



ADAPTATION FUND

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Adaptation Fund Board
Project and Programme Review Committee
Thirty-eighth meeting
Bonn, Germany, 20-21 October 2026

**LOCALLY-LED ADAPTATION SINGLE COUNTRY PROPOSAL FOR
LIBYA**



ADAPTATION FUND

ADAPTATION FUND BOARD SECRETARIAT
TECHNICAL REVIEW OF PROJECT PROPOSAL FOR
"MUNICIPALITIES OF CHANGE: EMPOWERING LOCAL COMMUNITIES TO BUILD CLIMATE
RESILIENCE"

Project Title **Municipalities of Change: Empowering Local Communities to Build Climate Resilience**

Project ID **AF00000550**

Category **LLA**

Type **Single country project**

Stage **Concept**

Country **Libya**

Implementing Entity **UNDP**

Financing Requested **USD 5,000,000.00**

Reviewer **Anjeeta Barnwal**

Co-reviewer(s)

IE Contact Person

Lina Madadha, Mahlet Ambachew, Missale Woldegiorgis, Nancy Bennet, Radhika Dave, Robin Merlier, Siriboon Ketphichai

Secretariat's Overall Comment

The first technical review identifies several gaps, including insufficient localized context, limited clarity on how conflict related and structural vulnerabilities will be addressed, and inadequate detail on the implementation process and institutional arrangements. These issues are reflected in the Clarification Requests (CRs) and Corrective Action Requests (CARs) raised in the review.

Country Eligibility

Is the country party to the Kyoto Protocol and/or the Paris Agreement?

Response: Yes

Secretariat: Sri Lanka is a party to both the Kyoto Protocol and the Paris Agreement

Is the country a developing country particularly vulnerable to the adverse effects of climate change?

Response: Yes

Secretariat: Yes. Libya is a developing country particularly vulnerable to climate impacts such as extreme heat, water scarcity, flash flooding, and coastal erosion.

Project Eligibility

Has the designated government authority for the Adaptation Fund endorsed the project/programme?

Response: Yes

Secretariat: A Letter of Endorsement dated 2025 is provided.

Does the length of the proposal amount to no more than fifty (50) pages for the Concept note project document, including its annexes?

Response: Not Cleared

Secretariat: No.

The proposal is 58 pages, including the LOE. Please condense the document to meet the 50 page limit required for Concept Note.

Does the project / programme support concrete adaptation actions to assist the country and/or the local actors in addressing adaptive capacity to the adverse effects of climate change and build in climate resilience?

Response: Not Cleared

Secretariat: Not Cleared. (Pages 4-28)

The concept provides a strong national climate rationale and a promising municipal delivery model. Further clarification is needed regarding locally differentiated vulnerabilities, municipality selection, component sequencing, community decision-making, and the grant-delivery mechanism.

CR1: Please clarify whether the project will cover urban, peri-urban and/or rural municipalities, and strengthen the link between locally differentiated climate risks, underlying vulnerabilities and adaptation barriers—including those associated with fragility—and the proposed municipal interventions. As the municipalities have not yet been selected, this may be presented through relevant municipal typologies.

CR2: Please provide a preliminary framework for selecting the 20 municipalities, covering climate vulnerability, socioeconomic sensitivity, geographic and ecological representation, governance and security conditions, and the presence of capable local partners. Please also explain how institutional readiness and buy-in will be balanced against vulnerability so that the most vulnerable or fragile municipalities are not inadvertently excluded.

CR3: Please clarify how existing national climate-risk and sectoral assessments will inform Component 1, and how relevant priorities from Libya's NDC and emerging NAP will be translated into LCAP priorities and subsequently into municipal adaptation investments.

CR4: Please clarify how relevant ecological zones and transboundary climate risks will inform municipality selection, vulnerability assessments, LCAPs and indicative local adaptation measures.

CR5: Please clarify the sequencing and interdependencies among the three components. In particular, explain how Component 1 informs the platforms and capacity-building under Component 2; how LCAP priorities guide grant selection under Component 3; and how implementation lessons will inform updates to the LCAPs and the national LCAP standard.

CR6: Please describe how communities, particularly vulnerable and marginalized groups, will exercise meaningful decision-making authority in identifying, prioritizing and validating the adaptation measures included in the LCAPs.

CR7: Please clarify the indicative grant-delivery model, including eligible applicants and activities, selection criteria, decision-making roles, technical support for applicants and grantees, and the flow of funds. Please also clarify the respective roles of the municipal platforms, municipalities, PMU, UNDP and the Environment

Protection Fund. A simple diagram may help illustrate these arrangements.

CAR1: Please ensure consistency among the component descriptions, financing table and results framework regarding the expected outputs, outcomes, activities, responsible actors and beneficiary groups. The results framework tables should also be placed under the appropriate section of the concept note.

CAR2: Please clarify the overall roles of the PMU, municipalities, technical support providers and grantees in project preparation, appraisal, supervision, milestone verification and environmental and social screening. Detailed operational procedures may be developed at the full proposal stage.

CAR3: Please include a concise theory of change linking the identified climate problems and adaptation barriers to the proposed activities, outputs, outcomes and intended impact, including the principal assumptions underlying these pathways.

CAR4: Please reconcile the target of 150 knowledge products with the component outputs and Section G, clearly identifying the main categories of products and the actors responsible for producing and using them.

Does the project/programme enable devolving decision making to the lowest appropriate level? Does it give local institutions and communities more direct access to finance and decision-making power over how adaptation actions are defined, prioritized, designed, implemented; how progress is monitored and how success is evaluated.

Response: Not Cleared

Secretariat: Not Cleared (Pages 14-16).

The proposal presents a municipality-anchored adaptation model and intends to demonstrate participatory process but the description remains generic.

The proposal describes municipality level participatory climate risk assessments but it does not explain how these engagements will translate into community defined priorities or how such priorities will shape the development of LCAPs.

The narrative outlines community driven mapping sessions and interviews to diagnose climate shocks, but provide limited information on how communities will identify and validate adaptation priorities and how these priorities will inform LCAP content or subsequent investment decisions.

These activities appear primarily consultative rather than demonstrating community leadership in decision making.

Several elements referenced in the narrative such as community representation in LCAP Platforms, community led monitoring, and participatory risk diagnostics appears generic and not adequately described and not consistently reflected across components and does not yet demonstrate decision making authority at the lowest appropriate level. As a result, the operational steps, roles, and implementation arrangements for ensuring community leadership remain unclear.

Regarding financial flow, the proposal outlines milestone based grants released to “local organizations,” but does not clarify where these organizations sit within the local governance landscape or how the project will ensure that resources reach communities without administrative or political hindrance.

The mechanisms through which community based organizations, cooperatives, or informal groups will access,

manage, and lead implementation of adaptation grants are not sufficiently detailed.

CR8: Please describes the roles, decision making authorities and benefits transfer to communities more explicitly across components and elaborate on the activities referenced in the narrative particularly participatory risk assessments, community mapping, community representation in LCAP Platforms, and community led monitoring ensuring that their design and implementation clearly reflect LLA principles and demonstrate how community priorities will shape LCAPs and adaptation investments.

CAR5: Please revise the proposal to clearly demonstrate how devolved decision making will be embedded within municipalities, including platforms. This should include an operational description of how community level decision making and LLA principles are integrated across the project cycle, specifying community roles across components and identifying the activities where community authority is exercised.

CAR6: Please describe the mechanisms through which vulnerable and underrepresented groups will meaningfully participate in decision making across Components, including adaptation prioritization, grant selection, financial decision making, and governance processes. In addition, please clarify how local organizations receiving grants will be supported to ensure that resources reach communities directly, and explain how community defined priorities, learning briefs, and participatory monitoring will inform LCAP updates and the national LCAP standard.

Does the project / programme provide economic, social and environmental benefits, particularly to vulnerable communities, including gender considerations, while avoiding or mitigating negative impacts, in compliance with the Environmental and Social Policy and Gender Policy of the Fund? Does the project/programme address structural inequalities faced by women, youth, children, people with disabilities, people who are displaced, Indigenous Peoples and marginalized ethnic groups?

Response: Not Cleared

Secretariat: Not Cleared (pages 28-30).

The proposal provides a structured overview of economic, social and environmental benefits including indicative beneficiary number.

The proposal indicates that 50,000 direct beneficiaries will be reached and notes that each grant will reach approximately 25 people, summing to 2,500. However, it remains unclear how the remaining number of beneficiaries are derived, particularly given that Components 1 and 2 focus primarily on planning, capacity building, and governance processes. The methodology for calculating the total number of direct beneficiaries is therefore not clear.

The proposal also states that 8,000 households (project information table- page 21) will experience protected or improved income, but the proposal does not explain how livelihood opportunities will be generated at this scale. The project describes income opportunities for CSOs, cooperatives, and micro enterprises but it does not articulate how these translate into household-level benefits.

In addition, the proposal provides limited information on communities affected by conflict and fragility and does not explain how conflict dynamics have compounded vulnerability or how these conditions shape exposure, adaptive capacity, or access to project benefits.

CR8: Please clarify the methodology used to derive 50,000 direct beneficiaries and explain how the project

generates livelihood opportunities for 8000 households. Additionally, please describe how grant-level support translates into household level benefits.

Please also describe how communities are affected by conflict and fragility, how these conditions have compounded vulnerability, and how the proposed project will address the conflict related and structural vulnerabilities faced by these communities.

Is the project / programme cost effective?

Response: Not Cleared

Secretariat: Not Cleared (Pages 30-32).

The proposal provides a general justification of cost effectiveness by emphasizing the implementation of 100 community level grants, direct access to finance, municipality level climate risk assessments, and the use of existing structures such as LCAP platforms.

While these elements are relevant, the proposal can be significantly strengthened by:

- comparing the selected approach with other modalities. The proposal emphasizes that centralized systems require large consultant teams and extensive supervision budgets, but this comparison is not directly relevant to a locally led adaptation model, where implementation is inherently localized and community driven. Without a structured comparison of alternatives, it is difficult to assess whether the chosen delivery model represents the most cost effective option.
- Justifying the benefits from heavy upstream planning. Activities under Components 1 and 2 including LCAP formulation, platform establishment, national standard development, and trainings are useful but it doesn't clearly demonstrate how the efforts and investments directly support or enhance the delivery of concrete adaptation actions under Component 3.
- providing a clearer explanation of the proposed interventions in terms of their durability under climate extremes, potential for maladaptation, and ability to deliver long term adaptation benefits. The absence of unit cost justification, expected outputs, and performance considerations limits the ability to evaluate whether the 100 grant financed interventions will provide value for money.
- clarifying the basis for reaching 50,000 direct beneficiaries as flagged earlier. The proposal notes that each grant will reach approximately 25 people (totaling 2,500), but does not explain how the remaining beneficiaries are derived, particularly given that Components 1 and 2 focus on planning and governance processes. For calculating direct beneficiaries, the project should distinguish between concrete adaptation benefits delivered during the project period and benefits expected from planning processes whose impacts will materialize later.

CR9: Please strengthen the cost effectiveness analysis by providing a structured comparison of the selected delivery model with other comparable and feasible modalities, both quantitative and qualitative. In addition, please clarify how the upstream investments under Components 1 and 2 directly support or enhance the delivery of concrete adaptation actions under Component 3. Further, please provide additional detail on the feasibility, durability, and long term resilience benefits of the proposed grant financed interventions, including unit cost justification and expected outputs.

Finally, please clarify the methodology used to derive the 50,000 direct beneficiaries, distinguishing between those reached through concrete adaptation interventions and those reached through planning and governance processes.

CAR7: Please revise the cost effectiveness section to present a transparent and evidence based justification for

the proposed delivery model, including a clear linkage between upstream planning activities and downstream implementation.

Is the project / programme consistent with national, sub-national or local sustainable development strategies, national, sub-national or local development plans, poverty reduction strategies, national communications and adaptation programs of action and other relevant instruments?

Response: Not Cleared

Secretariat: Not Cleared (Pages 32-33).

The proposal provides a broad narrative explaining its alignment with Libya's forthcoming NAP, NDC, local development plans, SDGs and notes that this work will inform finalization of NAP and updates of the NDC.

