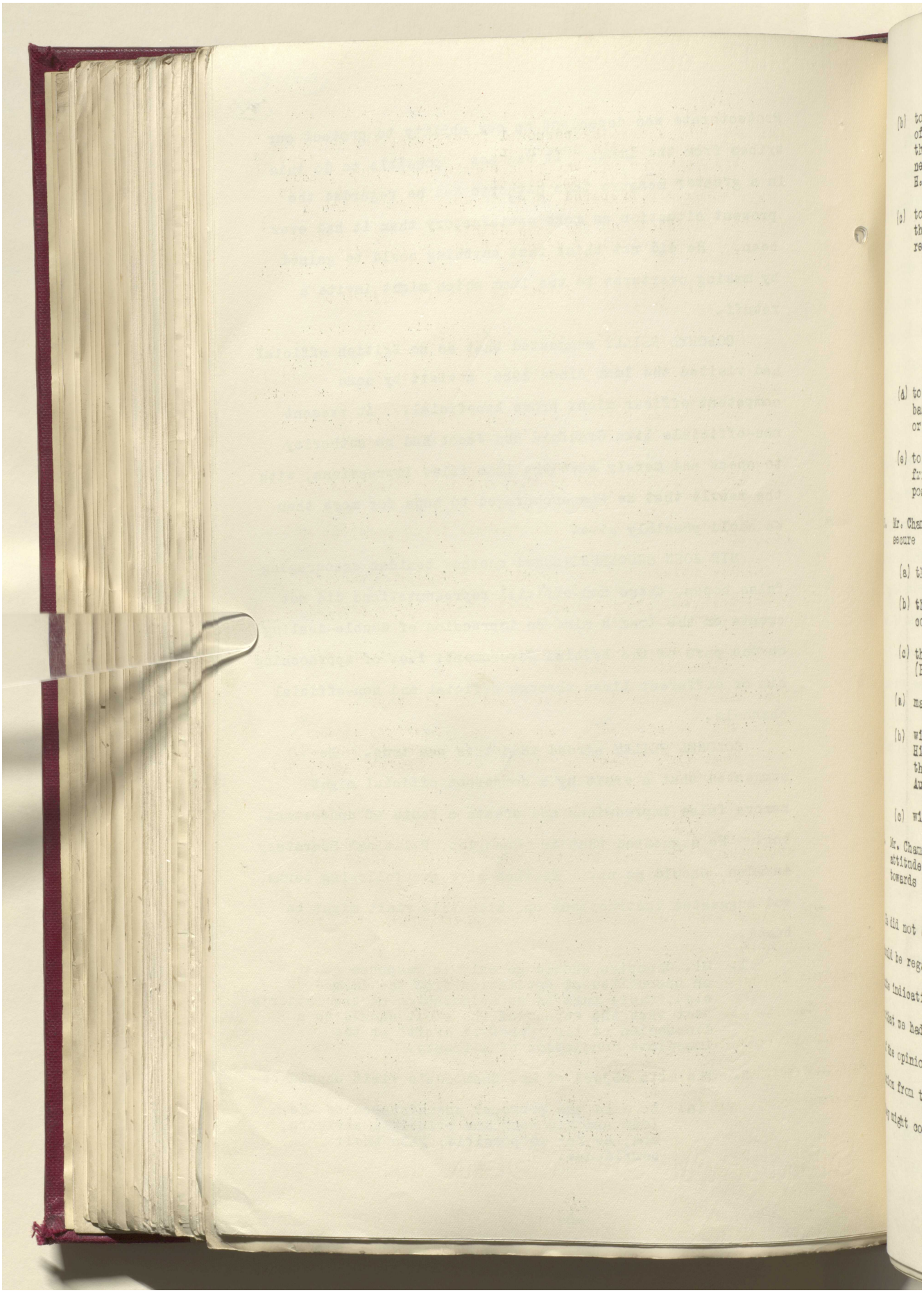

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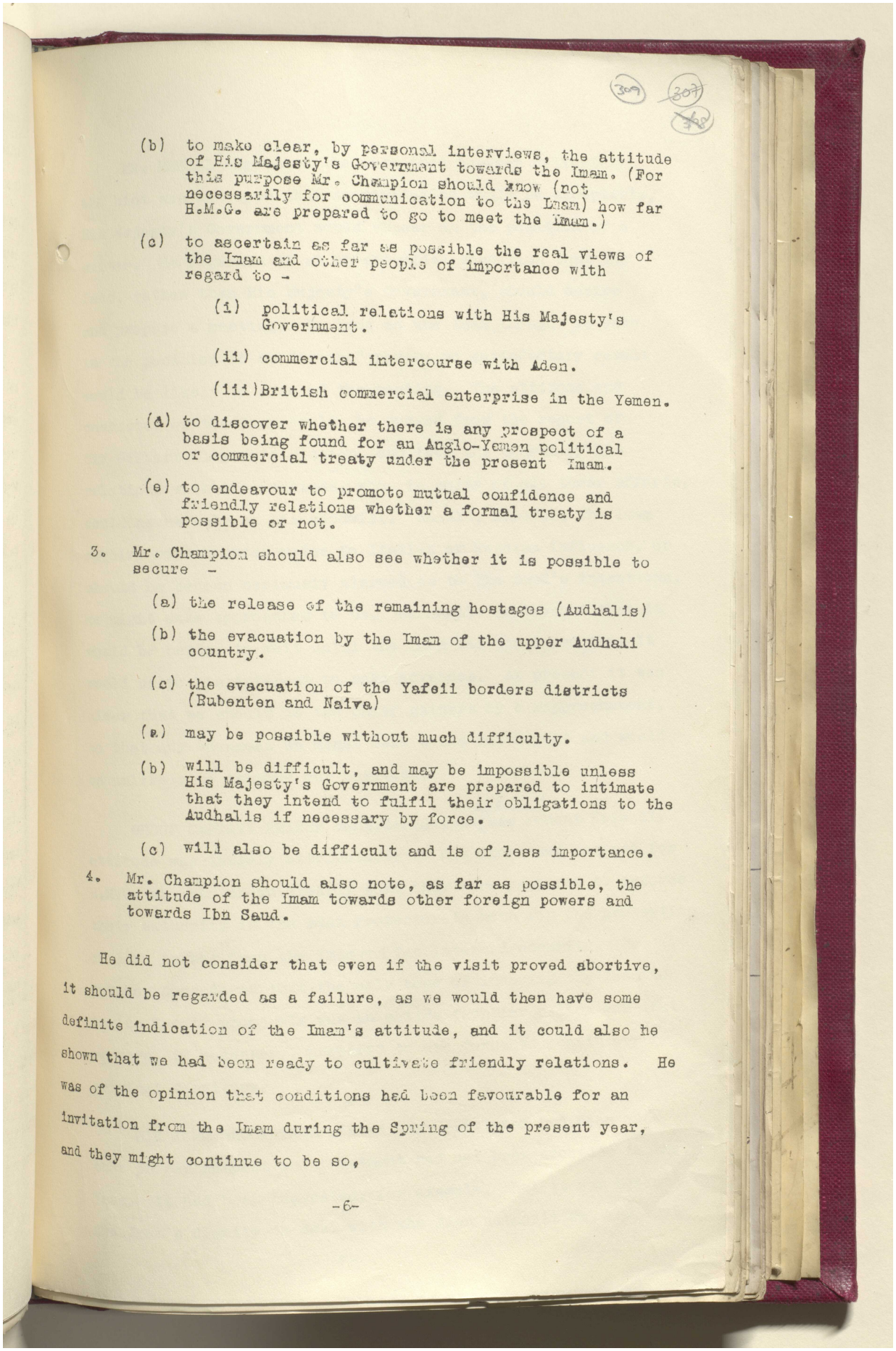

(b) to make clear, by personal interviews, the attitude of His Majesty's Government towards the Imam. (For this purpose Mr. Champion should know (not necessarily for communication to the Imam) how far H.M.G. are prepared to go to meet the Imam.)

(c) to ascertain as far as possible the real views of the Imam and other people of importance with regard to -

(i) political relations with His Majesty's Government.

(ii) commercial intercourse with Aden.

(iii) British commercial enterprise in the Yemen.

(d) to discover whether there is any prospect of a basis being found for an Anglo-Yemen political or commercial treaty under the present Imam.

(e) to endeavour to promote mutual confidence and friendly relations whether a formal treaty is possible or not.

3. Mr. Champion should also see whether it is possible to secure -

(a) the release of the remaining hostages (Audhalis)

(b) the evacuation by the Imam of the upper Audhali country.

(c) the evacuation of the Yafeii borders districts (Rubenten and Naiva)

(a) may be possible without much difficulty.

(b) will be difficult, and may be impossible unless His Majesty's Government are prepared to intimate that they intend to fulfil their obligations to the Audhalis if necessary by force.

(c) will also be difficult and is of less importance.

4. Mr. Champion should also note, as far as possible, the attitude of the Imam towards other foreign powers and towards Ibn Saud.

He did not consider that even if the visit proved abortive, it should be regarded as a failure, as we would then have some definite indication of the Imam's attitude, and it could also be shown that we had been ready to cultivate friendly relations. He was of the opinion that conditions had been favourable for an invitation from the Imam during the Spring of the present year, and they might continue to be so,



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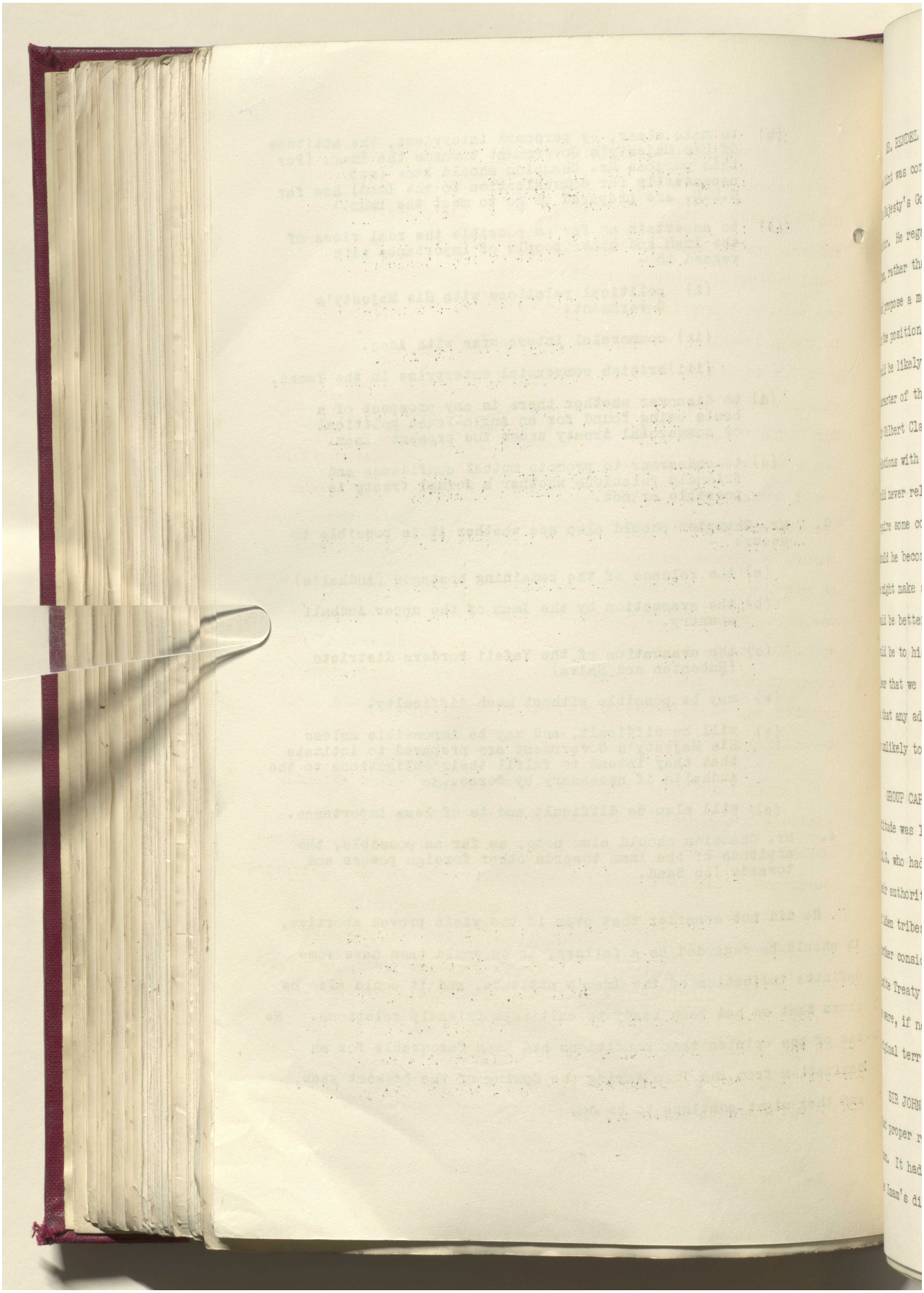

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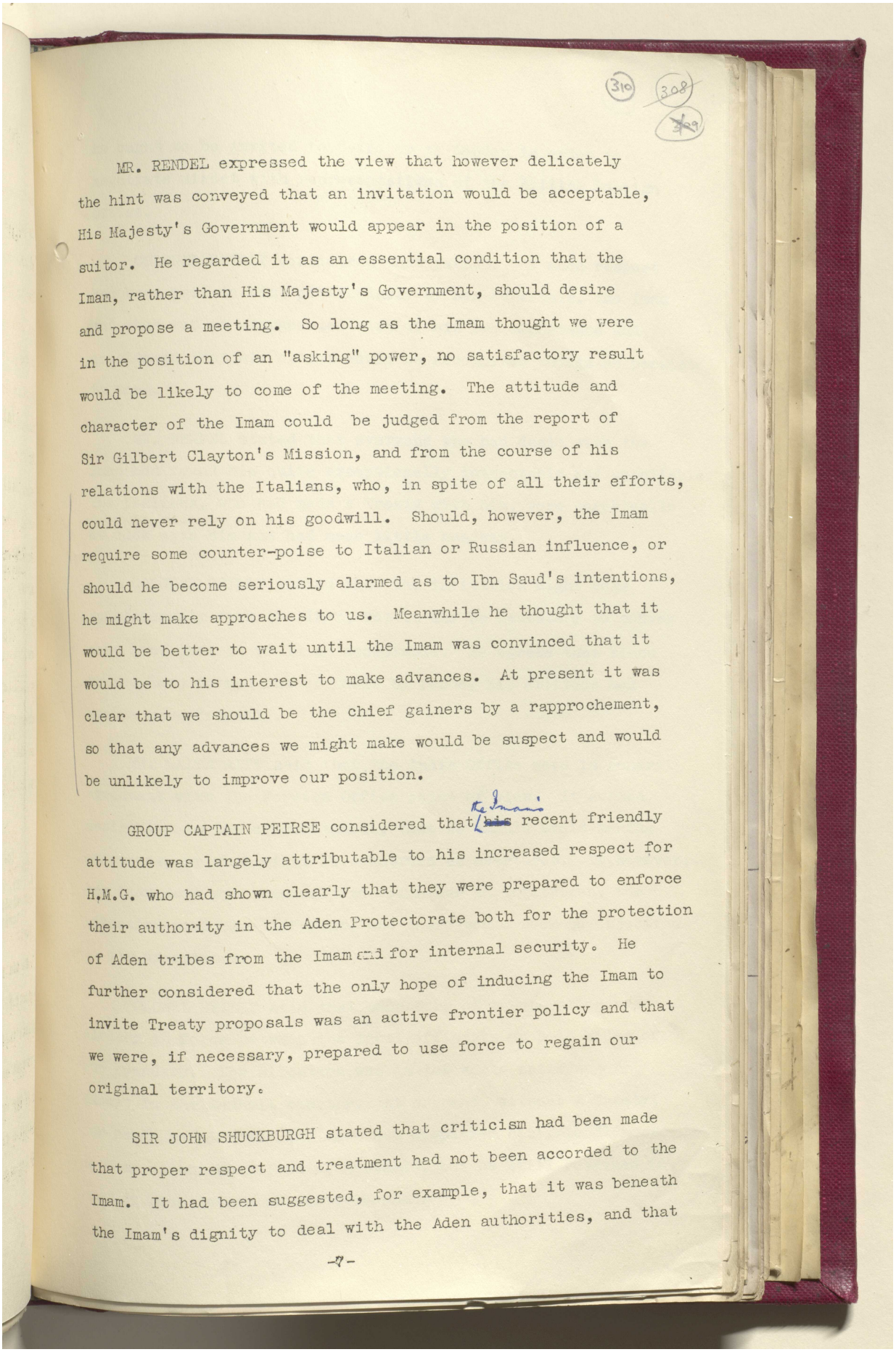

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MR. RENDEL expressed the view that however delicately the hint was conveyed that an invitation would be acceptable, His Majesty's Government would appear in the position of a suitor. He regarded it as an essential condition that the Imam, rather than His Majesty's Government, should desire and propose a meeting. So long as the Imam thought we were in the position of an "asking" power, no satisfactory result would be likely to come of the meeting. The attitude and character of the Imam could be judged from the report of Sir Gilbert Clayton's Mission, and from the course of his relations with the Italians, who, in spite of all their efforts, could never rely on his goodwill. Should, however, the Imam require some counter-poise to Italian or Russian influence, or should he become seriously alarmed as to Ibn Saud's intentions, he might make approaches to us. Meanwhile he thought that it would be better to wait until the Imam was convinced that it would be to his interest to make advances. At present it was clear that we should be the chief gainers by a rapprochement, so that any advances we might make would be suspect and would be unlikely to improve our position.

GROUP CAPTAIN PEIRSE considered that the Imam's recent friendly attitude was largely attributable to his increased respect for H.M.G. who had shown clearly that they were prepared to enforce their authority in the Aden Protectorate both for the protection of Aden tribes from the Imam and for internal security. He further considered that the only hope of inducing the Imam to invite Treaty proposals was an active frontier policy and that we were, if necessary, prepared to use force to regain our original territory.

SIR JOHN SHUCKBURGH stated that criticism had been made that proper respect and treatment had not been accorded to the Imam. It had been suggested, for example, that it was beneath the Imam's dignity to deal with the Aden authorities, and that

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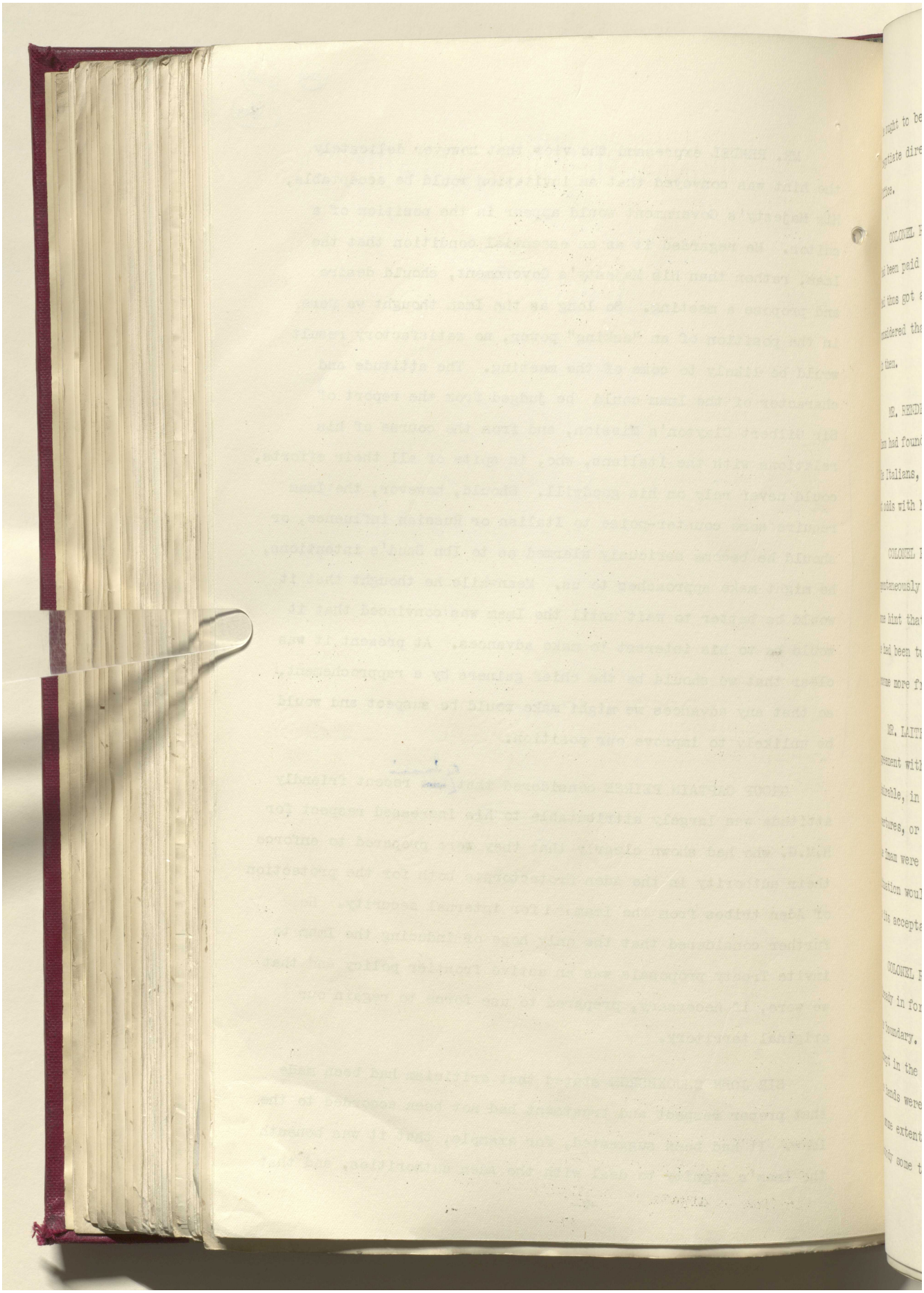

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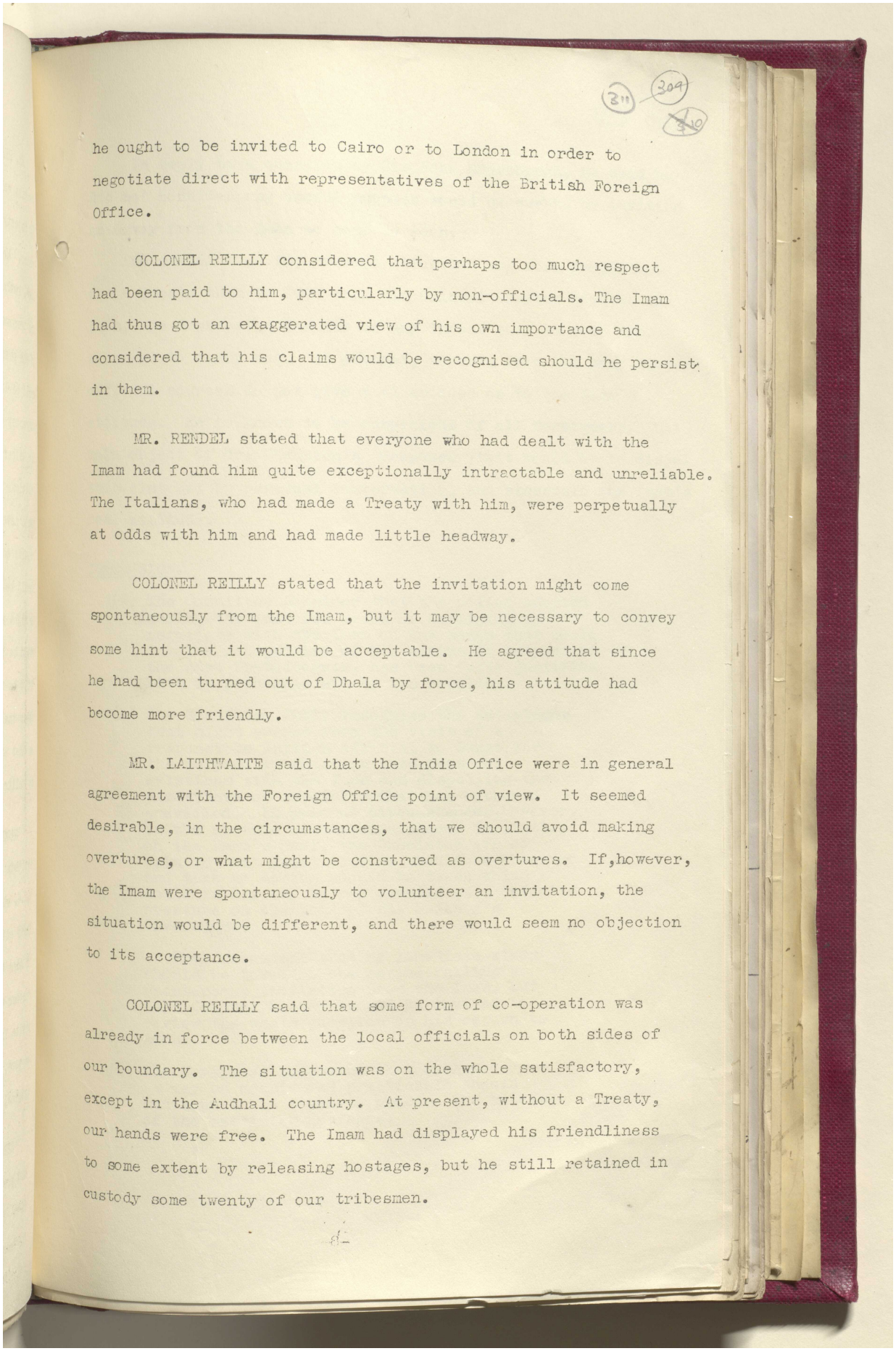

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he ought to be invited to Cairo or to London in order to negotiate direct with representatives of the British Foreign Office.

COLONEL REILLY considered that perhaps too much respect had been paid to him, particularly by non-officials. The Imam had thus got an exaggerated view of his own importance and considered that his claims would be recognised should he persist in them.

MR. RENDEL stated that everyone who had dealt with the Imam had found him quite exceptionally intractable and unreliable. The Italians, who had made a Treaty with him, were perpetually at odds with him and had made little headway.

COLONEL REILLY stated that the invitation might come spontaneously from the Imam, but it may be necessary to convey some hint that it would be acceptable. He agreed that since he had been turned out of Dhala by force, his attitude had become more friendly.

MR. LAITHWAITE said that the India Office were in general agreement with the Foreign Office point of view. It seemed desirable, in the circumstances, that we should avoid making overtures, or what might be construed as overtures. If,however, the Imam were spontaneously to volunteer an invitation, the situation would be different, and there would seem no objection to its acceptance.

COLONEL REILLY said that some form of co-operation was already in force between the local officials on both sides of our boundary. The situation was on the whole satisfactory, except in the Audhali country. At present, without a Treaty, our hands were free. The Imam had displayed his friendliness to some extent by releasing hostages, but he still retained in custody some twenty of our tribesmen.

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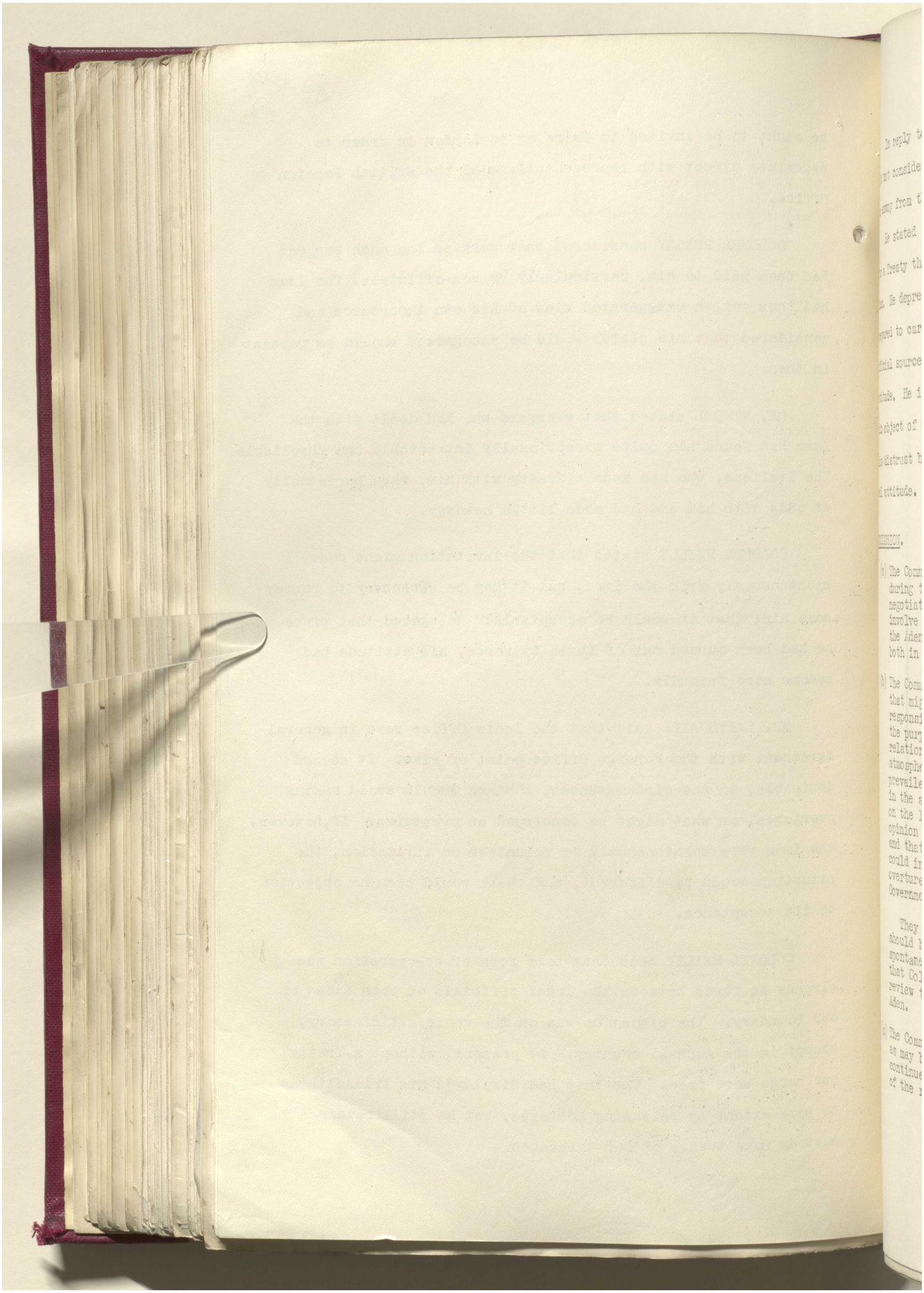

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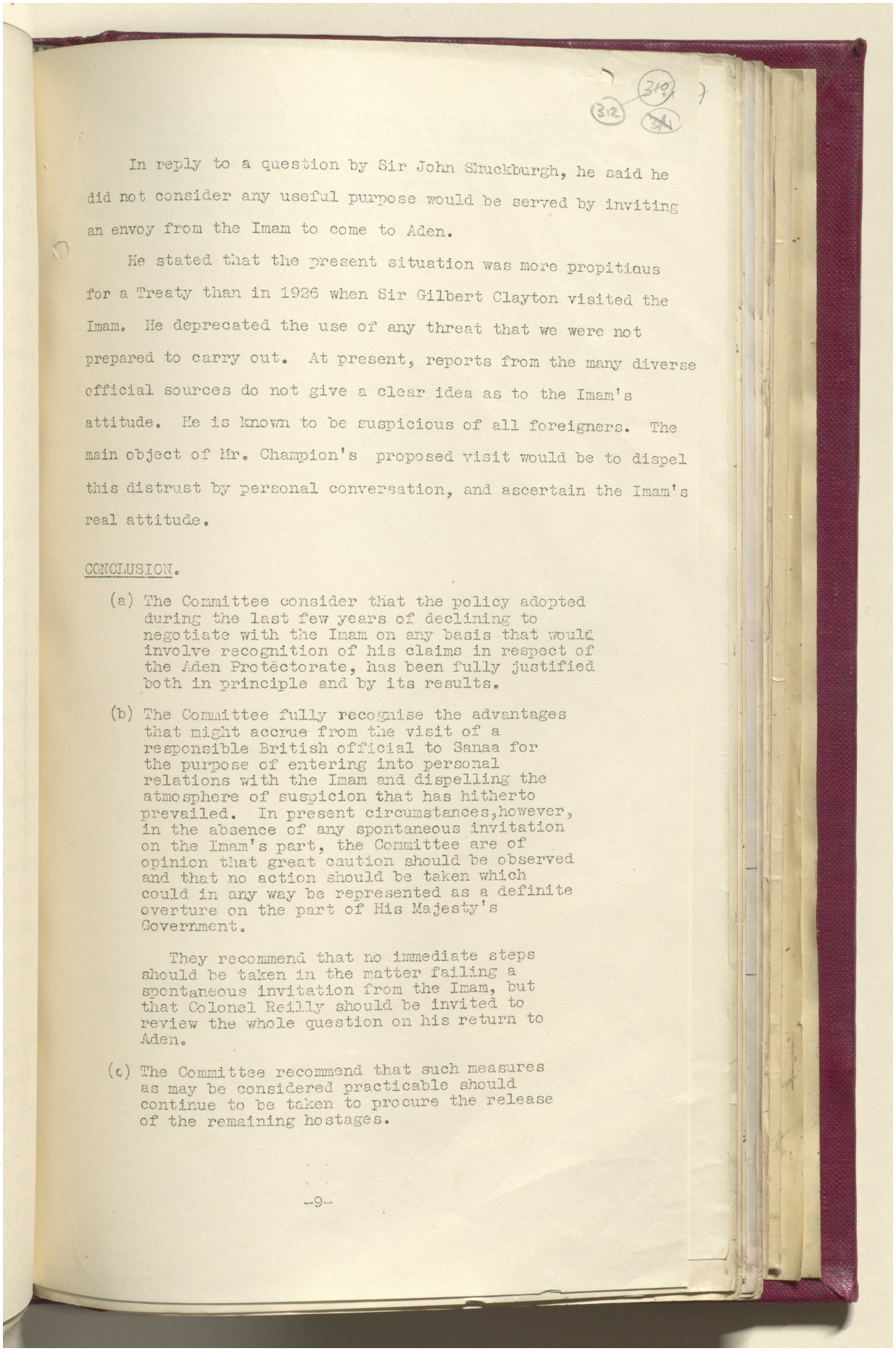

In reply to a question by Sir John Shuckburgh, he said he did not consider any useful purpose would be served by inviting an envoy from the Imam to come to Aden.

He stated that the present situation was more propitious for a Treaty than in 1926 when Sir Gilbert Clayton visited the Imam. He deprecated the use of any threat that we were not prepared to carry out. At present, reports from the many diverse official sources do not give a clear idea as to the Imam's attitude. He is known to be suspicious of all foreigners. The main object of Mr. Champion's proposed visit would be to dispel this distrust by personal conversation, and ascertain the Imam's real attitude.

CONCLUSION.

(a) The Committee consider that the policy adopted during the last few years of declining to negotiate with the Imam on any basis that would involve recognition of his claims in respect of the Aden Protectorate, has been fully justified both in principle and by its results.

(b) The Committee fully recognise the advantages that might accrue from the visit of a responsible British official to Sanaa for the purpose of entering into personal relations with the Imam and dispelling the atmosphere of suspicion that has hitherto prevailed. In present circumstances, however, in the absence of any spontaneous invitation on the Imam's part, the Committee are of opinion that great caution should be observed and that no action should be taken which could in any way be represented as a definite overture on the part of His Majesty's Government.

They recommend that no immediate steps should be taken in the matter failing a spontaneous invitation from the Imam, but that Colonel Reilly should be invited to review the whole question on his return to Aden.

(c) The Committee recommend that such measures as may be considered practicable should continue to be taken to procure the release of the remaining hostages.



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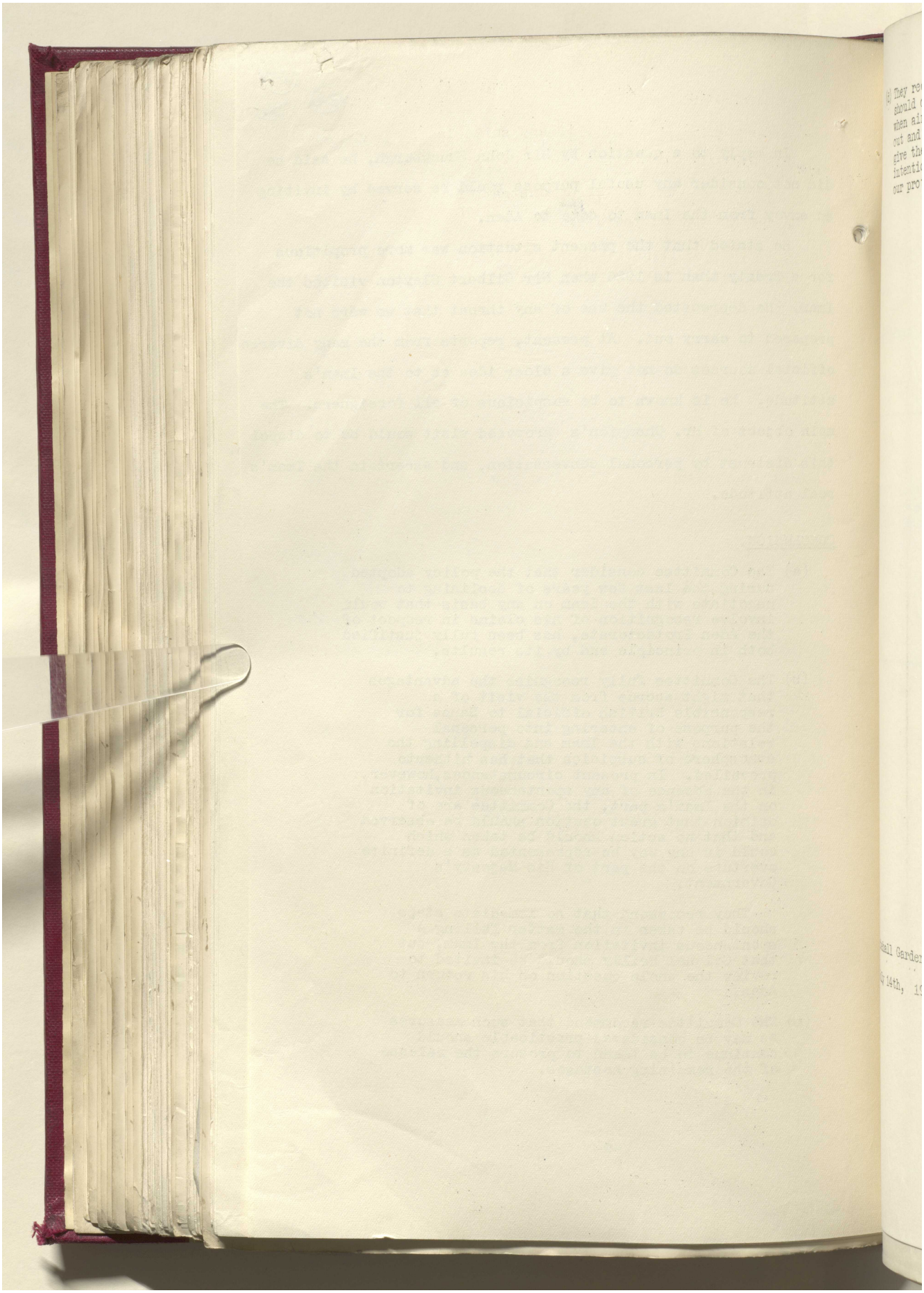

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(d) They recommend that, if any suitable opportunity should occur, steps might be taken, as was done when air reconnaisances were recently carried out and a landing ground made at Beban, to give the Imam ocular demonstration of our intention to resist [redacted] aggression against our protected territory.

2, Whitehall Gardens, S.W.1.

July 14th, 1931.



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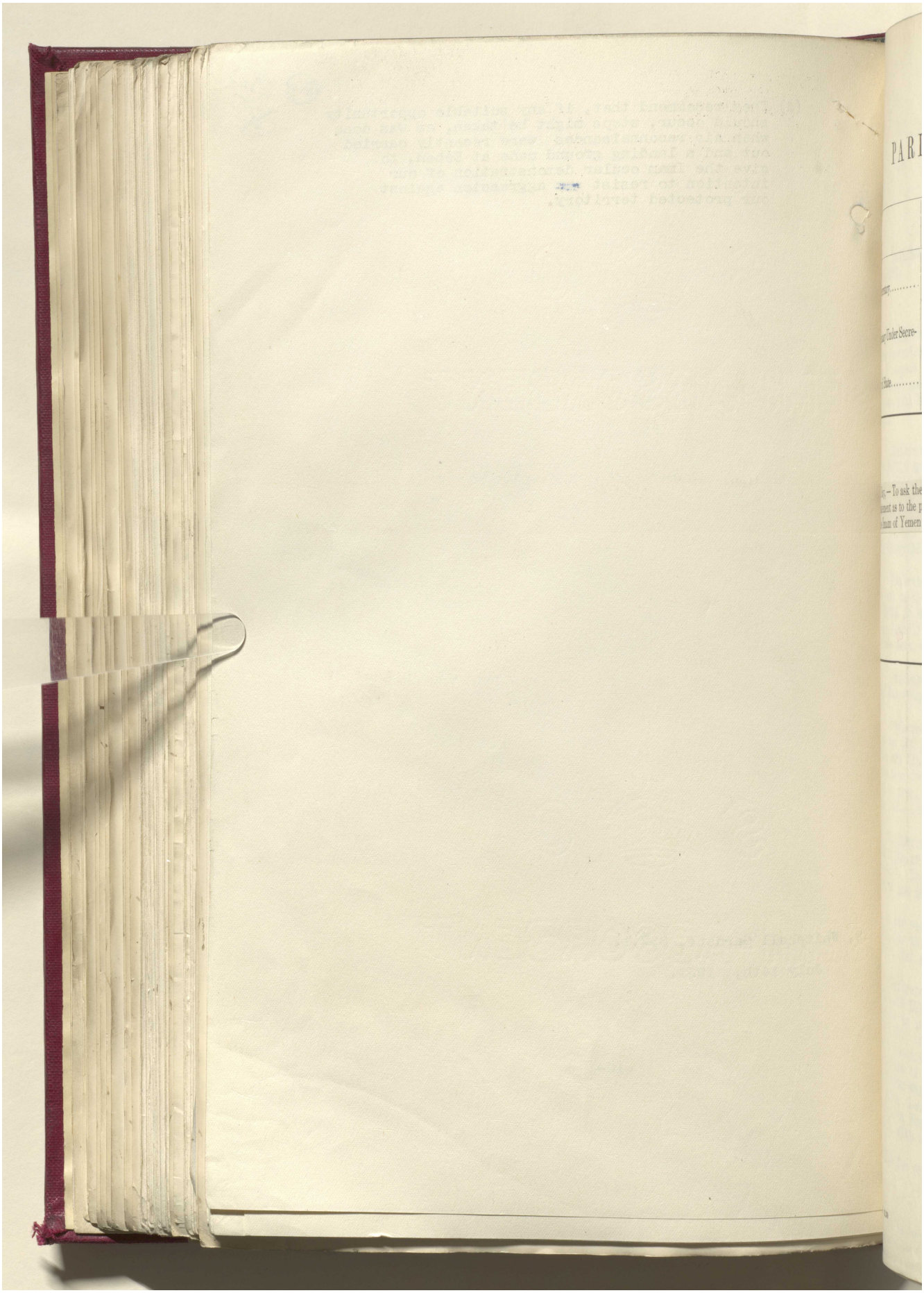

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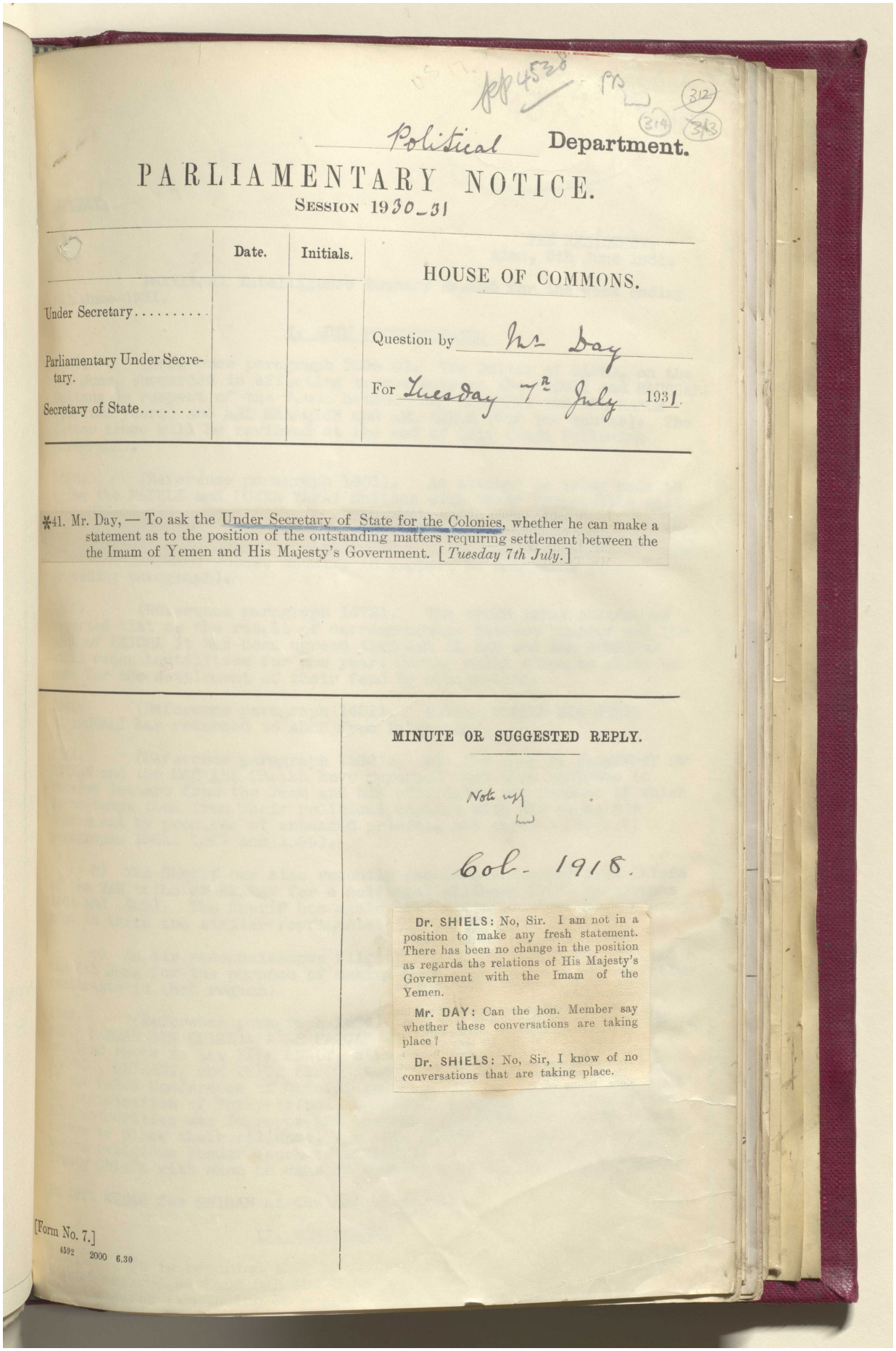


Political Department.

# PARLIAMENTARY NOTICE.

SESSION 1930–31

| | Date. | Initials. |
|---|---|---|
| Under Secretary..... | | |
| Parliamentary Under Secretary. | | |
| Secretary of State..... | | |

HOUSE OF COMMONS.

Question by Mr. Day

For Tuesday 7th July 1931.

*41. Mr. Day, — To ask the Under Secretary of State for the Colonies, whether he can make a statement as to the position of the outstanding matters requiring settlement between the the Imam of Yemen and His Majesty's Government. [*Tuesday 7th July.*]

MINUTE OR SUGGESTED REPLY.

Note up

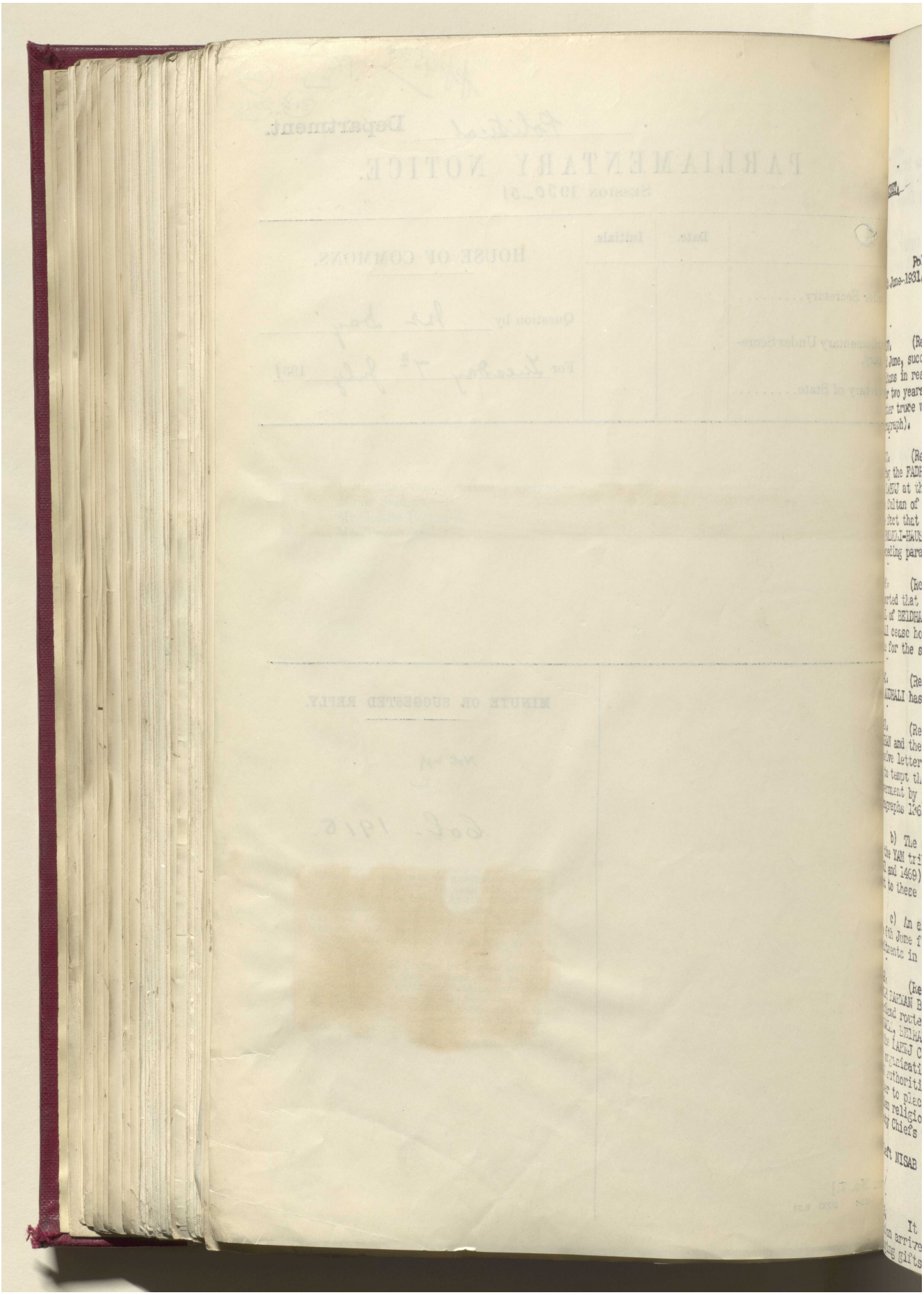
Col. 1918.

**Dr. SHIELS:** No, Sir. I am not in a position to make any fresh statement. There has been no change in the position as regards the relations of His Majesty's Government with the Imam of the Yemen.

**Mr. DAY:** Can the hon. Member say whether these conversations are taking place?

**Dr. SHIELS:** No, Sir, I know of no conversations that are taking place.

[Form No. 7.]
4592 2000 6.30



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P.Z. 4377 1931

SECRET.

THE RESIDENCY,
Aden, 6th June 1931.

Political Intelligence Summary No.230 for the week ending 6th June 1931.

## I. ADEN PROTECTORATE.

1537. (Reference paragraph 1525 C). The Sultan of LAHEJ, on the 2nd June, succeeded in effecting truces between the FADHLI and HAUSHABI Sultans in respect of the feuds between AHL MUSEIMIR and AHL HARUR (for two years) and AHL MAHAQISH and AHL HARUR (for two months). The latter truce will be reviewed at the end of July (vide following paragraph).

1538. (Reference paragraph 1401). An attempt is being made to bring the FADHLI and LOWER YAFAI Sultans with their responsible Aqils to LAHEJ at the end of July for the arbitration of their disputes by the Sultan of LAHEJ. These disputes have recently been accentuated by the fact that certain of the LOWER YAFAI tribesmen have become involved in FADHLI-HAUSHABI feuds, usually in support of AHL HARUR (vide preceding paragraph).

1539. (Reference paragraph 1478). The UPPER YAFAI Sultan has reported that as the result of correspondence between himslef and the AHL of BEIDHA it has been agreed that AHL AL HAD and AHL HUMEIQAN shall cease hostilities for one year, during which attempts shall be made for the settlement of their feud by arbitration.

1540. (Reference paragraph 1451). Sultan HUSEIN BIN JIBIL al AUDHALI has returned to ADEN from Pilgrimage.

1541. (Reference paragraph 1532). a) The sons of the SHERIF OF BEIHAN and the MAS ABI Sheikh have reported that they continue to receive letters from the Imam and his officials, the purpose of which is to tempt them from their political contact with His Majesty's Government by promises of enhanced presents and assistance (c.f. paragraphs 1361, 1367 and 1399).

b) The Sherif has also recently received a request from Chiefs of the YAM tribe of NEJRAN for a political alliance (c.f. paragraphs 1461 and 1469). The Sherif has again been warned to give no encouragement to these and similar representations.

c) An air reconnaissance flight left ADEN for BEIHAN AL QASAB on the 6th June for the purpose of making further enquiry into protective comitments in that region.

1542. (Reference paragraph 1424). It is reported that SEYYID ABDUR RAHMAN BIN OBEIDILLA AS SAQQAF who left ADEN in March by the overland route to the HADHRAMAUT, attempted, while passing through AUDHALI, BELHANI, and UPPER AULAQI territory, to disparage the work of the LAHEJ Conference of Chiefs, and to disseminate the theory that the organisation of inter-tribal co-operation under the aegis of the ADEN authorities was improper and useless, and that the Chiefs ought rather to place their reliance, for this purpose, on some well-known Moslem religious leader (such as himself). It is believed that the Treaty Chiefs with whom he came in contact gave him no encouragement.

He left NISAB for SHIBAN at the end of April.

## II. THE YEMEN.

1543. It is reported that on the 28th May an official Abyssinian Mission arrived at HODEIDAH and left for SANA' on the 31st May, bringing gifts (including 20 mules) from the Emperor to the Imam.

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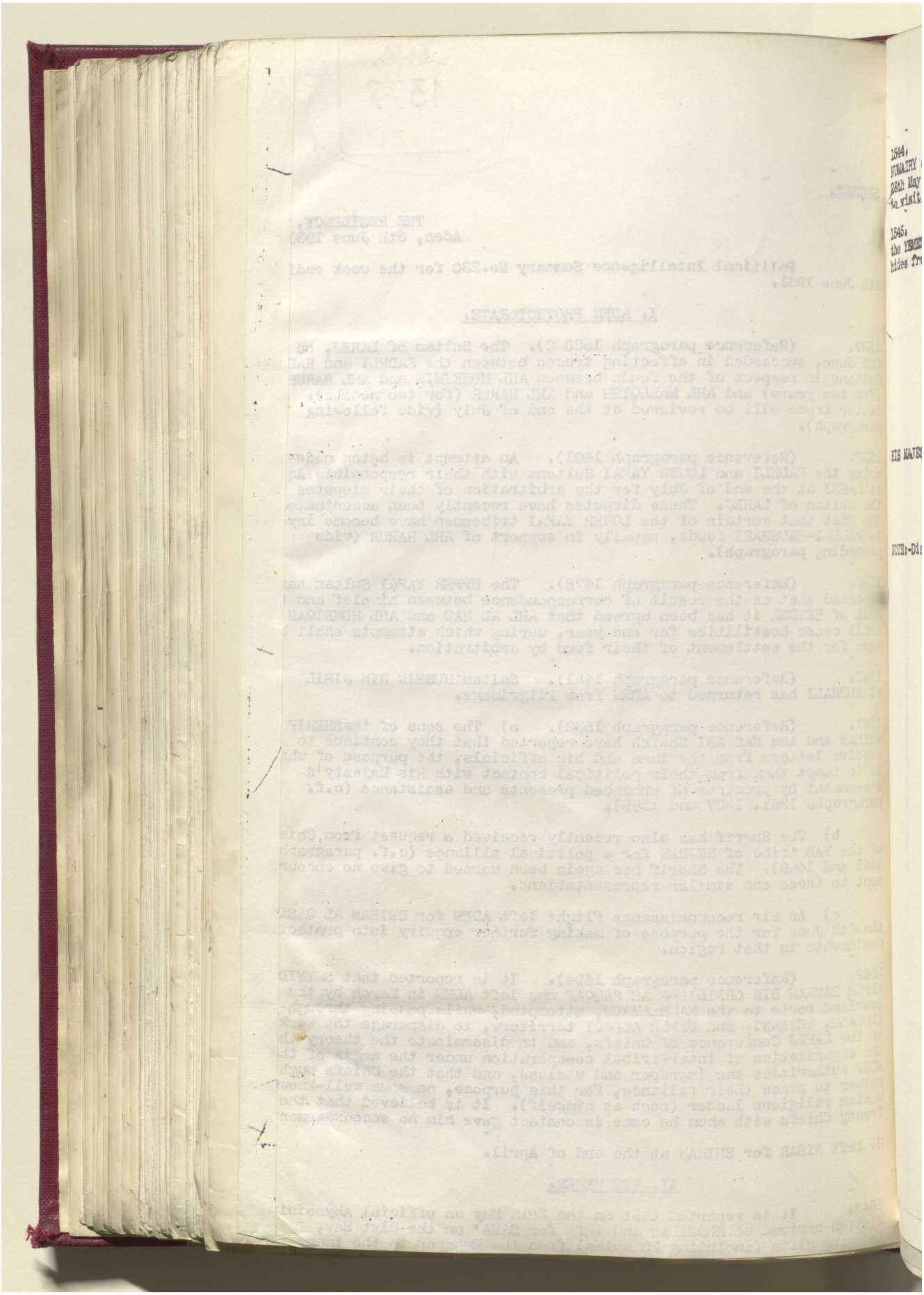

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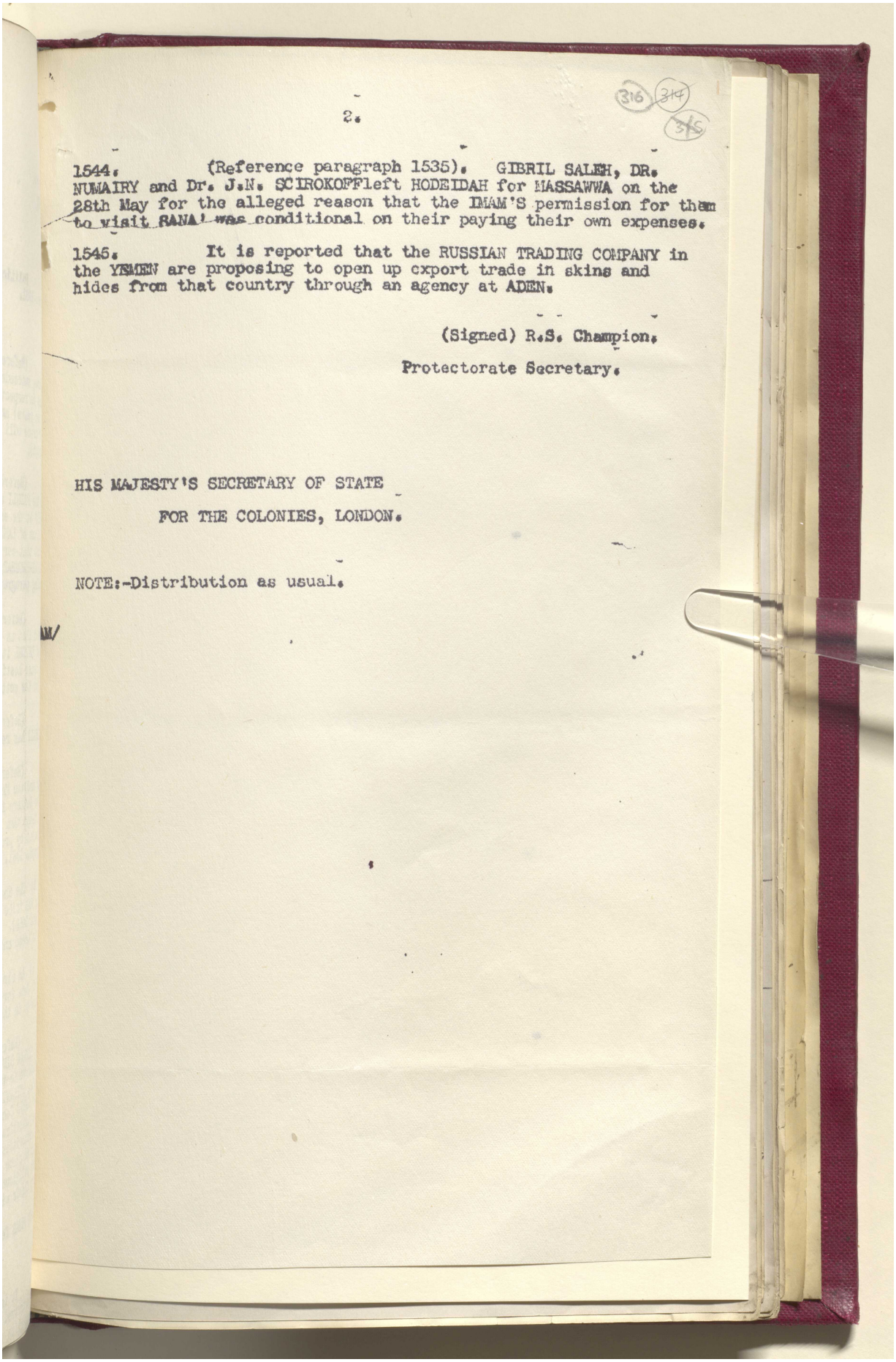



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1544. (Reference paragraph 1535). GIBRIL SALEH, DR. NUMAIRY and Dr. J.N. SCIROKOFFleft HODEIDAH for MASSAWWA on the 28th May for the alleged reason that the IMAM'S permission for them to visit RANA' was conditional on their paying their own expenses.

1545. It is reported that the RUSSIAN TRADING COMPANY in the YEMEN are proposing to open up export trade in skins and hides from that country through an agency at ADEN.

(Signed) R.S. Champion.

Protectorate Secretary.

HIS MAJESTY'S SECRETARY OF STATE

FOR THE COLONIES, LONDON.

NOTE:-Distribution as usual.

M/

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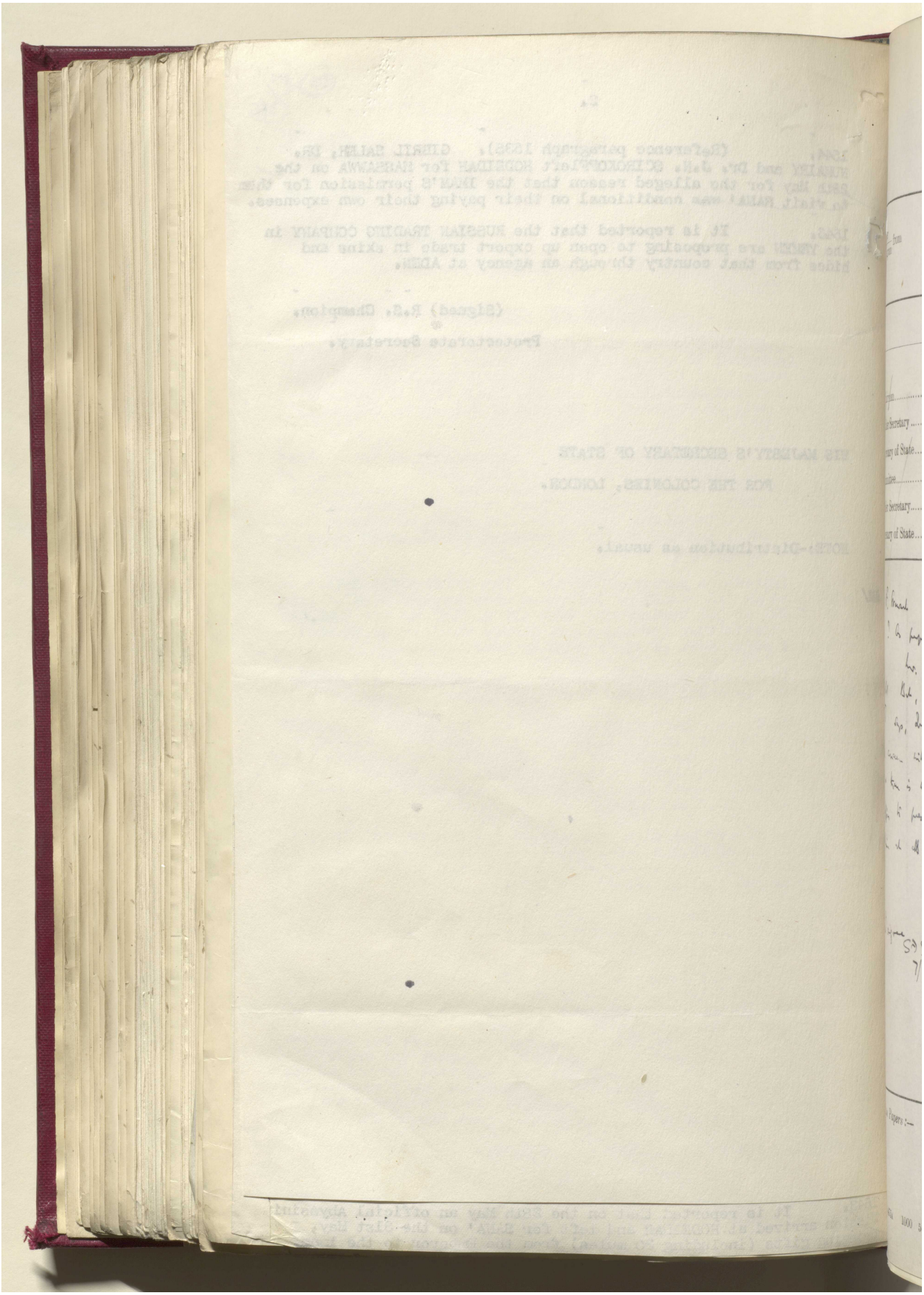

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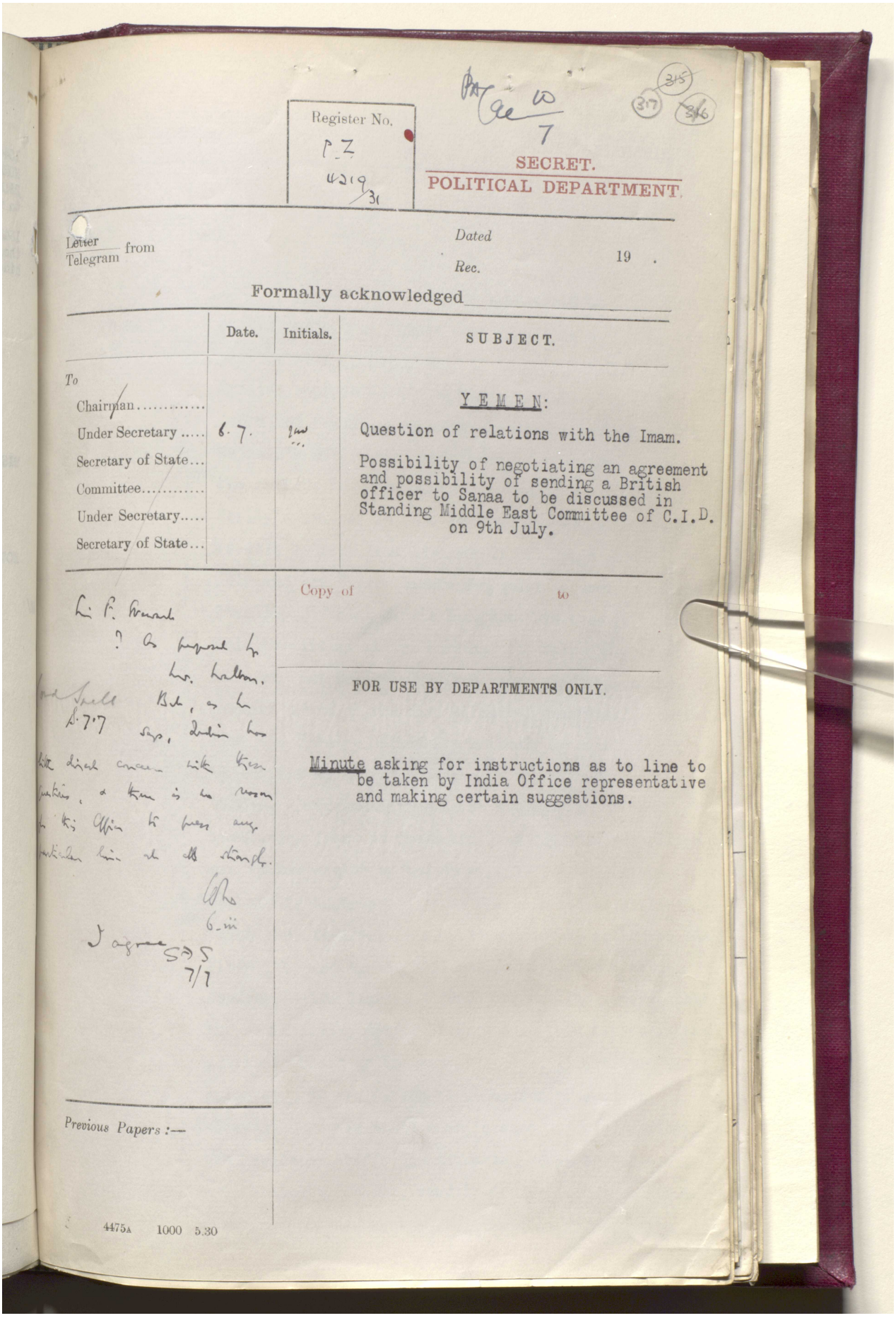

Register No.
P.Z.
4219/31

PA Ge 10/7

315 317 316

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from

Dated

Rec. 19 .

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | |
| Chairman..... | | | YEMEN: |
| Under Secretary ..... | 6.7. | [illegible] | Question of relations with the Imam. |
| Secretary of State... | | | Possibility of negotiating an agreement and possibility of sending a British officer to Sanaa to be discussed in Standing Middle East Committee of C.I.D. on 9th July. |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

Copy of to

FOR USE BY DEPARTMENTS ONLY.

Minute asking for instructions as to line to be taken by India Office representative and making certain suggestions.

Sir F. Stewart
? As proposed by Mr. Walton.
Lord Spell S.7.7 But, as he says, India has little direct concern with these questions, & there is no reason for this Office to press any particular line at all strongly.
[illegible]
6-iii

I agree SAS 7/7

Previous Papers :—

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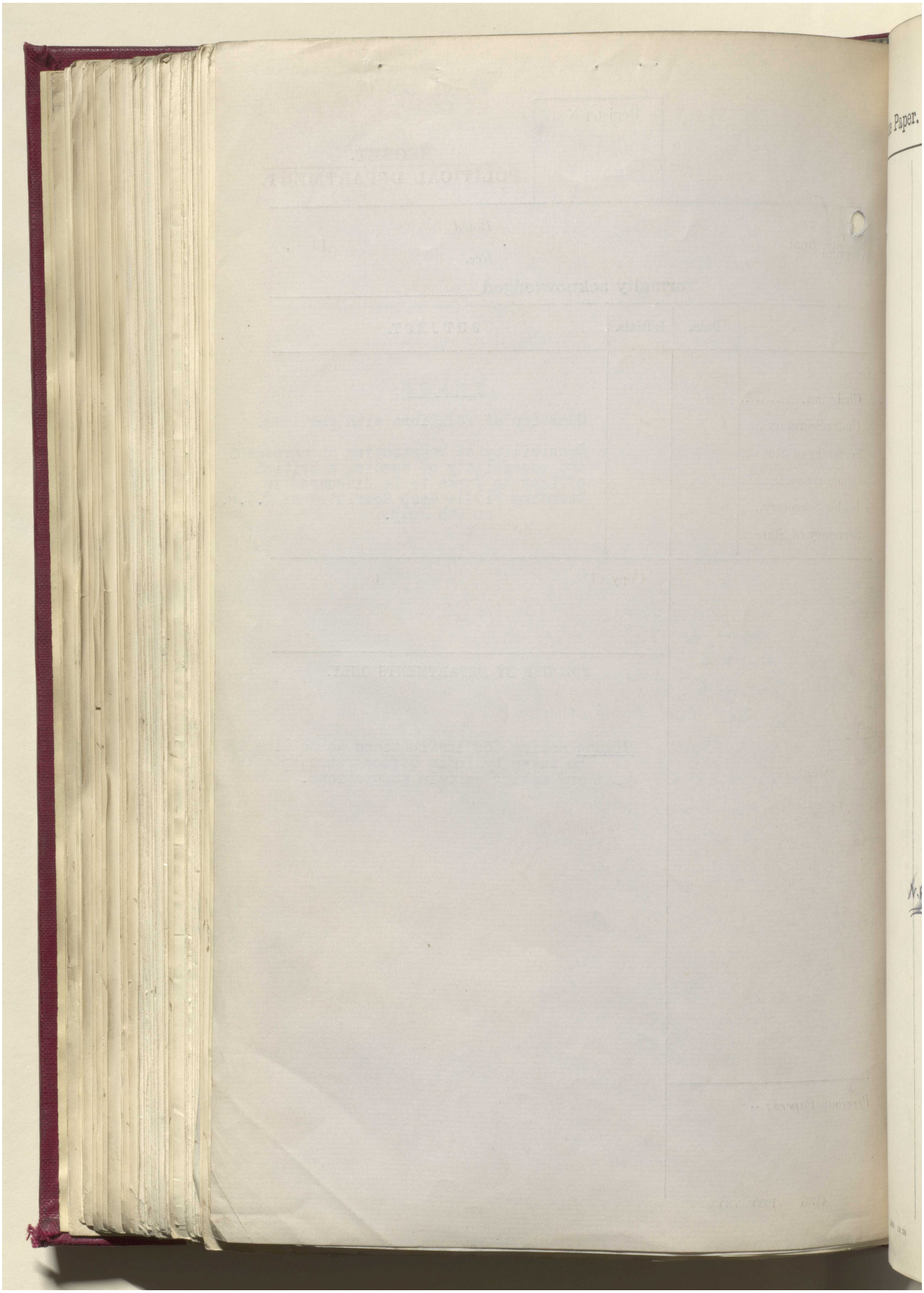

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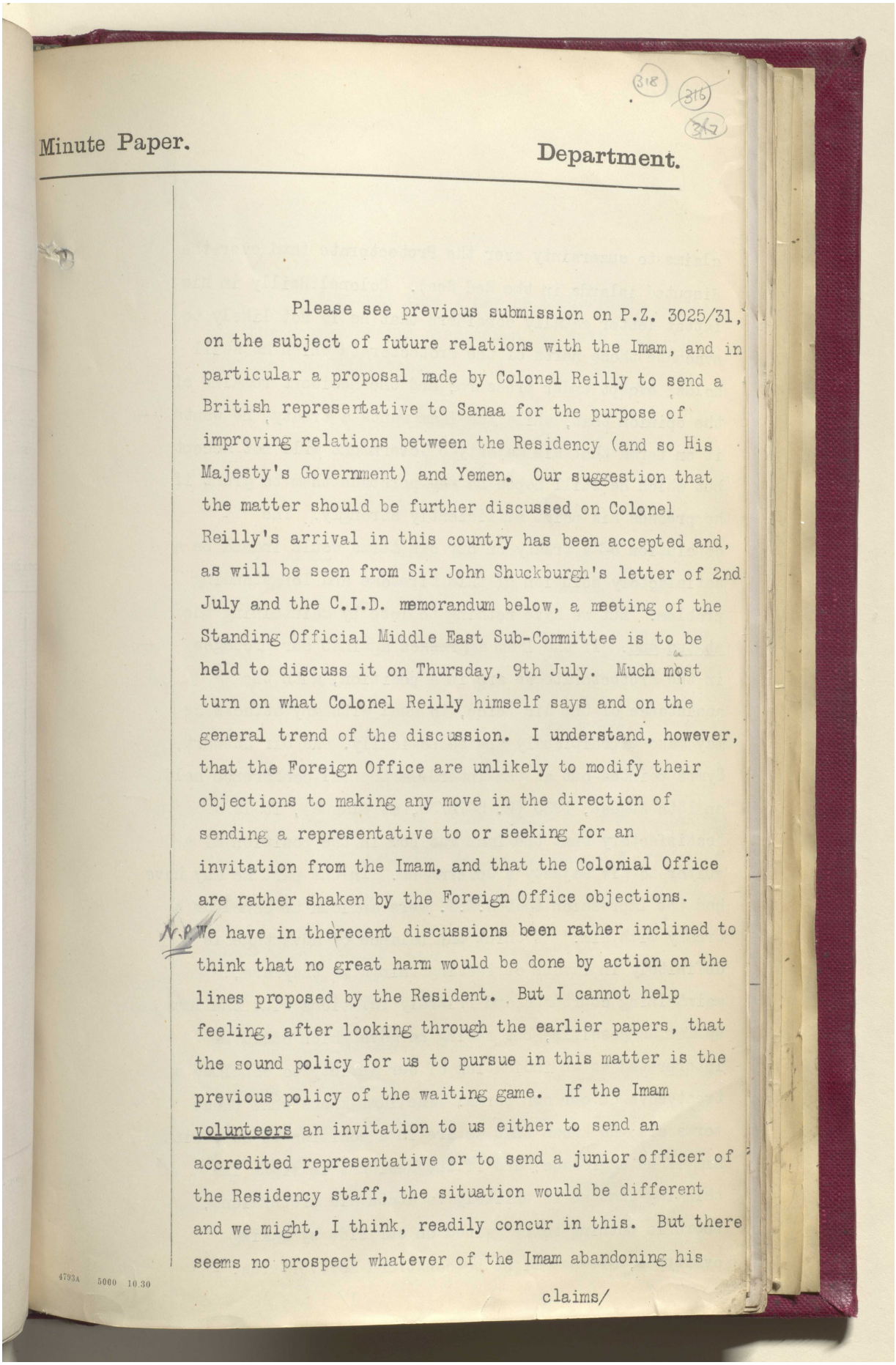

Minute Paper. Department.

