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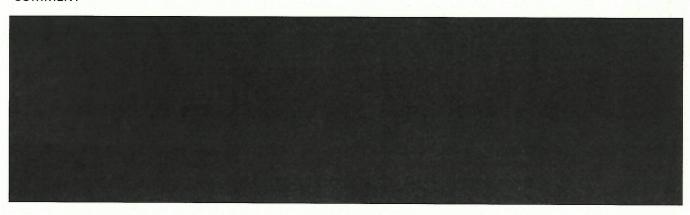
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Diptel UKMIS NEW YORK (Sensitive) Foreign & Commonwealth Office Diplomatic Telegram	
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Summary	
1. On 31 October, UN Special Envoy Ismail Ould Cheikh Ahmed (IOCA) briefed the Security Council to update on the political situation in Yemen. The Council also heard briefings from Stephen O'Brien, UN Under-Secretary-General for Humanitarian Affairs (OCHA), and Muhannad Hadi, the UN World Food Programme's (UNWFP) Regional Director for the Middle East and North Africa. IOCA's Briefing	
OCHA/WFP	
OCHA/WFP	

Permanent Representative of Yemen		
COUNCIL MEMBERS		

9. Speaking to the media in advance of the Council session, I stressed UK support for the Special Envoy's efforts on the road map and our intention to continue working with partners on a draft UNSCR in support of those efforts. The media picked up on Russian calls for an end to UK penholdership in the Council on Yemen. We also asserted that this was a continuation of Russian efforts to distract attention from their actions in Syria.

COMMENT



MATTHEW RYCROFT

Authorised

| Political Counsellor |

Contact

| 2nd Secretary Middle East |

Action

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Statement by Ambassador Matthew Rycroft, UK Permanent Representative to the United Nations, on Yemen

Monday 31 October

Thank you Mr President,

And thank you too, Ismail, Stephen and Muhammad, for your very powerful briefings. You are all doing vital work on this issue, and as Security Council penholder on Yemen, I want to reiterate in open session today our appreciation for your tireless efforts.

As you have all highlighted, the sheer scale of the crisis facing the people of Yemen means that there can be no let up in our efforts. It is a political crisis, a humanitarian crisis, a crisis where the violence simply won't end. As a result, civilians continue to suffer, with over 14 million people now food insecure and over 21 million people in need of humanitarian assistance. That is the tragic cost of the ongoing conflict in Yemen.

In response, we all know what needs to happen. First, the violence must stop. There needs to be an enduring, meaningful Cessation of Hostilities. I was proud of the UK's efforts to help secure a ceasefire earlier this month, but it is clear that three days is simply not enough. So we call on the parties to renew their commitment and implement an immediate, sustainable ceasefire.

In support of that goal, we also need to make sure that the De-escalation and Co-ordination Committee has the support, training and resources that it needs. The Committee is a crucial mechanism for building trust and addressing violations. If the Yemeni parties are serious about peace they should engage with it fully.

Sadly, any signs of de-escalation have been elusive of late. Only last week, a long range missile was fired from Saada into Saudi Arabia, reportedly at the King Abdulaziz International Airport, north of Jeddah. This attack by the Houthi and Saleh loyalists was provocative and unacceptable.

All sides need to show restraint. We were shocked and appalled by the terrible loss of life in the airstrikes on a funeral hall in Sana'a earlier this month. We immediately underlined our deep concerns at Ministerial level with the Saudi government.

Over 140 people died that day. Elbio has just spoken very powerfully about it, and I share his disappointment and his regret that this Security Council was unable to agree the draft press statement that the UK had circulated which would have strongly condemned that attack.

Despite this failure, the UK is clear that there must be accountability for that attack. The release of an initial investigation by the Coalition's Joint Incidents Assessment Team is a positive step towards this.

Stopping the violence, Mr President, is just the first step. And even that won't be enough to help the millions of people in need of assistance in Yemen.

Regardless of progress on the ceasefire, we also need to make concerted strides on improving the humanitarian situation.

At the General Assembly last month, the UK hosted an event which raised 100 million dollars for Yemen. Half of that money came from the UK itself. And the international community and UN agencies also committed to strengthening their response.

