



Security Council

Distr.: General
5 December 2025

Original: English

United Nations Support Mission in Libya

Report of the Secretary-General

I. Introduction

1. The present report is submitted pursuant to Security Council resolutions [2510 \(2020\)](#), [2542 \(2020\)](#) and [2796 \(2025\)](#) and covers political, security and economic developments in Libya from 2 August to 27 November 2025. It also provides an overview of the human rights and humanitarian situation in the country and the activities of the United Nations Support Mission in Libya (UNSMIL) during the same period.

II. Political, security-related and economic developments

2. UNSMIL commenced implementation of the political road map that the Special Representative of the Secretary-General for Libya and Head of UNSMIL announced on 21 August to support Libyan stakeholders, unify national institutions, organize national elections and move towards an end to the transition period. The road map, which was developed on the basis of the recommendations of the advisory committee composed of independent Libyan experts (see [S/2025/509](#), para. 3), feedback from Libyan stakeholders and lessons learned from past practice, is built on three core pillars: (a) the implementation of a technically sound and politically viable electoral framework for the holding of presidential and parliamentary elections throughout Libya; (b) the unification of Libyan institutions, including a unified government; and (c) a structured dialogue with broad Libyan participation to address long-term conflict drivers and create an environment that is conducive to elections.

3. Following the announcement of the road map, the Special Representative held consultations with Libyan political leaders. Key Libyan actors, including the President of the Presidential Council, Mohamed Younis Menfi, the Speaker of the House of Representatives, Aguila Saleh, and the President of the High Council of State, Mohamed Takala, welcomed the announcement in separate statements, including on social media. In addition, the Vice-Presidents of the Presidential Council, Abdullah al-Lafi and Musa al-Koni, and General Khalifa Haftar expressed their initial support through bilateral engagement. The Prime Minister, Abdulhamid Al Dabiba, reaffirmed that the conduct of national elections should be the first step in the political process.



4. UNSMIL subsequently worked with the House of Representatives and the High Council of State to carry out the first two steps of the road map, namely, reconstituting the board of the High National Elections Commission by filling existing vacancies and amending the electoral framework. Both steps were to be completed within a suggested timeframe of two months from the announcement of the road map, but that did not happen.

5. On 26 August, the High Council of State established a seven-member committee, including one woman, to analyse the road map. The committee convened for the first time on 2 September and met with the Special Representative in Tripoli on 23 September and expressed its support. The committee, in its report, recommended reconstituting the full board of the High National Elections Commission, rather than filling the three existing vacancies as envisaged in the road map. The High Council of State adopted the committee's report on 6 October at a session that was attended by 60 of the body's 146 members, with 47 members voting in favour of adopting the report.

6. On 19 September, the Speaker of the House of Representatives formed a three-member committee on sovereign positions (key leadership roles in State institutions) to liaise with the High Council of State. The two committees met on 27 September in Benghazi and on 4 October in Tripoli, and they agreed that the entire board of the High National Elections Commission should be replaced. They also agreed that the House of Representatives and High Council of State should simultaneously consider filling the three other sovereign positions of the seven that are set out in article 15 of the Libyan Political Agreement of 2015. Both the Speaker of the House of Representatives and the President of the High Council of State endorsed this agreement on 9 October.

7. On 31 October, UNSMIL announced that it had begun soliciting nominations for the individuals who will participate in the structured dialogue. The criteria for nomination include expertise in one of the four thematic areas of the structured dialogue, namely, governance, security, economy and national reconciliation and human rights. Solicitations of interest were sent to municipalities, political parties, civil society groups, universities, national security actors and other institutions, including the Central Bank of Libya, the National Audit Bureau and the National Oil Corporation. UNSMIL intends to invite approximately 120 Libyans, 35 per cent of them women, to participate in the dialogue.

8. In Tripoli, following months of volatility, tensions eased in mid-September after the Government of National Unity and the Deterrence Apparatus for Combating Organized Crime and Terrorism reached a preliminary understanding to de-escalate the situation and make changes to certain security arrangements. The understanding was brokered through combined mediation efforts by Libyan parties and international partners, including the Presidential Council, the truce committee and the military and security arrangements committee, as well as the Co-Chairs of the security working group of the International Follow-up Committee on Libya the Berlin process, with Türkiye, in particular, playing a significant role. While the parties have taken critical steps to implement the agreed upon measures, the signing of a written agreement remains pending.

9. On 9 August, General Khalifa Haftar appointed his son, Saddam Haftar, who was then Chief of Staff of the Land Forces, as Deputy General Commander of the Libyan National Army. The appointment was welcomed by the Speaker of the House of Representatives, Mr. Saleh, but criticized by one of the Vice-Presidents of the Presidential Council, Mr. Al-Lafi, who characterized it as legally unfounded. On 18 August, the House of Representatives approved the appointment of Khaled Haftar, the other son of Khalifa Haftar, as Chief of the General Staff of the Libyan National

Army. The President of the High Council of State, Mr. Takala, sent a letter to the Special Representative in which he rejected those appointments as unilateral acts that are in violation of the Libyan Political Agreement.

10. On 18 November, at the Central Bank of Libya, delegates from the House of Representatives and the High Council of State signed an agreement on a unified development programme for 2026 that will serve as a unified framework to allocate development spending across the country. UNSMIL welcomed the agreement as a first step and called for continued dialogue to achieve a unified national budget and advance efforts to unify State institutions.