Please see previous submission on P.Z. 3025/31, on the subject of future relations with the Imam, and in particular a proposal made by Colonel Reilly to send a British representative to Sanaa for the purpose of improving relations between the Residency (and so His Majesty's Government) and Yemen. Our suggestion that the matter should be further discussed on Colonel Reilly's arrival in this country has been accepted and, as will be seen from Sir John Shuckburgh's letter of 2nd July and the C.I.D. memorandum below, a meeting of the Standing Official Middle East Sub-Committee is to be held to discuss it on Thursday, 9th July. Much most turn on what Colonel Reilly himself says and on the general trend of the discussion. I understand, however, that the Foreign Office are unlikely to modify their objections to making any move in the direction of sending a representative to or seeking for an invitation from the Imam, and that the Colonial Office are rather shaken by the Foreign Office objections. N.P. We have in therecent discussions been rather inclined to think that no great harm would be done by action on the lines proposed by the Resident. But I cannot help feeling, after looking through the earlier papers, that the sound policy for us to pursue in this matter is the previous policy of the waiting game. If the Imam volunteers an invitation to us either to send an accredited representative or to send a junior officer of the Residency staff, the situation would be different and we might, I think, readily concur in this. But there seems no prospect whatever of the Imam abandoning his

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claims/

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claims to suzerainty over the Protectorate (and over the disputed islands in the Red Sea). Colonel Reilly in his latest letter equally considers that he is not likely to evacuate those parts of the Protectorate which he still holds, except under pressure; and the Resident remains of the opinion that, while the Imam wants a treaty, he wants it on terms that His Majesty's Government will not accept but which he still hopes he may persuade them to grant if he presses his point sufficiently strongly. The conclusion of a treaty on our own terms would indeed be a satisfactory solution of this tiresome and longstanding problem. But we have nothing to lose by maintaining the status quo. If the Imam aggresses against our protégés in the Protectorate we are in a position, with the assistance of the Air Force, to deal with any attacks he may make expeditiously and economically. As Sir Stewart Symes pointed out at the interdepartmental conference held on 15th August, 1930 (P. 5476/30, at flag A), it is "satisfactory that the Imam was now in the position of a suitor to His Majesty's Government. In the past he may have had the impression that H.M.G. were anxious to conclude a treaty with him." I think the balance of advantage is definitely in favour of leaving things as they are, maintaining courteous and friendly relations with the Imam as far as possible, but making no move which could be interpreted as an indication of our anxiety to conclude a treaty save on our own terms. The Imam knows what those terms are; he knows that we are in a position to deal with him if he aggresses; and if the Resident is right in thinking that he is unlikely to abate his pretensions, there is nothing to be gained on our side by making overtures, or what might be construed as overtures.

I/

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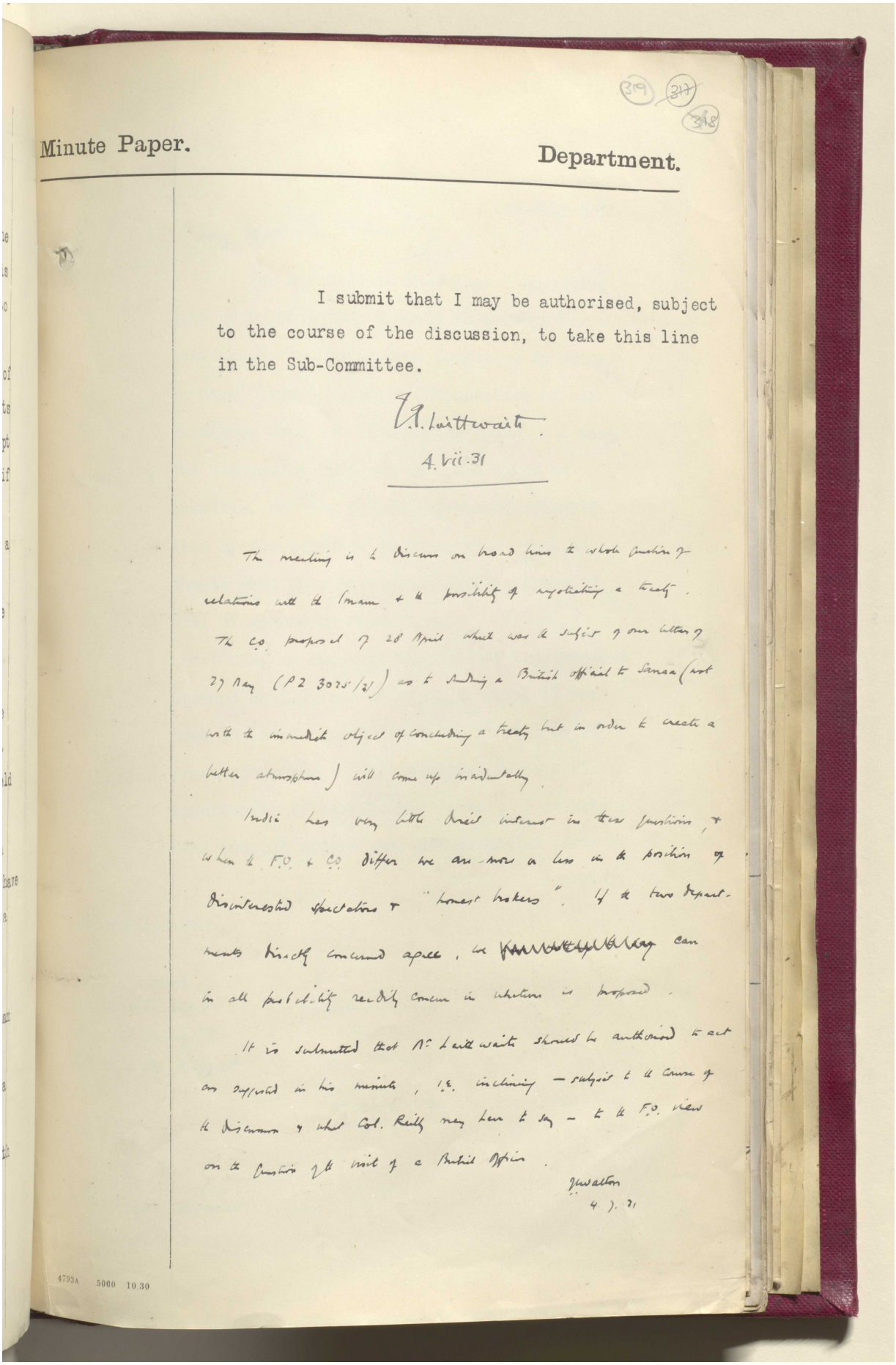

Minute Paper. Department.

I submit that I may be authorised, subject to the course of the discussion, to take this line in the Sub-Committee.

V. Laithwaite
4.VII.31

The meeting is to discuss on broad lines the whole question of relations with the Imam & the possibility of negotiating a treaty. The C.O. proposal of 28 April which was the subject of our letter of 27 May (P2 3075/31) as to sending a British official to Sanaa (not with the immediate object of concluding a treaty but in order to create a better atmosphere) will come up incidentally.

India has very little direct interest in these questions, & when the F.O. & C.O. differ we are more or less in the position of disinterested spectators & "honest brokers". If the two Departments directly concerned agree, we can in all probability readily concur in whatever is proposed.

It is submitted that Mr Laithwaite should be authorised to act on suggested in his minute, i.e. inclining — subject to the course of the discussion & what Col. Reilly may have to say — to the F.O. view on the question of the visit of a British Officer.

J. Walton
4.7.31

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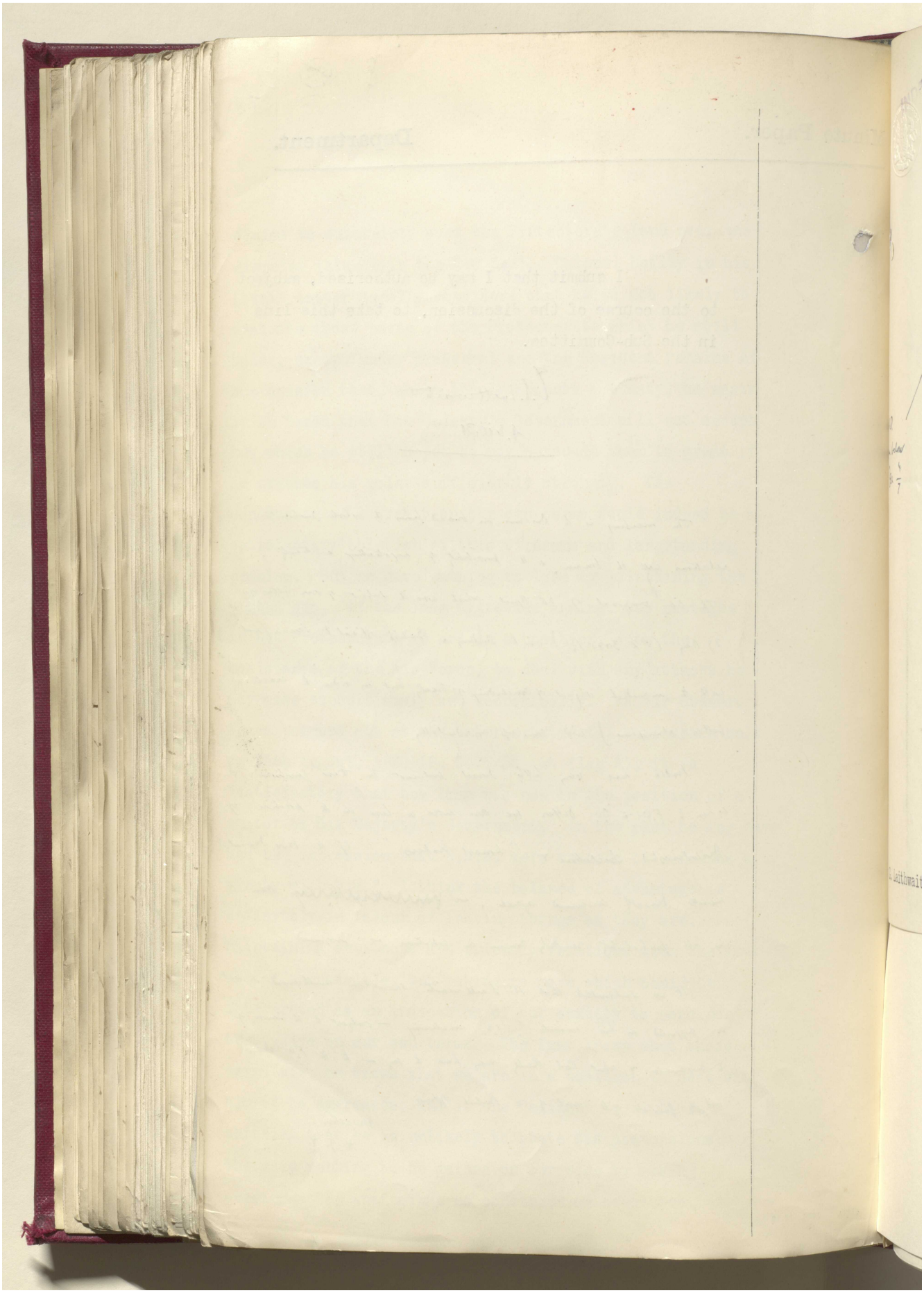

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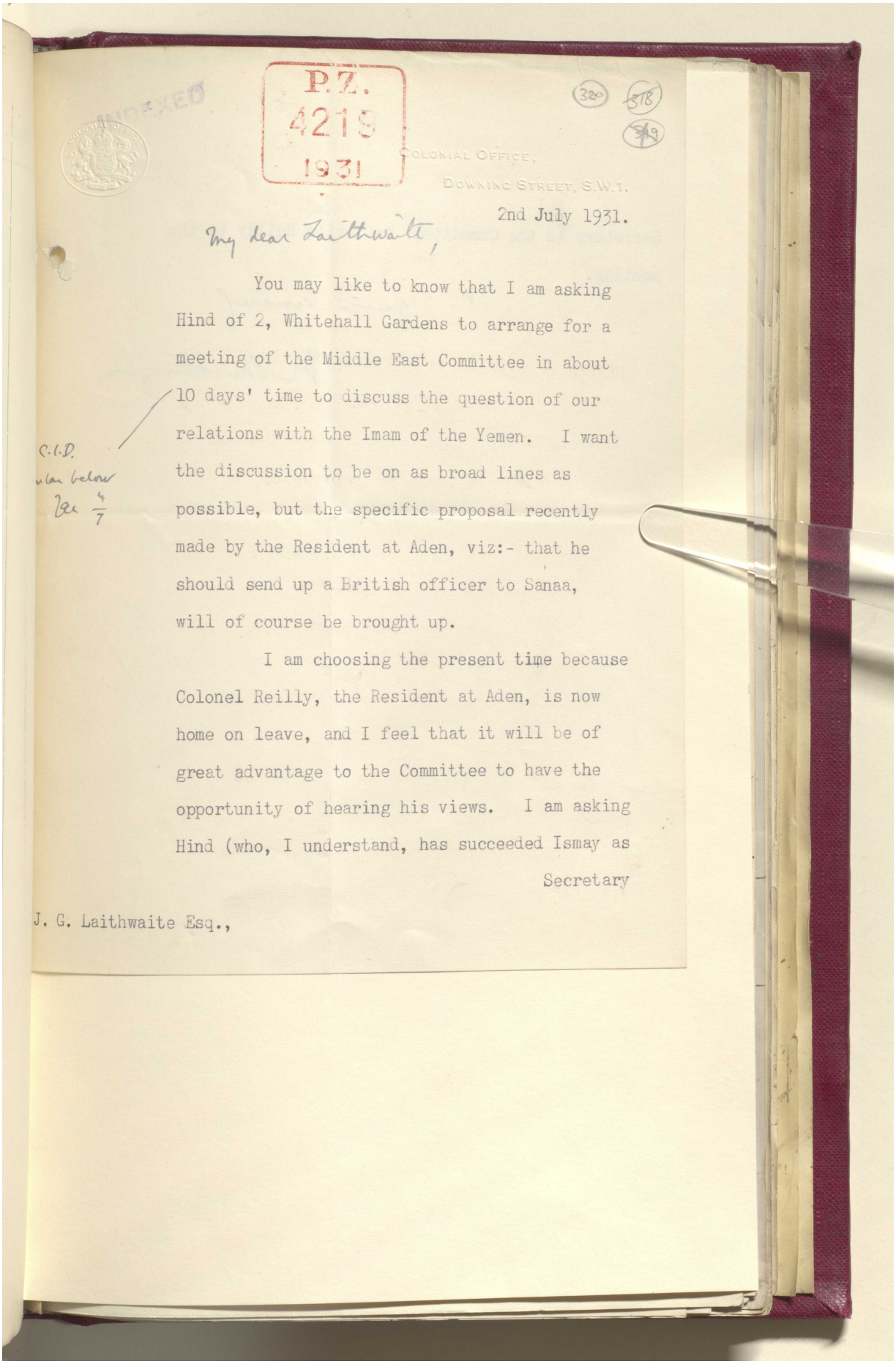

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(320) (318) (319)

COLONIAL OFFICE,
DOWNING STREET, S.W.1.

2nd July 1931.

My dear Laithwaite,

You may like to know that I am asking Hind of 2, Whitehall Gardens to arrange for a meeting of the Middle East Committee in about 10 days' time to discuss the question of our relations with the Imam of the Yemen. I want the discussion to be on as broad lines as possible, but the specific proposal recently made by the Resident at Aden, viz:- that he should send up a British officer to Sanaa, will of course be brought up.

C.I.D.
[illegible] below
[illegible] 4/7

I am choosing the present time because Colonel Reilly, the Resident at Aden, is now home on leave, and I feel that it will be of great advantage to the Committee to have the opportunity of hearing his views. I am asking Hind (who, I understand, has succeeded Ismay as

Secretary

J. G. Laithwaite Esq.,

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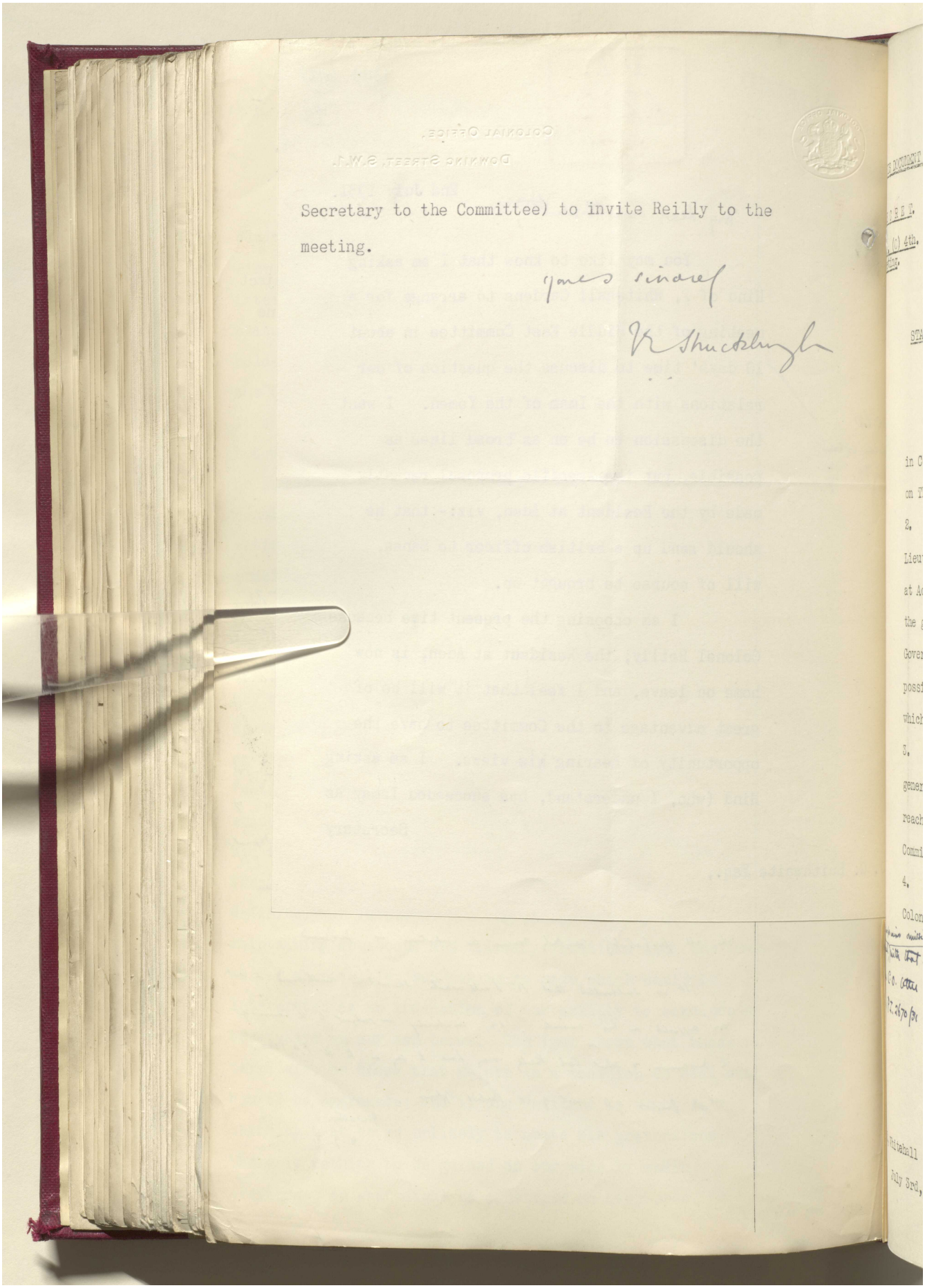

Secretary to the Committee) to invite Reilly to the meeting.

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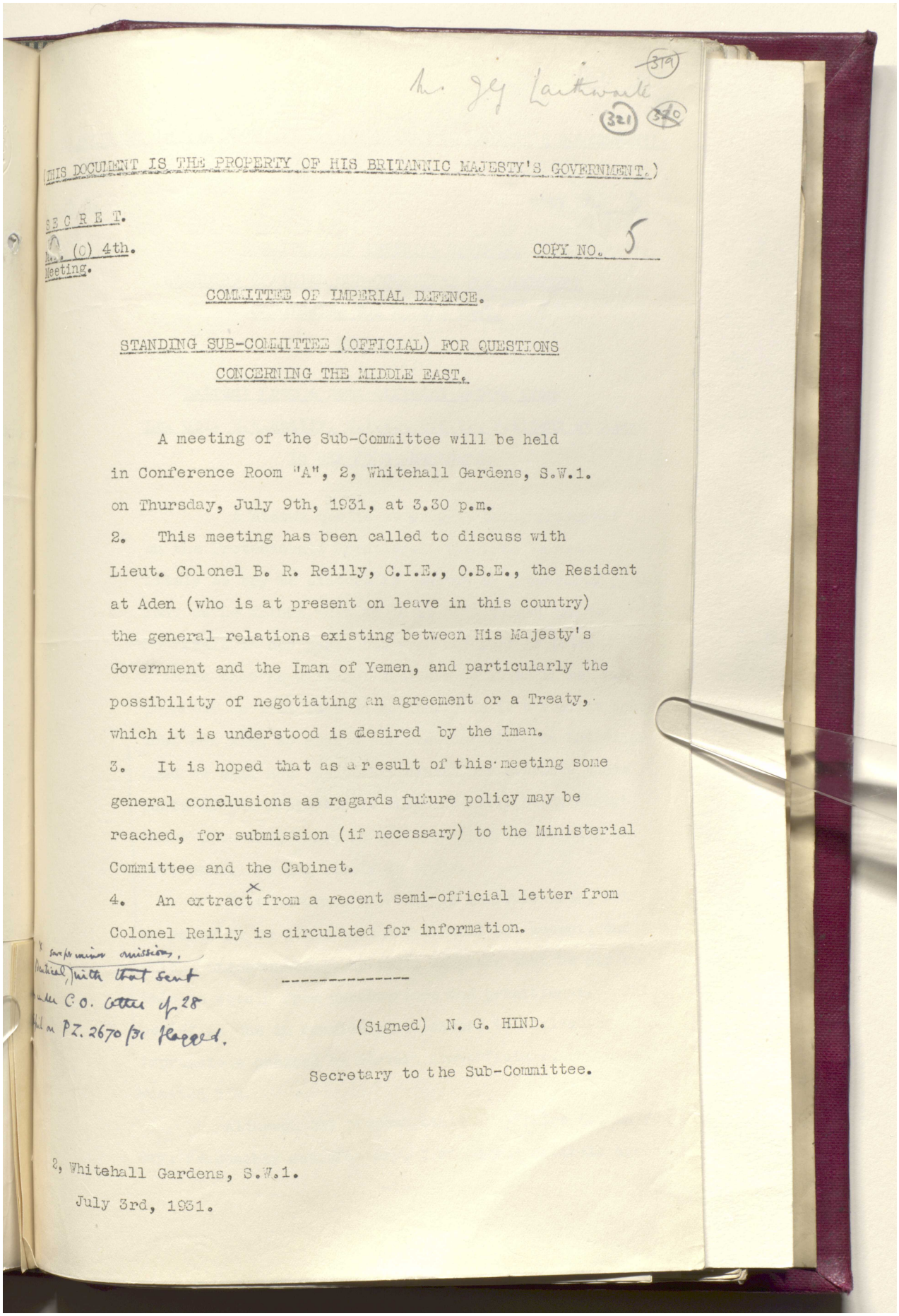

Mr. J.G. Laithwaite

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A.D. (O) 4th. Meeting.

COPY NO. 5

COMMITTEE OF IMPERIAL DEFENCE.

STANDING SUB-COMMITTEE (OFFICIAL) FOR QUESTIONS CONCERNING THE MIDDLE EAST.

A meeting of the Sub-Committee will be held in Conference Room "A", 2, Whitehall Gardens, S.W.1. on Thursday, July 9th, 1931, at 3.30 p.m.

2. This meeting has been called to discuss with Lieut. Colonel B. R. Reilly, C.I.E., O.B.E., the Resident at Aden (who is at present on leave in this country) the general relations existing between His Majesty's Government and the Iman of Yemen, and particularly the possibility of negotiating an agreement or a Treaty, which it is understood is desired by the Iman.

3. It is hoped that as a result of this meeting some general conclusions as regards future policy may be reached, for submission (if necessary) to the Ministerial Committee and the Cabinet.

4. An extract x from a recent semi-official letter from Colonel Reilly is circulated for information.

x save for minor omissions, identical, with that sent under C.O. letter of 28 April on P.Z. 2670/31 flagged.

---

(Signed) N. G. HIND.

Secretary to the Sub-Committee.

2, Whitehall Gardens, S.W.1.

July 3rd, 1931.

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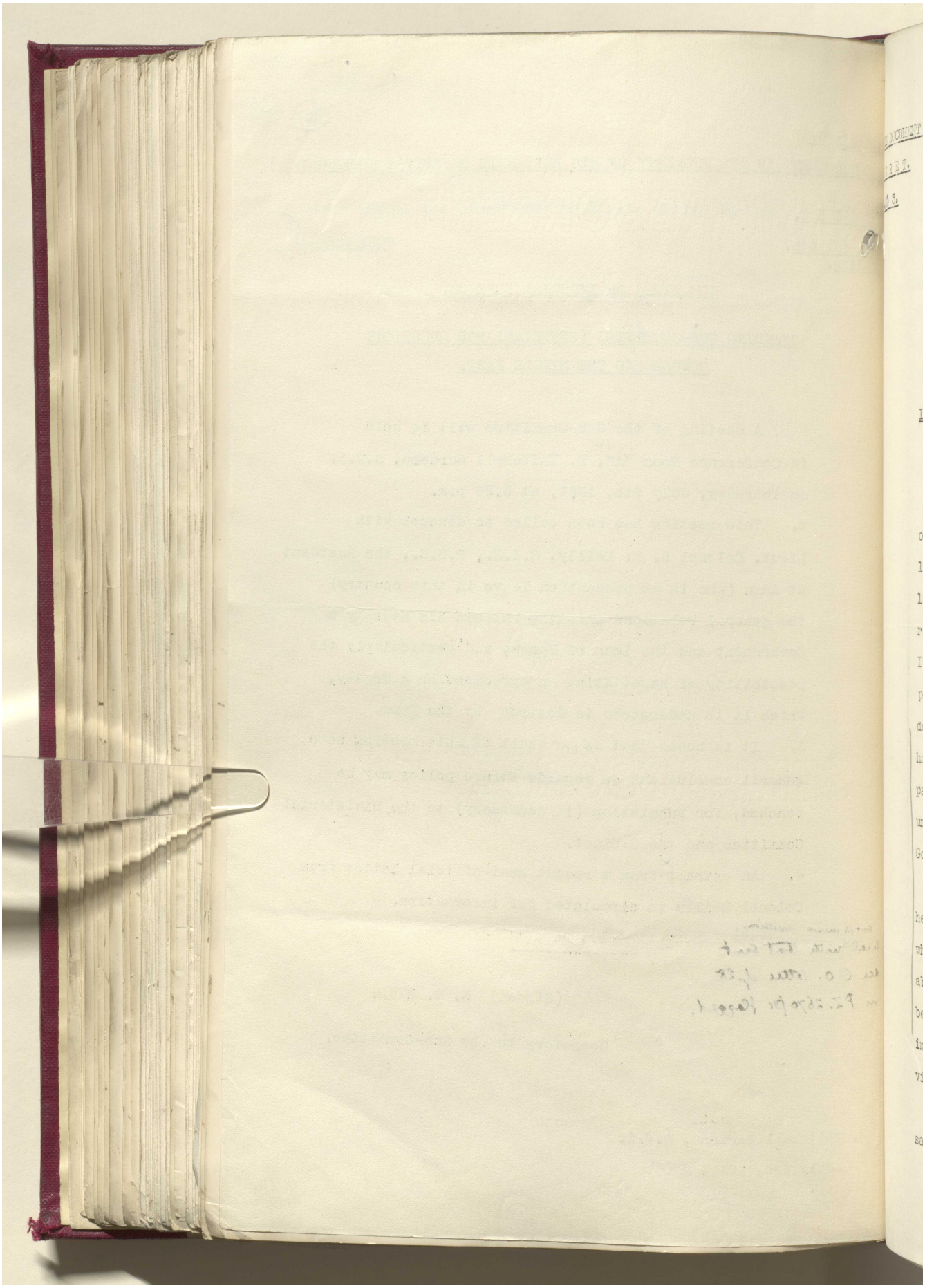

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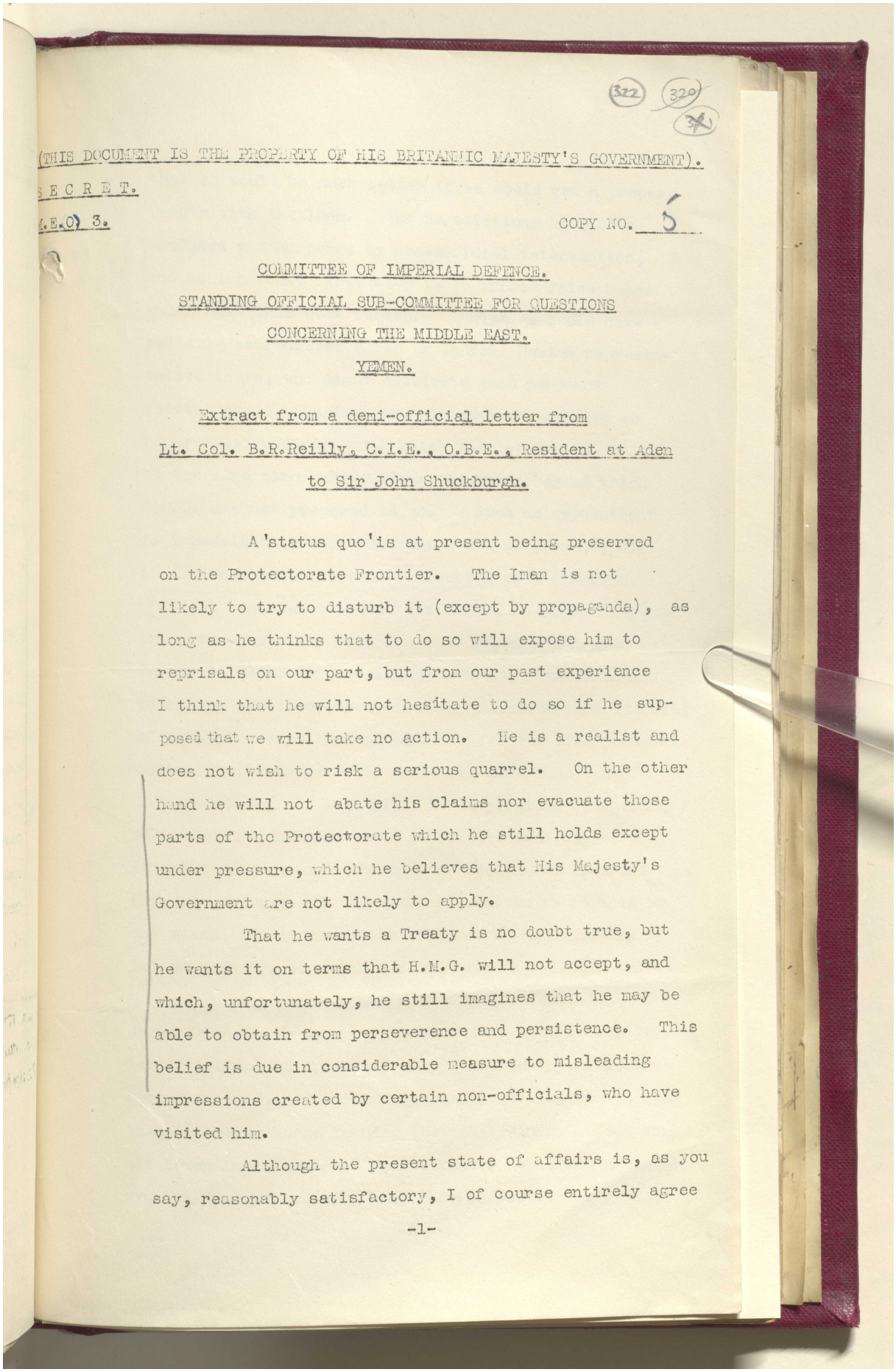

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S E C R E T.

M.E.O) 3. COPY NO. 5

COMMITTEE OF IMPERIAL DEFENCE.

STANDING OFFICIAL SUB-COMMITTEE FOR QUESTIONS CONCERNING THE MIDDLE EAST.

YEMEN.

Extract from a demi-official letter from Lt. Col. B.R.Reilly, C.I.E., O.B.E., Resident at Aden to Sir John Shuckburgh.

A 'status quo' is at present being preserved on the Protectorate Frontier. The Iman is not likely to try to disturb it (except by propaganda), as long as he thinks that to do so will expose him to reprisals on our part, but from our past experience I think that he will not hesitate to do so if he supposed that we will take no action. He is a realist and does not wish to risk a serious quarrel. On the other hand he will not abate his claims nor evacuate those parts of the Protectorate which he still holds except under pressure, which he believes that His Majesty's Government are not likely to apply.

That he wants a Treaty is no doubt true, but he wants it on terms that H.M.G. will not accept, and which, unfortunately, he still imagines that he may be able to obtain from perseverence and persistence. This belief is due in considerable measure to misleading impressions created by certain non-officials, who have visited him.

Although the present state of affairs is, as you say, reasonably satisfactory, I of course entirely agree

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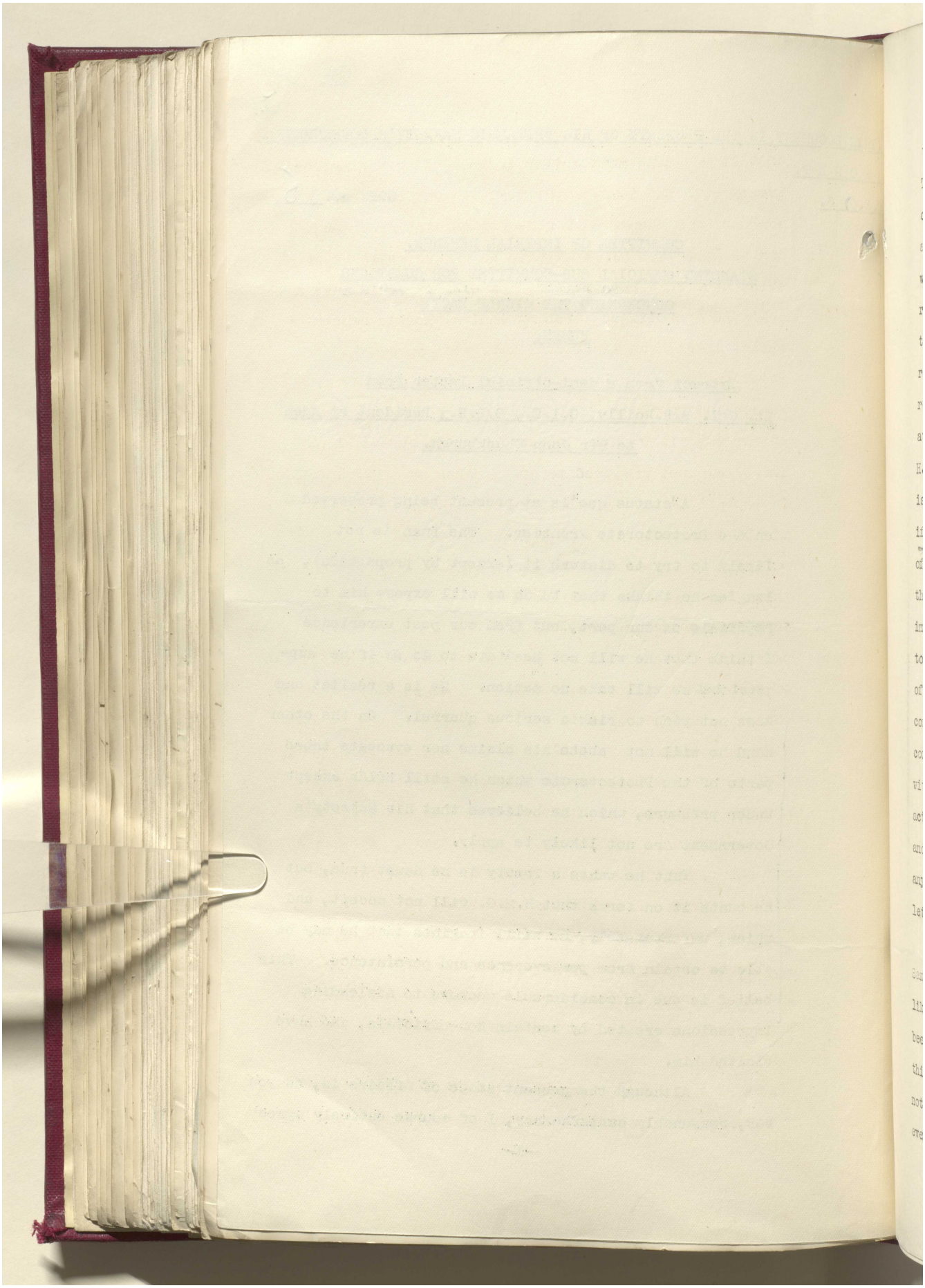

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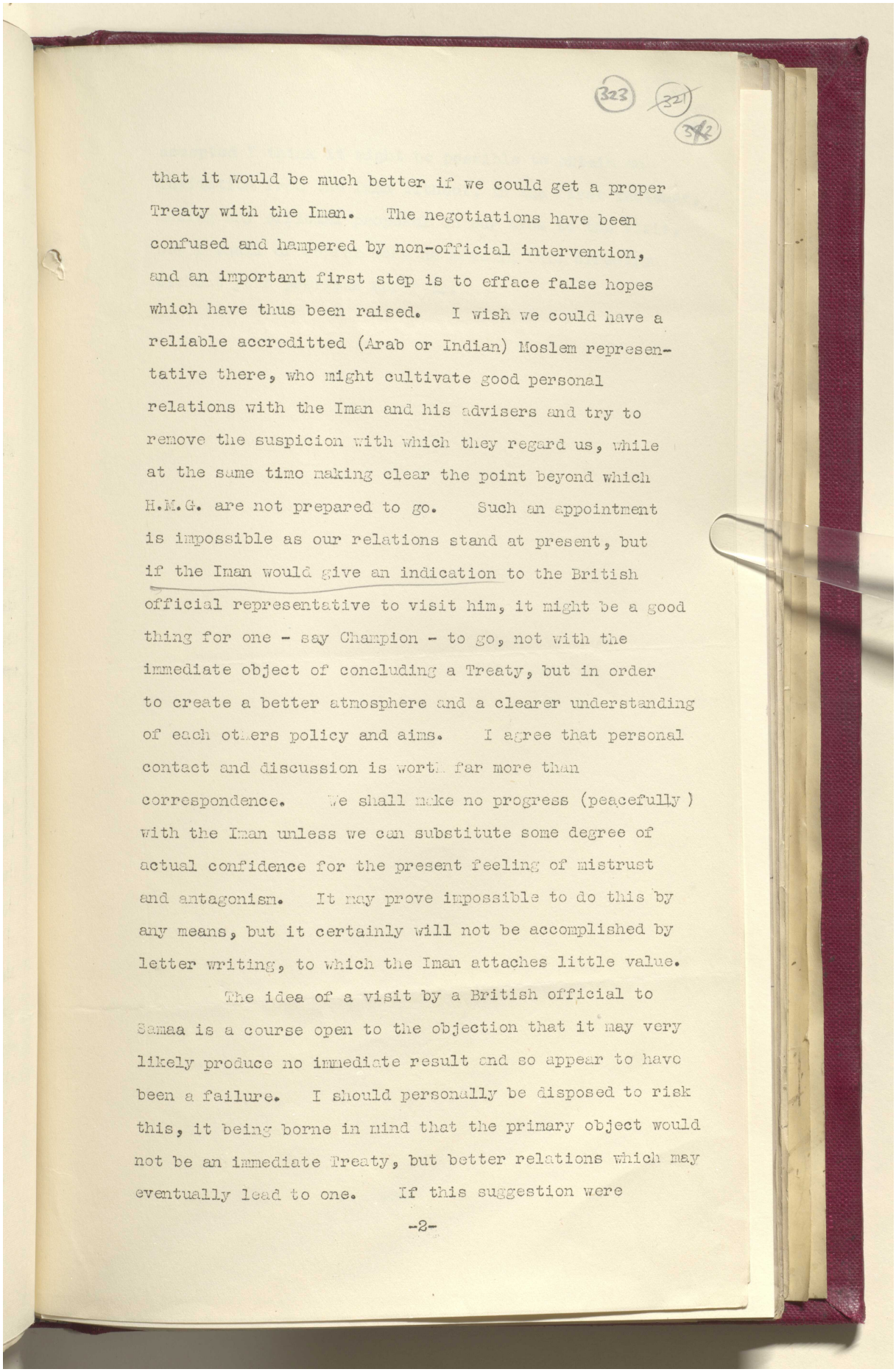

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that it would be much better if we could get a proper Treaty with the Iman. The negotiations have been confused and hampered by non-official intervention, and an important first step is to efface false hopes which have thus been raised. I wish we could have a reliable accreditted (Arab or Indian) Moslem representative there, who might cultivate good personal relations with the Iman and his advisers and try to remove the suspicion with which they regard us, while at the same time making clear the point beyond which H.M.G. are not prepared to go. Such an appointment is impossible as our relations stand at present, but if the Iman would give an indication to the British official representative to visit him, it might be a good thing for one - say Champion - to go, not with the immediate object of concluding a Treaty, but in order to create a better atmosphere and a clearer understanding of each others policy and aims. I agree that personal contact and discussion is worth far more than correspondence. We shall make no progress (peacefully) with the Iman unless we can substitute some degree of actual confidence for the present feeling of mistrust and antagonism. It may prove impossible to do this by any means, but it certainly will not be accomplished by letter writing, to which the Iman attaches little value.

The idea of a visit by a British official to Sanaa is a course open to the objection that it may very likely produce no immediate result and so appear to have been a failure. I should personally be disposed to risk this, it being borne in mind that the primary object would not be an immediate Treaty, but better relations which may eventually lead to one. If this suggestion were

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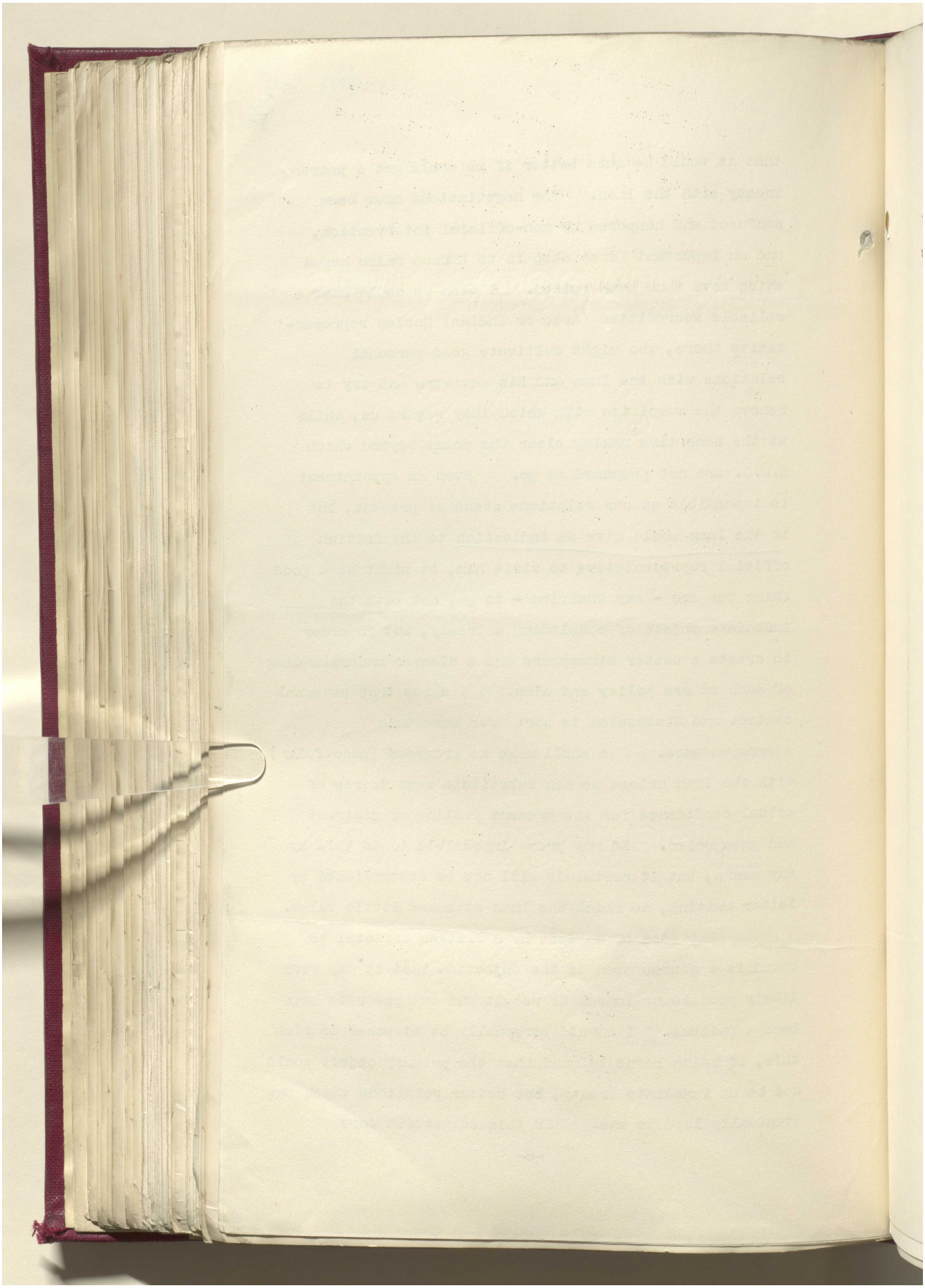

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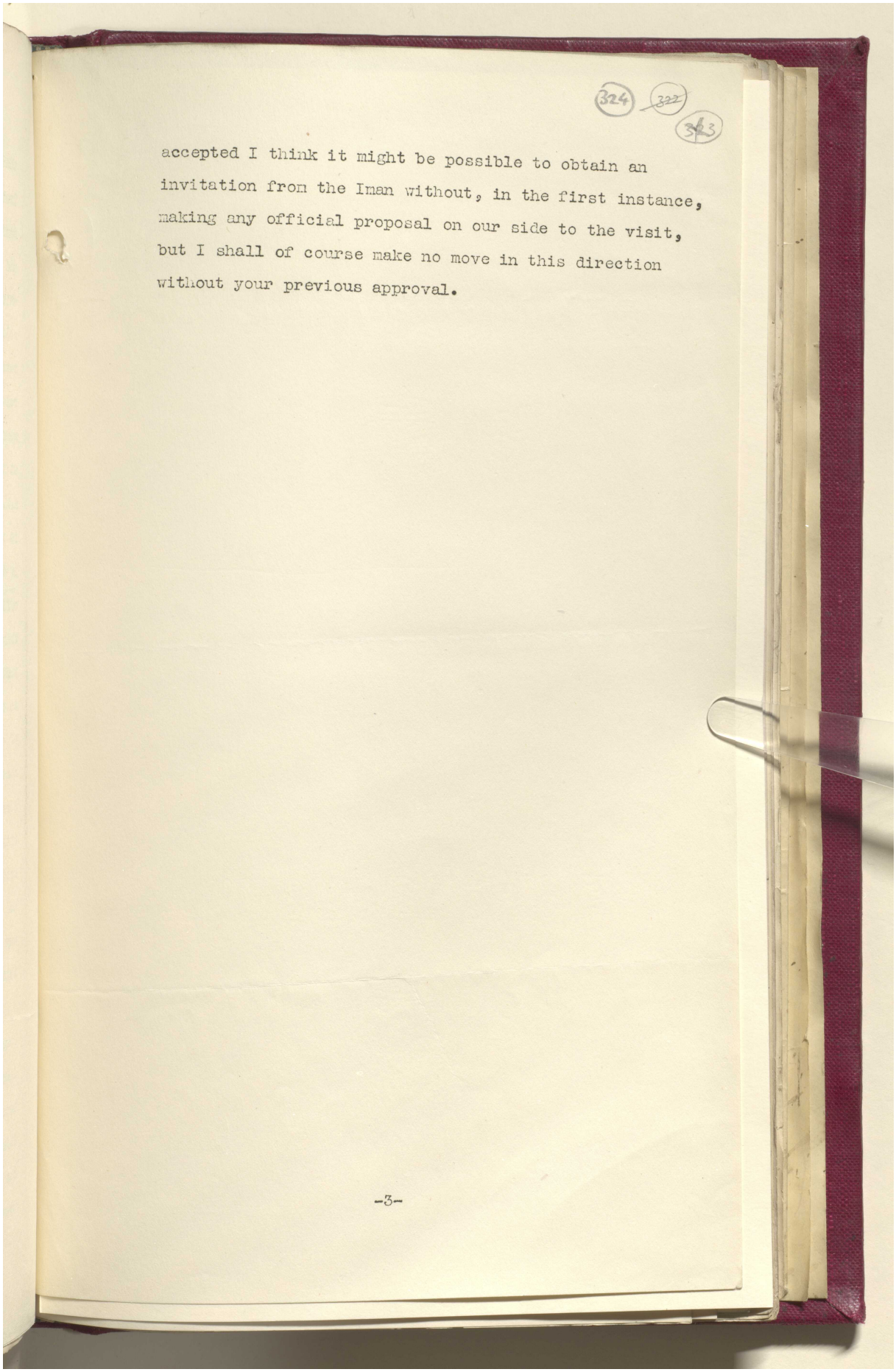

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accepted I think it might be possible to obtain an invitation from the Iman without, in the first instance, making any official proposal on our side to the visit, but I shall of course make no move in this direction without your previous approval.

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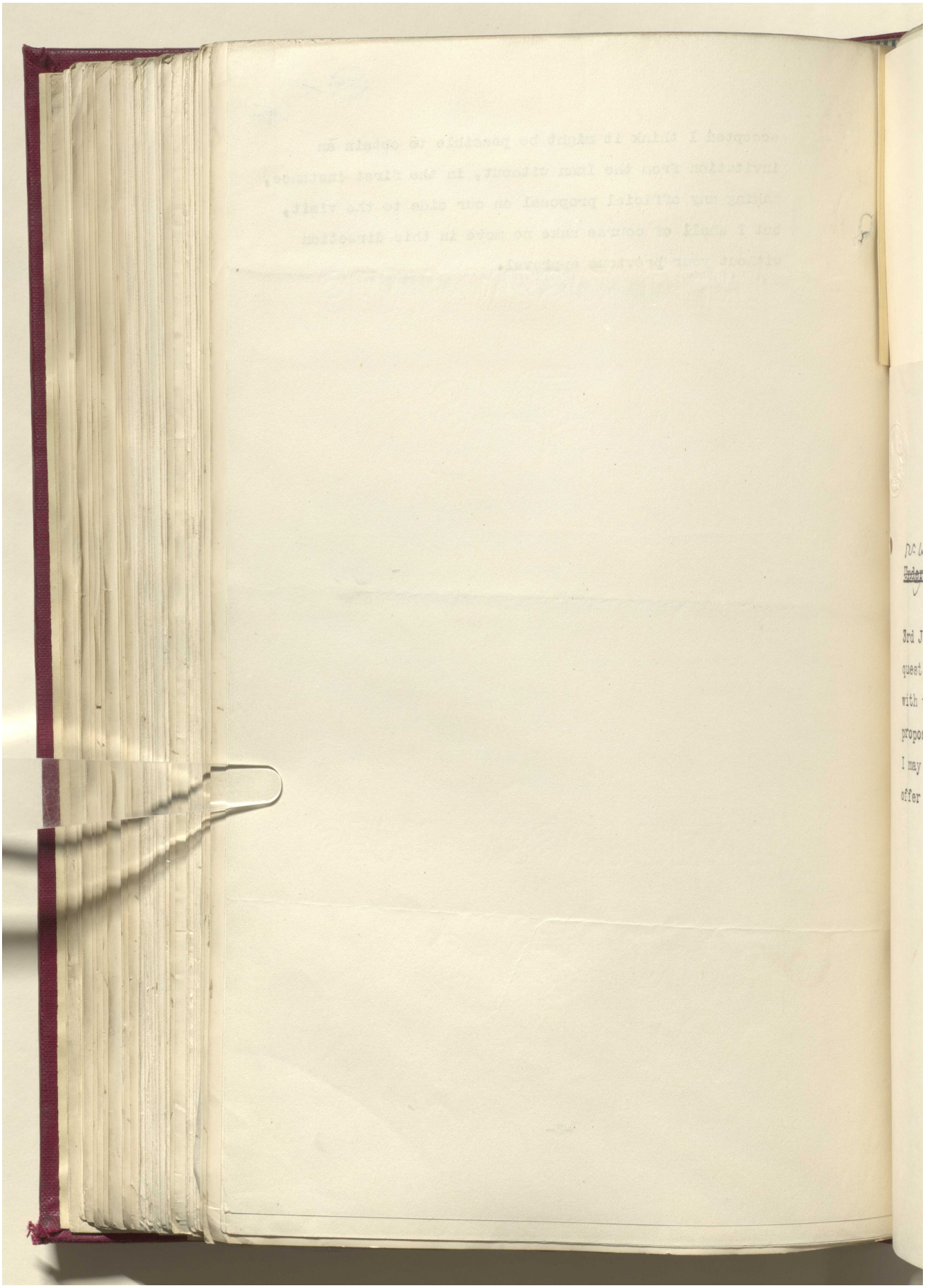

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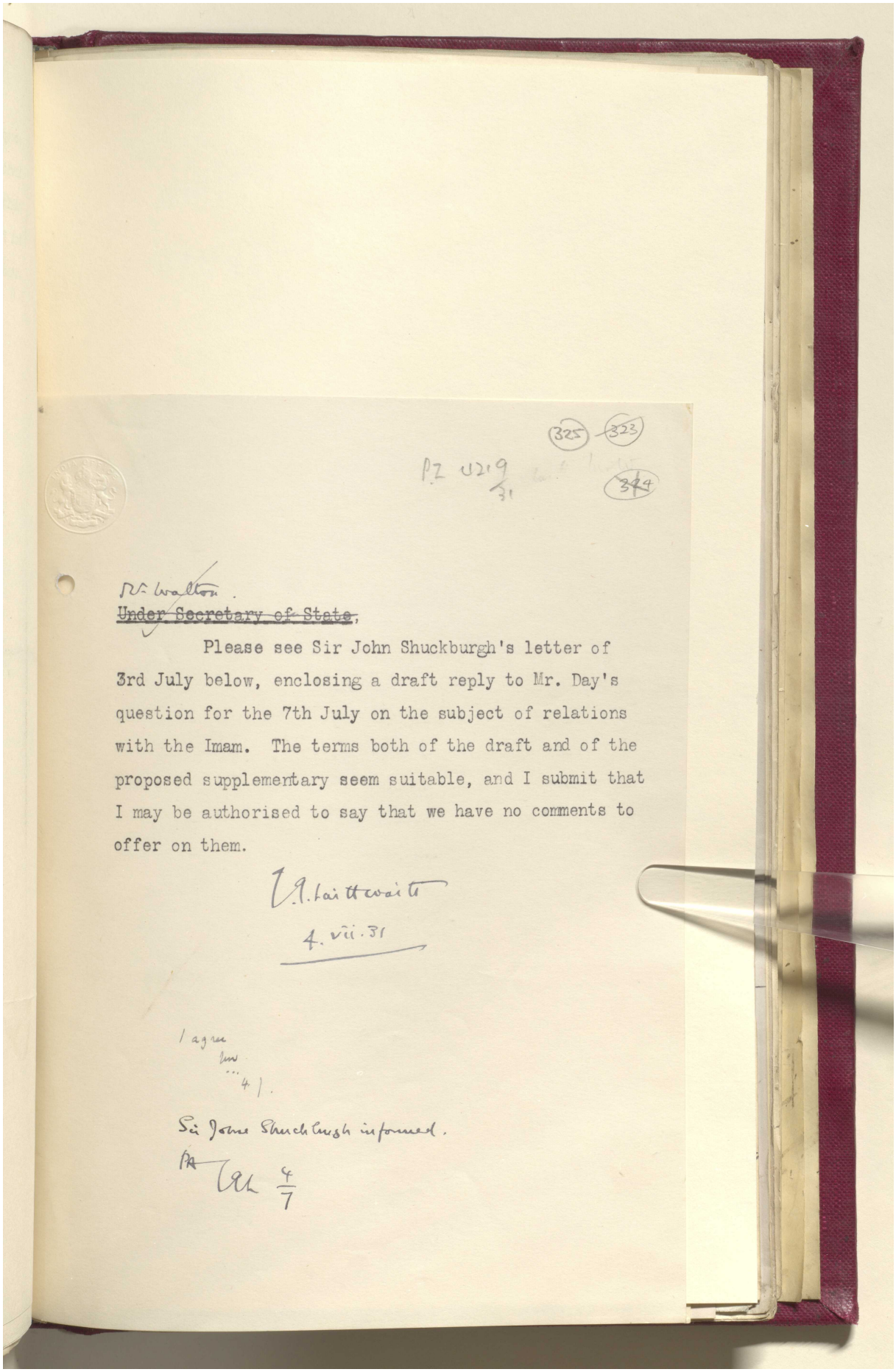

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P.Z. 4219/31

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Mr. Walton.

~~Under Secretary of State~~,

Please see Sir John Shuckburgh's letter of 3rd July below, enclosing a draft reply to Mr. Day's question for the 7th July on the subject of relations with the Imam. The terms both of the draft and of the proposed supplementary seem suitable, and I submit that I may be authorised to say that we have no comments to offer on them.

V. A. Laithwaite

4. vii. 31

I agree
[illegible]
4/.

Sir John Shuckburgh informed.

PA [illegible] 4/7

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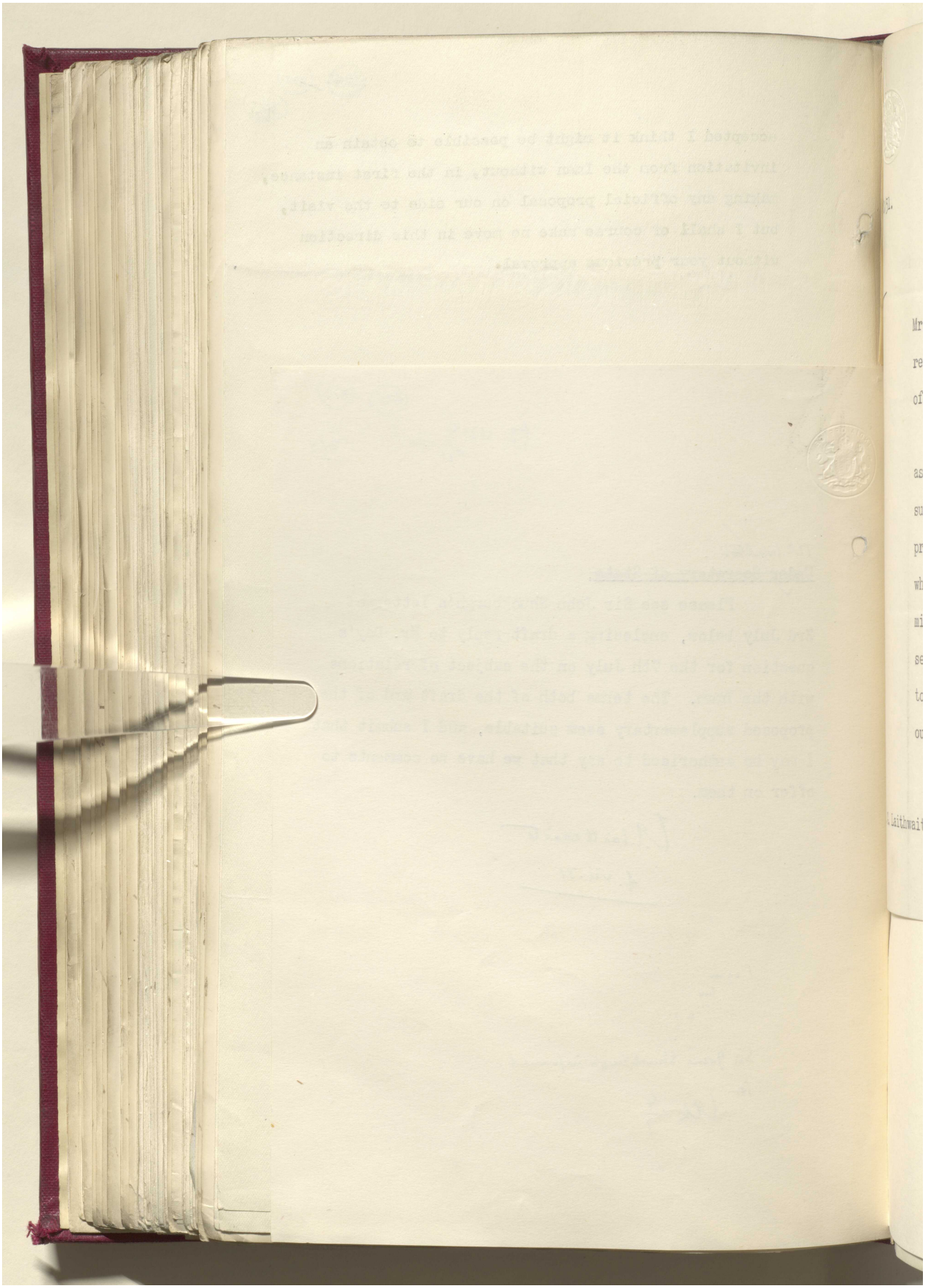

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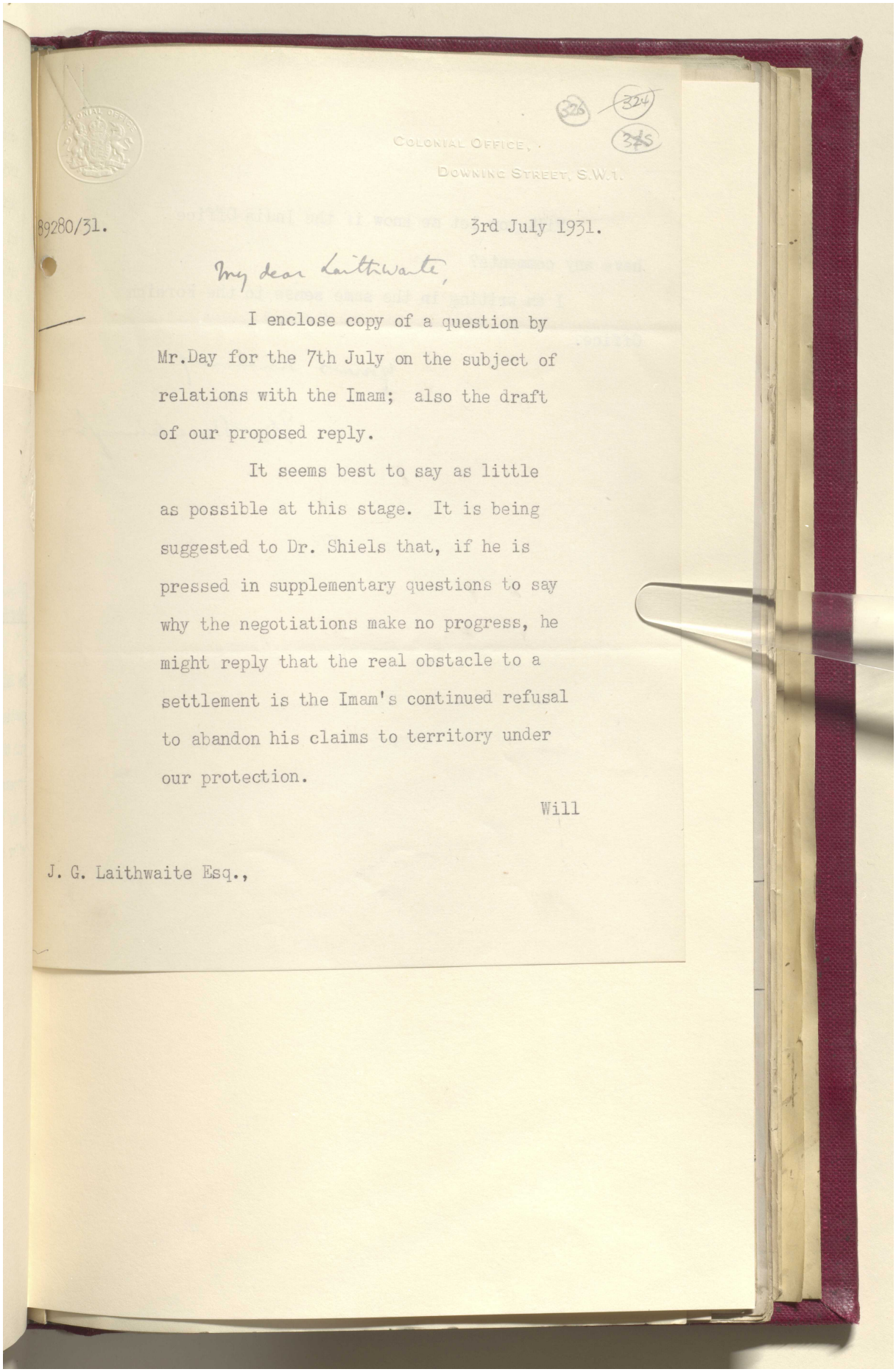

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COLONIAL OFFICE,
DOWNING STREET, S.W.1.

89280/31. 3rd July 1931.

My dear Laithwaite,

I enclose copy of a question by Mr.Day for the 7th July on the subject of relations with the Imam; also the draft of our proposed reply.

It seems best to say as little as possible at this stage. It is being suggested to Dr. Shiels that, if he is pressed in supplementary questions to say why the negotiations make no progress, he might reply that the real obstacle to a settlement is the Imam's continued refusal to abandon his claims to territory under our protection.

Will

J. G. Laithwaite Esq.,

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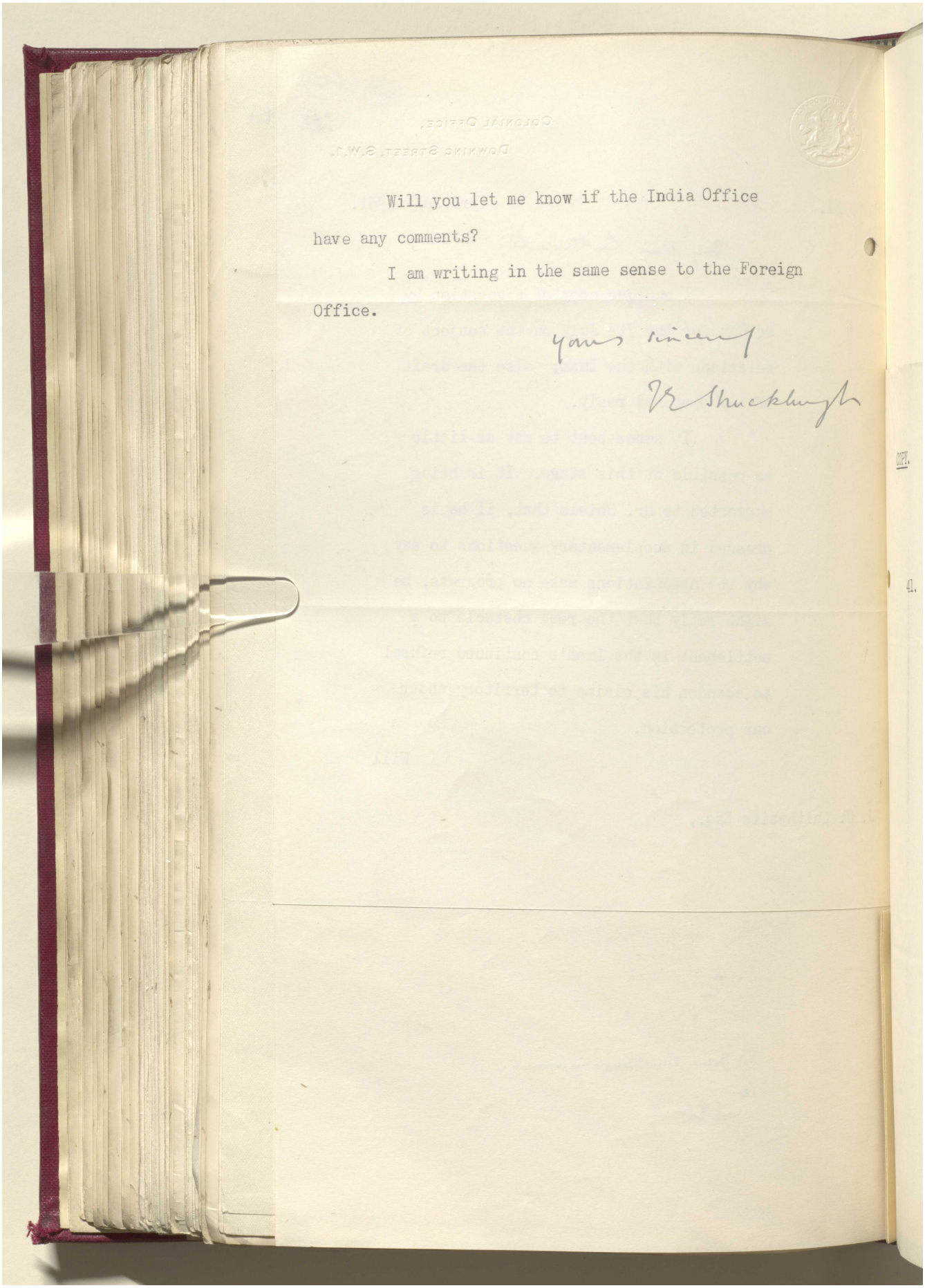

Will you let me know if the India Office have any comments?

I am writing in the same sense to the Foreign Office.

Yours sincerely

R Shuckburgh

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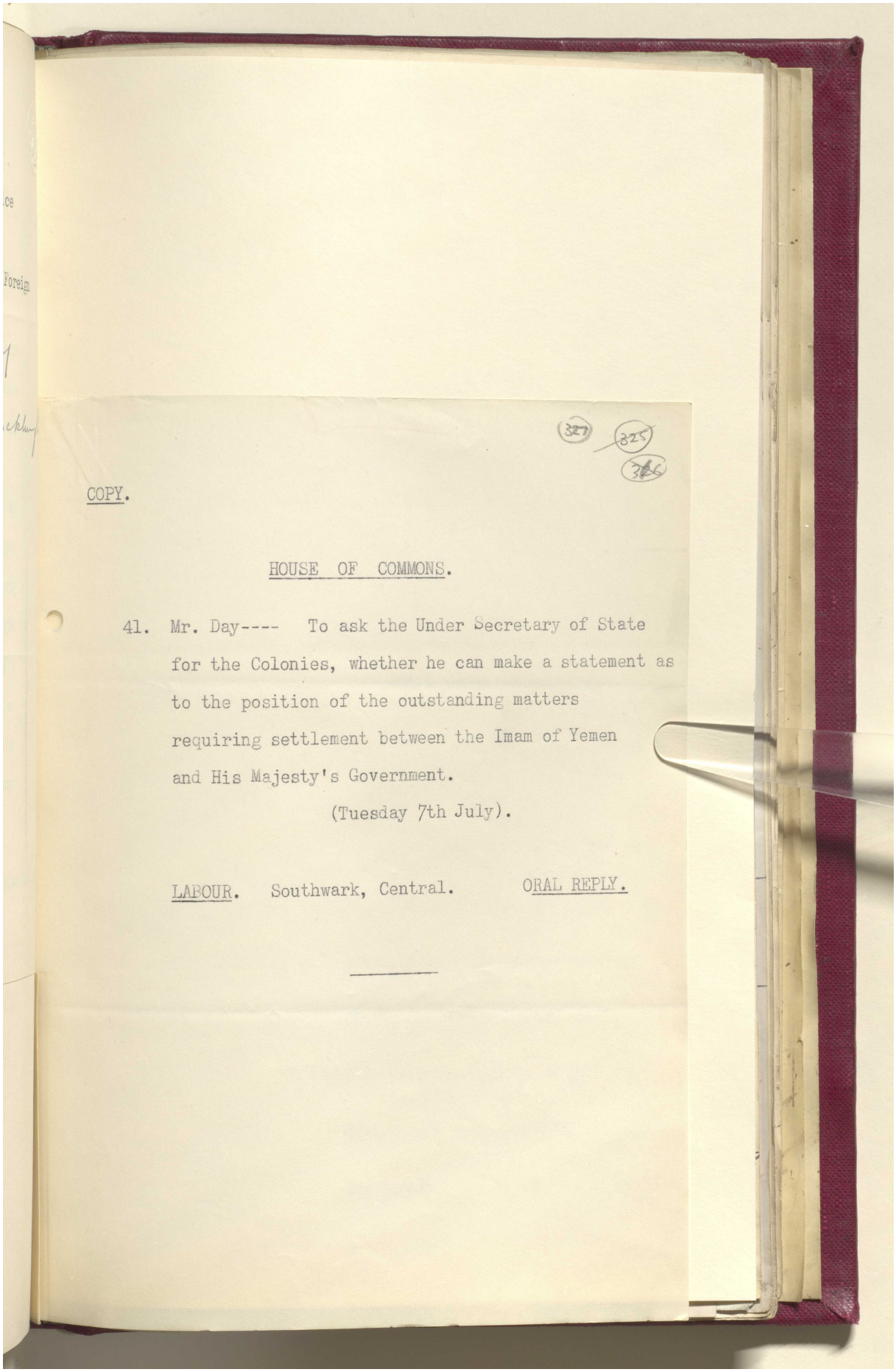

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COPY.

HOUSE OF COMMONS.

41. Mr. Day---- To ask the Under Secretary of State for the Colonies, whether he can make a statement as to the position of the outstanding matters requiring settlement between the Imam of Yemen and His Majesty's Government.

(Tuesday 7th July).

LABOUR. Southwark, Central. ORAL REPLY.

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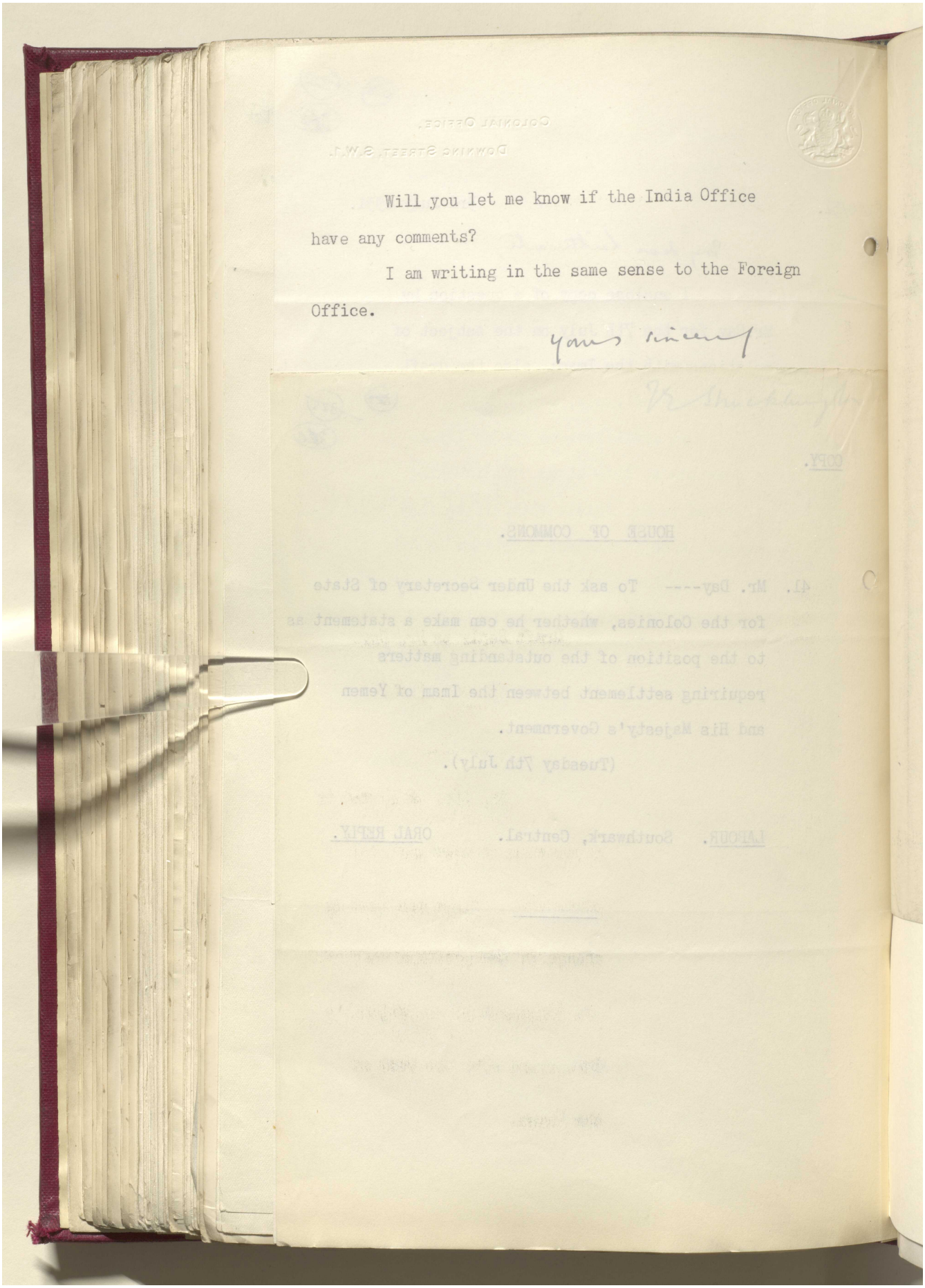

Will you let me know if the India Office have any comments?

I am writing in the same sense to the Foreign Office.

