

Country/entity	Libya
Region	Middle East and North Africa
Agreement name	Roadmap for the Preparatory Phase of a Comprehensive Solution
Date	19 Nov 2020
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	Intrastate/intrastate conflict

Libyan Conflicts (1969 - 1994) (2011 -)

Agreements relate to two distinct conflict dyads.

Libya-Chad. Since the 1970s, Libya under Colonel Muammar Gaddafi had a tense relationship with its neighbour Chad, predominantly focused on the resource-rich Aouzou Strip in northern Chad. Libyan claims of the Aouzou Strip were held in an unratified treaty between France and Italy in 1935, similarly Chadian claims of the Strip were argued with support of a 1955 treaty between Libya and France. In 1973, Libya effectively annexed the Strip to gain access to natural resources. This spurred cross-border clashes between 1979 until 1987 until escalated to a brief war known as the Toyota War, wherein Chadian government troops succeeded in repelling Libyan forces. A brief and repeatedly violated ceasefire was held from 1987-88, followed by a series of unsuccessful negotiations, until an International Court of Justice ruling in 1994, which granted sovereignty of the Strip to Chad.

Libya post-Gaddafi. Gaddafi's downfall following the Libyan Civil War in 2011-2012, led to several factions fighting for the country's leadership. Since 2013, the country effectively split into three entities, with the National Army controlling the east including the city of Benghazi, and the New General National Congress and their militias such as the Golden Dawn controlling the northwest including the capital of Tripoli. Significant portions of the country in the south-west are currently held by Tuareg forces. The civil war and chaos continued into 2014 as the General National Congress refused to disband after the expiry of its mandate, resulting in eruption of mass protests. The UN efforts continue to broker peace between the Libyan Army and the Libya Dawn factions, and a partial ceasefire was declared in January 2015. A new interim-government (Tunisia-based) called 'Government of National Accord' is formed with the backing of UN despite the refusal of the other forces to recognise its authority and arrived to Tripoli with the UN in 2016. A state of emergency was declared by the UN backed government amid clashed between rival militia in Tripoli's southern suburbs. Since April 2019 there has been sustained fighting between the Libyan National Army and the UN-backed government in Tripoli as the Libyan National Army aims to seize Tripoli.

Close

Libyan Conflicts (1969 - 1994) (2011 -

)

Stage	Pre-negotiation/process
Conflict nature	Government
Peace process	Libyan peace process
Parties	Not signed, agreement mentions Libyan Political Dialogue Forum as the body reaching agreement.
Third parties	Not signed, agreement mentions support of United Nations Support Mission in Libya (UNSMIL)
Description	In this agreement, the Libyan Political Dialogue Forum, supported by UNSMIL, sets the plan for the interim (preparatory) governance institutions and defines the institutions and bodies relevant for the electoral process.

Agreement document [LY_191120_Roadmap.pdf \(opens in new tab\)](#) | [Download PDF](#)

Groups

Children/youth	Groups→Children/youth→Substantive Page 4, Article 5/ Structure of the Executive Authority during the Preparatory Phase 6. In the formation of the Government of National Unity, competency, merit, and fair representation of the political and geographic diversity shall be taken into account; participation of cultural components shall be guaranteed, and the importance of real representation of women and youth shall also be taken into consideration. The representation of women shall be no less than 30% of leadership positions of the Government (ministers or deputies).
Disabled persons	No specific mention.
Elderly/age	No specific mention.
Migrant workers	No specific mention.
Racial/ethnic/ national group	Groups→Racial/ethnic/national group→Substantive Page 4, Article 5/ Structure of the Executive Authority during the Preparatory Phase 6. In the formation of the Government of National Unity, competency, merit, and fair representation of the political and geographic diversity shall be taken into account; participation of cultural components shall be guaranteed, and the importance of real representation of women and youth shall also be taken into consideration. The representation of women shall be no less than 30% of leadership positions of the Government (ministers or deputies).

Religious groups No specific mention.

Indigenous people No specific mention.

Other groups Groups→Other groups→Substantive
Page 4,
Article 5/ Structure of the Executive Authority during the Preparatory Phase
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Refugees/displaced persons Groups→Refugees/displaced persons→Rhetorical
Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
2. Once there is agreement on the executive bodies, the process of national and social reconciliation shall be launched to address the impacts of various conflicts ranging from ending arbitrary arrest, forced disappearance, release of the prisoners of opinion and of those who have been arbitrarily detained;; to work for the voluntary and safe return of displaced persons inside and outside the country; and reparations for damages without prejudice to the right to litigation.