11. UNSMIL continued to support the efforts of State institutions to improve economic governance. On 24 September, the National Audit Bureau and the National Anti-Corruption Commission launched a joint strategic plan for combating corruption at a ceremony marking the seventieth anniversary of the establishment of the Audit Bureau. In the plan, emphasis is placed on cooperation between the two oversight bodies, with a focus on six priority areas that were identified in collaboration with civil society: public finance, fuel subsidies, procurement of medical supplies, diplomatic appointments, the oil sector and foreign investments. At the event, the Special Representative indicated that the United Nations was ready to support implementation of the plan.

A. International Follow-up Committee on Libya of the Berlin process

12. UNSMIL, in cooperation with the members of the International Follow-up Committee on Libya of the Berlin process and the Co-Chairs of its working groups, worked to reinvigorate the working groups in order to strengthen inclusive and coordinated international support to the intra-Libyan dialogue tracks.

13. In order to help de-escalate the standoff in Tripoli between forces affiliated with the Government of National Unity and the Deterrence Apparatus for Combating Organized Crime and Terrorism, on 4 September, the Co-Chairs of the security working group discussed the situation with the Chief of the General Staff of the Libyan Army, Mohamed al-Haddad, and other officials. In a joint statement, the Co-Chairs commended the efforts to resolve the standoff and urged the parties to promptly implement any agreement reached in that regard (see para. 8).

14. On 25 September, the political working group held a plenary meeting in Tripoli that was co-chaired by UNSMIL and Germany. The meeting was the working group's first since March 2022. In a statement, participants welcomed the road map and encouraged all relevant actors to engage fully and in good faith in order to advance a Libyan-led and Libyan-owned political process with UNSMIL facilitation. In addition, they encouraged Libyan institutions to complete the first two steps of the road map within the suggested time frames and underscored the importance of accountability for any obstruction of the road map.

15. On 20 November, UNSMIL, the African Union, the European Union and the League of Arab States co-chaired a meeting in Tripoli of the International Follow-up Committee on Libya of the Berlin process to discuss progress on the first two steps of the road map. Members of the House of Representatives and the High Council of State provided updates on their work and affirmed that the High National Elections Commission would be reconstituted. UNSMIL urged the two institutions to complete their tasks as quickly as possible, as three months had passed since the announcement of the road map.

B. International and regional engagement

16. The Special Representative held consultations with senior officials from several Member States in order to seek regional and international support for her efforts, including with regard to the road map. She met with senior Italian officials in Rome on 1 and 2 August, with the Minister for Foreign Affairs of Morocco, Nasser Bourita, in Rabat on 4 August and with the Parliamentary Under-Secretary of State for the Middle East, North Africa, Afghanistan and Pakistan of the United Kingdom of Great Britain and Northern Ireland, Hamish Falconer, in London on 5 August. She also discussed elements of the road map with the Special Envoy of the President of France for Libya in Paris on 6 August and with officials from the Department of State of the United States of America in Washington, D.C., on 25 August.

17. On 16 September, in Moscow, the Special Representative discussed the road map and the coordination of international efforts through the Berlin process with the Deputy Minister for Foreign Affairs of the Russian Federation, Sergey Vershinin. On 18 September, she met with the President of the Republic of the Congo, Denis Sassou Nguesso, in Brazzaville to discuss cooperation between the United Nations and the African Union, with a focus on national reconciliation in Libya.

18. On 23 September, the Special Representative delivered a virtual briefing to senior officials from Egypt, France, Germany, Italy, Qatar, Saudi Arabia, Türkiye, the United Arab Emirates, the United Kingdom and the United States on the latest political and security developments in Libya who had gathered for a meeting convened by the United States on the margins of the high-level segment of the General Assembly in New York.

19. On 11 November, the Special Representative travelled to Cairo, where she met with Minister for Foreign Affairs, Emigration and Egyptian Expatriates of Egypt, Badr Abdelatty, to discuss political developments. On 13 November, she travelled to Algiers, where she met with Minister of State and Minister for Foreign Affairs, National Community Abroad and African Affairs of Algeria, Ahmed Attaf, to solicit support for the road map and discuss the progress made in that regard.

C. Security situation

Tripoli and western region

20. In August, the standoff between forces supporting the Government of National Unity and the Deterrence Apparatus for Combating Organized Crime and Terrorism over security arrangements in Tripoli continued to threaten the capital's fragile stability. Although the security and military arrangements committee continued its work to develop a comprehensive security plan under the auspices of the Presidential Council and with UNSMIL support, negotiations stalled over contentious issues, including control of Mitiga airport and the handover of armed group elements suspected of criminal activities for prosecution by the public justice system.

21. On 27 and 28 August, the movement of large convoys of tanks and armoured vehicles equipped with heavy weapons and artillery from Misrata towards Tripoli sparked concerns about conflict breaking out in the densely populated centre of Tripoli. As the build-up of military forces continued, the Defence and National Security Committee of the House of Representatives issued a statement on 30 August in which it expressed concern and urged all relevant parties to avoid actions that could trigger a renewed conflict affecting civilians. It called on the 5+5 Joint Military Commission to engage with the parties in order to prevent an escalation. In addition, UNSMIL issued a statement on 30 August in which it called on all parties to continue

dialogue, in order to resolve the matter swiftly, and to exercise maximum restraint, and reminded the parties of their obligations under international law, including human rights and humanitarian law, and emphasized that attacks against civilians and civilian infrastructure are unlawful.