But money alone is never enough. It counts for very little in fact when aid can't get through. So let us call on the parties to take every step possible to improve humanitarian access so that we can help alleviate the suffering of the millions in need.

Ultimately, for all of this to be sustainable, the Cessation of Hostilities, the humanitarian access, we need the stability that comes only from a political process. And that requires compromise between the parties.

So, we welcome your presentation, Ismail, of the Road Map to the Yemeni parties. It sets out how that compromise can be achieved. It says clearly the security and political steps that the parties must take to reach a peaceful resolution.

While the path ahead on the political track has become clearer, it is still a path that has yet to be followed fully. We are disappointed by the continuing failure of the Houthis and Saleh to engage on the Sana'a Security Plan, in defiance of resolution 2216, and by President Hadi's public rejection of the Road Map. We hope he will now receive it, and engage on it in good faith. In fact, we call on all parties to engage in good faith with the Special Envoy and to return to negotiations on the basis of the Road Map and in a spirit of compromise.

As they do so, the Special Envoy will have the UK's full support for his efforts to bring the parties together. We take note of his requests just now for full Security Council support. And as penholder on this issue, we will continue to work on a draft Security Council resolution calling on all parties to do four things: one, return to an immediate Cessation of Hostilities; two, return to negotiations on the basis of the Road Map; three, bring about accountability for alleged breaches of international humanitarian law; and four, allow unhindered access for humanitarian aid. We pledge to continue working with our partners on this resolution in support of the UN Special Envoy

and all his efforts on the Road Map, and on the Cessation of Hostilities, and ultimately, in bringing peace to Yemen.

Thank you.

Special Envoy of the Secretary-General for Yemen, Ismail Ould Cheikh Ahmed Briefing to the Security Council 31 October 2016

Mr. President,

Thank you for this opportunity to update the Council on the latest developments in Yemen and challenges facing efforts to ensure the country's return to peace and stability.

What Yemen is witnessing today contravenes the commitments made by the parties to the United Nations to peace. The security situation is dire, and the humanitarian situation continues to deteriorate despite the efforts of the humanitarian agencies.

With regards to security, the Grand Hall in Sana'a witnessed a tragic attack on 8 October, where nearly one thousand Yemenis were gathered to pay their condolences at a funeral, left more than 140 dead and 550 injured. I visited the site of the attack several days ago together with family members of the victims, and saw for myself the shocking scale of destruction. The Mayor of Sanaa, Abdel Kader Hilal, a seasoned politician known for his bravery and commitment to peace until his last day, and two members of the De-escalation and Coordination Committee (DCC) were among the victims of the attack. The bombing of a funeral is contrary to all Yemeni norms and traditions and the perpetrators must be held accountable. I extend, once again, my deepest condolences to the families of the victims and wish a speedy recovery to those who were wounded in this attack. I commend the statements by the families of the victims, which called for restraint and thorough investigation of the incident. This is a clear demonstration of their sense of nationalism and their commitment to peace.

The Arab Coalition has taken responsibility for the attack and its Joint Incidents Assessment Team conducted a rapid preliminary investigation, which recommended action against those involved and a revision of the Coalition's rules of engagement. It will be very important to complete the investigations and to ensure accountability of those involved.

Mr. President,

Sadly, the 8 October attack was not the only incident where civilians and civilian infrastructure were targeted in the past weeks. On 3 October, shelling of Bir Basha district of Taiz, from areas controlled by the Houthi-GPC forces, resulted in nine civilian deaths including three children. Indiscriminate attacks on residential areas of Taiz have been ongoing for many months. They have caused great damage to the city and its population and must stop. These incidents are a horrific reminder of the consequences of war, a war that has blighted the country during the last eighteen months of conflict.

Mr. President,

The conduct of the parties on the ground is contrary to the commitments they made previously to engage fully and constructively in the UN-mediated peace process. I called on the parties to recommit to the April 10 Terms and Conditions for the Cessation of Hostilities. Although I would have preferred an open-ended Cessation of Hostilities, I was able to gain agreement on 72-hour pause which entered into force on 19 October. I regret to report that both sides were involved in significant violations of the Cessation of Hostilities from its first day. I am deeply concerned by the escalation of hostilities, which has continued at an alarming rate in the past few weeks. Fighting has escalated in Taiz, Maarib, al-Jawf, Hajjah and on the border with Saudi Arabia, where ballistic missile attacks have increased in both frequency and range. Targeting the area of Mecca al-Mukarrama was a dangerous development, which affects the course of the war and the feelings of more than 1.5 billion Muslims worldwide.