Social class No specific mention.

Gender

Women, girls and gender

Page 2,
Article 2/ Governing Principles of the Roadmap
2. This road map shall emphasize full equality of all citizens, men and women, in rights and responsibilities of citizenship as per the Constitutional Declaration and international conventions ratified by the Libyan State. All authorities shall protect these rights and obligations.

Page 4,
Article 5/ Structure of the Executive Authority during the Preparatory Phase
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Men and boys

Gender→Men and boys→Other

Page 2,
Article 2/ Governing Principles of the Roadmap
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LGBTI

No specific mention.

Family

No specific mention.

State definition

Nature of state (general)

Page 1,
Article 1/ Objectives of Roadmap
2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues:
2.3.Unifying state institutions and liberating national sovereign decisions from any material coercion or moral internal or external influence

Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase

4. All public institutions and facilities shall be harnessed to serve all Libyans.

State configuration No specific mention.

Self determination No specific mention.

Referendum No specific mention.

State symbols No specific mention.

**Independence/
secession** No specific mention.

**Accession/
unification** No specific mention.

Border delimitation No specific mention.

**Cross-border
provision** Page 5,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
9. The executive authority shall manage the foreign policy of the Libyan state in a
manner that maintains friendly and peaceful relations with regional and international
partners in accordance with the rules of good neighborliness and mutual interests.

Governance

Political institutions (new or reformed)

Governance→Political institutions (new or reformed)→General references

Page 2,

Article 2/ Governing Principles of the Roadmap

3. This road map shall emphasize that democratic means ought to be invoked in the management of political competition; the rejection to resort to violence; the acceptance by all of the principle of peaceful transfer of power, and commitment to the rules of integrity and transparency in elections, and acknowledge the results of elections.

Page 2,

Article 4 / Deadlines and rules governing the Roadmap:

Implementation of the Roadmap, the decisions and necessary measures shall be a joint responsibility of all state institutions and political actors. Dealing selectively with the texts of legislation to obstruct progress of the Roadmap shall not be permissible.

Page 3-4

Article 4 / Deadlines and rules governing the Roadmap:

B. Sovereign Institutions and bodies relevant for the Electoral Process:

4. The executive authority shall commit to providing prompt financial support and fulfilling the necessary logistical and security conditions for the High National Elections Commission (HNEC) and state institutions concerned with electoral process, to enable carrying out their duties in the best way possible.

5. The House of Representatives and the High Council of State shall agree on the sovereign positions provided for in Article 15 of the Libyan Political Agreement within a period not exceeding 60 days from the start of the Preparatory Phase. In their agreement, the two Councils shall respect the complete independence of the judicial authority and its selection rules in accordance with the legislation in force and international standards for independence of the judiciary.

C. Commitments and Deadlines

6. All state institutions shall work to fulfill their obligations on schedule. They shall be held accountable for their work before the Libyan people, and their work shall be monitored by the LPDF.

7. In the event that the required decisions cannot be issued within the specified deadlines, these decisions shall be referred to the LPDF to take action.

Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

1. The executive authority shall complete the administrative, financial and security procedures necessary for the success of the elections through confidence-building measures, including rehabilitation and regulating of the media sector in a manner that preserves the national social fabric and creates general de-escalation.

Governance→Political institutions (new or reformed)→Temporary new institutions

Page 3-4

Article 5/ Structure of the Executive Authority during the Preparatory Phase

1. The executive authority shall consist of the Presidency Council and the Government of National Unity. The LPDF shall define their respective prerogatives.

2. The Presidency Council shall consist of a president and two deputies in accordance with the geographical balance/three regions.

3. The Government of National Unity shall consist of the Prime Minister, two deputies and a number of ministers.

4. The Presidency Council and Presidency of the Government of National Unity shall be

Elections

Page 1,

After positive consultations and discussions, the participants of the LPDF agreed to resolve the current political deadlock by resuming the political process aiming at holding presidential and parliamentary elections as soon as possible, taking into account the need for serious and adequate preparation, unification of institutions and provision of basic services to citizens.

Page 1,

Article 1/ Objectives of Roadmap

1. The overarching objective of the Preparatory Phase is to strengthen the political legitimacy through presidential and parliamentary elections on a constitutional basis.
2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues:

Page 2,

Article 2/ Governing Principles of the Roadmap

3. This road map shall emphasize that democratic means ought to be invoked in the management of political competition; the rejection to resort to violence; the acceptance by all of the principle of peaceful transfer of power, and commitment to the rules of integrity and transparency in elections, and acknowledge the results of elections.