22. On 13 September, after weeks of local and international mediation, the Government of National Unity and the Deterrence Apparatus for Combating Organized Crime and Terrorism reached a preliminary understanding on de-escalation measures, including the withdrawal of the Deterrence Apparatus from Mitiga airport, the return of Government-affiliated forces from outside Tripoli that had entered the city during the conflict to their original positions, the appointment of new heads of the Judicial Police and the Airport Security Battalion and the handover of wanted individuals to the Attorney General.

23. On the same day, Deterrence Apparatus forces withdrew from the civilian terminal of Mitiga airport and transferred security responsibilities for the terminal to the 107th Battalion. On 17 September, the Prime Minister, Mr. Al Dabiba, reportedly established a committee to take over the detention centres controlled by the Deterrence Apparatus at Mitiga and Ayn Zarah and another committee to separate the civilian airport at Mitiga from the adjacent military base. In addition, the Office of the Prime Minister set up a monitoring committee to oversee the implementation of the agreed upon measures.

Eastern and southern Libya

24. The Libyan National Army undertook a major disarmament campaign in central and southern Libya, collecting weapons from various local actors with the stated goal of improving security. Operations reportedly included both voluntary handovers and raids in such areas as Shuwayrif, Birak al-Shati', Jufrah, Sabha and Wadi al-Shati', resulting in the seizure of large stockpiles of heavy weapons and ammunition.

Violent extremist organizations and organized crime

25. On 2 September, in Bani Walid, a vehicle-borne improvised explosive device exploded at the entrance of the camp of the 444th Combat Brigade, reportedly injuring one person. No claims of responsibility were made.

26. On 16 September, the Criminal Investigation Department, the Internal Security Agency and Qasr al-Akhyar police station launched a joint counter-terrorism operation in Qasr al-Akhyar, east of Tripoli. The operation reportedly resulted in the arrest of a foreign national subject to an arrest warrant issued by the International Criminal Police Organization for alleged affiliation with Da'esh, youth recruitment and radicalization, and involvement in terrorist operations abroad. Security forces also seized a vehicle that had been rigged as a car bomb, as well as large quantities of explosives. The individual was referred to the judicial authorities under the supervision of the Office of the Public Prosecutor, which is led by the Attorney General. Extradition procedures are under way.

D. Economic developments

27. From August to early October, long queues were observed at fuel stations in Tripoli and other western cities owing to shortages of petrol and diesel. The primary cause of the shortages was, reportedly, the diversion of subsidized fuel from the formal distribution chain. On 5 August, the Attorney General convened a meeting with the Brega Oil Marketing Company, the National Oil Corporation, Tripoli-based security actors and fuel distributors and ordered an investigation into the diversion

and smuggling of the subsidized fuel. In addition, he ordered that distribution contracts be strictly enforced. While the outcome of the investigation was not made public, the length of queues at fuel stations reportedly decreased in the following weeks.

28. On 1 September, the Central Bank of Libya and the Ministry of Finance launched a digital platform to improve the verification and transparency of salary payments in the public sector. Implementation of the platform, however, was impeded by instructions issued by the House of Representatives-designated government to institutions under its control to withhold required data. The Ministries of Defence and the Interior under the Government of National Unity were also not participating in the platform at the time of reporting.

29. On 14 October, the Central Bank of Libya announced the results of its operations to remove currency from circulation, which are part of broader efforts to strengthen monetary stability and restore confidence in the Libyan dinar. As at 30 September, the Central Bank had completed the removal from circulation of the old 1-, 5- and 20-dinar banknotes. Banknotes in the amount of some 6.5 billion Libyan dinars (approximately \$1.2 billion) beyond the amount officially issued and recorded by the Benghazi branch of the Central Bank were found to be in circulation, an indication that there has been unregistered currency printing. Taking into account the operation to remove from circulation the first and second issues of 50-dinar banknotes that concluded in April, banknotes amounting to some 47 billion dinars were withdrawn from circulation in 2025, of which 10 billion dinars (around \$1.8 billion) had not been officially issued by the Central Bank. The parallel exchange rate, however, remained elevated at 7.2 Libyan dinars to the United States dollar, compared with the official rate of 5.57 dinars.

30. Oil production remained steady at around 1.4 million barrels per day, serving as the primary source of government revenue, export earnings and foreign exchange. The National Oil Corporation took steps to improve transparency by publishing financial and production data. On 13 September, it released details regarding funds that it had received from the Ministry of Finance, which amounted to 18.2 billion dinars since January. Of that amount, 14.6 billion dinars were allocated to State fuel purchases. On 2 October, the Government of National Unity confirmed the appointment of Masoud Suleiman as Chair of the National Oil Corporation, a position in which he had served in an acting capacity since 16 January 2025.

III. Electoral support

31. On 4 August, the High National Elections Commission announced that polling for a second group of 50 municipal council elections would be held on 16 August. In addition, the municipal council of Southern Zawiyah was elected by acclamation, as the number of candidates equalled the number of available seats.