I am also concerned that international vessels travelling off the coast of Yemen have come under fire from Houthi-controlled territories in recent weeks. A UAE vessel was targeted in the Strait of Bab al-Mandab. US destroyers travelling through international waters were reportedly targeted by direct missile attacks, and responded by reportedly firing on Houthi radar sites. These incidents risk a more acute escalation of the conflict, and threaten the security of international maritime movement. I thank the Council for its call on 4 October, for "such attacks to cease immediately".

In southern Yemen, al-Qaeda in the Arabian Peninsula (AQAP) and the so-called "Islamic State" (IS) continue attacks on state institutions and civilian targets. In Aden, on 1 October a suicide bomber killed one civilian and injured three others, and on 29 and 30 September, gunmen affiliated with IS assassinated a retired intelligence officer and a security officer. As part of their counter-terrorism efforts, Yemeni security forces raided the house of a prominent IS leader and confiscated a variety of weapons and explosives. In Abyan, counter-terrorism forces killed three militants, including a high-ranking AQAP affiliate and arrested two others.

Mr. President,

The escalating military situation continues to worsen a very dire the humanitarian situation which requires far greater attention from the international community. Local authorities are unable to provide basic social services for the population. This is particularly prevalent in the health sector, where only 45 per cent of facilities are functional. In addition to the growing difficulty for Yemenis to obtain medical treatment at home, many Yemenis are also unable to seek treatment abroad due to the prohibition of commercial flights from Sanaa. I call for the immediate resumption of commercial flights to and from Sana'a. I also call on the Houthis and the GPC to ensure that access for humanitarian agencies are free from bureaucratic impediments and intimidation. My colleagues Stephen O'Brien, Under-Secretary-General for Humanitarian Affairs and Emergency Relief Coordinator, and Mohannad Hadi, Regional Director of the World Food Programme for the MENA region, will provide you with a more detailed briefing of the humanitarian situation and the UN's efforts to provide assistance.

I should add that the worsening economic situation threatens to create a far greater humanitarian crisis in the coming months if urgent action is not taken. Salary payments for most civil servants have already ceased. This was a primary source of income for much of the population. Unless they are continued quickly, many more Yemenis will face destitution and be forced to rely on humanitarian aid to survive. There should be a commitment from all parties, including the Government of Yemen, the Houthis and GPC to collaborate to ensure the continued functioning of the Central Bank and a rapid resumption of salaries throughout the country.

Mr. President,

Despite the International Community's calls for the Yemeni parties to fully commit to the peace process, the parties continued to embark on unilateral actions, which risk undermining the prospects for peace. On 2 October, the High Political Council established by the Houthis and GPC, asked the former Governor of Aden to form a new government. President Hadi's decision to replace the Governor of the Central Bank and relocate the Bank to Aden has created further economic uncertainty at a time when urgent measures to save the economy are necessary. Prime Minister Ahmed bin Dagher announced via social media plans to convene the National Body to ratify the draft constitution. I urge the parties to refrain from taking any further measures, which will only complicate reaching a negotiated settlement to put Yemen on the path to peace.

I conducted extensive consultations with the Yemeni parties and members of the international community over the last few weeks, and presented the parties with a comprehensive and detailed roadmap to end the conflict. The roadmap is consistent with Security Council resolution 2216 (2015) and other relevant resolutions, the GCC Initiative and its Implementation Mechanism, and the Outcomes of the National Dialogue Conference. The Roadmap contains a set of sequenced political and security steps, conducted in parallel, which would help Yemen return to a peace and orderly political transition.