Page 2,

Article 3 / Timeframe towards General Elections:

2. The "Preparatory Phase for a Comprehensive Solution" shall end with the holding of presidential and parliamentary elections - in accordance with the constitutional process - on 24 December 2021.

Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

1. The executive authority shall complete the administrative, financial and security procedures necessary for the success of the elections through confidence-building measures, including rehabilitation and regulating of the media sector in a manner that preserves the national social fabric and creates general de-escalation.

Electoral commission

Page 2,

Article 4 / Deadlines and rules governing the Roadmap:

A. Constitutional and Legal Framework of the Electoral Process:

2. The LPDF shall set up a Legal Committee to follow up on the progress in the constitutional process. The LPDF shall define the structure and functions of the Legal Committee.

Page 3,

Article 4 / Deadlines and rules governing the Roadmap:

B. Sovereign Institutions and bodies relevant for the Electoral Process:

4. The executive authority shall commit to providing prompt financial support and fulfilling the necessary logistical and security conditions for the High National Elections Commission (HNEC) and state institutions concerned with electoral process, to enable carrying out their duties in the best way possible.

Political parties reform

Governance→Political parties reform→Other political parties reform
Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

8. The executive authority shall support the Civil Society Commission to perform its

functions and remove the obstacles and restrictions on the work of civil society institutions

without prejudice to public order. The executive authority shall also take the necessary

measures to ensure respect for civil and political rights and shall ensure their regulation in

a manner that ensures freedom of expression and political organization and action.

Civil society

Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

3. The executive authority shall promote human rights, positive cooperation with the judicial institutions, law enforcement agencies, national and international protection mechanisms and civil society organizations.

[...]

8. The executive authority shall support the Civil Society Commission to perform its functions and remove the obstacles and restrictions on the work of civil society institutions without prejudice to public order. The executive authority shall also take the necessary measures to ensure respect for civil and political rights and shall ensure their regulation in a manner that ensures freedom of expression and political organization and action.

Traditional/religious leaders

No specific mention.

**Public
administration**

Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

4. All public institutions and facilities shall be harnessed to serve all Libyans.

[...]

6. The executive authority shall ensure the good management of public expenditures, and that the principles of financial responsibility and transparency are adhered to.

Constitution

Governance→Constitution→Constitution affirmation/renewal

Page 1,

Article 1/ Objectives of Roadmap

1. The overarching objective of the Preparatory Phase is to strengthen the political legitimacy through presidential and parliamentary elections on a constitutional basis.

Page 2,

Article 2/ Governing Principles of the Roadmap

2. This road map shall emphasize full equality of all citizens, men and women, in rights and responsibilities of citizenship as per the Constitutional Declaration and international conventions ratified by the Libyan State. All authorities shall protect these rights and obligations.

Page 2,

Article 3 / Timeframe towards General Elections:

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Power sharing

Political power sharing

Power sharing→Political power sharing→Executive coalition

State level

Page 3-4

Article 5/ Structure of the Executive Authority during the Preparatory Phase

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2. The Presidency Council shall consist of a president and two deputies in accordance with the geographical balance/three regions.
3. The Government of National Unity shall consist of the Prime Minister, two deputies and a number of ministers.
4. The Presidency Council and Presidency of the Government of National Unity shall be selected according to a mechanism agreed upon by the LPDF.
5. The LPDF shall determine the decision-making mechanism within the Presidency Council.
6. In the formation of the Government of National Unity, competency, merit, and fair representation of the political and geographic diversity shall be taken into account; participation of cultural components shall be guaranteed, and the importance of real representation of women and youth shall also be taken into consideration. The representation of women shall be no less than 30% of leadership positions of the Government (ministers or deputies).
7. Immediately from the date of granting confidence to the government and without further actions, the full powers of the executive authority shall transfer to the new Presidency Council and Government of National Unity, as per the prerogatives defined by the LPDF. All existing executive powers shall expire upon granting confidence to the new government

Territorial power sharing

Power sharing→Territorial power sharing→Local/municipal government
Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
5. The executive authority shall commit to strengthening local governance and administrative decentralization through the comprehensive development of relevant Libyan legislation.
Power sharing→Territorial power sharing→Other
Page 3-4
Article 5/ Structure of the Executive Authority during the Preparatory Phase
1. The executive authority shall consist of the Presidency Council and the Government of National Unity. The LPDF shall define their respective prerogatives.
2. The Presidency Council shall consist of a president and two deputies in accordance with the geographical balance/three regions.
3. The Government of National Unity shall consist of the Prime Minister, two deputies and a number of ministers.
4. The Presidency Council and Presidency of the Government of National Unity shall be selected according to a mechanism agreed upon by the LPDF.
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Economic power sharing

No specific mention.

