



Council of the European Union
General Secretariat

Brussels, 17 March 2026

**DOCUMENT PARTIALLY ACCESSIBLE
TO THE PUBLIC (15.06.2026)**

WK 4019/2026 INIT

LIMITE

**JAI
MIGR
ASIM
RELEX
MAMA**

This is a paper intended for a specific community of recipients. Handling and further distribution are under the sole responsibility of community members.

WORKING DOCUMENT

From:	Presidency
To:	MOCADDEM Roundtable

N° prev. doc.:	WK 8154/2025
Subject:	Libya: Update on the implementation of the action file

In view of the upcoming MOCADDEM meeting of 26 March 2026 delegations will find attached the "Action file on Libya".

Operational Coordination Mechanism for the External Dimension of Migration

MOCADEM

Action File

LIBYA

March 2026

Specific objectives

Libya is a key transit and destination country along the Central Mediterranean migration route [REDACTED]

[REDACTED]
[REDACTED] The difficult situation for migrants in Libya and the increase of irregular departures from Libya call for effective EU action. [REDACTED]

The objective for the action file is to further operationalise [the EU Action Plan for the Central Mediterranean](#) and the EU Action Plan for the Eastern Mediterranean with regard to Libya, developing a holistic approach and identifying short- and medium-term actions that, in the context described above, can contribute to effective border and migration management by Libyan authorities, the prevention of irregular departures, countering migrant smuggling and trafficking networks and reinforcing search and rescue capacities. Fostering full respect for human rights of migrants and international obligations of the Libyan authorities and improving access to and quality of protection for all migrants are a priority.

The protection of the human rights of all migrants and forcibly displaced people and the full respect for international law are the guiding principles for the EU's engagement. Actions and programmes carried out in Libya must be carefully monitored, risks analysed, and results assessed. Engagement conditions must be carefully assessed.

It is important to apply a whole-of-route perspective in the case of Libya, looking at the entire migration route from Sub-Saharan Africa and Asia to North Africa.

In a longer perspective it is crucial to continue addressing the root causes of irregular migration and forced displacement in countries of origin of migrants transiting through Libya through NDICI - Global Europe (GE) and other funding. Support measures to strengthen community stabilisation and social cohesion, including access to basic services and promotion of job opportunities as alternatives to engaging in the migrant smuggling business are highly relevant to ensure sustainable management of the Southern border.

Actions¹

Action	Specific Objectives	Lead actor(s) and Timeframe	Actions completed, Results ²	Next Steps / Comments ³
Identify concrete possible actions based on a common approach on European cooperation with Libya	<u>Action 1:</u> <i>Organise as a priority in-depth work in relevant Council working groups to reach a common understanding of which public actors in Libya the EU is ready to engage with on migration. Furthermore, to develop a set of guiding principles/common messages to foster cooperation with the Libyan authorities on migration in accordance with international law, including international human rights law.</i>	EEAS, Presidency, Member States, HoMs, EU Delegation, consulting with EUBAM, IRINI, IOM, UNHCR and NGOs.	Regular meetings are held in Council (in different formations) where cooperation with Libya on migration issues is discussed (e.g. meeting of EMWP on 29 January 2026, meeting of SCIFA on 12 February 2026). Actor mapping shared with MaMa by EEAS. The work has been based on a mapping of the main public actors in the migration field in Libya, including border management actors and law enforcement authorities tasked with countering smuggling and trafficking in human beings and recommendations on who to engage with at operational and political level. This mapping was developed with input from the local level including EUBAM and IRINI and coordinated by the EU Delegation and with the involvement of the Member States present, in consultation with international organisations, including UN Agencies and NGOs.	
Develop dialogue on migration	<u>Action 2:</u> <i>Building on existing international and EU frameworks, coordinate at EU level the political and</i>	Commission, EEAS and Member States	- Recent political contacts have included: - Meeting of Commissioner Brunner with the Libyan minister of Labour in the margins of the Khartoum Process meeting (10 March 2025).	████████████████████ ████████████████████ ████████████████████ ████████████████████

¹ As per the agreed new structure: List of actions with objectives following a list identified in the introduction