However, the explanation remains generic and can be strengthened by explaining:

- which NAP priorities the project is supporting. Currently It mentions upstream work such as vulnerability assessment, institutional readiness and integrating local planning into national priorities which is quite broad.
- identifying the NDC targets the project is contributing to
- how working with municipalities is aligned with national plans and decentralization framework
- how the LCAP will feed into future updates of the NAP and NDC, including institutional pathways
- referencing existing current national communications

CR10: Please strengthen the description of alignment with national, sub national, and local strategies and explain how municipal level work aligns with national planning frameworks, and clarify how LCAPs will feed into future updates of the NAP and NDC. In addition, please reference existing national communications if any and relevant sectoral strategies to demonstrate consistency with current national instruments.

Does the project / programme meet the relevant national technical standards, where applicable, in compliance with the Environmental and Social Policy of the Fund? Does the project provide support to local actors and build their capacities to comply with the standards?

Response: Not Cleared

Secretariat: Partially Cleared (Pages 29-30).

The proposal describes alignment with Libya's Environmental Law, national EIA procedures, and the Adaptation Fund's Environmental and Social Policy (ESP). It indicates that proposed interventions will undergo environmental screening based on expected risks and that environmental management plans will be developed where required.

Given that the project will finance a large number of small grants including small scale infrastructure, water harvesting systems, cooling centers, and other community level measures, it is important to clearly identify all relevant national technical standards, the oversight authorities responsible for enforcing them, and the compliance mechanisms that will be applied.

Also, the proposal indicates that municipalities and CSOs will receive capacity building support to comply with safeguards, but it does not describe how all relevant local actors including community based organizations, cooperatives, and small grant implementers will be supported to understand and apply national technical

standards.

CR11:

At concept note stage, please clarify:

- the key national technical standards and regulations relevant to project activities (e.g., environmental permits, water, agriculture, land use, social safeguards)
- the AF ESP principles applicable to each component
- the oversight authorities responsible for enforcing these standards
- the compliance mechanisms to be used during implementation
- the capacity building support that will enable municipalities, CSOs, and community actors to understand and comply with these standards.
- any specific requirements for FCV regions

CAR8: Please revise the section by presenting this information in a clear, structured format preferably a table linking project components, applicable national standards, relevant AF ESP principles, oversight authorities, compliance mechanisms, and capacity building measures.

Is there duplication of project / programme with other funding sources? Does the project enhance collaboration across sectors and enhance efficiencies and good practice?

Response: Not Cleared

Secretariat: Not Cleared (Pages 34-36).

The proposal provides a detailed overview of relevant initiatives and outlines several coordination mechanisms. However, multiple initiatives listed are implementing similar or related interventions, and the proposal does not yet sufficiently explain how duplication will be avoided at the activity and geographic levels.

The UNDP Water Security project is quite similar to water related interventions under this project. Though the proposal notes that geographic coordination will be used to differentiate activities, but it does not clarify how duplication will be avoided in specific municipalities.

The RENEWAL project (UNOPS/IFAD) already supports water harvesting, climate smart agriculture, and livelihood resilience and closely aligned with the small grant activities proposed under Component 3. The proposal does not sufficiently explain how small grant interventions will be screened to avoid overlap with RENEWAL's ongoing work or how complementarity will be ensured in shared geographic areas.

Similarly, UNDP's environmental governance project already supports local coordination platforms. It is unclear how the platforms proposed under Component 2 differ from existing mechanisms, why new platforms are needed, and how they will complement rather than duplicate ongoing structures.

Several activities such as risk mapping, early warning systems, and vulnerability assessments are already being undertaken by other initiatives and the proposal does not yet provide adequate information on how the assessments under this project complement existing work.

While the coordination mechanism described for BIOFIN, UNDP, and GIZ is strategic and well defined, similar structured coordination arrangements can be described for other initiatives, despite significant thematic overlap.

CR12: Please clarify how duplication will be avoided with UNDP Water Security, RENEWAL, and UNDP environmental governance projects, and explain how risk mapping and assessments under this project complement existing work.

CAR9: Please revise the section including complementarities and coordination matrix table to incorporate the details outlined above.

Does the project / programme have a learning and knowledge management component to capture and feedback lessons, in particular managing traditional and/or indigenous knowledge, where relevant? Does it contribute to building and institutionalizing local capabilities?

Response: Not Cleared

Secretariat: Partially Cleared (36-38).

The knowledge management section is well structured and provides a comprehensive overview of how knowledge will be captured, shared, and synthesized. It clearly describes cross municipality learning, peer exchanges, and the development of national synthesis reports that will inform NAP/NDC updates. The establishment of a publicly accessible digital platform to store LCAPs, learning briefs, and project information is strategic and supports long term institutionalization.

However, the proposal does not explain how learning from pilot implementation will feed back into planning and decision making, particularly whether municipal learning will inform LCAP updates, and whether intermittent learning will be used to adjust pilot projects, delivery models, or implementation support.

CR13: Please clarify how learning from implementation will inform adaptive management, including how municipal learning will update LCAPs, how emerging lessons will be used to adjust pilot projects during execution, and how implementation support will be adapted based on ongoing evidence.

Has a consultative process taken place, and has it involved and encouraged all key stakeholders, and vulnerable groups, to meaningfully participate in and lead adaptation decisions? Did the consultative process consider and address gender-based, economic and other inequalities in compliance with the Environmental and Social Policy and Gender Policy of the Fund?

Response: Not Cleared

Secretariat: Not Cleared (Pages 38-39).

The proposal describes three consultations conducted between May 2024 to July 2024 with ministry of Environment, municipalities' representatives, focal points and technical departments.

However, these consultations appear dated, and they do not demonstrate engagement with communities or vulnerable groups, which is essential for a LLA project.

While the proposal references gaps identified through consultations and UNDP field engagement such as centralized systems and lack of tailored financing, it does not clearly link consultation feedback to the climate rationale or the selection of proposed interventions.

CR14: Please consider including:

- number, type, timing and purpose of consultations, workshops, or focus group discussions conducted with communities including vulnerable and whether they were specific to this program
- a description of how inputs from these consultations informed the design of the program, including the pilots, sectors, and target groups
- an explanation of how gender based, economic, and social inequalities were identified and addressed through

the consultative process

- evidence of systemic engagement with the vulnerable groups (other than women and youth, including disadvantaged groups, indigenous Peoples, persons with disabilities, displaced populations, marginalized ethnic groups)
- a summary of key inputs, concerns, lessons learned, or priorities from prior engagements (UNDP, GCF, RENEWAL projects) that directly informed this concept
- describe how consultation inputs were consolidated, validated, and shared back with stakeholders

CAR10: Please revise the section to incorporate the details outlined above, ensuring that the consultative process, stakeholder inputs, and gender considerations are clearly described and aligned with the Environmental and Social Policy and Gender Policy of the Adaptation Fund.

Is the requested financing justified on the basis of full cost of adaptation reasoning?

Response: Not Cleared

Secretariat: Not Cleared (39-41).

The proposal provides a comprehensive narrative comparing the baseline and project scenarios and outlines several adaptation specific activities.

However, the justification focuses largely on general institutional weaknesses rather than explicitly linking proposed activities to climate change impacts and the additional costs incurred due to those impacts.

The proposal should more clearly explain how specific climate hazards such as increased drought, water scarcity, extreme heat, and flash floods directly drive the need for the proposed measures and constitute adaptation additionality.

The proposal also provides limited information on how the LCAPs will integrate identified adaptation priorities within core municipal functions, or how the proposed governance platforms will sustain climate budgeting and related functions beyond the project period (page 35).

In addition, the justification for small scale interventions could be strengthened by clarifying how measures such as water harvesting and cooling infrastructure represent incremental adaptation costs beyond existing development programs.

CR15: Please revise the Justification section in the proposal to address the above points and clarify how proposed activities represents an incremental cost driven by specific climate impacts and why these costs cannot be covered under the development baseline. Also, please describe how LCAPs will integrate identified adaptation priorities within core municipal functions and how the proposed governance platforms will sustain climate budgeting and related functions beyond the project period

Is the project / program aligned with AF's results framework?

Response: Not Cleared

Secretariat: Partially Cleared (Pages 18-21).

The proposal presents a structured results framework table between pages 18–22, however, it should be moved to the appropriate section of the document. In addition, several output and outcome indicators are not consistent with the Adaptation Fund Strategic Results Framework (AFSRF). For example, Indicator 1.1.1 should correspond to Fund Output Indicator 1.1, and similar inconsistencies appear for Indicators 7.1.1, 7.1.2, 6.1.1, 6.1.2, among others. The indicator numbering and alignment should be revised to match the AF SRF template.

CR16: Please move the results framework table to the appropriate section of the proposal and revise all output

and outcome indicators to ensure consistency with the AFSRF.

Has the sustainability of the project/programme outcomes been taken into account when designing the project? Does the project/programme support long-term development of local governance processes, and improve the capacity of local institutions to ensure that communities can effectively implement adaptation actions over the long term?

Response: Not Cleared

Secretariat: Partially Cleared.

The proposal provides an extensive description of sustainability across institutional, social, environmental economic and financial dimensions. The approach to integrate LCAPs into municipal budgets, explore financing potential through the EPF, and establish collaboration with the private sector is strategic and well aligned with long term sustainability principles. However, these sustainability measures are not consistently reflected across components and the overall project design.

The narrative focuses on the architecture, stewardship, and handover arrangements, but does not explain how potential challenges such as institutional turnover, political instability, limited municipal fiscal space, or fragility related disruptions may affect long term functioning of LCAP Platforms, financing pathways and community level adaptation capacity and how the project will ensure sustainability beyond the project period.

The proposal indicates protected growth or income for 8000 households but doesn't explain how this figure is derived under Component 3 or how specific adaptation interventions will generate household level livelihood benefits at this scale. Further elaboration will be helpful to clarify the methodology and pathways through which Component 3 activities translate into measurable income gains for households.

CR17: Please ensure that outlined sustainability measures are consistently reflected across components and integrated into the overall project design where relevant.

Additionally, please clarify how the risks and challenges identified under the Environmental and Social Policy risks section may affect sustainability particularly those related to political instability, fragility, institutional turnover, and limited municipal fiscal space and describe how these factors could influence the long term functioning of the LCAP Platforms and associated financing pathways. Please also clarify how the proposed interventions will generate benefits for 8,000 households and explain the methodology used to derive this figure.

Does the project / programme provide an overview of environmental and social impacts / risks identified, in compliance with the Environmental and Social Policy and Gender Policy of the Fund?

Response: Not Cleared

Secretariat: Not Cleared (Pages 45-55).

The proposal presents a detailed and well structured overview of potential environmental and social impacts and identifies operational, security, fiduciary, partner capacity, and political risks, along with an assessment across environmental and social principles. The risk register is comprehensive and includes mitigation measures, and the phased approach to begin with Tier 1 municipalities before expanding to Tier 2 appears strategic.

However, the basis for this tier classification is not clearly explained, and the proposal does not outline how implementation will take place if political instability and conflict continue to affect the remaining municipalities in Years 2 and 3.

Regarding the environmental and social risk classification table, the classification of risks (low-medium-high) is missing, and the column under "No further assessment required for compliance" is empty, making it unclear whether further assessment is required or not for each principle.

CR18: Please elaborate on the basis for the Tier 1 and Tier 2 municipality classification and strengthen the proposal by outlining a clear strategy for implementation across all 20 municipalities in the event that political instability and conflict persist beyond Year 1.

CAR10: Please update the environmental and social checklist table by clearly classifying each identified risk (low, medium, high) and complete the column “No further assessment required for compliance” by indicating whether further assessment is required or not for each principle.

Resource Availability

Is the requested project / programme funding within the size for LLA single country grants?

Response: Cleared

Secretariat: Yes.

Is the Implementing Entity Management Fee at or below 8.5% per cent of the total project/programme budget before the fee?

Response: Cleared

Secretariat: Yes.

Are the Project/Programme Execution Costs at or below 9.5% per cent of the total project/programme budget (including the fee)?

Response: Not Cleared

Secretariat: Need Clarification.

Yes. The Project/Program Execution Costs are within the 9.5% ceiling. As UNDP serves as both the Implementing Entity and an Executing Entity alongside ICLEI Africa as the technical partner, the breakdown of the execution cost allocations attributable to UNDP in its EE role is not clear.