Yours sincerely

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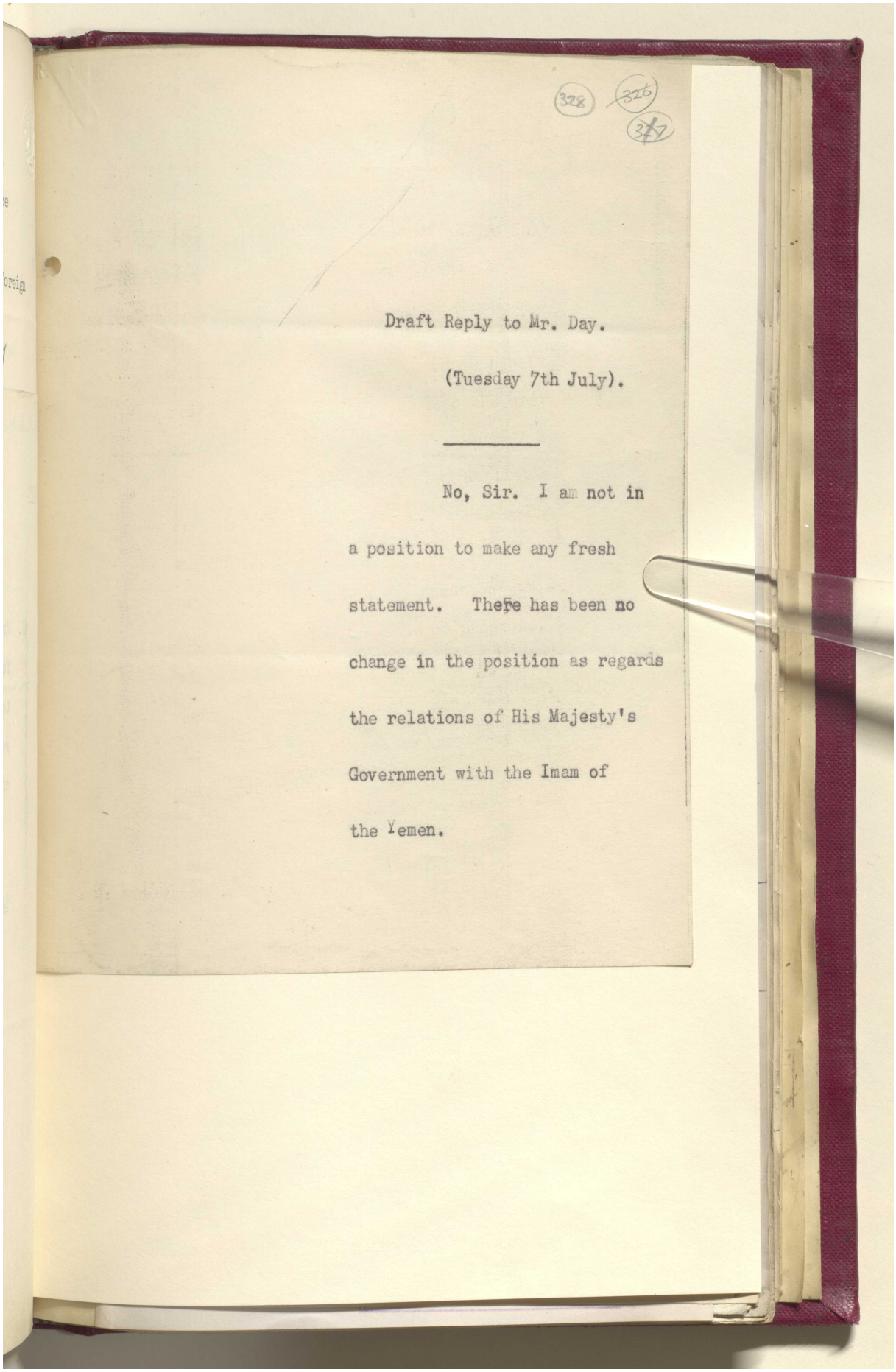

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Draft Reply to Mr. Day.

(Tuesday 7th July).

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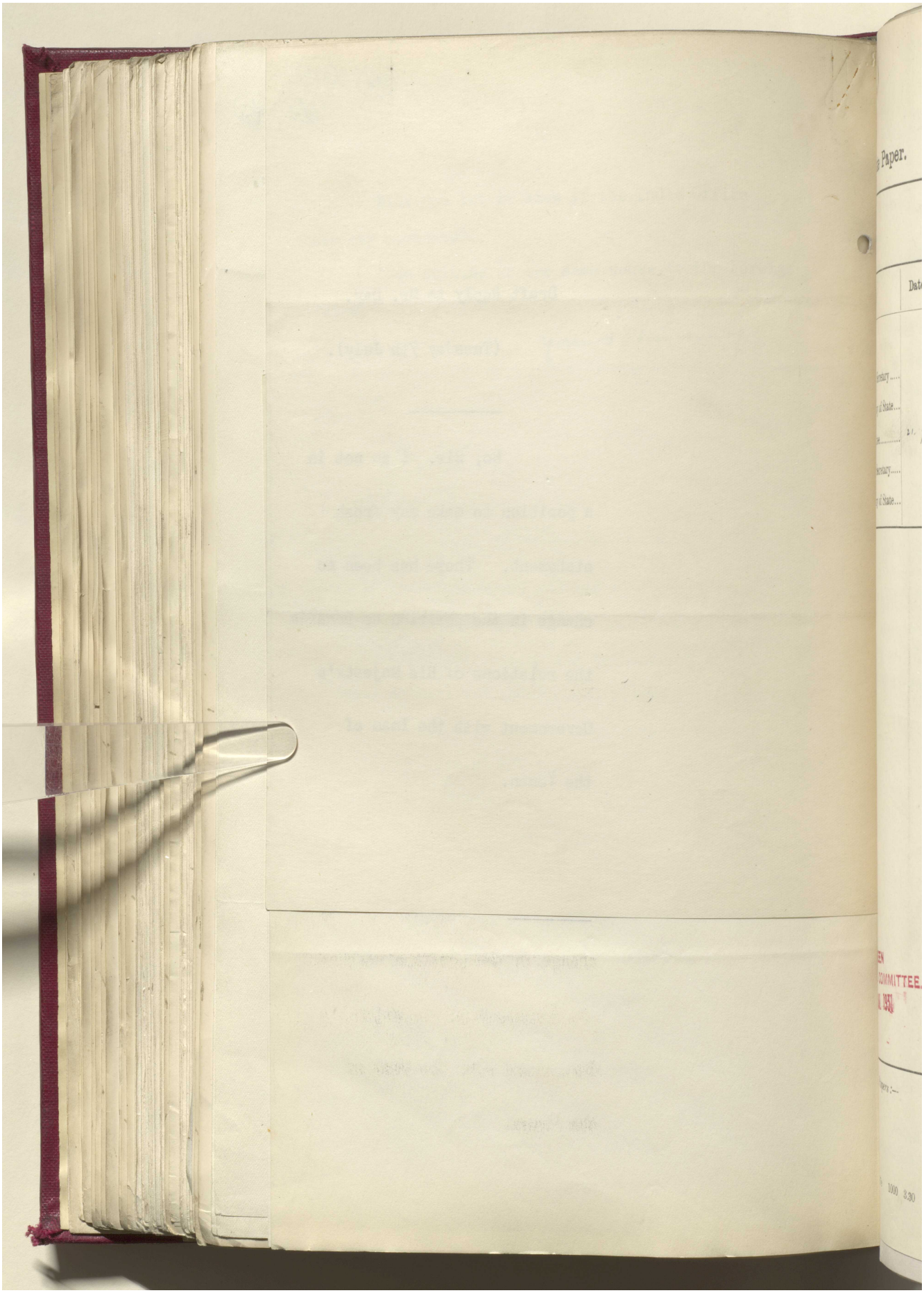
No, Sir. I am not in a position to make any fresh statement. There has been no change in the position as regards the relations of His Majesty's Government with the Imam of the Yemen.



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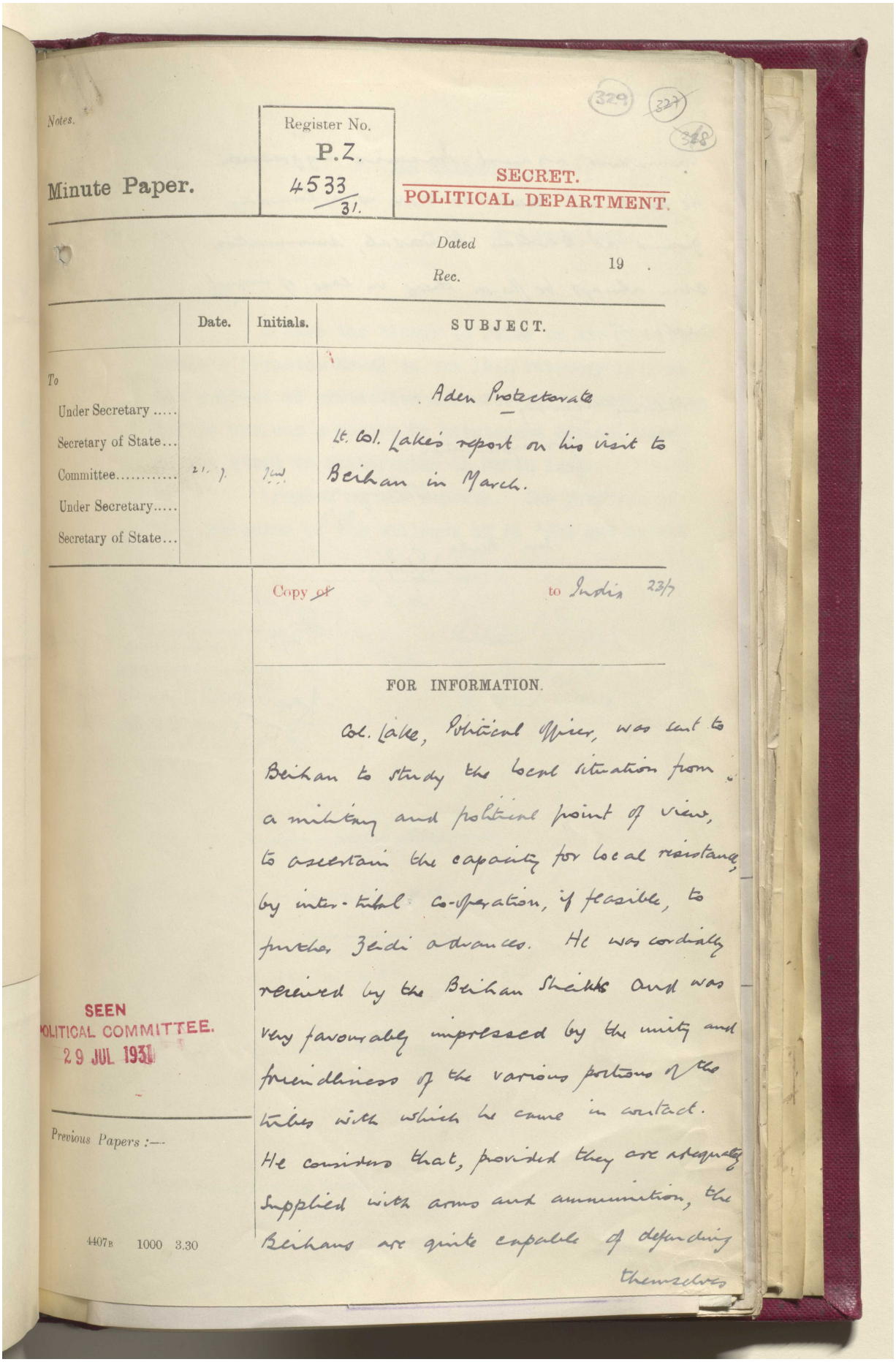

Notes.

Minute Paper.

Register No. P.Z. 4533/31.

SECRET. POLITICAL DEPARTMENT.

Dated

Rec. 19

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To | | | Aden Protectorate |
| Under Secretary ..... | | | Lt. Col. Lake's report on his visit to |
| Secretary of State... | | | Beihan in March. |
| Committee..... | 21.7. | JW | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

Copy ~~of~~ to India 23/7

FOR INFORMATION.

Col. Lake, Political Officer, was sent to Beihan to study the local situation from a military and political point of view, to ascertain the capacity for local resistance by inter-tribal co-operation, if feasible, to further Zaidi advances. He was cordially received by the Beihan Sheikhs and was very favourably impressed by the unity and friendliness of the various portions of the tribes with which he came in contact. He considers that, provided they are adequately supplied with arms and ammunition, the Beihanis are quite capable of defending themselves

SEEN POLITICAL COMMITTEE. 29 JUL 1931

Previous Papers :—

4407B 1000 3.30

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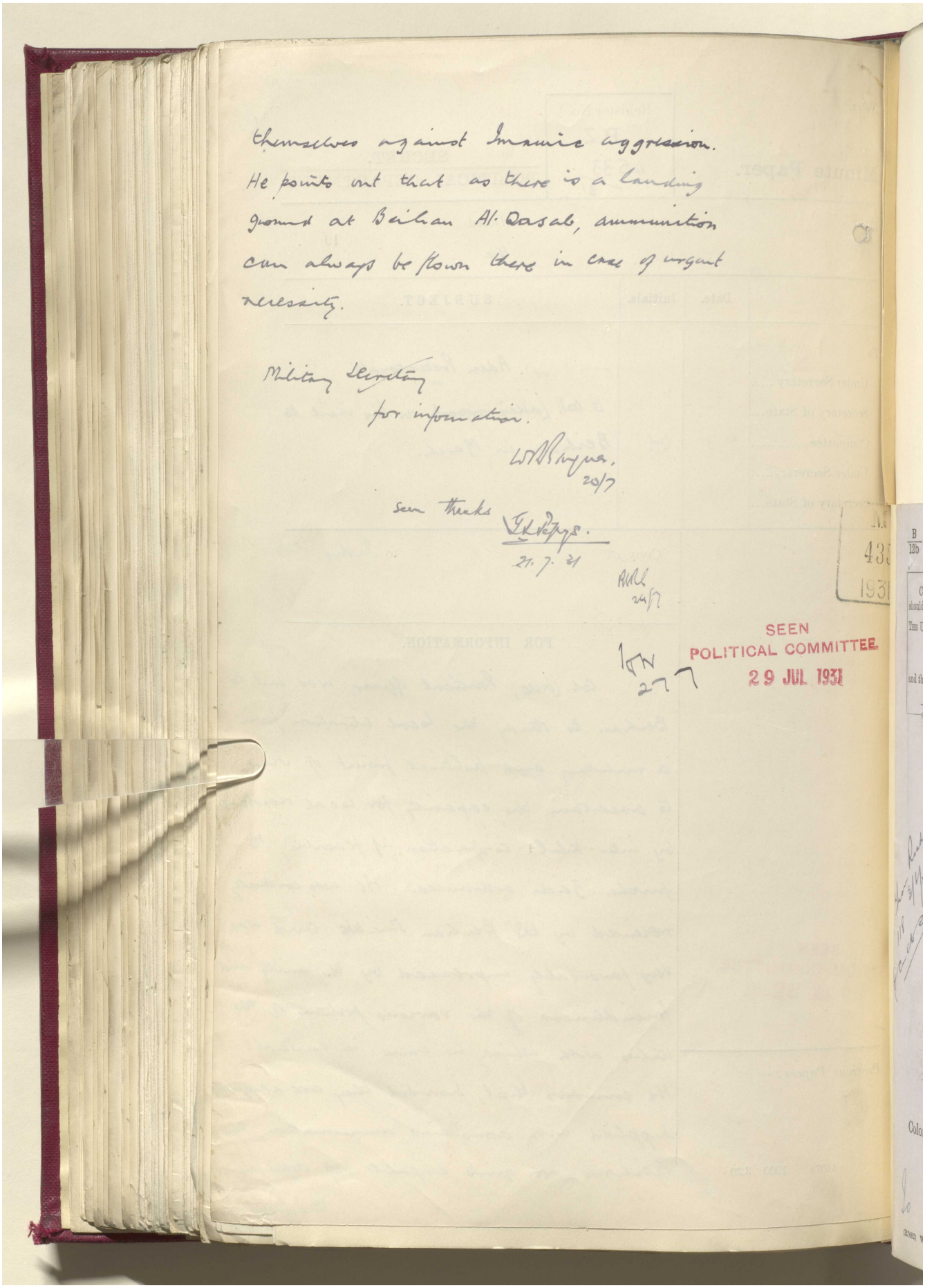

themselves against Imamic aggression. He points out that as there is a landing ground at Baihan Al-Qasab, ammunition can always be flown there in case of urgent necessity.

Military Secretary
for information.

20/7

Seen thanks

21.7.31

24/7

SEEN
POLITICAL COMMITTEE.
29 JUL 1931

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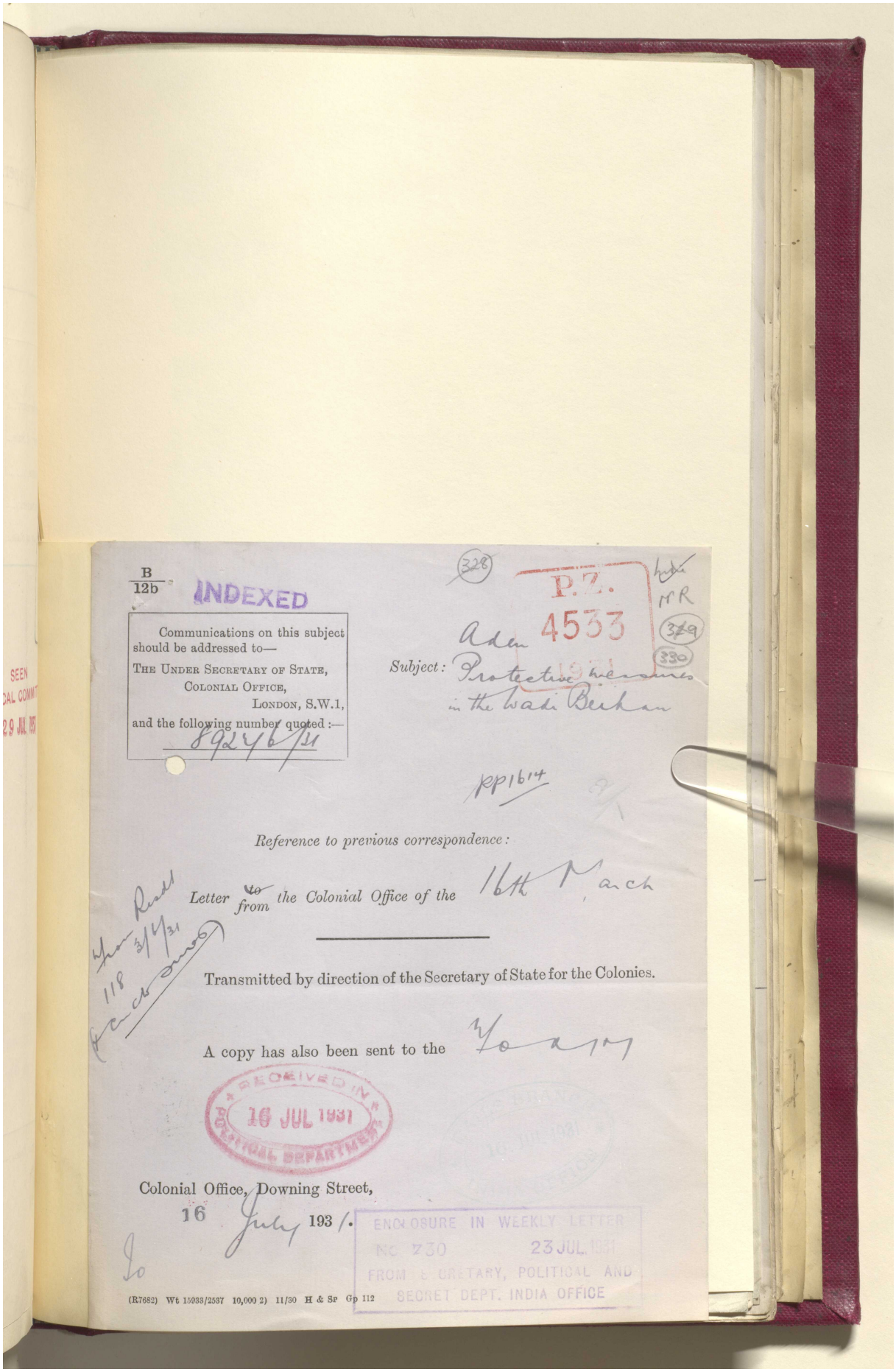

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INDEXED

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89246/31

328

P.Z.
4533

Aden

Subject: Protective measures in the Wadi Beihan

329

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pp 1614

*Reference to previous correspondence:*

Letter ~~to~~ *from* the Colonial Office of the 16th March

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the

RECEIVED IN POLITICAL DEPARTMENT 16 JUL 1931

Colonial Office, Downing Street,
16 July 193 1.

ENCLOSURE IN WEEKLY LETTER
NO. 230 23 JUL 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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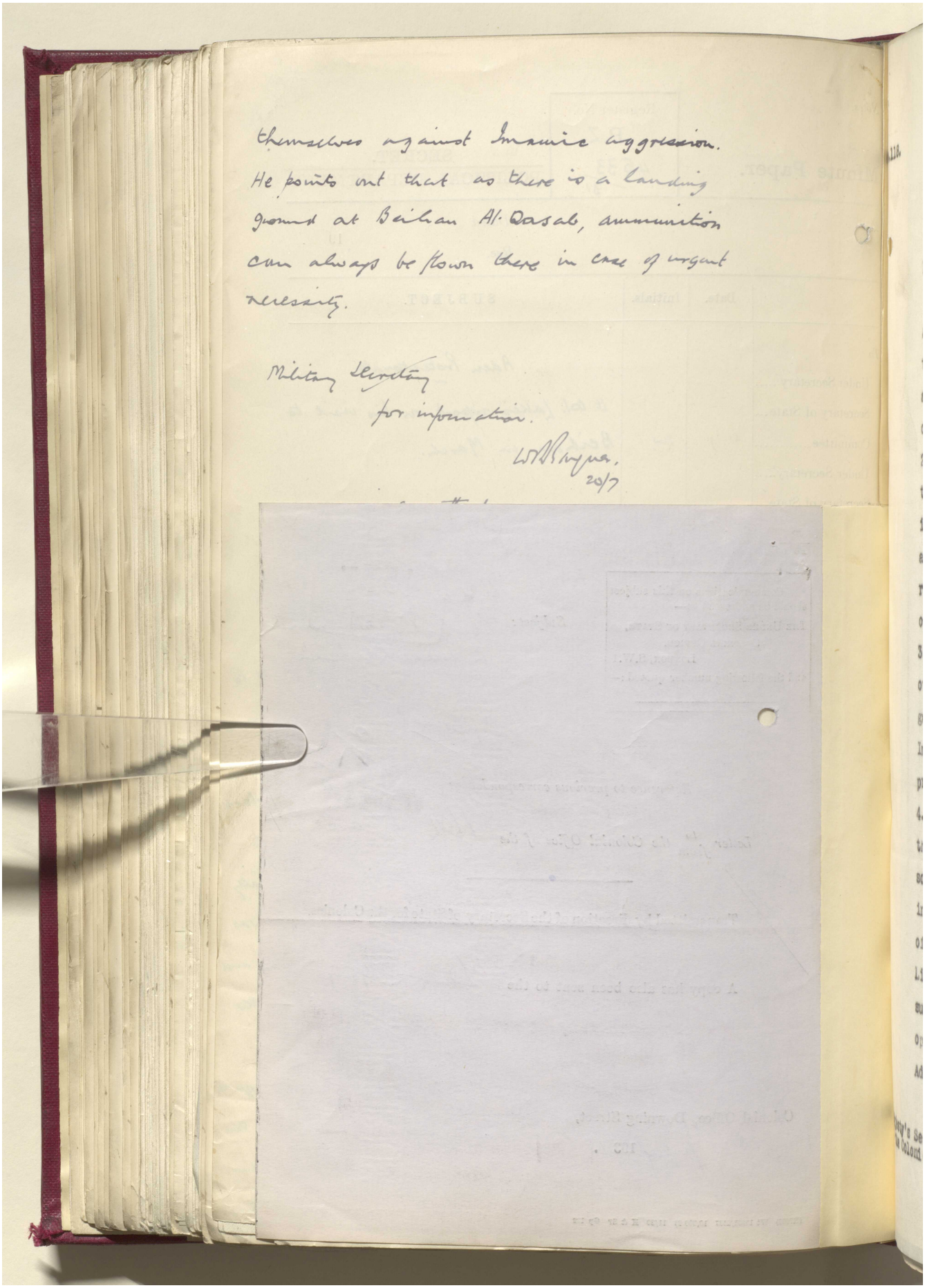

themselves against Imamic aggression. He points out that as there is a landing ground at Baihan Al-Qasab, ammunition can always be flown there in case of urgent necessity.

Military Secretary
for information.

20/7

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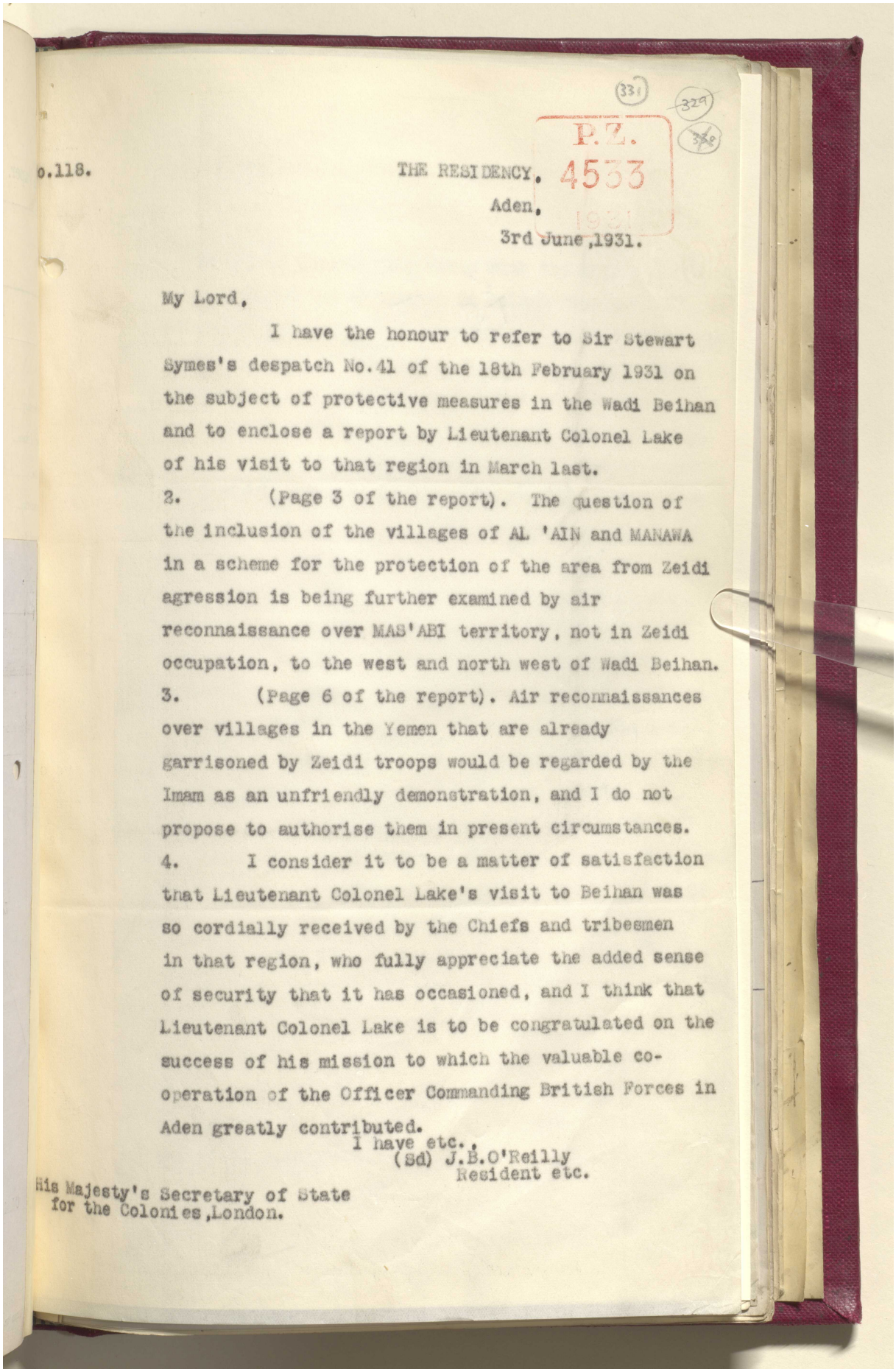

(331) (329) (328)

P.Z. 4533 1931

o.118.

THE RESIDENCY,
Aden,
3rd June,1931.

My Lord,

I have the honour to refer to Sir Stewart Symes's despatch No.41 of the 18th February 1931 on the subject of protective measures in the Wadi Beihan and to enclose a report by Lieutenant Colonel Lake of his visit to that region in March last.

2. (Page 3 of the report). The question of the inclusion of the villages of AL 'AIN and MANAWA in a scheme for the protection of the area from Zeidi agression is being further examined by air reconnaissance over MAS'ABI territory, not in Zeidi occupation, to the west and north west of Wadi Beihan.

3. (Page 6 of the report). Air reconnaissances over villages in the Yemen that are already garrisoned by Zeidi troops would be regarded by the Imam as an unfriendly demonstration, and I do not propose to authorise them in present circumstances.

4. I consider it to be a matter of satisfaction that Lieutenant Colonel Lake's visit to Beihan was so cordially received by the Chiefs and tribesmen in that region, who fully appreciate the added sense of security that it has occasioned, and I think that Lieutenant Colonel Lake is to be congratulated on the success of his mission to which the valuable co-operation of the Officer Commanding British Forces in Aden greatly contributed.

I have etc.,
(Sd) J.B.O'Reilly
Resident etc.

His Majesty's Secretary of State
for the Colonies,London.

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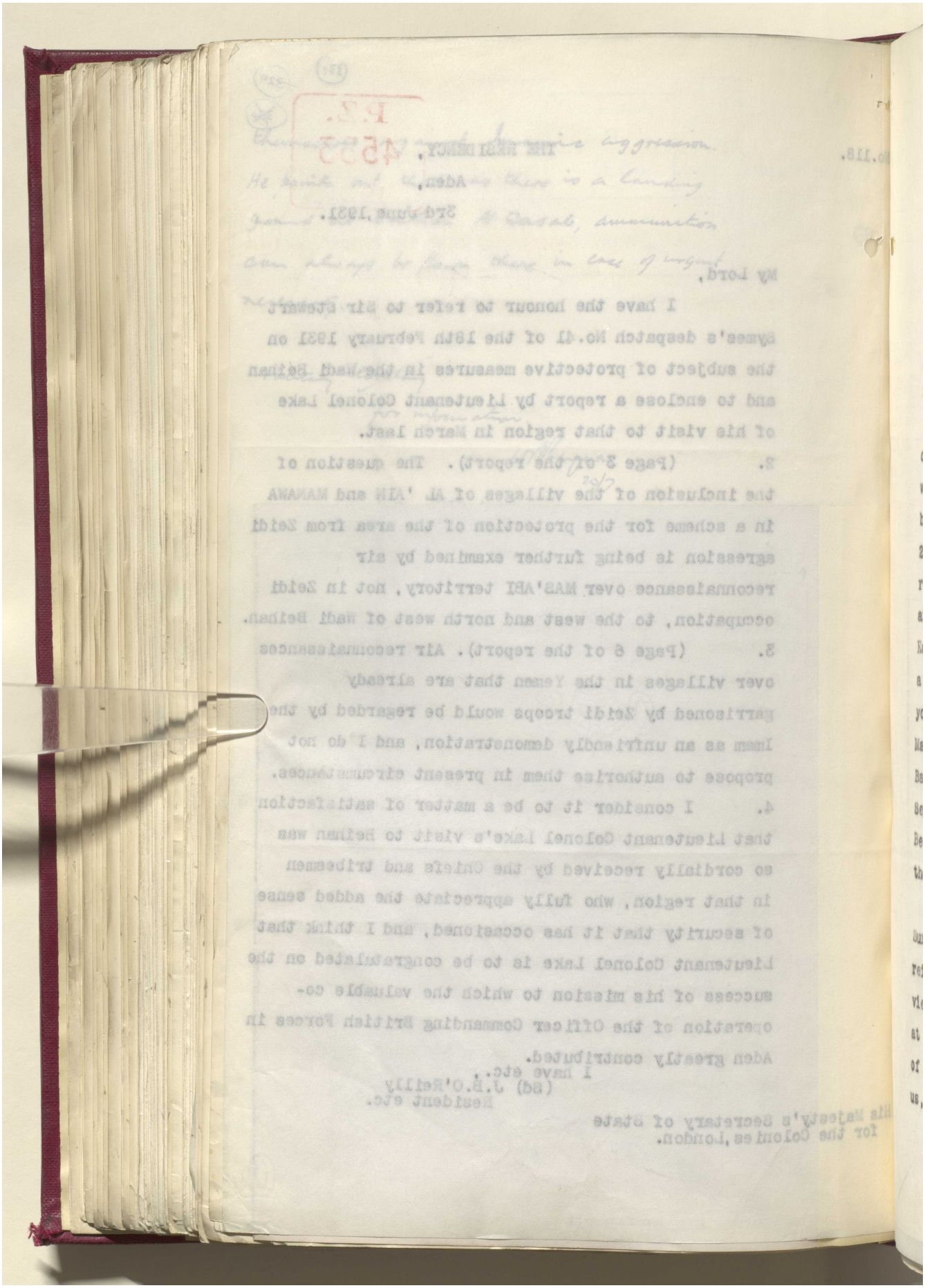

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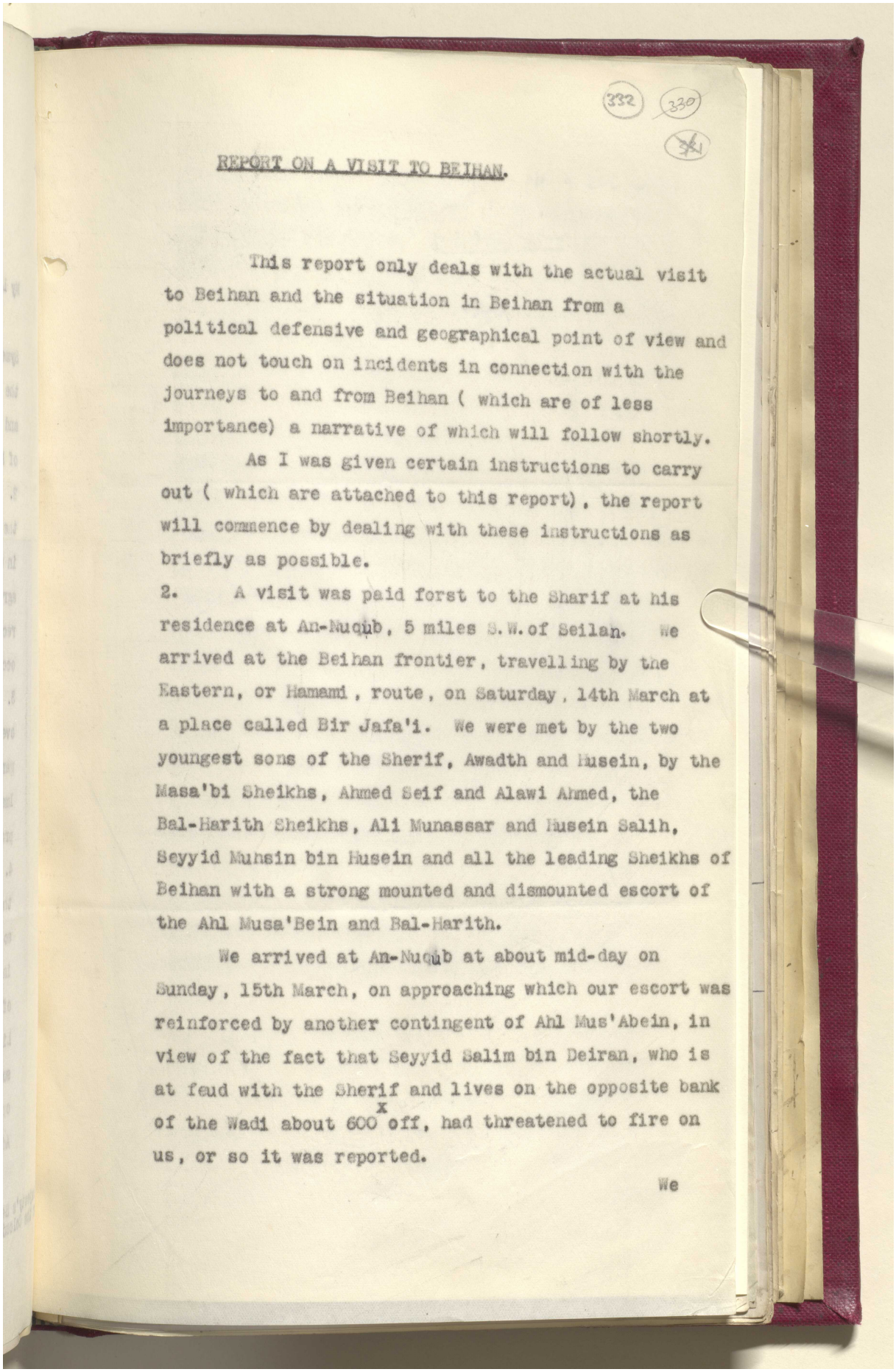

332 330 331

REPORT ON A VISIT TO BEIHAN.

This report only deals with the actual visit to Beihan and the situation in Beihan from a political defensive and geographical point of view and does not touch on incidents in connection with the journeys to and from Beihan ( which are of less importance) a narrative of which will follow shortly.

As I was given certain instructions to carry out ( which are attached to this report), the report will commence by dealing with these instructions as briefly as possible.

2. A visit was paid forst to the Sharif at his residence at An-Nuqub, 5 miles S.W. of Seilan. We arrived at the Beihan frontier, travelling by the Eastern, or Hamami, route, on Saturday, 14th March at a place called Bir Jafa'i. We were met by the two youngest sons of the Sherif, Awadth and Husein, by the Masa'bi Sheikhs, Ahmed Seif and Alawi Ahmed, the Bal-Harith Sheikhs, Ali Munassar and Husein Salih, Seyyid Muhsin bin Husein and all the leading Sheikhs of Beihan with a strong mounted and dismounted escort of the Ahl Musa'Bein and Bal-Harith.

We arrived at An-Nuqub at about mid-day on Sunday, 15th March, on approaching which our escort was reinforced by another contingent of Ahl Mus'Abein, in view of the fact that Seyyid Salim bin Beiran, who is at feud with the Sherif and lives on the opposite bank of the Wadi about 600 x off, had threatened to fire on us, or so it was reported.

We

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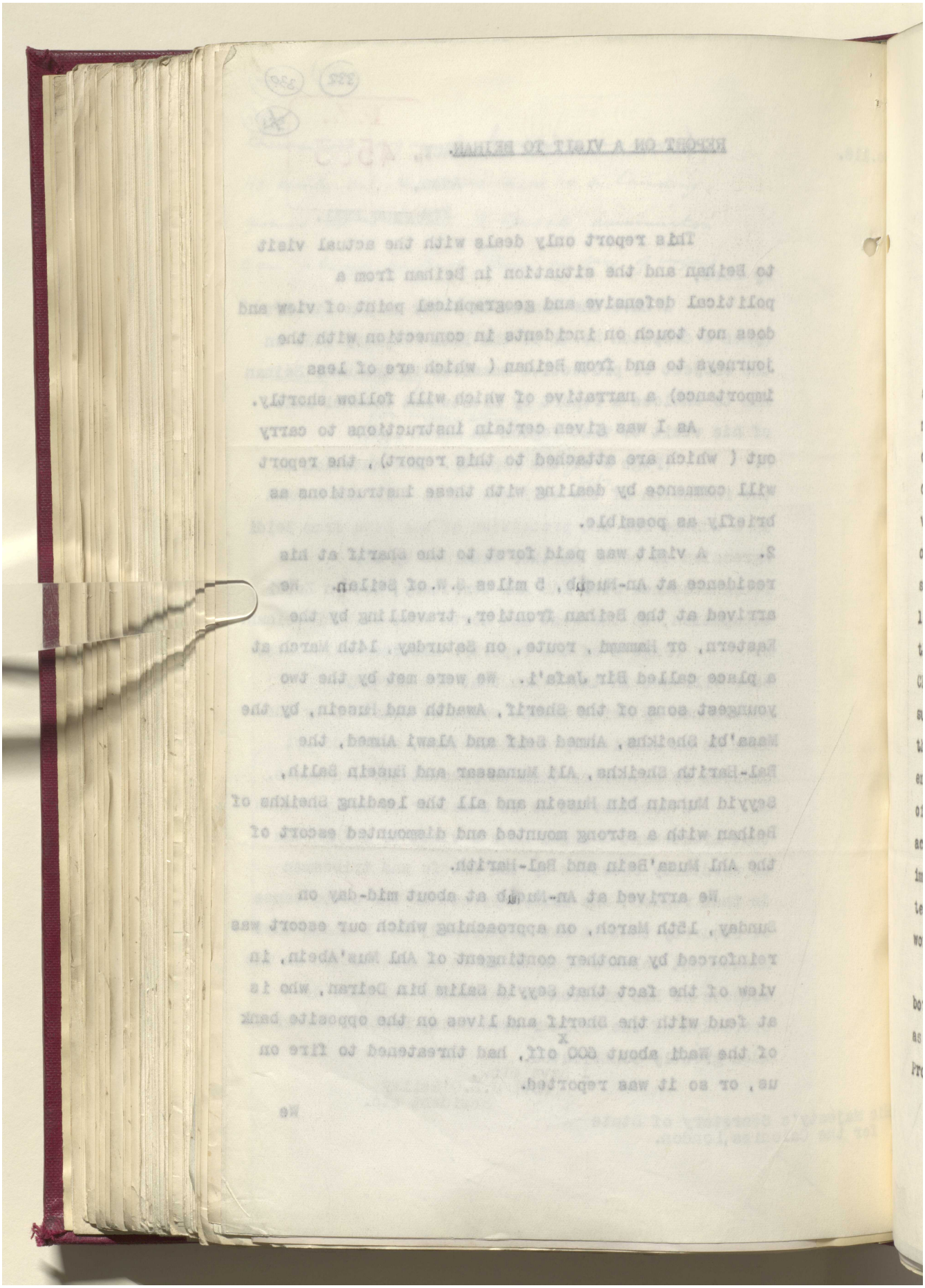

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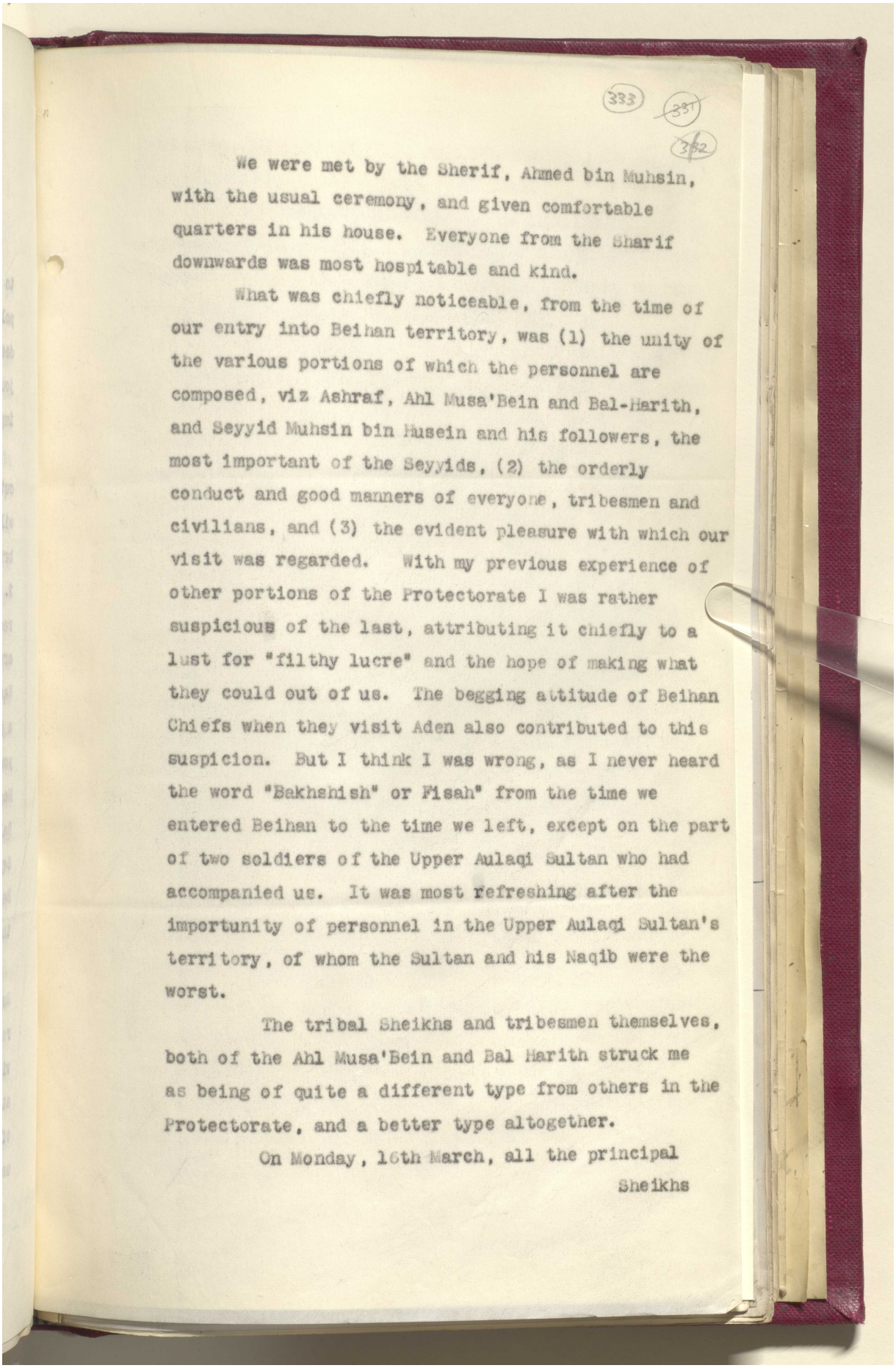

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We were met by the Sherif, Ahmed bin Muhsin, with the usual ceremony, and given comfortable quarters in his house. Everyone from the Sharif downwards was most hospitable and kind.

What was chiefly noticeable, from the time of our entry into Beihan territory, was (1) the unity of the various portions of which the personnel are composed, viz Ashraf, Ahl Musa'Bein and Bal-Harith, and Seyyid Muhsin bin Husein and his followers, the most important of the Seyyids, (2) the orderly conduct and good manners of everyone, tribesmen and civilians, and (3) the evident pleasure with which our visit was regarded. With my previous experience of other portions of the Protectorate I was rather suspicious of the last, attributing it chiefly to a lust for "filthy lucre" and the hope of making what they could out of us. The begging attitude of Beihan Chiefs when they visit Aden also contributed to this suspicion. But I think I was wrong, as I never heard the word "Bakhshish" or Fisah" from the time we entered Beihan to the time we left, except on the part of two soldiers of the Upper Aulaqi Sultan who had accompanied us. It was most refreshing after the importunity of personnel in the Upper Aulaqi Sultan's territory, of whom the Sultan and his Naqib were the worst.

The tribal Sheikhs and tribesmen themselves, both of the Ahl Musa'Bein and Bal Harith struck me as being of quite a different type from others in the Protectorate, and a better type altogether.

On Monday, 16th March, all the principal

Sheikhs

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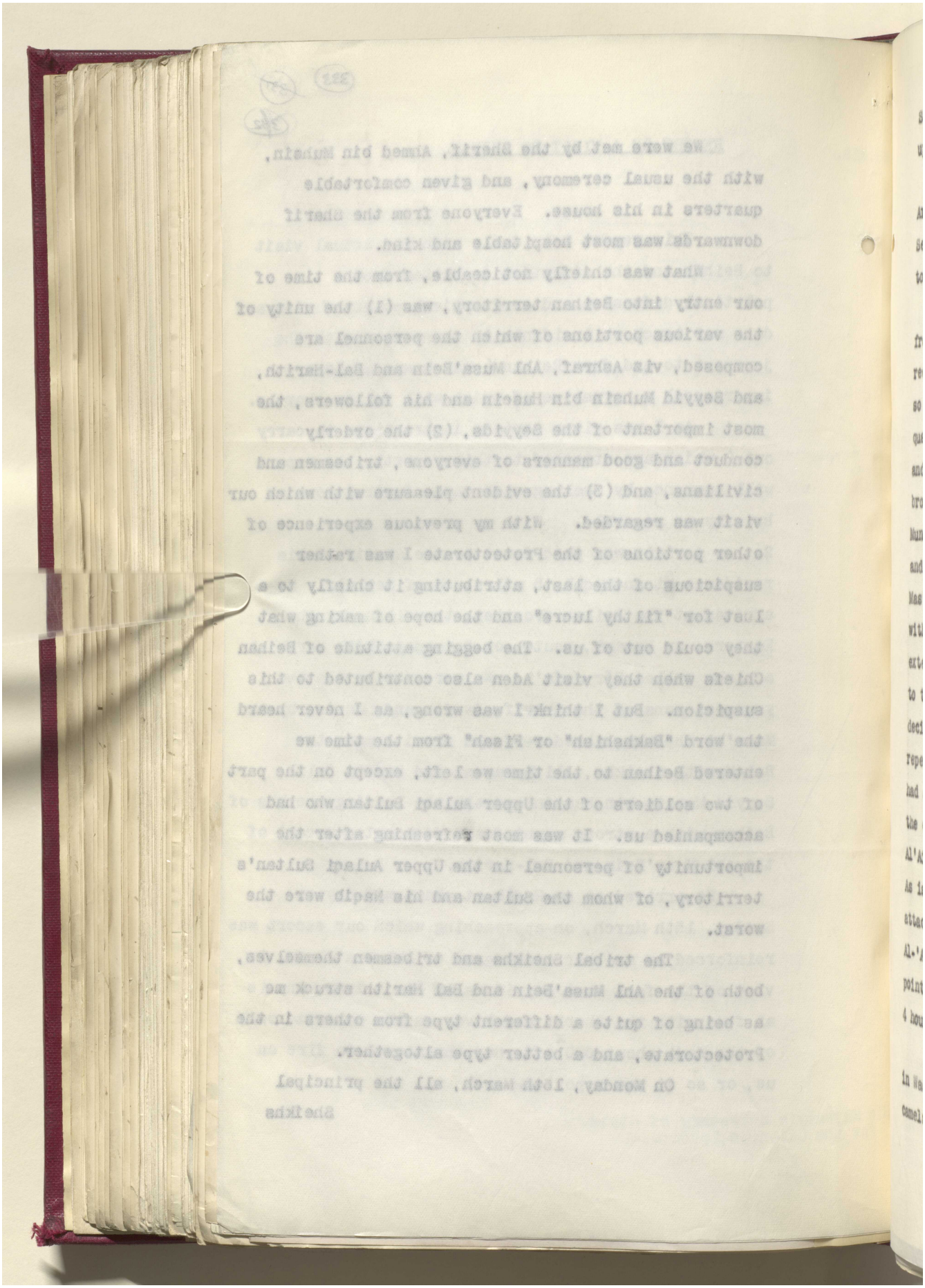

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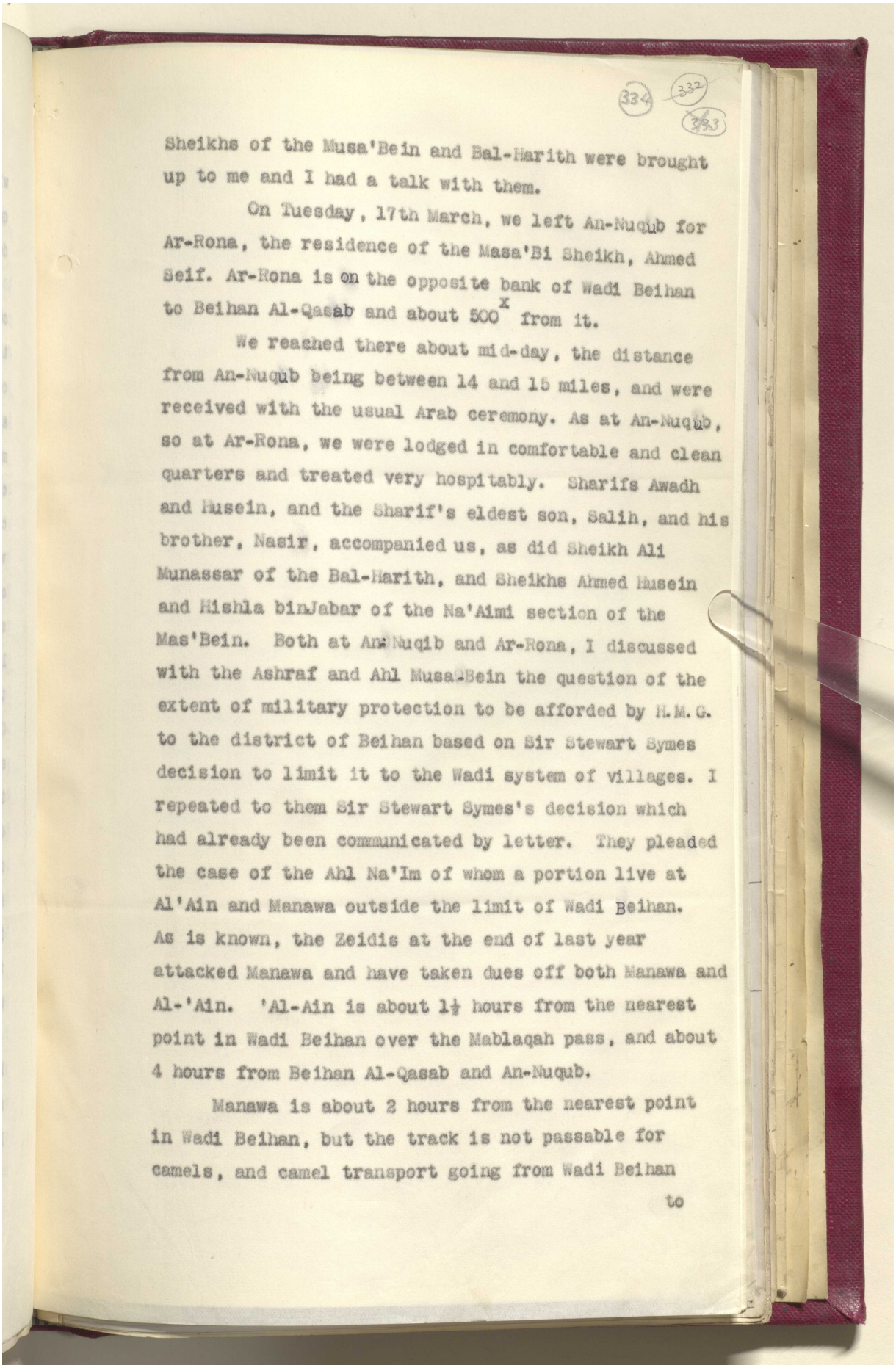

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Sheikhs of the Musa'Bein and Bal-Harith were brought up to me and I had a talk with them.

On Tuesday, 17th March, we left An-Nuqub for Ar-Rona, the residence of the Masa'Bi Sheikh, Ahmed Seif. Ar-Rona is on the opposite bank of Wadi Beihan to Beihan Al-Qasab and about 500x from it.

We reached there about mid-day, the distance from An-Nuqub being between 14 and 15 miles, and were received with the usual Arab ceremony. As at An-Nuqub, so at Ar-Rona, we were lodged in comfortable and clean quarters and treated very hospitably. Sharifs Awadh and Husein, and the Sharif's eldest son, Salih, and his brother, Nasir, accompanied us, as did Sheikh Ali Munassar of the Bal-Harith, and Sheikhs Ahmed Husein and Hishla binJabar of the Na'Aimi section of the Mas'Bein. Both at An-Nuqib and Ar-Rona, I discussed with the Ashraf and Ahl Musa-Bein the question of the extent of military protection to be afforded by H.M.G. to the district of Beihan based on Sir Stewart Symes decision to limit it to the Wadi system of villages. I repeated to them Sir Stewart Symes's decision which had already been communicated by letter. They pleaded the case of the Ahl Na'Im of whom a portion live at Al'Ain and Manawa outside the limit of Wadi Beihan. As is known, the Zeidis at the end of last year attacked Manawa and have taken dues off both Manawa and Al-'Ain. 'Al-Ain is about 1½ hours from the nearest point in Wadi Beihan over the Mablaqah pass, and about 4 hours from Beihan Al-Qasab and An-Nuqub.

Manawa is about 2 hours from the nearest point in Wadi Beihan, but the track is not passable for camels, and camel transport going from Wadi Beihan to

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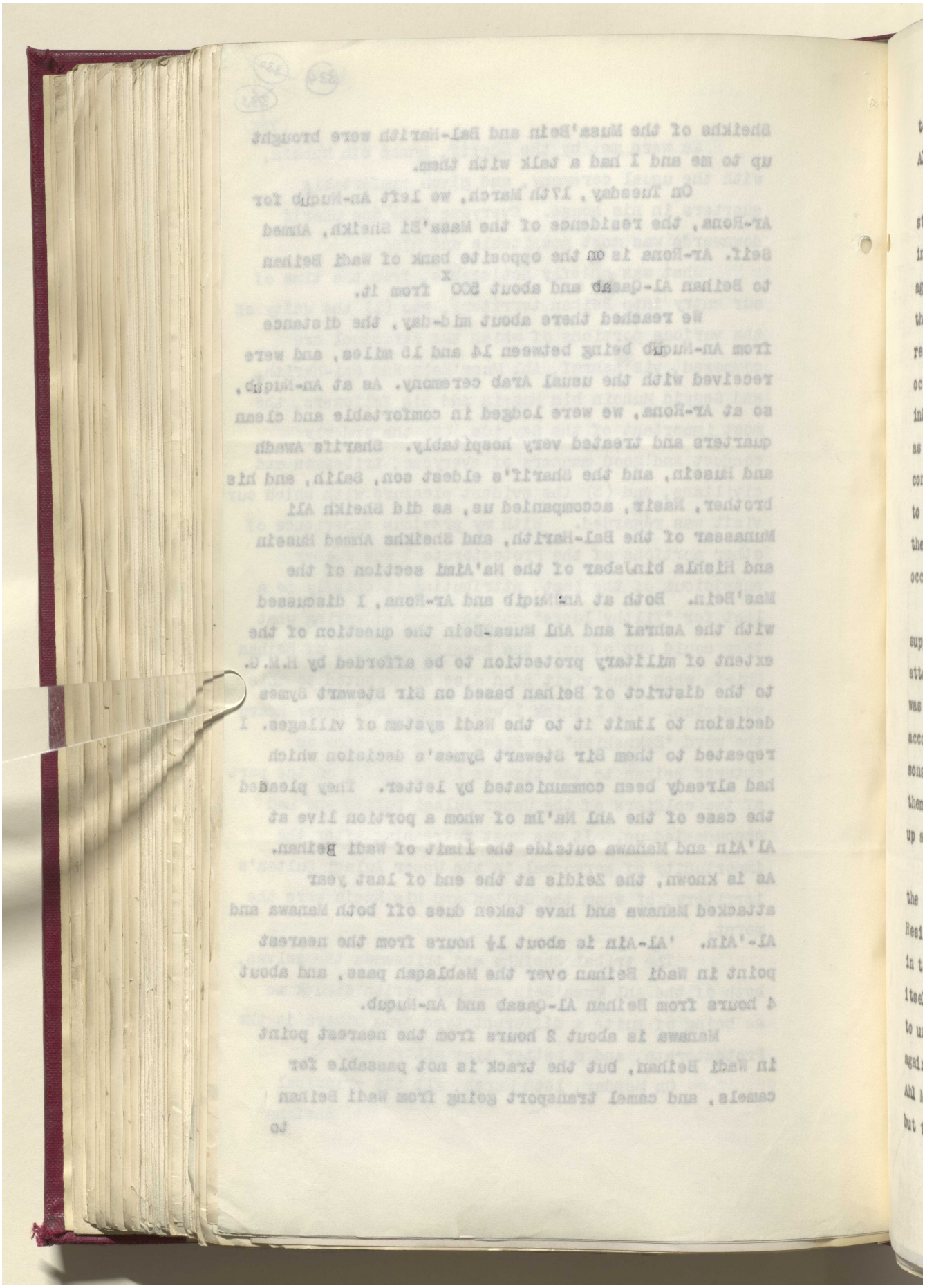

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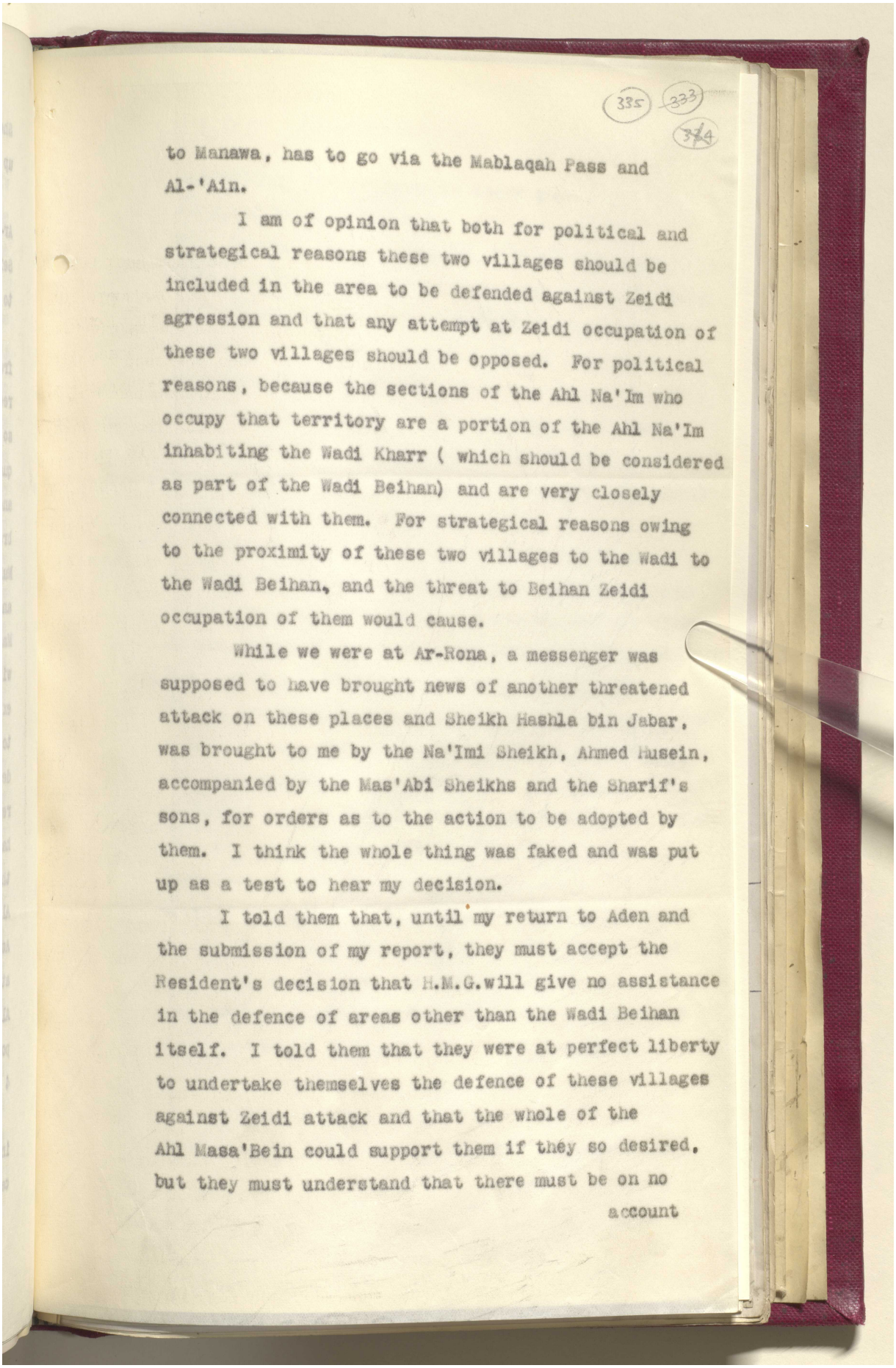

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to Manawa, has to go via the Mablaqah Pass and Al-'Ain.

I am of opinion that both for political and strategical reasons these two villages should be included in the area to be defended against Zeidi agression and that any attempt at Zeidi occupation of these two villages should be opposed. For political reasons, because the sections of the Ahl Na'Im who occupy that territory are a portion of the Ahl Na'Im inhabiting the Wadi Kharr ( which should be considered as part of the Wadi Beihan) and are very closely connected with them. For strategical reasons owing to the proximity of these two villages to the Wadi to the Wadi Beihan, and the threat to Beihan Zeidi occupation of them would cause.

While we were at Ar-Rona, a messenger was supposed to have brought news of another threatened attack on these places and Sheikh Hashla bin Jabar, was brought to me by the Na'Imi Sheikh, Ahmed Husein, accompanied by the Mas'Abi Sheikhs and the Sharif's sons, for orders as to the action to be adopted by them. I think the whole thing was faked and was put up as a test to hear my decision.

I told them that, until my return to Aden and the submission of my report, they must accept the Resident's decision that H.M.G.will give no assistance in the defence of areas other than the Wadi Beihan itself. I told them that they were at perfect liberty to undertake themselves the defence of these villages against Zeidi attack and that the whole of the Ahl Masa'Bein could support them if they so desired, but they must understand that there must be on no account

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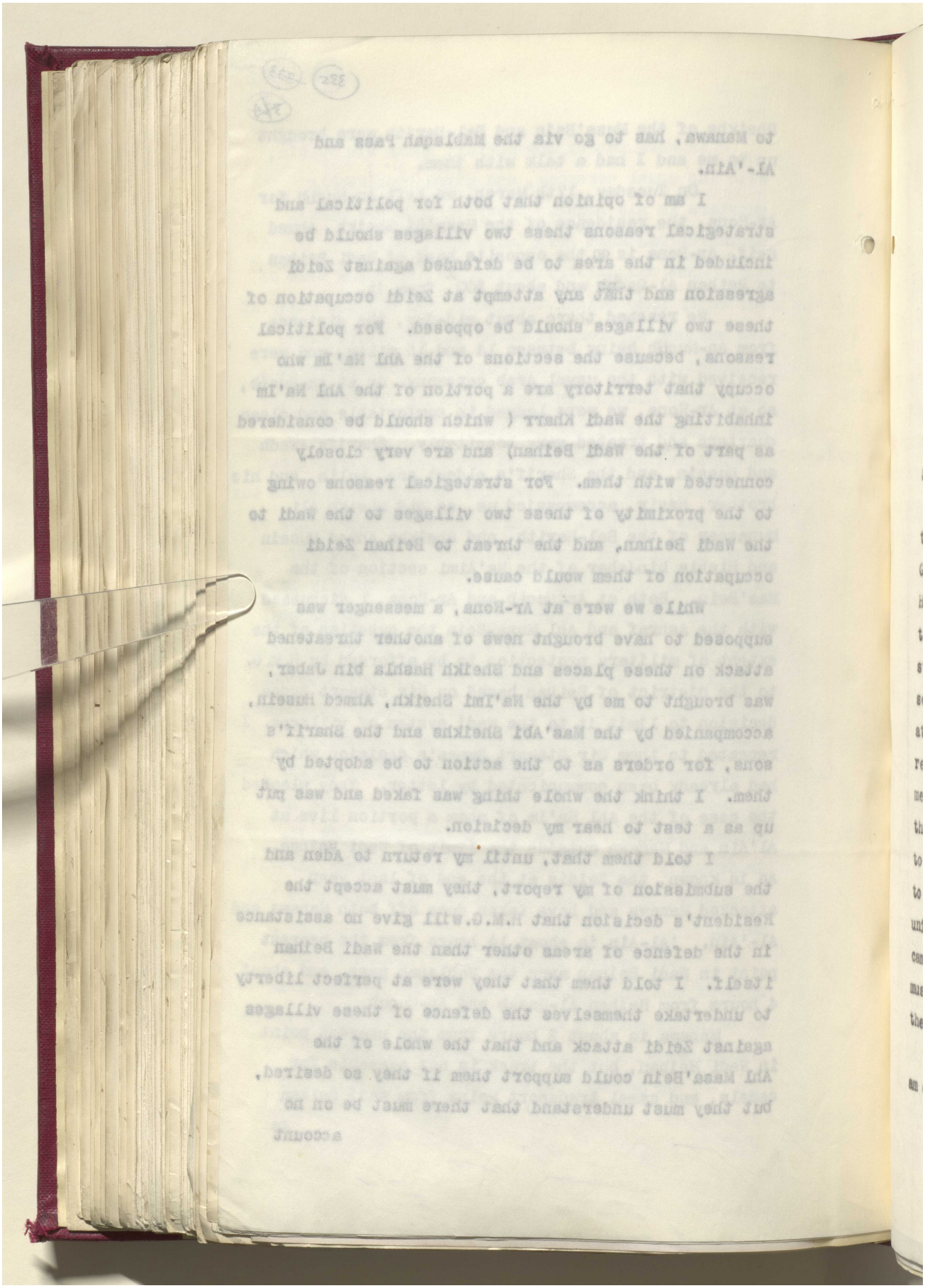

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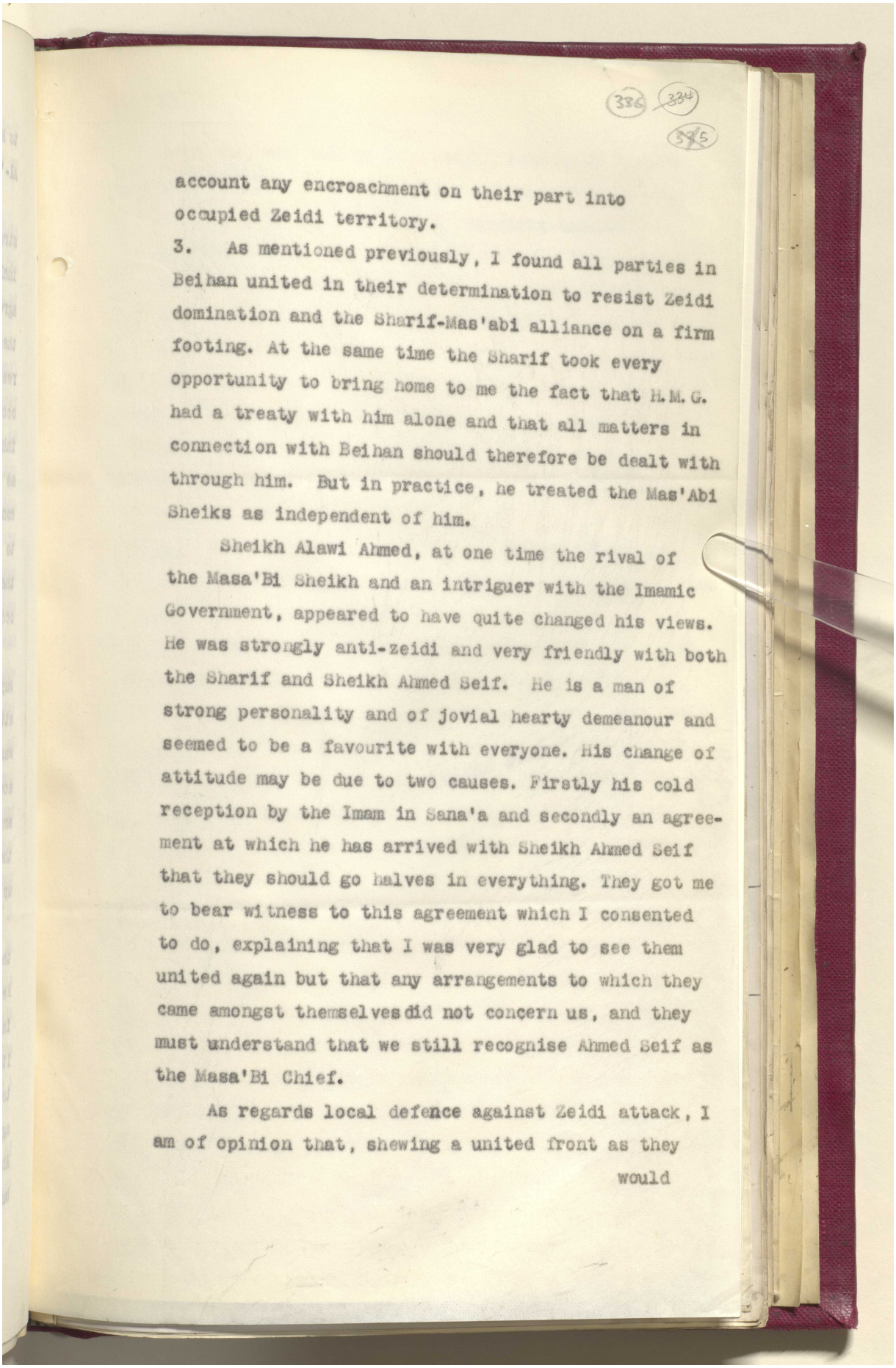

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account any encroachment on their part into occupied Zeidi territory.

3. As mentioned previously, I found all parties in Beihan united in their determination to resist Zeidi domination and the Sharif-Mas'abi alliance on a firm footing. At the same time the Sharif took every opportunity to bring home to me the fact that H.M.G. had a treaty with him alone and that all matters in connection with Beihan should therefore be dealt with through him. But in practice, he treated the Mas'Abi Sheiks as independent of him.

Sheikh Alawi Ahmed, at one time the rival of the Masa'Bi Sheikh and an intriguer with the Imamic Government, appeared to have quite changed his views. He was strongly anti-zeidi and very friendly with both the Sharif and Sheikh Ahmed Seif. He is a man of strong personality and of jovial hearty demeanour and seemed to be a favourite with everyone. His change of attitude may be due to two causes. Firstly his cold reception by the Imam in Sana'a and secondly an agreement at which he has arrived with Sheikh Ahmed Seif that they should go halves in everything. They got me to bear witness to this agreement which I consented to do, explaining that I was very glad to see them united again but that any arrangements to which they came amongst themselves did not concern us, and they must understand that we still recognise Ahmed Seif as the Masa'Bi Chief.

As regards local defence against Zeidi attack, I am of opinion that, shewing a united front as they would

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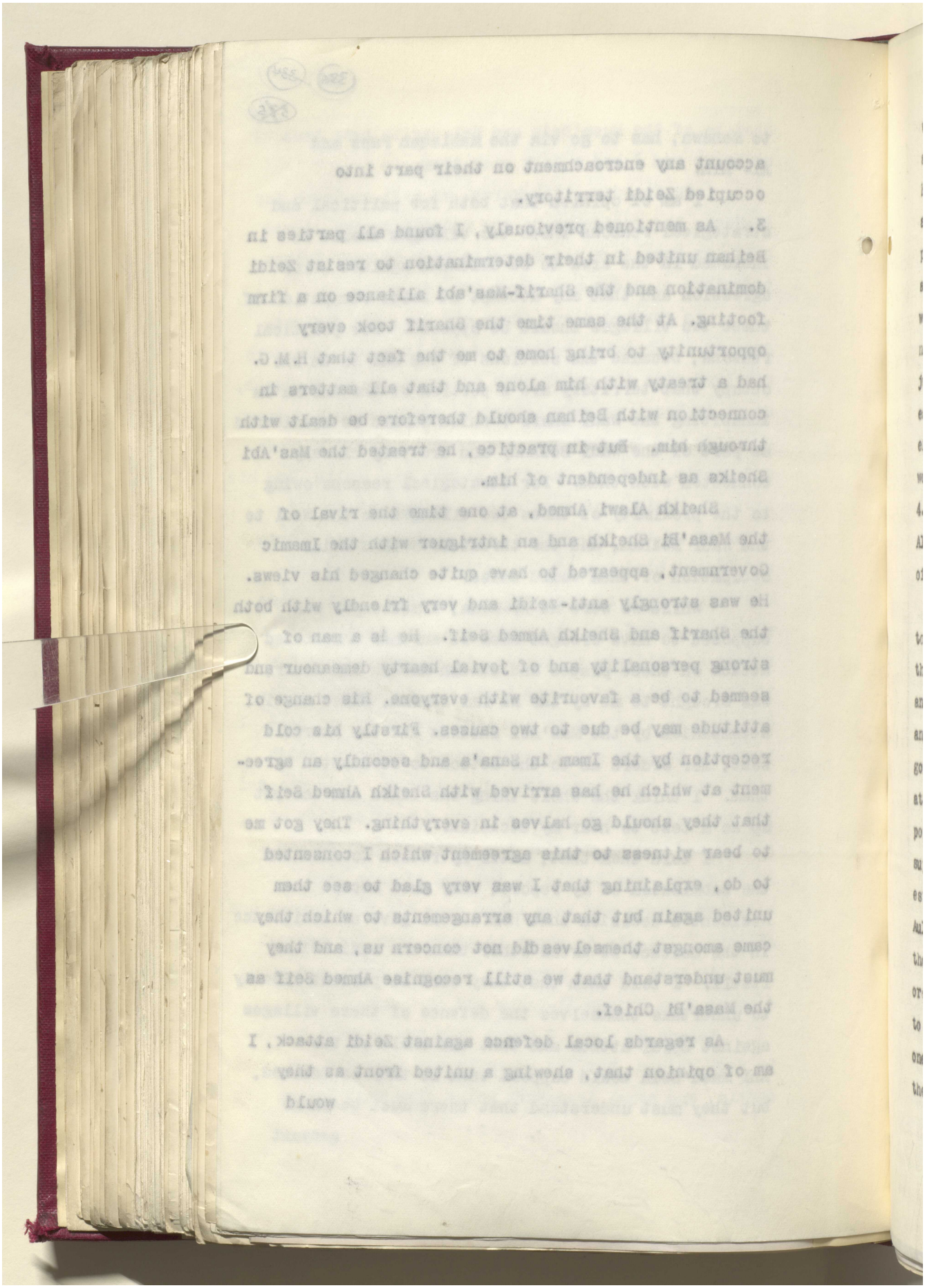

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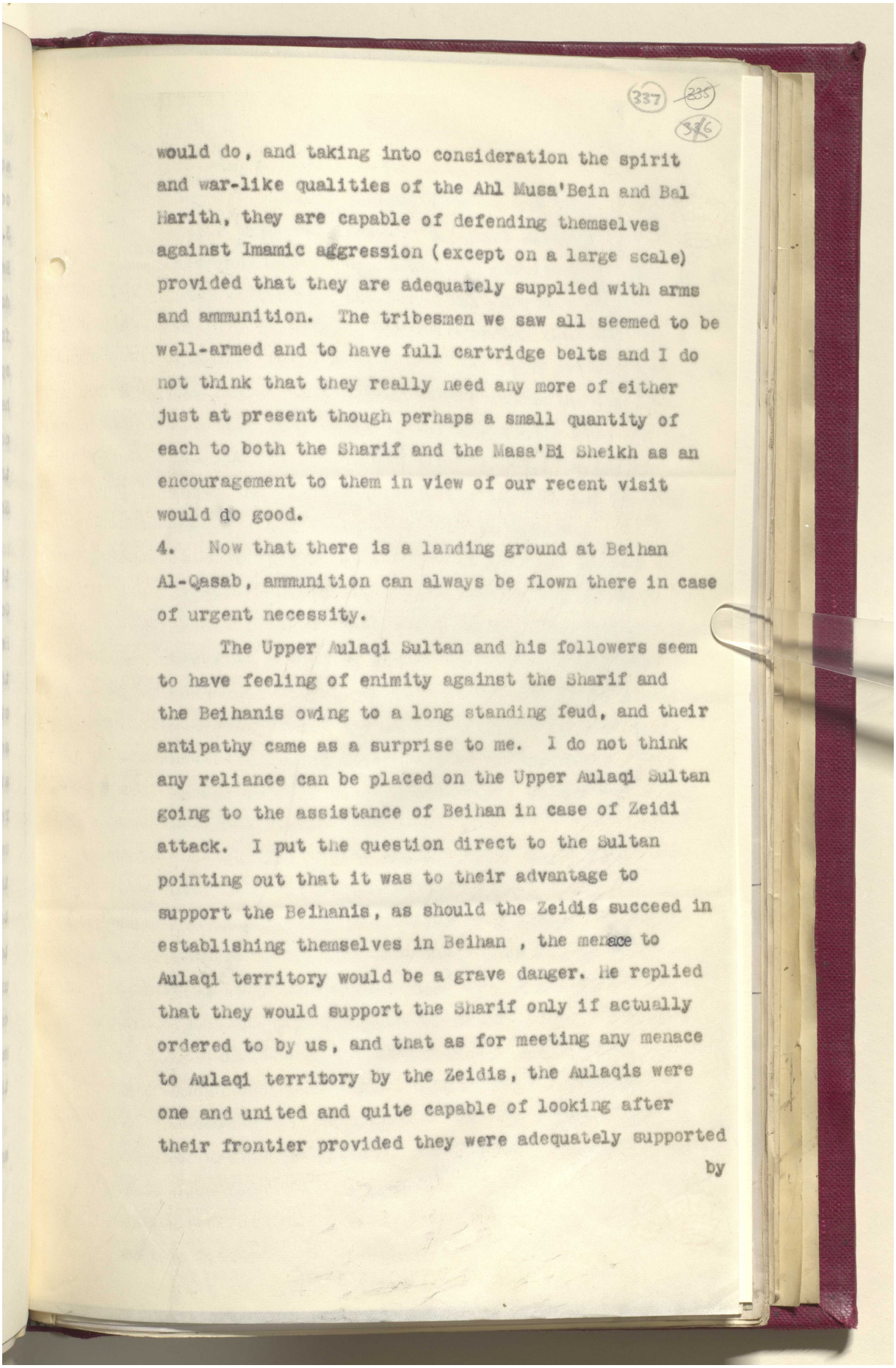



would do, and taking into consideration the spirit and war-like qualities of the Ahl Musa'Bein and Bal Harith, they are capable of defending themselves against Imamic aggression (except on a large scale) provided that they are adequately supplied with arms and ammunition. The tribesmen we saw all seemed to be well-armed and to have full cartridge belts and I do not think that they really need any more of either just at present though perhaps a small quantity of each to both the Sharif and the Masa'Bi Sheikh as an encouragement to them in view of our recent visit would do good.

