



Brussels, 20 May 2025
(OR. en)

8690/25

MOG 42
YEMEN 2
CFSP/PESC 666
COPS 197

OUTCOME OF PROCEEDINGS

From:	General Secretariat of the Council
On:	20 May 2025
To:	Delegations
Subject:	Council Conclusions on Yemen

Delegations will find attached Council Conclusions on Yemen, approved by the Foreign Affairs Council at its meeting on 20 May 2025.

COUNCIL CONCLUSIONS ON YEMEN

1. Recalling its previous Council Conclusions on Yemen of December 2022 and its commitment to support the people of Yemen, the EU expresses grave concerns over the serious deterioration of the security in Yemen and calls on all parties to abide by their obligations under International Law, including International Humanitarian Law. The EU strongly condemns Houthis threats and indiscriminate attacks against international maritime shipping, in the Red Sea and the Gulf of Aden and against Israel. These attacks directly threaten regional peace and stability, global commerce and the freedom of navigation as a global public good and the already dire humanitarian situation in Yemen. After a decade of conflict in Yemen, the UN-brokered truce seems more fragile than ever and the risk of further escalation domestically and in the region remains high. In the context of the Houthi attacks, the UN-led peace efforts are stalled, arms proliferation and terrorist threats are on the rise in Yemen and the region, while the humanitarian situation in the country continues to deteriorate worryingly and serious human rights violations and abuses continue to be recorded. At this critical juncture, a return to an all-out war needs to be prevented, which would not only be disastrous for the Yemeni population, but also risks negative spill-over effects on the wider region and for maritime security and freedom of navigation in the Red Sea. At the same time the situation in Yemen is deeply affected by regional dynamics.
2. Amidst these worrying developments, and against the backdrop of rising risk of a re-ignition of domestic fighting, the EU calls for a renewed momentum in the peace efforts in Yemen. The EU reiterates its strong support to the UN mediation and regional initiatives aiming at a sustainable ceasefire in Yemen, end of the attacks in the Red Sea and against Israel, and the return of the parties to meaningful negotiations for an inclusive political solution addressing the political, economic and security dimensions of the conflict. Peace and stability in Yemen is also essential for the security of the Gulf region and the Red Sea, and therefore regional engagement remains key. Committed to the unity, sovereignty, independence and territorial integrity of Yemen, the EU will continue to strongly support the UN Special Envoy for Yemen and his team through diplomatic means and by facilitating and funding both track I and track II initiatives. The EU commends ongoing efforts by regional actors to pave the way for a political settlement and lasting peace in the country. The EU is willing to increase its direct engagement

in facilitating the different parties' return to dialogue in order to reach an inclusive political settlement.

3. The EU acknowledges the readiness for engagement by the Government of Yemen (GoY) to assume responsibility and ownership. The EU will continue its support to the GoY and the Presidential Leadership Council (PLC) in their efforts to advance reforms and good governance, notably through the Government Comprehensive Reform Plan, while underlining the critical importance of unity and of continued presence in the temporary capital Aden. The EU will also continue supporting the Consultation and Reconciliation Commission (CRC), as the main institutional dialogue platform for political parties in Yemen. The EU urges the GoY and PLC to strengthen internal unity and improve delivery of basic services and rights to the Yemeni people, which are essential for political and economic stability of Yemen. The EU also stands ready to step up efforts in support of the Yemeni civil society.
4. In a broader context, the EU recalls Yemen's positive votes in the UN General Assembly condemning Russia's aggression against Ukraine and calls on Yemen for continued support to Ukraine's territorial integrity, to the protection of international rules-based order and to reach a comprehensive, just and lasting peace in Ukraine, in line with the principles of the Charter of the United Nations.
5. The EU is seriously concerned with the deterioration of the economic situation in Yemen marked by high inflation, steady currency depreciation and an alarming banking crisis. The EU is ready to support the Government of Yemen in developing a unified, inclusive, sustainable, and economically sound governance to fight corruption, enhance accountability, improve revenues' collection, advance the reunification of the banking system and mitigate humanitarian risks. To this end, the EU calls on the international community, notably on UN agencies, international financial institutions and donors, to coordinate their engagement on the ground to prevent further deterioration and the risk of collapse of Government of Yemen institutions.
6. In this context, the EU will continue to support good governance of the Government of Yemen. The EU supports the unification and functionality of the Government's security sector, in particular with regard to the civil security sector reform and capacity building. In this respect, the EU has already increased its support for the Yemeni Coast Guard and is ready to participate

in further efforts with international partners to enhance the Coast Guards' capacity to patrol the sea and ensure freedom of navigation.

