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### ANNEX

#### **Neighbourhood, Development and International Cooperation Instrument (NDICI) – Global Europe Exceptional Assistance Measure regarding Libya**

#### **1. IDENTIFICATION**

Action:	Advancing Libya's political process & mine action
Action Reference:	NDICI CR 2025 / 25 / ACT-63448
Cost:	EUR 3 000 000 (Union contribution)
Budget Line:	14 02 03 10
Duration:	Maximum 18 months. The authorising officer responsible may decide to extend this period twice by a further period of up to six months, up to a total maximum duration of 30 months, under the conditions laid down in Article 23(6) of Regulation (EU) 2021/947 of the European Parliament and of the Council ('the NDICI Regulation').
Lead service:	FPI

#### **2. ACTION SUMMARY**

The action will contribute to the implementation of the Political Roadmap presented by the United Nations Support Mission in Libya (UNSMIL) Special Representative of the Secretary-General (SRSG) to the Security Council in August 2025 working towards the conditions for national elections and unification of institutions in Libya. The action will enable UNSMIL to facilitate an inclusive, Libyan-owned, multi-track political dialogue process informing political, security and economic reforms. Moreover, the provided support will contribute to enhance coordination among key international and regional actors, including through the Berlin process and other fora, to realise greater international alignment and support to the UN-facilitated political process. Following intense clashes between rival armed groups in Tripoli in May 2025, the action will furthermore contribute to strengthening local response capacity in mine action and support the clearance of areas contaminated with unexploded ordnance (UXO) across Libya.

### **3. BACKGROUND AND RATIONALE**

#### **3.1 BACKGROUND**

In May 2025, the Advisory Committee submitted its final report to UNSMIL providing concrete recommendations for options on how Libya could move towards elections, unified institutions and end the country's transitional period. Together with the Senior Officials Meeting of the International Follow-up Committee on Libya, held on 20 June 2025 in Berlin, key stakeholders – including the European Union – reaffirmed their support for and thus reinvigorated the Libyan-led, UN-facilitated political process. With the presentation of the proposed Political Roadmap by UN SRSG Hanna Tetteh to the UN Security Council on 21 August 2025, UNSMIL is investing significant efforts to get the Structured Dialogue as essential element of the Political Roadmap off the ground striving to set conditions for national elections and institutional reunification in Libya.

The intense clashes that occurred between rival armed groups in Tripoli in May 2025 contaminated numerous neighbourhoods with unexploded ordnance (UXO). This situation has led to a spike of injuries and impacted economic activities. The clearance of these urban areas has been recognised by the Libyan Mine Action Centre (LibMAC) and the United Nations Mine Action Service (UNMAS) as a priority.

#### **3.2 RATIONALE FOR CRISIS RESPONSE ACTIONS UNDER THE RAPID RESPONSE PILLAR OF THE NEIGHBOURHOOD, DEVELOPMENT AND INTERNATIONAL COOPERATION INSTRUMENT**

To support the implementation of the Political Roadmap, including the Structured Dialogue, and creating conditions for national elections and the unification of Libya's political, administrative and economic institutions, it is necessary to reinforce UNSMIL's multifaceted efforts to advance the country's political process. The action will also contribute to strengthen local rapid response capacity in mine action. It aims at improving human security while supporting the political transition, constituting an exceptional and unforeseen situation in the sense of Article 4(4) point (a) of the NDICI Regulation. An adequate response cannot be provided under any other Union Instrument due to the urgency with which the funds are required and due to available resources already being firmly committed.

Annex IV, paragraph 1, second paragraph, points (a), and (j) of Regulation (EU) 2021/947 specifically provides for the use of the NDICI rapid response pillar to: (a) support, through the provision of technical and logistical assistance, for the efforts undertaken by international, regional and local organisations and by State and civil society actors in promoting confidence-building, mediation, dialogue and reconciliation, transitional justice, women's and youth empowerment, in particular with regard to community tensions and protracted conflicts; and (j) support for measures to address, within the framework of Union cooperation policies and their objectives, the socio-economic impact on the civilian population of anti-personnel landmines, unexploded ordnance or explosive remnants of war. Activities financed under the Instrument may cover, inter alia, risk education, mine detection and clearance and, in conjunction therewith, stockpile destruction.