4. Now that there is a landing ground at Beihan Al-Qasab, ammunition can always be flown there in case of urgent necessity.

The Upper Aulaqi Sultan and his followers seem to have feeling of enimity against the Sharif and the Beihanis owing to a long standing feud, and their antipathy came as a surprise to me. I do not think any reliance can be placed on the Upper Aulaqi Sultan going to the assistance of Beihan in case of Zeidi attack. I put the question direct to the Sultan pointing out that it was to their advantage to support the Beihanis, as should the Zeidis succeed in establishing themselves in Beihan , the menace to Aulaqi territory would be a grave danger. He replied that they would support the Sharif only if actually ordered to by us, and that as for meeting any menace to Aulaqi territory by the Zeidis, the Aulaqis were one and united and quite capable of looking after their frontier provided they were adequately supported by

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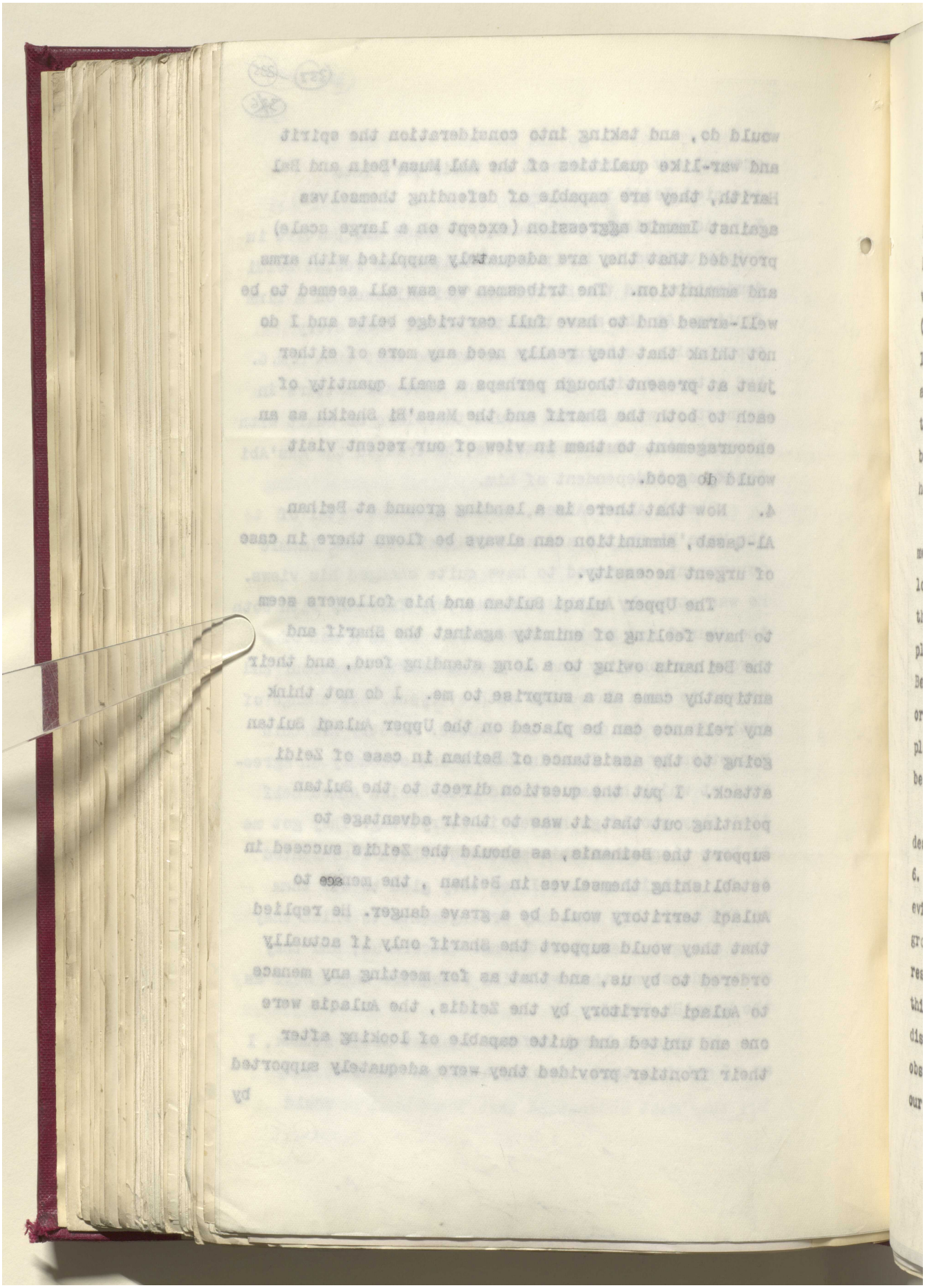

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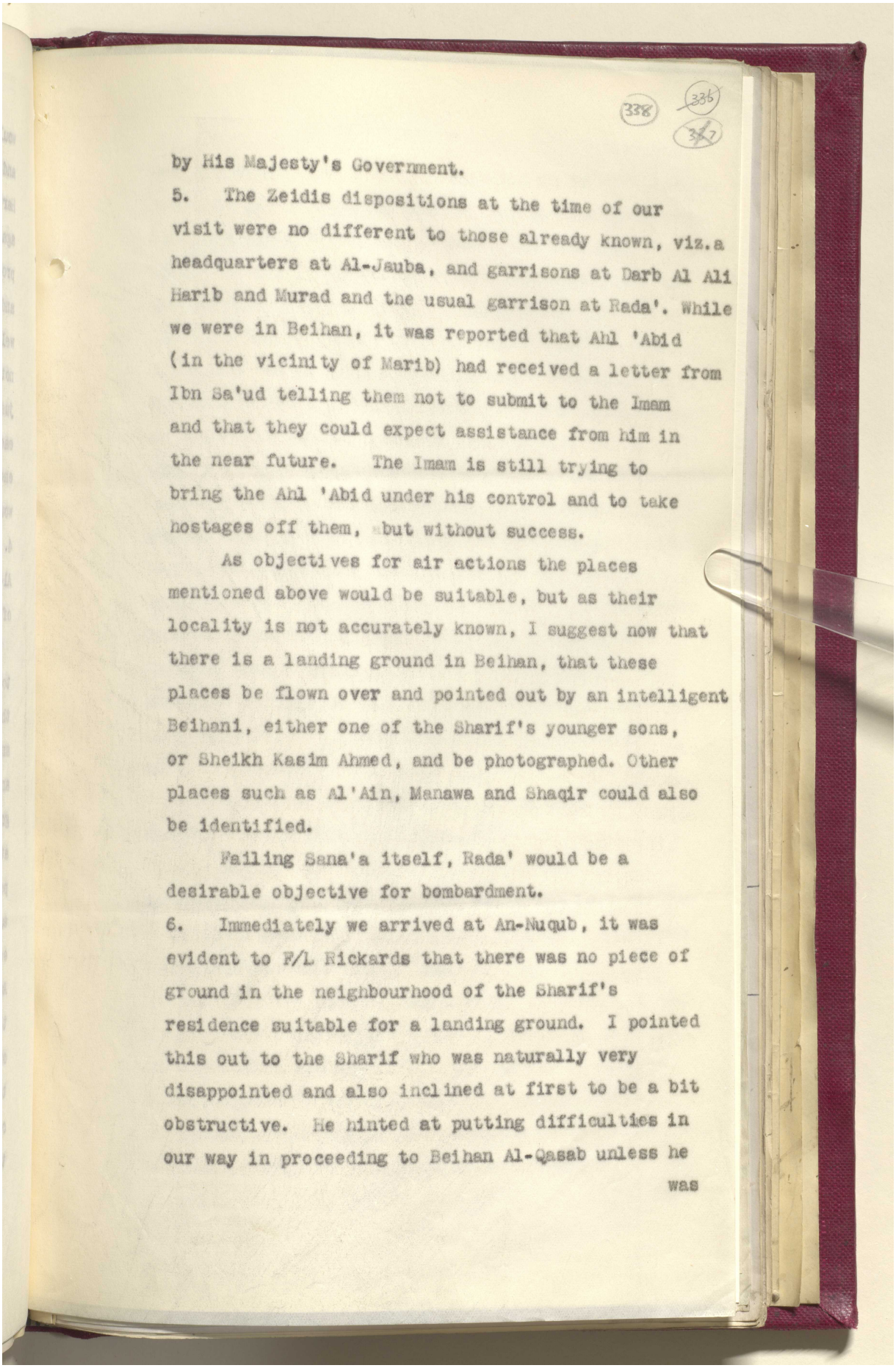



by His Majesty's Government.

5. The Zeidis dispositions at the time of our visit were no different to those already known, viz.a headquarters at Al-Jauba, and garrisons at Darb Al Ali Harib and Murad and the usual garrison at Rada'. While we were in Beihan, it was reported that Ahl 'Abid (in the vicinity of Marib) had received a letter from Ibn Sa'ud telling them not to submit to the Imam and that they could expect assistance from him in the near future. The Imam is still trying to bring the Ahl 'Abid under his control and to take hostages off them, but without success.

As objectives for air actions the places mentioned above would be suitable, but as their locality is not accurately known, I suggest now that there is a landing ground in Beihan, that these places be flown over and pointed out by an intelligent Beihani, either one of the Sharif's younger sons, or Sheikh Kasim Ahmed, and be photographed. Other places such as Al'Ain, Manawa and Shaqir could also be identified.

Failing Sana'a itself, Rada' would be a desirable objective for bombardment.

6. Immediately we arrived at An-Nuqub, it was evident to F/L Rickards that there was no piece of ground in the neighbourhood of the Sharif's residence suitable for a landing ground. I pointed this out to the Sharif who was naturally very disappointed and also inclined at first to be a bit obstructive. He hinted at putting difficulties in our way in proceeding to Beihan Al-Qasab unless he was

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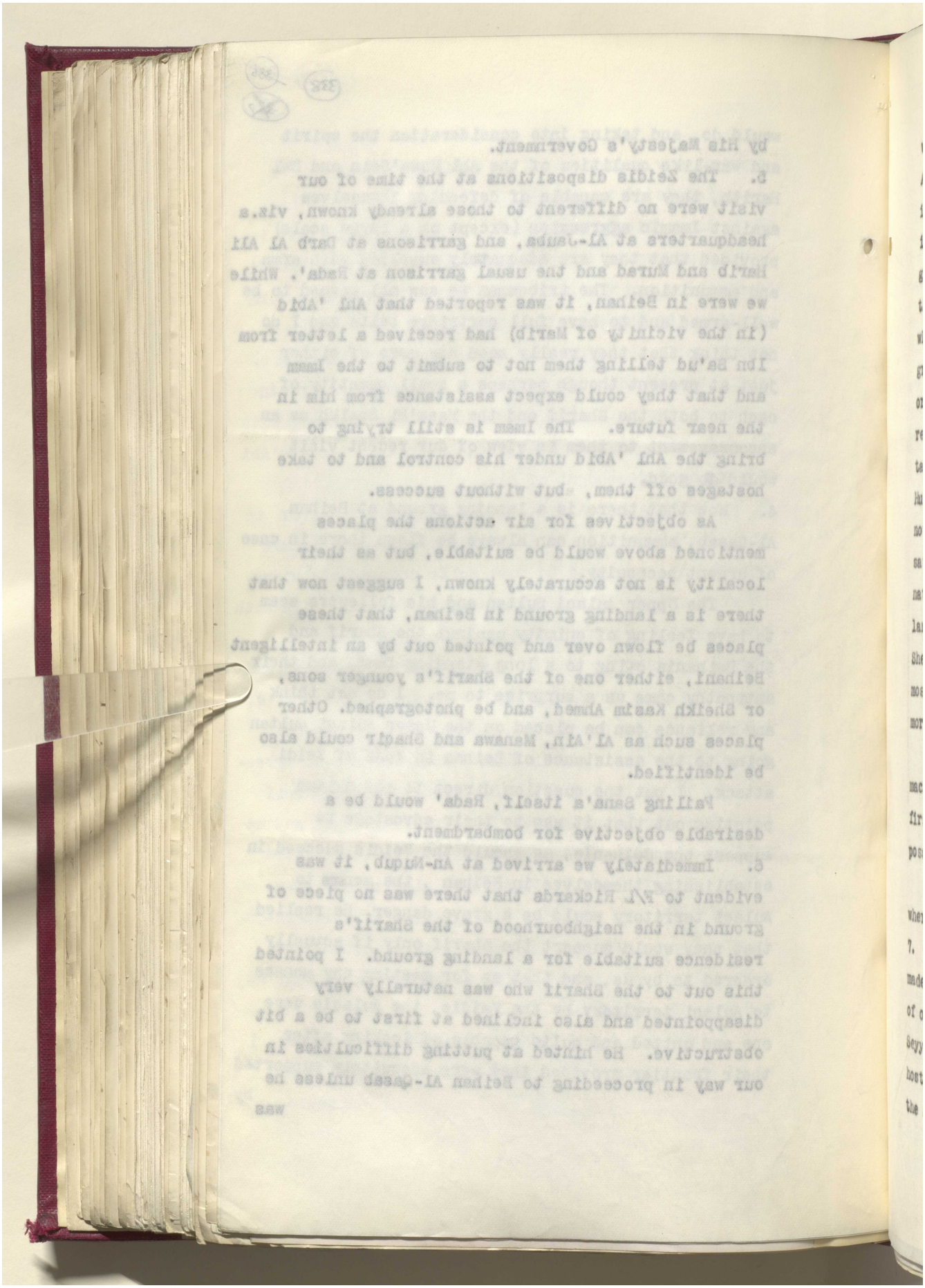

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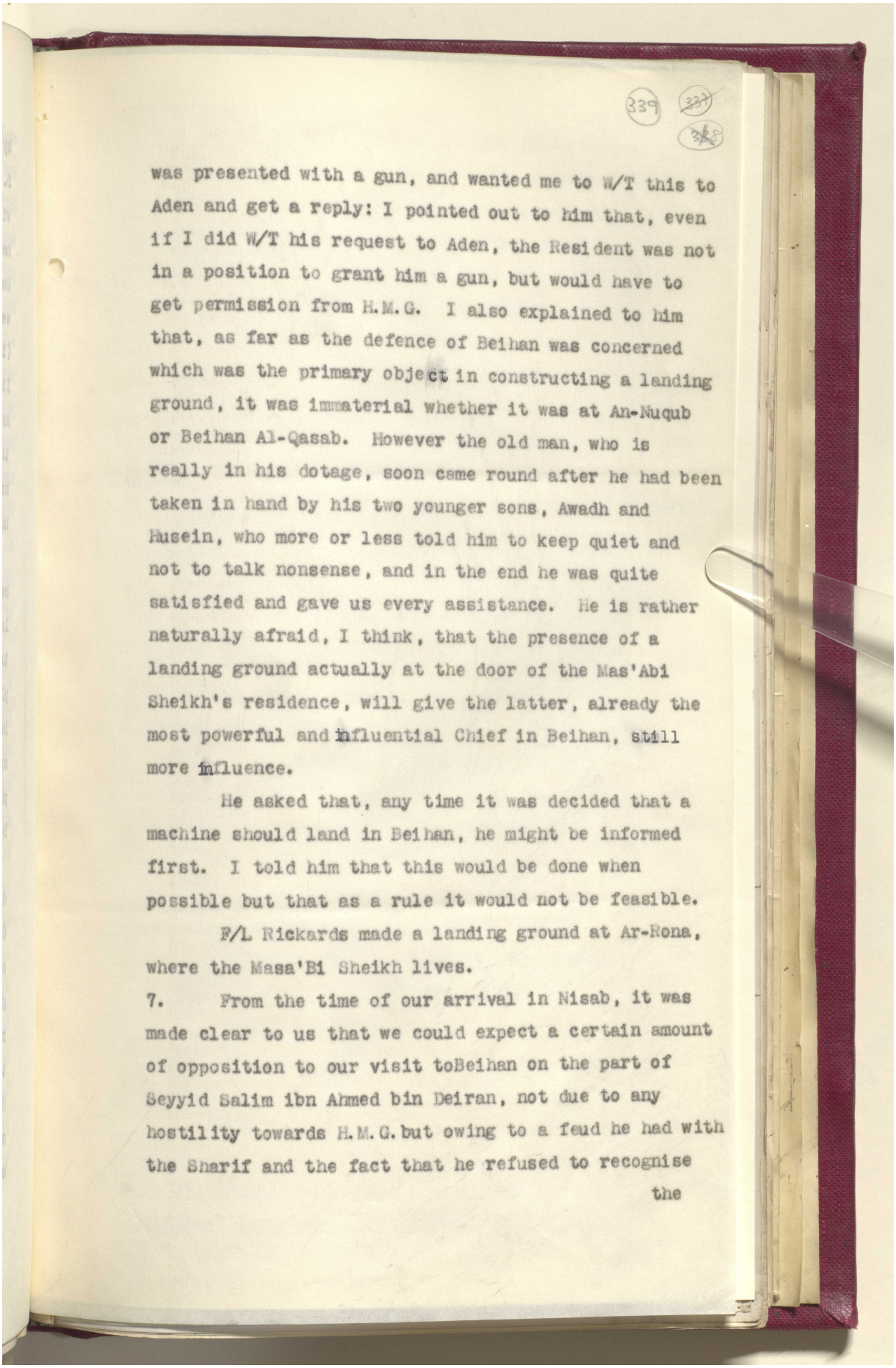

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was presented with a gun, and wanted me to W/T this to Aden and get a reply: I pointed out to him that, even if I did W/T his request to Aden, the Resident was not in a position to grant him a gun, but would have to get permission from H.M.G. I also explained to him that, as far as the defence of Beihan was concerned which was the primary object in constructing a landing ground, it was immaterial whether it was at An-Nuqub or Beihan Al-Qasab. However the old man, who is really in his dotage, soon came round after he had been taken in hand by his two younger sons, Awadh and Husein, who more or less told him to keep quiet and not to talk nonsense, and in the end he was quite satisfied and gave us every assistance. He is rather naturally afraid, I think, that the presence of a landing ground actually at the door of the Mas'Abi Sheikh's residence, will give the latter, already the most powerful and influential Chief in Beihan, still more influence.

He asked that, any time it was decided that a machine should land in Beihan, he might be informed first. I told him that this would be done when possible but that as a rule it would not be feasible.

F/L Rickards made a landing ground at Ar-Rona, where the Masa'Bi Sheikh lives.

7. From the time of our arrival in Nisab, it was made clear to us that we could expect a certain amount of opposition to our visit toBeihan on the part of Seyyid Salim ibn Ahmed bin Deiran, not due to any hostility towards H.M.G. but owing to a feud he had with the Sharif and the fact that he refused to recognise

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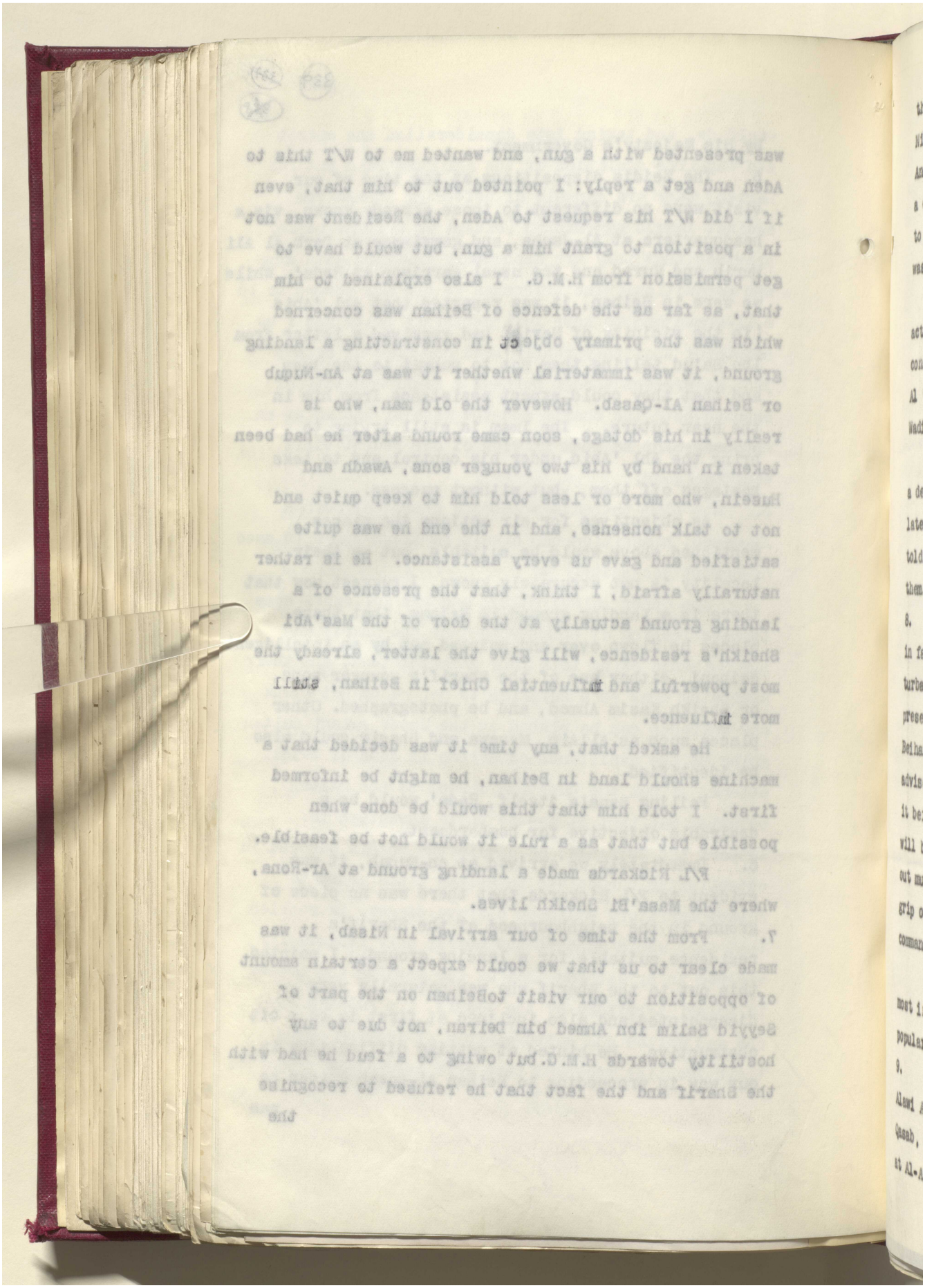

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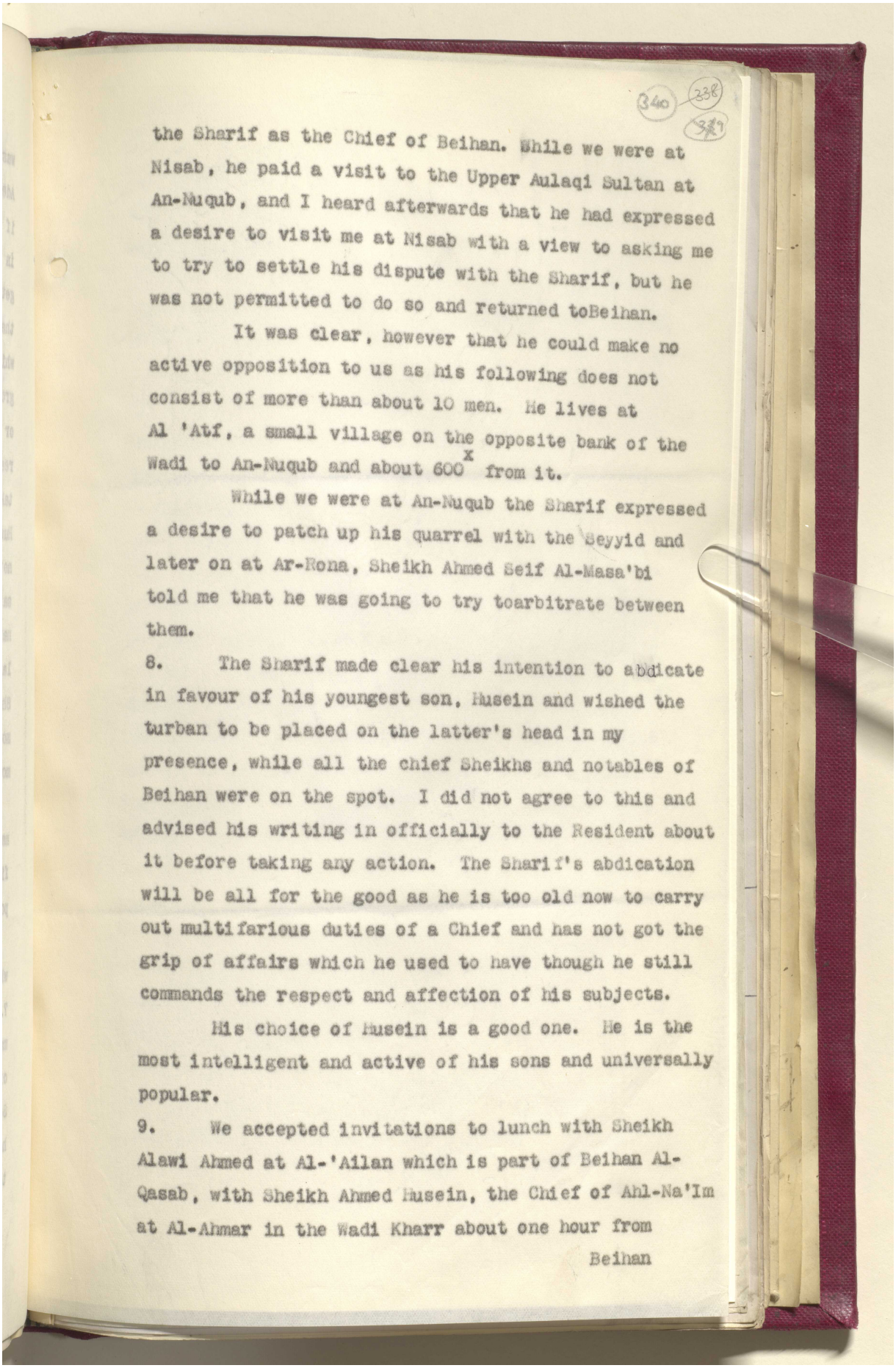

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the Sharif as the Chief of Beihan. While we were at Nisab, he paid a visit to the Upper Aulaqi Sultan at An-Nuqub, and I heard afterwards that he had expressed a desire to visit me at Nisab with a view to asking me to try to settle his dispute with the Sharif, but he was not permitted to do so and returned toBeihan.

It was clear, however that he could make no active opposition to us as his following does not consist of more than about 10 men. He lives at Al 'Atf, a small village on the opposite bank of the Wadi to An-Nuqub and about 600x from it.

While we were at An-Nuqub the Sharif expressed a desire to patch up his quarrel with the Seyyid and later on at Ar-Rona, Sheikh Ahmed Seif Al-Masa'bi told me that he was going to try toarbitrate between them.

8. The Sharif made clear his intention to abdicate in favour of his youngest son, Husein and wished the turban to be placed on the latter's head in my presence, while all the chief Sheikhs and notables of Beihan were on the spot. I did not agree to this and advised his writing in officially to the Resident about it before taking any action. The Sharif's abdication will be all for the good as he is too old now to carry out multifarious duties of a Chief and has not got the grip of affairs which he used to have though he still commands the respect and affection of his subjects.

His choice of Husein is a good one. He is the most intelligent and active of his sons and universally popular.

9. We accepted invitations to lunch with Sheikh Alawi Ahmed at Al-'Ailan which is part of Beihan Al-Qasab, with Sheikh Ahmed Husein, the Chief of Ahl-Na'Im at Al-Ahmar in the Wadi Kharr about one hour from

Beihan

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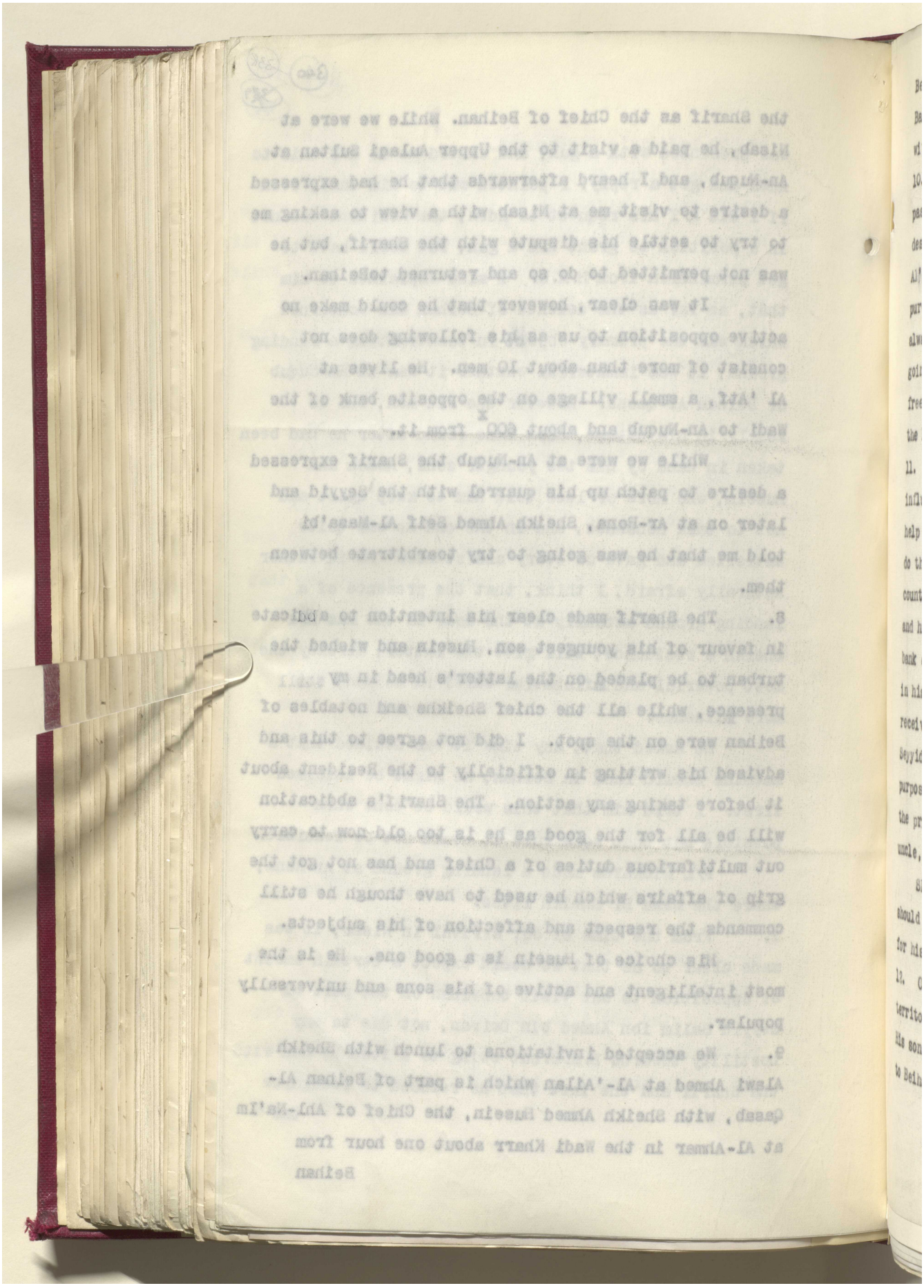

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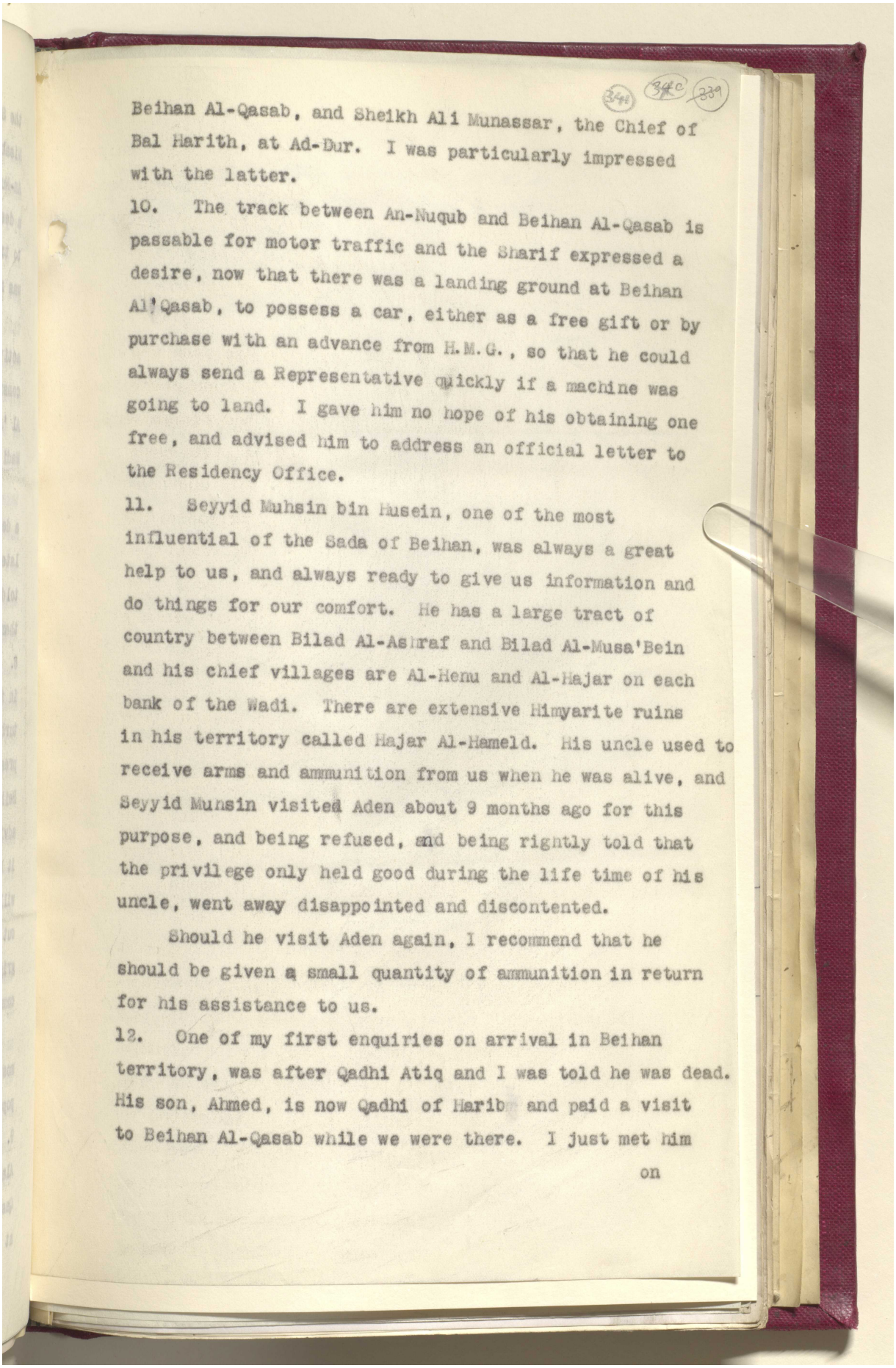

Beihan Al-Qasab, and Sheikh Ali Munassar, the Chief of Bal Harith, at Ad-Dur. I was particularly impressed with the latter.

10. The track between An-Nuqub and Beihan Al-Qasab is passable for motor traffic and the Sharif expressed a desire, now that there was a landing ground at Beihan Al'Qasab, to possess a car, either as a free gift or by purchase with an advance from H.M.G., so that he could always send a Representative quickly if a machine was going to land. I gave him no hope of his obtaining one free, and advised him to address an official letter to the Residency Office.

11. Seyyid Muhsin bin Husein, one of the most influential of the Sada of Beihan, was always a great help to us, and always ready to give us information and do things for our comfort. He has a large tract of country between Bilad Al-Ashraf and Bilad Al-Musa'Bein and his chief villages are Al-Henu and Al-Hajar on each bank of the Wadi. There are extensive Himyarite ruins in his territory called Hajar Al-Hameld. His uncle used to receive arms and ammunition from us when he was alive, and Seyyid Munsin visited Aden about 9 months ago for this purpose, and being refused, and being rightly told that the privilege only held good during the life time of his uncle, went away disappointed and discontented.

Should he visit Aden again, I recommend that he should be given a small quantity of ammunition in return for his assistance to us.

12. One of my first enquiries on arrival in Beihan territory, was after Qadhi Atiq and I was told he was dead. His son, Ahmed, is now Qadhi of Harib and paid a visit to Beihan Al-Qasab while we were there. I just met him

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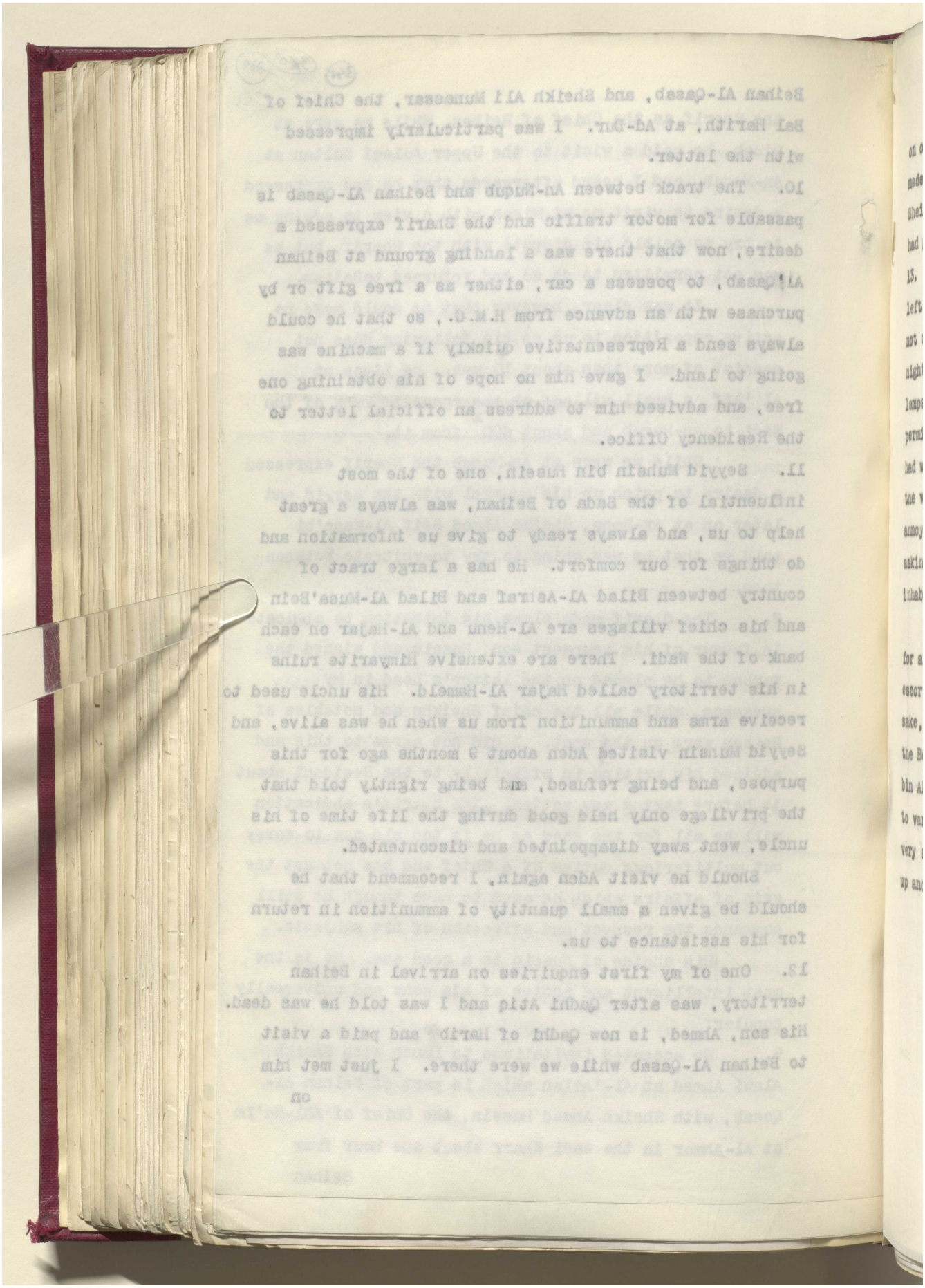

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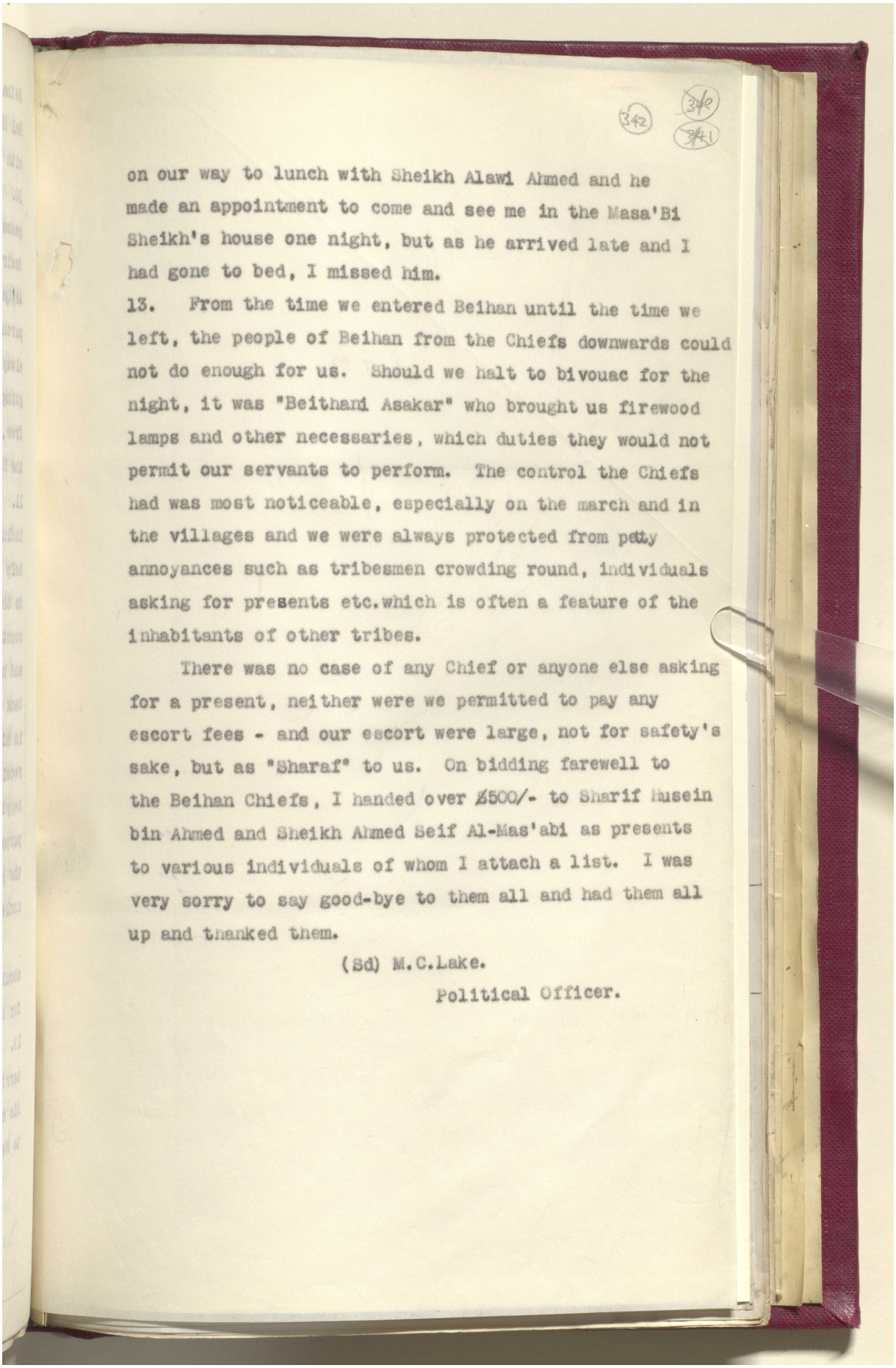

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on our way to lunch with Sheikh Alawi Ahmed and he made an appointment to come and see me in the Masa'Bi Sheikh's house one night, but as he arrived late and I had gone to bed, I missed him.

13. From the time we entered Beihan until the time we left, the people of Beihan from the Chiefs downwards could not do enough for us. Should we halt to bivouac for the night, it was "Beithani Asakar" who brought us firewood lamps and other necessaries, which duties they would not permit our servants to perform. The control the Chiefs had was most noticeable, especially on the march and in the villages and we were always protected from petty annoyances such as tribesmen crowding round, individuals asking for presents etc.which is often a feature of the inhabitants of other tribes.

There was no case of any Chief or anyone else asking for a present, neither were we permitted to pay any escort fees - and our escort were large, not for safety's sake, but as "Sharaf" to us. On bidding farewell to the Beihan Chiefs, I handed over £500/- to Sharif Husein bin Ahmed and Sheikh Ahmed Seif Al-Mas'abi as presents to various individuals of whom I attach a list. I was very sorry to say good-bye to them all and had them all up and thanked them.

(Sd) M.C.Lake.
Political Officer.

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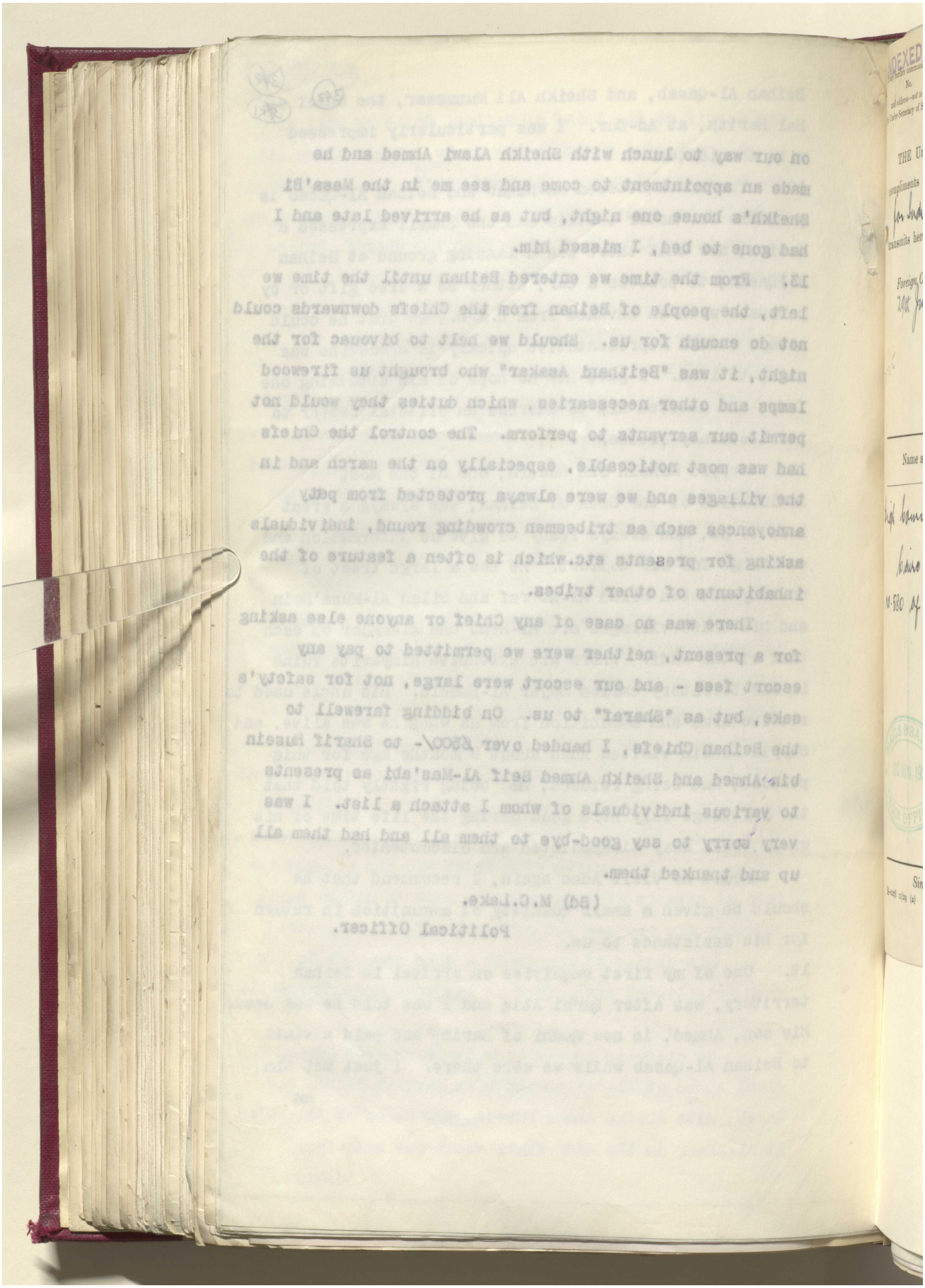

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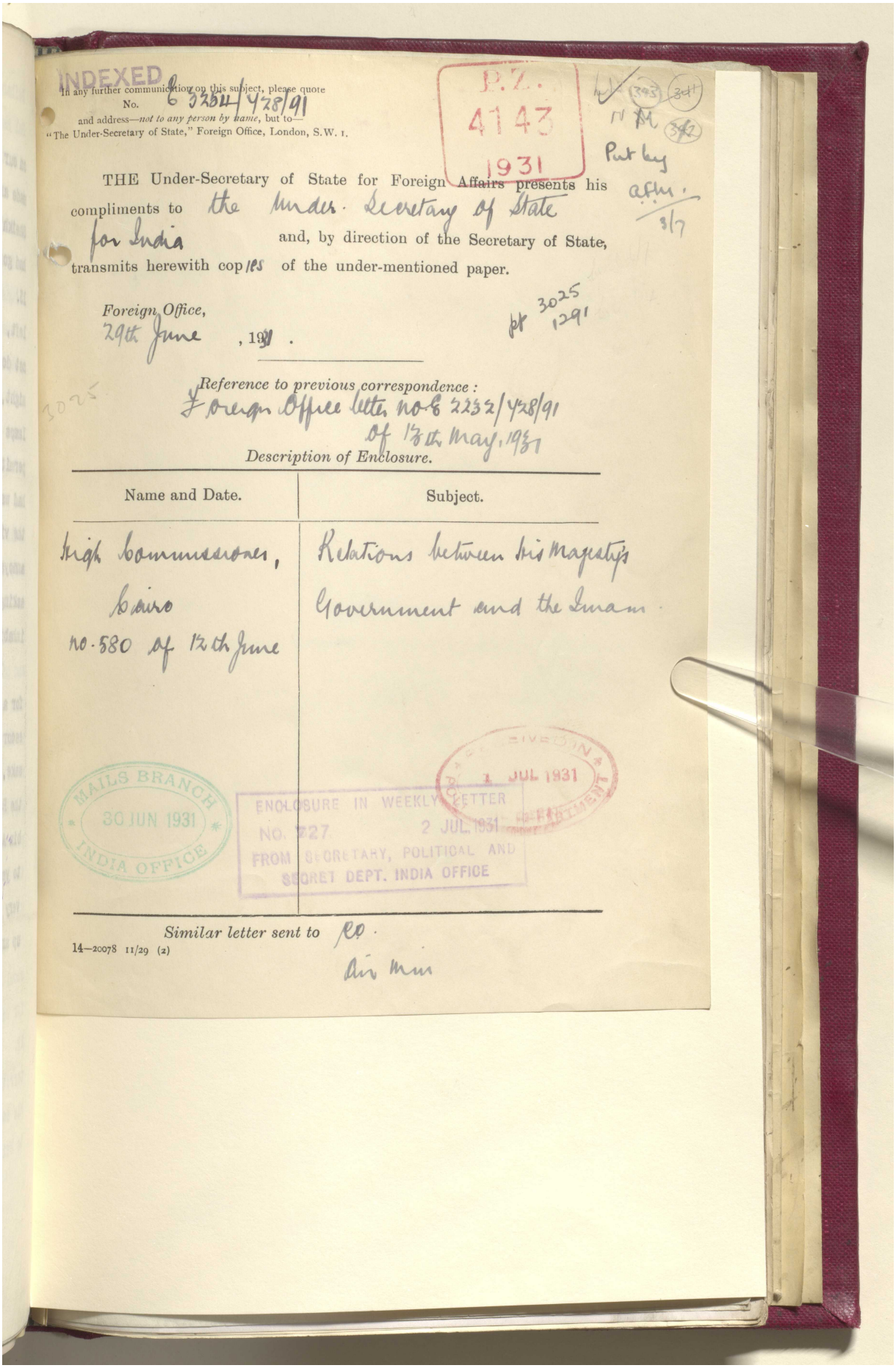

INDEXED

In any further communication on this subject, please quote No. 6 3254/428/91 and address—*not to any person by name*, but to—"The Under-Secretary of State," Foreign Office, London, S.W. 1.

P.Z. 4143 1931

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under Secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

*Foreign Office,*
29th June, 1931.

*Reference to previous correspondence:*
Foreign Office letter no 6 2232/428/91 of 13th May, 1931

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| High Commissioner, Cairo no. 580 of 12th June | Relations between his Majesty's Government and the Imam. |

MAILS BRANCH 30 JUN 1931 INDIA OFFICE

ENCLOSURE IN WEEKLY LETTER NO. 227 2 JUL 1931 FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

RECEIVED 1 JUL 1931 FOREIGN DEPARTMENT

*Similar letter sent to* Air Min.

14—20078 11/29 (2)

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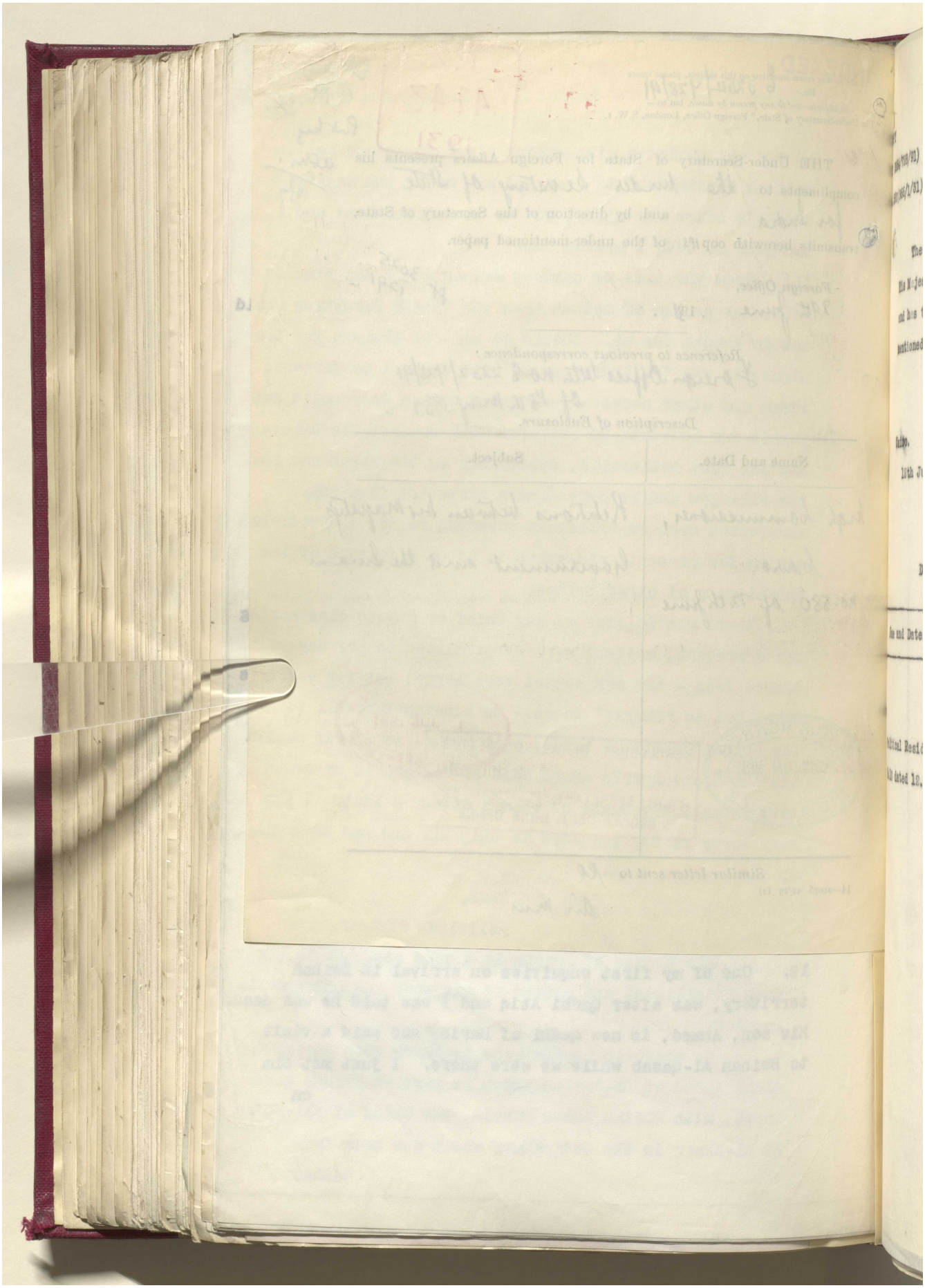

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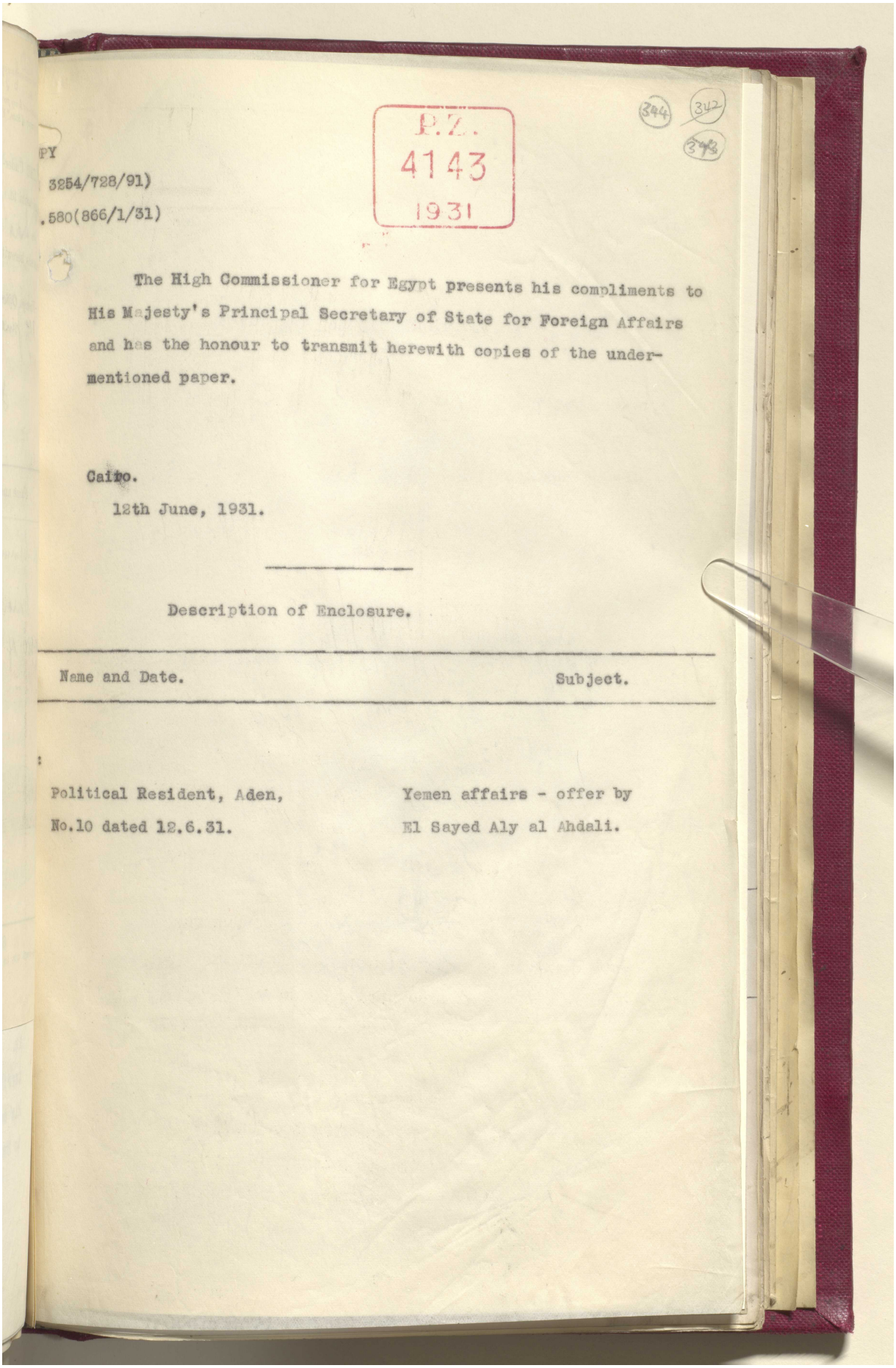

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3254/728/91)
.580(866/1/31)

The High Commissioner for Egypt presents his compliments to His Majesty's Principal Secretary of State for Foreign Affairs and has the honour to transmit herewith copies of the under-mentioned paper.

Cairo.
12th June, 1931.

Description of Enclosure.

| Name and Date. | Subject. |
|---|---|
| Political Resident, Aden, No.10 dated 12.6.31. | Yemen affairs - offer by El Sayed Aly al Ahdali. |

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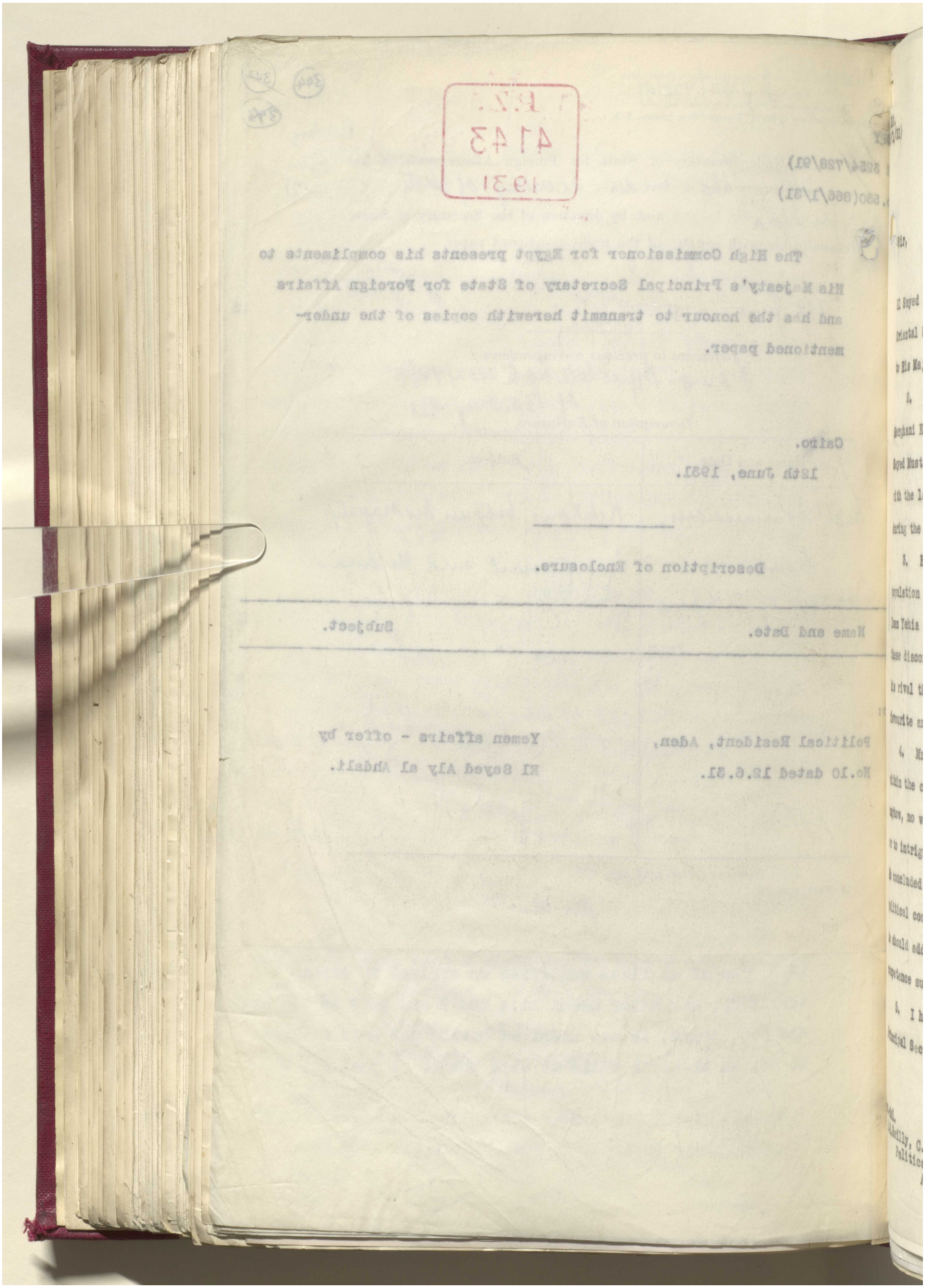

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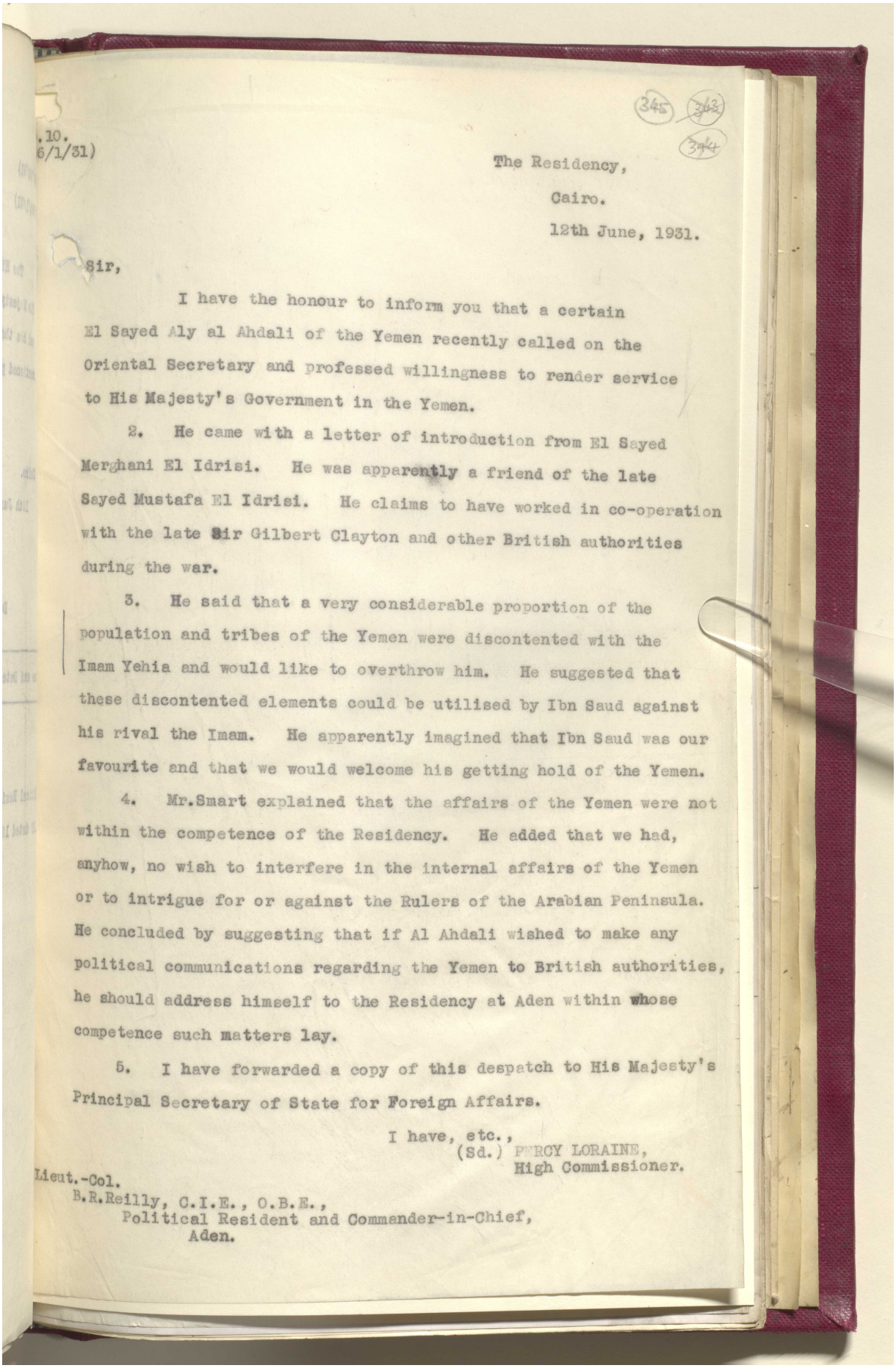

.10.
6/1/31)

345 343 344

The Residency,
Cairo.
12th June, 1931.

Sir,

I have the honour to inform you that a certain El Sayed Aly al Ahdali of the Yemen recently called on the Oriental Secretary and professed willingness to render service to His Majesty's Government in the Yemen.

2. He came with a letter of introduction from El Sayed Merghani El Idrisi. He was apparently a friend of the late Sayed Mustafa El Idrisi. He claims to have worked in co-operation with the late Sir Gilbert Clayton and other British authorities during the war.

3. He said that a very considerable proportion of the population and tribes of the Yemen were discontented with the Imam Yehia and would like to overthrow him. He suggested that these discontented elements could be utilised by Ibn Saud against his rival the Imam. He apparently imagined that Ibn Saud was our favourite and that we would welcome his getting hold of the Yemen.

4. Mr.Smart explained that the affairs of the Yemen were not within the competence of the Residency. He added that we had, anyhow, no wish to interfere in the internal affairs of the Yemen or to intrigue for or against the Rulers of the Arabian Peninsula. He concluded by suggesting that if Al Ahdali wished to make any political communications regarding the Yemen to British authorities, he should address himself to the Residency at Aden within whose competence such matters lay.

5. I have forwarded a copy of this despatch to His Majesty's Principal Secretary of State for Foreign Affairs.

I have, etc.,
(Sd.) PERCY LORAINE,
High Commissioner.

Lieut.-Col.
B.R.Reilly, C.I.E., O.B.E.,
Political Resident and Commander-in-Chief,
Aden.

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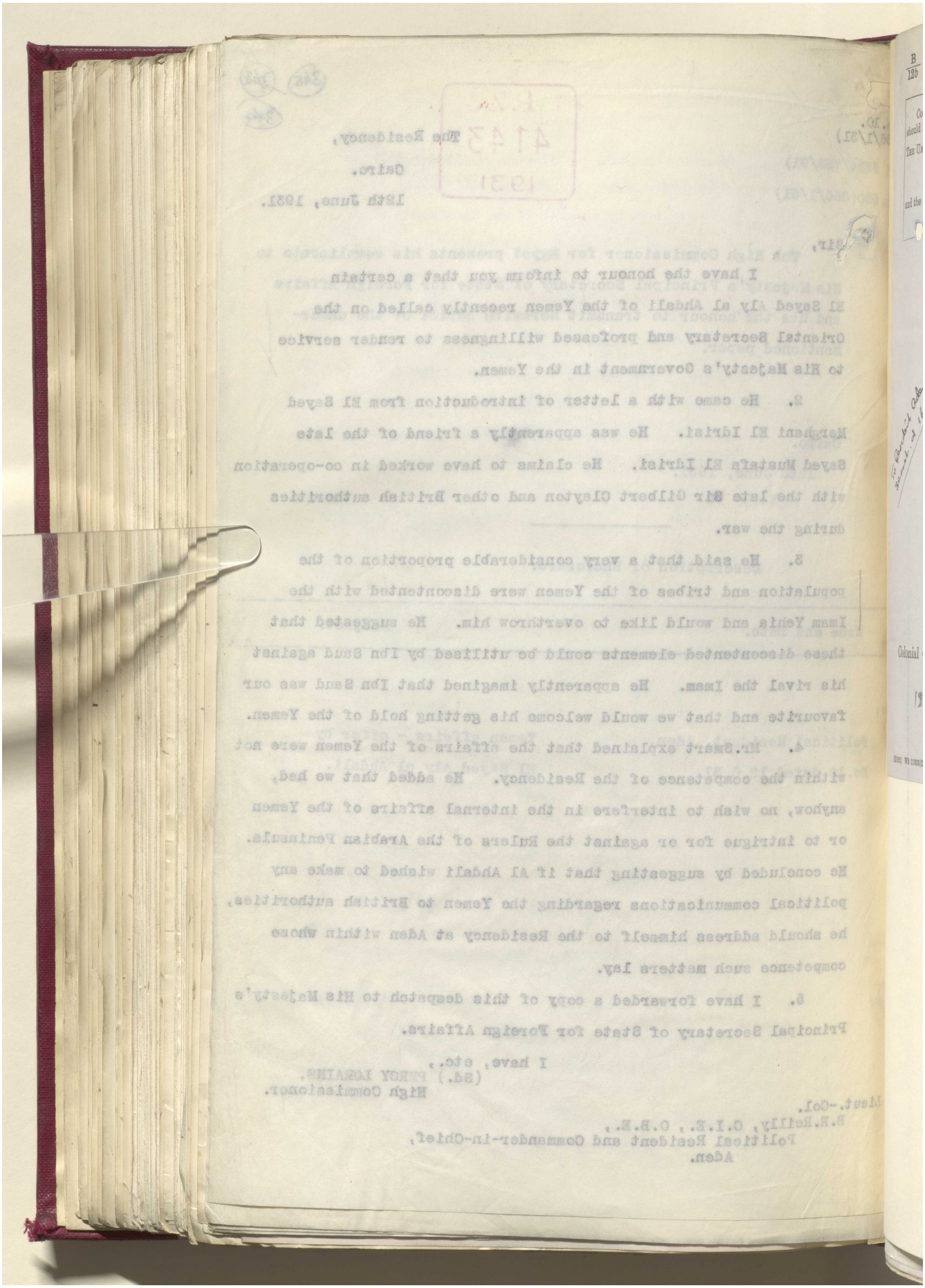

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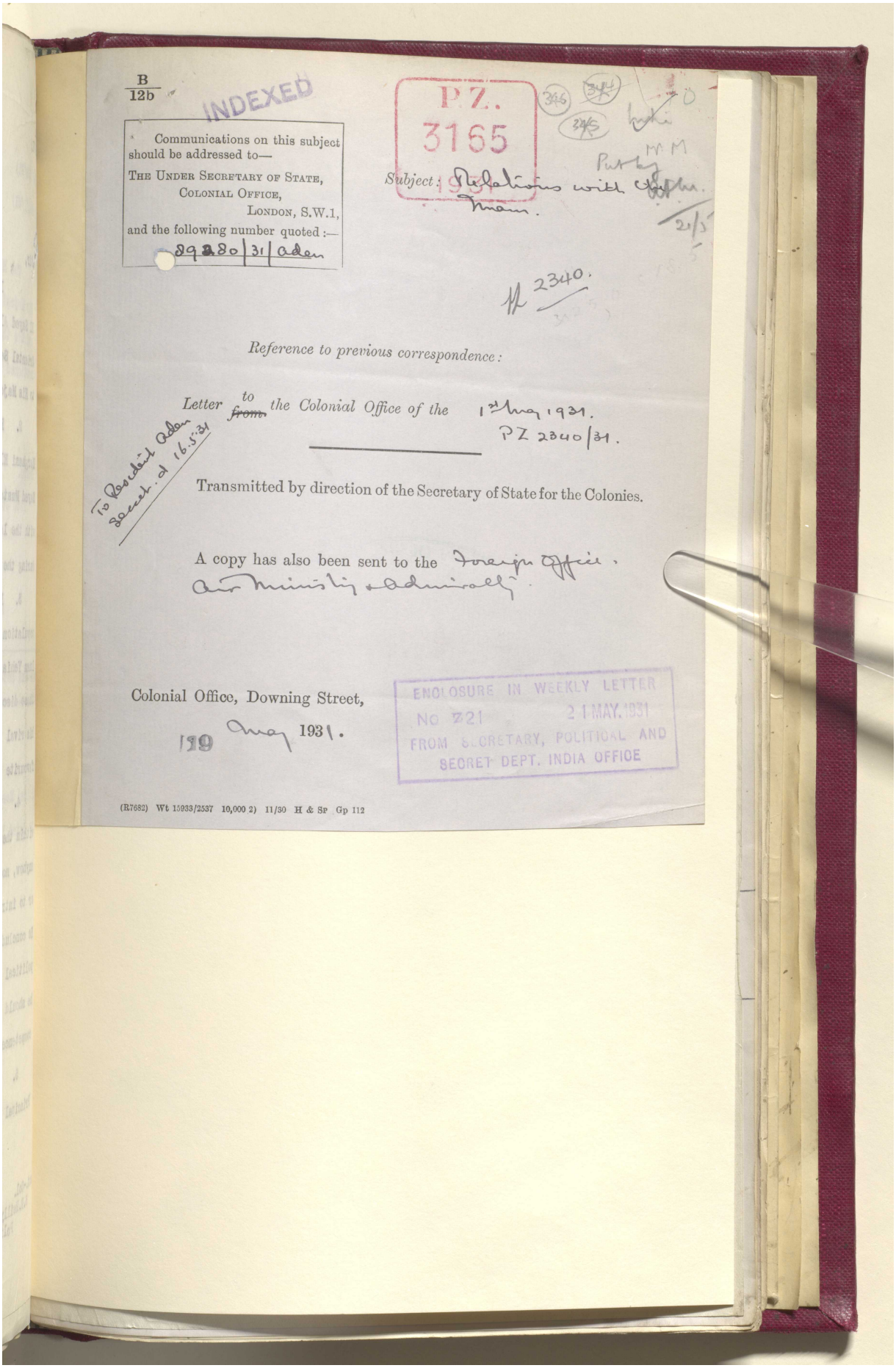

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1931

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Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1,
and the following number quoted :—
89280/31/aden

Subject: Relations with the Imam.