7. The EU is deeply concerned about the continuous deterioration of the humanitarian situation in Yemen, with 19.5 million people (60% of the population) in need of humanitarian assistance and protection, with women and girls more likely to rely on it counting for at least 9.6 million in severe need of life-saving assistance, 17.1 million people facing acute food insecurity, over 4.8 million internally displaced, 6 million women and girls facing a higher risk of abuse and exploitation, 2.3 million children acutely malnourished and 35% of worldwide cholera cases. The ongoing military escalation, the increasingly deteriorating operating environment and continued interferences with impartial humanitarian assistance across Yemen, including the arbitrary detentions by the Houthis are detrimental for international efforts to help the Yemeni people in addition to an unprecedented reduction of international funding. The EU and its Member States strongly condemns the continuing arbitrary detentions by the Houthis of local staff from UN agencies, NGOs and diplomatic missions and reiterates the urgent call for their immediate and unconditional release. The EU and its Member States remain a major humanitarian actor in Yemen, the EU having provided over EUR 1.6 billion in overall assistance since the eruption of the conflict in 2015. In light of the decrease in funding of international assistance to Yemen and the increasingly complex operating environment, the EU calls for the scaling up of humanitarian aid and calls on all parties to ensure full and unhindered humanitarian access in accordance with International Humanitarian Law and humanitarian principles, and the humanitarian-development nexus revising and supporting the multilateral response framework and increasing support to the locally led humanitarian action. The food insecurity is acute: without adequate support, an estimated 6 million additional people will experience emergency levels of food insecurity. The EU supports the much-needed UN decision to prioritise lifesaving humanitarian programs in the most severely affected areas and calls on donors to maintain a joint and principled engagement, to protect humanitarian space and to avert a humanitarian catastrophe.

8. The EU and its Member States, in a Team Europe approach, are committed continuing its development assistance to Yemen, where possible, with the aim to improve livelihood conditions for Yemenis through investments in economic recovery and reforms, job creation and reinforcing the state and society resilience including in areas such as food security, agriculture, electricity and water, sanitation and hygiene services. The EU will continue to work on improving access to basic services for the population in Yemen, with special focus on women and youth.
9. The EU will continue strongly advocating for effective protection of human rights and respect for International Humanitarian Law across Yemen, including through continued independent and impartial monitoring and documentation of serious human rights and International Humanitarian Law violations. The EU is concerned about the continued crack down on civil society and women's rights in Yemen, in particular by the Houthis. The EU remains deeply concerned about the impact of the conflict on civilians and deplores the high number of civilian casualties, attacks on civilian infrastructure, including those linked to the indiscriminate effects of landmines and explosive remnants of war. The EU also urges the parties to ensure that children are not recruited into the armed forces, are not taking part in hostilities and are protected against the effect of hostilities. Accountability and transitional justice are an essential part to the peace process; both the Government of Yemen and the Houthis should engage in further releases of prisoners.
10. The EU condemns arms proliferation benefiting the Houthis and other Armed Non-State Groups, including terrorist designated organisations such as the Al-Shabaab and Al Qaida in the Arabic Peninsula (AQAP), in violation of international law, as well as the dramatic increase in the trafficking of weapons across Yemen, the Red Sea and the Horn of Africa, jeopardizing regional stability. The EU remains concerned about the alleged Houthi–Al-Shabaab ties facilitated by organised crime networks active in the region. Recalling the obligation of all States to respect the arms embargo under UNSC Resolution 2216 (2015), the EU calls on third parties and in particular Iran to stop their support and arms deliveries to the Houthis and contribute to the de-escalation. The EU will continue supporting the UN Verification and Inspection Mechanism (UNVIM), while calling for a reinforcement of its mandate in order to enhance its role and efficiency in the enforcement of UN arms embargo UNSCR 2216 (2015). The EU will retain the option of countering destructive behaviour by the Houthis and the

delivery of arms and related material to the Houthis, including by the use of further restrictive measures.

11. The EU will maintain and enhance its strong engagement in the Red Sea through its defensive maritime operation EUNAVFOR ASPIDES, launched in February 2024 that continues to offer protection to transiting commercial vessels, and in addition step up its contribution to maritime security awareness, while looking for synergies with EUNAVFOR ATALANTA. The EU remains committed to supporting all efforts that are in line with international law, to ensure freedom of navigation in the Red Sea, protecting crucial shipping lanes and help restoring the regular flows of trade through the Suez Canal connecting to the Mediterranean Sea and calls on all countries in the region to join these efforts. The EU commends the outstanding results of ASPIDES, which has escorted more than 440 ships over its first year of mandate and averted a major environmental disaster in the Red Sea and the littoral states and further disruptions of the shipping routes in the region. The EU calls for the halting of the practice of indiscriminate and arbitrary detention of merchant vessels and their crews by the Houthis, upholding the safety of seafarers and to stop all actions that obstruct international trade and regional security.
12. The EU stresses the importance of close coordination and cooperation with international partners to safeguard maritime security in the Red Sea, promote broader regional cooperation and address sources of maritime insecurity including through the work of the respective EU Special Representatives. In this context, the EU will enhance cooperation with regional partners, littoral states as well as like-minded partners.