The Roadmap foresees the creation of military and security committees, which would supervise withdrawals and the handover of weapons in Sanaa, Hodeida and Taiz. The committees would also be tasked with ensuring the complete end of military violence and the safety and security of the population and state institutions. The Roadmap also lays out interim political arrangements including the appointment of a new Vice President and the formation of Government of National Unity which would lead Yemen's transition process and oversee the resumption of political dialogue, completion of the constitutional process and ultimately elections. I was informed, unofficially, that the parties have rejected the Roadmap. This demonstrates that the political elite in Yemen remains unable to overcome their differences and prioritize national, public interest over personal interests. It is time for the parties to realize that there can be no peace without concessions, and no security without agreement. They should base their positions on the question of how to ensure security and stability for the Yemeni people.

I will return to the region immediately following this briefing to start consultations with both parties in Sana'a and Riyadh with the aim of reaching a detailed agreement based on the

Roadmap. It is now the responsibility of the delegations to prioritize peace, rather than partisan agendas. The Roadmap and the agreements discussed in Kuwait should allow process towards a comprehensive settlement in the coming weeks if the parties engage in good faith and demonstrate a sense of political and national awareness.

I am grateful for the International Community's continued support to my proposal for a comprehensive agreement and calls for a Cessation of Hostilities. The quadrilateral meetings of the Foreign Ministers of the United States, United Kingdom, Saudi Arabia and the United Arab Emirates in Jeddah, New York and in London have supported these efforts along with their counterparts from the remaining members of the Gulf Cooperation Council. These calls were echoed in other meetings with the Foreign Ministers of the Sultanate of Oman, France, Egypt, Kuwait, Qatar, Bahrain and the deputy Foreign Minister of Russia. I am grateful to the Council Members for their unwavering support of the efforts to restore peace in Yemen.

Mr. President.

After 18 months of horrific fighting, thousands of deaths, injuries and unspeakable human suffering, we all need to ask how long will Yemenis remain hostages to personal and reckless political decisions? What are the parties waiting for to sign a political agreement? Have they not understood that there are no winners in wars?

The Roadmap I have proposed to the parties is widely supported by the International Community because it provides a comprehensive solution, and includes guarantees for the political representation all political groupings.

I would like to ask the Council for its full support of the peace plan, and for an immediate cessation of hostilities and a release of detainees. And to the Yemenis I say, the dawn of peace could be near, in case those responsible decide to prioritize national interest and start working on rebuilding a stable state, which guarantees the rights of all of its people without discrimination.

Thank you.



Office for the Coordination of Humanitarian Affairs

UNDER-SECRETARY-GENERAL FOR HUMANITARIAN AFFAIRS AND EMERGENCY RELIEF COORDINATOR, STEPHEN O'BRIEN

Statement to the Security Council on Yemen 31 October 2016

Checked against delivery

Mr. President,

There can be no humanitarian solution to the conflict in Yemen. There needs to be a political solution, beginning with an immediate cessation of hostilities. I echo the Special Envoy's call. All parties and all with influence over them must work towards peace. Each day that this war continues, it is civilians who suffer. Each day that the conflict drags on, we inexorably are propelled ever closer to an entire generation of Yemenis whose formative years are spent in the chaos of combat.

This humanitarian catastrophe in Yemen is a man-made disaster, where conflict has exacerbated and exponentially increased the suffering of the 50 per cent of the Yemeni population who already were in dire and extreme poverty. Repeatedly over the past 19 months, the people of Yemen have been robbed of their lives, their hope and their right to live in dignity. Thousands have been killed, tens of thousands have been injured, more than three million have been forced to leave their homes, and seven million suffer the daily anxiety of not knowing where their next meal might come from.

I have recently returned from Sana'a and Hudaydah and in my previous visit I reached Aden as well - I saw the desperation, fear, and resignation in the deep-sunken eyes of people I met who have lost all hope – either moved to anger or powerless despair.

In short, since my last briefing to the Council, the humanitarian situation has become worse and 80 per cent of Yemenis, 21.2 million people, are in need of some form of humanitarian assistance. Humanitarian actors are being asked to fill the void left by the political power vacuum, but this is not a viable solution.

Mr. President,

All the parties are reminded that international humanitarian law is an obligation, not an option. Perpetrators on all sides must be held responsible for the legions of violations of International Humanitarian Law. This Council and its members also have responsibilities in this regard. I also stress the need for effective, independent investigations into allegations of war crimes and to prosecute suspects.