Put by M M

21/5

2340.

*Reference to previous correspondence:*

*Letter* to ~~from~~ *the Colonial Office of the* 1st May 1931.
PZ 2340/31.

To Resident Aden Secret. d 16.5.31

Transmitted by direction of the Secretary of State for the Colonies.

A copy has also been sent to the Foreign Office.
Air Ministry & Admiralty.

Colonial Office, Downing Street,
19 May 1931.

ENCLOSURE IN WEEKLY LETTER
No 221 21 MAY 1931
FROM SECRETARY, POLITICAL AND
SECRET DEPT. INDIA OFFICE

(R7682) Wt 15933/2537 10,000 2) 11/30 H & Sp Gp 112

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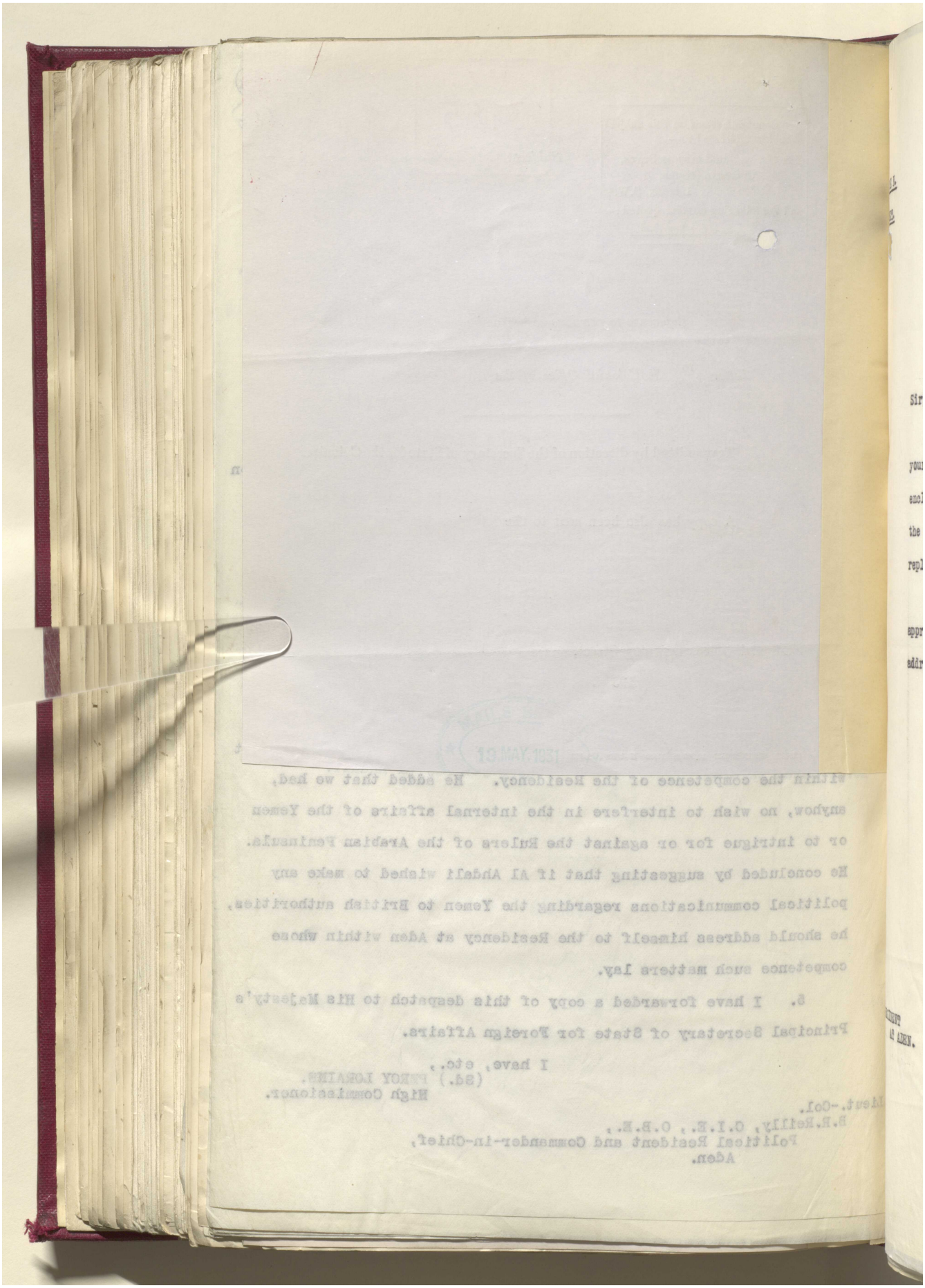

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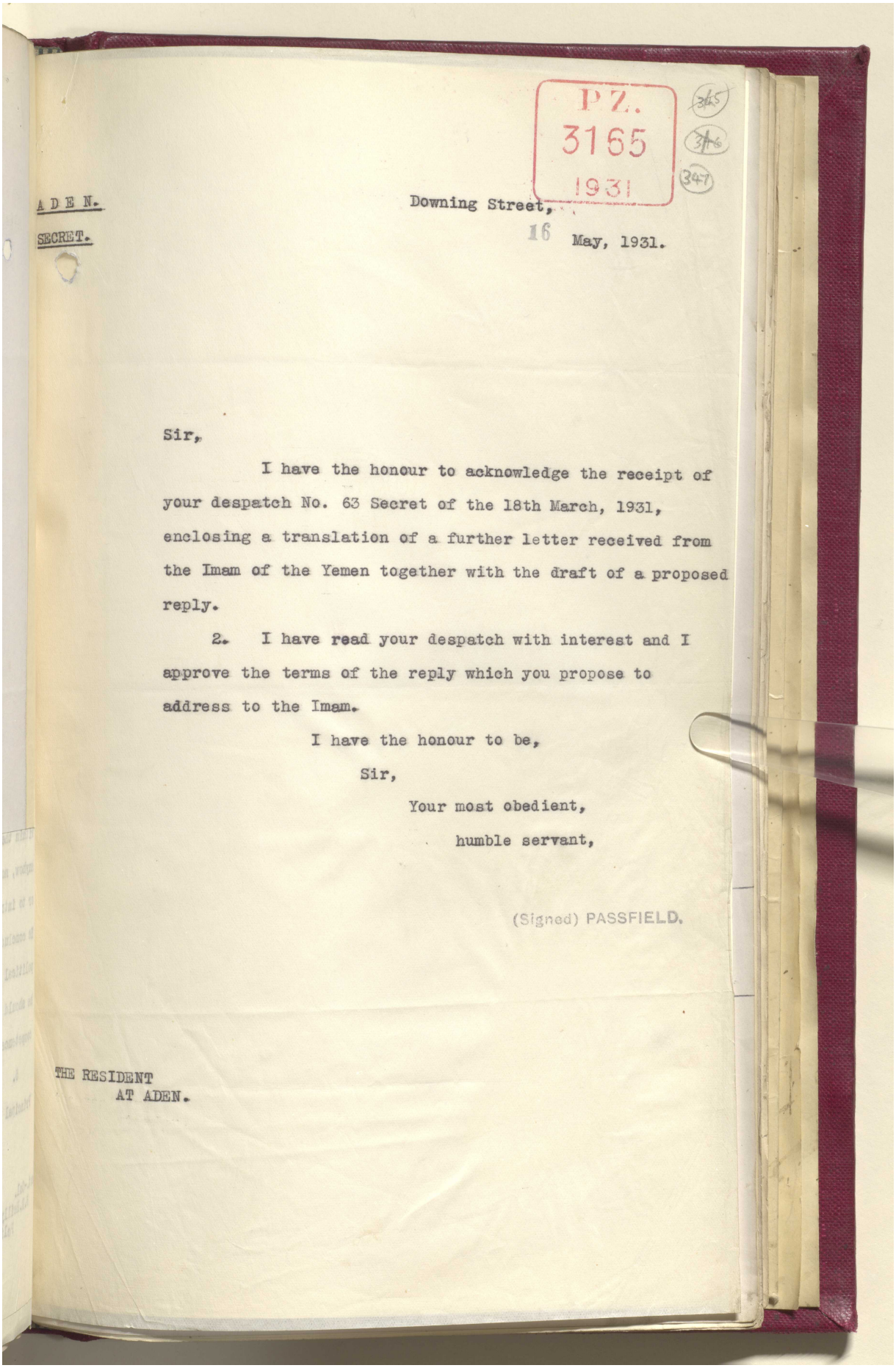

P.Z.
3165
1931

345
346
347

ADEN.

SECRET.

Downing Street,
16 May, 1931.

Sir,

I have the honour to acknowledge the receipt of your despatch No. 63 Secret of the 18th March, 1931, enclosing a translation of a further letter received from the Imam of the Yemen together with the draft of a proposed reply.

2. I have read your despatch with interest and I approve the terms of the reply which you propose to address to the Imam.

I have the honour to be,
Sir,
Your most obedient,
humble servant,

(Signed) PASSFIELD.

THE RESIDENT
AT ADEN.

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P.Z. 3165 1931

Downing Street,
16 May, 1931.

Sir,

I have the honour to acknowledge the receipt of your despatch No. 63 Secret of the 18th March, 1931, enclosing a translation of a further letter received from the Imam of the Yemen together with the draft of a proposed reply.

2. I have read your despatch with interest and I approve the terms of the reply which you propose to address to the Imam.

I have the honour to be,

Sir,

Your most obedient,

humble servant,

(Signed) PASSFIELD.

THE RESIDENT
AT ADEN.

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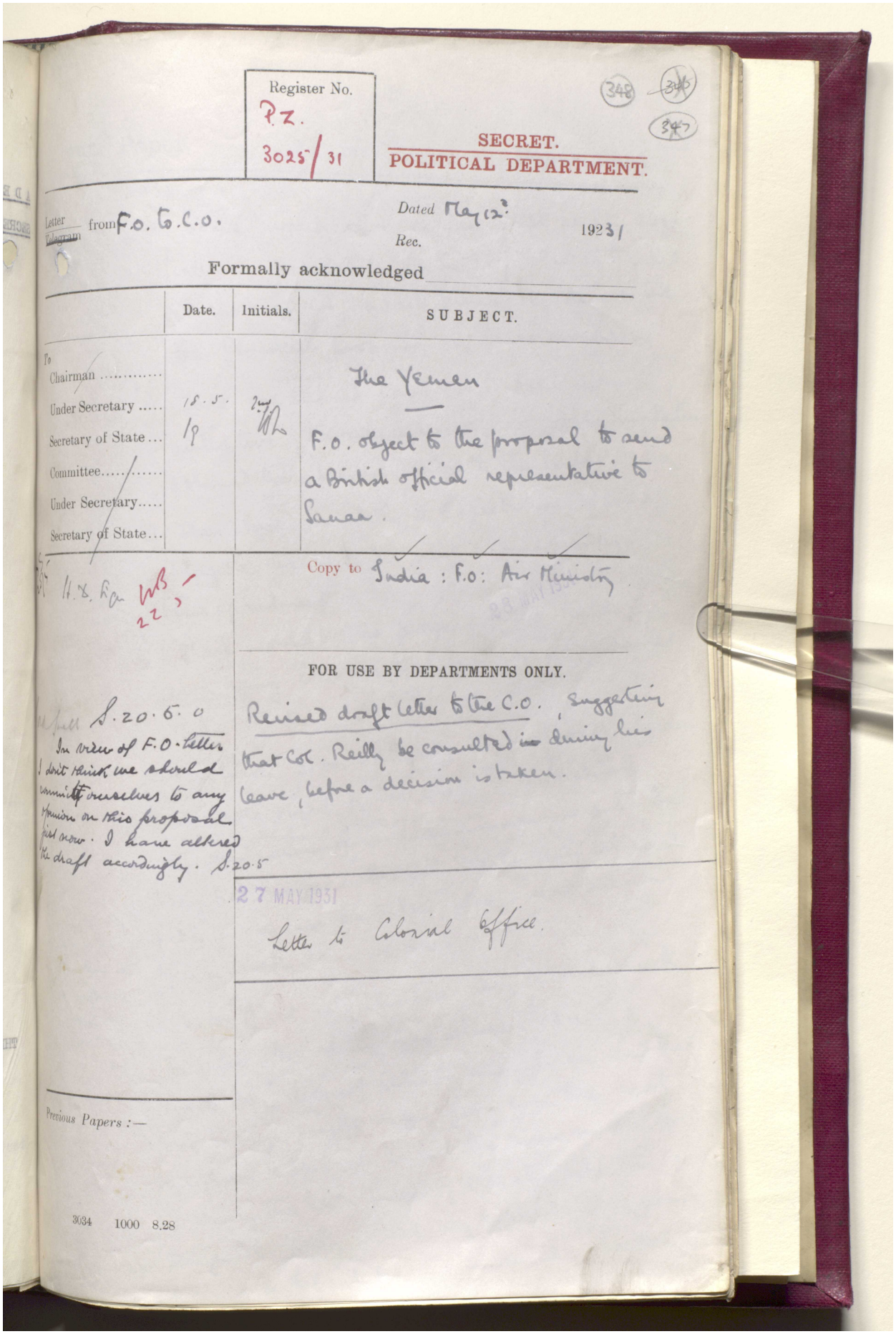

Register No.
P.Z.
3025/31

(348) (346) (347)

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from F.O. to C.O. Dated May 12th 1923 / Rec.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman | | | The Yemen |
| Under Secretary | 18.5. | [illegible] | F.O. object to the proposal to send a British official representative to Sanaa. |
| Secretary of State | 19 | | |
| Committee | | | |
| Under Secretary | | | |
| Secretary of State | | | |

Copy to India : F.O: Air Ministry

H.S. for WB 22?

FOR USE BY DEPARTMENTS ONLY.

Revised draft letter to the C.O., suggesting that Col. Reilly be consulted in during his leave, before a decision is taken.

Spell S.20.6.0

In view of F.O. letter I don't think we should commit ourselves to any opinion on this proposal just now. I have altered the draft accordingly. S.20.5

27 MAY 1931

Letter to Colonial Office.

Previous Papers :—

3034 1000 8.28

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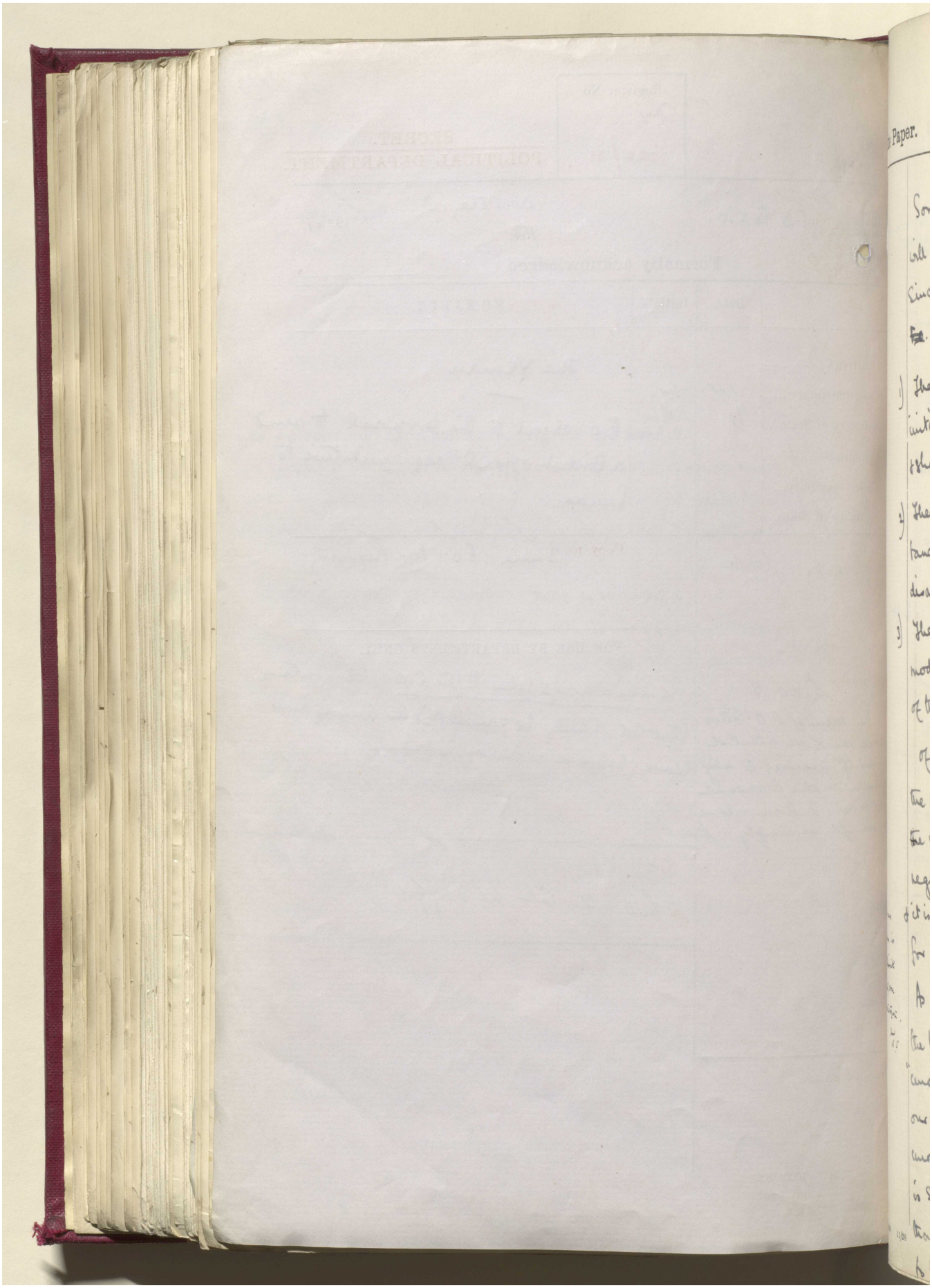

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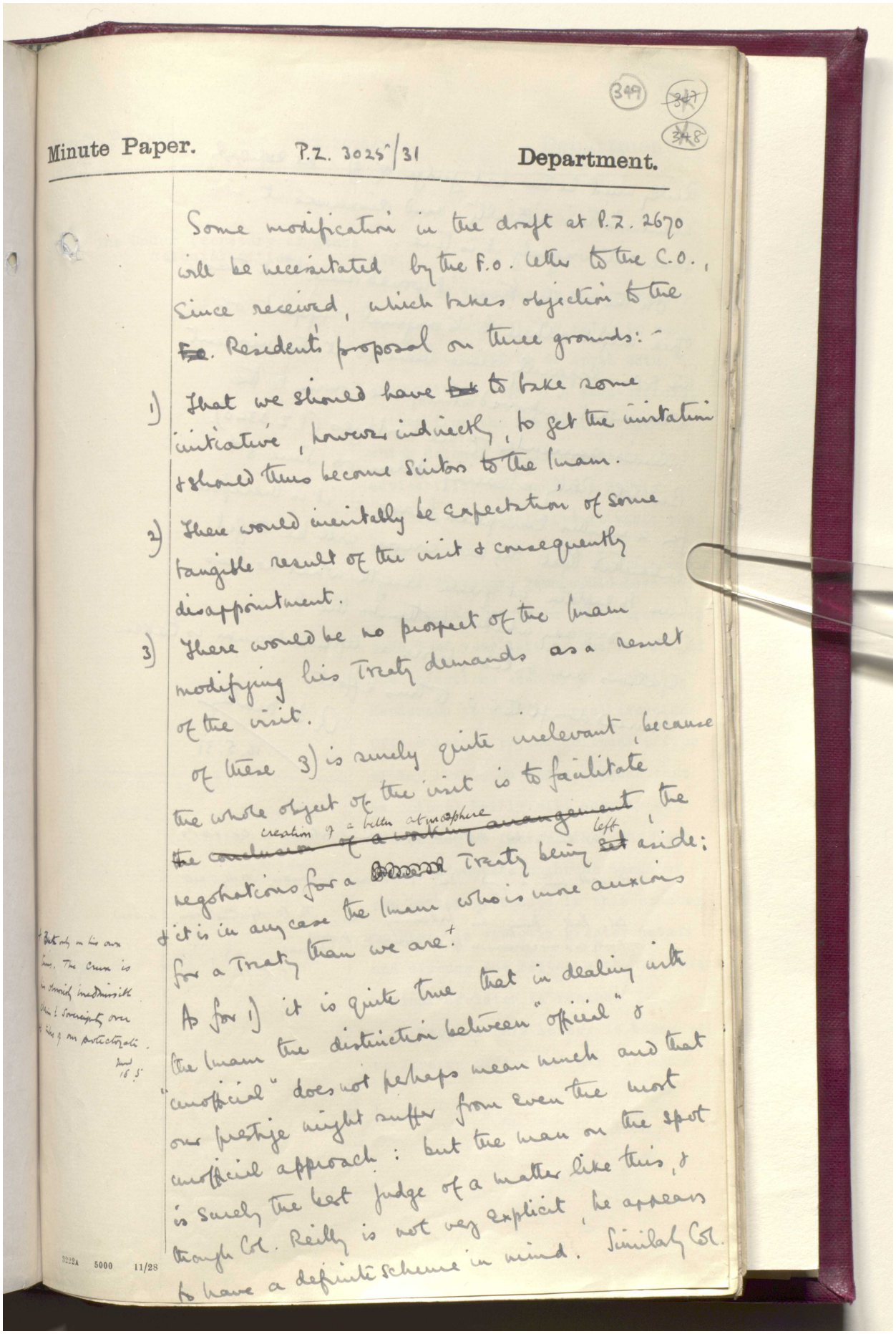

(349) ~~347~~ ~~348~~

Minute Paper. P.Z. 3025/31 Department.

Some modification in the draft at P.Z. 2670 will be necessitated by the F.O. letter to the C.O., since received, which takes objection to the ~~Fo~~. Resident's proposal on three grounds:-

1) That we should have ~~to~~ to take some initiative, however indirectly, to get the invitation & should thus become suitors to the Imam.

2) There would inevitably be expectation of some tangible result of the visit & consequently disappointment.

3) There would be no prospect of the Imam modifying his Treaty demands as a result of the visit.

Of these 3) is surely quite irrelevant, because the whole object of the visit is to facilitate ~~the conclusion of a working arrangement~~ creation of a better atmosphere, the negotiations for a ~~[illegible]~~ Treaty being ~~set~~ left aside: & it is in any case the Imam who is more anxious for a Treaty than we are.+

As for 1) it is quite true that in dealing with the Imam the distinction between "official" & "unofficial" does not perhaps mean much and that our prestige might suffer from even the most unofficial approach: but the man on the spot is surely the best judge of a matter like this, & though Col. Reilly is not very explicit, he appears to have a definite scheme in mind. Similarly Col.

+ But only on his own terms. The crux is his obviously inadmissible claim to sovereignty over the tribes of our protectorate. [illegible] 16.5

3222A 5000 11/28

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Reilly must be the best judge of 2) : he expressly mentions this difficulty and dismisses it - somewhat vaguely it is true.

On the whole then it would seem that this Office might adhere to its original support of the C.O., especially since there is at the moment a somewhat improved atmosphere owing to the Imam's surrender of the hostages (P.Z. 2340). But Col. Reilly is leaving Aden on June 3rd for 4 months European leave : it is therefore submitted that the best course will be to get him to explain at greater length what he has in mind & say whether he thinks the F.O. objections are valid, before a definite decision is taken.

Revised draft to C.O. to this effect.

A.J. Harley
16.5.31.

As there is this difference of opinion between the C.O. & the F.O., it would seem a good idea to discuss the matter orally with Col. Reilly during his forthcoming leave. The F.O. objections seem to be based partly on a misapprehension of the scope of the proposed [illegible]

18.V.31

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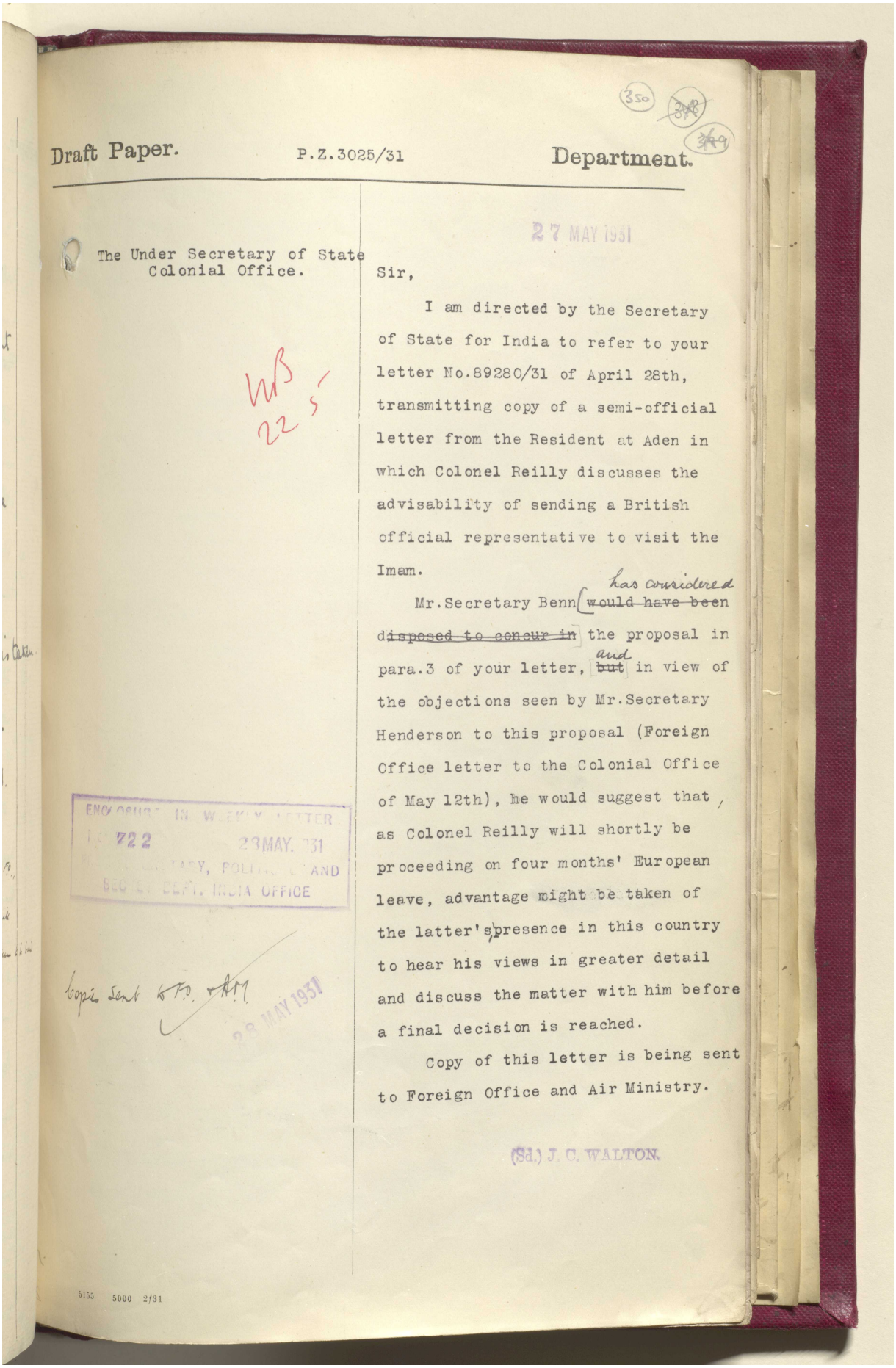

Draft Paper. P.Z.3025/31 Department.

The Under Secretary of State
Colonial Office.

27 MAY 1931

Sir,

I am directed by the Secretary of State for India to refer to your letter No.89280/31 of April 28th, transmitting copy of a semi-official letter from the Resident at Aden in which Colonel Reilly discusses the advisability of sending a British official representative to visit the Imam.

Mr.Secretary Benn ~~would have been disposed to concur in~~ has considered the proposal in para.3 of your letter, ~~but~~ and in view of the objections seen by Mr.Secretary Henderson to this proposal (Foreign Office letter to the Colonial Office of May 12th), he would suggest that, as Colonel Reilly will shortly be proceeding on four months' European leave, advantage might be taken of the latter's presence in this country to hear his views in greater detail and discuss the matter with him before a final decision is reached.

Copy of this letter is being sent to Foreign Office and Air Ministry.

(Sd.) J. C. WALTON.

ENCLOSURE IN WEEKLY LETTER
No. 722 23MAY. 31
POLITICAL AND SEC. DEPT. INDIA OFFICE

Copies sent to A.M.

28 MAY 1931

5155 5000 2/31

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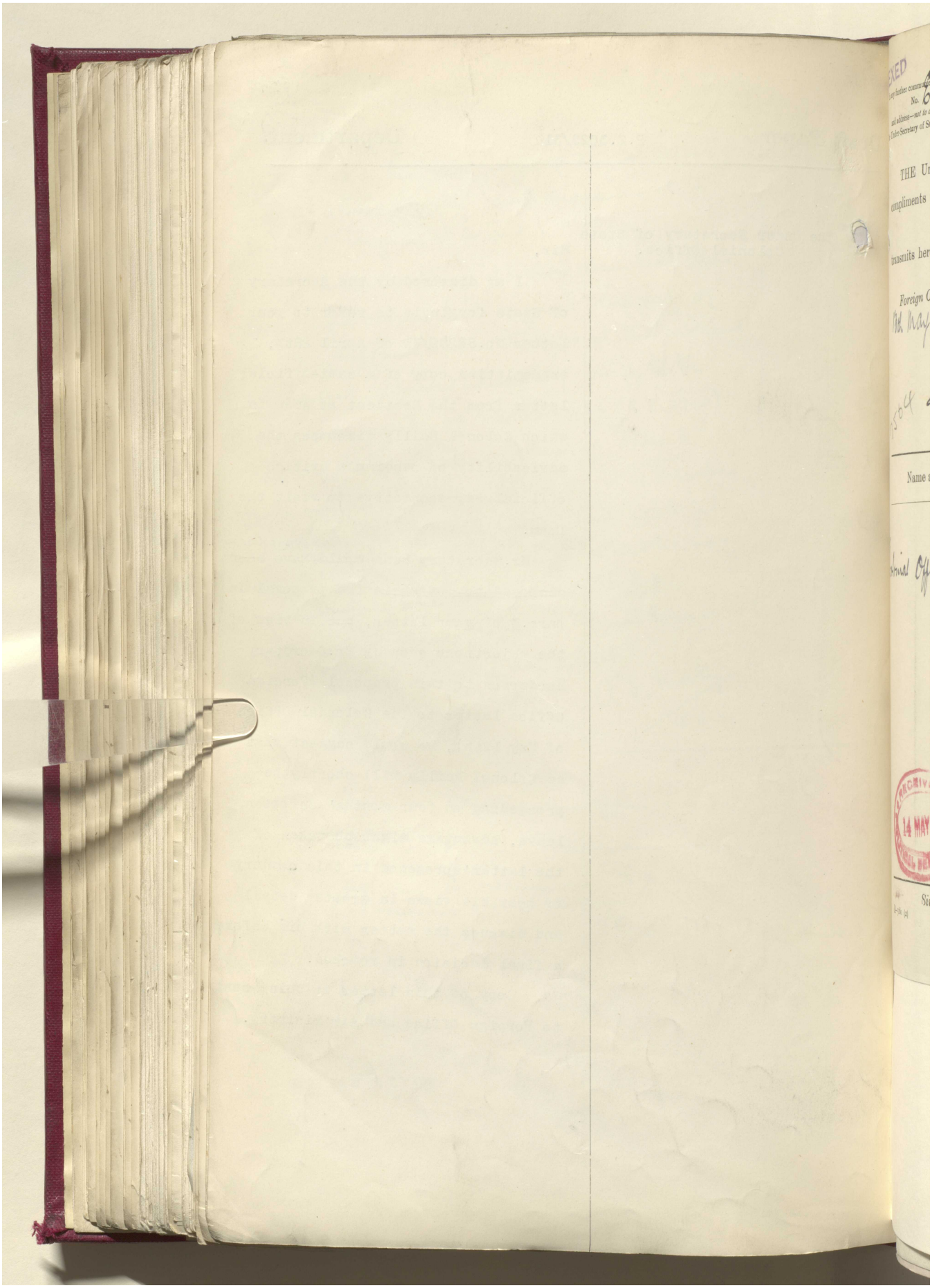

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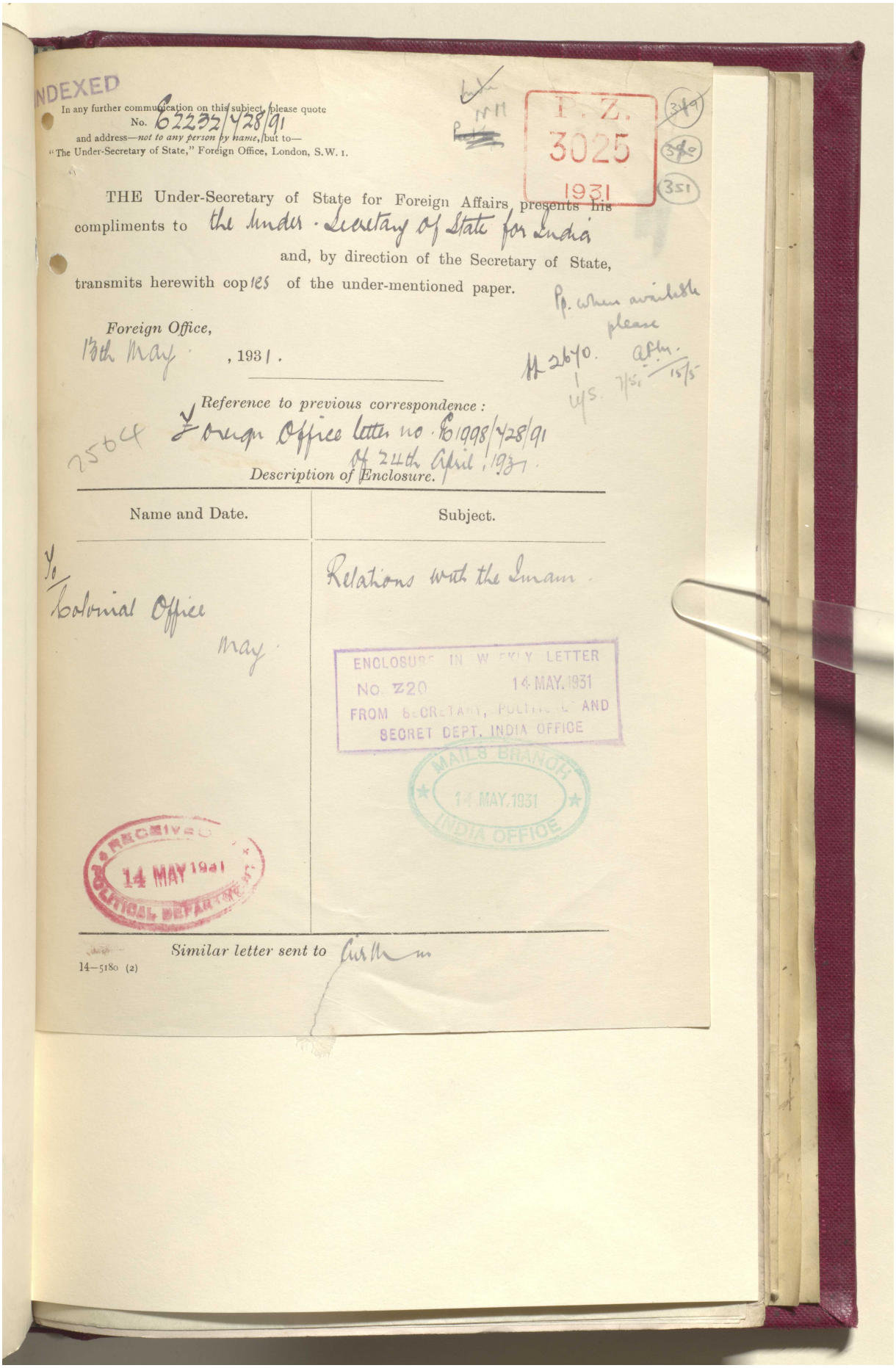

INDEXED

In any further communication on this subject, please quote
No. 62232/428/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W. 1.

P. Z. 3025 1931

349 350 351

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India and, by direction of the Secretary of State, transmits herewith copies of the under-mentioned paper.

Pp. when available please

*Foreign Office,*
13th May, 1931.

Ll 2640. U/S. 7/5. 15/5

*Reference to previous correspondence:*
2564 Foreign Office letter no. E1998/428/91 of 24th April, 1931.

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| To Colonial Office May | Relations with the Imam. |

ENCLOSURE IN WEEKLY LETTER
No. Z20 14 MAY. 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

MAILS BRANCH 14 MAY. 1931 INDIA OFFICE

RECEIVED 14 MAY 1931 POLITICAL DEPARTMENT

*Similar letter sent to* Cir Mm

14—5180 (2)

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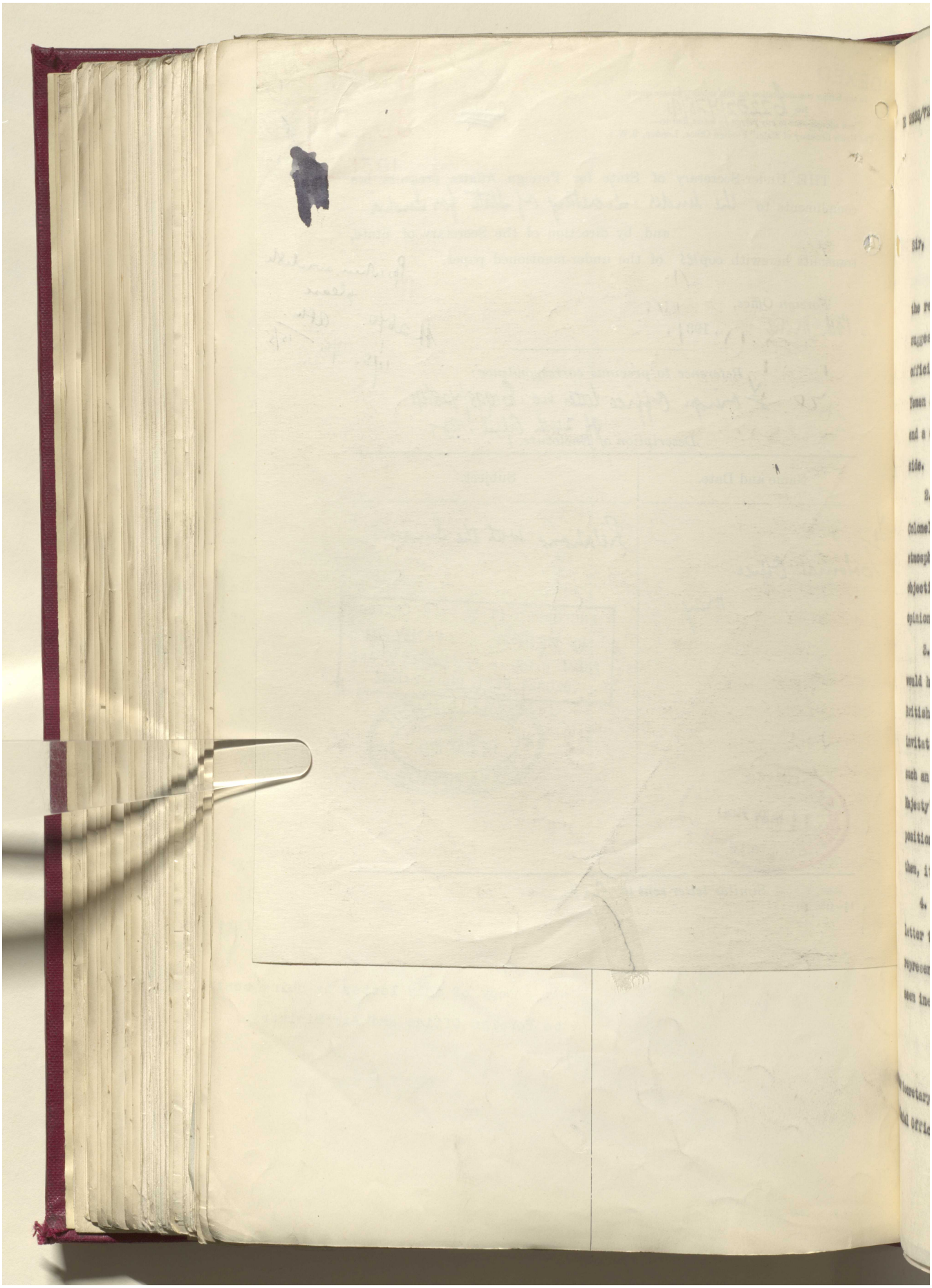

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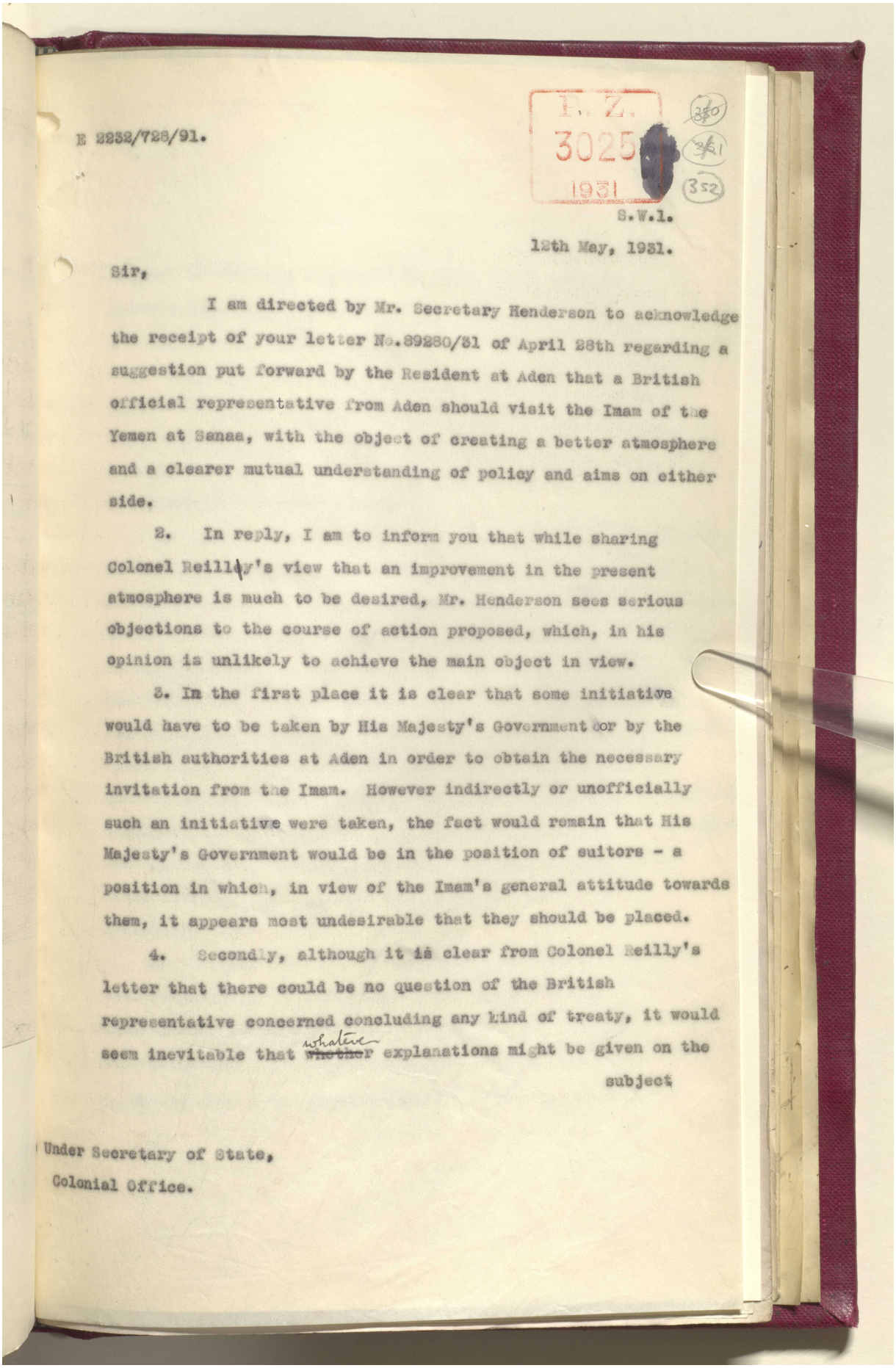

E 2232/728/91.

I. O.
3025
1931

(350) (351) (352)

S.W.1.

12th May, 1931.

Sir,

I am directed by Mr. Secretary Henderson to acknowledge the receipt of your letter No.89280/31 of April 28th regarding a suggestion put forward by the Resident at Aden that a British official representative from Aden should visit the Imam of the Yemen at Sanaa, with the object of creating a better atmosphere and a clearer mutual understanding of policy and aims on either side.

2. In reply, I am to inform you that while sharing Colonel Reilly's view that an improvement in the present atmosphere is much to be desired, Mr. Henderson sees serious objections to the course of action proposed, which, in his opinion is unlikely to achieve the main object in view.

3. In the first place it is clear that some initiative would have to be taken by His Majesty's Government or by the British authorities at Aden in order to obtain the necessary invitation from the Imam. However indirectly or unofficially such an initiative were taken, the fact would remain that His Majesty's Government would be in the position of suitors - a position in which, in view of the Imam's general attitude towards them, it appears most undesirable that they should be placed.

4. Secondly, although it is clear from Colonel Reilly's letter that there could be no question of the British representative concerned concluding any kind of treaty, it would seem inevitable that ~~whether~~ whatever explanations might be given on the subject

Under Secretary of State,
Colonial Office.

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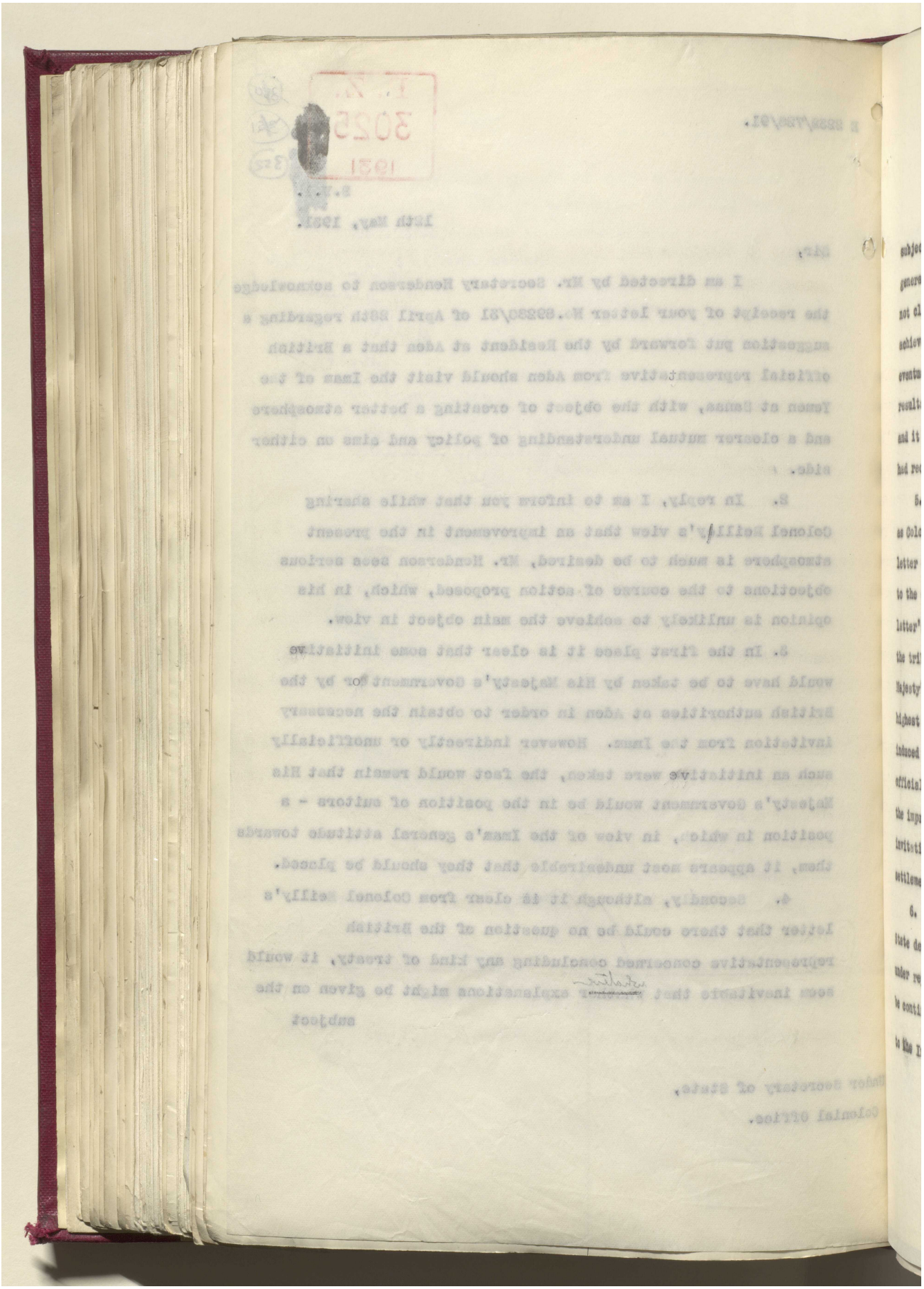

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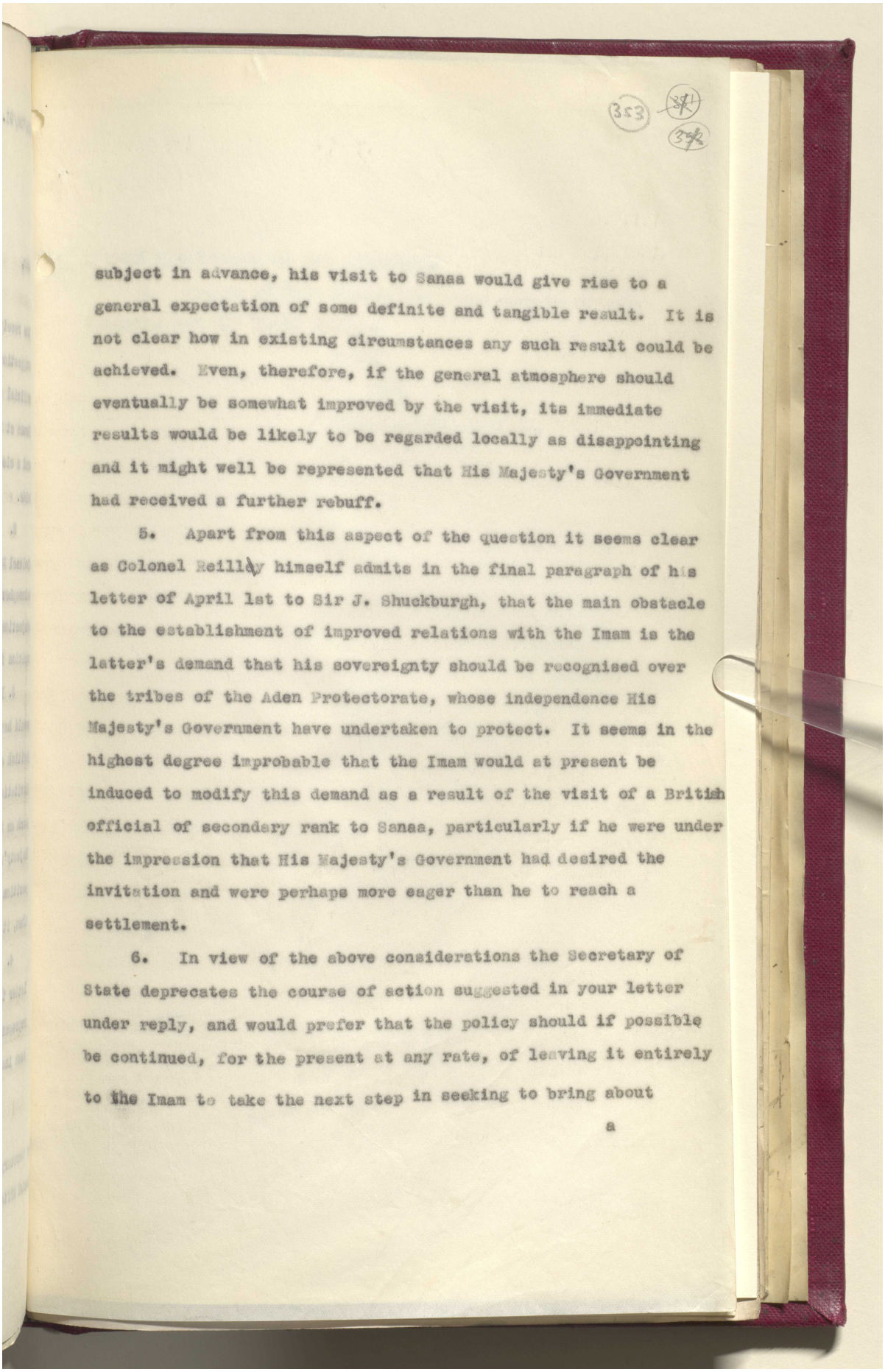

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subject in advance, his visit to Sanaa would give rise to a general expectation of some definite and tangible result. It is not clear how in existing circumstances any such result could be achieved. Even, therefore, if the general atmosphere should eventually be somewhat improved by the visit, its immediate results would be likely to be regarded locally as disappointing and it might well be represented that His Majesty's Government had received a further rebuff.

5. Apart from this aspect of the question it seems clear as Colonel Reilly himself admits in the final paragraph of his letter of April 1st to Sir J. Shuckburgh, that the main obstacle to the establishment of improved relations with the Imam is the latter's demand that his sovereignty should be recognised over the tribes of the Aden Protectorate, whose independence His Majesty's Government have undertaken to protect. It seems in the highest degree improbable that the Imam would at present be induced to modify this demand as a result of the visit of a British official of secondary rank to Sanaa, particularly if he were under the impression that His Majesty's Government had desired the invitation and were perhaps more eager than he to reach a settlement.

6. In view of the above considerations the Secretary of State deprecates the course of action suggested in your letter under reply, and would prefer that the policy should if possible be continued, for the present at any rate, of leaving it entirely to the Imam to take the next step in seeking to bring about

a

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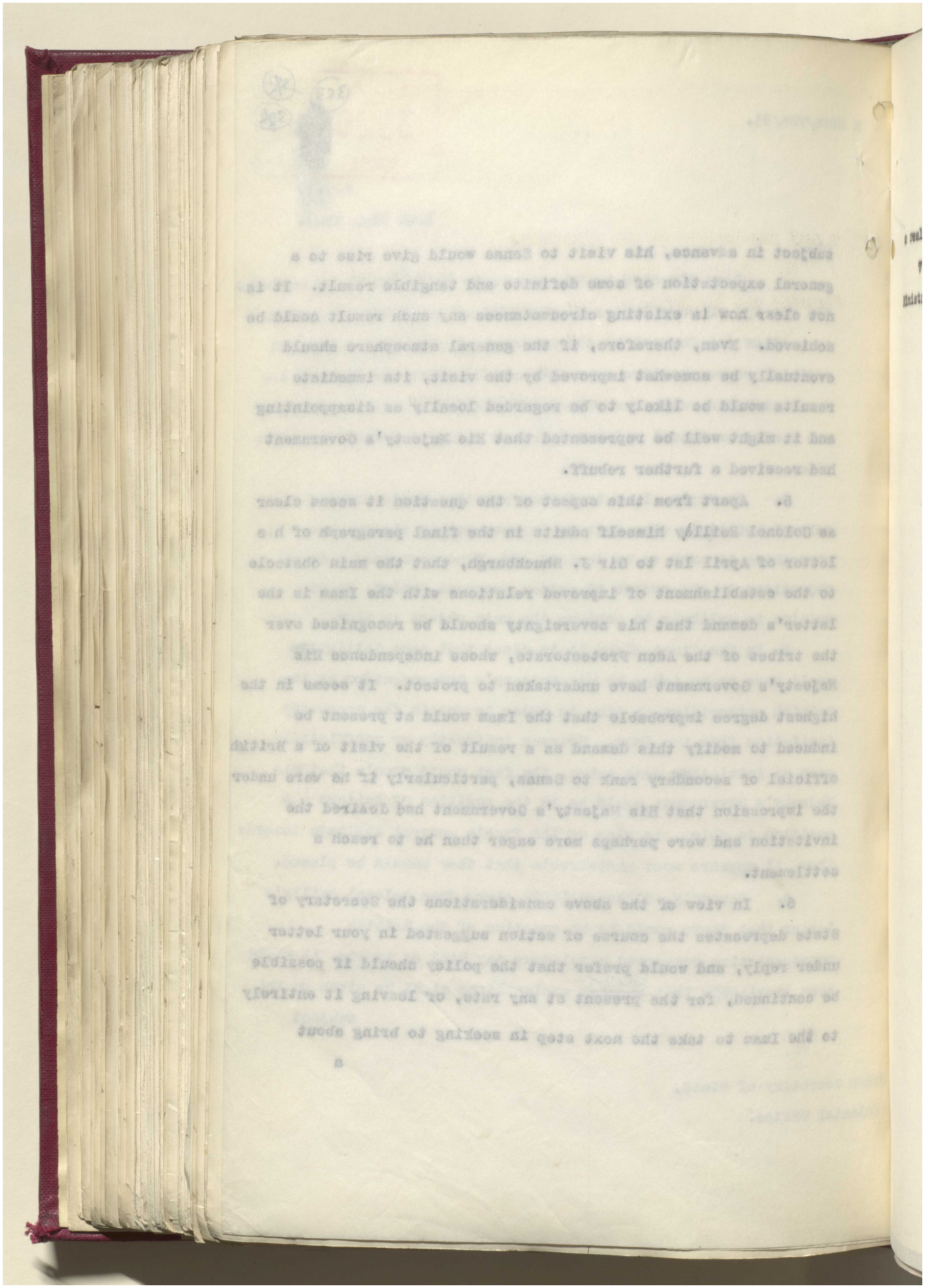

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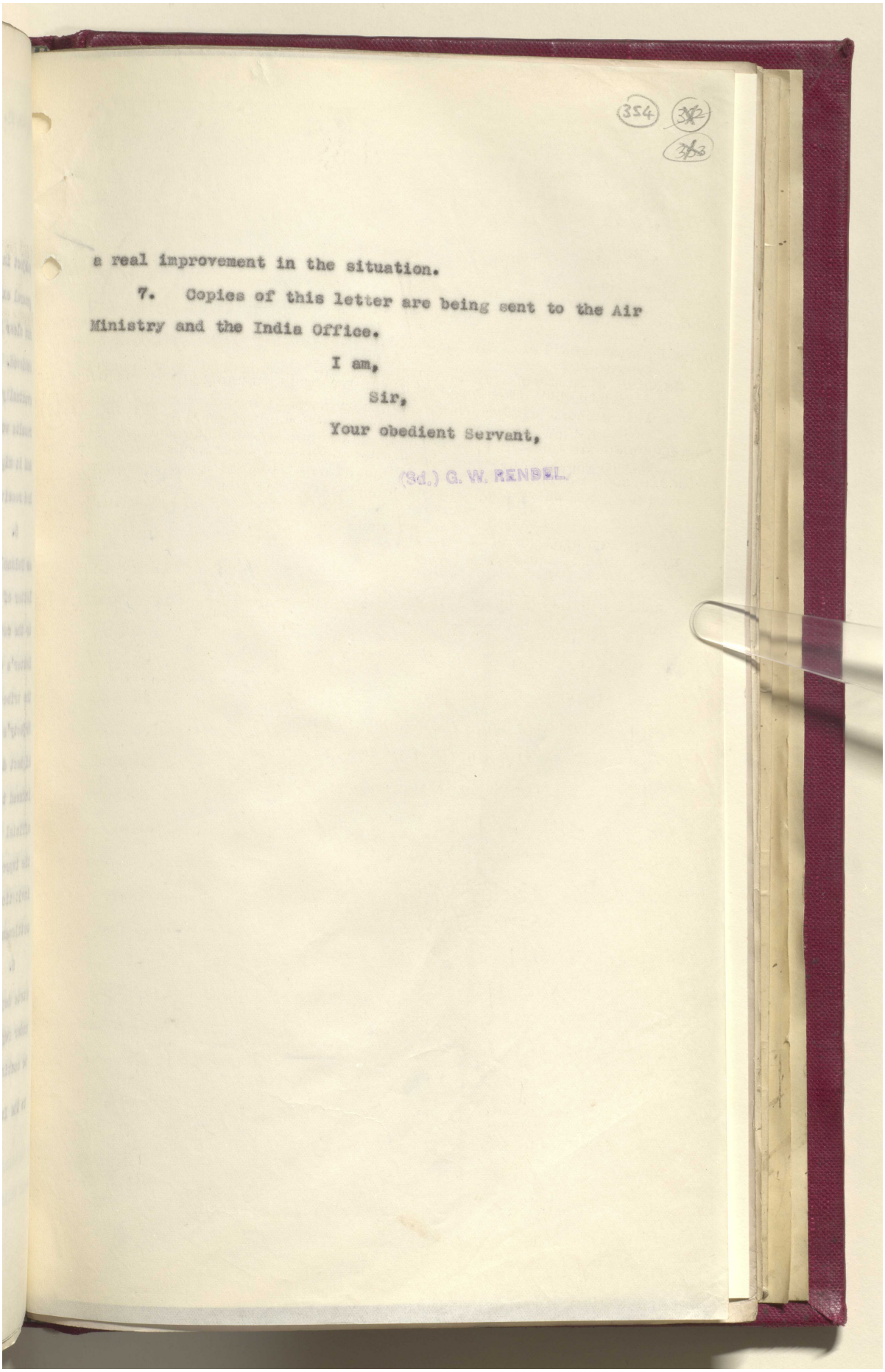


(354) (352) (353)

a real improvement in the situation.

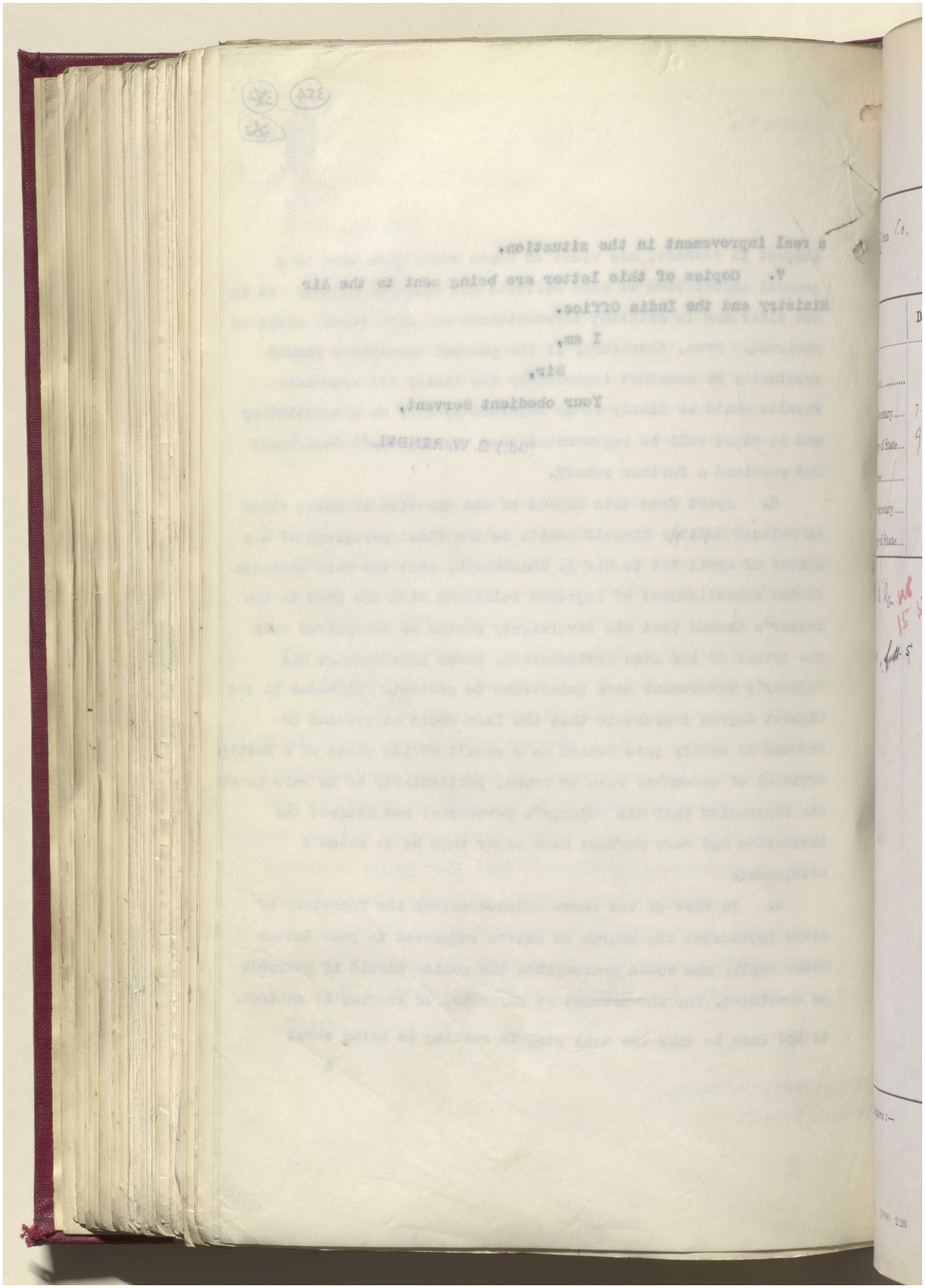
7. Copies of this letter are being sent to the Air Ministry and the India Office.

I am,

Sir,

Your obedient Servant,

(Sd.) G. W. RENDEL.



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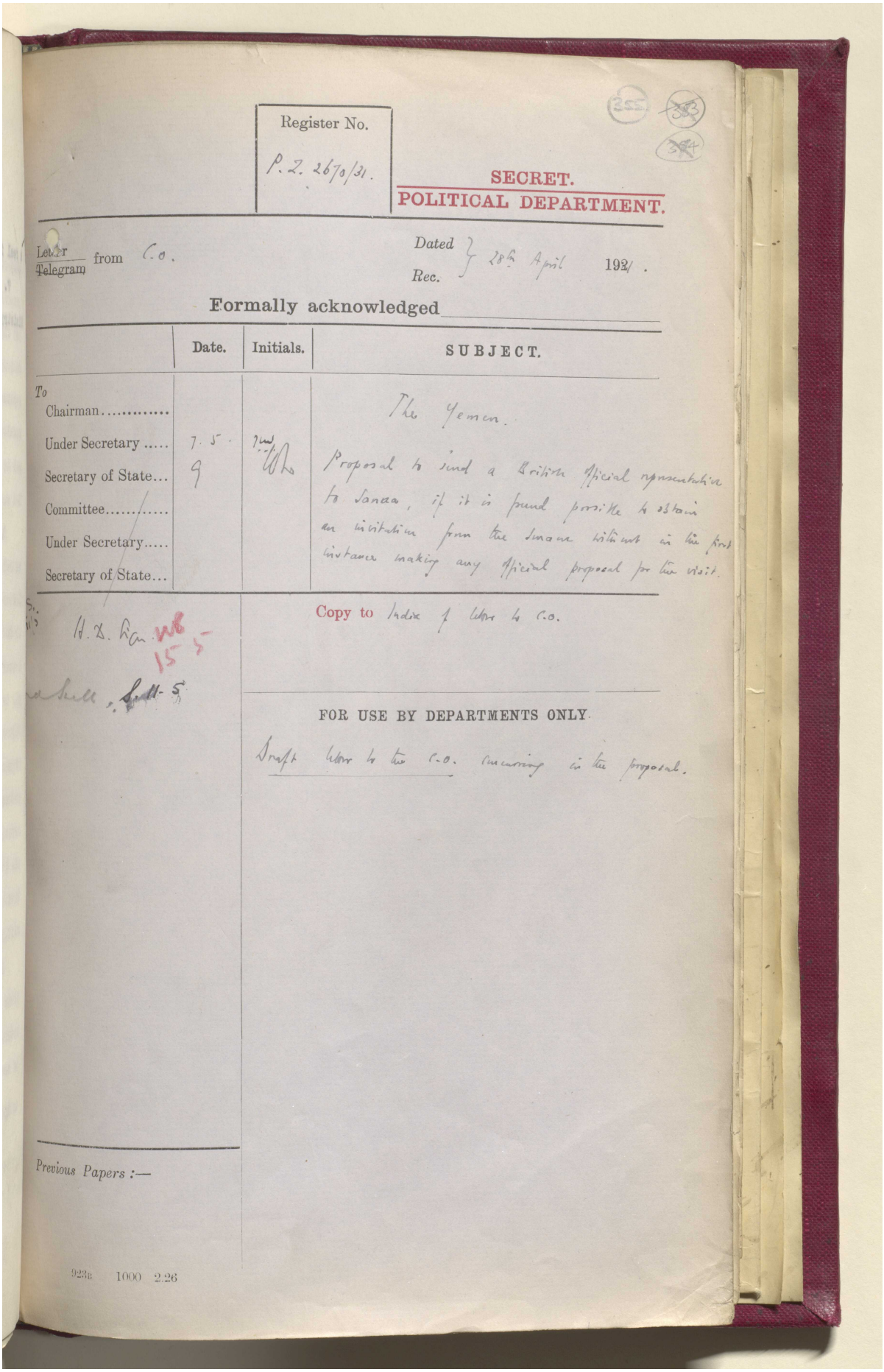

Register No.
P. Z. 2670/31.

SECRET.
POLITICAL DEPARTMENT.

Letter / Telegram from C.O.

Dated / Rec. } 28th April 1931.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman..... | | | The Yemen. |
| Under Secretary ..... | 7.5. | [illegible] | Proposal to send a British official representative to Sanaa, if it is found possible to obtain an invitation from the Imam without in the first instance making any official proposal for the visit. |
| Secretary of State... | 9 | [illegible] | |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

H. D. Fan. WB 15 5

[illegible] Scott, S. 11-5

Copy to India of letter to C.O.

FOR USE BY DEPARTMENTS ONLY.

Draft letter to the C.O. concurring in the proposal.

Previous Papers :—

923B 1000 2.26

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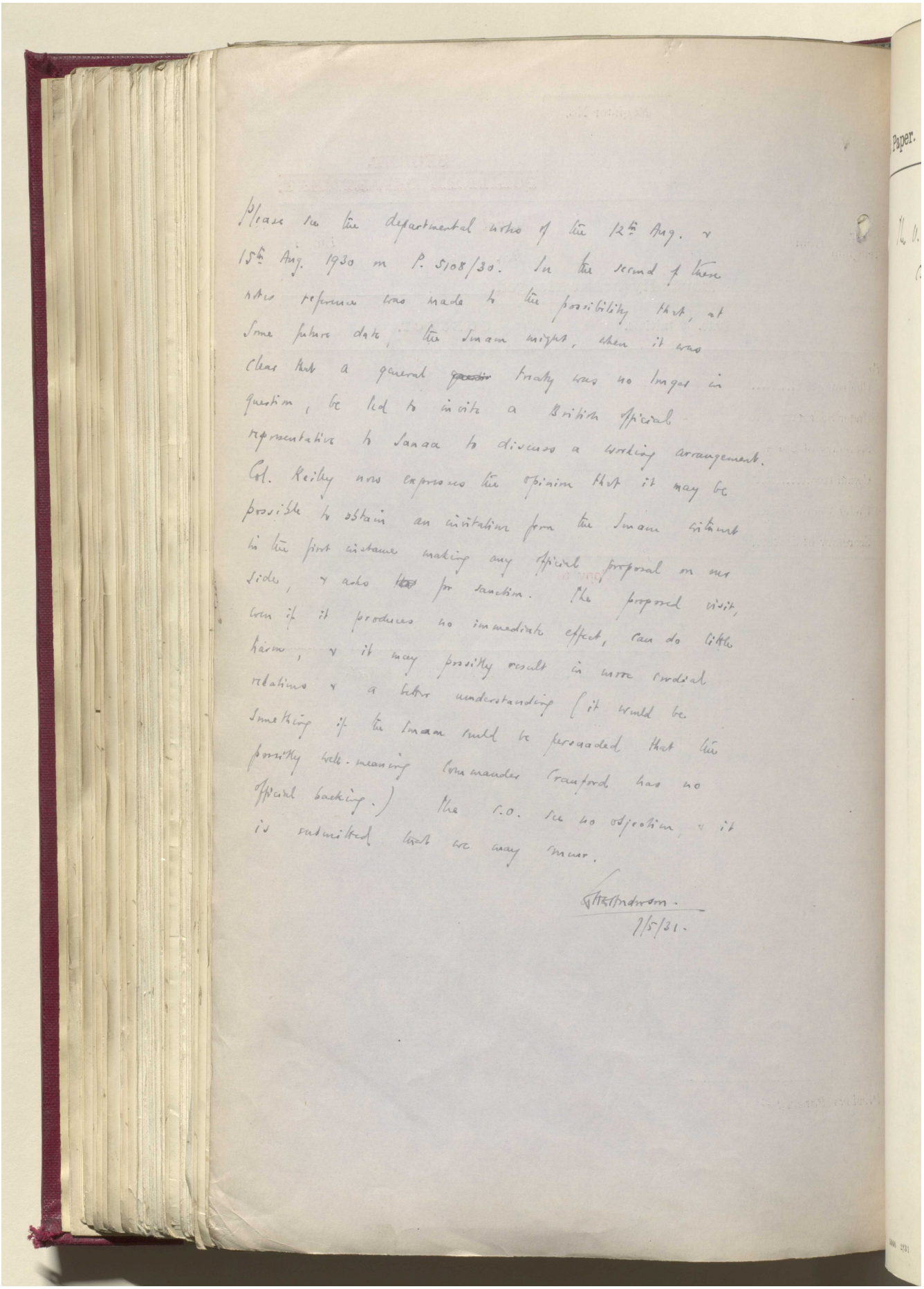

Please see the departmental minute of the 12th Aug. & 15th Aug. 1930 on P. 5108/30. In the second of these minutes reference was made to the possibility that, at some future date, the Imam might, when it was clear that a general treaty was no longer in question, be led to invite a British official representative to Sanaa to discuss a working arrangement. Col. Reilly now expresses the opinion that it may be possible to obtain an invitation from the Imam without in the first instance making any official proposal on our side, & asks for sanction. The proposed visit, even if it produces no immediate effect, can do little harm, & it may possibly result in more cordial relations & a better understanding (it would be something if the Imam could be persuaded that the possibly well-meaning Commander Crawford has no official backing.) The C.O. see no objection, & it is submitted that we may concur.

7/5/31.

Paper.

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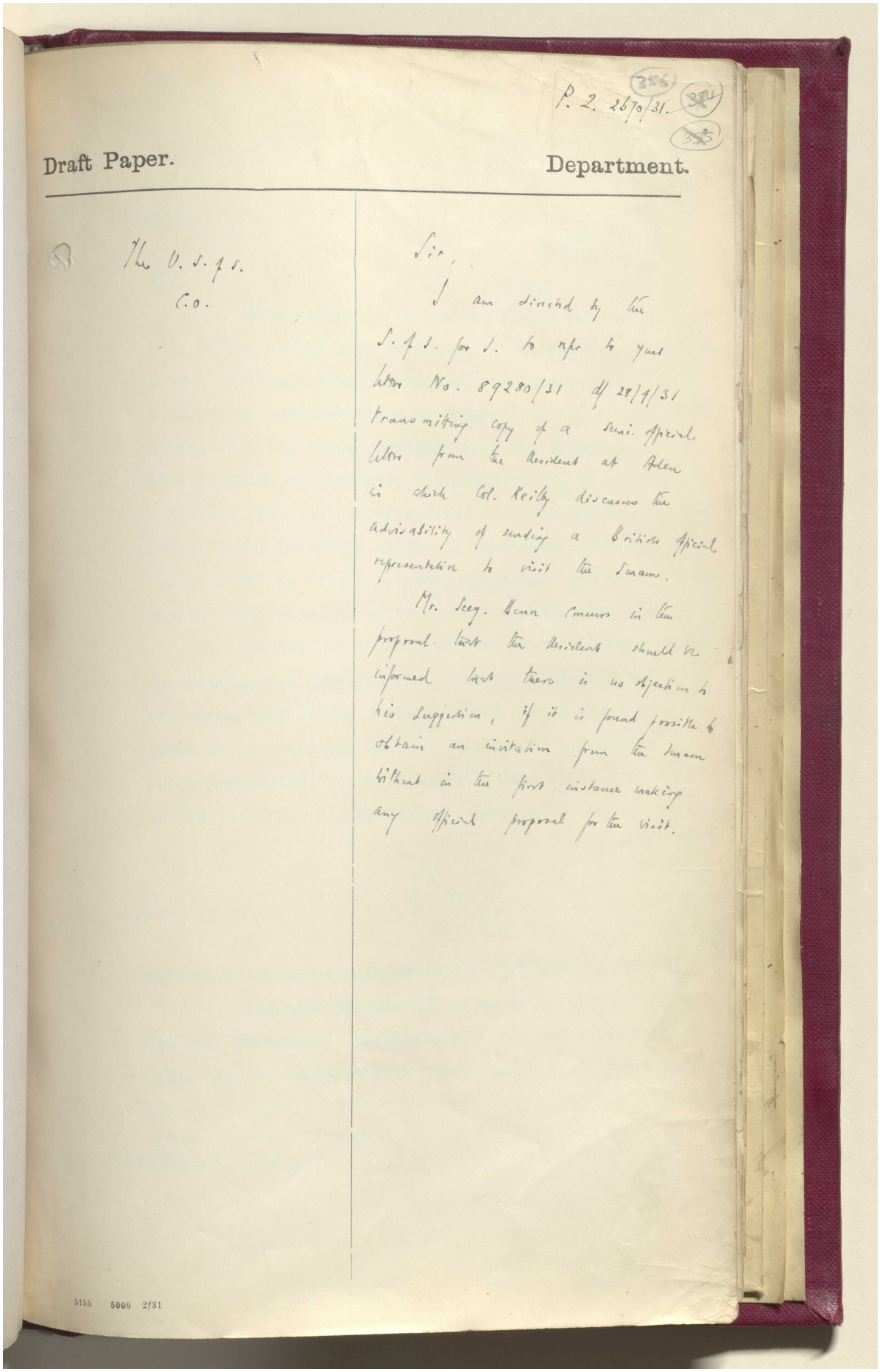

P. 2. 2670/31.

356
357
355

Draft Paper. Department.

The U.S. of S.
C.O.

Sir,

I am directed by the S. of S. for I. to refer to your letter No. 89280/31 of 28/4/31 transmitting copy of a Secret Official letter from the Resident at Aden in which Col. Reilly discusses the advisability of sending a British Official representative to visit the Imam.