Military power sharing

No specific mention.

Human rights and equality

Human rights/RoL general	<p>Page 1, Article 1/ Objectives of Roadmap 2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues: 2.7. Protecting and promoting human rights;</p> <p>Page 2, Article 2/ Governing Principles of the Roadmap 2. This road map shall emphasize full equality of all citizens, men and women, in rights and responsibilities of citizenship as per the Constitutional Declaration and international conventions ratified by the Libyan State. All authorities shall protect these rights and obligations.</p> <p>Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 3. The executive authority shall promote human rights, positive cooperation with the judicial institutions, law enforcement agencies, national and international protection mechanisms and civil society organizations.</p>
Bill of rights/similar	No specific mention.
Treaty incorporation	No specific mention.

Civil and political rights

Human rights and equality→Civil and political rights→Equality
Page 2,
Article 2/ Governing Principles of the Roadmap
2. This road map shall emphasize full equality of all citizens, men and women, in rights and responsibilities of citizenship as per the Constitutional Declaration and international conventions ratified by the Libyan State. All authorities shall protect these rights and obligations.

Human rights and equality→Civil and political rights→Freedom of speech
Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
8. The executive authority shall support the Civil Society Commission to perform its functions and remove the obstacles and restrictions on the work of civil society institutions without prejudice to public order. The executive authority shall also take the necessary measures to ensure respect for civil and political rights and shall ensure their regulation in a manner that ensures freedom of expression and political organization and action.

Human rights and equality→Civil and political rights→Freedom of association
Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
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Human rights and equality→Civil and political rights→Other
Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
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Socio-economic rights

No specific mention.

Rights related issues

Citizenship

No specific mention.

Democracy

Page 2,
Article 2/ Governing Principles of the Roadmap
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Detention procedures	No specific mention.
Media and communication	Rights related issues→Media and communication→Governance of media Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 1. The executive authority shall complete the administrative, financial and security procedures necessary for the success of the elections through confidence-building measures, including rehabilitation and regulating of the media sector in a manner that preserves the national social fabric and creates general de-escalation.
Mobility/access	No specific mention.
Protection measures	Rights related issues→Protection measures→Protection of groups Page 1, Article 1/ Objectives of Roadmap 2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues: 2.2. Providing security for the citizens and end the state of armed conflicts,
Other	No specific mention.

Rights institutions

NHRI	No specific mention.
Regional or international human rights institutions	Rights institutions→Regional or international human rights institutions→Other Page 2, Article 2/ Governing Principles of the Roadmap 2. This road map shall emphasize full equality of all citizens, men and women, in rights and responsibilities of citizenship as per the Constitutional Declaration and international conventions ratified by the Libyan State. All authorities shall protect these rights and obligations. Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 3. The executive authority shall promote human rights, positive cooperation with the judicial institutions, law enforcement agencies, national and international protection mechanisms and civil society organizations.

Justice sector reform

Criminal justice and emergency law No specific mention.

State of emergency provisions No specific mention.

Judiciary and courts Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
3. The executive authority shall promote human rights, positive cooperation with the judicial institutions, law enforcement agencies, national and international protection mechanisms and civil society organizations.

Prisons and detention No specific mention.

Traditional Laws No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development
Page 1,
Article 1/ Objectives of Roadmap
2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues:
2.4.Improving services and economic performance developing the work of state institutions and the good governance of public resources;

Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

6. The executive authority shall ensure the good management of public expenditures, and that

the principles of financial responsibility and transparency are adhered to.

National economic plan No specific mention.

Natural resources No specific mention.

International funds No specific mention.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

Land, property and environment

Land reform/rights No specific mention.

**Pastoralist/
nomadism rights** No specific mention.

Cultural heritage No specific mention.

Environment No specific mention.

**Water or riparian
rights or access** No specific mention.

Security sector

**Security
Guarantees** Page 1,
Article 1/ Objectives of Roadmap
2. Forming a new executive authority to create the necessary conditions and
circumstances conducive for elections by addressing the following issues:
2.2. Providing security for the citizens and end the state of armed conflicts,

Page 4,
Article 6: Priorities of the Executive Authority during the Preparatory Phase
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procedures necessary for the success of the elections through confidence-building
measures, including rehabilitation and regulating of the media sector in a manner that
preserves the national social fabric and creates general de-escalation.
2. Once there is agreement on the executive bodies, the process of national and social
reconciliation shall be launched to address the impacts of various conflicts ranging from
ending arbitrary arrest, forced disappearance, release of the prisoners of opinion and of
those who have been arbitrarily detained;; to work for the voluntary and safe return of
displaced persons inside and outside the country; and reparations for damages without
prejudice to the right to litigation.