In line with the Adaptation Fund’s harmonized cost guidance, UNDP’s EE execution cost charge should not exceed 1.5% of the portion of the project it executes. If UNDP is requesting execution costs above this cap, a strong justification is required, noting that exceptions may be considered only on a case by case basis under Decision B.38/42. A simple table showing the EE level allocations for UNDP and ICLEI Africa would support transparency and compliance [<https://www.adaptation-fund.org/generic/costs-and-fees/>].

CR19: Please provide a clear breakdown of the execution cost allocations attributable to UNDP in its EE role.

Not Cleared.

The proposal includes a PFG request of USD 150,000 and outlines a comprehensive set of preparatory activities covering proposal finalization, safeguard instruments, gender analysis, stakeholder engagement, institutional capacity assessments, vulnerability mapping, sector scoping, and translation. However, several gaps remain:

- The activity “Vulnerability maps and evidence base for transparent selection of the 20 priority municipalities; sectoral intervention matrix” appears to duplicate work already planned under Component 1. It is unclear whether this analysis is intended only for full proposal preparation or whether it substitutes work that should occur during implementation.
- “Gender and Environmental and Social risk analyses and formulation of Environmental and Social Management Plan and Gender Action Plan” appears twice in the table. While the budget notes differ appropriately, the repeated heading is confusing.
- The PFG does not explicitly outline municipality level consultations, which are central to the project’s design and appear relevant in the context of political instability and conflicts and can be considered at this stage to inform the full proposal.
- The PFG does not include any conflict sensitive implementation assessments, including conflict sensitive infrastructure siting analysis, which is highly relevant in Libya’s FCV context and can inform the design of Component 3.

CR20: Please consider updating the PFG to address the gaps identified above, including clarifying the scope of vulnerability mapping, ensuring municipality level and community consultations are incorporated, correcting duplicated safeguards/gender activity headings, and adding conflict sensitive assessments relevant to the FCV context.

Eligibility of IE

Is the project/programme submitted through an eligible Implementing Entity that has been accredited by the Board?

Response: Cleared

Secretariat: Yes. UNDP is an eligible Multilateral Implementing Entity accredited by the board.



ADAPTATION FUND

LOCALLY-LED ADAPTATION PROJECT/PROGRAMME PROPOSAL FOR SINGLE COUNTRY

PART I: PROJECT/PROGRAMME INFORMATION

Title of Project/Programme: Municipalities of Change: Empowering Local Communities to Build Climate Resilience

Country: State of Libya

Thematic Focal Area: Locally Led Adaptation

Type of Implementing Entity: Multilateral Implementing Entity

Implementing Entity: United Nations Development Programme

Executing Entities: United Nations Development Programme Libya
ICLEI Africa¹

Amount of Financing Requested: 5,000,000 (in U.S Dollars Equivalent)

Letter of Endorsement (LOE) signed: Yes ☒ No ☐

Stage of Submission:

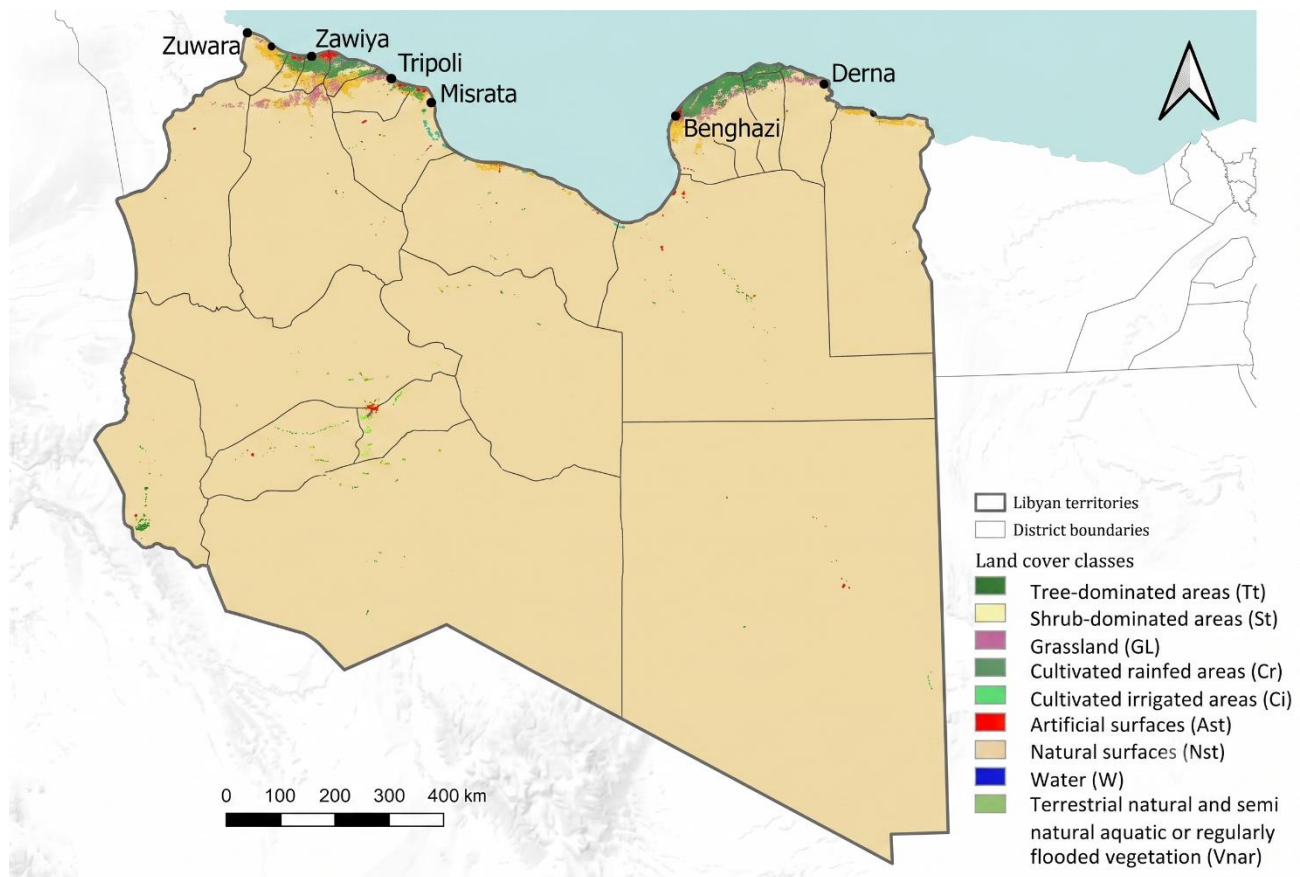
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This proposal has been submitted before including at a different stage (pre-concept, concept, fully-developed proposal)

☒

This is the first submission ever of the proposal at any stage

¹ UNDP Libya serves as lead Executing Entity, providing in-country presence, field operations, and FCV-calibrated operational and security risk management. ICLEI Africa serves as technical Executing Entity for locally led adaptation and devolution methodology, municipal climate planning, and competitive community-grant facility design. The Environment Protection Fund is engaged not as an Executing Entity but as the long-term financing steward of the LLA architecture (see Section on cost-effectiveness and implementation arrangements). National civil society and community-based organisations are engaged as Responsible Parties under standard UNDP Responsible Party Agreements. Capacity assessments for all Executing Entities and prospective Responsible Parties are conducted at full proposal stage.



2

Project / Programme Background and Context:

Libya's critical climate challenges addressed by this project

- **Extreme water scarcity** - one of the world's driest countries, dependent on fossil aquifers and the Man-Made River, with depletion and salinization threatening long-term water security.
- **Intensifying flash floods** - coastal and low-lying urban areas face rising flood risk under more intense, more variable rainfall, as the 2023 Derna disaster made evident.
- **Dangerous heatwaves** - extreme-heat days are projected to double by mid-century, with the urban heat-island effect compounding health risks and stressing a fragile, gas-dependent electricity grid.
- **Desertification and land degradation** - encroaching desert across 96 per cent of the territory is reducing arable land and intensifying rural-to-urban migration pressure.
- **Coastal degradation and sea-level rise** - projected sea-level rise of 0.23 m by 2050 threatens low-lying cities, oil-crescent infrastructure, and coastal aquifers through saltwater intrusion.

Situated in the southern Mediterranean, Libya is a large country of some 1.76 million km². The majority of this territory, some 96%, is characterized by desert conditions. Only a small percentage of the territory, including the Jifara Plain near Tripoli and the Marj Plain near Benghazi, receive rainfall sufficient to allow for arable land and only slightly more is suitable for livestock. That stated, Libya continues to operate several large agricultural projects fed by fossil water.

As of 2024, Libya's population numbered 7,381 million with 81% living in cities, most of whom are located along the coast. The majority of the country's income, some 87%, derive from hydrocarbon sales. As a result, GDP levels tend to vary sharply depending on production levels and the global commodity price. Libya's GDP has fluctuated significantly with hydrocarbon production and prices - from approximately USD 42 billion in 2021 to around USD 50 billion in 2023 (World Bank, World Development Indicators, 2024). Fluctuations in hydrocarbon income, the impact of COVID-19 and the re-occurring conflict have increased the poverty ratio of the population, with some 1.3 million currently considered in poverty.

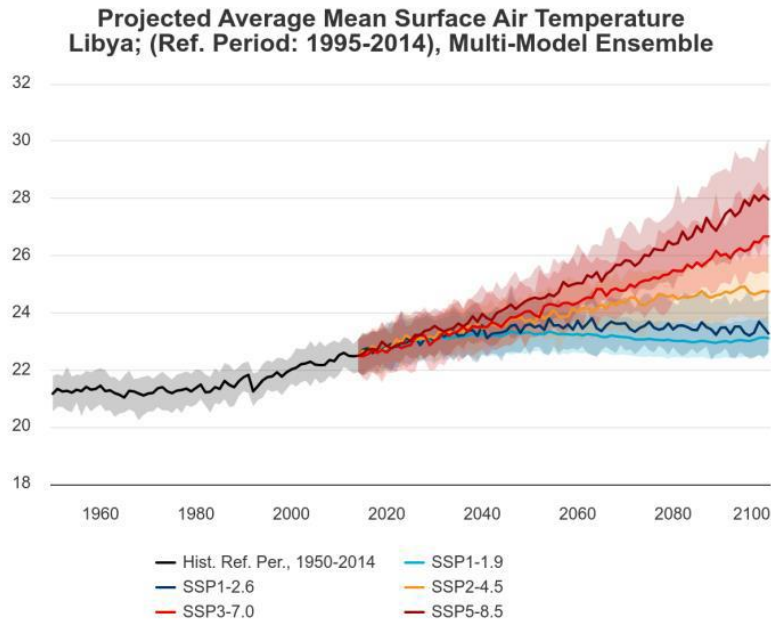
Politically, although efforts to prepare for national elections are ongoing, Libya remains in a period of transition.

² Sources: Administrative boundaries from HDX (Humanitarian Data Exchange). 2023. Libya Data Grid. Libya – Subnational Administrative Boundaries. [Accessed on 23 April 2023]. <https://data.humdata.org/dataset/cod-ab-lby>. License: CC BY-IGO.

Despite the challenges, the Government of National Unity created a National Climate Change Committee constituted in 2021.

Climate Trends

Over the past 50 years, air surface temperatures have risen 1.85°C across Libya, a rate faster than the global average. The warming trend is particularly intense along the mediterranean coastal area which is identified as “a climate hot spot” warming at twice the global rate. Over the next forty years, under moderate scenarios (SSP3-7.0), average Libya surface temperatures are projected to increase an additional 1.7°C from 22.20°C between 1995-2014 to 23.95°C between 2040-2059. After 2050, warming is projected to continue in all scenarios other than SSP1 (the sustainability pathway), where it stabilises.