Mr. Secy. Benn concurs in the proposal that the Resident should be informed that there is no objection to his suggestion, if it is found possible to obtain an invitation from the Imam without in the first instance making any official proposal for the visit.

5155 5000 2/31

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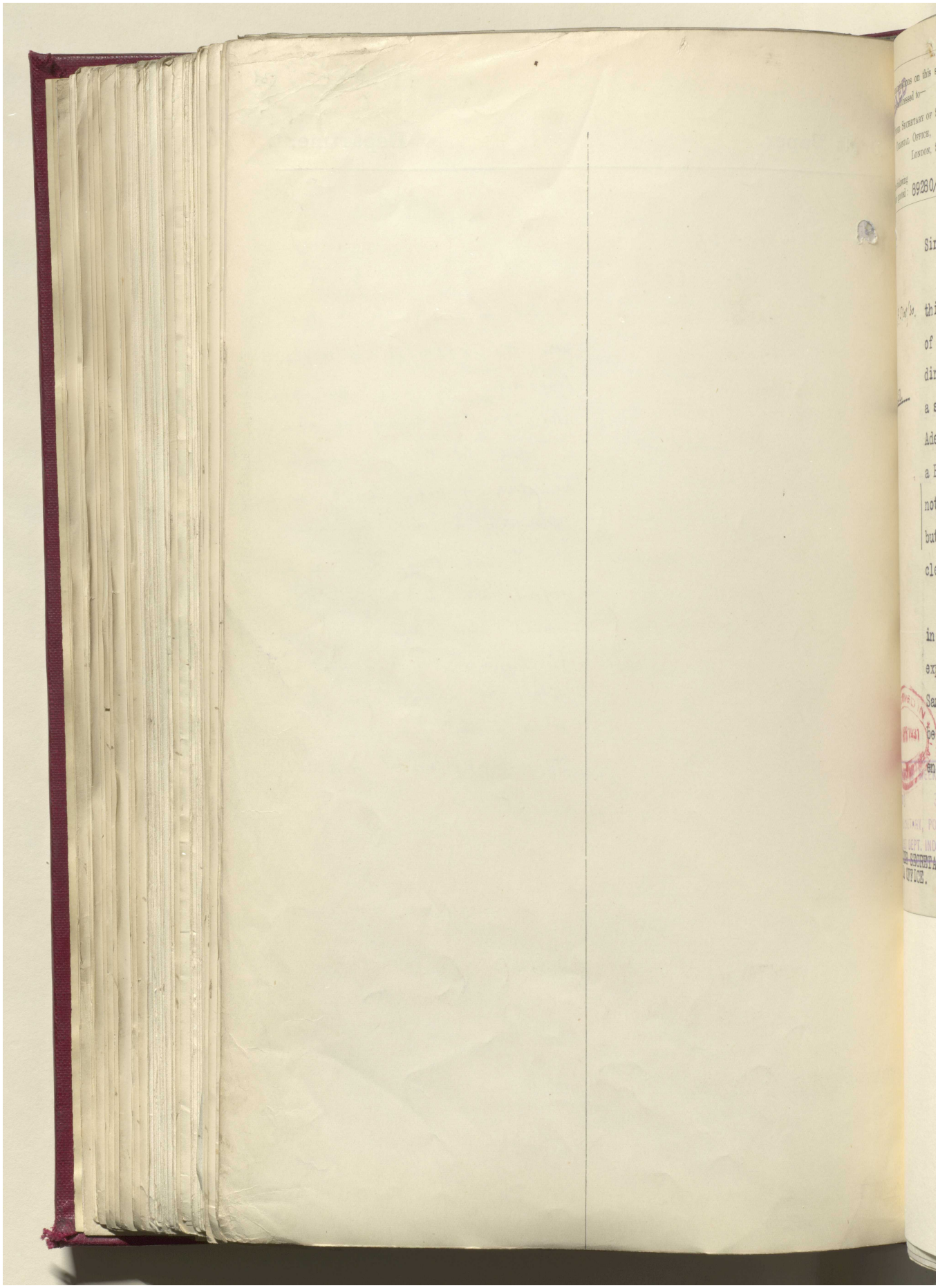

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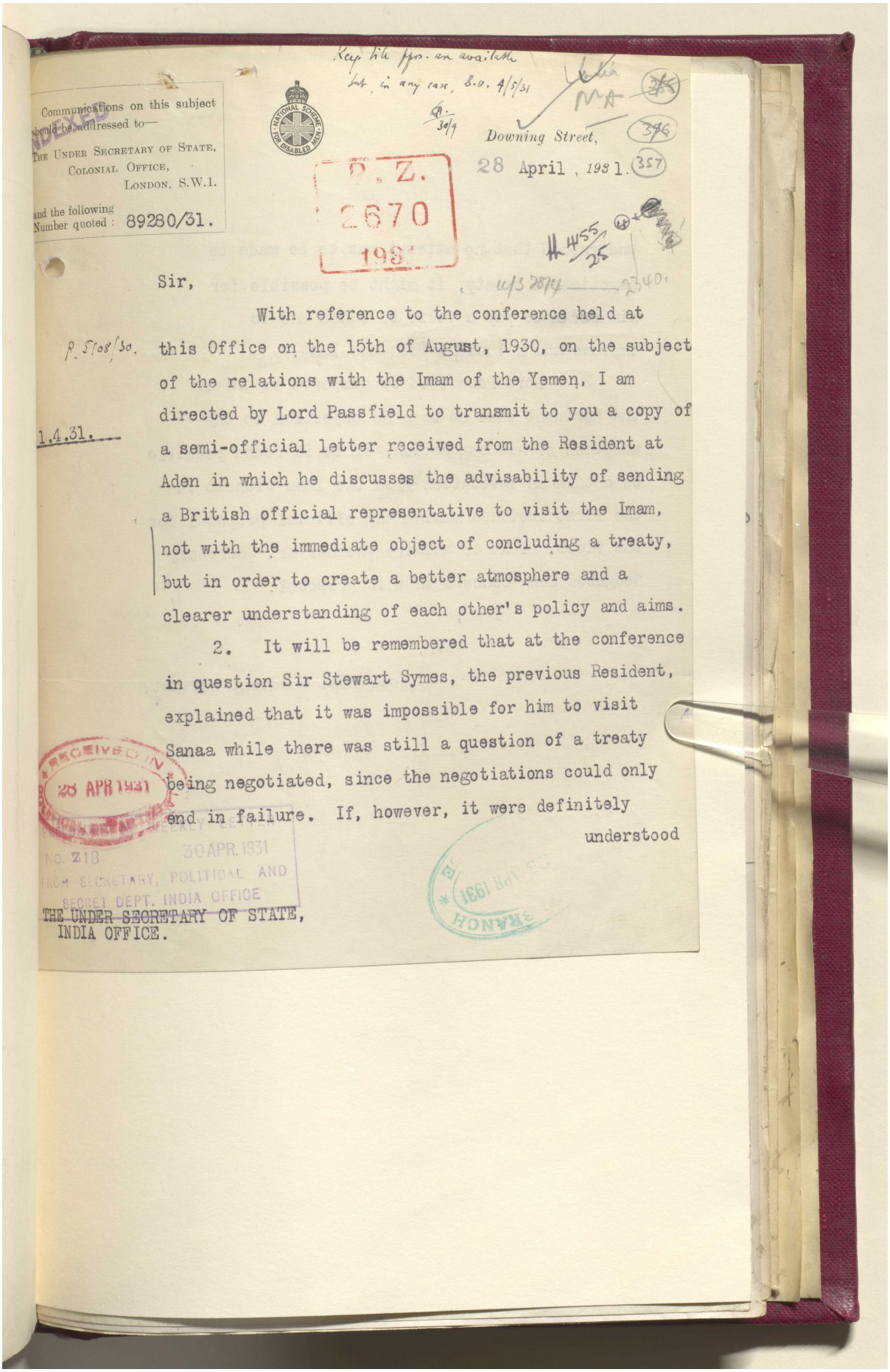

Keep file pps. on available but, in any case, S.O. 4/5/31

Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 89280/31.

Downing Street,
28 April, 1931.

P. Z. 2670 1931

Sir,

With reference to the conference held at this Office on the 15th of August, 1930, on the subject of the relations with the Imam of the Yemen, I am directed by Lord Passfield to transmit to you a copy of a semi-official letter received from the Resident at Aden in which he discusses the advisability of sending a British official representative to visit the Imam, not with the immediate object of concluding a treaty, but in order to create a better atmosphere and a clearer understanding of each other's policy and aims.

2. It will be remembered that at the conference in question Sir Stewart Symes, the previous Resident, explained that it was impossible for him to visit Sanaa while there was still a question of a treaty being negotiated, since the negotiations could only end in failure. If, however, it were definitely understood

P. 5708/30. 1.4.31.

RECEIVED IN 28 APR 1931

30 APR 1931 No. Z18 FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

THE UNDER SECRETARY OF STATE,
INDIA OFFICE.

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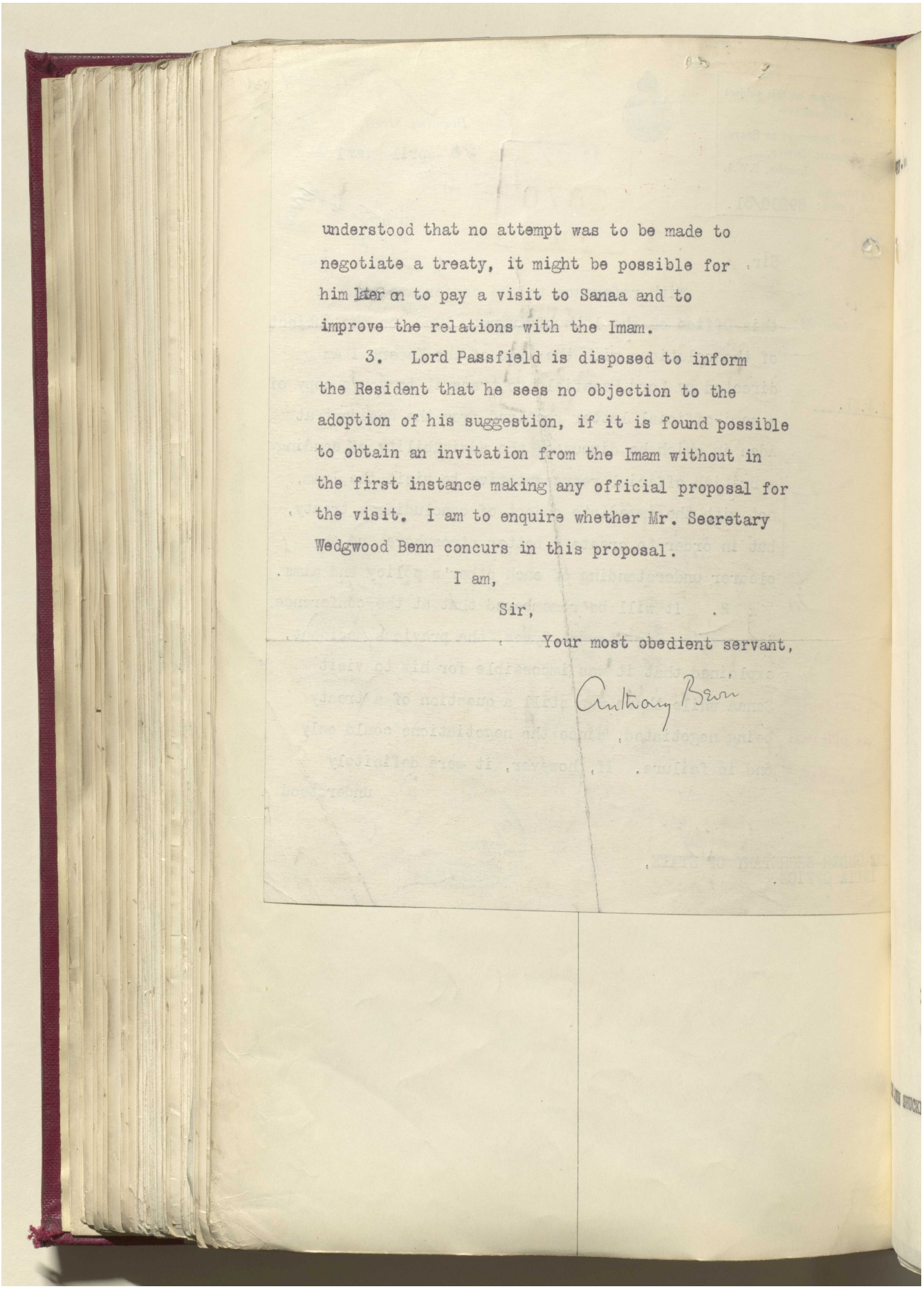

understood that no attempt was to be made to negotiate a treaty, it might be possible for him later on to pay a visit to Sanaa and to improve the relations with the Imam.

3. Lord Passfield is disposed to inform the Resident that he sees no objection to the adoption of his suggestion, if it is found possible to obtain an invitation from the Imam without in the first instance making any official proposal for the visit. I am to enquire whether Mr. Secretary Wedgwood Benn concurs in this proposal.

I am,

Sir,

Your most obedient servant,

Anthony Benn

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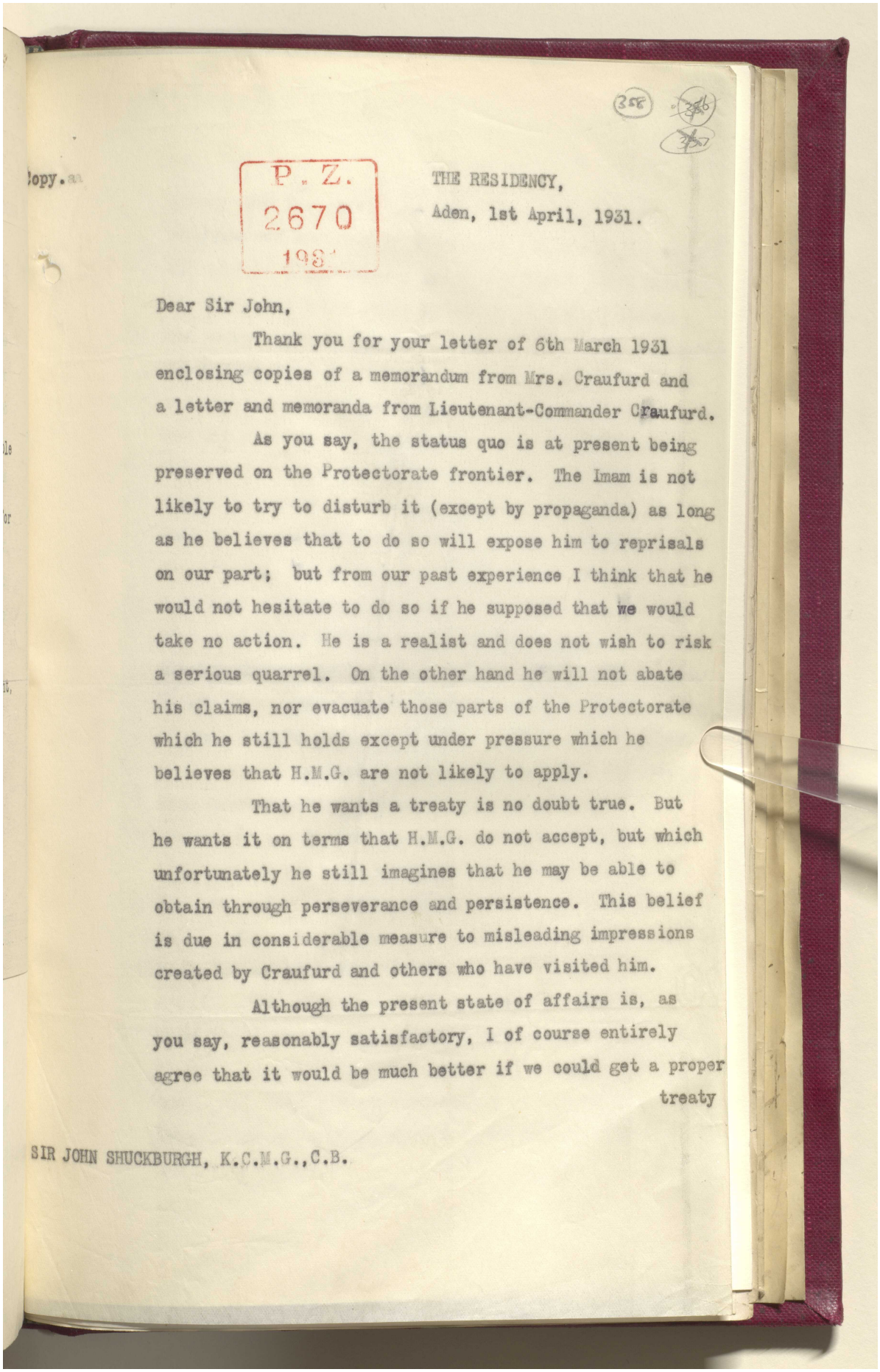

358 356 357

Copy.

P. Z.
2670
193

THE RESIDENCY,
Aden, 1st April, 1931.

Dear Sir John,

Thank you for your letter of 6th March 1931 enclosing copies of a memorandum from Mrs. Craufurd and a letter and memoranda from Lieutenant-Commander Craufurd.

As you say, the status quo is at present being preserved on the Protectorate frontier. The Imam is not likely to try to disturb it (except by propaganda) as long as he believes that to do so will expose him to reprisals on our part; but from our past experience I think that he would not hesitate to do so if he supposed that we would take no action. He is a realist and does not wish to risk a serious quarrel. On the other hand he will not abate his claims, nor evacuate those parts of the Protectorate which he still holds except under pressure which he believes that H.M.G. are not likely to apply.

That he wants a treaty is no doubt true. But he wants it on terms that H.M.G. do not accept, but which unfortunately he still imagines that he may be able to obtain through perseverance and persistence. This belief is due in considerable measure to misleading impressions created by Craufurd and others who have visited him.

Although the present state of affairs is, as you say, reasonably satisfactory, I of course entirely agree that it would be much better if we could get a proper treaty

SIR JOHN SHUCKBURGH, K.C.M.G.,C.B.

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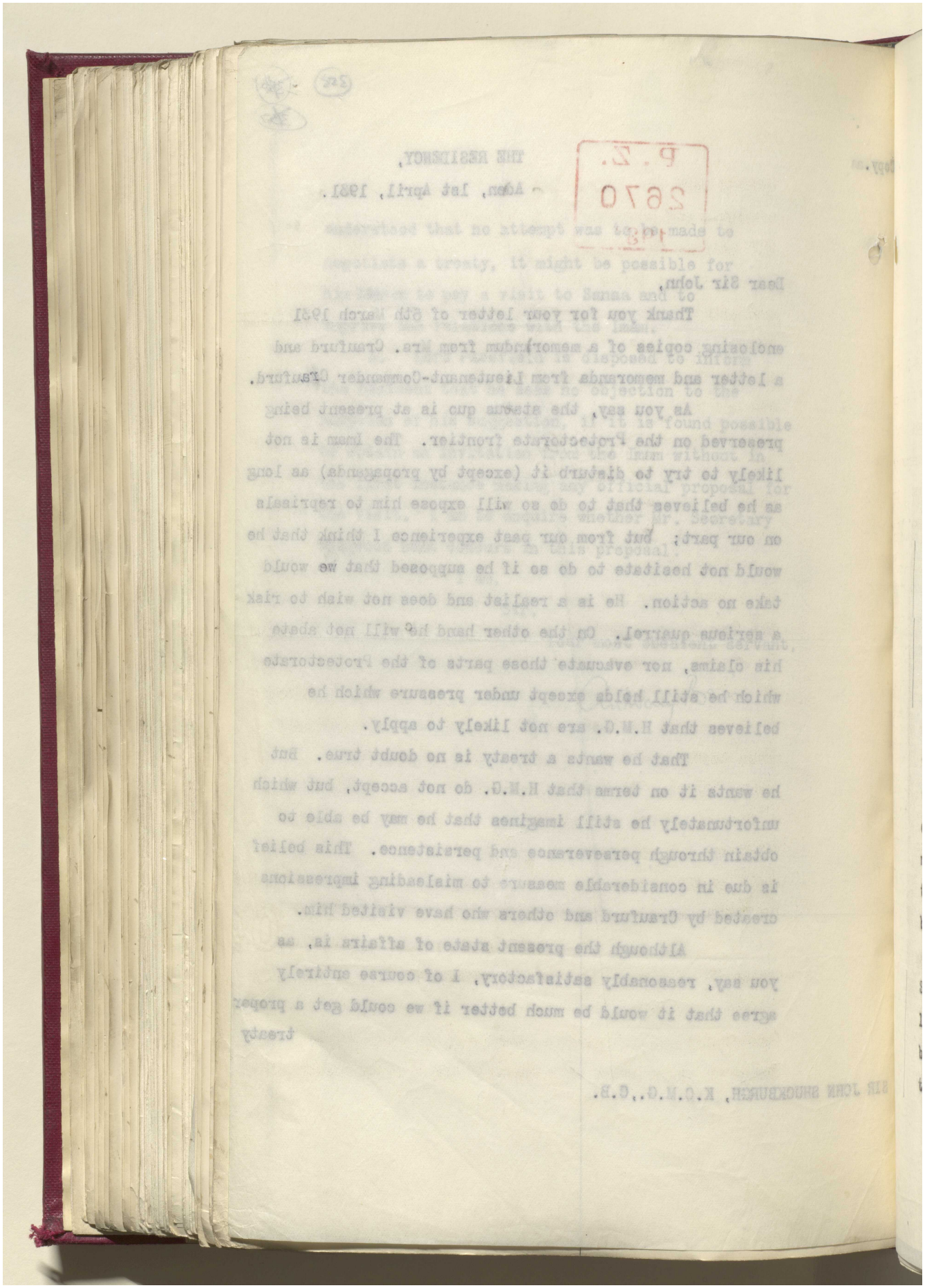

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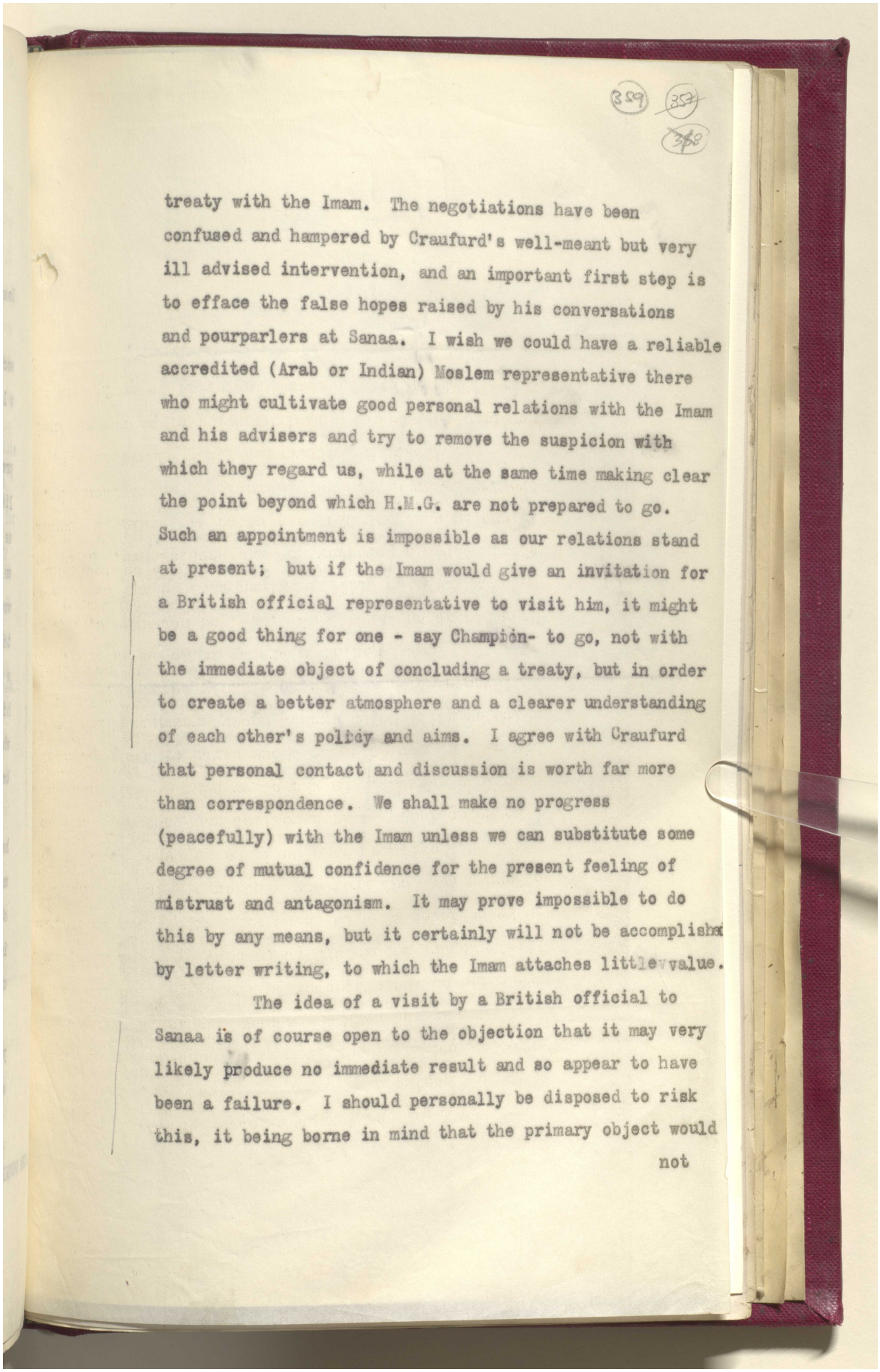

359 357 358

treaty with the Imam. The negotiations have been confused and hampered by Craufurd's well-meant but very ill advised intervention, and an important first step is to efface the false hopes raised by his conversations and pourparlers at Sanaa. I wish we could have a reliable accredited (Arab or Indian) Moslem representative there who might cultivate good personal relations with the Imam and his advisers and try to remove the suspicion with which they regard us, while at the same time making clear the point beyond which H.M.G. are not prepared to go. Such an appointment is impossible as our relations stand at present; but if the Imam would give an invitation for a British official representative to visit him, it might be a good thing for one - say Champion- to go, not with the immediate object of concluding a treaty, but in order to create a better atmosphere and a clearer understanding of each other's policy and aims. I agree with Craufurd that personal contact and discussion is worth far more than correspondence. We shall make no progress (peacefully) with the Imam unless we can substitute some degree of mutual confidence for the present feeling of mistrust and antagonism. It may prove impossible to do this by any means, but it certainly will not be accomplished by letter writing, to which the Imam attaches little value.

The idea of a visit by a British official to Sanaa is of course open to the objection that it may very likely produce no immediate result and so appear to have been a failure. I should personally be disposed to risk this, it being borne in mind that the primary object would not

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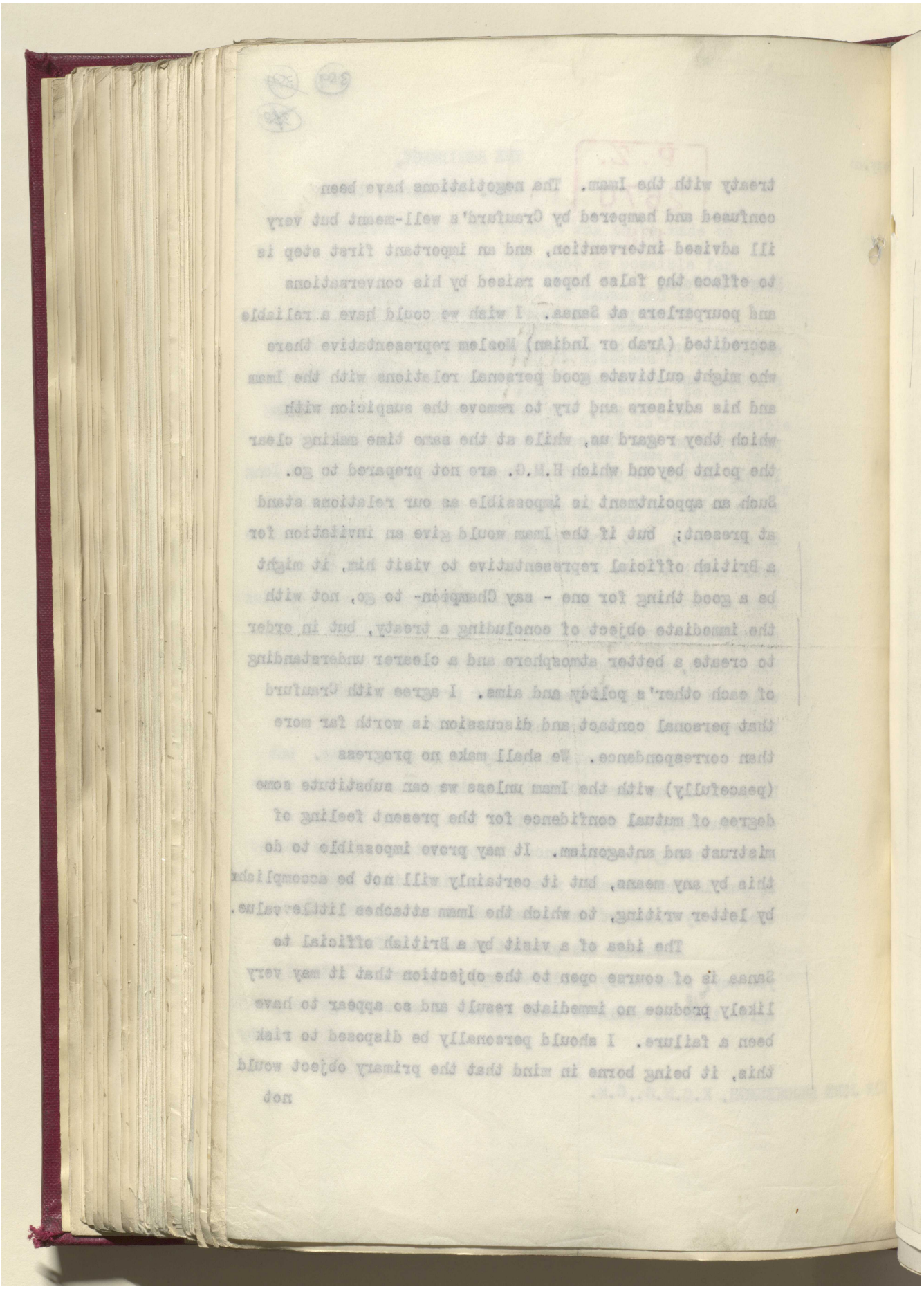

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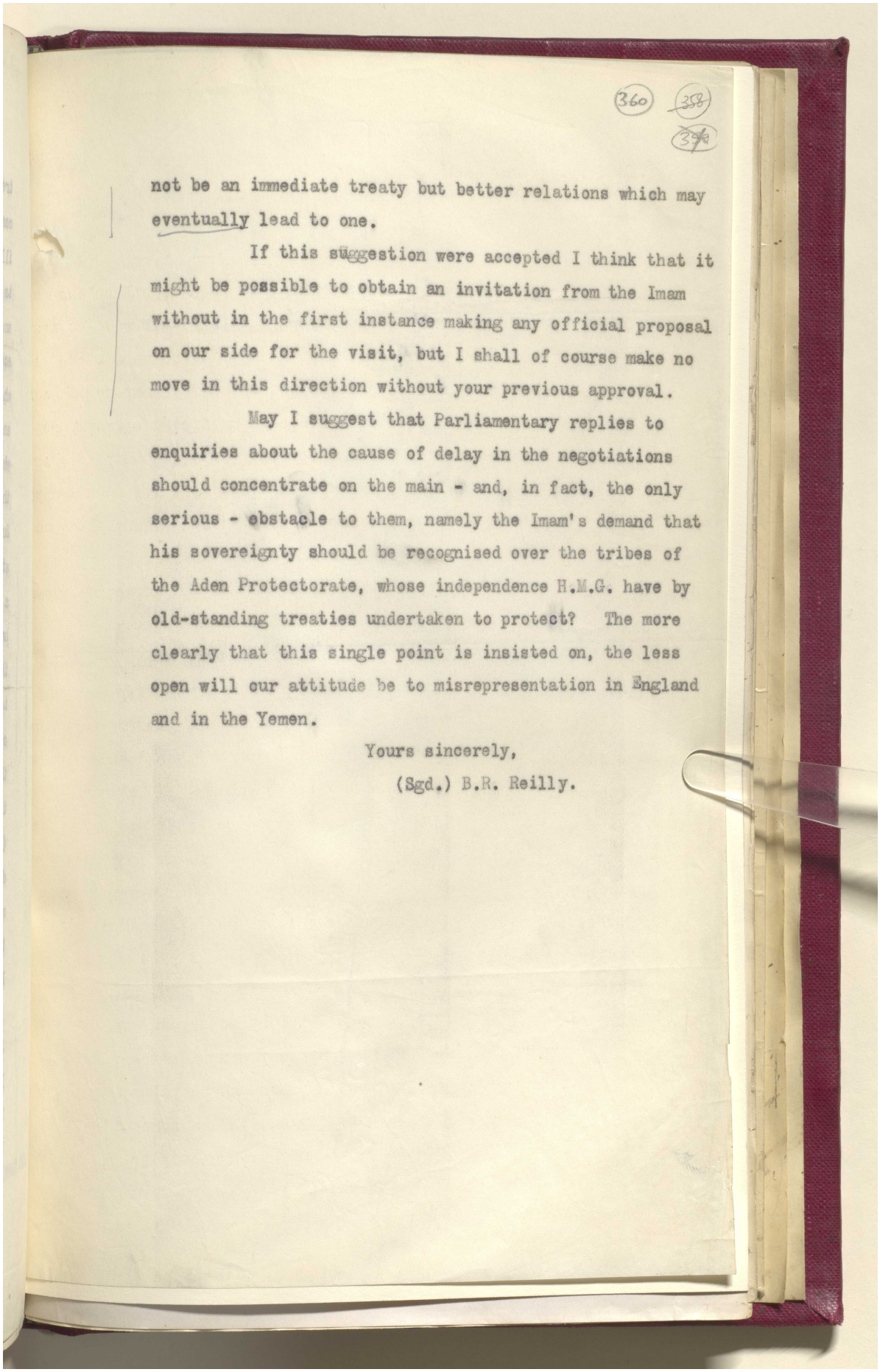

(360) (358) (359)

not be an immediate treaty but better relations which may eventually lead to one.

If this suggestion were accepted I think that it might be possible to obtain an invitation from the Imam without in the first instance making any official proposal on our side for the visit, but I shall of course make no move in this direction without your previous approval.

May I suggest that Parliamentary replies to enquiries about the cause of delay in the negotiations should concentrate on the main - and, in fact, the only serious - obstacle to them, namely the Imam's demand that his sovereignty should be recognised over the tribes of the Aden Protectorate, whose independence H.M.G. have by old-standing treaties undertaken to protect? The more clearly that this single point is insisted on, the less open will our attitude be to misrepresentation in England and in the Yemen.

Yours sincerely,

(Sgd.) B.R. Reilly.

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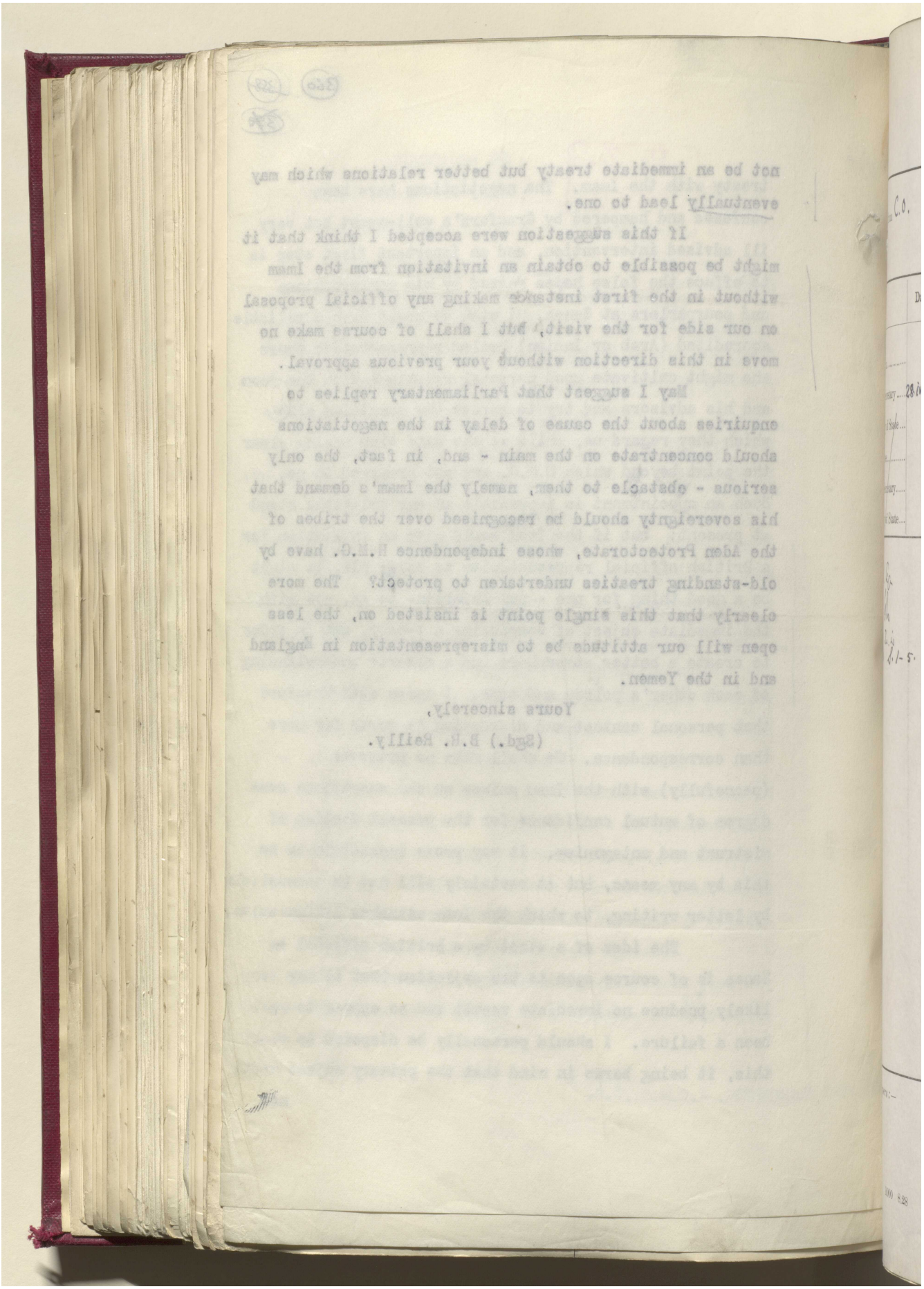

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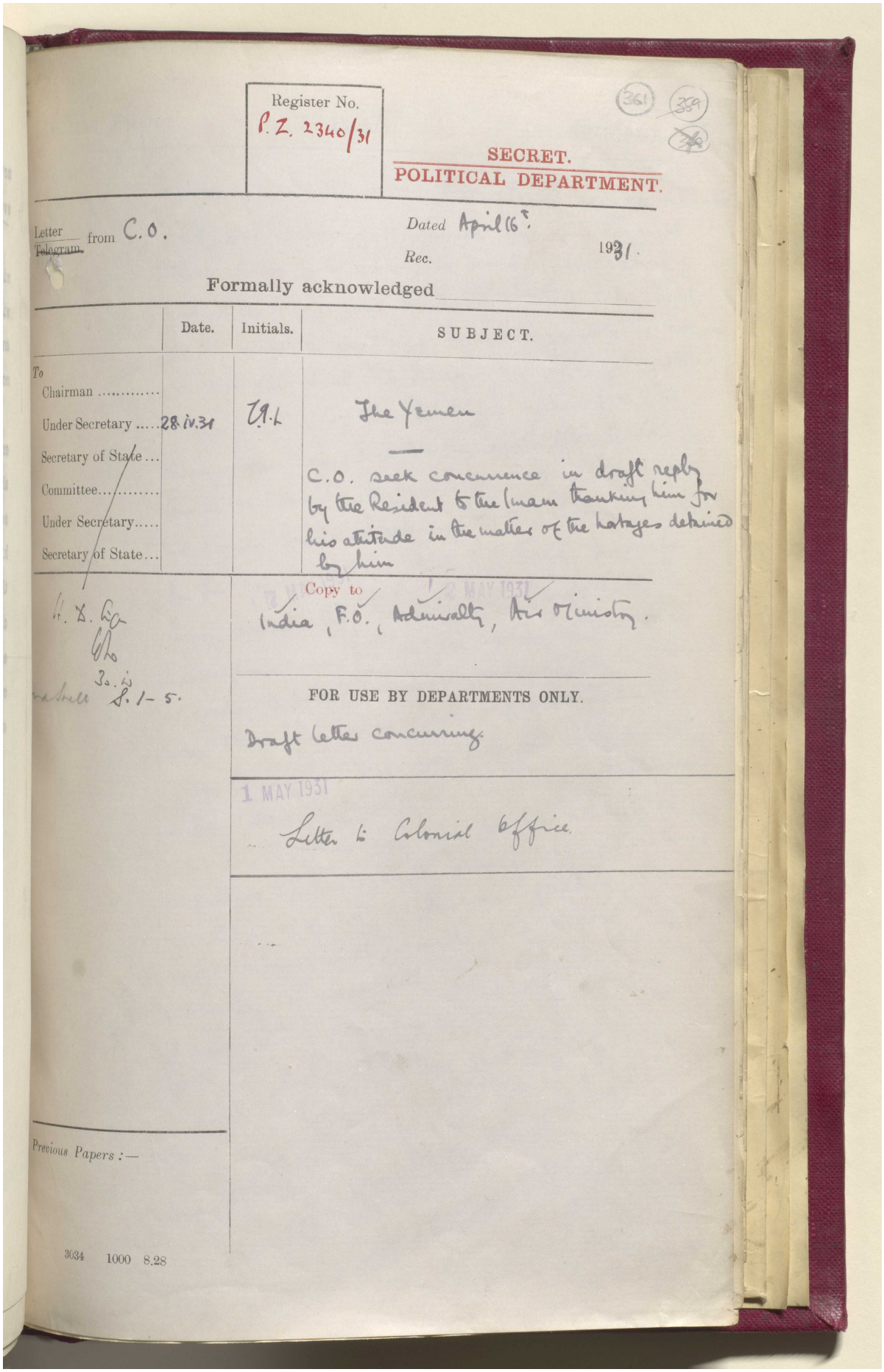

Register No.
P. Z. 2340/31

(361) (389) (388)

SECRET.
POLITICAL DEPARTMENT.

Letter ~~Telegram~~ from C.O.

Dated April 16th 1931.

Rec.

Formally acknowledged

| | Date. | Initials. | SUBJECT. |
|---|---|---|---|
| To Chairman ..... | | | |
| Under Secretary ..... | 28.iv.31 | [illegible] | The Yemen |
| Secretary of State ... | | | C.O. seek concurrence in draft reply by the Resident to the Imam thanking him for his attitude in the matter of the hostages detained by him |
| Committee..... | | | |
| Under Secretary..... | | | |
| Secretary of State... | | | |

H. D. Eg
[illegible]
30.iv
[illegible] S. 1-5.

Copy to
India, F.O., Admiralty, Air Ministry.

FOR USE BY DEPARTMENTS ONLY.

Draft letter concurring.

1 MAY 1931

Letter to Colonial Office.

Previous Papers :—

3034 1000 8.28

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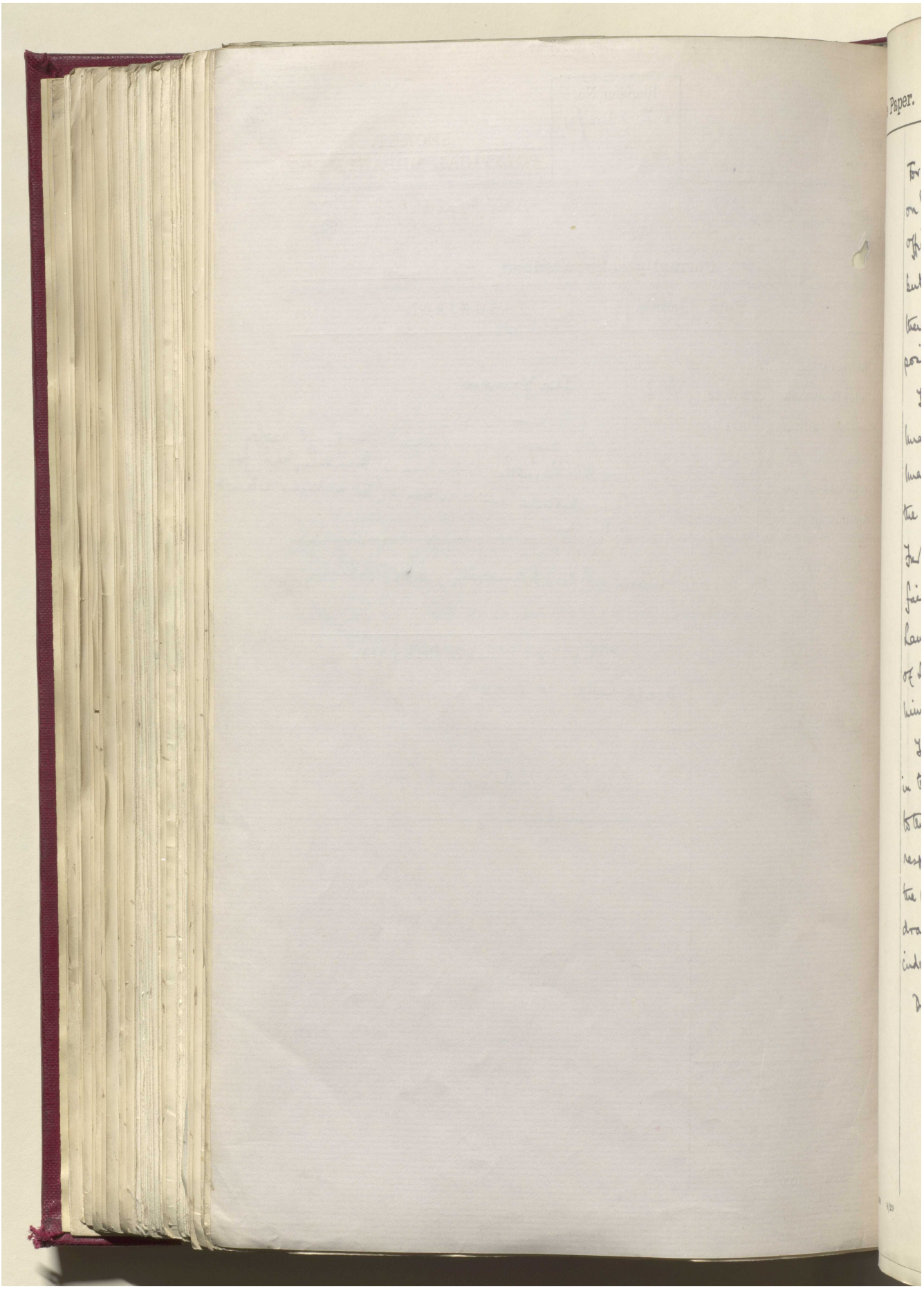

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Minute Paper. P.Z. 2340/31 Department.

(362) (360) (361)

For the position last August please see the minute on P. 5108/30 (flagged). Since then the Colonial Office have not given us much information, but it is clear from the Imam's latest letter that there is still a deadlock ~~in~~ with regard to the main position and that the Imam has not yet yielded.

The question of the hostages detained by the Imam was raised in the Resident's letter to the Imam of May 6th. (P. 3232/30) but in his reply the Imam made no reference to this matter. (P. 4233) Further representations to H.H. have produced fairly satisfactory results and should Lord Lamington raise the subject again in the House of Lords, a more satisfactory answer can be given him than was given last ~~September~~ December.

The Colonial Office now seek our concurrence in the ~~letter~~ answer which the Resident proposes to address to the Imam, thanking him for his attitude in respect of the hostages and briefly recapitulating the position of H.M.G. in the main question. The draft seems unobjectionable and anyway only indirectly concerns this office.

Draft to C.O. concurring.

A.J. Harley
28.4.31.

3818A 5000 8/29

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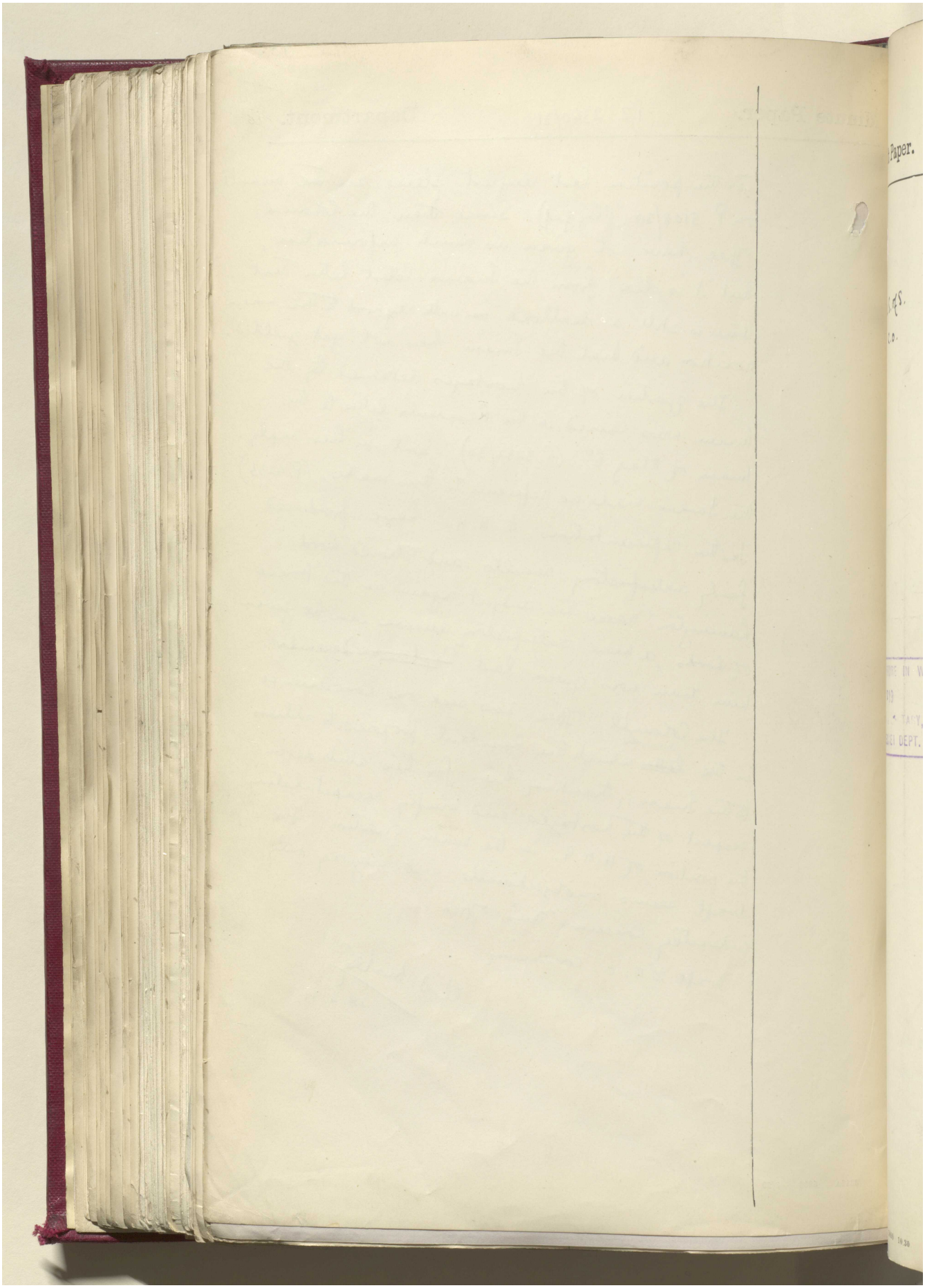

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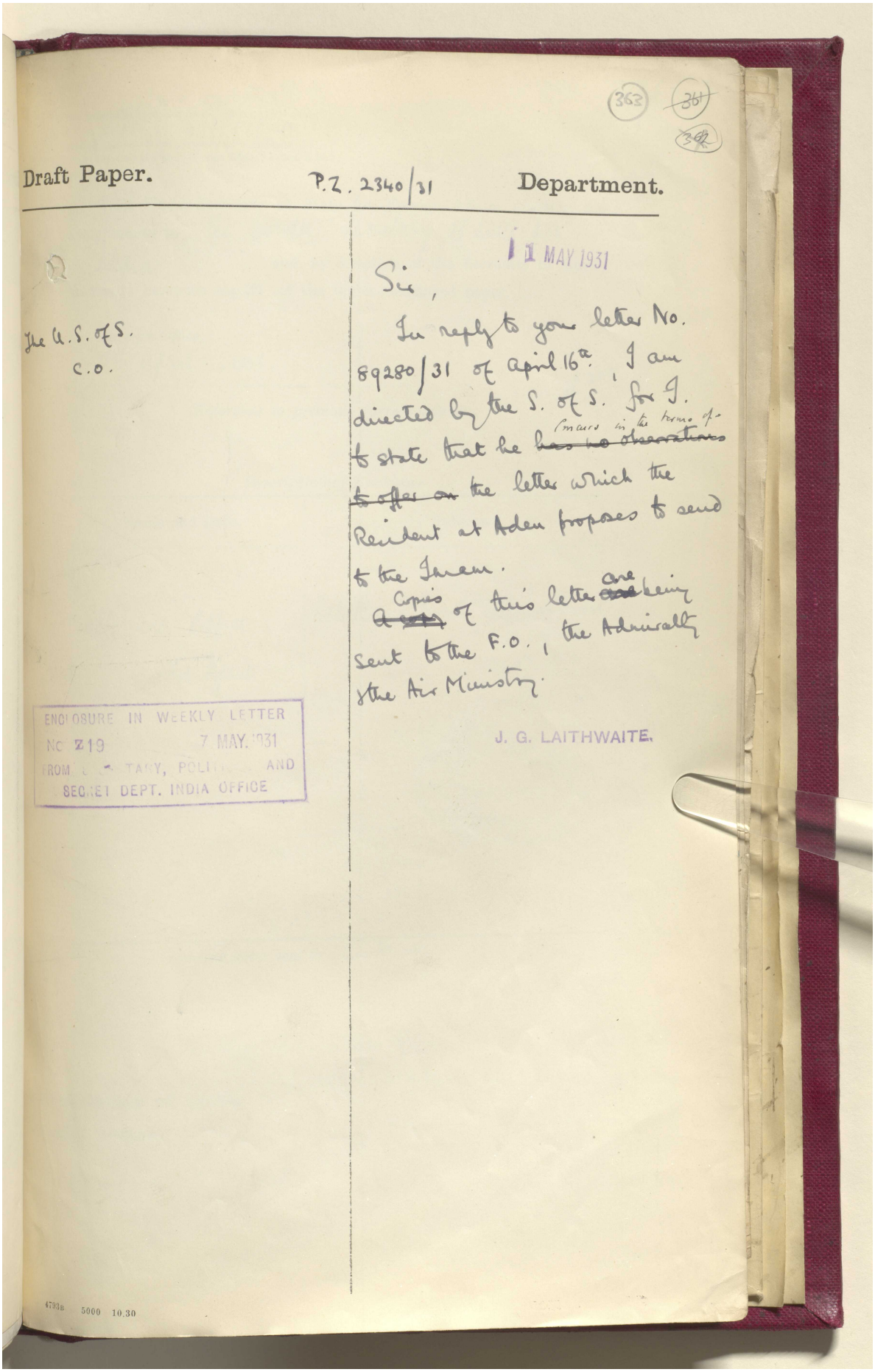

(363) (364) (362)

Draft Paper. P.Z. 2340/31 Department.

11 MAY 1931

The U.S. of S.
C.O.

Sir,

In reply to your letter No. 89280/31 of April 16th, I am directed by the S. of S. for I. to state that he ~~has no observations to offer on~~ concurs in the terms of the letter which the Resident at Aden proposes to send to the Imam.

Copies of this letter are being sent to the F.O., the Admiralty & the Air Ministry.

J. G. LAITHWAITE.

ENCLOSURE IN WEEKLY LETTER
No. Z19 7 MAY 1931
FROM POLITICAL AND SECRET DEPT. INDIA OFFICE

4793B 5000 10.30

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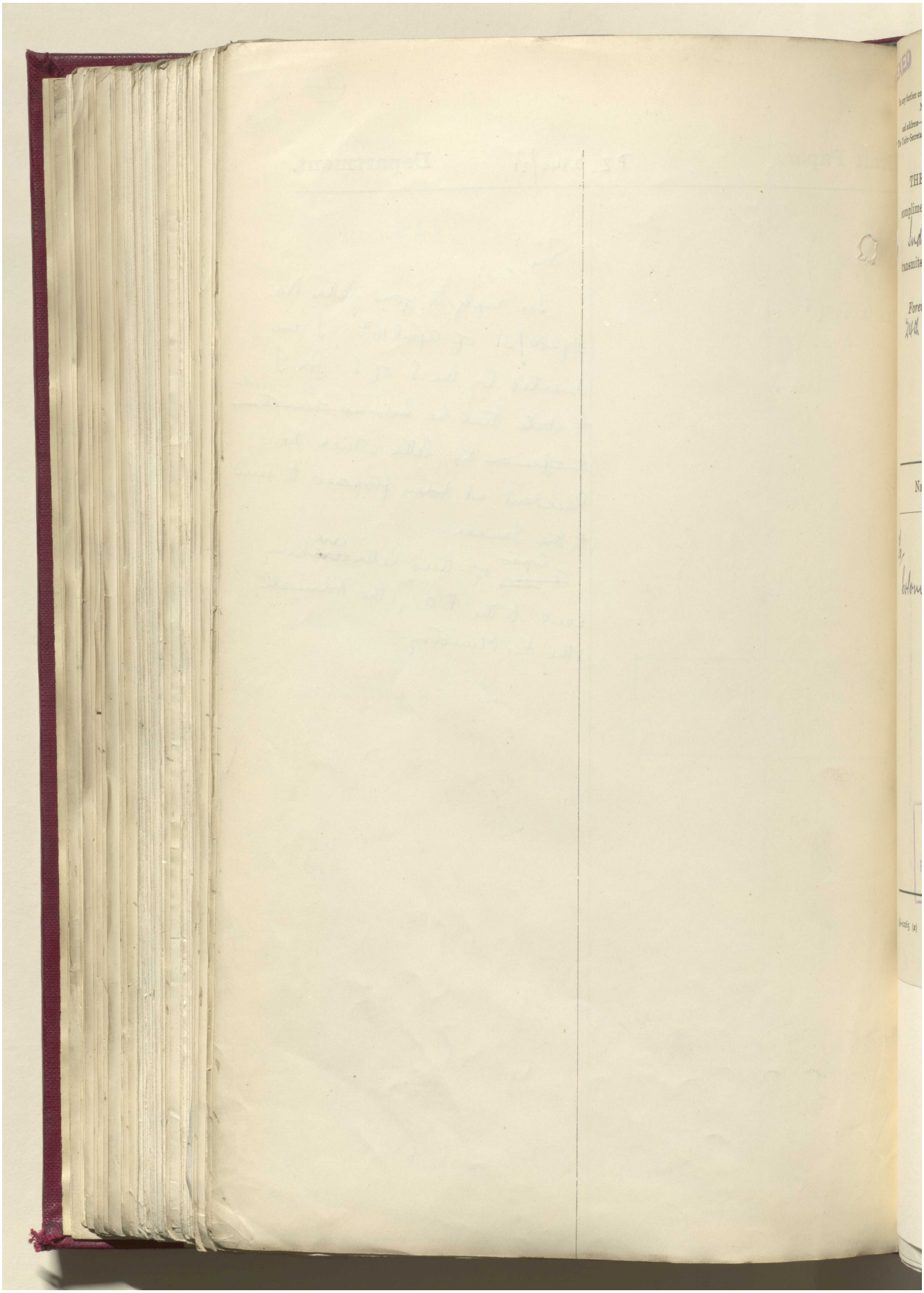

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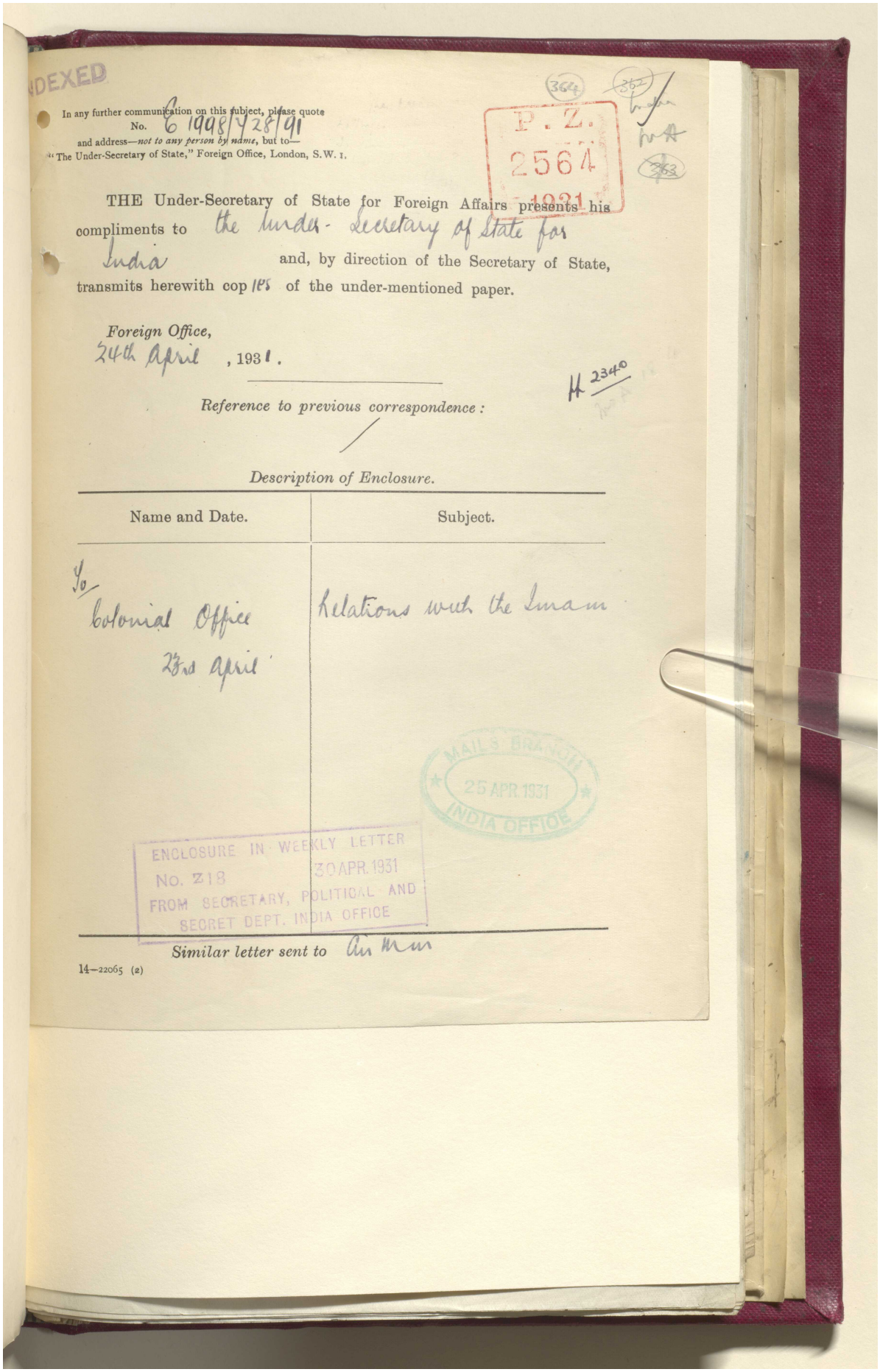

INDEXED

In any further communication on this subject, please quote
No. C 1998/428/91
and address—*not to any person by name*, but to—
"The Under-Secretary of State," Foreign Office, London, S.W. 1.

(364) (362) (363)

P. Z.
2564
1931

THE Under-Secretary of State for Foreign Affairs presents his compliments to the Under-Secretary of State for India and, by direction of the Secretary of State, transmits herewith cop 1/5 of the under-mentioned paper.

*Foreign Office,*
24th April, 1931.

H 2340

*Reference to previous correspondence:*

*Description of Enclosure.*

| Name and Date. | Subject. |
|---|---|
| Yo Colonial Office 23rd April | Relations with the Imam |

MAILS BRANCH 25 APR 1931 INDIA OFFICE

ENCLOSURE IN WEEKLY LETTER
No. 218 30 APR 1931
FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

*Similar letter sent to* Air Min

14—22065 (2)

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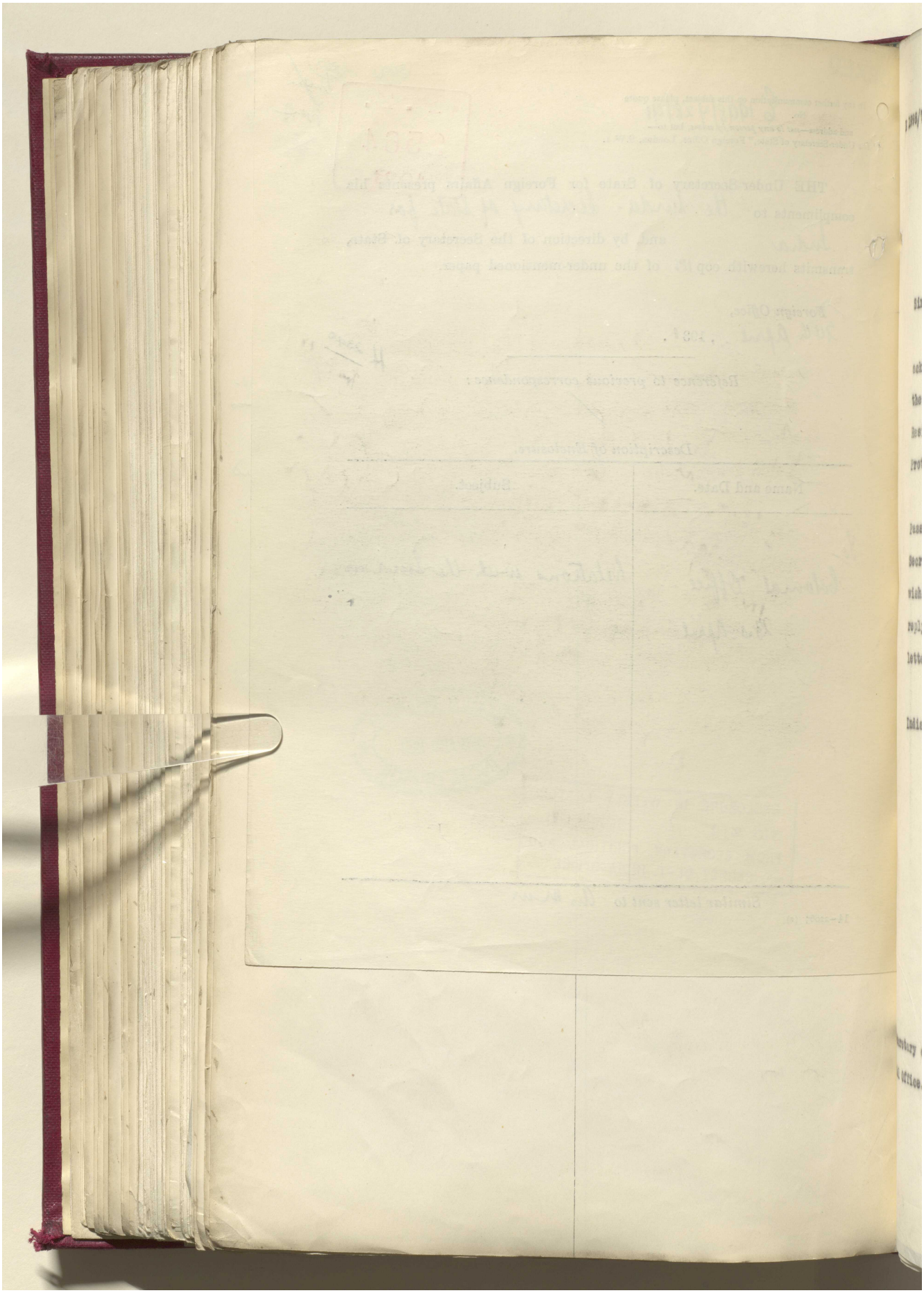

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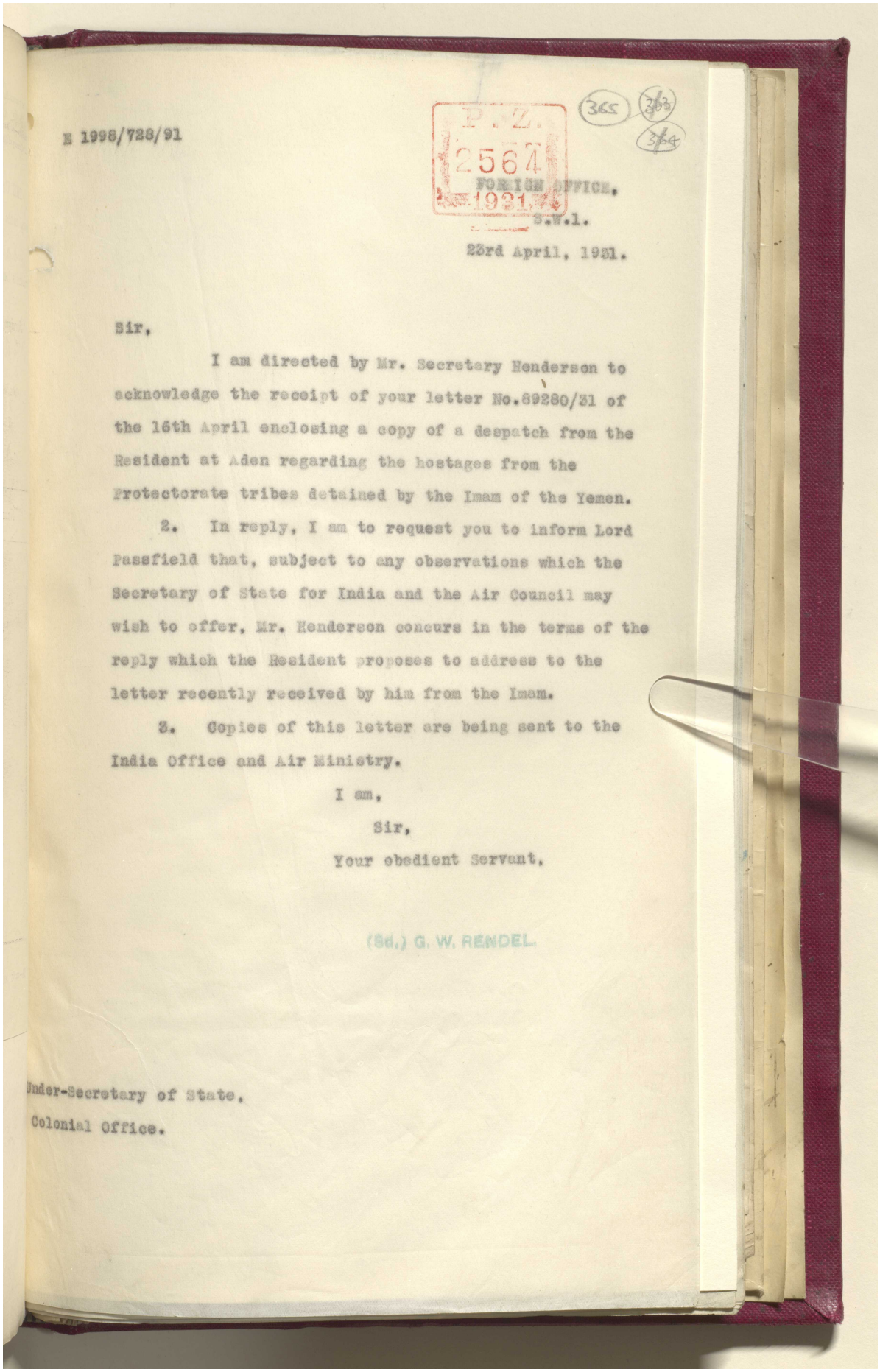

E 1998/728/91

P.Z. 2564 FOREIGN OFFICE, 1931 S.W.1.

365 363 364

23rd April, 1931.

Sir,

I am directed by Mr. Secretary Henderson to acknowledge the receipt of your letter No.89280/31 of the 16th April enclosing a copy of a despatch from the Resident at Aden regarding the hostages from the Protectorate tribes detained by the Imam of the Yemen.

2. In reply, I am to request you to inform Lord Passfield that, subject to any observations which the Secretary of State for India and the Air Council may wish to offer, Mr. Henderson concurs in the terms of the reply which the Resident proposes to address to the letter recently received by him from the Imam.

3. Copies of this letter are being sent to the India Office and Air Ministry.

I am,

Sir,

Your obedient Servant,

(Sd.) G. W. RENDEL.

Under-Secretary of State,

Colonial Office.

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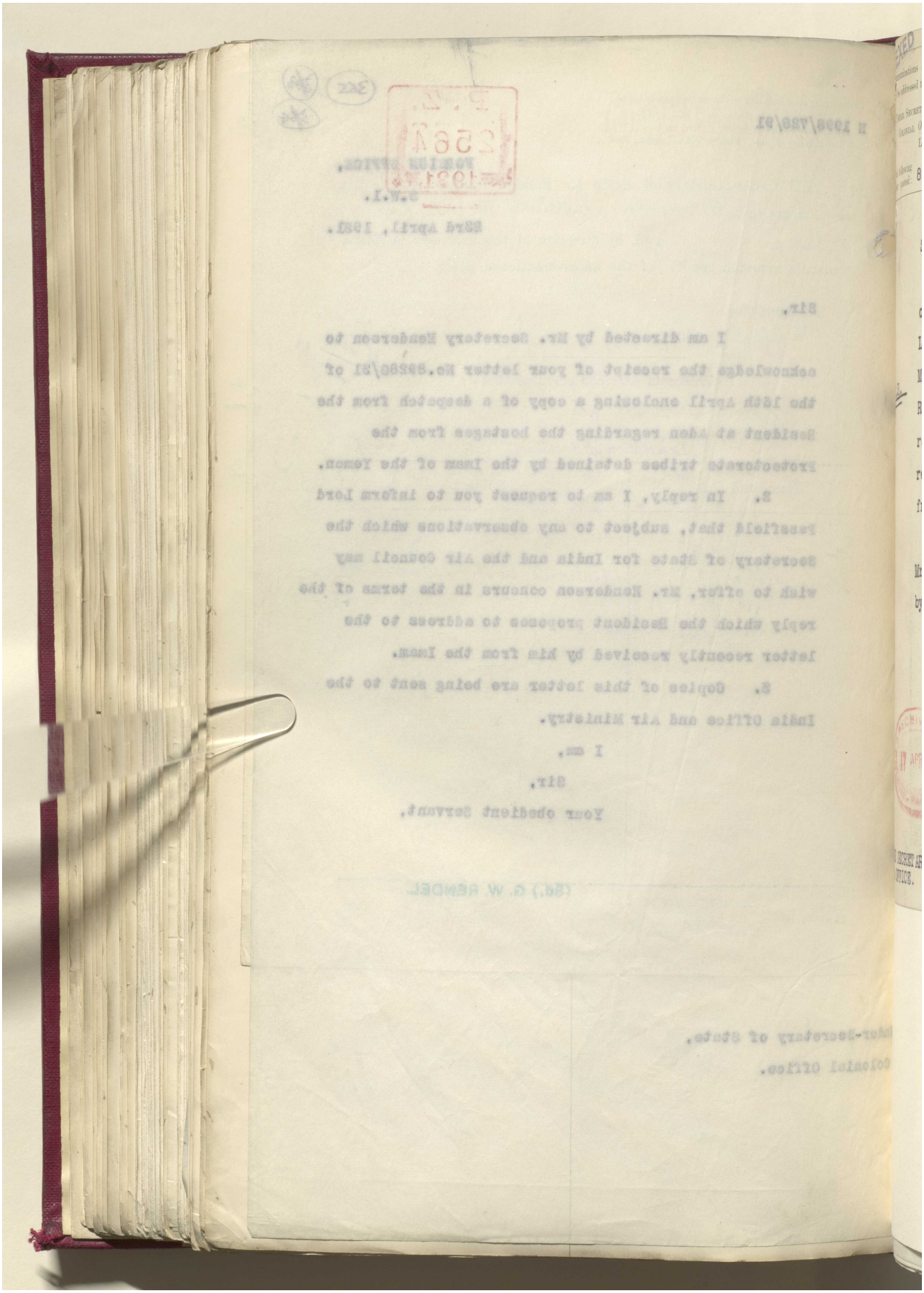

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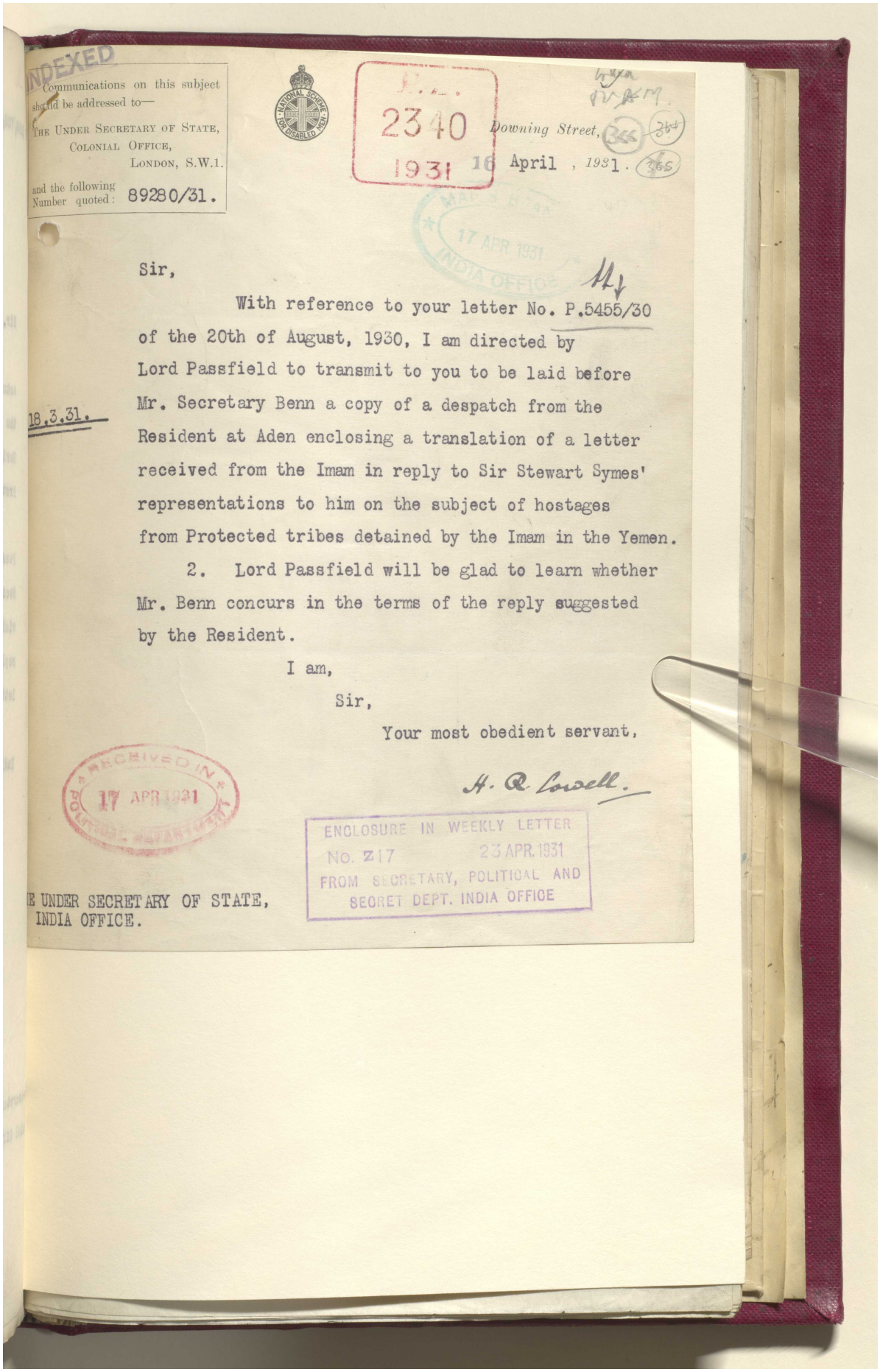

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Communications on this subject should be addressed to—
THE UNDER SECRETARY OF STATE,
COLONIAL OFFICE,
LONDON, S.W.1.
and the following Number quoted: 89280/31.