### 3.3 RISKS AND ASSUMPTIONS

Risks	Impact	Mitigation
<p>Competing national authorities and the fragility of the ceasefire agreement further undermine the ability of implementing partners to work effectively in all parts of the country both in relation to human security and ceasefire monitoring.</p>	<p>High</p>	<p>Implementing partners of both human security and ceasefire monitoring actions are impartial towards the different powerbrokers in East, West, and South and work not only with national authorities in Tripoli but also with local authorities and alternative powerbrokers to ensure effective implementation of activities. Wherever possible, projects will help building bridges between local stakeholders, alternative powerbrokers, and the Government of National Unity, within the existing national framework.</p>
<p>Repositioning of external stakeholders owing to regional developments, including through relocation of weapons systems, in breach of the arms embargo, and military-type personnel, contrary to the withdrawal of foreign fighters and mercenaries, can empower certain local actors, render them dependent on the external stakeholder and pose a challenge to the implementation of the ceasefire agreement.</p>	<p>High</p>	<p>Enhancing reporting and documentation on movement of military equipment and troops and the withdrawal of foreign fighters and mercenaries will mitigate the indicated risk.</p>
<p>Unwillingness of national and local authorities hamper implementation.</p>	<p>Medium</p>	<p>Implementing partners for all actions work closely with local authorities and depend on good partnerships already established during earlier phases of their actions.</p>
<p>Project activities overlap with actions by other members of the international community.</p>	<p>Low</p>	<p>UNSMIL is the leading actor for the political dialogue process and it acts in due coordination with the international community.</p> <p>Mine action interventions are coordinated through the Libyan Mine Action Centre (LIBMAC) which is technically supported by UNMAS/UNSMIL.</p>

## **4. OBJECTIVES**

### **4.1 OVERALL OBJECTIVE**

The overall objective of the action is to strengthen UNSMIL's efforts in advancing the Libyan-owned multi-track political dialogue process and setting conditions for national elections and institutional reunification, as well as to reinforce local rapid response capacity in mine action.

### **4.2 SPECIFIC OBJECTIVES**

- 4.2.1 Contribute to the implementation of UNSMIL's good office mandate in line with the Political Roadmap presented by UNSMIL SRSG to the UN Security Council in August 2025 to unify institutions and create conditions for national elections.
- 4.2.2 Human security and economic development are facilitated through clearing of explosive remnants of war and land mines.

## **5. ACTION COMPONENTS AND EXPECTED RESULTS**

**The main expected results/outcomes** include:

**Expected Result (1):** Advancements are made in Libya's political process by supporting the implementation of the UNSMIL-facilitated Political Roadmap.

Activities (indicative):

- 5.1.1 Support UNSMIL's shuttle diplomacy among main Libyan actors, the multi-track political process as well as the structured dialogue enabling broad participation of Libyan stakeholders;
- 5.1.2 Contribute to enhancing coordination among key international and regional actors, including through the Berlin process and other fora;
- 5.1.3 Work towards readiness for national elections in line with the Political Roadmap.

**Expected Result (2):** Human security, economic development, and stability in Libya is strengthened through increased access to land and facilities following clearance, as well as behavioural due to mine risk education awareness for local populations.

Activities (indicative):

- 5.2.1 Four emergency clearance teams active and ready to be deployed across the country,
- 5.2.2 A non-technical survey team active, covering the whole country, assisting with an initial step in the clearance process, determining the extent and type of contamination and making recommendations about further Mine Action interventions;
- 5.2.3 Explosive ordnance risk education is undertaken in priority communities.

## 6. IMPLEMENTATION

### 6.1 IMPLEMENTATION MODALITIES

The Commission will ensure that the appropriate Union rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>1</sup>.

#### 6.1.1 Grant: direct award (direct management)

##### (a) Purpose of the grant

This concerns the actions related to Specific Objective 4.2.2 and Expected Result (2).

##### (b) Type of applicants targeted

The type of applicants targeted are non-profit organisations and private companies.

##### (c) Justification of a direct grant

Under the responsibility of the Commission's authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 198 (a) and as defined in Article 2(22) of the Financial Regulation** at the date of the Financing Decision.

#### 6.1.2 Indirect management with a pillar assessed entity

A part of this action may be implemented in indirect management with the United Nations Development Programme (UNDP) in cooperation with the United Nations Support Mission in Libya (UNSMIL). The implementation by this entity entails support to the national peace process by enabling UN-led efforts in advancing Libya's political process. The envisaged entity has been selected using the following criteria: experience in the field of the action, operational presence in the country, knowledge of the complexity of the situation in the country and in the region.