32. Several security incidents were reported in the western region in the week prior to the polling date. On 13 August, the office of the High National Elections Commission in Zlitan in north-western Libya was damaged by a rocket-propelled grenade. On 15 August, the Commission's field office in Sahil al-Gharbi, west of Zawiyah, suffered an arson attack, prompting staff to move polling operations outdoors. The same day, an act of arson destroyed electoral materials at the Commission's warehouse in Zawiyah.

33. In addition, on 15 August, security forces affiliated with the House of Representatives-appointed government instructed the Commission's field offices in

areas under its control to refrain from opening polling centres, effectively halting elections in 16 municipalities in eastern and southern Libya.

34. Polling for municipal elections was held in a peaceful and orderly manner on 16 August in 26 other municipalities located in western Libya, with 459 polling centres opening and a voter turnout of 72 per cent of registered voters (73 per cent of registered men and 72 per cent of registered women). The Special Representative and the Deputy Special Representative for Political Affairs visited polling centres, including in Tripoli and Khums. Elections in seven additional municipalities that been postponed owing to earlier security incidents were held on 23 August.

35. The High National Elections Commission announced the preliminary results on 23 August. After the resolution of electoral disputes, the official results were announced on 10 September for 33 municipalities in which elections had been held. The results of the elections in Shuwayrif, pending since November 2024, were also announced. The Commission endorsed the results of the mayoral elections for these 34 municipalities and sent them to the Ministry of Local Government on 21 September. The swearing-in of new municipal councils was held on 25 September in Tripoli and was presided over by the Prime Minister, Mr. Al Dabiba.

36. Following engagement by the High National Elections Commission and UNSMIL with the authorities in eastern Libya, on 17 September, the Commission announced preparations for elections in the third group of 28 municipalities, most of which are in eastern and southern Libya and in the Sirte area, where elections had previously been disrupted. Voting was held in 16 of those municipalities on 18 October and the official results were announced on 17 November. Polling was conducted in a peaceful and orderly manner, with no security incidents reported at any of the 142 polling centres, all of which are located in areas controlled by the House of Representatives-appointed government (six in the east, eight in the south and two in the west). Voter turnout was 66.79 per cent. In addition to the seats reserved for women elected through the winning list, one woman was directly elected as an individual candidate in the municipality of Awjilah.

37. Voter registration began on 20 October in another 11 municipalities. Elections in 9 of those municipalities, including Benghazi, Sabha, Sirte and Tubruq, are scheduled for 13 December. Elections for the other 2 municipalities, Jadidah and Tajura', where candidates have yet to be nominated, are expected to be held in February 2026. Elections in Janzur, in the greater Tripoli area, remain suspended.

38. As part of the integrated electoral assistance program, UNSMIL, the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) and the United Nations Development Programme (UNDP), in partnership with the High National Elections Commission, continued their efforts to create a safe environment for women's participation in elections. Following online consultations with women's groups in August, the Commission endorsed a code of conduct on violence against women in elections on 27 October.

IV. Security sector support and the implementation of the ceasefire agreement

39. On 27 August in Tripoli, UNSMIL and the disarmament, demobilization and reintegration working group of international partners convened security and military officials from western Libya, including members of the truce committee and the security and military arrangements committee, in order to align Libyan and international efforts to advance security sector reform and disarmament, demobilization and reintegration. The focus of the meeting was arms proliferation

and the fragility of the truce in Tripoli, as well as the restructuring of the security sector in the western region. UNSMIL organized meetings with community leaders from western Libya and the Misrata Social Council on 2 and 9 September, respectively, to emphasize the need for armed actors to exercise restraint, maintain dialogue and support national stabilization efforts.

40. On 29 and 30 September, UNSMIL and UN-Women convened a workshop in Tripoli for 17 women activists from across Libya to promote women's participation in the security track and incorporate women's perspectives and recommendations in the implementation of the ceasefire agreement. An online group was established to continue communication among the participants, UNSMIL and the 5+5 Joint Military Commission.

41. UNSMIL continued to work with the joint technical coordination team on border security, which is composed of senior officers of the Border Guard (Ministry of Defence, Government of National Unity) and the Counter-Terrorism and Illegal Migration Department (Ministry of the Interior, Government of National Unity), and eastern police officers, including women officers, with a view to strengthening joint border management efforts, communication and information-sharing. At an UNSMIL-facilitated meeting in Benghazi on 28 October, those officers, who represented both the Government of National Unity and the Libyan National Army, established a joint communication and information-sharing centre on border security in Benghazi, complementing a similar centre that was established in Tripoli in April 2025 (see [S/2025/509](#), para. 55).

Mine action and arms and ammunition management

42. Explosive ordnance incidents continued to occur, resulting in civilian casualties. On 19 August, a hand grenade detonated at a social gathering in Tripoli, killing two boys and injuring five others. On 17 September, unexploded ordnance detonated in Zintan, killing a man and his two children. On 27 September, two children were severely wounded as they played with a projectile in Tripoli. In response, the Libyan Mine Action Centre, supported by UNSMIL, launched emergency disposal and risk education operations, safely removing 11,370 explosive items and providing explosive ordnance risk education to 17,614 beneficiaries (2,000 boys, 1,360 girls, 10,273 men and 3,981 women).