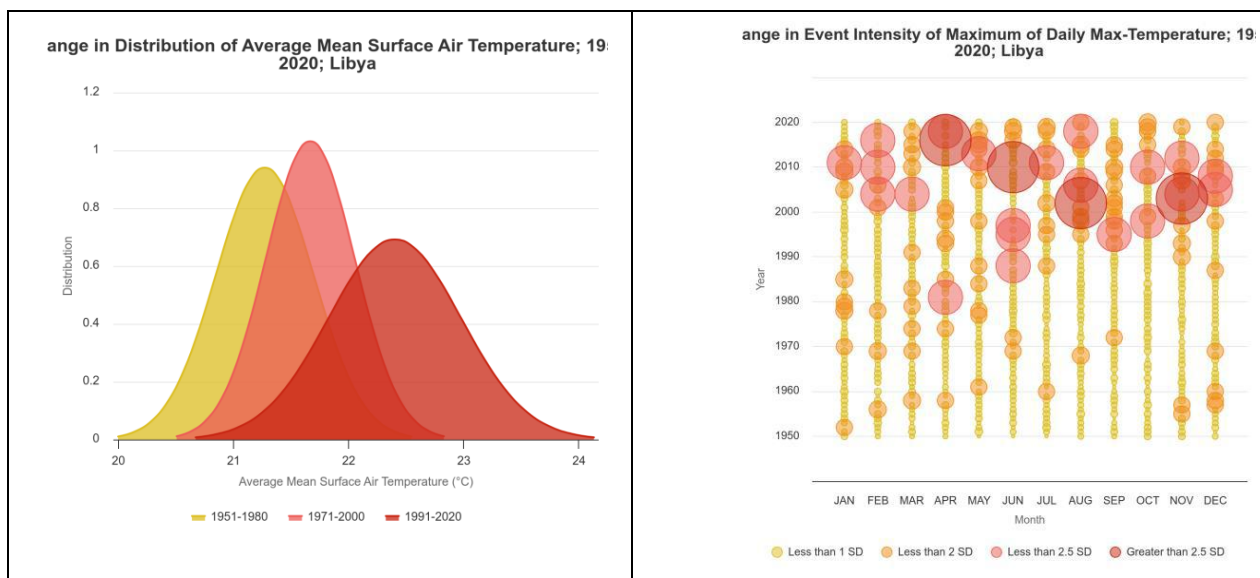


By mid-century (2040-2059), summers will become dangerously hot with average warming of 2.38°C during the hottest month in August (CMIP6 ensemble, SSP3-7.0; the average warming during the coldest month of December will be 1.49°C). As a result, the number of extreme heat days during the summer (>40°C) will double from 5.66 to 11.46 with the average maximum temperature reaching 46.62°C. There will similarly be a fivefold increase in tropical nights (>26°C) from 2.88 days to 14.39 days making sleep difficult without cooling.

Heat will become more dangerous to human health due to increasing humidity. The climate-relevant impact of increasing humidity is captured through the Heat Index (HI), which combines temperature and humidity and indicates that 32°C is the limit for safety. Each degree above 32°C increases the risk to human health, particularly for vulnerable persons such as the elderly. This increase in humidity is a change for Libya as its climate has typically been arid. In the future, Libya will move from 0.27 days per year with a heat index of 35°C or higher to 5.54 days per year by 2040-2059 after which the trend will increase by 9.13 additional days per decade. There is a high degree of variability by locality with the greatest risk of heat in the northwestern regions. Today, Zuwara has the highest amount of days, 13.68, with a HI >= 35°C while the northeast has the lowest with places like Derna having 0.54 days with HI >= 35°C. Increased heat leads to higher energy demand for cooling while increasing technical losses in electricity during transmission.

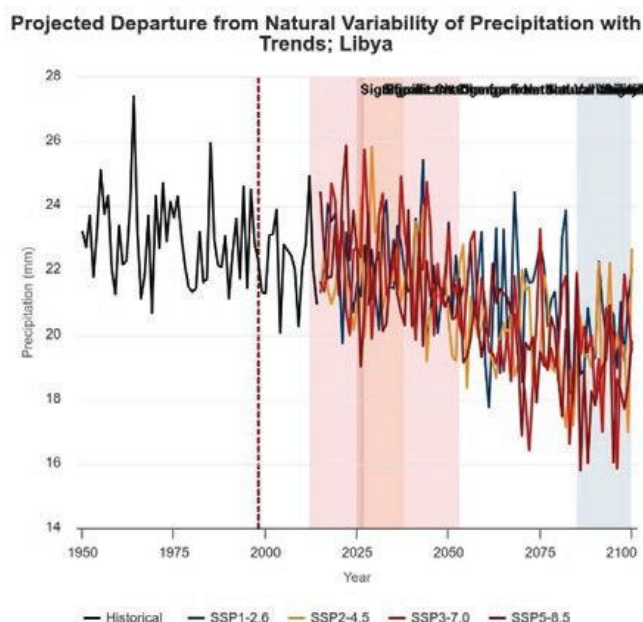
Libya's desert conditions have historically produced high diurnal variability in air temperature - with a wide spread between daytime highs and nighttime lows. Climate change is shifting both ends of this range upward: minimum temperatures nationwide are projected to rise from 15.64°C historically to 17.44°C by 2040-2059 (a rise of 1.80°C), and maximum temperatures from 28.75°C to 30.47°C (a rise of 1.72°C). Because nighttime minimums are rising slightly faster than daytime maximums, the diurnal range narrows marginally, but the absolute upward shift at both ends means significantly more sustained heat exposure across the full 24-hour cycle, with the strongest warming pattern observed in the southern regions.

Distribution of average mean surface air temperature for three 30-year historical periods, 1951- 1980, 1971-2000, and 1991-2000 for Libya	Event intensity of maximum of daily max temperatures, between 1951 and 2020, Libya.
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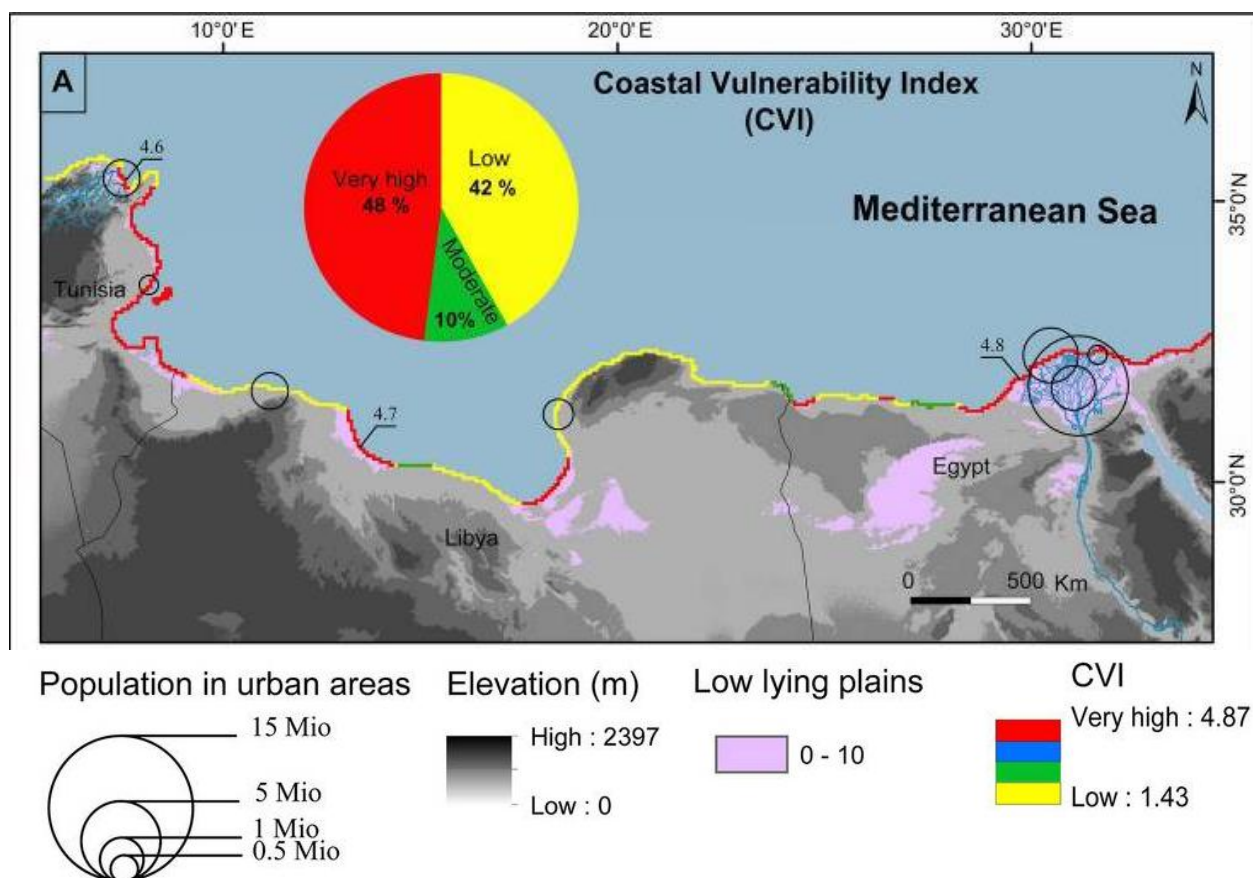
Observed rainfall changes. Nationwide average precipitation has decreased by 1.6 mm per decade over 1971–2020, with northern Libya showing the most pronounced drying and the south showing slight increases or no change (ERA5 dataset, 1971–2020; IPCC AR6 WGI Chapter 8; IPCC AR6 Cross-Chapter Paper 4 on the Mediterranean region). Observed rainfall extremes have grown more variable, with rare but intense convective events causing catastrophic damage - most severely the September 2023 Storm Daniel event in Derna, which delivered up to 400 mm of rainfall in 24 hours and killed over 4,300 people, with rapid-attribution analysis finding the event was made up to 50 times more likely by climate change (World Weather Attribution, 2023).

Projected rainfall changes. By mid-century (2040–2059), average precipitation is projected to continue decreasing across northern Libya under moderate-to-high emissions scenarios (SSP2-4.5 and SSP3-7.0), with the Mediterranean climate zone reducing in area - meaning that the coastal band where rainfall is currently sufficient to sustain rainfed agriculture will shrink and become more marginal (IPCC AR6 WGI Interactive Atlas, Mediterranean region). Projected changes in rainfall extremes show a shift toward more intense but less frequent precipitation events, driven by a warmer, more energetic atmosphere holding more moisture - increasing flood and flash-flood risk in wadis and coastal urban areas even as annual totals decline (IPCC AR6 WGI Chapter 11 on weather and climate extremes). Sand and dust storms are projected to increase in both frequency and intensity as surface warming, reduced soil moisture and vegetation loss reinforce each other (Middleton, 2019; WMO Sand and Dust Storm Warning Advisory and Assessment System).



Sea levels along Libya's Mediterranean coast have already risen by approximately 3.0–3.5 mm per year over recent decades, exceeding the global average rate, and are projected to rise by a further 0.23m by 2050 and 0.68m by 2100 (IPCC AR6 WGI Chapter 9; CMEMS Mediterranean Sea Physics Reanalysis), increasing the threat to coastal areas and infiltration of sea water into ground water aquifers. Coastal vulnerability is determined by physical features, such as elevation and the coastal slope, as well as the density of populations in threatened areas. Much of the sea level rise is due to the warming of the Mediterranean whose sea surface temperature

averages 19.2°C and is expected to increase by 1.3°C by mid-century (2041-2060) and 2.8°C by the end of the century. The higher temperatures contribute to the increased intensity and frequency of storms which generally occur in summer and early autumn. The areas most vulnerable to sea level rise will be the oil crescent along the central Mediterranean coast (see Figure 1) - the arc of coastal infrastructure between Ras Lanuf, Es Sider, Brega and Zueitina where Libya's principal export terminals and refineries are concentrated - and low-lying coastal cities such as Benghazi. A much larger area - the full 1,770 km of Libya's low-lying Mediterranean coast, extending westward from the oil crescent to include Misrata, Tripoli, Zawiya and Zuwara, and eastward through Benghazi and Derna (See Figure 1) - will be affected by stronger storm surges which could cause infrastructural damage, including to Libya's coastal oil export terminals, refineries and the network of pipelines connecting inland fields to the coast.