² As per agreed new structure: Key actions completed in the last 6-12 months

³ As per agreed new structure: Key actions planned for next 6-12 months

related issues	<i>diplomatic outreach to be conducted with the relevant Libyan authorities, with a view to developing dialogue on migration related issues, including the respect of human rights of migrants. This as far as possible and appropriate, together with international actors such as UNHCR, IOM, ICMPD and relevant NGOs.</i>		• Meeting of Commissioner Brunner with Libyan Minister of the Interior Trabelsi in the margins of the Global Alliance Conference (10 December 2025). • Since the beginning of 2024, a technical dialogue has been launched with the Libyan authorities (recognised as such throughout the country) with competencies on migration. The agenda of the discussions and preparations of the engagements with Libyan counterparts are prepared in close consultations with Member States, following a human rights-based approach. • There have been eight joint technical missions (Commission/EEAS), five in Libya and three in Brussels. Progress on all matters related to migration, including protection, is discussed. The last technical engagement took place in Tripoli on the week of 3 February 2026. • During the last encounter, parties engaged on various aspects of migration management, focusing on key areas of cooperation, namely: 1) strengthening land border management, 2) search and rescue operations at sea and follow-up on incidents, 3) law enforcement, anti-smuggling and anti-trafficking cooperation; and 4) migration governance and compliance with human rights. In addition, a dedicated session on voluntary returns was held, also joined by IOM. The latest iteration also focused on the support to the national return mechanism and enhancing the protection of the Sudanese refugees. • EU side also advocated for the adoption of the 13 SOPs and Annexes on SAR, developed jointly with	• <i>Regular meetings of the migration working group with Member States in Tripoli coordinated by the EU Delegation will continue.</i>
------------------------------	---	--	--	--

			the UNODC and Libyan maritime authorities (Libyan Coast Guard, General Administration for Coastal Security, Customs, Attorney General Office, and Military Prosecutor). These missions have directly contributed to enhancing meaningful and predictable access of UN agencies to disembarkation points and detention centres, as well as to the lifting of the exit visa fees to facilitate IOM-supported voluntary humanitarian returns from the country (increase in VHR from Libya to more than 16 000 per year compared to 9 369 in 2023).	
Prevent irregular departures through increased efforts to counter human trafficking, criminal and smuggling networks	Action 3: <i>Following a thorough assessment of the migration management actors in Libya, support relevant Libyan entities in countering migrant smuggling and trafficking in human beings and dismantling criminal networks in compliance with international human rights law through the regional programme in North Africa, and building on the renewed EU Action Plan against migrant smuggling and the EU actions on combatting trafficking in human beings.</i> <i>Define support activities in close consultation with other</i>	Commission, EEAS, Frontex, Europol and Member States, EUBAM	- The Political and Security Committee (PSC) agreed in April 2025 to extend the mandate of EUBAM Libya by two years, until 30 June 2027. The Mission will keep the two lines of operation in its mandate focusing on: i) border management, including facilitating and supporting interoperability, as well as intra-agency, inter-agency, and international cooperation as guiding principles of integrated border management; ii) cross-border crime, including human trafficking, migrant smuggling, and drug trafficking, as well as counter terrorism, in line with international standards in these areas. EUBAM will also provide specific needs assessments and develop related projects in support of the Mission's operational activities. - The Commission has been working to enhance the capacities of Libyan officers with skills to identify and investigate cases of human trafficking and migrant smuggling, while referring trafficking victims and smuggled migrants for	<i>The EU is committed to continue working with Libyan authorities in this area, in line with the commitments renewed at the International Conference on a Global Alliance to Counter Migrant Smuggling in December 2025.</i> <i>Countering human trafficking, criminal and smuggling networks are addressed in all the engagements with the Libyan counterparts,</i> [REDACTED] <i>Libya's involvement in EMPACT-relevant activities as well as development of additional relevant operational activities is</i>

[illegible]