43. On 31 August, an explosion at an ammunition depot in Misrata injured 21 people, including two children. Following community protests on 1 September, the Ministry of Defence of the Government of National Unity established a committee to identify safe sites for weapons and ammunition storage. On 22 October, UNSMIL and the Libyan Mine Action Centre jointly conducted quality assurance procedures ahead of the safe demolition in Misrata of two tons of explosive remnants of war, including those collected from the depot where the explosion had occurred.

44. On 15 October, UNSMIL and the Libyan Mine Action Centre co-chaired the third meeting of mine action implementing partners at the Ministry of Defence in Tripoli. The meeting was attended by national and international non-governmental organizations (NGOs) and representatives of Italy, Netherlands (Kingdom of the), Spain, Türkiye, the United Kingdom and the European Union. Participants agreed to strengthen engagement among mine action partners, in particular with the Ministries of Health and Education, enhance visibility and explosive ordnance risk education and ensure a comprehensive response to community needs.

V. Human rights, transitional justice and the rule of law

45. On 8 August, the International Criminal Court unsealed an arrest warrant for an alleged member of a subgroup of the Sa‘iqah Brigade suspected of committing war crimes in Benghazi in 2016 and 2017. In a statement issued on 30 August to mark the International Day of the Victims of Enforced Disappearances, the Special Representative called on Libyan authorities and all States to ensure accountability for perpetrators, including through cooperation with the International Criminal Court. In a separate development, on 5 November, the Attorney General ordered the arrest of another individual who is also wanted by the International Criminal Court for being allegedly responsible for crimes against humanity and war crimes, including torture, sexual violence and persecution, committed in Mitiga Prison from 15 February 2015 onwards.

46. Violations of civil and political rights by State-affiliated security entities and other unidentified armed actors continued to result in restrictions of civic space. During municipal council elections in Hay al-Andalus (Tripoli) and Zlitan (south-west of Misrata), the Criminal Investigations Department reportedly intimidated candidates, civil society actors, religious communities and political figures, including women and marginalized groups. Online hate campaigns, the bombing of a Sufi shrine and the destruction of campaign materials were also reported.

47. To strengthen civic space, UNSMIL continued to support civil society actors in promoting a draft law regulating civil society organizations in line with international standards. UNSMIL, in collaboration with the Special Rapporteur on freedom of peaceful assembly and of association and the Cairo Institute for Human Rights Studies, carried out consultations to promote public engagement on the proposed legislation, including through the publication and online dissemination of the draft law.

48. Institutional divisions over constitutional oversight continued. The Benghazi-based Supreme Constitutional Court held its inaugural session on 6 October. The following day, the High Council of State released a statement in which it indicated that only the Constitutional Chamber of the Supreme Court, which is based in Tripoli, had jurisdiction over constitutional matters and that rulings issued by the Supreme Constitutional Court in Benghazi would be invalid and contrary to the 2011 Constitutional Declaration. On 8 October, the President of the Benghazi-based Supreme Constitutional Court issued a decision purporting to dissolve the Constitutional Chamber of the Supreme Court in Tripoli.

49. On 2 November, the Tripoli-based Constitutional Chamber found that Law No. 4 (2017), which expanded the jurisdiction of military courts to include civilians in terrorism and State security cases, was unconstitutional, and it reaffirmed that civilians must be tried before civilian courts, rather than military tribunals. The High Council of State welcomed the ruling as a step towards restoring institutional balance and upholding human rights, while the House of Representatives-appointed Government questioned the legitimacy of the Constitutional Chamber in the light of the decision issued on 8 October by the Supreme Constitutional Court. The Presidency Council subsequently announced a review of the laws issued by the House of Representatives, with a view to ensuring that they are consistent with the Libyan Political Agreement.

50. On 2 and 3 October, at an interactive dialogue on technical assistance and capacity-building to improve human rights in Libya held by the Human Rights Council pursuant to its resolution [56/16](#), the United Nations Deputy High Commissioner for Human Rights stressed the need to ensure accountability for arbitrary detentions, enforced disappearances and extrajudicial killings, and to restore

civic space. On 8 October, the Human Rights Council adopted resolution [60/32](#), in which it renewed the mandate of the Office of the United Nations High Commissioner for Human Rights to provide technical assistance and capacity-building to Libya, with a view to promoting and protecting human rights in accordance with its resolutions [52/41](#) and [56/16](#).

51. On 11 November, the Working Group on the Universal Periodic Review held its review of the situation of human rights in Libya as part of the fourth cycle of the universal periodic review of the Human Rights Council. The Working Group considered submissions from the United Nations and reports from civil society groups, including on such topics as women and migrants' rights, arbitrary detention and the freedoms of expression and association. At the session, the acting Minister for Foreign Affairs of Libya reiterated his country's commitment to combat trafficking in persons, dismantle smuggling networks and uphold human rights, and he pledged to study carefully all the recommendations that had been made. In addition, he highlighted various national priorities, such as social justice, women's empowerment and free education.

A. Transitional justice and national reconciliation

52. UNSMIL continued to promote transitional justice and accountability, including by following up on the joint report published in 2024 by UNSMIL and OHCHR on mass graves and related human rights violations and abuses in Tarhuna. On 15 September, UNSMIL convened national and local authorities, judicial institutions and victims to discuss the execution of national and international arrest warrants for alleged perpetrators of human rights violations and abuses, cooperation with Member States on extradition requests and the resumption of excavations in Tarhunah to identify the remains of 66 individuals who are still missing. The Office of the Prime Minister has committed to cooperating with the Attorney General and enabling the General Authority for the Search and Identification of Missing Persons to resume excavation.