Software: Esri. ArcGIS 10.2 (<https://www.esri.com/software/arcgis>)

Climate impacts The climate trends and projections described above translate into a set of cascading impacts already visible in Libya and expected to intensify through mid-century. Heat and humidity stress - the projected doubling of extreme heat days above 40°C, the fivefold increase in tropical nights, and rising Heat Index values - will directly affect human health, particularly among the elderly, children and outdoor workers, agricultural productivity, and the reliability of Libya's electricity grid, which depends heavily on gas-fired generation and experiences increased technical losses at high temperatures. Rainfall variability and intensification of extreme events - the shrinking of the Mediterranean climate zone, the projected shift toward less frequent but more intense convective rainfall, and the increased frequency of sand and dust storms - combine to produce compound risks: flash flooding in wadis and coastal urban areas, reduced rainfed agricultural viability along the northern coastal strip, and worsening air quality and respiratory-health burdens from dust storms. Sea level rise and Mediterranean warming increase saltwater intrusion into coastal aquifers, threaten low-lying urban and industrial infrastructure including the oil crescent, and amplify storm surge damage. Compound and cascading impacts - the interaction between heat, drought, reduced soil moisture and vegetation loss - drive worsening desertification and land degradation in Libya's arid and semi-arid regions, particularly in the south, while placing sustained pressure on Libya's already-stressed fossil groundwater aquifers, its coastal and marine ecosystems, and its principal freshwater delivery infrastructure, the Great Man-Made River. The sections below describe these impacts in more detail across ecological, water, human-geography and socio-economic dimensions.

While Libya is primarily arid, its ecological zones offer strategic entry points for advancing local climate action planning. These areas not only support biodiversity but also contribute to community resilience and microclimate regulation. The following key zones provide foundations for climate-informed local planning:

Ecological and climate resilience features

- **Highland ecosystems:** The Jabal al Akhdar in Cyrenaica and Jebel Nafusa in Tripolitania host rare Mediterranean-type woodlands and shrublands, vital for regulating local climate and water cycles. Endemic species such as *Centaurea cyrenaica* and *Hyoseris cyrenaica* face increasing threats from land degradation and shifting climatic conditions. These highlands serve as climate buffers - regulating runoff, moderating local temperatures, and sustaining biodiversity that supports pastoral and agroforestry livelihoods - and are strong candidates for nature-based solutions including reforestation with native drought-tolerant species, terrace rehabilitation and contour-based soil and water conservation to reduce erosion, protection and expansion of Mediterranean woodland cover, and community-based rangeland management to reverse overgrazing pressure. Prioritisation is warranted because these ecosystems are irreplaceable at scale, because their degradation directly amplifies downstream flood and drought risk in surrounding regions, and because their restoration delivers adaptation co-benefits that dryland ecological engineering cannot substitute for.
- **Desert oases and transitional zones:** In regions like Fezzan, oases such as Ubari and Murzuq sustain fragile livelihoods through groundwater-based agriculture and pastoral systems. These zones are under stress from aquifer depletion and climate-driven droughts. Integrating oasis systems into local adaptation plans will help preserve ecological function and heritage while enhancing food and water security.
- **Marine and coastal ecosystems:** Libya's 2,000 km coastline - encompassing sites like the Gulf of Sirte and Farwa Lagoon - offers critical climate services such as storm buffering and carbon sequestration. These ecosystems underpin local fisheries and economies but face threats from pollution, erosion, and sea-level rise. Coastal zone management must be incorporated into municipal adaptation strategies.

Despite Libya's ecological assets, its current protected area network remains underfunded and fragmented. Institutional constraints and instability hamper enforcement. To address this, local adaptation plans should align with the Kunming-Montreal Biodiversity Framework, the Paris Agreement (Article 7), and Sendai Framework Target C by promoting nature-based solutions and community-led conservation.

Water resources and environmental constraints

Libya faces significant natural constraints on water availability, compounded by climate change and human pressures. These limitations must be directly addressed in subnational adaptation planning.

Libya lacks perennial surface water, relying heavily on fossil aquifers such as the Nubian Sandstone Aquifer System and the Northwestern Sahara Aquifer System. Unsustainable extraction and weak governance threaten long-term water security. The Great Man-Made River (GMMR) provides around 80% of Libya's freshwater but is vulnerable to technical failures and conflict-related disruptions.

Climate planning should account for:

- Worsening desertification in arid regions (R2–R3), driven by the interaction between rising temperatures, increasing potential evapotranspiration, declining and more variable rainfall, and progressive vegetation loss - a compound impact already flagged in the Climate impacts framing paragraph and quantified through the IPCC AR6 aridity index projections for the Mediterranean and North African region.
- Groundwater depletion and salinization - a compound stressor with both human and climatic drivers. Historic over-extraction from Libya's fossil aquifers, which have limited natural recharge, is the primary depletion driver, but the interaction with climate change is now well-documented: declining precipitation reduces the modest recharge that occurs in shallow coastal aquifers, rising sea levels accelerate saltwater intrusion into coastal groundwater, and increased evaporation reduces the effective yield of shallow water sources. The result is a system stressed on both fronts, with agriculture and rural resilience directly affected. Quantitative attribution of climate versus abstraction contributions will be developed as part of the Full Proposal vulnerability assessment; projected trajectories of groundwater state under combined climate and abstraction pathways will be examined through the same assessment.
 - Coastal erosion and saltwater intrusion that threaten urban water supplies and agriculture.
- Deforestation and overgrazing in upland areas leading to increased erosion - a compound impact with both human and climatic drivers. Historic drivers of deforestation in Libya include agricultural expansion, fuelwood extraction and settlement pressure, particularly around the Jabal al Akhdar and Jebel Nafusa highlands. Overgrazing pressure has intensified as pastoral livelihoods have been squeezed by land loss, land tenure fragmentation, and reduced rangeland productivity. Climate change interacts with these human drivers in two ways: reduced rainfall and increased evapotranspiration lower rangeland carrying capacity, which forces higher stocking density on remaining productive land; and rising temperatures and drought events accelerate the loss of already-stressed woodland cover, which in turn amplifies erosion, runoff and downstream flood risk during intense rainfall events. Quantified attribution of the human and climate contributions to observed vegetation loss will be developed as part of the Full Proposal vulnerability assessment.

- Marine stressors like acidification and sea surface warming affecting fisheries and infrastructure.

Human geography and urban vulnerabilities

Libya's climate vulnerabilities are amplified by concentrated urban development along the coast and under-resourced rural regions. Approximately 86% of Libya's 7.4 million people live in urban areas, primarily in Tripoli, Benghazi, and Misurata. These three cities alone host over 40% of the population, placing immense pressure on urban infrastructure.

Local adaptation planning must address:

- Flash flood risks due to inadequate urban drainage in cities like Derna, Tripoli, and Benghazi.
- Urban heat stress intensified by the heat island effect.
- Intermittent water supply from MMR, undermining municipal service delivery.
- Vulnerability of informal settlements, particularly for displaced and low-income groups.

Rural regions like Fezzan - the vast south-western region covering approximately one-third of Libya's national territory and encompassing the Ubari, Murzuq, Ghat and Sabha areas - remain marginalized, with limited access to services and adaptive infrastructure. Ensuring equitable adaptation funding and service delivery to these areas is critical.

Transboundary and regional climate interactions

Libya's geography places it at the nexus of Mediterranean, Saharan, and Sahelian climatic systems, with over 4,300 km of shared borders. Transboundary resource management must be embedded into local and national climate action.

Key cross-border climate factors:

- Shared aquifers - the Nubian Sandstone Aquifer System (NSAS), shared with Egypt, Sudan and Chad, and the Northwestern Sahara Aquifer System (NWSAS), shared with Algeria and Tunisia - are vital for Libya's water supply (see Figure 1). Joint monitoring and governance mechanisms with the co-riparian states, currently limited, need to be operationalised.
- Climate-induced migration from sub-Saharan Africa passes through southern Libya, entering primarily through Fezzan (See Figure 1) via routes originating in Niger, Chad and Sudan, and impacts local service delivery and stability in transit municipalities.
- Informal cross-border trade with Chad, Niger, Sudan, Algeria and Egypt - crucial for southern livelihoods - is increasingly disrupted by extreme climate events, including sand and dust storms, extreme heat, and flash flooding along trans-Saharan routes.
- Shared desert ecosystems - including the Sahara-Sahel transition zone at Libya's southern border, the shared oasis systems of Ghat-Djanet (Libya-Algeria) and Kufra-Uweinat (Libya-Egypt-Sudan), and Mediterranean coastal wetlands linking Libya and Tunisia - are under pressure from overgrazing and prolonged drought, requiring regional conservation cooperation.

Socio-economic profile and climate sensitivities

Libya's economy remains heavily reliant on hydrocarbons, accounting for over 90% of public revenues. This economic structure increases exposure to both market and climate shocks. Economic diversification and climate-smart infrastructure investment are essential components of resilience planning.

Development constraints include:

- Volatile public finance linked to oil exports, limiting sustained investment in adaptation infrastructure.
- Stark regional disparities in investment: per capita public spending on infrastructure and services in Fezzan is estimated at roughly one-third of the level in coastal regions, with basic service coverage, including electricity reliability, water reticulation and health facility density, similarly lagging.
- Heavy food import dependence - Libya imports approximately 75–80% of its food, including the vast majority of its cereals and staple grains - rendering the country vulnerable to trade and climate shocks affecting global and regional supply chains.
- A fragile electricity grid: over 95% of Libya's electricity is generated by natural gas-fired thermal power plants, and grid performance deteriorates sharply during heatwaves - cooling demand spikes precisely when high ambient temperatures reduce the thermal efficiency of gas turbines and combined-cycle plants, when transmission losses rise, and when transformer capacity derates - resulting in frequent power cuts during peak summer periods.
- A stagnating private sector: private-sector employment accounts for less than 15% of formal jobs, with the state directly employing over 70% of the workforce - with limited capacity to drive green innovation.

Local government context

Libya's local governance system is in transition, operating under fragile legal frameworks and facing deep

structural constraints. However, municipalities are increasingly important frontline actors for service delivery, resilience-building, and climate adaptation. Strengthening their role - through legal clarity, fiscal reform, and capacity-building - is essential to achieving inclusive, climate-resilient development in Libya.

Libya's local governance system has undergone major transformations over the past several decades, shaped by shifting political ideologies, conflict, and decentralization efforts. Under the former regime of Muammar Gaddafi, local governance was structured around a system of "People's Committees" and "Basic People's Congresses", which emphasized ideological participation but lacked clear administrative or financial autonomy.

Following the 2011 revolution, efforts to reform and decentralize governance gained momentum. The interim authorities dissolved the former parallel structures and introduced a **municipal system** with elected councils, aiming to restore basic services and promote local-level accountability.

However, subsequent political fragmentation and civil conflict have hindered the establishment of a cohesive and functional local government system across the country.

Since the establishment of the **Government of National Unity (GNU)** in 2021, there have been renewed efforts to consolidate and revitalize Libya's local governance system. **New municipal councils have been elected** in several areas across the country, including in conflict-affected and previously underserved regions, as part of a broader push to restore local legitimacy and participatory governance. In parallel, steps have been taken to **decentralize mandates for service delivery**, particularly in sectors such as waste management, water, and local infrastructure. Despite continued political and institutional challenges, these developments signal growing recognition of municipalities as critical actors in local development and climate resilience, underscoring the urgency of legal and administrative reforms to sustain and expand this momentum.

Legal framework and administrative division

Libya does not currently have a fully implemented **Local Government Law**. Instead, local governance operates under a patchwork of **ministerial decrees**, transitional arrangements, and evolving institutional mandates.

Key legal and institutional components include:

- **Law No. 59 of 2012 on Local Administration:** This law outlines the general framework for decentralization, including the establishment of **municipalities (baladiyat)**, the devolution of competencies from central ministries, and local council responsibilities.
- **Executive Decree No. 180 of 2013:** Provides administrative details on municipal boundaries, structures, and electoral processes.
- **High National Elections Commission:** Oversees national as well as municipal elections and coordinates electoral processes at the local level.

Libya is administratively divided into:

- **Districts (Muhafazat):** The division into **governorates (muhafazat)** was established under **Law No. 59 of 2012** on Local Administration, but this administrative layer remains **non-implemented** due to ongoing political challenges and lack of consensus among decision-makers concerning the **number, boundaries, and composition** of these units. As a result, governorates have not been activated in practice, and the system continues to operate through the **municipalities (baladiyat)**, which serve as the primary local administrative units in the absence of fully functional governorates
- **Municipalities (Baladiyat):** As of 2024, there are over 100 municipalities, with varying degrees of functionality and control, depending on political and security conditions.