#### 6.1.3 Changes from indirect to direct management mode (and vice versa) due to exceptional circumstances

If the preferred modality for Component 2 and related Expected Result (2), including partly, cannot be implemented in direct management due to circumstances outside of the Commission's control, the whole or part of this action may instead be implemented in indirect management with an entity which will be selected by the Commission's services using the following criteria: operational capacity, thematic and regional/national expertise.

If the change is from indirect management to direct (grants), the following should apply:

##### (a) Purpose of the grant

This concerns the actions related to Specific Objective 4.2.1 and Expected Result (1).

##### (b) Type of applicants targeted

The type of applicants targeted are non-profit organisations and private companies.

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<sup>1</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website, it is the OJ version that prevails.

(c) Justification of a direct grant

Under the responsibility of the Commission’s authorising officer responsible, the recourse to an award of a grant without a call for proposals is justified because **the action entails crisis management aid as referred to in Article 198 (a) and as defined in Article 2(22) of the Financial Regulation** at the date of the Financing Decision.

## 6.2 INDICATIVE BUDGET

The total Union contribution under this Financing Decision **will not exceed EUR 3 000 000**. A breakdown among components is provided hereunder, and is indicative.

### Indicative budget breakdown

Components	Union contribution (amount in EUR)	Indicative third party contribution, in currency identified
Component 1: Advancing Libya’s political process		N.A.
6.1.2 – Indirect management	1 000 000	N.A.
Component 2: Mine action		N.A.
6.1.1 – Direct management	2 000 000	N.A.
Total	3 000 000	N.A.

## 6.3 ORGANISATIONAL SET-UP AND RESPONSIBILITIES

The action shall be implemented under indirect management for component 1 and direct management for component 2. It will be managed by the Commission, with the support of the European Union Delegation to Libya for the monitoring of the action.

## 6.4 PERFORMANCE AND RESULTS MONITORING AND REPORTING

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process and part of the implementing partner’s responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final report. Each report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and outcomes) as measured by corresponding indicators, using as reference the Logframe matrix. The report shall be laid out in such a way as to allow monitoring of the means envisaged and employed and of the budget details for the action. The final report, narrative and financial, will cover the entire period of the action implementation.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

## **6.5 EVALUATION**

Having regard to the nature of the action, an evaluation will not be carried out for this action or its components.

The Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The financing of the evaluation shall be covered by another measure constituting a financing decision.

## **6.6 AUDIT**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

## **6.7 COMMUNICATION AND VISIBILITY**

The 2021-2027 programming cycle adopted a new approach to pooling, programming and deploying strategic communication and public diplomacy resources.

In line with the 2022 “[Communicating and Raising EU Visibility: Guidance for External Actions](#)”, it will remain a contractual obligation for all entities implementing Union-funded external actions to inform the relevant audiences of the Union’s support for their work by displaying the Union emblem and a short funding statement as appropriate on all communication materials related to the actions concerned. This obligation will continue to apply equally, regardless of whether the actions concerned are implemented by the Commission, partner countries, service providers, grant beneficiaries or entrusted or delegated entities such as UN agencies, international financial institutions and agencies of Union member states.

## **7. COMPLEMENTARITY, COORDINATION AND FOLLOW-UP**

Given the high level of international interest in supporting the Libyan peace process, particular emphasis will be given to ensure good coordination with other support initiatives by the EU, including the EUBAM CSDP mission, EU Member States and other donors.

FPI funding in Libya is closely coordinated with the EUD. Actions supported are complementary to DG MENA’s main sectors of intervention: 1) governance and rule of law; 2) energy and environment; and 3) economic recovery.

In the case of DG MENA the INVEST4LIBYA programme, approved in 2024 and contracted in 2025, will work on economic reforms, both at the level of public finances and improvement of business climate through support to the private sector. Additional work in the economic domain is included in the multi-annual action plan (MAAP) for Libya 2025-2027, as one of the three priority axes.

Under the governance component, an action is foreseen that aims at strengthening justice and rule of law in Libya, enhancing access to reinforced and more inclusive justice and rule of law institutions which will indirectly contribute to political and security reform.

This latter action will be the base for further actions, which will be developed in the framework of the MAAP mentioned above, and that will continue to enhance governance and rule of law in Libya at national and local levels in complementarity with ongoing FPI funded actions in the field of peace and stability (support to the peace process and mine action).