Ceasefire No specific mention.

Police No specific mention.

Armed forces No specific mention.

DDR	No specific mention.
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	<p>Page 1, Article 1/ Objectives of Roadmap 2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues: 2.1.Establishing the national sovereignty over the entire Libyan territory and end the foreign presence;</p>
Corruption	<p>Page 1, Article 1/ Objectives of Roadmap 2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues: 2.6.Combating corruption and squandering of public money;</p> <p>Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 6. The executive authority shall ensure the good management of public expenditures, and that the principles of financial responsibility and transparency are adhered to. 7. The executive authority shall combat corruption and ensure effective cooperation with oversight bodies.</p>
Crime/organised crime	No specific mention.
Drugs	No specific mention.
Terrorism	No specific mention.

Transitional justice

Transitional justice general	Page 2, Article 1/ Objectives of Roadmap 2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues: [...] 2.9.Launching a comprehensive national reconciliation process based on the principles of transitional justice and promoting the culture of amnesty and tolerance in parallel with truth-seeking and reparation.
Amnesty/pardon	No specific mention.
Courts	No specific mention.
Mechanism	No specific mention.
Prisoner release	Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 2. Once there is agreement on the executive bodies, the process of national and social reconciliation shall be launched to address the impacts of various conflicts ranging from ending arbitrary arrest, forced disappearance, release of the prisoners of opinion and of those who have been arbitrarily detained;; to work for the voluntary and safe return of displaced persons inside and outside the country; and reparations for damages without prejudice to the right to litigation.
Vetting	No specific mention.
Victims	Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 2. Once there is agreement on the executive bodies, the process of national and social reconciliation shall be launched to address the impacts of various conflicts ranging from ending arbitrary arrest, forced disappearance, release of the prisoners of opinion and of those who have been arbitrarily detained;; to work for the voluntary and safe return of displaced persons inside and outside the country; and reparations for damages without prejudice to the right to litigation.
Missing persons	Page 4, Article 6: Priorities of the Executive Authority during the Preparatory Phase 2. Once there is agreement on the executive bodies, the process of national and social reconciliation shall be launched to address the impacts of various conflicts ranging from ending arbitrary arrest, forced disappearance, release of the prisoners of opinion and of those who have been arbitrarily detained;; to work for the voluntary and safe return of displaced persons inside and outside the country; and reparations for damages without prejudice to the right to litigation.

Reparations

Transitional justice→Reparations→Symbolic reparations

Page 2,

Article 1/ Objectives of Roadmap

2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues:

[...]

2.9.Launching a comprehensive national reconciliation process based on the principles of transitional justice and promoting the culture of amnesty and tolerance in parallel with truth-seeking and reparation.

Transitional justice→Reparations→Material reparations

Page 2,

Article 1/ Objectives of Roadmap

2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues:

[...]

2.9.Launching a comprehensive national reconciliation process based on the principles of transitional justice and promoting the culture of amnesty and tolerance in parallel with truth-seeking and reparation.

Reconciliation

Page 2,

Article 1/ Objectives of Roadmap

2. Forming a new executive authority to create the necessary conditions and circumstances conducive for elections by addressing the following issues:

2.9.Launching a comprehensive national reconciliation process based on the principles of transitional justice and promoting the culture of amnesty and tolerance in parallel with truth-seeking and reparation.

Page 4,

Article 6: Priorities of the Executive Authority during the Preparatory Phase

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Implementation

UN signatory

United Nations Support Mission in Libya

Other international signatory No specific mention.

Referendum for agreement No specific mention.

International mission/force/similar

Page 1,
In response to [...] Discussions of the Libyan Political Dialogue Forum (LPDF) started in Tunis on 9 November 2020 under the auspices of UNSMIL;

Page 3,
Article 4 / Deadlines and rules governing the Roadmap:
C. Commitments and Deadlines
8. The LPDF shall meet periodically during the Preparatory Phase. Its meetings shall be facilitated and supported by UNSMIL.
9. Should the need arise, the LPDF shall convene upon a proposal of 25 its members or upon an invitation by UNSMIL.

Enforcement mechanism

No specific mention.

Related cases

No specific mention.

Source

https://unsmil.unmissions.org/sites/default/files/lpdf_-_roadmap_final_eng_0.pdf