				- EUBAM will implement its mandate by upholding a balanced approach between the strategic advice and training activities in order to ensure sustainability of results [REDACTED] - Frontex will provide training on risk analyses to the Libyan border authorities.
Support more effective border management and reinforce search and rescue capacities in respect of human rights	Action 4: Identify means to further build the capacity of relevant Libyan actors, both in maritime border management and SAR capacities and incorporate stringent measures for the protection of human rights. [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED] Underline the	Commission and Member States, EEAS, EU Delegation	[REDACTED] - Two actions on Libya for a total of EUR 10 million under NDICI-GE started in January 2023 and are ongoing: - One implemented by ICMPD and a budget of EUR 5 million is supporting the strengthening of Libyan training institutions for border management through the provision of capacity building, trainings, revision of standard	- Notable progress has been made with the MRCC being operational with equipment installed and a team from the Libyan Coast Guard permanently onsite. Ten Modules for a mobile MRCC were provided, and the EU continues providing trainings for the Libyan MRCC operators. - Enhanced border management is addressed in the framework of the technical dialogue, including

	<i>importance of training of the coastguards by EU actors in connection with the continuation of capacity support.</i>		operating procedures in line with international law, quality assurance mechanisms and training systems. • Another one implemented by UNODC with a total budget of EUR 5 million aims at reinforcing the Libyan Maritime Rescue Coordination Centre, enhancing its operating procedures, effectiveness and communication capabilities, also in view of regional cooperation. • The new action (EUR 25 million) started in January 2026 on supporting border management in the South includes enhancing search and rescue in the desert and fighting against smuggling.	<i>cross-border cooperation and compliance with human rights.</i> • [REDACTED] ■ [REDACTED]
Protection of human rights and humanitarian response	<u>Action 5:</u> <i>To keep exploring ways to improve conditions of migrants disembarked in Libya in foreseeable locations, for them to be treated in full respect of their human rights by Libyan authorities, with timely notification of humanitarian organisations and full access by UNHCR, IOM or other humanitarian organisations at the disembarkation events and free from the illicit channels of the militias.</i> <i>Establish a common approach with the involvement of UN actors and, as appropriate,</i>	• <i>Commission, EEAS and Member States, liaising with IOM, UNHCR and other UN agencies and INGOs.</i>	• An EUR 55 million NDICI action (2022–2023 budget) aimed at increasing the protection and resilience of migrants, forcibly displaced persons and host communities in Libya. It has been implemented in partnership with UNHCR, CESVI, WHO, IOM, UNICEF, SuperNovae, and a consortium of three NGOs (NRC, DRC, and INTERSOS). • Top-ups to the above contracts with IOM, UNHCR, and UNICEF, as well as new contracts for SuperNovae and the NRC consortium, were signed in 2025 for a total amount of EUR 35 million. In addition, new contracts with IOM, UNHCR, and WHO amounting to EUR 53 million are expected to be signed by the end of 2026. • [REDACTED]	• <i>Continue the implementation of actions with IOM, UNHCR, UNICEF, WHO, and other INGOs.</i> • [REDACTED] • <i>Support the Libyan Interior Ministry's reiterated goal of improving the application of the law and humanitarian conditions for migrants in detention, combined with the establishment of a new committee dedicated to</i>

	<i>consulting international NGOs regarding access to unofficial detention centres in Libya and engage Libyan authorities on reforming the overall detention system, including on the possible establishment of open alternatives.</i>		• Efforts are ongoing to enhance the predictability of regular access for UN agencies to disembarkation points and detention centres through continued dialogue with the Libyan authorities. • [REDACTED] • The Regional Development and Protection Programme Phase 7 supports protection activities in Mauritania, Morocco, Algeria, Tunisia, Libya, Egypt, and Niger for a period of 3 years (2025-2027), and is implemented by IOM, UNHCR, Save the Children, and COOPI. The phase 7 of the programme has a budget of EUR 50 million funded by the Commission (AMIF funding – EUR 37.5 million) and co-funded by Italy (EUR 7 million), the Netherlands (EUR 5 million), and UNHCR.	<i>addressing detention and arbitrary detention.</i> • [REDACTED] ■ [REDACTED] ■ [REDACTED] • Continued advocacy to allow UN agencies sufficient time at disembarkation points for screening and protection measures for rescued migrants
--	--	--	--	---