53. On 16 September, UNSMIL held a round table with stakeholders from Murzuq, including elders, mediators and representatives of national institutions, to address enforced disappearances and human rights violations perpetrated in the area between 2019 and 2023. Participants emphasized the need for security guarantees in order to enable the General Authority for the Search and Identification of Missing Persons to begin excavations and identify bodies, as well as the need to expedite the execution of 219 arrest warrants.

54. On 17 and 18 September, as part of the joint initiative of UNSMIL and UNDP on the issue of missing persons, a committee composed of members of the House of Representatives, the High Council of State, the judiciary, relevant ministries and civil society activists, met in Tripoli to review a preliminary draft law on missing persons. The meeting was focused on ensuring that the draft law is aligned with international standards. UNSMIL and UNDP-led consultations on the draft law with the families of missing persons that had been scheduled for October were postponed because the authorities in eastern Libya did not provide the necessary approval for travel. Meanwhile, the nationwide media campaign "Mafqood" (see [S/2025/509](#), para. 65), which was launched by the National Council for Civil Liberties and Human Rights of Libya on 9 April with support from UNSMIL and UNDP, continued to raise awareness of the rights of families of missing persons.

55. The Presidential Council, with the support of the African Union, convened two meetings of the Preparatory Committee on National Reconciliation, the first on 18 September in Tripoli and the second on 5 October in Zintan. UNSMIL attended

the meeting in Tripoli. At both meetings, which were chaired by the President of the Presidential Council, Mr. Menfi, participants reaffirmed the importance of national reconciliation for the stability of Libya and the region and recalled the Charter for Peace and National Reconciliation, which was signed on the margins of the African Union summit in Addis Ababa in February.

Unlawful deprivation of liberty, detention and torture

56. UNSMIL continued to receive reports of arbitrary arrest and detention, death in custody and enforced disappearances. At least 23 deaths in custody across the country were confirmed between March 2024 and October 2025. Hundreds of detainees are being held without charge in facilities in eastern Libya controlled by the Internal Security Agency and the Libyan National Army, including individuals whose release had been ordered by the judiciary, amid reports of torture, inhumane conditions and military trials of civilians. Security actors from western Libya affiliated with the Government of National Unity, including 55th Brigade, continued to arbitrarily detain individuals and subject them to abuses. UNSMIL documented eight cases in which the Deterrence Apparatus for Combating Organized Crime and Terrorism, the Criminal Investigations Department and other security actors arrested journalists, former government officials and other actual or perceived political opponents.

Migrants and refugees

57. As at 1 November, the Office of the United Nations High Commissioner for Refugees had registered 106,560 refugees in Tripoli, including 86,849 Sudanese nationals, while UNHCR estimates put the overall Sudanese refugee population in Libya at around 412,000. Women and children accounted for 60 per cent of the caseload, of which 26 per cent were children of school age. The conflict in the Sudan remained the primary driver of displacement. With the closure of the Libya-Sudan border at the Uwaynat triangle, Sudanese refugees increasingly transited through Chad before entering Libya and moving northward to Tripoli, Benghazi and, more recently, Tubruq. Daily arrivals during the reporting period averaged between 100 and 150 individuals.

58. Deportations from Libya, in particular from Kufrah, were suspended in August following the deterioration of the security situation at the Uwaynat triangle, the border area where Sudanese nationals are deported. Registration activities in Kufrah were severely disrupted, leaving many Sudanese without required documentation, which significantly limited their access to humanitarian assistance and public services and curtailed their freedom of movement.

59. On 10 August, the Consulate of the Sudan in Benghazi launched online registration for a voluntary return programme. More than 87,000 Sudanese nationals had reportedly registered by mid-October. An additional 12,000 online registrations were submitted through the Embassy of the Sudan in Tripoli. United Nations agencies, funds and programmes in Libya reaffirmed that they would not facilitate or support returns until conditions in the Sudan were considered sufficiently safe and conducive to voluntary repatriation, in line with the principles of voluntary, safe and dignified return.

60. Between 2 August and 11 October, more than 6,823 migrants and refugees were intercepted while attempting to cross the Mediterranean from the Libyan coast. From 1 January to 11 October, a total of 20,434 individuals were intercepted in 297 operations in the central Mediterranean off the coast of Libya and subsequently disembarked at designated disembarkation points, including Marsa Dilah in Zawiyah, Sha'b port in Tripoli and Tubruq in the east. Over the same period, 461 deaths at sea were recorded and 424 persons were reported missing. From 1 January to 18 October

2025, Sudanese nationals constituted a significant proportion of those who were disembarked, with 3,477 individuals returned to Libya. Tubruq has become a major hub for the smuggling of migrants and trafficking in persons, and a key departure point for crossings to Greece, in particular.

61. On 9 October, the International Organization for Migration facilitated the first voluntary humanitarian return of 152 Syrian nationals in vulnerable situations from Libya to the Syrian Arab Republic. The operation was organized at the request of the Ministry of Foreign Affairs and Expatriates of the Syrian Arab Republic in support of Syrian families that had been residing in Libya for more than a decade. According to media reports, as at 25 October, more than 700 Syrian nationals had received tickets and travel permits from an agency commissioned by the Syrian authorities to coordinate the voluntary return process.