NATIONAL SCHEME FOR DISABLED MEN

P.Z. 2340 1931

Downing Street, 16 April, 1931.

MAIL'S BEAM 17 APR 1931 INDIA OFFICE

Sir,

With reference to your letter No. P.5455/30 of the 20th of August, 1930, I am directed by Lord Passfield to transmit to you to be laid before Mr. Secretary Benn a copy of a despatch from the Resident at Aden enclosing a translation of a letter received from the Imam in reply to Sir Stewart Symes' representations to him on the subject of hostages from Protected tribes detained by the Imam in the Yemen.

18.3.31.

2. Lord Passfield will be glad to learn whether Mr. Benn concurs in the terms of the reply suggested by the Resident.

I am,

Sir,

Your most obedient servant,

H. R. Lowell.

RECEIVED IN POLITICAL DEPARTMENT 17 APR 1931

ENCLOSURE IN WEEKLY LETTER No. Z17 23 APR. 1931 FROM SECRETARY, POLITICAL AND SECRET DEPT. INDIA OFFICE

E UNDER SECRETARY OF STATE,
INDIA OFFICE.

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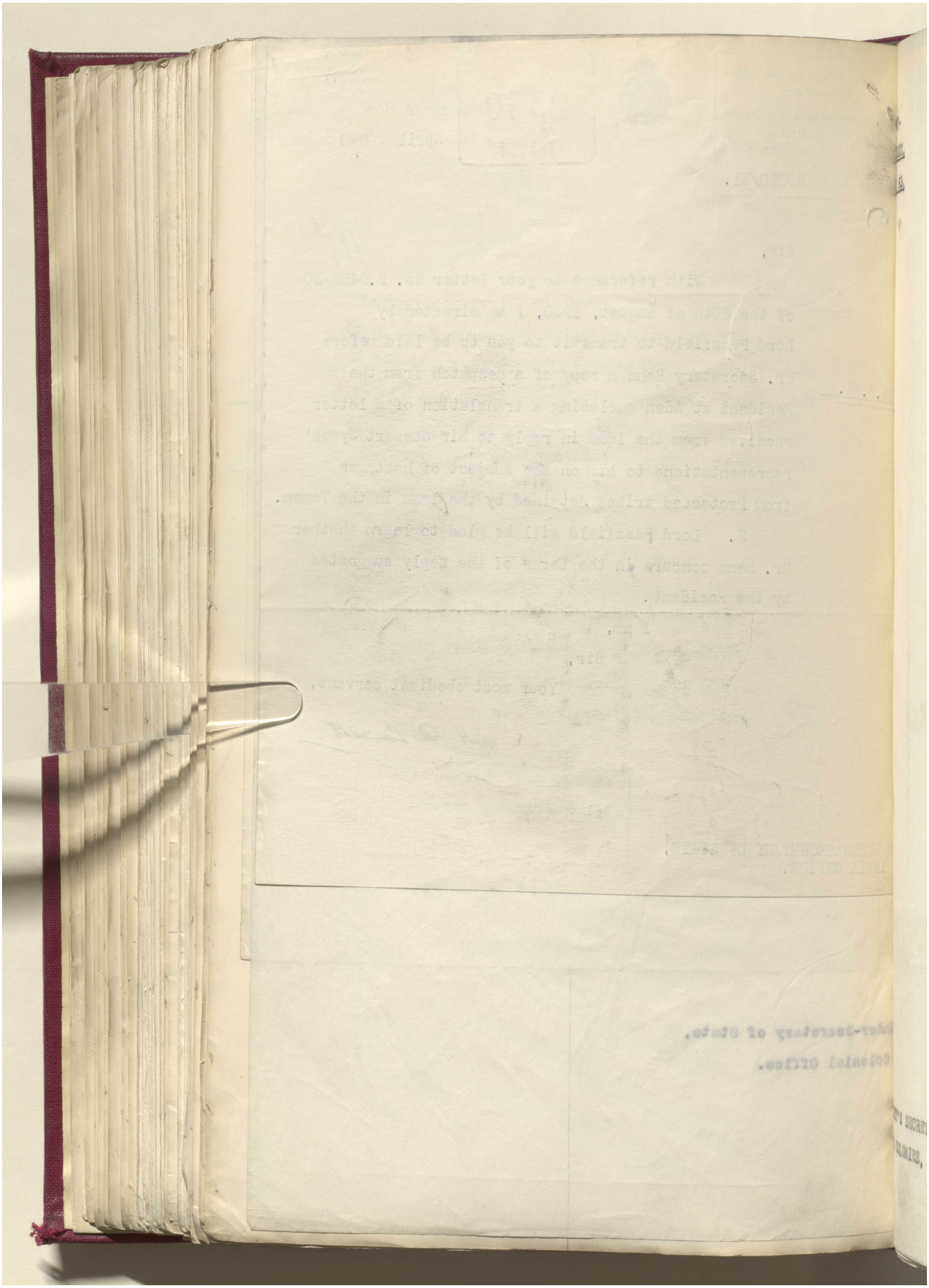

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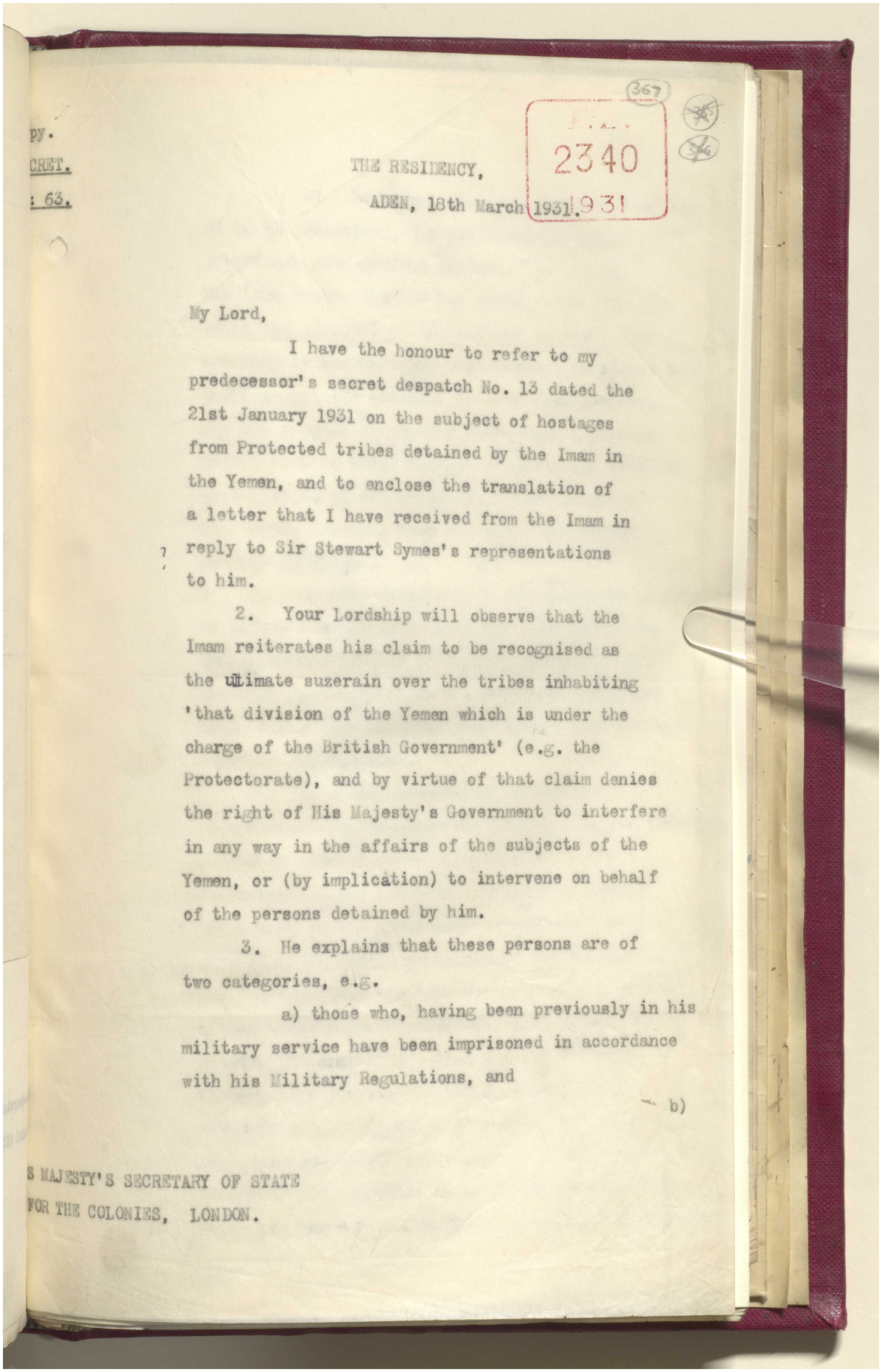

py.
CRET.
: 63.

THE RESIDENCY,
ADEN, 18th March 1931.

2340
1931

My Lord,

I have the honour to refer to my predecessor's secret despatch No. 13 dated the 21st January 1931 on the subject of hostages from Protected tribes detained by the Imam in the Yemen, and to enclose the translation of a letter that I have received from the Imam in reply to Sir Stewart Symes's representations to him.

2. Your Lordship will observe that the Imam reiterates his claim to be recognised as the ultimate suzerain over the tribes inhabiting 'that division of the Yemen which is under the charge of the British Government' (e.g. the Protectorate), and by virtue of that claim denies the right of His Majesty's Government to interfere in any way in the affairs of the subjects of the Yemen, or (by implication) to intervene on behalf of the persons detained by him.

3. He explains that these persons are of two categories, e.g.

a) those who, having been previously in his military service have been imprisoned in accordance with his Military Regulations, and

b)

S MAJESTY'S SECRETARY OF STATE
FOR THE COLONIES, LONDON.

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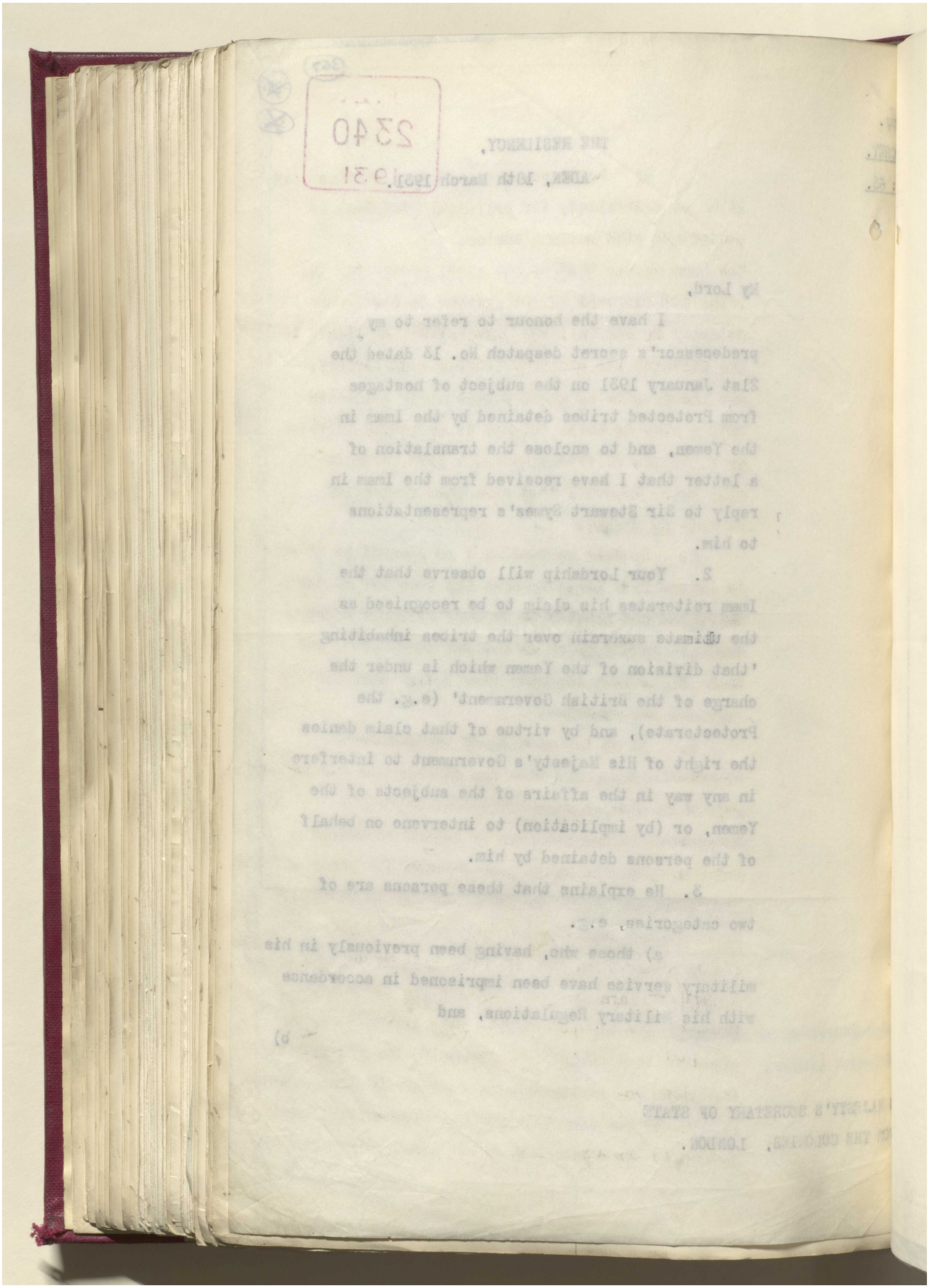

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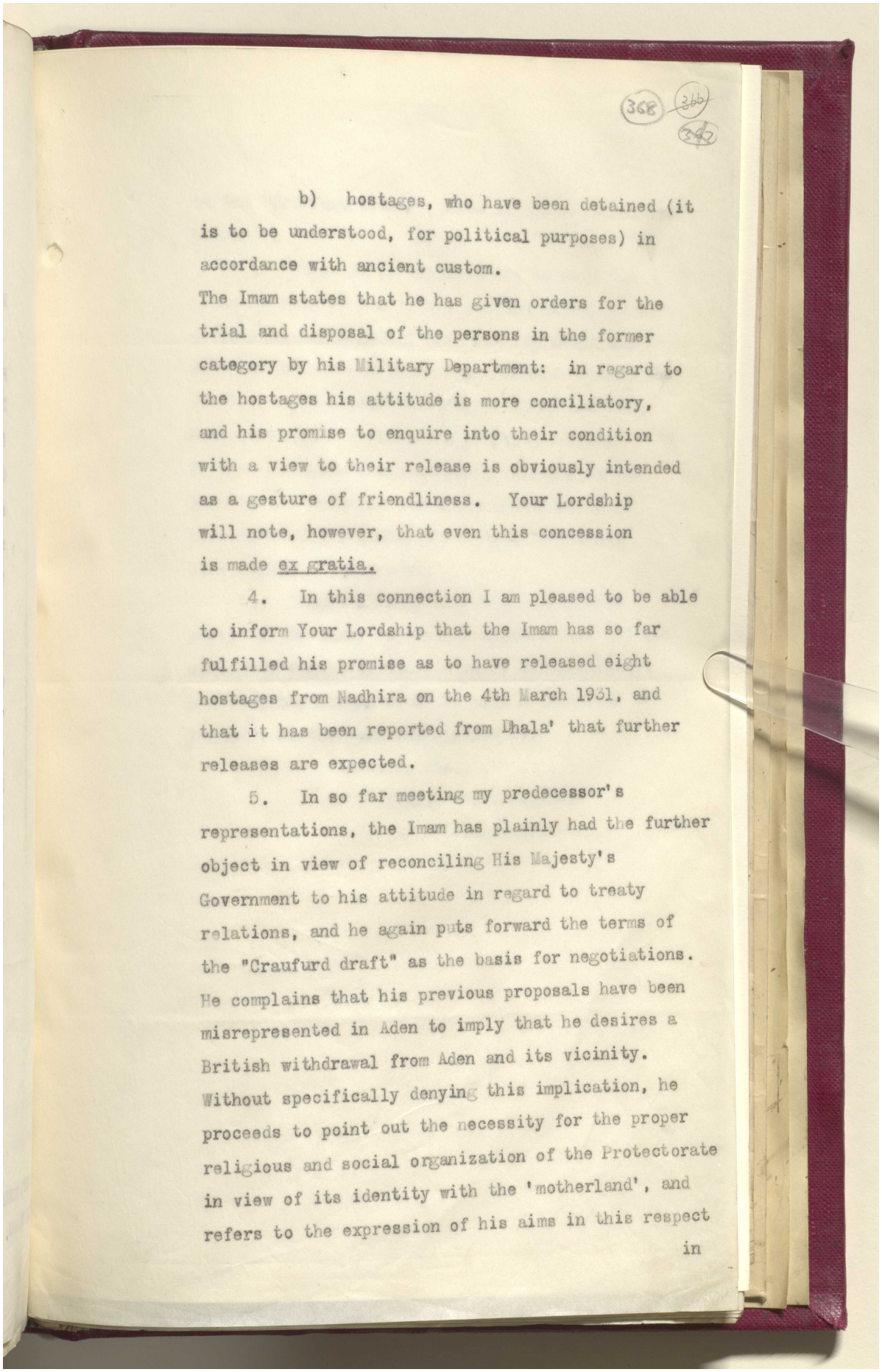

368 366 367

b) hostages, who have been detained (it is to be understood, for political purposes) in accordance with ancient custom.

The Imam states that he has given orders for the trial and disposal of the persons in the former category by his Military Department: in regard to the hostages his attitude is more conciliatory, and his promise to enquire into their condition with a view to their release is obviously intended as a gesture of friendliness. Your Lordship will note, however, that even this concession is made ex gratia.

4. In this connection I am pleased to be able to inform Your Lordship that the Imam has so far fulfilled his promise as to have released eight hostages from Nadhira on the 4th March 1951, and that it has been reported from Dhala' that further releases are expected.

5. In so far meeting my predecessor's representations, the Imam has plainly had the further object in view of reconciling His Majesty's Government to his attitude in regard to treaty relations, and he again puts forward the terms of the "Craufurd draft" as the basis for negotiations. He complains that his previous proposals have been misrepresented in Aden to imply that he desires a British withdrawal from Aden and its vicinity. Without specifically denying this implication, he proceeds to point out the necessity for the proper religious and social organization of the Protectorate in view of its identity with the 'motherland', and refers to the expression of his aims in this respect

in

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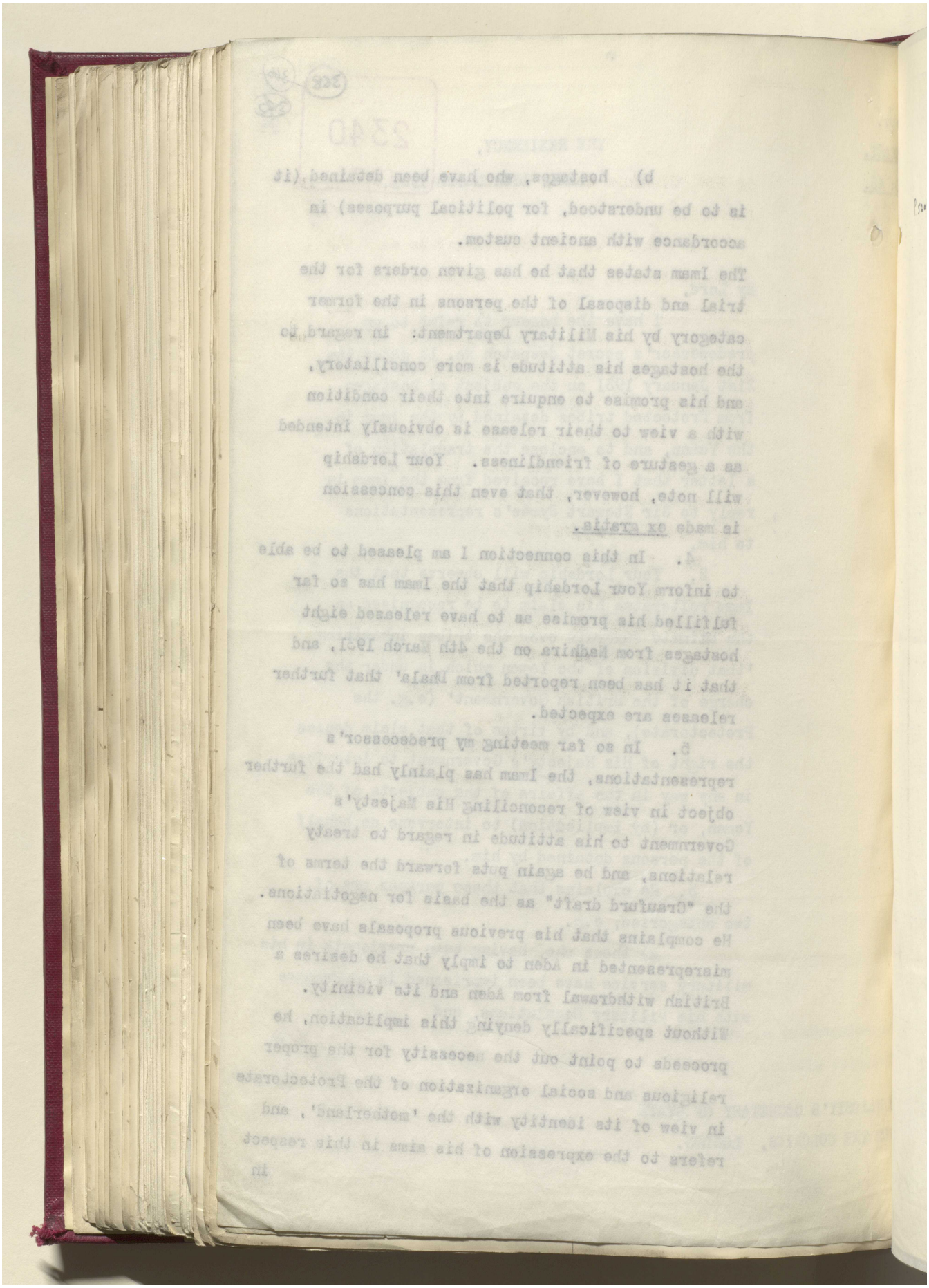

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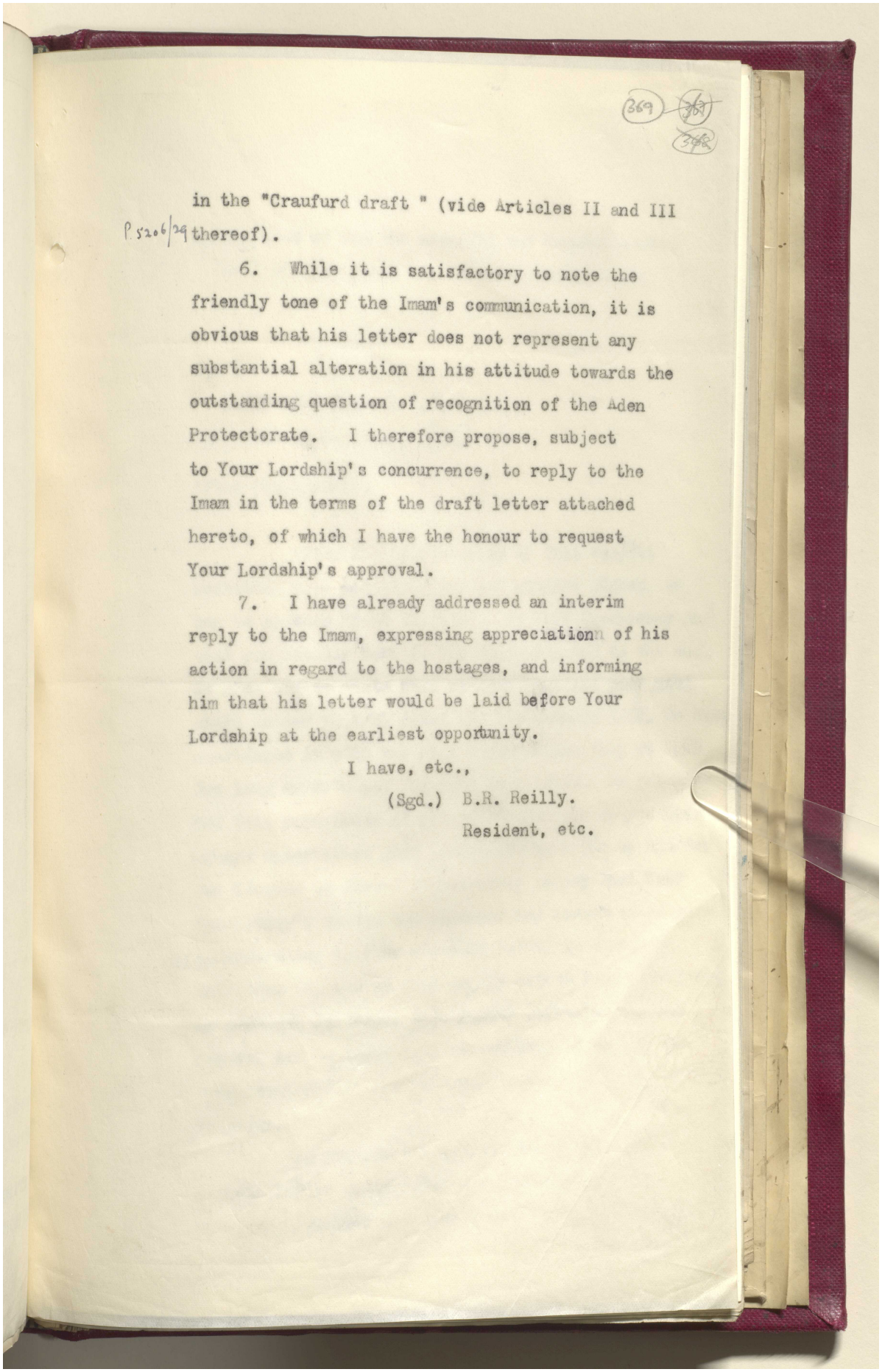

in the "Craufurd draft " (vide Articles II and III thereof).

P 5206/29

6. While it is satisfactory to note the friendly tone of the Imam's communication, it is obvious that his letter does not represent any substantial alteration in his attitude towards the outstanding question of recognition of the Aden Protectorate. I therefore propose, subject to Your Lordship's concurrence, to reply to the Imam in the terms of the draft letter attached hereto, of which I have the honour to request Your Lordship's approval.

7. I have already addressed an interim reply to the Imam, expressing appreciation of his action in regard to the hostages, and informing him that his letter would be laid before Your Lordship at the earliest opportunity.

I have, etc.,

(Sgd.) B.R. Reilly.

Resident, etc.

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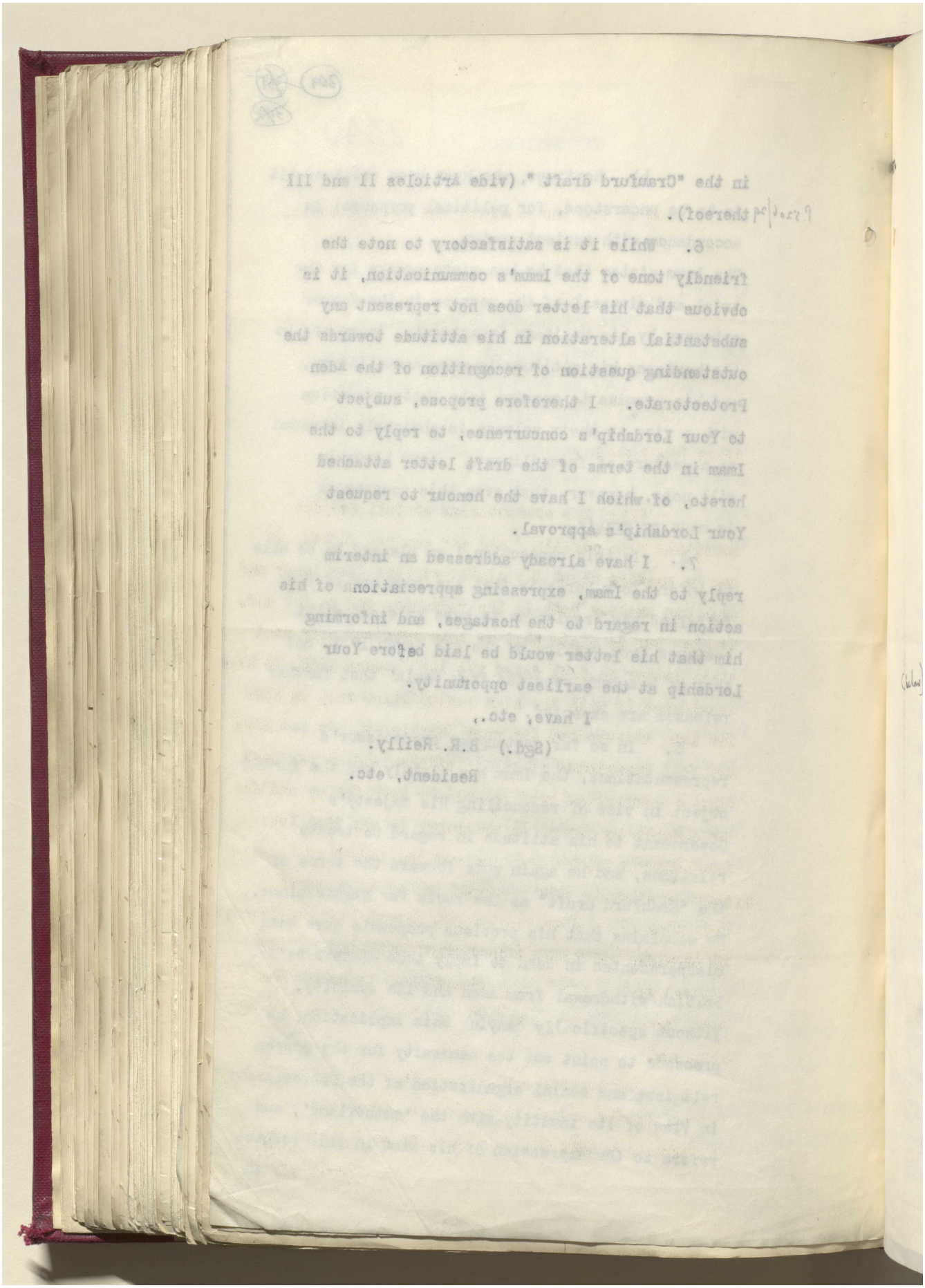

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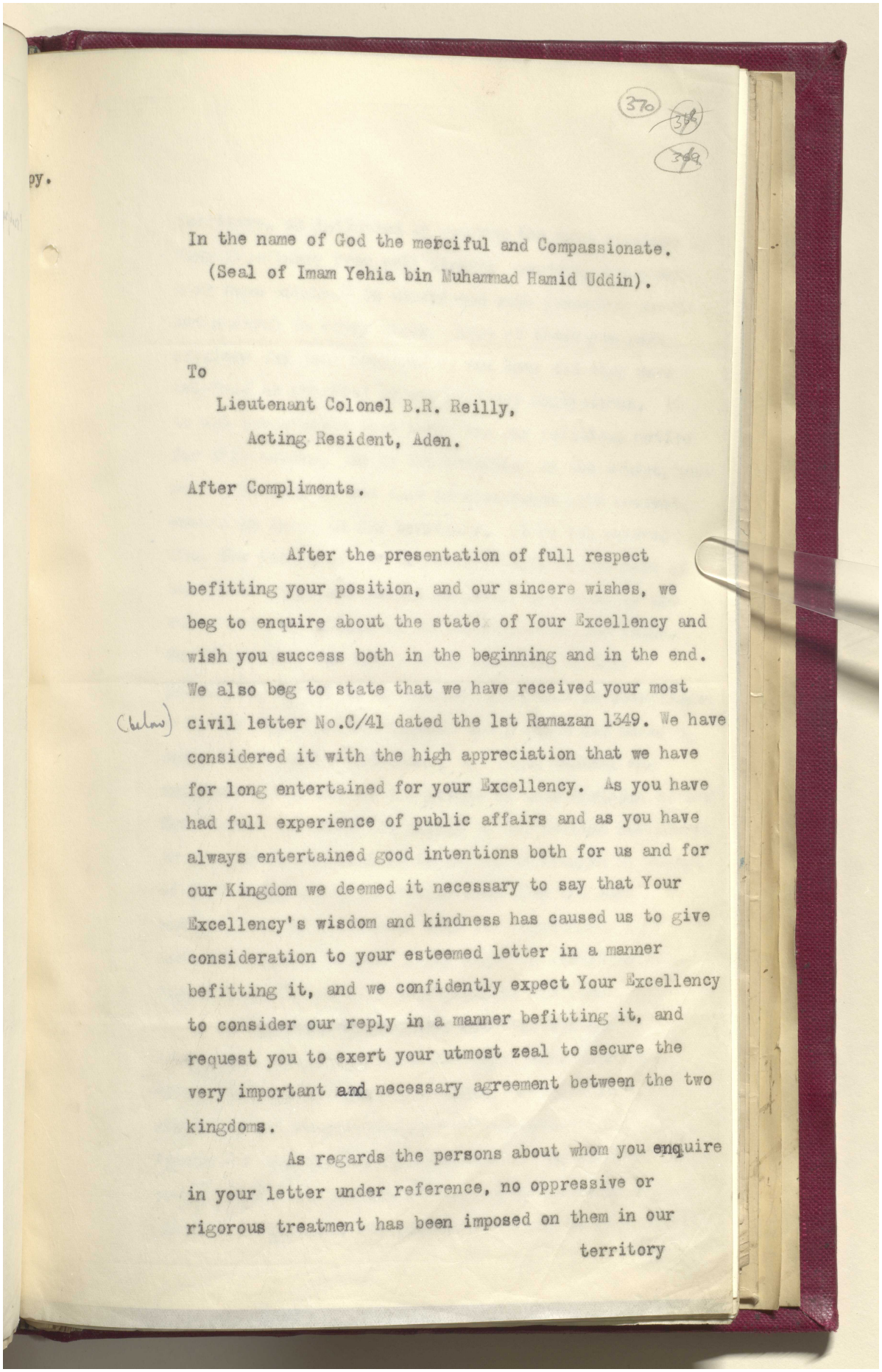

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py.

In the name of God the merciful and Compassionate.
(Seal of Imam Yehia bin Muhammad Hamid Uddin).

To

Lieutenant Colonel B.R. Reilly,
Acting Resident, Aden.

After Compliments.

After the presentation of full respect befitting your position, and our sincere wishes, we beg to enquire about the state of Your Excellency and wish you success both in the beginning and in the end. We also beg to state that we have received your most (bulaw) civil letter No.C/41 dated the 1st Ramazan 1349. We have considered it with the high appreciation that we have for long entertained for your Excellency. As you have had full experience of public affairs and as you have always entertained good intentions both for us and for our Kingdom we deemed it necessary to say that Your Excellency's wisdom and kindness has caused us to give consideration to your esteemed letter in a manner befitting it, and we confidently expect Your Excellency to consider our reply in a manner befitting it, and request you to exert your utmost zeal to secure the very important and necessary agreement between the two kingdoms.

As regards the persons about whom you enquire in your letter under reference, no oppressive or rigorous treatment has been imposed on them in our territory

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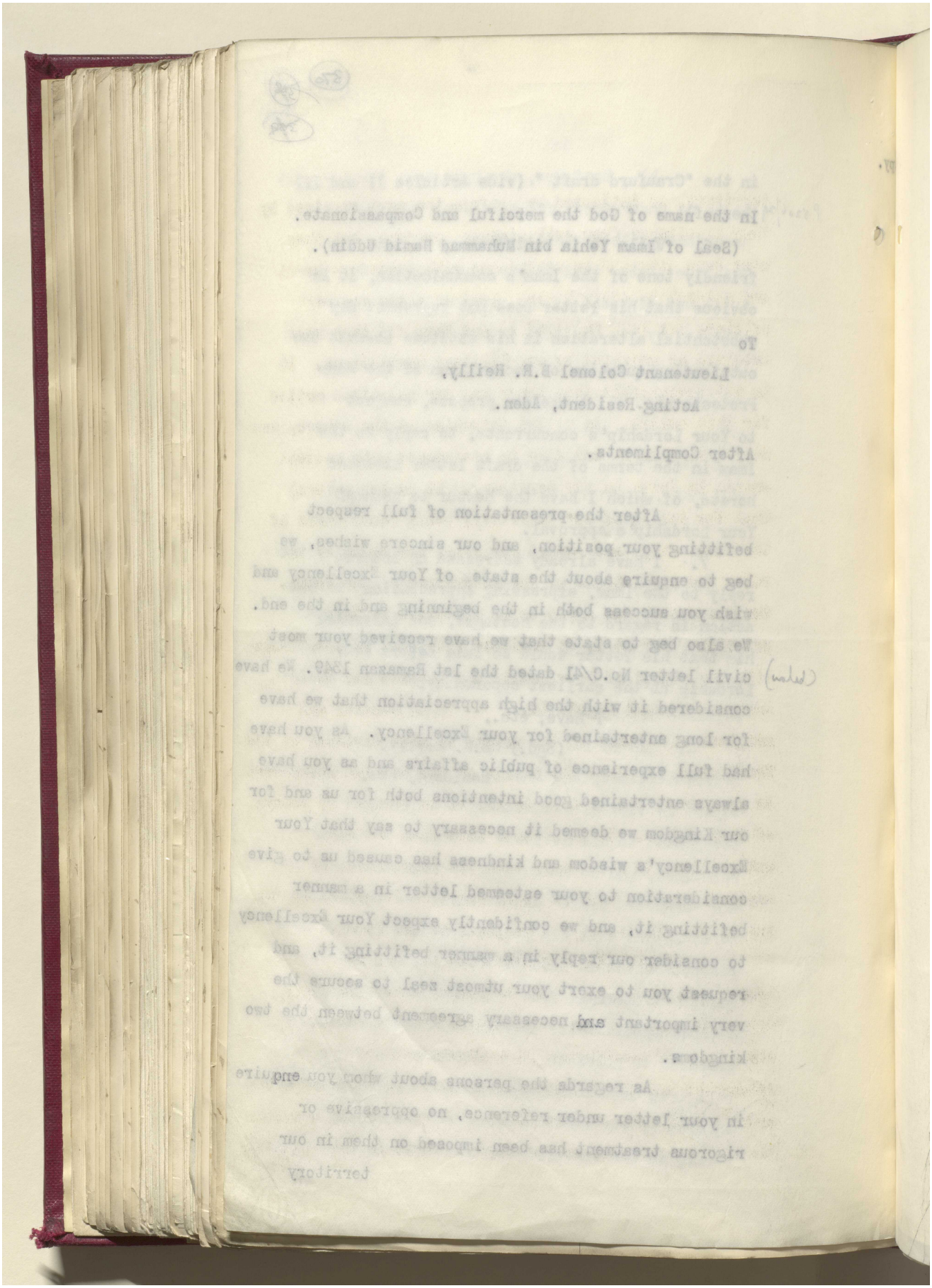

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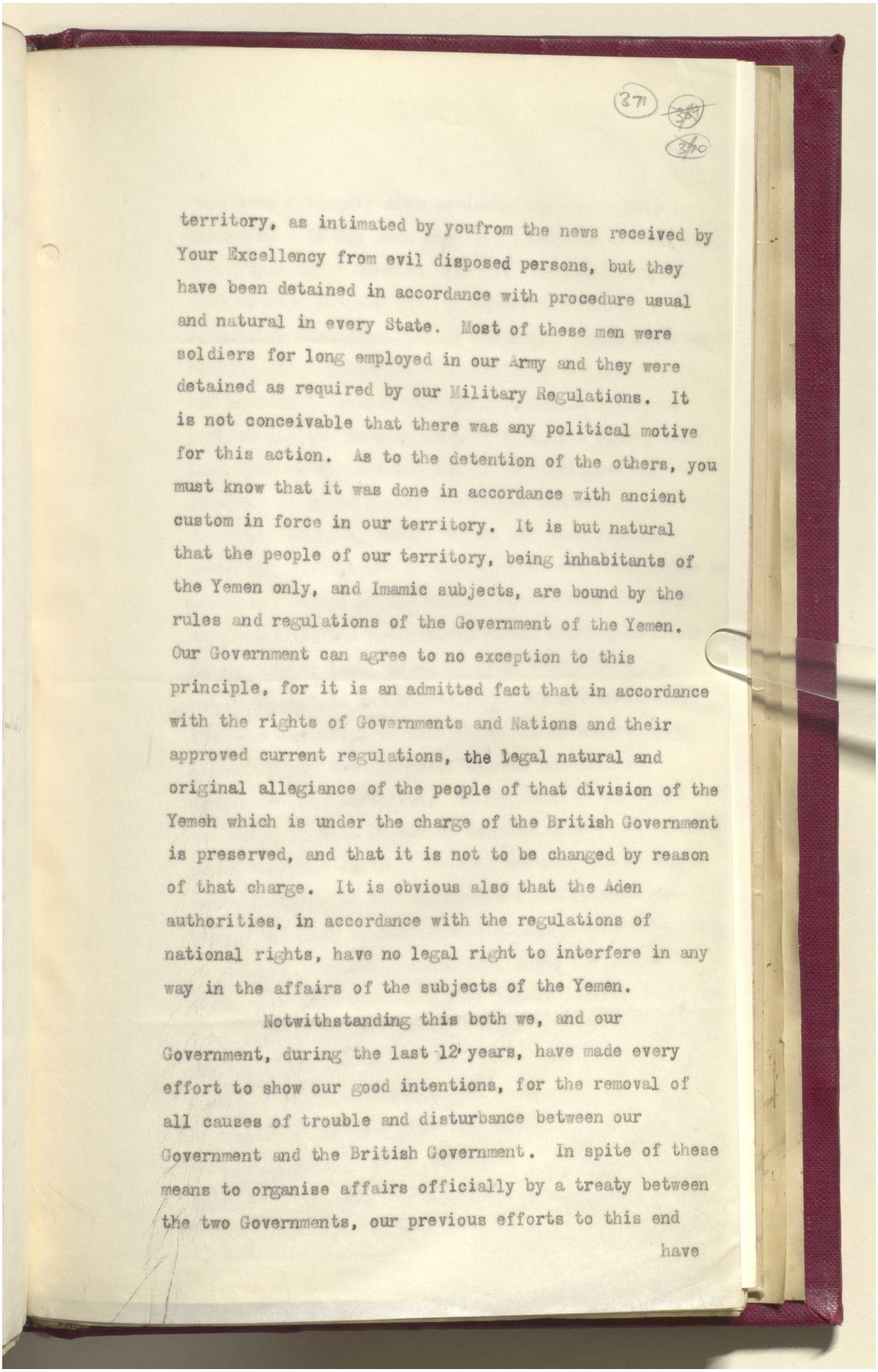

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territory, as intimated by youfrom the news received by Your Excellency from evil disposed persons, but they have been detained in accordance with procedure usual and natural in every State. Most of these men were soldiers for long employed in our Army and they were detained as required by our Military Regulations. It is not conceivable that there was any political motive for this action. As to the detention of the others, you must know that it was done in accordance with ancient custom in force in our territory. It is but natural that the people of our territory, being inhabitants of the Yemen only, and Imamic subjects, are bound by the rules and regulations of the Government of the Yemen. Our Government can agree to no exception to this principle, for it is an admitted fact that in accordance with the rights of Governments and Nations and their approved current regulations, the legal natural and original allegiance of the people of that division of the Yemeh which is under the charge of the British Government is preserved, and that it is not to be changed by reason of that charge. It is obvious also that the Aden authorities, in accordance with the regulations of national rights, have no legal right to interfere in any way in the affairs of the subjects of the Yemen.

Notwithstanding this both we, and our Government, during the last 12 years, have made every effort to show our good intentions, for the removal of all causes of trouble and disturbance between our Government and the British Government. In spite of these means to organise affairs officially by a treaty between the two Governments, our previous efforts to this end have

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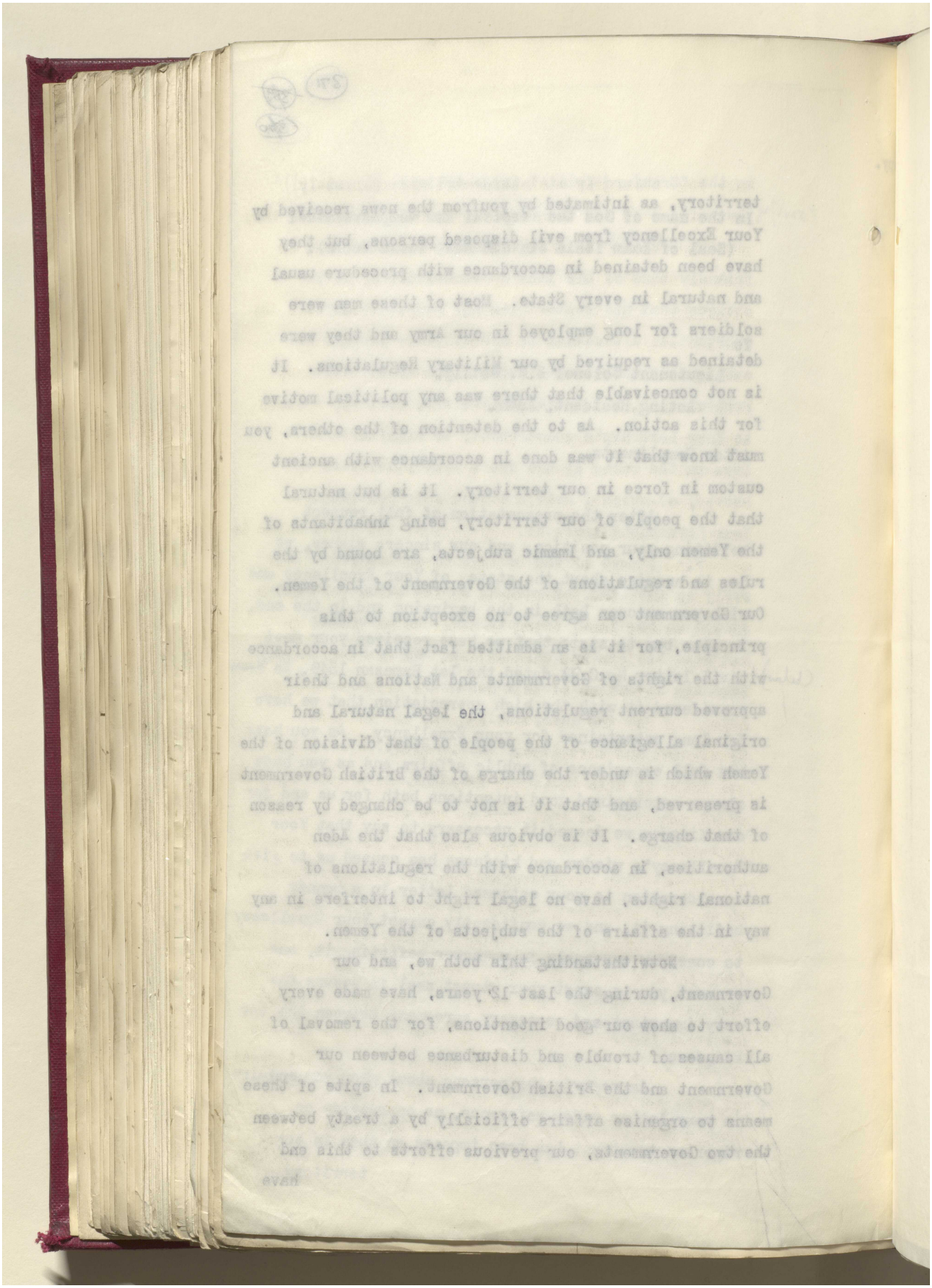

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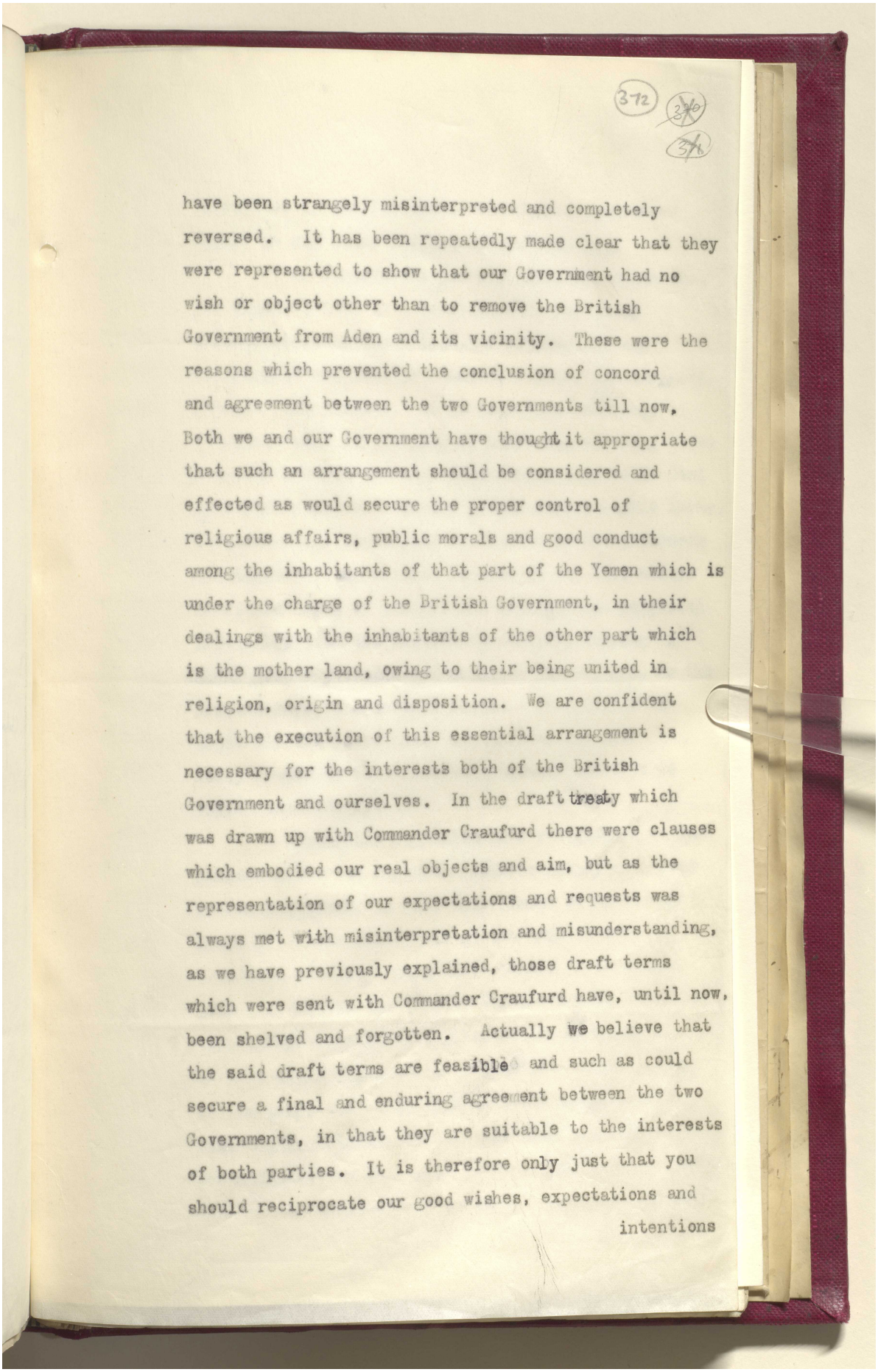

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have been strangely misinterpreted and completely reversed. It has been repeatedly made clear that they were represented to show that our Government had no wish or object other than to remove the British Government from Aden and its vicinity. These were the reasons which prevented the conclusion of concord and agreement between the two Governments till now. Both we and our Government have thought it appropriate that such an arrangement should be considered and effected as would secure the proper control of religious affairs, public morals and good conduct among the inhabitants of that part of the Yemen which is under the charge of the British Government, in their dealings with the inhabitants of the other part which is the mother land, owing to their being united in religion, origin and disposition. We are confident that the execution of this essential arrangement is necessary for the interests both of the British Government and ourselves. In the draft treaty which was drawn up with Commander Craufurd there were clauses which embodied our real objects and aim, but as the representation of our expectations and requests was always met with misinterpretation and misunderstanding, as we have previously explained, those draft terms which were sent with Commander Craufurd have, until now, been shelved and forgotten. Actually we believe that the said draft terms are feasible and such as could secure a final and enduring agreement between the two Governments, in that they are suitable to the interests of both parties. It is therefore only just that you should reciprocate our good wishes, expectations and

intentions

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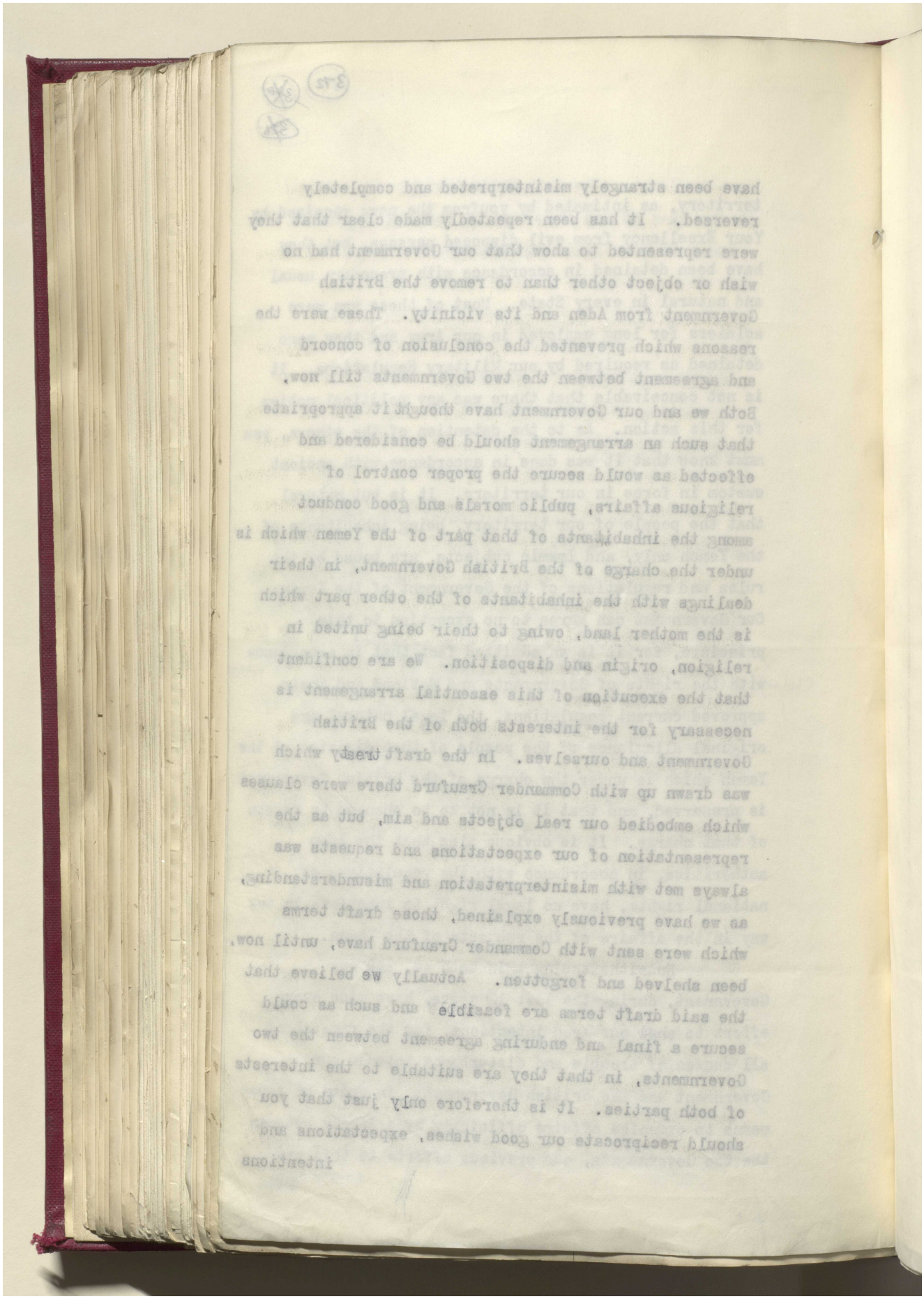

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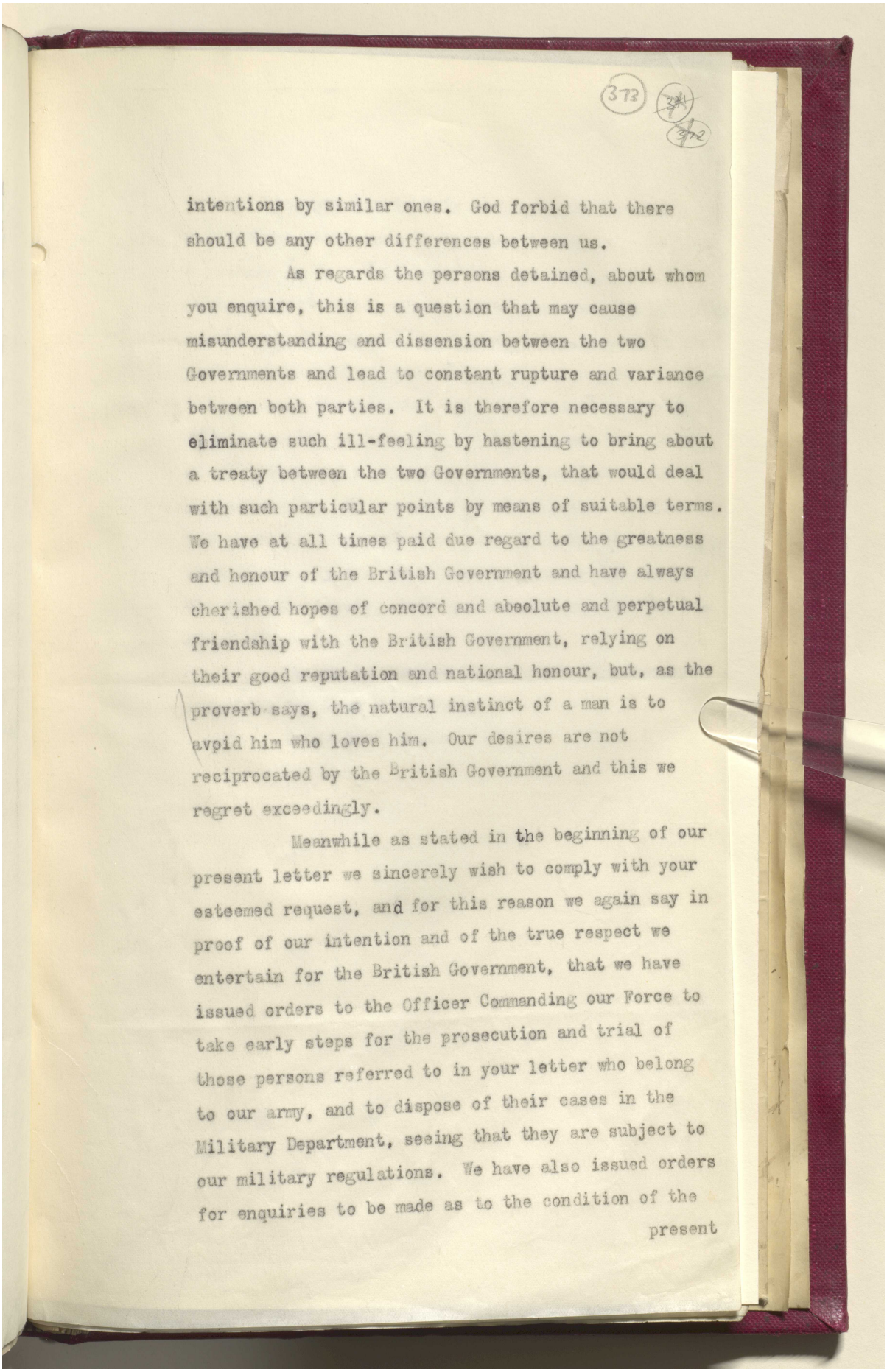

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intentions by similar ones. God forbid that there should be any other differences between us.

As regards the persons detained, about whom you enquire, this is a question that may cause misunderstanding and dissension between the two Governments and lead to constant rupture and variance between both parties. It is therefore necessary to eliminate such ill-feeling by hastening to bring about a treaty between the two Governments, that would deal with such particular points by means of suitable terms. We have at all times paid due regard to the greatness and honour of the British Government and have always cherished hopes of concord and absolute and perpetual friendship with the British Government, relying on their good reputation and national honour, but, as the proverb says, the natural instinct of a man is to avoid him who loves him. Our desires are not reciprocated by the British Government and this we regret exceedingly.

Meanwhile as stated in the beginning of our present letter we sincerely wish to comply with your esteemed request, and for this reason we again say in proof of our intention and of the true respect we entertain for the British Government, that we have issued orders to the Officer Commanding our Force to take early steps for the prosecution and trial of those persons referred to in your letter who belong to our army, and to dispose of their cases in the Military Department, seeing that they are subject to our military regulations. We have also issued orders for enquiries to be made as to the condition of the present

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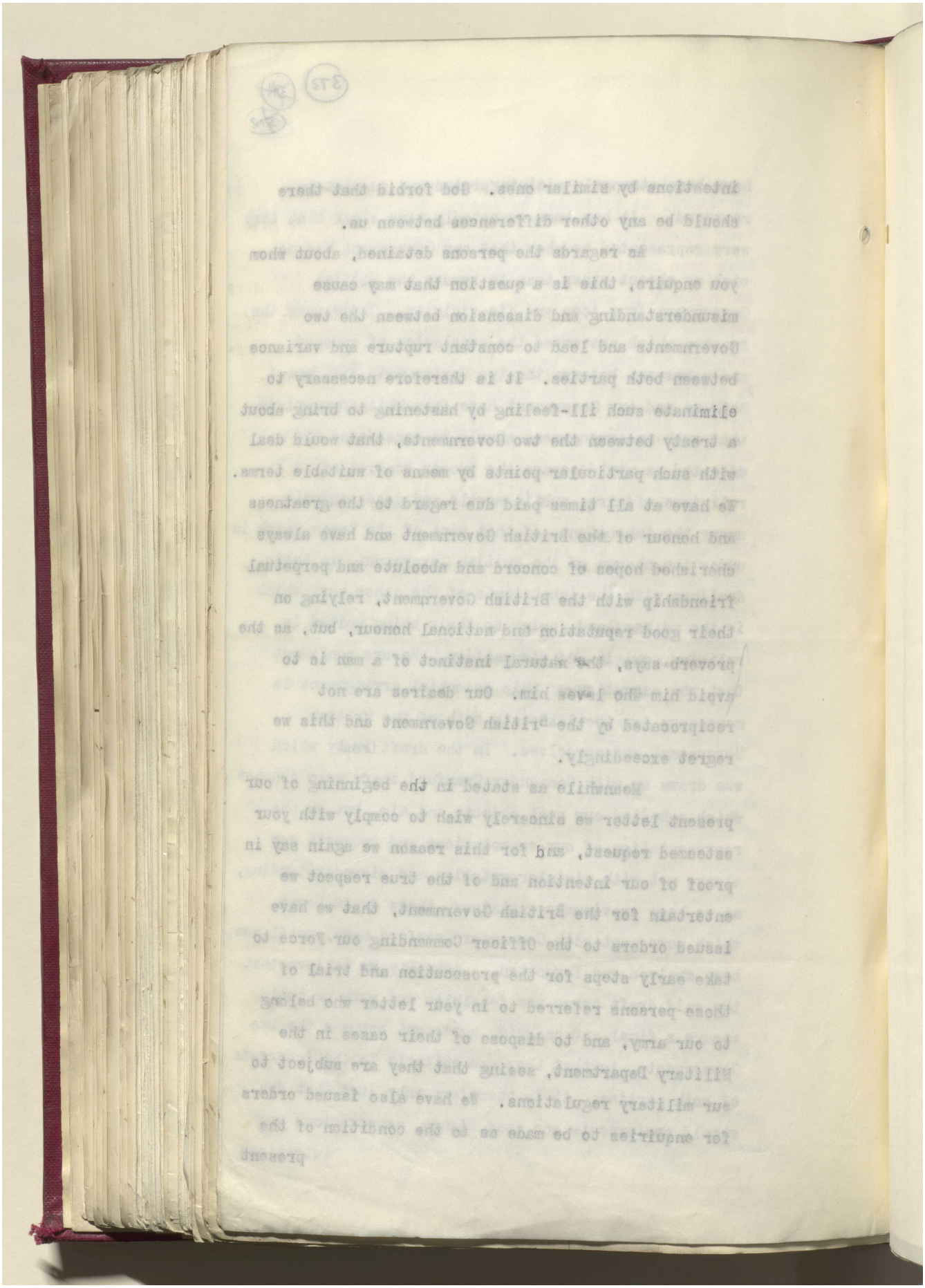

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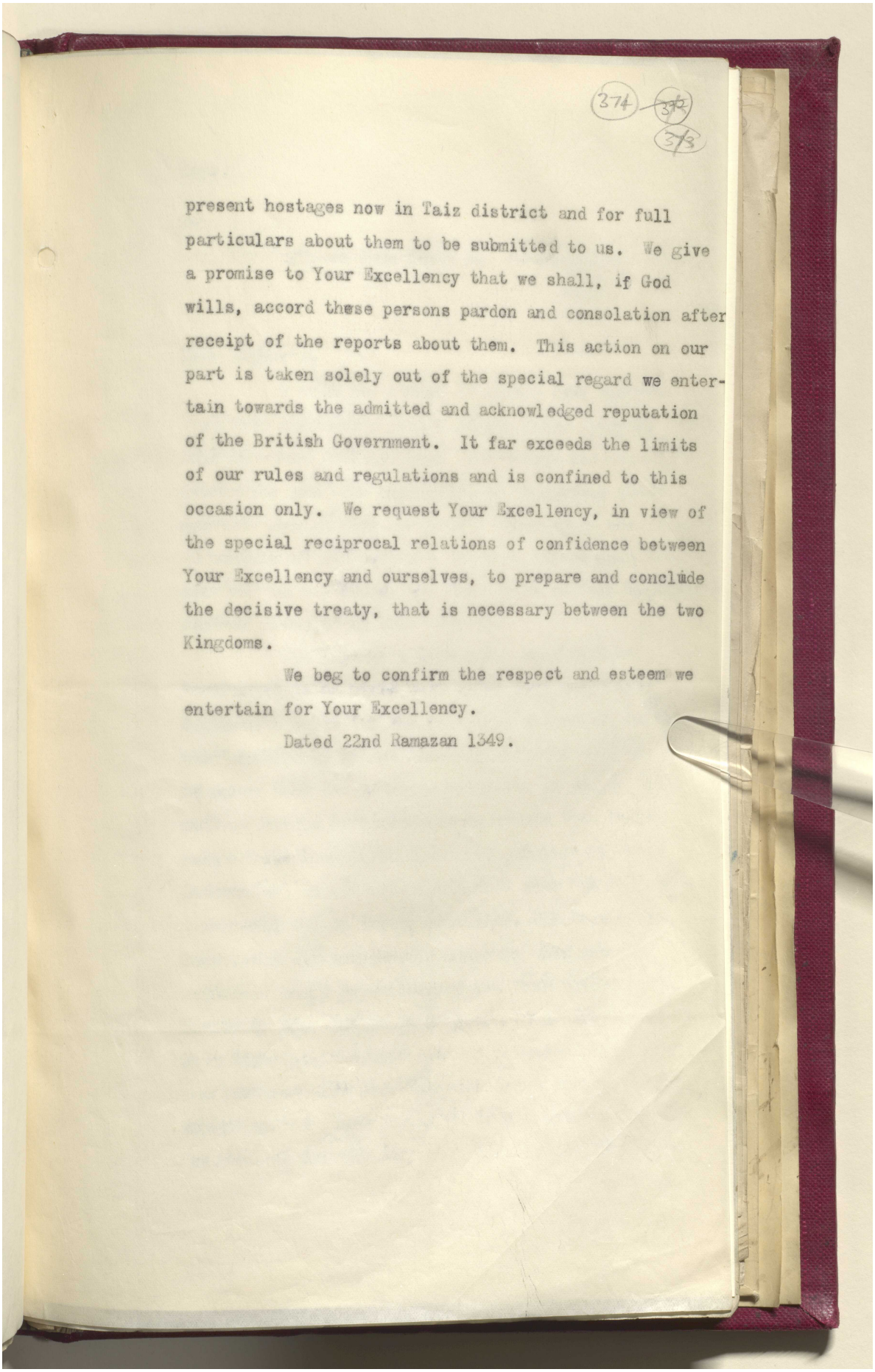

374 ~~372~~ 373

present hostages now in Taiz district and for full particulars about them to be submitted to us. We give a promise to Your Excellency that we shall, if God wills, accord these persons pardon and consolation after receipt of the reports about them. This action on our part is taken solely out of the special regard we entertain towards the admitted and acknowledged reputation of the British Government. It far exceeds the limits of our rules and regulations and is confined to this occasion only. We request Your Excellency, in view of the special reciprocal relations of confidence between Your Excellency and ourselves, to prepare and conclude the decisive treaty, that is necessary between the two Kingdoms.

We beg to confirm the respect and esteem we entertain for Your Excellency.

Dated 22nd Ramazan 1349.

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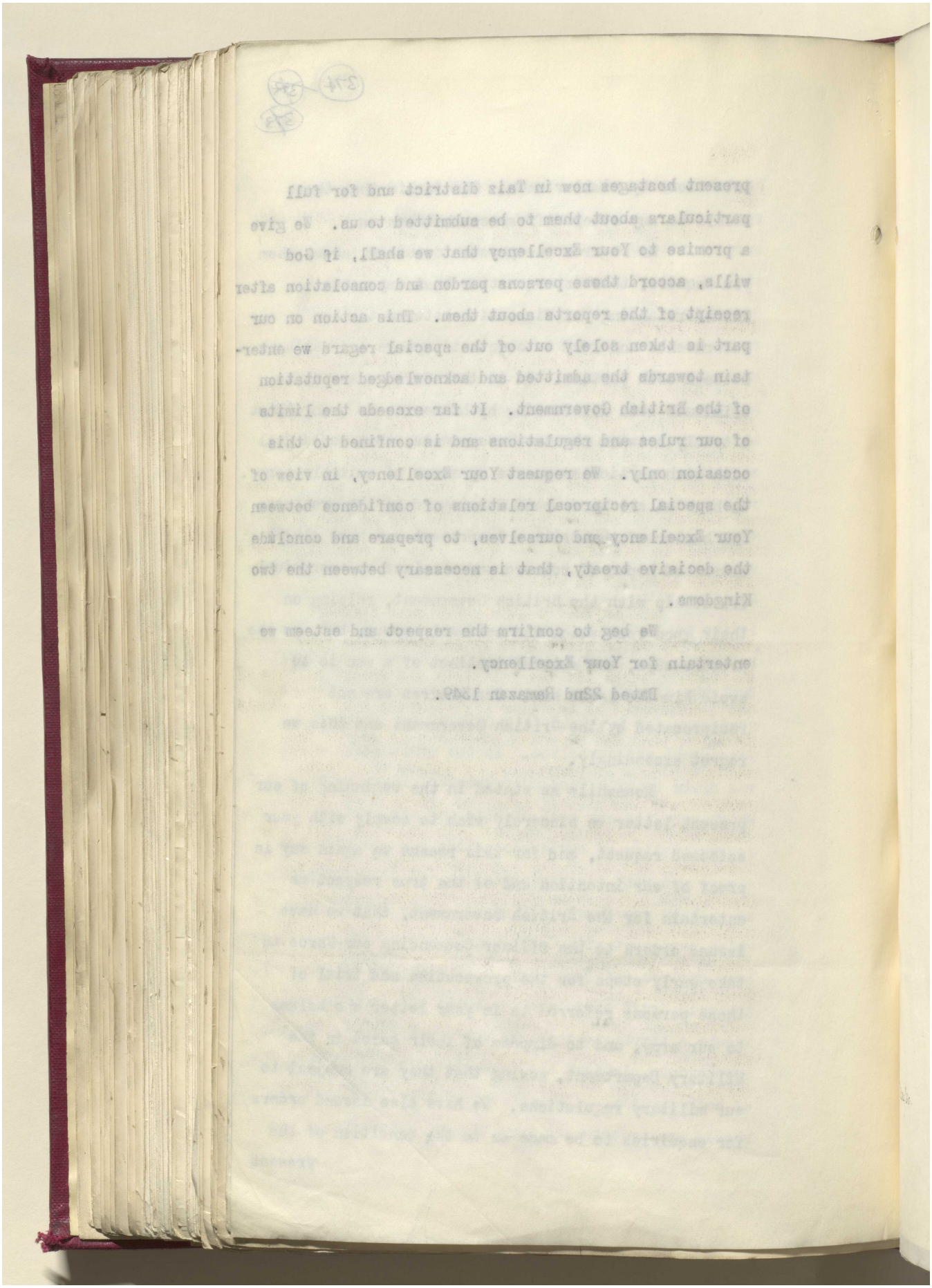

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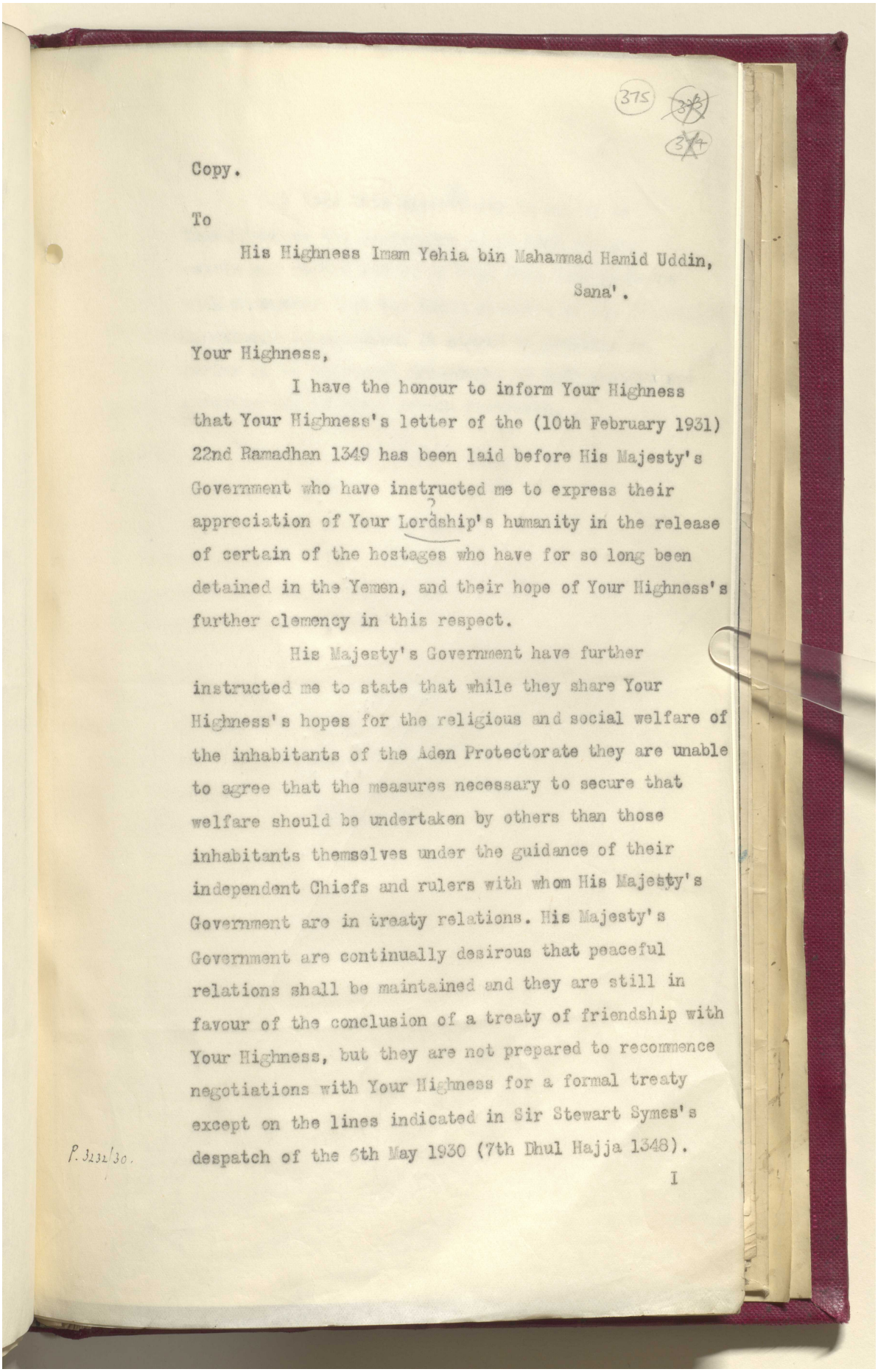

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374

Copy.

To

His Highness Imam Yehia bin Mahammad Hamid Uddin,
Sana'.

Your Highness,

I have the honour to inform Your Highness that Your Highness's letter of the (10th February 1931) 22nd Ramadhan 1349 has been laid before His Majesty's Government who have instructed me to express their appreciation of Your Lordship's humanity in the release of certain of the hostages who have for so long been detained in the Yemen, and their hope of Your Highness's further clemency in this respect.

His Majesty's Government have further instructed me to state that while they share Your Highness's hopes for the religious and social welfare of the inhabitants of the Aden Protectorate they are unable to agree that the measures necessary to secure that welfare should be undertaken by others than those inhabitants themselves under the guidance of their independent Chiefs and rulers with whom His Majesty's Government are in treaty relations. His Majesty's Government are continually desirous that peaceful relations shall be maintained and they are still in favour of the conclusion of a treaty of friendship with Your Highness, but they are not prepared to recommence negotiations with Your Highness for a formal treaty except on the lines indicated in Sir Stewart Symes's despatch of the 6th May 1930 (7th Dhul Hajja 1348).