Since the collapse of the cessation of hostilities in August, Yemenis across the country, in areas controlled by various warring factions or none, have endured near-daily attacks on civilians, civilian institutions and public infrastructure. In August, the Saudi-led coalition bombed an MSF-supported health facility and school in Sa'ada, and the attack on the Grand Hall funeral gathering in Sana'a earlier this month, for which the Saudi-led coalition has taken responsibility, left at least 140 people dead and 550 injured. And, although there is no equivalence between those killing with airpower, available only to one side of the fight, and those on the other side killing with land-based weaponry, the Houthi/Saleh forces have indiscriminately shelled Taizz and other locations, as well as towns and installations inside Saudi Arabia, reportedly using ballistic missiles.

Humanitarian workers are also prevented from doing their work. Armed Houthi and Saleh forces routinely intimidate, delay and harass humanitarians, threatening the Yemenis' last lifeline with arrests and deportation, or demanding the diversion of humanitarian assistance to their fighters. These are all unacceptable breaches of humanitarian law and humanitarian principles.

Mr. President,

The drawn out nature of Yemen's conflict is having a devastating effect on public institutions, which are increasingly unable to provide basic social services. A quarter of the population depends on those employed on the public payroll. Yet paychecks are coming with less regularity and the ability to withdraw cash is disappearing amidst a liquidity crisis. This is a foreshadowing of the impending collapse of Yemen's economy, already desperately poor as well as hollowed out by corruption. The Central Bank has unilaterally been moved to Aden. Humanitarians do not have the capacity or the resources to provide services to a population of 26 million Yemenis. Our joint appeal is less than half funded.

The complete, permanent collapse of public institutions must be prevented. Whilst the primary duty lies with the Government of Yemen, the de facto Houthi authorities and the previous Saleh regime, I call upon anyone with any influence to heed this call, including ensuring that salaries of doctors and nurses and other critical civil servants to be paid.

Where the failure of public services is felt perhaps most acutely is the health sector: less than half of the rudimentary health facilities remain functional. Earlier this month, as I said, I visited Hudaydah held by Houthis/Saleh's forces. Hudaydah Governorate is the poorest in Yemen. I met with children and mothers, a few fathers and the desperately overworked doctors, nurses and carers at the paediatric centre at Al Thawra hospital, where the machines and lights frequently cut out due to shortages of generator fuel, and the medicine cabinets were empty. Easily treatable chronic illnesses are becoming death sentences. Yemenis, old and young, are dying every day because of the deprivation of basic goods and services. Since March 2015, 10,000 children under the age of five have perished from preventable diseases as a result of the sharp decline in the availability of immunizations and remedies for diarrhoea and pneumonia. Also at risk are migrants from the Horn of Africa and the more than 3 million internally displaced, nearly half of whom are children. They are particularly dependent on assistance and supplies getting in by port or air, neither of which is getting in at the moment, and are vulnerable

to the spread of disease.

Yemen is "one step away from famine". I met an 18-year-old woman with her 3 year old baby, who was bedridden with severe malnutrition, making it difficult to eat; she is barely surviving on milk and tea. I met 8-year old children who looked like 2-year old toddlers due to severe malnutrition, and the resulting health complications. Imagine how many more children and teenagers are suffering and dying of hunger, who never make it to a hospital. As I learnt whilst in Yemen over 14 million are food insecure, 7 million are severely food insecure - they do not know where their next meal is coming from. Over two million people are malnourished nationwide, including 370,000 children who are severely malnourished.

On top of this already unthinkable suffering, cholera is rearing its ugly head. There are now 61 confirmed cases of cholera, with more than 1,700 more suspected cases in ten governorates. To date, the Ministry of Health has confirmed four cholera-related deaths and 42 deaths associated with acute watery diarrhoea. But the caseload is almost certainly much higher due to a lack of testing kits. The UN and partners are establishing 21 cholera treatment centers – but this is insufficient to stop the escalating spread.