62. As at 11 October, the Ministry of the Interior and the Libyan Border Guard reported that approximately 290 migrants and refugees were being held at the Assah detention centre, bringing the total number of interceptions in the Assah area to more than 13,455 since June 2023. Along the Algeria-Libya border, 43 migrants and refugees expelled from Algeria were intercepted by the Libyan Border Guard, bringing the total number of persons intercepted since January 2024 to more than 2,332. Those intercepted were transferred to detention facilities. As at 13 October, the authorities reported that 29 individuals were being held at the Ghadamis detention centre. The United Nations has access to that detention centre and provides support and services to refugees and migrants held in immigration detention.

63. On 12 October, an NGO reported that it had received distress calls from a fishing boat carrying between 100 and 150 refugees and migrants, who alleged that a Libyan militia had fired live ammunition at the vessel while it was in international waters, within the search and rescue zone of Malta. The individuals aboard the boat were later rescued and disembarked in Pozzallo, Italy. On 24 August, a Libyan Coast Guard vessel reportedly opened fire on the humanitarian search and rescue ship *Ocean Viking* after it had rescued 87 refugees and migrants.

VI. Empowerment of women

64. During the reporting period, UNSMIL, UN-Women and the Economic and Social Commission for Western Asia supported the Ministry of Planning and the Ministry of State for Women's Affairs in developing the Women's Economic and Social Development Strategy 2030, which is pending finalization by Government ministries before submission to the Prime Minister for approval.

65. Pursuant to the political road map, UNSMIL, in collaboration with UN-Women and UNDP, supported Libyan women in the development of a charter for Libyan women. The charter will serve as a guiding framework for women participants in the structured dialogue, as they look to advocate in favour of their shared priorities. In addition, a dedicated forum, the Libyan women's caucus, will be established within the structured dialogue to enable participants to consult wider women's constituencies.

66. On 3 September, the Deputy Special Representative for Political Affairs held online consultations with 20 women who had previously participated in UNSMIL-facilitated dialogue initiatives, including the Libyan political dialogue (2015), the Libyan Political Dialogue Forum (2020–2021) and the advisory committee of Libyan experts (2025). The participants recommended that strong outreach efforts be aimed at young women and women in rural areas and emphasized the need for a follow-up mechanism to ensure the implementation of any political agreement.

VII. Youth and peace and security

67. On 12 August, the Special Representative held a virtual meeting with 120 young women from across the country to solicit their views on the political process. The next day, she attended a national consultation in Tripoli on advancing the political process that was organized by the Youth Dialogue Forum and attended by 42 young people (26 men and 16 women) from across Libya. Participants emphasized the need to end the cycle of transitions and called for sanctions against any actors who attempted to obstruct the implementation of the road map.

68. To mark International Youth Day on 12 August, UNSMIL, UNDP, UN-Women and the United Nations Children's Fund held a graduation ceremony for the 34 members of the second cohort of the annual United Nations "Ra'idat" programme. The programme offers training to young Libyan women on building communications, teamwork, leadership and advocacy skills.

69. On 25 September, UNSMIL, as part of its "YouEngage" youth engagement programme, published its first report on youth. The report includes detailed recommendations for a better future for all Libyans that were compiled following consultations with more than 1,200 young persons between May 2024 and June 2025. The recommendations include calls for unified institutions and a meaningful role for young people in decision-making processes, creating greater economic and employment opportunities, addressing corruption and promoting access to training, including in digital technology and entrepreneurship.

VIII. Humanitarian situation and development

70. As at 17 October, eight international NGOs whose operations had been suspended since March had reopened their offices following coordinated advocacy by members of the international community and UNSMIL. The full resumption of operations, however, is pending authorization from the Ministry of Foreign Affairs and other relevant ministries of the Government of National Unity.

71. As at 30 September, only \$25.6 million (24 per cent) of the \$106.6 million needed for refugee support in Libya under the Sudan Emergency Regional Refugee Response Plan had been received. The 76 per cent funding gap continued to impede the delivery of essential services to the 621,000 individuals targeted for humanitarian assistance. As at the end of September, a total of 183,234 refugees, including 29,843 children and 33,858 women and girls, had received critical protection services. In addition, 43,199 refugees received healthcare services, 52,758 received food assistance and 111,255 refugees and members of host communities benefited from the distribution of essential non-food items.

72. In preparation for the thirtieth session of the Conference of the Parties to the United Nations Framework Convention on Climate Change, Libya validated its first nationally determined contribution, which comprises a carbon audit and chapters on mitigation and adaptation. The document is awaiting final ministerial clearance prior to submission to the secretariat of the Convention. In addition, the Government finalized and approved a drought management strategy, which is to be submitted to the secretariat of the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa, and continued implementing its national biodiversity strategy, which it adopted in 2023.

IX. Implementation of the recommendations of the strategic review

73. Pursuant to Security Council resolution [2796 \(2025\)](#), UNSMIL initiated the implementation of the recommendations set out in the strategic review ([S/2025/611](#)). The Mission began streamlining its workstreams to advance the political process, taking into account available operational and resource capacities and the situation on the ground. In line with the recommendations, UNSMIL began to identify ways to strengthen its engagement in eastern and southern Libya, in close coordination with the United Nations country team.