P. 3232/30.

I

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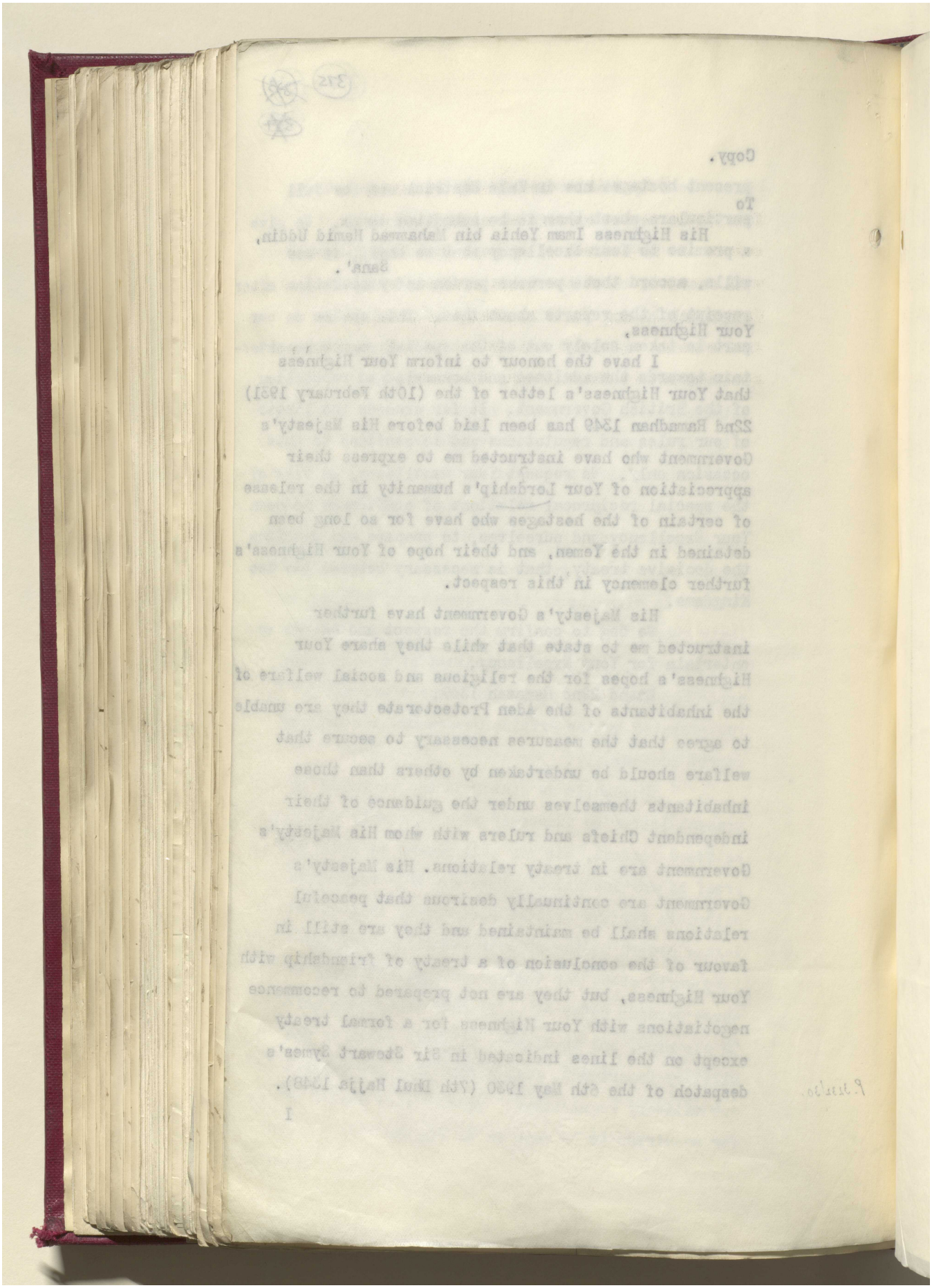

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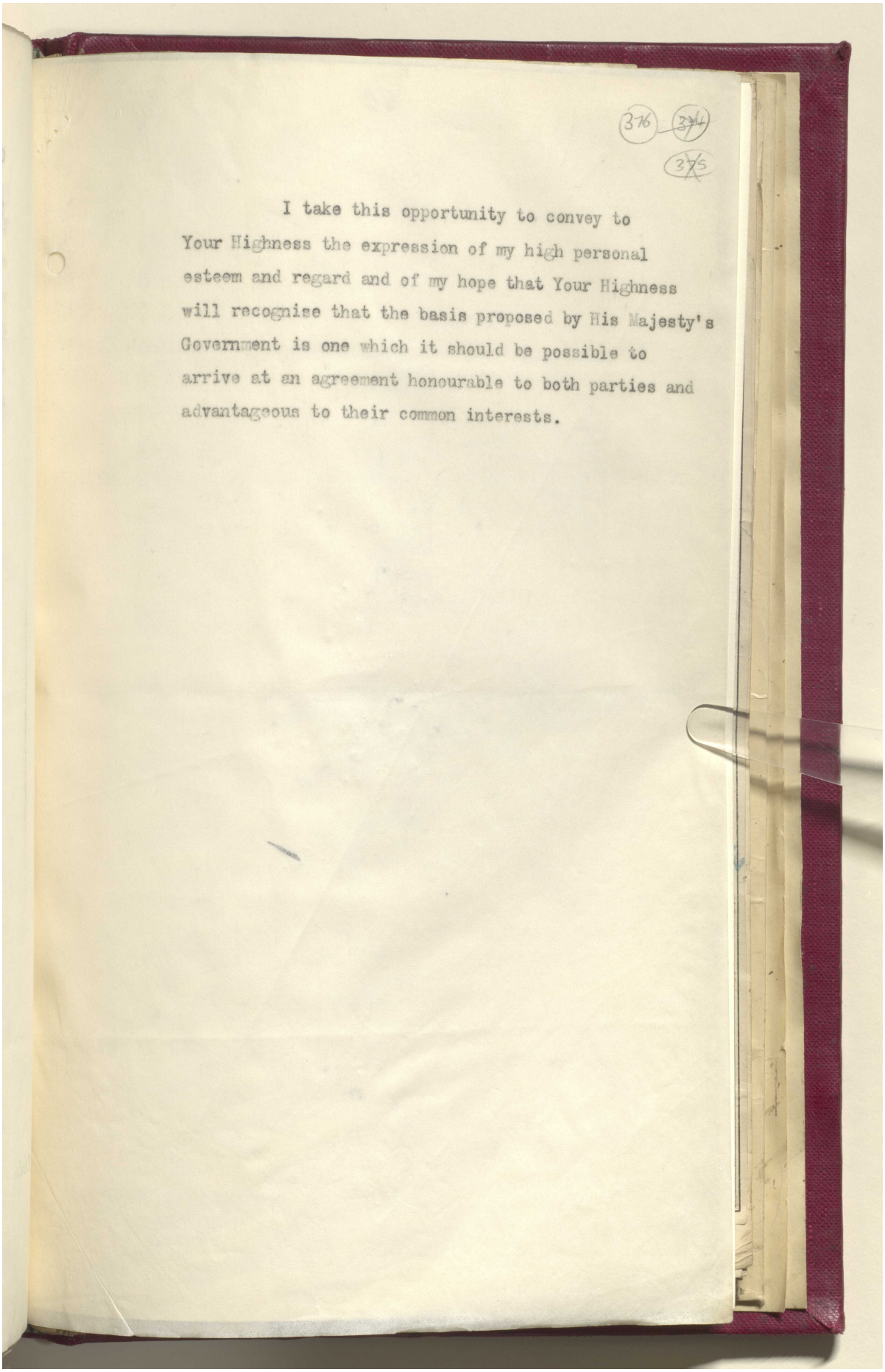

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I take this opportunity to convey to Your Highness the expression of my high personal esteem and regard and of my hope that Your Highness will recognise that the basis proposed by His Majesty's Government is one which it should be possible to arrive at an agreement honourable to both parties and advantageous to their common interests.

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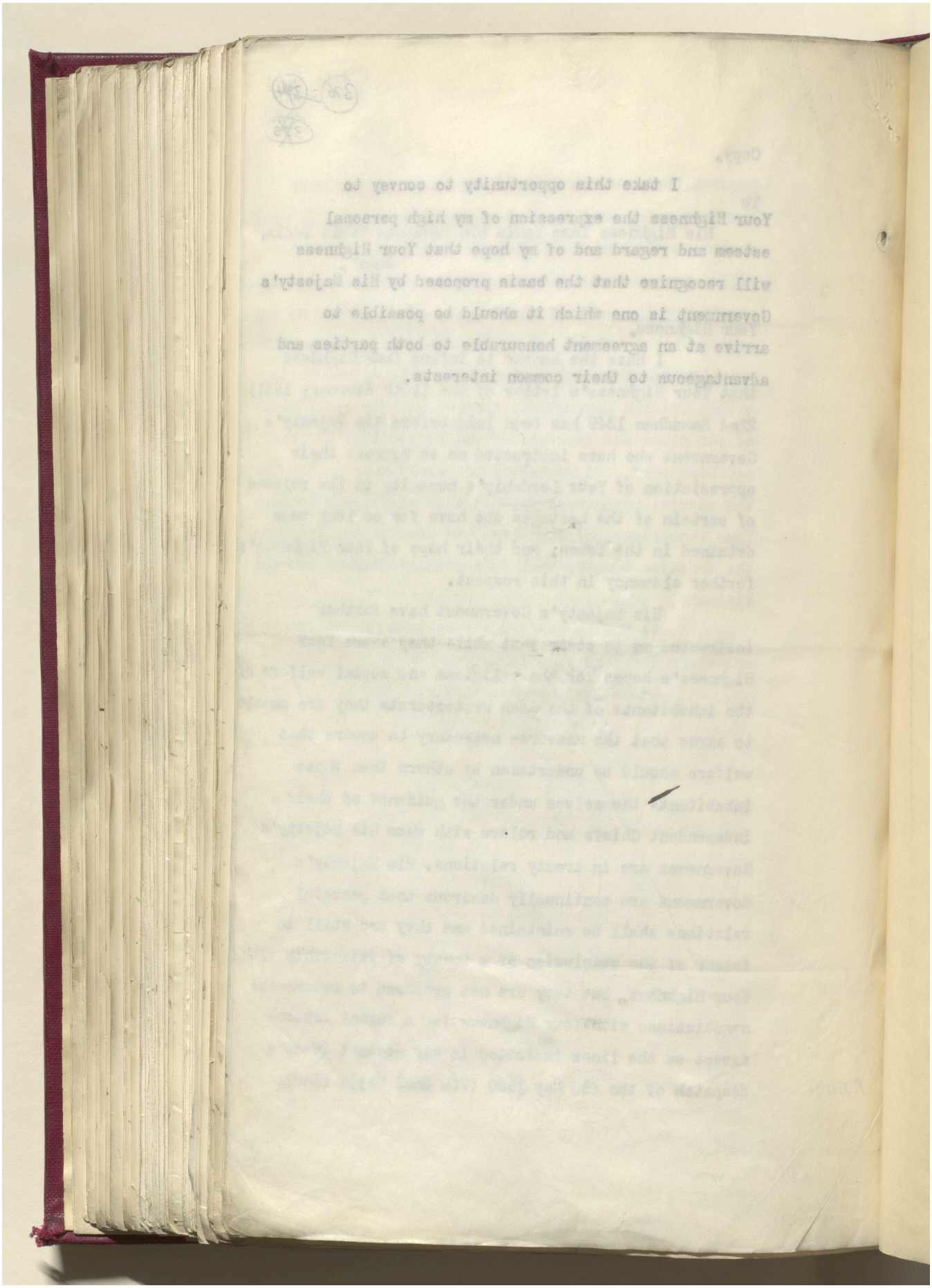

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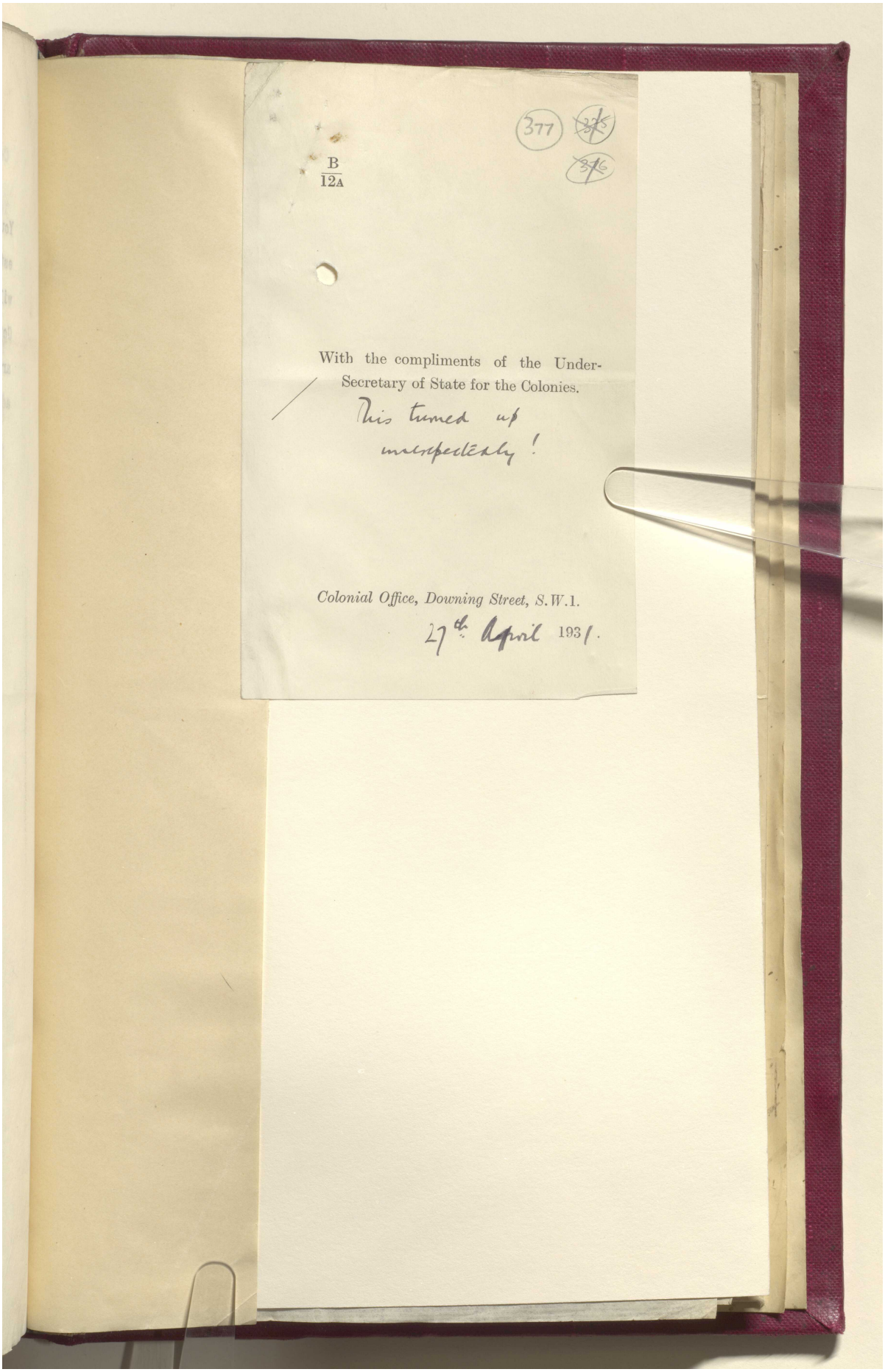

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With the compliments of the Under-Secretary of State for the Colonies.

This turned up unexpectedly!

*Colonial Office, Downing Street, S.W.1.*

27th April 1931.

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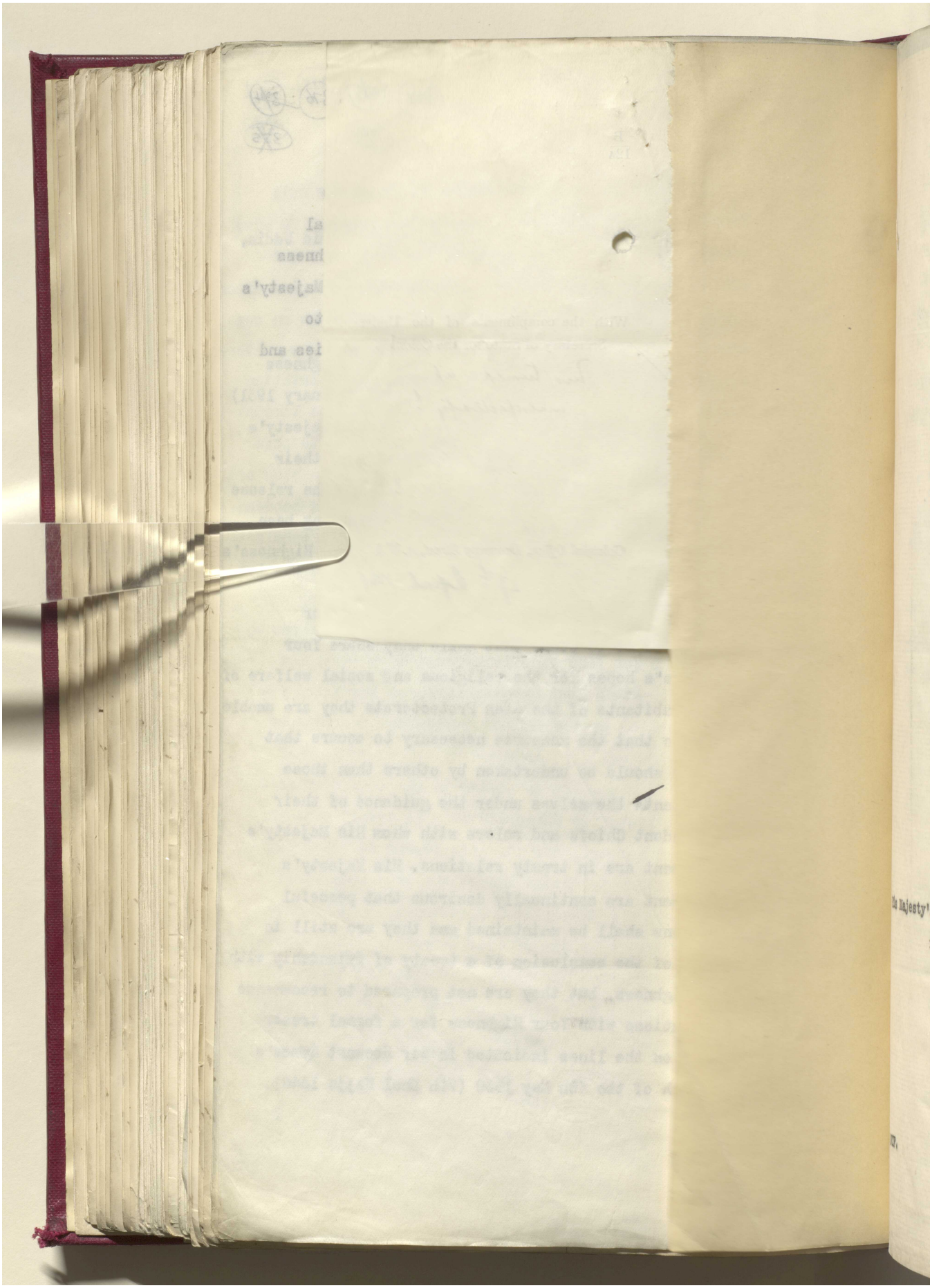

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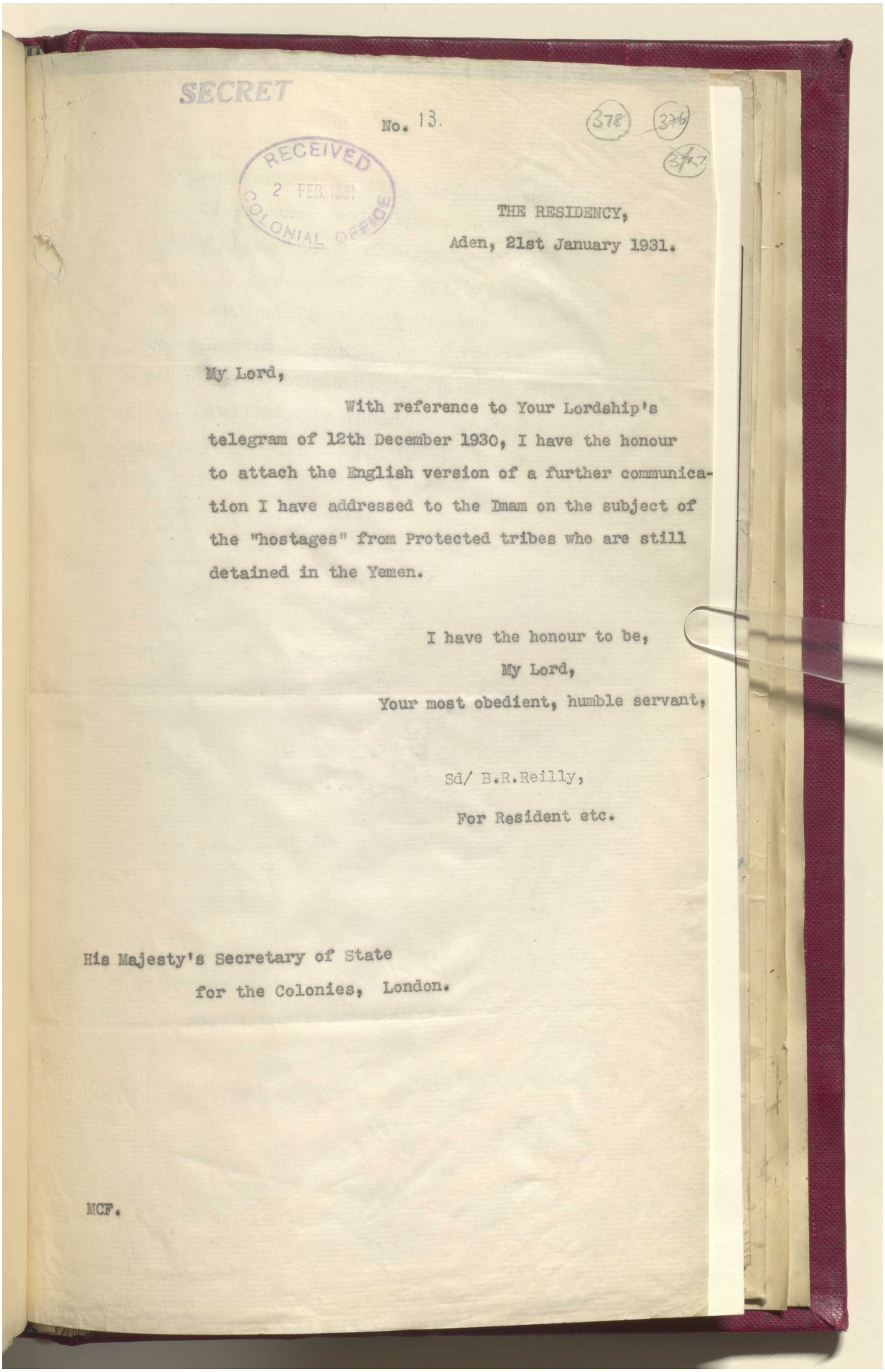

SECRET

No. 13.

(378) (376) (377)

RECEIVED
2 FEB. 1931
COLONIAL OFFICE

THE RESIDENCY,
Aden, 21st January 1931.

My Lord,

With reference to Your Lordship's telegram of 12th December 1930, I have the honour to attach the English version of a further communication I have addressed to the Imam on the subject of the "hostages" from Protected tribes who are still detained in the Yemen.

I have the honour to be,
My Lord,
Your most obedient, humble servant,

Sd/ B.R.Reilly,
For Resident etc.

His Majesty's Secretary of State
for the Colonies, London.

MCF.

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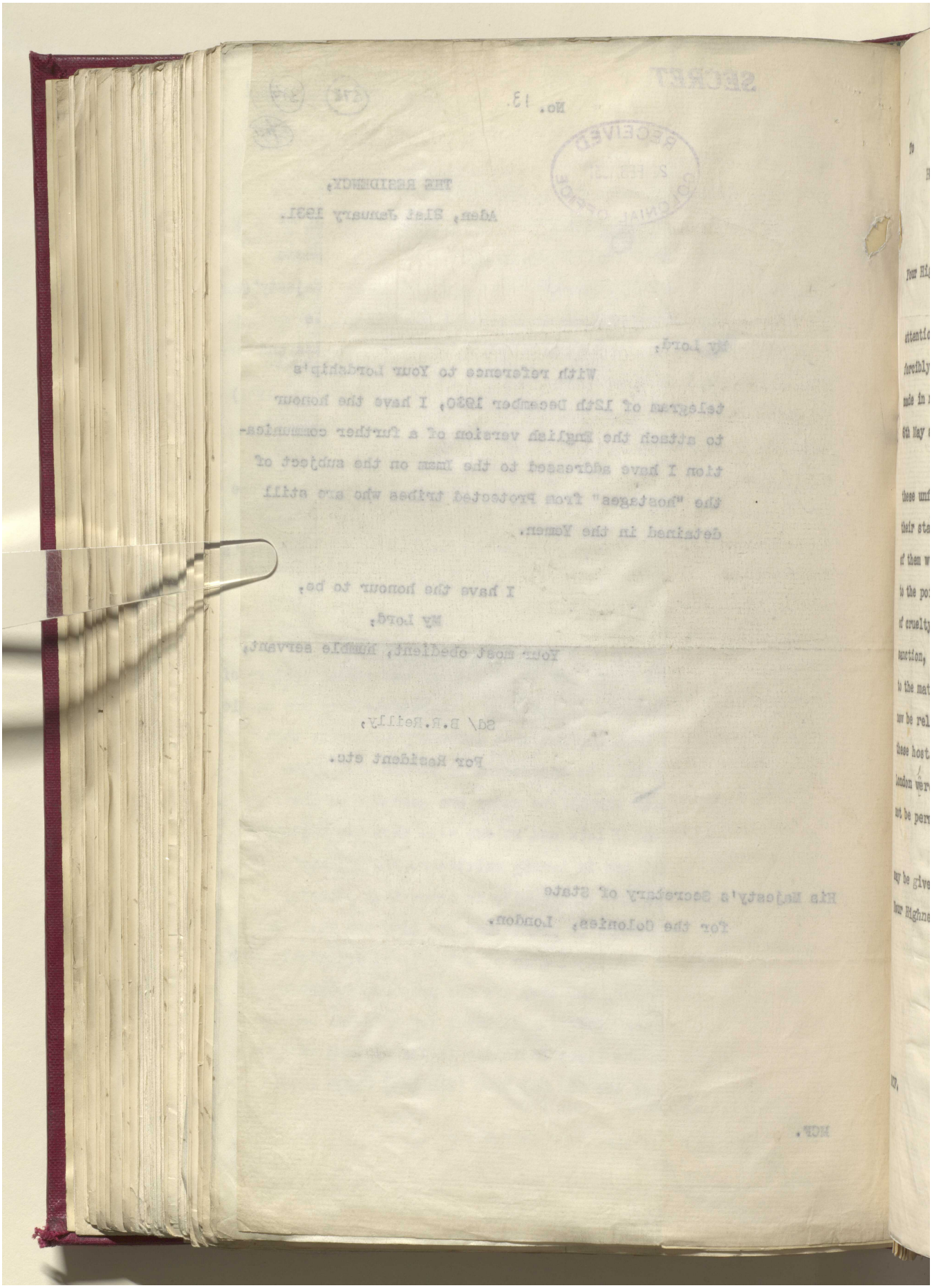

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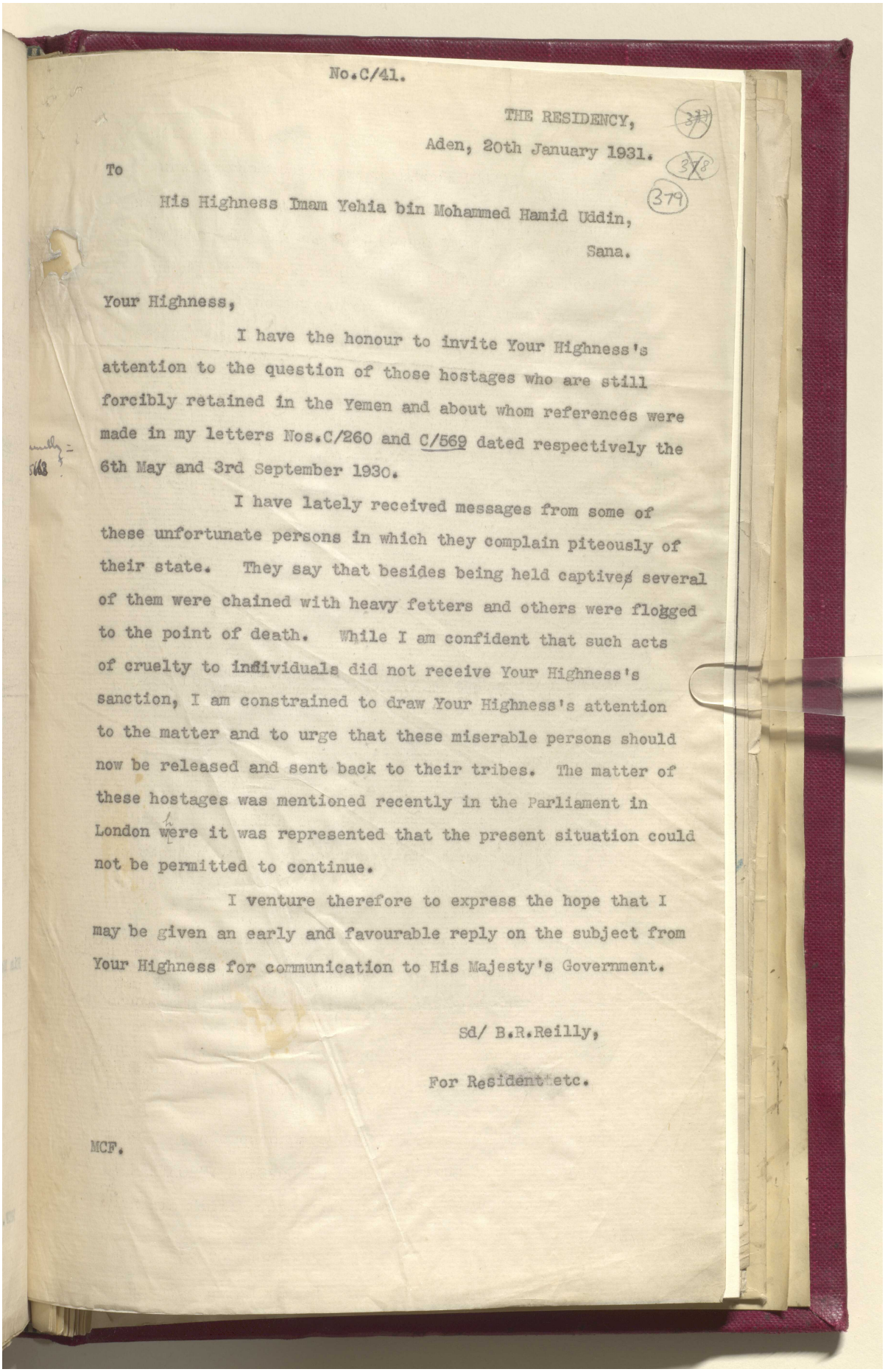

No.C/41.

THE RESIDENCY,
Aden, 20th January 1931.

(377) (378) (379)

To

His Highness Imam Yehia bin Mohammed Hamid Uddin,
Sana.

Your Highness,

I have the honour to invite Your Highness's attention to the question of those hostages who are still forcibly retained in the Yemen and about whom references were made in my letters Nos.C/260 and C/569 dated respectively the 6th May and 3rd September 1930.

I have lately received messages from some of these unfortunate persons in which they complain piteously of their state. They say that besides being held captives several of them were chained with heavy fetters and others were flogged to the point of death. While I am confident that such acts of cruelty to individuals did not receive Your Highness's sanction, I am constrained to draw Your Highness's attention to the matter and to urge that these miserable persons should now be released and sent back to their tribes. The matter of these hostages was mentioned recently in the Parliament in London were it was represented that the present situation could not be permitted to continue.

I venture therefore to express the hope that I may be given an early and favourable reply on the subject from Your Highness for communication to His Majesty's Government.

Sd/ B.R.Reilly,

For Resident etc.

MCF.

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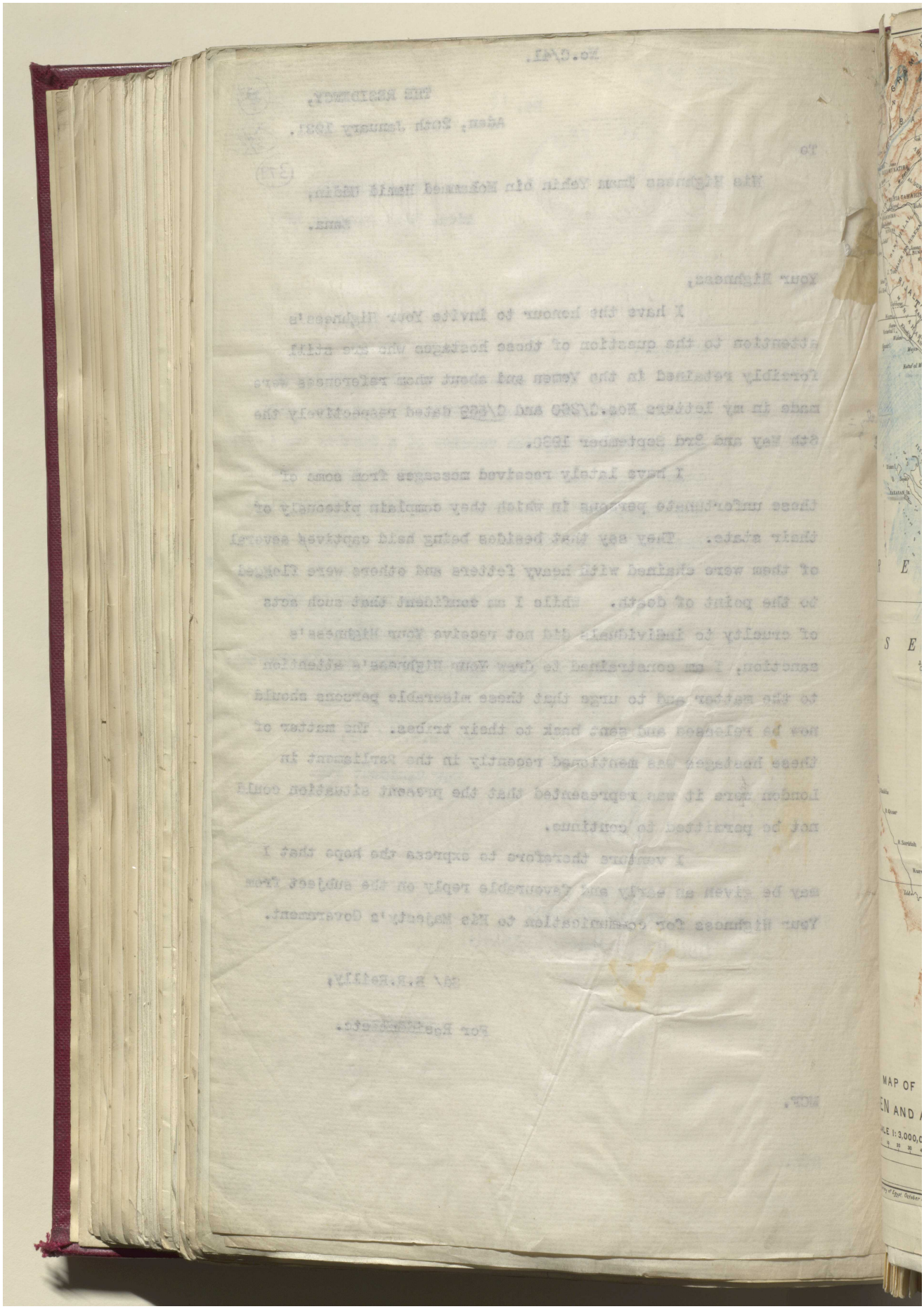
MAP OF

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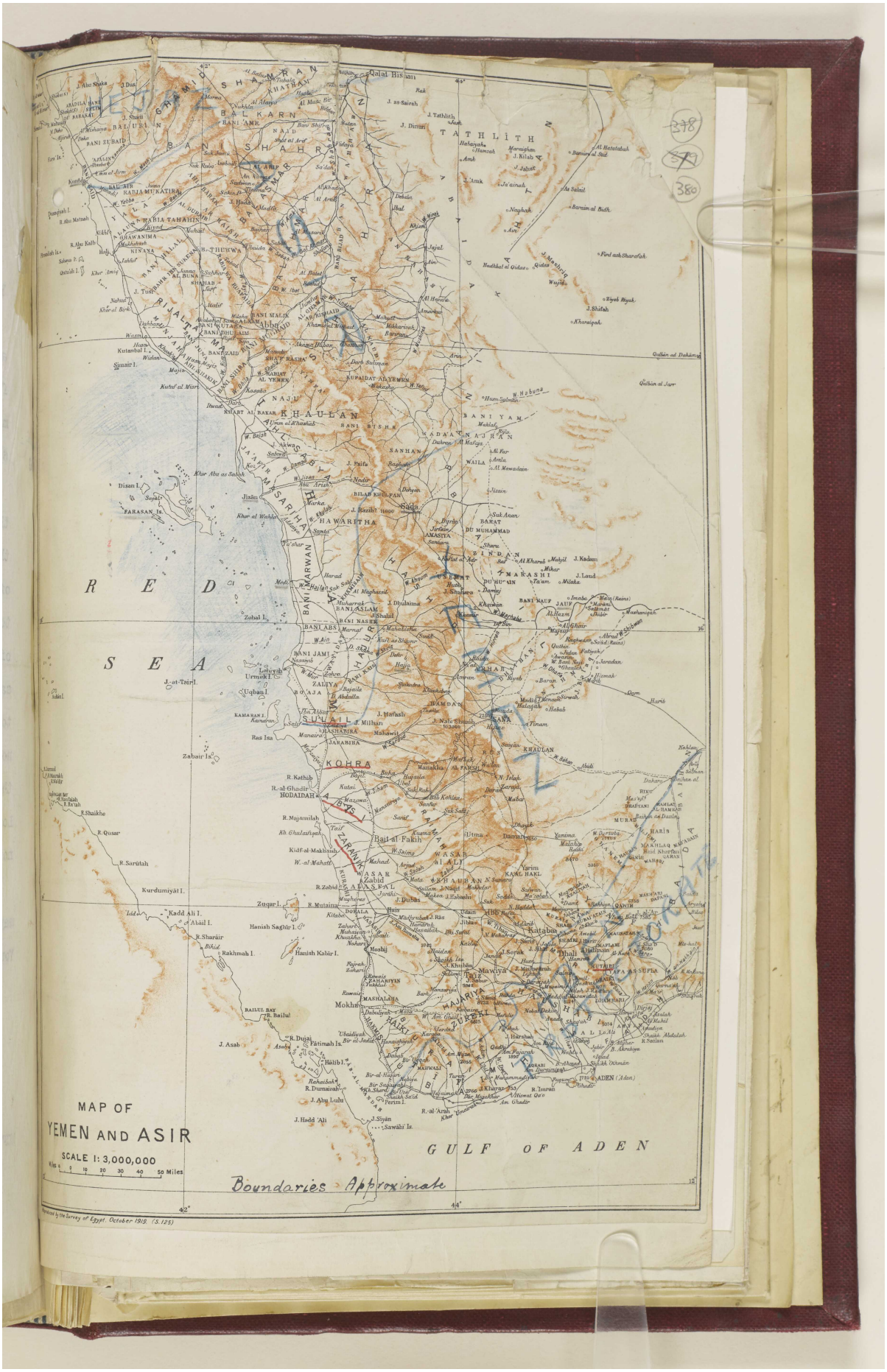


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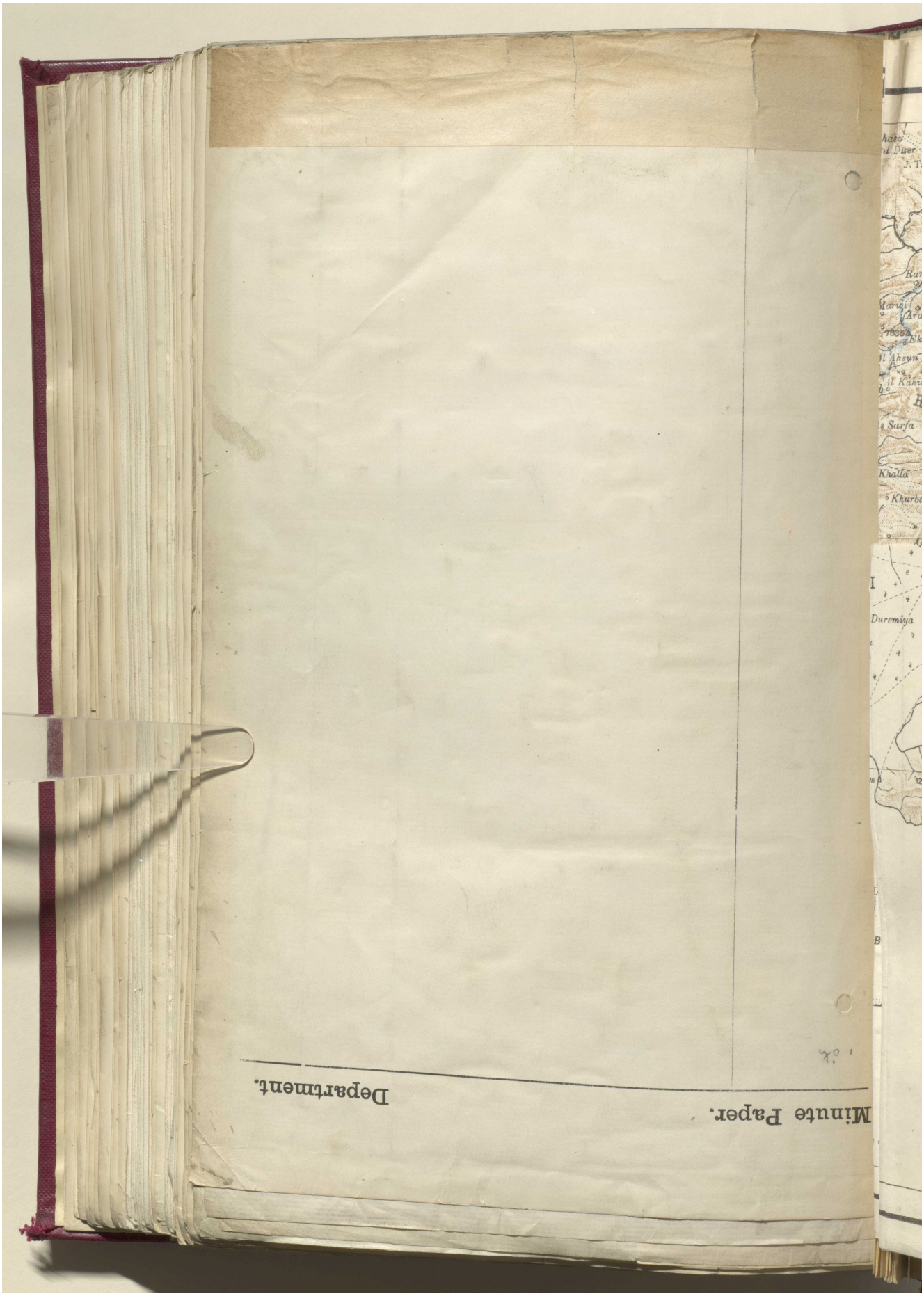


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# 'ADEN PROTECTORATE.' [381r] (1/2)




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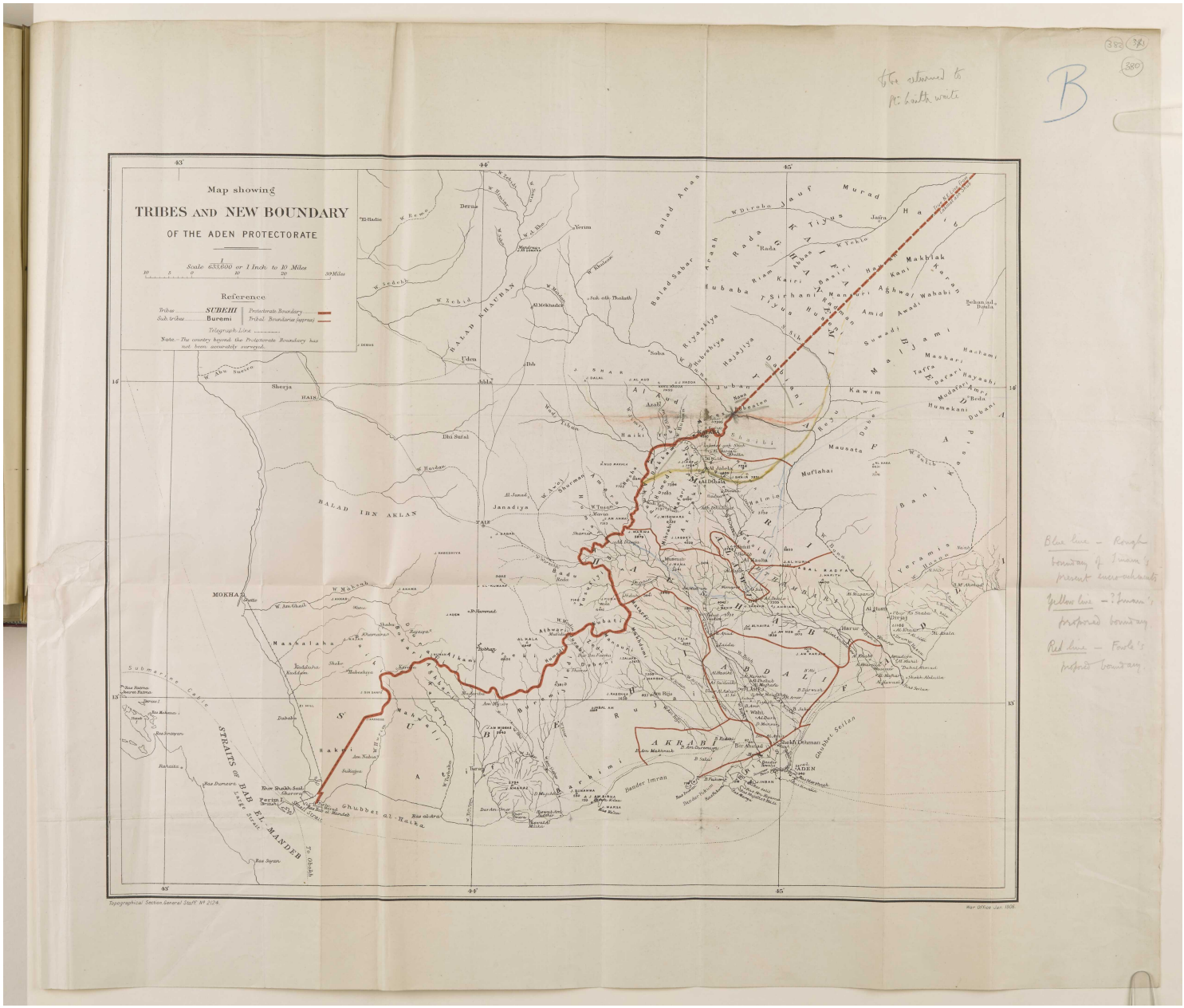
# 'Map showing TRIBES AND NEW BOUNDARY OF THE ADEN PROTECTORATE' [382r] (1/2)


Map showing
TRIBES AND NEW BOUNDARY
OF THE ADEN PROTECTORATE
Scale 633,600 or 1 Inch to 10 Miles
Reference
Tribes SUBEHI
Sub tribes Buremi
Protectorate Boundary
Tribal Boundaries (approx)
Telegraph Line
Note—The country beyond the Protectorate Boundary has not been accurately surveyed.
HALAD IBN AKLAN
HALAD KHAUDAR
Janadiya
Dhi Sufal
Sherja
Haiki
Mausata
Murfahai
Kawim
Jubar
Aadil
Shabi
Yeramis
MOKHA
Mashalaha
Hakri
Ghubbet el Haik
STRAITS OF BAB EL MANDEB
Submarine Cable
Perim
Bender Imran
ADEN
AKRAB
Gumbet Seilan
Bir Ahmed
Sheikh Othman
Harur
Dubai
Mahaili
Yafai
Aqrabi
Kaiti
Qu'aiti
Amiri
Awadi
Wahabi
Makhlak
Kani
Aghwat
Suwadi
Hashemi
Mashari
Hayashi
Beda
Humekani
Dubaki
Baiumi
Ba Kathir
Ba Omar
Ba Abbad
Ba Ali
Ba Hamid
Ba Hasan
Ba Hamran
Ba Hamid
Ba Hasan
Ba Hamran
Ba Hamid
Ba Hasan
Ba Hamran

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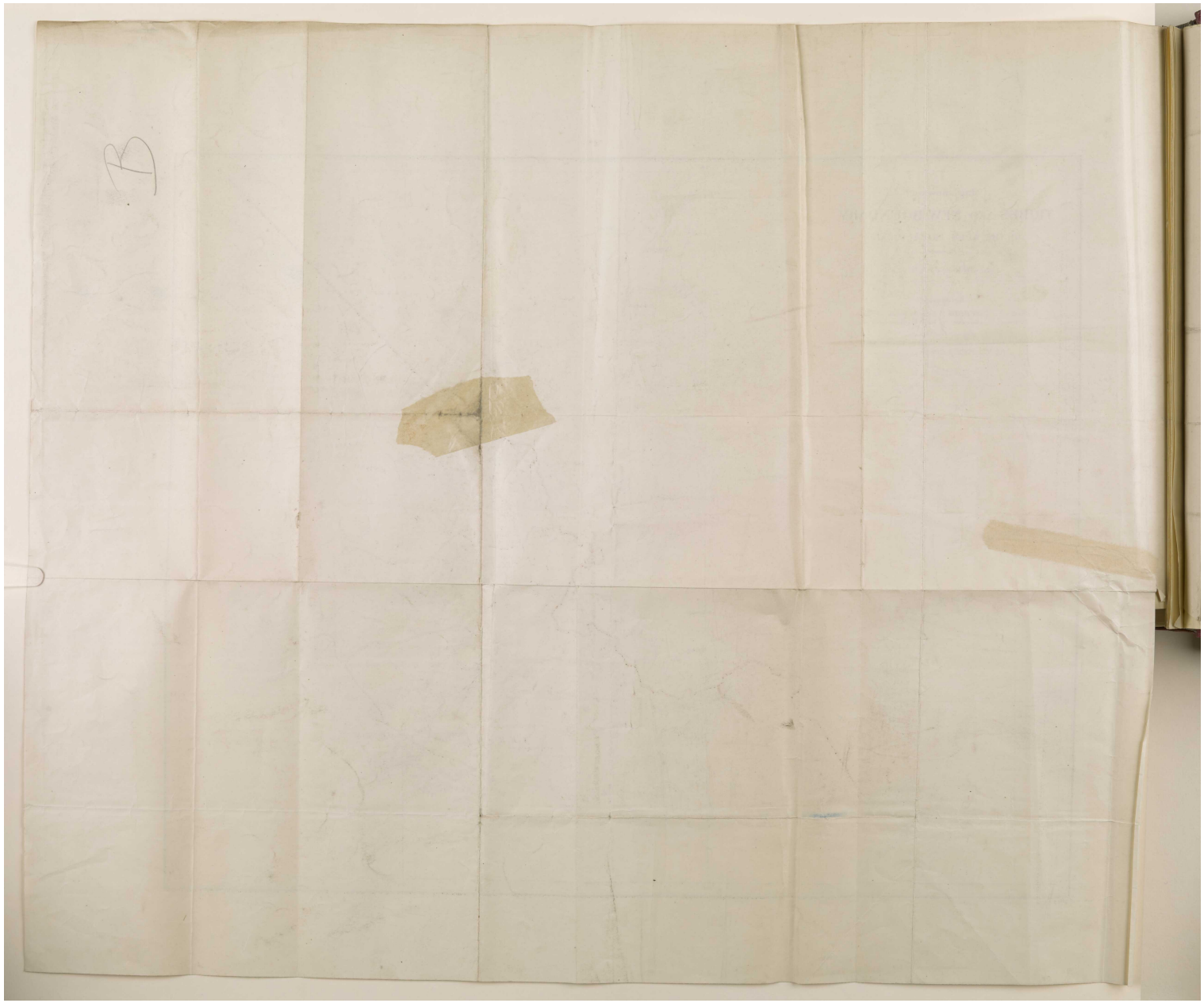

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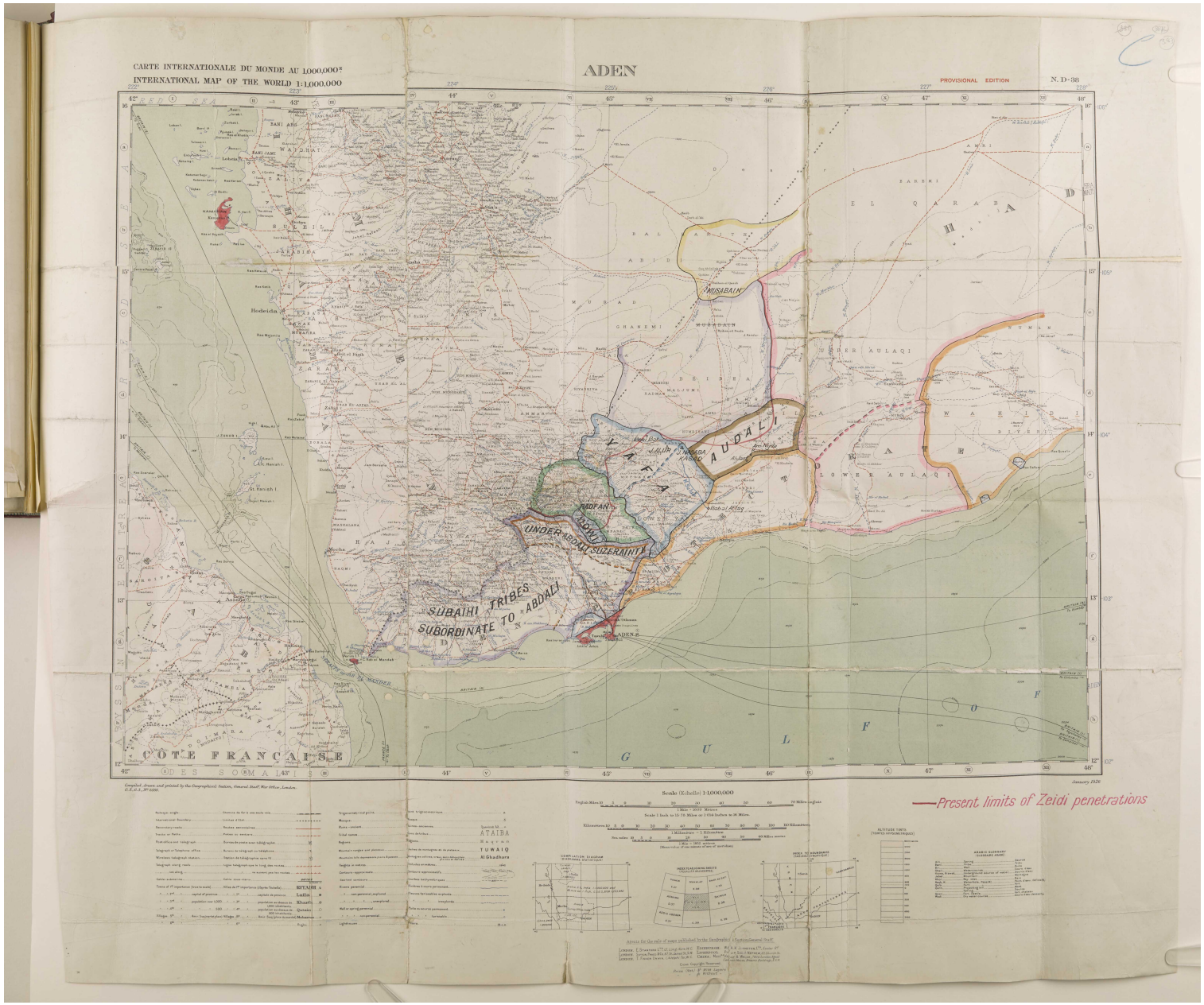
# Map of Aden [383r] (1/2)

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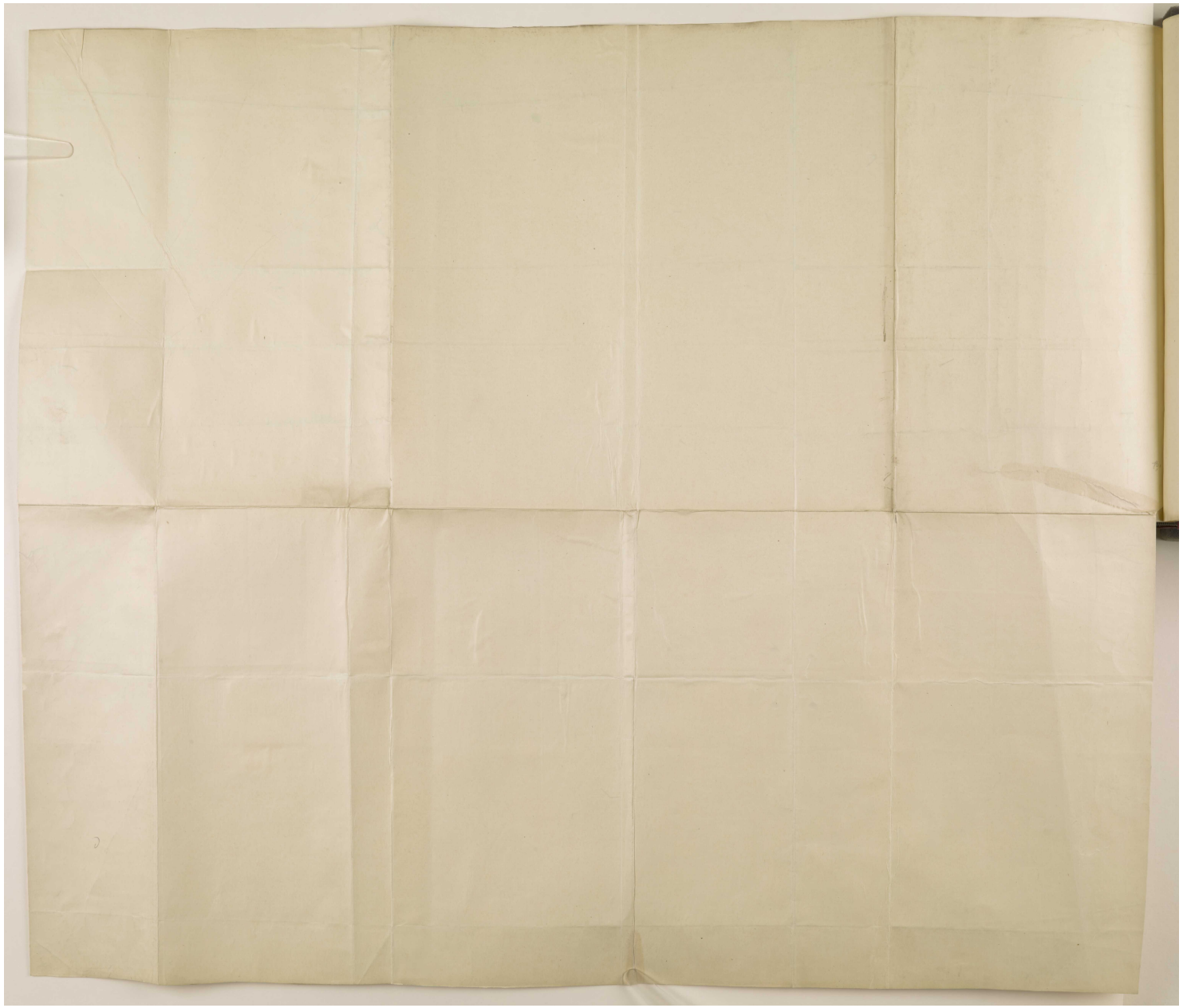
# Map of Aden [383v] (2/2)



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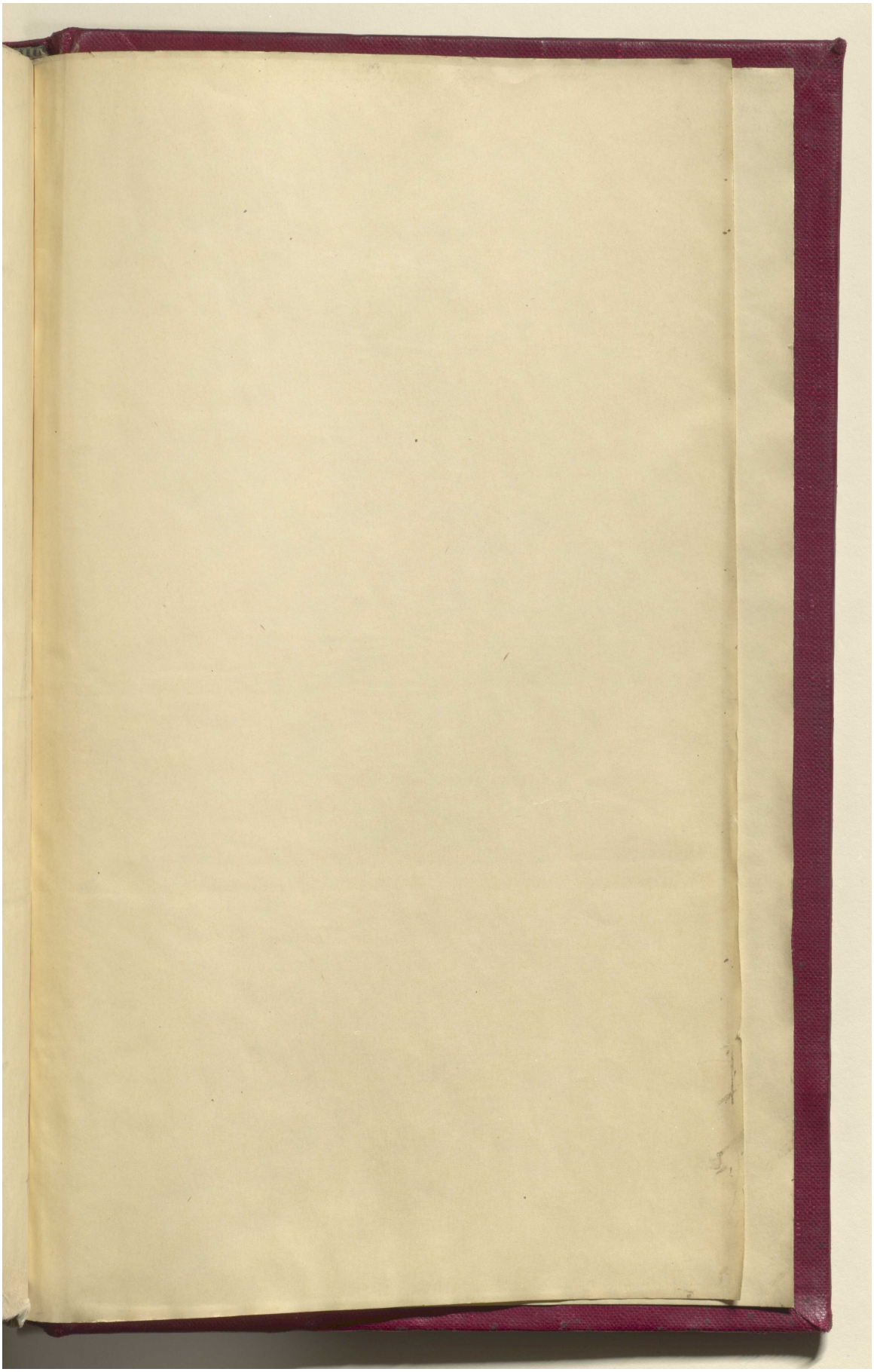

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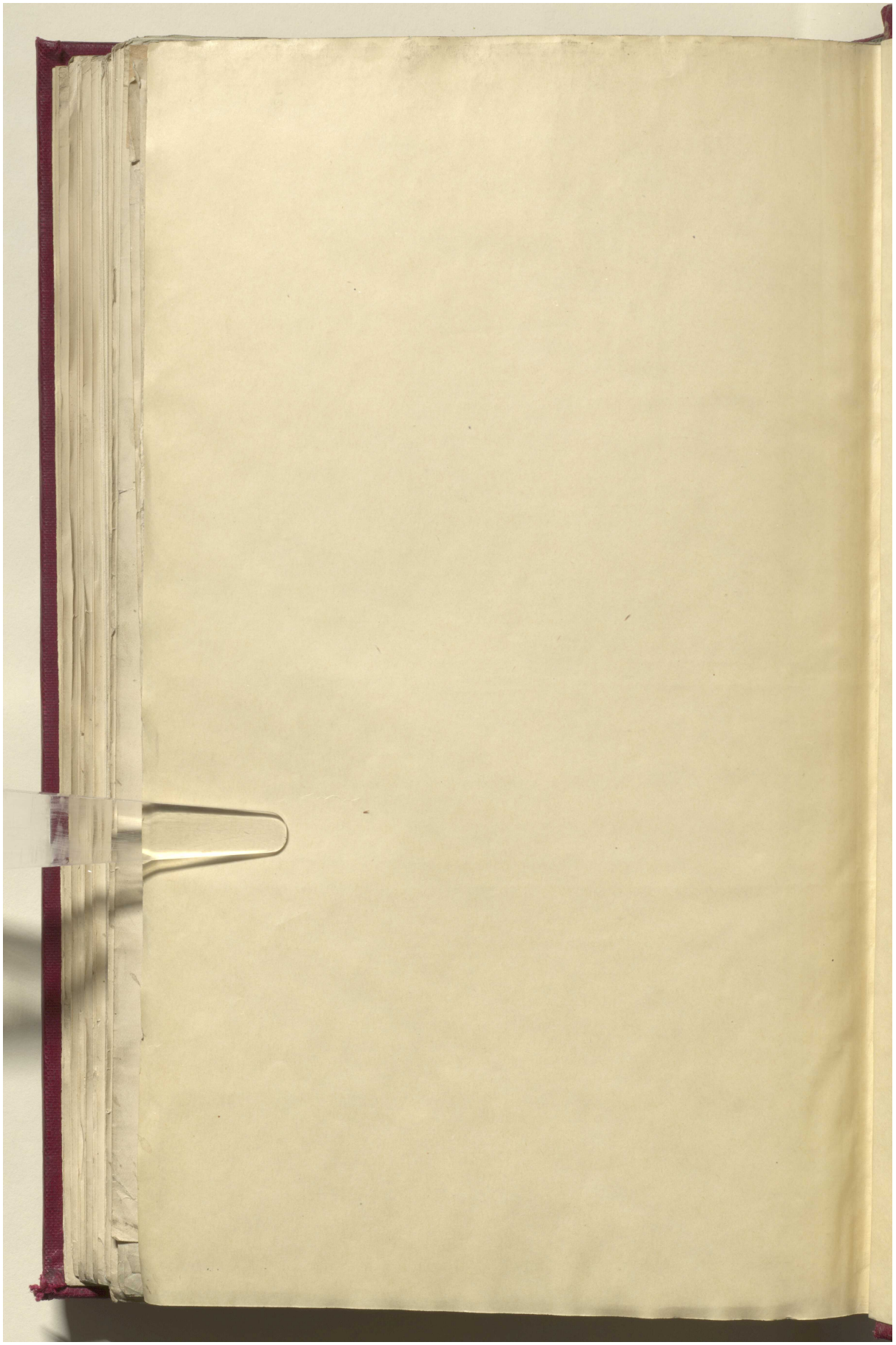

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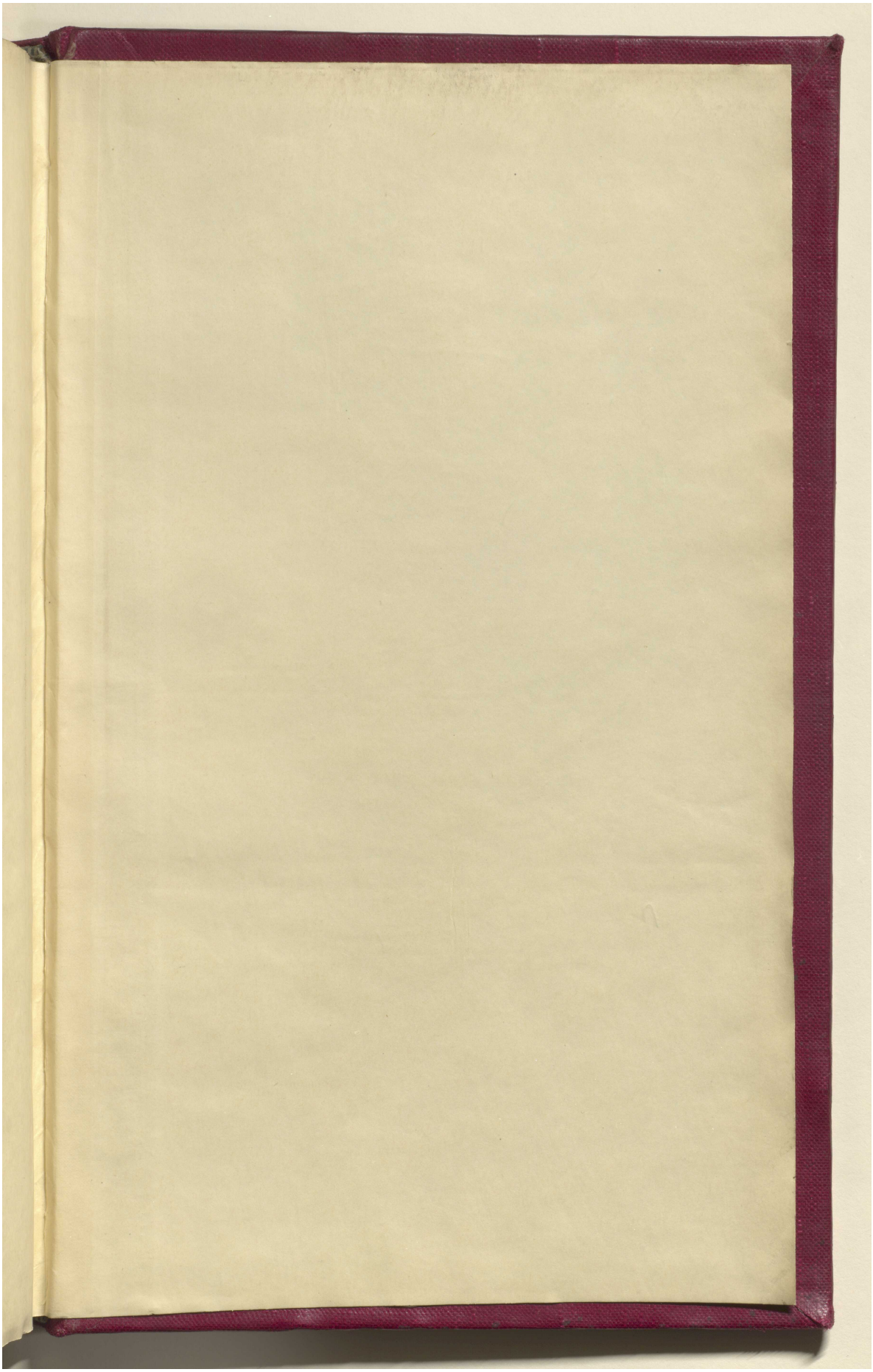

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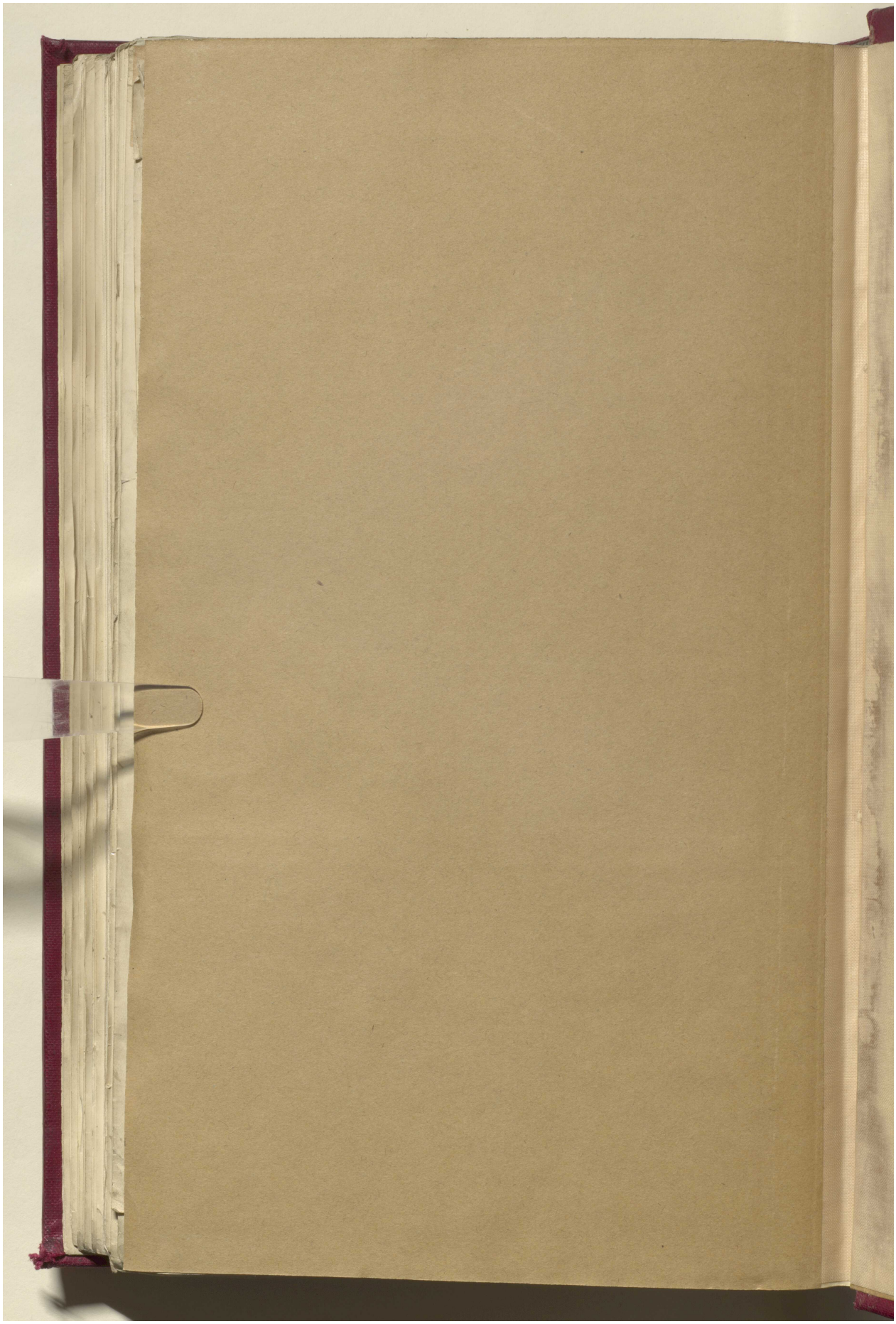

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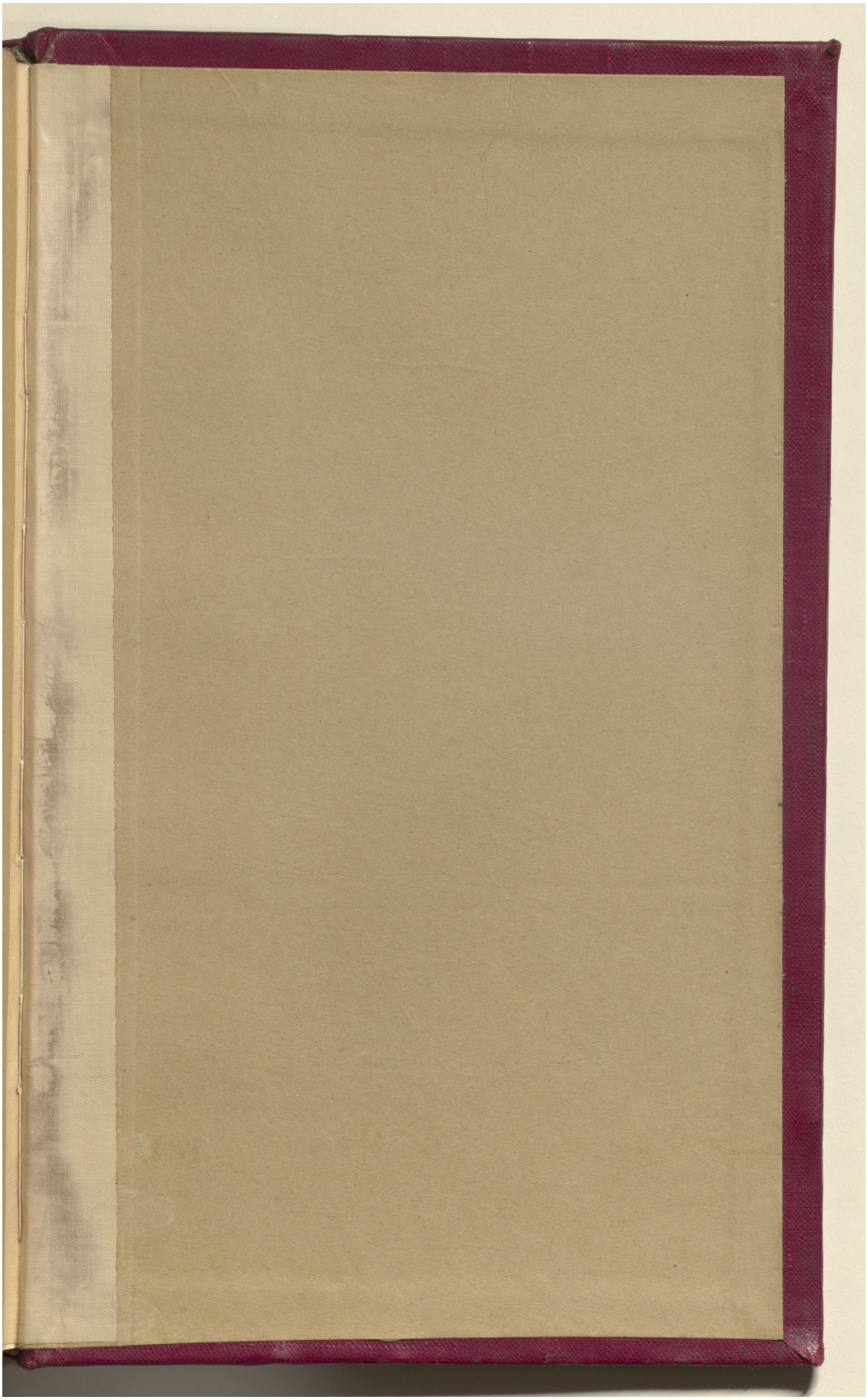

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