Return and reintegration to third countries	Action 8: <i>Support the IOM Voluntary Humanitarian Return (VHR) and reintegration programme and ensure sufficient funding for stepping up VHRs from Libya to countries of origin or safe destinations, including reintegration packages.</i>	• Commission, Member States, IOM	• MPRR-NA (Migrant Protection, Return and Reintegration in North Africa) programme was topped-up in September 2023, December 2024, and November 2025 (reaching an overall regional amount of EUR 148,7 million, including co-funding from Member States). • [REDACTED] As a result of the ongoing technical dialogue, the exit visa fees were lifted in 2024, facilitating UN-supported VHRs from the country (Decree 323/2024). [REDACTED] • The PROTASSHA II project supports reintegration in Bangladesh up to 7 700 persons until mid-2027. This is run by an NGO called BRAC, which works in coordination with IOM.	• <i>Continuing smooth and steady pace of IOM-assisted VHRs.</i> • [REDACTED] • <i>An additional top-up of the programme is foreseen under MAAP 2025-2027 on migration in the Southern Neighbourhood.</i> • [REDACTED]
Labour migration	Action 9: [REDACTED]	• Commission, EEAS, EU Delegation	• [REDACTED]	• <i>Two partners are working on labour migration: IOM and the French NGO Supernovae, with a small pilot programme.</i>

- Description of the action with the following details (content of the action – indication of the link to the Action file objectives, overall budget, timeframe, key implementors)

Action	Objective	Budget	Timeframe
<i>Title of the action</i>	<i>Link to the Action file objectives</i>	<i>Indicative budget</i>	<i>Foreseen timetable</i>
CZ Support of the IOM programme aimed at evidence-based interventions to address human trafficking in Libya	Action 3 and Action 10: To support and contribute to an improved protection landscape for vulnerable migrants in Libya through strengthening the capabilities of the Government of Libya to combat trafficking and contributing to reducing the vulnerabilities of VoTs.	EUR 1 million Financed by the Czech Mol Implemented through IOM	18 months (implemented from July 2025)
CZ Advancing Libya's Border Security and Management – Phase 2(ALBSaM2)	Action 4: To support the institutionalisation and implementation of Libya's Integrated Border Management (IBM) Strategy through strengthened monitoring, training, and inter-agency cooperation.	EUR 616 000 Financed by the Czech Mol Implemented through ICMPD.	12 months (implemented from July 2025)
IT CESVI - Strengthening the protection and resilience of Sudanese refugees, migrants, asylum seekers and host communities in Libya	Action 6	EUR 3 million	January 2025 - 31st December 2027
IT IOM - Protection and promotion of human rights-based solutions for vulnerable migrants in Libya	Action 4	EUR 3 million	January 2025 - June 2027
IT	Action 9: To Contribute to the adoption of safe solutions for some of the most vulnerable refugees in Libya	EUR 1,6 million	January 2025 – 31st December 2027

Action	Objective	Budget	Timeframe
<i>UNHCR – Resettlements for vulnerable refugees</i>	<i>through the development of resettlement registration forms.</i>		

ANNEX II - Common messages

Protection of human rights of migrants

- The protection of human rights in the Libyan migration context is of key importance. The EU will continue to support the Libyan authorities to ensure respect of human rights of all migrants. Vulnerable groups require particular attention.
- The EU is ready to support the increased access to public services by those groups.
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- [REDACTED]
- The EU stands ready to intensify dialogue with the African Union on these priorities.

Prevention of irregular migration

- Efforts to prevent perilous journeys across the Mediterranean and to stem the flow of irregular migrants to the EU, [REDACTED], are crucial for the EU and its Member States, in cooperation with countries of origin and transit along the migratory routes.
- To this end, the EU encourages capacity building of the Libyan Coast Guard and border management authorities. The EU also encourages strengthened cooperation with Egypt and countries of origin of migrants from Asia to prevent irregular border crossings.
- The EU aims at further increasing IOM assisted voluntary returns from Libya to countries of origin and will continue working with Libyan authorities to make the procedures more efficient. In this context, the EU welcomes the lifting of the exit visa fees for returning migrants, as a step in the right direction.

[REDACTED]

- [REDACTED]
- [REDACTED]