Mission presence

74. UNSMIL maintained an average presence of 315 civilian staff members, comprising 102 national staff, 208 international staff and 5 United Nations Volunteers. Of those, 292 were stationed in Tripoli, 18 in Tunis, 4 in Benghazi and 1 in Sabha. UNSMIL also maintained 3 government-provided personnel, 1 in Tripoli and 2 in Tunis.

Security arrangements

75. As the overall situation remained volatile, the United Nations maintained a robust security presence in Tripoli and Benghazi and continued its engagement with Libyan security actors to ensure the safety and security of United Nations personnel in Libya. UNSMIL international staff in Tripoli continued to be accommodated at the Oea compound, protected by the United Nations Guard Unit, with a troop strength of 231. On 14 September, following a security risk management review for eastern Libya, new security measures for Benghazi were adopted that no longer include the permanent presence of armed security officers at the United Nations hub in that city.

X. Observations

76. The UNSMIL-facilitated road map, with its three pillars and sequenced steps, presents a crucial opportunity for a renewed, inclusive, Libyan-led and owned political process aimed at overcoming divisions and leading the country towards unified State institutions and the holding of national elections. The successful implementation of the road map depends on constructive engagement in good faith and in a spirit of compromise by all Libyan leaders, institutions and other stakeholders, putting the national interest first.

77. I strongly urge the House of Representatives and the High Council of State to swiftly complete appointments to the board of the High National Elections Commission and amend the electoral framework as the two initial steps pursuant to the road map. I also call on Libyan stakeholders to avoid unilateral actions that weaken and divide State institutions, erode trust and increase tensions among the parties, further complicating efforts to reach a political agreement.

78. The structured dialogue, envisaged as part of the road map, provides an inclusive platform for Libyans to address long-standing issues and grievances that have fuelled conflict and division and to build consensus towards a shared vision for the country's future. Support from Libyan leaders and institutions and from international partners will enhance its contribution to creating an environment that is conducive to credible elections, effective and accountable governance and unified institutions.

79. I welcome the support expressed by members of the international community for the road map, including through the International Follow-up Committee on Libya of the Berlin process and its working groups. Coordinated international engagement that is aligned with the objectives of the road map, while fully respecting the sovereignty, unity and territorial integrity of Libya, is critical to the successful implementation of the road map.

80. Following the clashes that occurred in Tripoli in May and given the fragile security situation in that city, efforts by the Presidential Council and other Libyan actors and international actors to de-escalate tensions and maintain the truce helped prevent a resumption of violence. I urge the parties to consolidate stability by fully implementing the agreed upon measures and to initiate wider security sector reforms in Tripoli, the western region and beyond.

81. The high turnout in municipal council elections and the growing number of grass-roots initiatives by community leaders, notables and youth and women's groups demonstrate the strong desire of the Libyan people for civic participation, preventing violence and charting a future for a peaceful and united country. I call on the Libyan authorities to continue providing the needed support to the High National Elections Commission, with a view to ensuring the implementation of its mandate, both at national and local level, and helping create the conditions for safe, inclusive and meaningful participation.

82. I remain deeply concerned about the situation of Sudanese refugees and asylum-seekers in Libya, many of whom have fled the conflict in the Sudan and continue to live in vulnerable situations. I urge the Libyan authorities to uphold their international obligations, including the strict application of the principle of non-refoulement, and to ensure protection from arbitrary detention and other violations of international human rights and refugee law. I call on the authorities to facilitate safe and unhindered humanitarian access, in particular in the areas of healthcare, education and livelihoods, in close coordination with the United Nations and humanitarian partners. I encourage the Libyan authorities to continue working with international partners to guarantee the protection of and provision of assistance to Sudanese refugees and asylum-seekers in Libya until conditions allow for their voluntary, safe and dignified return.

83. The continued arbitrary detention of hundreds of individuals across Libya must end. I urge the Libyan authorities to place without delay all detention facilities under civilian control and judicial oversight, and to provide UNSMIL with greater access for independent monitoring.

84. In order to ensure accountability for human rights violations, I call on all Libyan authorities and Member States to cooperate fully with the International Criminal Court to execute outstanding arrest warrants, including by surrendering individuals wanted by the Court.

85. The economy of Libya and the management of the country's vast resources continue to be negatively affected by political and institutional divisions, governance challenges and illicit practices. The decision by the Central Bank of Libya to curb the unauthorized printing of banknotes, the launch by the Libyan Audit Bureau and the National Anti-Corruption Commission of a joint strategic plan for combating corruption and the publication of financial and production data for the National Oil Corporation are welcome steps to address fraud and corruption and improve transparency. Libyan leaders need to intensify their efforts to halt the diversion of subsidized fuel, strengthen independent oversight bodies and commit to genuine economic reform for the benefit of the Libyan people.

86. The agreement on a unified development programme is a welcome step towards reversing the trend of parallel spending lacking transparency. Continued institutional cooperation is essential in order to translate this programme into a unified national budget that can restore fiscal discipline and support long-term economic stability.

87. I thank my Special Representative for Libya and Head of UNSMIL, Hanna Tetteh, and the staff of UNSMIL and the United Nations country team for their continued dedication and commitment to supporting the people of Libya. I also thank the Government of Nepal for its continued contribution through the provision of the United Nations Guard Unit in Libya.