3. Roles and functions of local government

In theory, Libyan municipalities are responsible for a broad range of public functions, including:

- Urban planning and land use
- Local infrastructure and waste management
- Basic education and health services coordination
- Water and sanitation services
- Disaster preparedness and response

However, in practice, the scope and effectiveness of local government functions are constrained by:

- **Limited fiscal autonomy:** Municipalities rely heavily on central government transfers and lack robust revenue-raising mechanisms.
- **Capacity and resource gaps:** Many municipalities operate with minimal staffing, weak technical capacity, and outdated or nonexistent service delivery systems.
- **Security challenges:** Local authorities in parts of southern and central Libya face threats from armed groups, contested territorial control, and breakdowns in law and order.

- Institutional overlap: Ambiguities in the distribution of responsibilities between local and central government agencies often lead to duplication, confusion, or inaction.

Project / Programme Objectives:

The overall objective of this project is to support the practical implementation of Libya's Updated NDC and emerging National Adaptation Plan by enabling the country's most vulnerable municipalities to lead the design and implementation of Local Climate Adaptation Plans (LCAPs). These locally led plans will serve as strategic instruments to translate national adaptation priorities into actionable, municipality-specific responses - anchored in community realities and embedded within local development planning processes.

Specific objectives of the proposed project are:

- **Build local capacities across stakeholder groups** - strengthen the technical, planning, and operational capacities of municipal authorities, community-based organizations, NGOs, academic institutions and other local actors to take ownership of climate adaptation processes. Adaptation is a local issue and has to be implemented in context-specific ways. The project will support these actors to design, prioritize, and deliver locally relevant adaptation actions, with a focus on knowledge-sharing and institutional coordination.
- **Establish inclusive and functional collaborative mechanisms** - set up national and local collaboration platforms as per above, to guide Libya's adaptation planning and implementation process; ensuring that community voices are represented, and play a central role in decision-making, monitoring, and sustainability of adaptation efforts.
- **Empower 20 of Libya's most climate-vulnerable municipalities to lead local adaptation** - enable the 20 municipalities facing the highest climate risk and demonstrating the institutional readiness to act to design, finance, and implement community-led adaptation through formally adopted Local Climate Adaptation Plans. The 20 are identified through a transparent, nationwide vulnerability assessment combining climate exposure, socio-economic sensitivity, and institutional readiness, ensuring coverage of Libya's diverse climate and governance contexts. The assessment methodology and selection are delivered under Component 1.
- **Design and deliver LCAPs with clear implementation pathways** - support each selected municipality to develop a mainstreamed LCAP that identifies locally prioritized adaptation actions, aligned with the vulnerabilities assessed and the voices of local communities. These plans will be operationalized through pilot initiatives selected via competitive calls for proposals, ensuring transparency, accountability, and alignment with community needs. The pilot initiatives will not only test approaches that can be scaled and show tangible action that benefits local communities but also proof the successful concepts that can be further scaled up and replicated with the larger scale projects that can attract climate finance.
- **Ensure sustainability and long-term impact through institutional anchoring** - promote the long-term use of LCAPs by integrating them into municipality-level development plans and supporting the continued functioning of the collaborative frameworks and LACs established under the project. The project will also build the capacity of local actors to mobilize resources beyond the project's life-cycle, enabling a sustained process of locally led climate resilience building;
- **Develop a national framework to guide the formulation of LCAPs** - Support national institutions to co-develop a standardized Local Climate Adaptation Plans Framework that defines core principles, minimum content requirements and quality assurance criteria. This will ensure coherence across municipalities, foster alignment with national adaptation priorities and serve as a tool for institutionalizing LCAPs within Libya's broader climate policy efforts. The framework will be developed through representative consultations with municipal actors, national public entities, and technical experts, and will be adopted as an official guiding document for decentralized adaptation planning nationwide.

Key vulnerabilities and targeted areas

Libya's climate vulnerabilities are critical to understanding the scope of this project. The country faces the following key climate risks:

- **Water scarcity:** Libya is one of the driest countries in the world, with extreme water scarcity exacerbated by climate change. In urban areas, this leads to growing pressure on already strained water supply systems, reduced access to safe drinking water and heightened competition between the different sectors (residential, industrial and institutional).
- **Desertification and land degradation:** the encroaching desert is impacting urban and peri-urban agricultural lands, with reduced productivity and increasing pressure on food security causing an intensification on rural to urban migration

- **Flooding:** coastal and low-lying areas are increasingly susceptible to flooding, exacerbated by rising sea levels and changing rainfall patterns. Urban flooding disrupts transportation networks, damages critical infrastructure, and exposes dense populations to significant safety and health risks;
- **Heatwaves:** Extreme heat is most acutely felt in urban environments due to the urban heat island effect, limited green space, and high building density. Prolonged heat waves put significant stress on energy systems (particularly for cooling), increase health risks - especially for vulnerable populations - and reduce labor productivity, straining local economies.

The project will target **20 municipalities** that are most vulnerable to these risks and have the political will and institutional capacity to act. Libya has a total of 106 municipalities, of which the most vulnerable and committed municipalities will be prioritized for this project. This selection will be based on an analysis of buy-in, capacity, interest from the municipalities, climate risk data (focusing on areas that are most exposed to water scarcity, desertification, and flooding), as well as engagement with national government and financial role-players. The latter is essential in ensuring national government endorsement and financier/ donor interest, both of which are essential to move from planning to action, which requires resources.

Project rationale

The rationale for this project is rooted in Libya's urgent need to address rising climate risks in a context of prolonged political transition, institutional fragility, and widespread service delivery gaps. As outlined in the country's NDC (2025 draft) and Drought Management Strategy, climate impacts such as extreme heat, water scarcity, flash flooding, and coastal erosion are intensifying across urban and rural systems, with disproportionate impacts on vulnerable populations in areas like Fezzan, coastal wetlands, and low-income urban zones. At the same time, local institutions, especially municipalities, remain under-resourced, under-mandated, and structurally disconnected from national adaptation planning.

In this context, the project offers a timely and high-impact entry point to operationalize **Locally Led Adaptation (LLA)** by anchoring climate action within the country's emerging municipal governance system. The project rationale is underpinned by three interlinked needs:

1. **Translating national adaptation priorities into localized action:** Libya is in the final stages of developing a formal National Adaptation Plan (NAP), therefore, core elements of climate risk analysis, sectoral prioritization, and decentralization strategies are already in place. The project will activate these foundations by delivering community-identified solutions through municipal planning mechanisms, contributing to the NAP process while reducing exposure to current climate threats.
2. **Addressing the structural implementation gap at the local level:** Climate finance has historically bypassed municipalities in Libya, despite their legal responsibility for managing local infrastructure, water services, and spatial planning. The project will build institutional and technical capacity at the subnational level, enabling municipalities to lead adaptation actions in collaboration with civil society, academic institutions, and private actors.

To anchor this architecture nationally, the project utilizes the Environment Protection Fund. The Environment Protection Fund is a statutory national fund established under the Ministry of Environment, with the legal mandate to receive, hold and disburse public and external financing for environmental protection and climate action. The Fund is governed by a Board chaired by the Minister of Environment, includes representatives of relevant line ministries and technical institutions, and operates a small permanent secretariat that manages project appraisal, disbursement and monitoring. The Fund is legally structured to host sub-vehicles or windows dedicated to specific thematic areas (climate adaptation, biodiversity, pollution control, etc.), making the integration of a new facility straightforward within the existing legal and governance architecture.

3. **Ensuring equity and resilience in fragile and underserved regions:** Climate vulnerability in Libya is closely tied to marginalization, displacement, and infrastructural neglect - especially in southern regions like Fezzan and in informal urban settlements. The project prioritizes these geographies through targeted planning support, community microgrants, and inclusive consultation processes that directly engage women, youth, and Indigenous communities.

Strategic approach

The project adopts a **bottom-up, system-strengthening approach** focused on three strategic pillars:

- **Locally anchored adaptation planning and implementation:** Municipalities will be supported to identify climate risks, co-develop Local Climate Adaptation Plans (LCAPs), and implement priority investments through a menu of scalable adaptation options. These options may include nature-based solutions (e.g., oasis restoration), small-scale infrastructure upgrades (e.g., flood-safe drainage), and livelihood interventions (e.g., climate-smart agriculture or water harvesting). Support will include both technical assistance and direct financing for pilot interventions.

- **Inclusive governance and institutional capacity-building:** To ensure sustainability and accountability, the project will strengthen the enabling environment for local climate action. This includes operationalizing municipal climate units, supporting legal mandates for adaptation responsibilities, building staff capacity on climate risk management, and creating participatory decision-making structures that embed community voices in project design and oversight.
- **Learning, replication and vertical integration:** The project will generate a strong learning agenda to support replication, informing both Libya's evolving NAP process and international dialogue on climate action in fragile states. Knowledge products, lessons learned, and implementation tools will be codified and shared across municipalities, with a focus on integration into national reporting (e.g., NDC MRV systems) and funding channels (e.g., GCF, bilateral donors).

This locally grounded, systems-oriented approach ensures that climate adaptation in Libya is not only responsive to immediate vulnerabilities but also contributes to long-term resilience by strengthening the institutional scaffolding for sustained, inclusive, and nationally coherent adaptation.

The project thus aligns fully with the **Adaptation Fund's mandate** to reduce climate vulnerability while empowering national and subnational systems, with a special focus on **equity, participation and local ownership**. In doing so, it also contributes to key international frameworks, including the Paris Agreement (Article 7), the Kunming-Montreal Global Biodiversity Framework, the Sendai Framework for Disaster Risk Reduction, and the Sustainable Development Goals (particularly SDGs 1, 6, 11 and 13).

Project / Programme Components and Financing:

Component 1: Local climate vulnerability assessments and plan development

This component aims to identify and prioritize climate risks at the national and sub-national levels and to translate national adaptation objectives from Libya's NDC and NAP into actionable mainstreamed LCAPs for 20 high-risk municipalities.

Activities:

1. **Nationwide vulnerability scoping and prioritization of municipalities** - conduct a national climate vulnerability analysis across all 106 municipalities using a combination of spatial climate risk data, socio-economic indicators, and institutional readiness and appetite metrics. This will allow for the transparent selection of 20 municipalities with the highest exposure and necessary buy-in and institutional capacity to take action. The assessment will draw on satellite imagery, meteorological records, existing risk maps, and field insights, and will involve collaboration with the National Climate Change Committee, national government ministries and those funding and financing development in Libya.

Target: Complete a structured, data-backed assessment across all municipalities, and produce a shortlist of 20 priority municipalities for project implementation.

2. **Municipality-level participatory climate risk assessments** - within the selected 20 municipalities, conduct in-depth climate risk diagnostics to understand the local manifestations of stressors such as desertification, heat extremes, flash flooding, and water scarcity. The assessment process will include focus group discussions, institutional interviews, field validation visits, and use of participatory risk mapping tools involving both authorities and community representatives;

Target: Produce detailed climate risk profiles and vulnerability maps for each municipality, highlighting sectoral risks across agriculture, infrastructure, water, and livelihoods.

3. **Co-development of LCAPs** - using the findings of the risk assessments, facilitate the development of a mainstreamed LCAP per municipality. These plans will define locally prioritized adaptation measures, estimate required resources, and include implementation timelines and monitoring provisions. The drafting process will be led by municipal authorities, with structured engagement from community-based organizations, youth, women's groups, and the private sector;

Target: Finalize 20 mainstreamed LCAPs that are publicly validated and officially endorsed by municipality local authorities.

4. **Institutional capacity strengthening for LCAP implementation** - deliver structured training and on-the-job mentorship for at least 500 local actors - including planners, engineers, NGO staff, and climate focal points - focusing on how to operationalize the LCAPs. Training content will include adaptation project design, risk-informed budgeting, accessing climate finance, and aligning climate priorities with local development plans.

Target: Organize 50 structured trainings, building the core institutional capabilities for LCAP implementation in each of the 20 municipalities.

Composition and decision-making arrangements of LCAPs

Each LCAP will be established as an inclusive, community-anchored governance mechanism. While final membership will be confirmed during full proposal development through a participatory process, each platform is expected to include: (i) elected community representatives reflecting neighbourhoods, women, youth, IDPs and returnees; (ii) a municipal government liaison designated by the mayor or planning department; (iii) representatives from registered CSOs active in service delivery or community development; and (iv) a technical advisor drawn from local academia, municipal engineers, or relevant line-department staff. This composition ensures that the platform brings together community legitimacy, municipal authority, civil society experience, and technical oversight.