Mr. President,

As before the conflict, the vast majority of the needs of the Yemeni people are met through commercial deliveries. The United Nations Verification and Inspection Mechanism (UNVIM) is a unique first in such arrangements pulled together by OCHA and now run by UNOPS, I take the opportunity to call for the renewal of its mandate. Let us back something that is working. –UNVIM has cleared over 190 commercial vessels to successfully offload over three million metric tons of food, fuel and supplies at ports in Hudaydah, Ras Isa and Saleef since May. However, there are currently some 40 vessels waiting to offload some 1.4 million metric tons of cargo, including some 600,000 metric tons of food. Offloading cargo can take up to 30 days on average, because of inefficient port management, financial disputes between shippers, and above all slow offloading due to limited capacity at Hudaydah port, which was severely damaged by air strikes (albeit denied) in August 2015. These cranes need to be removed fast to make way for emergency mobile cranes. Profiteering from commercial imports in a country where 90 per cent of food must be imported is unacceptable in the face of a humanitarian disaster. Since February 2016, fuel imports have averaged a fifth of the pre-airstrikes levels.

The Coalition and the local port authorities need to ensure rapid and safe access for cleared vessels to reach the ports, especially Hudaydah port. I also call on donors to support the rehabilitation of the damaged port infrastructure in Hudaydah – the lifeline of the country. The United Nations is trying to accelerate the procurement of mobile cranes to dramatically increase the port's capacity, but this is a short-term solution at best.

In the same vein, I echo the calls for the Coalition and the Government of Yemen to immediately resume commercial flights to and from Sana'a. Saudi Arabia controls the airspace over Yemen generally and Sana'a in particular. It is within their power, their choice to permit this. Since Yemenia stopped flying into Sana'a, thousands of Yemenis are stranded, including students who need to pursue their studies abroad and patients who need medical care not

available in Yemen today. Many lives could be saved if only they could travel freely to obtain that medical treatment. For instance, the United Nations worked tirelessly to organize life-saving evacuations via the air of wounded civilians from the 8 October attack on the Great Hall. The Iranians and quickly thereafter KSA also offered to assist with evacuations. Yet politics, bureaucratic impediments and other obstacles prevented us doing so. Clearly the people of Yemen cannot be asked to depend upon such improvisations in order to receive essential medical care. We commend Oman, which was able to evacuate more than 100 people for medical treatment, but a second evacuation couldn't be arranged in time before the ceasefire ended.

Mr. President,

Since I last briefed the Council, humanitarian partners were reaching 3.5 million every month between January and July, now they are reaching 4.6 million per month – despite all challenges. There has been a steady increase in deliveries to people in need across the country, and an additional million people are now being reached with food aid every month, with more than 4 million Yemenis receiving food aid each day. Partners have provided essential health services through fixed and mobile teams, including both trauma and secondary healthcare; and provided medicines/supplies to health facilities which serve millions.

The United Nations, under the strong leadership of the Humanitarian Coordinator, together with our humanitarian partners, stand ready to do more, if only the humanitarian access constraints could be eased and we had more financial support. But this requires coordination with the Coalition, the myriad of local actors at the central level in Sana'a, and other parties to the conflict. Bureaucratic impediments in Yemen were already a problem before the current conflict began, and have since then grown more complex. The UN continues to negotiate access with all relevant actors, including the authorities in Sana'a.

Mr. President.

This man-made brutal humanitarian disaster is now the catastrophe which I said was "looming" in my first briefing to this Council 18 months ago. The conflict has gone on for too long. It is high time the parties put the Yemeni people first and reached a peaceful agreement in order to salvage what is left of the infrastructure, economy, and social services of the country, and most importantly to address the aspirations of the Yemeni people to live in a peaceful society. If disregarded, the collapse of the country will have menacing consequences not only for the Yemeni people but to the entire region.

The parties, their proxies and those with influence over them, namely the Yemeni government, the Kingdom of Saudi Arabia, the regional Gulf nations in the Gulf Cooperation Council, the USA, UK and other western partners of KSA all have key roles and influence – as do the Houthi authorities, the former President Saleh and his supporters and Iran; they can arrest this war and this suffering. They can get behind the framework agreement put forward by the Special Envoy and secure peace in 30 days. It is a political decision which takes courage and leadership. We cannot wait.

Thank you.