Decision-making within the LCAP Platforms will follow a transparent and documented process. Decisions - such as prioritising adaptation actions, screening community proposals, or validating annual updates of the LCAP - will be taken through a simple majority vote, with a minimum quorum of 60% of platform members. Priority decisions (e.g. endorsement of municipal LCAPs or the ranking of grant proposals) will require the participation of at least one women's representative and one CSO representative to ensure balanced oversight. All meetings, decisions, scoring sheets and criteria will be minuted and made publicly accessible through municipal noticeboards and digital channels where available.

To avoid elite capture and ensure equitable participation, the project will apply a set of governance safeguards. Community representatives will be selected through transparent, municipality-led nomination processes with clear eligibility criteria, and their terms will be time-bound with rotation every 12 months. The project's grievance redress mechanism - accessible through municipalities, CSOs and WhatsApp/SMS channels - will allow communities to raise concerns about unfair selection practices, conflict of interest, or exclusion. Additionally, the PMU will conduct periodic audits of platform composition, gender balance, meeting procedures, and decision-making integrity, ensuring that LCAP Platforms remain accountable, inclusive, and grounded in meaningful community ownership.

Component 2: Stakeholder mobilization and governance strengthening

This component will focus on establishing inclusive and functional local governance mechanisms to anchor decision-making, oversight, and sustainability of adaptation planning.

Activities:

1. **Stakeholder mapping and functional role definition** - identify and map key actors, across all scales, as relevant to each target municipality, including government departments, donors, financiers, DFIs, banks, CSOs, NGOs, traditional leadership bodies, academic institutions, and private sector players. Beyond mapping, the project will clarify the specific roles each stakeholder will play in the adaptation process - whether in planning, validation, delivery, financing and/ or monitoring;

Target: Complete stakeholder profiles and engagement maps for all municipalities in Libya (high level) and more detailed maps for each of the 20 project municipalities, with roles agreed through participatory consultations.

2. **Formation and operationalization of national and local collaboration platforms** - establish formal institutionally anchored structures that serve as the main coordination and accountability bodies for the local implementation and financing of the country's adaptation priorities (as housed in the NDC and NAP), with seamless linkage to each municipalities' mainstreamed LCAP. Each local platform will include 10–15 members representing diverse groups (e.g., local councils, women's associations, farmer cooperatives, utilities, technical experts). Meeting regularity and administrative and reporting modalities will be agreed, in alignment with existing processes and structures.

Target: Establish and capacitate 1 national platform and 20 local platforms, each with formal Terms of Reference and a functioning meeting schedule by end of Year 1.

Each local platform will be linked to a national coordination structure, anchored by the Libya NDA (National Designated Authority for the Adaptation Fund), which will provide policy oversight, ensure alignment with national adaptation priorities, and support institutional learning. The Libya NDA will also chair the National Collaboration Platform established under the project, enabling vertical integration between municipal-level actions and national climate governance frameworks.

3. **Tailored training and peer exchange for national and local platforms** - implement targeted training programs tailored to each stakeholder group's function. For instance, municipal planners may be trained on integrating LCAP considerations into municipality budgeting, while CSOs will be coached on proposal writing and social accountability. A set of South-South exchange sessions will also be held with local leaders from similar contexts in the MENA region.

Target: Deliver 50 tailored training sessions and at least 4 regional peer-learning exchanges to strengthen governance and adaptive leadership.

4. Co-development of a national standard for LCAPs – Facilitate a participatory process to develop a national standards that guides the formulation, structure, and quality standards of LCAPs. Drawing on the experiences of the 20 target municipalities and the work of the local platforms, this activity will convene national and local stakeholders, including ministries, municipal leaders, technical experts, and civil society, to identify best practices similar to the Libyan context, define minimum content requirements, and align local planning with national adaptation goals. The referential will be validated through national workshops and formally adopted to guide future LCAPs beyond the scope of this project.

Target: Produce a nationally endorsed referential for LCAPs, supported by technical annexes and stakeholder training materials.

Component 3: Financing and implementation of LLA projects

Component 3 is the operational core of the project. It delivers concrete adaptation on the ground in 20 climate-vulnerable municipalities through a community grants facility that finances locally prioritised, locally implemented adaptation interventions. Up to 100 community-led adaptation projects will be financed, sized at an average USD 25,000 per grant (range USD 15,000 to USD 30,000 according to type and scale), with grant decisions taken by Local Climate Adaptation Platforms against the priorities established in their Local Climate Adaptation Plans. The grants pool of USD 2.5 million represents 59 per cent of total project activity costs - reflecting the project's design intent that the substantive weight of investment flows directly to local actors and concrete adaptation outcomes, rather than to upstream planning and governance.

The grants facility will finance four indicative categories of concrete adaptation:

1. **Climate-resilient water security and harvesting** - including small-scale rainwater harvesting structures, wadi rehabilitation, community-managed groundwater protection, household and community water storage, drought-resilient irrigation, and the rehabilitation of small-scale water infrastructure damaged by climate-driven flood events;
2. **Flood and erosion risk reduction at community level** - including the rehabilitation of community drainage channels, erosion control on agricultural land, protective vegetation barriers, community-level early warning and risk communication systems, and small-scale flood protection works in flood-exposed urban and peri-urban neighbourhoods;
3. **Heat, drought and dust storm resilience** - including community cooling spaces and shaded public infrastructure, drought-resilient agroforestry and crop diversification, soil moisture conservation practices, oasis ecosystem restoration in Fezzan, and household and community measures to manage extreme heat exposure;
4. **Coastal and ecosystem-based adaptation** - including coastal vegetation restoration, dune stabilisation, mangrove and salt-tolerant vegetation establishment where ecologically appropriate, restoration of degraded rangelands, and community-managed natural resource regeneration.

Each grant will deliver a concrete, measurable adaptation outcome attributable to the project, reported against the Adaptation Fund Core Indicators applicable to the grant typology - physical assets improved or constructed (Core Indicator 4), ecosystems and natural resources brought under improved management (Core Indicator 5), households with protected or improved income (Core Indicator 6.2), and people covered by improved early warning where relevant (Core Indicator 1.2). Grant performance is monitored through a milestone-based disbursement model, with a final tranche conditioned on independently verified delivery and completion.

Financial flow, oversight and proportionate due diligence

Adaptation Fund resources flow from the Adaptation Fund Board to UNDP as Multilateral Implementing Entity, which retains fiduciary, oversight and reporting accountability. UNDP disburses to the community grants facility through its established country-office financial management systems; grant funds are then released to selected local organisations against signed grant agreements. UNDP Libya maintains oversight of every disbursement, and no AF resources are transferred outside UNDP's fiduciary architecture.

All grants are released on a **milestone-based disbursement model**. Funds are paid in tranches tied to verified delivery milestones defined in each grant agreement, with the final tranche conditioned on independently verified completion. This structure limits fiduciary exposure on any single grant, aligns payment with demonstrated progress, and allows underperforming grants to be paused or restructured before further funds are committed.

Due diligence on grantee organisations is **proportionate to grant size and risk**. Given the small average grant (USD 25,000) and the USD 15,000–30,000 range, due diligence is calibrated to the grant tier rather than applying full institutional-assessment requirements designed for large transfers. At proposal-evaluation stage each applicant organisation is assessed for legal registration and standing, basic financial-management and record-keeping capacity, prior delivery track record where available, and integrity/conflict-of-interest screening, applying UNDP's micro-capacity assessment approach for low-value grants. Identified capacity gaps are

addressed through targeted support under Component 2 rather than disqualifying otherwise eligible community organisations, preserving access for grassroots and women- and youth-led actors while maintaining fiduciary control. Grant agreements carry standard reporting, procurement-compliance and audit clauses proportionate to grant value, and the grievance redress mechanism applies to all grant decisions.

Activities:

1. **Municipality-level definition of priority investment areas** - based on the work done to develop mainstreamed LCAPs, each municipality - guided by its local platform, and in consultation with Libya's national platform, especially the finance focused sub-platform- will define 3–5 priority thematic areas for adaptation investment (e.g., small-scale water harvesting, flood channel rehabilitation, drought-tolerant farming, public cooling spaces). This prioritization will form the foundation for localized calls for proposals.

Target: Define thematic investment profiles for all 20 municipalities and publish them as annexes to their respective LCAPs.

2. **Launch of competitive calls for proposals** - organize transparent, competitive funding rounds in each municipality, inviting applications from CSOs, local cooperatives, NGOs, and small private enterprises. Applicants must demonstrate clear alignment with the municipality LCAP, feasibility, cost-effectiveness, and inclusive impact. A standardized call package will include eligibility, scoring criteria, and sample templates.

Target: Launch 100 local calls for proposals across 20 municipalities, aiming to fund at least 5 projects per municipality (each up to USD 30,000).

3. **Appraisal, selection, and contracting of local projects** - establish municipality-level selection panels composed of LAC members, municipal staff, and external experts. Each proposal will be assessed for technical merit, alignment with LCAP priorities, institutional capacity, and sustainability. Selected projects will be contracted using simplified grant agreements with built-in reporting obligations and support for procurement compliance;

Target: Select and contract 100 projects, ensuring a mix of adaptation solutions tailored to local needs.

4. **Project financing, monitoring, and adaptive learning** - disburse funds to grantees in tranches, tied to performance milestones. Each project will undergo mid-term and final reviews, with community feedback captured via participatory monitoring tools. Lessons from project implementation will be consolidated into municipality learning briefs and used to refine LCAPs and inform future scaling efforts;

Target: Complete project implementation across 100 grants with at least 80% demonstrating measurable resilience outcomes and inclusive participation.

Alignment with the Adaptation Fund Strategic Results Framework

The project is aligned with the Adaptation Fund Strategic Results Framework (revised by Decision B.45/3, October 2025), with the alignment table below structured per the Adaptation Fund Results Framework Alignment template (December 2025 version). The upper section maps the project's objectives to Fund Outcomes; the lower section maps the project's expected outcomes to Fund Outputs. Indicative targets at concept stage will be validated and refined during full proposal development through municipality-specific demographic analysis and the participatory vulnerability assessments under Component 1. Beneficiary methodology is set out in Section II.B.

Project Objective(s)	Fund Outcome(s)	Fund Outcome Indicator	Indicative Target (CN Stage)	Grant Amount (US\$)
Translate national climate adaptation priorities into 20 formally adopted, gender-responsive Local Climate Adaptation Plans co-designed by communities and municipal authorities	Outcome 7: Improved policies and regulations that promote and enforce resilience measures	Indicator 7: Policies, strategies and/or plans adopted, implemented, and/or enforced that integrate climate risk and resilience considerations	21 plans formally adopted (20 LCAPs + 1 National LCAP Standard)	900,000
Establish inclusive local adaptation governance with devolved decision-making authority over	Outcome 3: Strengthened awareness and ownership of adaptation and	Indicator 3.3.1: Local institutions and/or communities responsible for decision-making	21 (20 Local Climate Adaptation Platforms + 1 National LLA	829,000

Project Objective(s)	Fund Outcome(s)	Fund Outcome Indicator	Indicative Target (CN Stage)	Grant Amount (US\$)
adaptation prioritisation and grant approval in 20 priority municipalities	climate risk reduction processes	over how adaptation solutions are defined, prioritized, designed, and/or implemented [# of local institutions and/or communities]	Coordination Platform)	
Deliver concrete adaptation at scale through a community grants facility financing 100 community-led adaptation projects in 20 climate-vulnerable municipalities	Outcome 6: Diversified and strengthened livelihoods and sources of income for vulnerable people in targeted areas	Core Indicator 6.2: Households with increased income, or avoided decrease in income (disaggregated by # of female-headed households)	8,000 households (of which 2,400 female-headed, 30%)	2,500,000
Total Project Activity Cost				4,229,000

Direct beneficiaries across the 20 priority municipalities are estimated at 50,000 people (at least 60 per cent women, 30 per cent youth), as set out in the beneficiary methodology in Part II. This figure denotes people benefitting from project-financed adaptation, distinct from the institutions exercising devolved decision-making (Indicator 3.3.1) and the households with protected or improved income (Core Indicator 6.2, 8,000 households).

Project Outcome	Fund Output(s)	Fund Output Indicator	Indicative Target (CN Stage)	Grant Amount (US\$)
Project Outcome 1: Climate risks in 20 priority Libyan municipalities are identified, assessed and translated into formally adopted, gender-responsive Local Climate Adaptation Plans	Output 1.1: Risk and vulnerability assessments conducted and updated	Indicator 1.1.1: Risk and vulnerability assessments conducted or updated [# of assessments, by sector and scale]	126 assessments (106 nationwide screening + 20 detailed municipal assessments)	900,000
	Output 7.1: Improved integration of climate-resilience strategies into country development plans	Core Indicator 7.1.1: Policies, strategies, and/or plans developed or adjusted to integrate climate risk considerations [# of policies, strategies, and/or plans, disaggregated by scale]	21 plans (20 LCAPs + 1 National LCAP Standard)	(allocated within Project Outcome 1)
		Indicator 7.1.2: Policies, strategies, and/or plans formulated through the participation of one or more vulnerable groups	21 plans formulated through participation of women, youth, IDPs and ethnic minority communities	(allocated within Project Outcome 1)
Project Outcome 2: Inclusive, gender-responsive local	Output 2.1: Strengthened capacity of	Indicator 2.1.1: Institutions supported to	121 institutions (1 National LLA Coordination	829,000

Project Outcome	Fund Output(s)	Fund Output Indicator	Indicative Target (CN Stage)	Grant Amount (US\$)
adaptation governance is institutionalised across 20 priority Libyan municipalities, with decision-making over adaptation prioritisation and grant approval devolved to community-anchored Local Climate Adaptation Platforms operating under a nationally adopted LLA standard	institutions to understand and better address climate risks	strengthen capacity to understand and address climate risks and resilience [# of institutions, disaggregated by scale and sector]	Platform + 20 Local Climate Adaptation Platforms + 100 grantee organisations)	
	Output 2.2: Increased readiness and capacity of national and sub-national entities to directly access and programme adaptation finance	Indicator 2.2.1: Local organisations receiving funding or other direct support under the locally led adaptation modality [# of institutions]	100 local organisations (CSOs, cooperatives, women-led and youth-led organisations, community-based organisations)	(allocated within Project Outcome 3 - see below)
	Output 3.3: Increased ownership of adaptation and climate risk reduction processes	Indicator 3.3.1: Number of local institutions and/or communities responsible for decision-making over how adaptation solutions are defined, prioritized, designed, and/or implemented [# of local institutions and/or communities]	21 (20 Local Climate Adaptation Platforms + 1 National LLA Coordination Platform)	(allocated within Project Outcome 2)
	Output 3.2: Strengthened capacity of national and subnational stakeholders and entities to capture and disseminate knowledge and learning	Indicator 3.2.1: Climate resilience knowledge products and/or tools developed and shared with stakeholders [# of products/tools]	150 knowledge products (1 National LCAP Standard, 20 LCAPs, 100 grant-level learning briefs, 4 South-South exchange products, 25 thematic learning materials)	(allocated within Project Outcome 2)
Project Outcome 3: Tangible adaptation outcomes are delivered at scale across 20 climate-vulnerable Libyan municipalities through a community-led grants facility that channels Adaptation Fund resources directly to local actors	Output 4.1: Vulnerable development sector services and infrastructure assets strengthened in response to climate change impacts, including variability	Core Indicator 4: Physical assets improved or constructed to withstand climate variability and change [disaggregated by km of linear infrastructure and # of point infrastructure, and by sector]	80 community-level physical assets (water harvesting structures, community drainage works, cooling spaces, small-scale protective infrastructure)	2,500,000
	Output 5.1: Vulnerable ecosystem services and natural resource	Core Indicator 5: Ecosystems and natural resources brought under	5,000 hectares (agricultural land, rangelands, oasis ecosystems,	(allocated within Project Outcome 3)

Project Outcome	Fund Output(s)	Fund Output Indicator	Indicative Target (CN Stage)	Grant Amount (US\$)
	assets strengthened in response to climate change impacts, including variability	protection, restoration, or improved management in response to climate variability and change [# of hectares, disaggregated by land, marine, coastal, and cultural heritage area]	coastal vegetation)	
	Output 6.1: Targeted individual and community livelihood strategies strengthened in relation to climate change impacts, including variability	Indicator 6.1.1: People receiving targeted support for new and/or improved livelihoods to manage climate risk [# of people, disaggregated by gender and by type of support]	20,000 people (≥60% women, ≥30% youth) receiving targeted livelihood support, as a subset of the 50,000 direct beneficiaries (beneficiary methodology, Part II)	(allocated within Project Outcome 3)
	Output 1.2: Targeted population groups covered by warning and advisory services for climate-related hazards and threats	Core Indicator 1.2.1: Early warning systems established or improved [# of systems, disaggregated by hazard and scale]	Community-level early warning and risk communication mechanisms established or improved across grant-receiving municipalities where relevant to local hazard profile (final number determined through Component 1 assessments)	(allocated within Project Outcome 3)
Total Project Activity Cost				4,229,000

Core Indicators applicable to this project, per the Fund's results tracker requirements: **Core Indicator 1.2.1** (early warning systems - where applicable to grant typology); **Core Indicator 4** (physical assets); **Core Indicator 5** (ecosystems); **Core Indicator 6.2** (households with protected income); **Core Indicator 7.1.1** (policies/plans). All targets are disaggregated by gender, age (youth), and inclusion of vulnerable groups (persons with disabilities, internally displaced persons, ethnic minority communities) where applicable, in line with the AF Gender Policy and the project's Gender Action Plan to be developed at full proposal stage.

Project financing by components

Project/Programme Components	Expected Concrete Outputs	Expected Outcomes	Amount (US\$)
Component 1: Local climate vulnerability assessments and plan development	Nationwide vulnerability and capacity scoping completed across all 106 Libyan municipalities, applying a unified spatial climate risk	Local climate risks are identified, assessed, and translated into actionable adaptation plans across high-risk	900,000

	and institutional readiness methodology; • 20 priority municipalities selected through transparent multi-criteria analysis with documented gender, equity and FCV-sensitivity filters; • 20 municipal climate risk profiles and adaptation vulnerability maps co-produced through participatory processes that integrate scientific, traditional and local knowledge (aligned with AF Indicator 1.1.1 - risk and vulnerability assessments by sector and scale); • 20 Local Climate Adaptation Plans co-developed, publicly validated and formally adopted by municipal authorities (aligned with AF Core Indicator 7.1.1 - policies, strategies and plans developed or adjusted to integrate climate risk); • capacity-development pathway delivered for at least 500 local actors (planners, engineers, CSO leaders, women's and youth representatives) across the 20 municipalities, of whom at least 50 per cent women (aligned with AF Indicator 2.1.1 - institutions supported to strengthen capacity to address climate risks); •	municipalities	
Component 2: Stakeholder mobilization and governance strengthening	• 20 Local Climate Adaptation Platforms established and fully operational, with formal governance protocols including gender quotas, rotation rules and anti-elite-capture safeguards (aligned with AF Indicator 2.2.1 - local organisations receiving funding or other direct support under the locally led adaptation modality); • 1 National LLA Coordination Platform established under Libya's NDA, providing vertical alignment between national and municipal climate	Inclusive local governance mechanisms and coordination platforms established to support climate adaptation planning and implementation	829,000

	adaptation governance; • 1 national LCAP standard and accompanying participatory methodology developed, validated and formally adopted, providing a replicable architecture for future sub-national adaptation across Libya's remaining 86 municipalities (aligned with AF Core Indicator 7.1.1); • capacity-strengthening pathway delivered through 50 targeted training cycles across municipal authorities, CSOs, women-led and youth-led organisations and ethnic minority representatives, reaching at least 1,500 participants of whom at least 50 per cent women; • 4 South-South peer-learning exchanges conducted with comparable LLA initiatives in the MENA region and beyond [aligned with AF Indicator 3.2.1 - climate resilience knowledge products and tools developed and shared]; •		
Component 3: Financing and implementation of LLA projects	Up to 100 community-led concrete adaptation projects financed and implemented across 20 climate-vulnerable municipalities, delivering: • at least 80 community-level physical assets improved or constructed to withstand climate variability and change (AF Core Indicator 4), including water harvesting structures, community drainage works, cooling spaces and small-scale protective infrastructure; • at least 5,000 hectares of agricultural land, rangelands and ecosystems brought under improved climate-resilient management (AF Core Indicator 5); • at least 8,000 households with income protected or improved through climate-resilient livelihood	Locally led adaptation solutions financed and implemented in line with LCAP priorities	2,500,000

	practices 9AF Core Indicator 6.2); • at least 50,000 people, of whom at least 60 per cent women and 30 per cent youth, with strengthened resilience to climate hazards through direct project benefits; • 20 competitive calls for proposals concluded with full transparency and independent evaluation; • 100 milestone-based grant agreements concluded and verified at completion; • 100 learning briefs produced and shared through the project knowledge management system. •		
5.	Project/Programme activities Cost		4,229,000
6.	Project/Programme Execution cost		380,000
7.	Total project/programme cost		4,609,000
8.	Implementing entity fee GMS 8.5%		391,000
Amount of Financing Requested			5,000,000

Projected Calendar:

Milestones	Expected Dates
Start of Project/Programme Implementation	01 September 2026
Mid-term Review	01 March 2029
Project/Programme Closing	31 August 2030
Terminal Evaluation	31 May 2031

PART II: PROJECT / PROGRAMME JUSTIFICATION

- A. Describe the project / programme components, particularly focusing on the concrete adaptation activities of the project, and how these activities contribute to climate resilience. For the case of a programme, show how the combination of individual projects will contribute to the overall increase in resilience. Specify how the project/programme enables devolving decision making to the lowest appropriate level and gives local institutions and communities more direct access to finance and decision-making power over how adaptation actions are defined, prioritized, designed, implemented; how progress is monitored and how success is evaluated.

The proposed four-year project delivers concrete adaptation in twenty climate-vulnerable Libyan municipalities through a community grants facility that finances locally prioritised, locally implemented adaptation interventions. Fifty-nine per cent of project activity costs - USD 2.5 million - flows directly to communities through this facility, financing up to 100 concrete adaptation projects across four categories: climate-resilient water security and harvesting; flood and erosion risk reduction; heat, drought and dust storm resilience; and coastal and ecosystem-based adaptation. The grants facility is anchored within a participatory climate vulnerability assessment process and supported by inclusive Local Climate Adaptation Platforms that hold decision-making authority over adaptation prioritisation and grant approval in their respective municipalities. The project thereby catalyses a fundamental shift in Libya's adaptation architecture - from fragmented, centrally driven responses to localised, community-owned resilience pathways - grounded in Libya's draft NDC (2025), the draft National Integrated Drought Management Strategy, and on-the-ground stakeholder consultations. Each of the project's three components is designed to devolve decision-making authority, democratise access to adaptation finance, and deliver measurable adaptation outcomes against the Adaptation Fund's Core Indicators in response to Libya's acute climate vulnerabilities - desertification, water scarcity, coastal degradation, flood risk and urban heat.

Component 1: Local climate vulnerability assessments and plan development

- **Nationwide vulnerability scoping and prioritization of municipalities:** A structured vulnerability analysis will be conducted across all **106 municipalities** using spatial climate risk indicators (e.g., temperature rise, water scarcity), socio-economic fragility (e.g., poverty rates, infrastructure deficits), and institutional readiness. The selection of **20 high-risk municipalities** ensures focus where climate exposure is highest and capacity for absorption exists. This will directly translate national NDC/NAP priorities into location-specific LCAPs. By triangulating satellite imagery, historical temperature trends (e.g., Libya's 1.85°C increase in surface temps over 50 years), and development indicators, the process will establish a replicable framework for future sub-national adaptation targeting.
- **Municipality-level participatory climate risk assessments:** In each of the 20 selected municipalities, detailed risk diagnostics will identify key climate hazards (e.g., flash flooding in Derna, desertification in Fezzan, urban heat islands in Tripoli). Community-driven mapping sessions and interviews will reveal the compound effects of climate and development shocks. This approach empowers communities with agency over how vulnerability is understood and responded to, while reinforcing the adaptation-relevant mandates of local government units.
- **Co-development of Local Climate Adaptation Plans (LCAPs):** Each municipality will finalize one LCAP that includes prioritized adaptation actions, budget estimates, implementation pathways, and monitoring provisions. The plans will reflect the lived experiences of community members (e.g., pastoralists in Murzuq, coastal fishers in Benghazi), informed by data and vetted by municipality authorities. The participatory LCAP process anchors climate adaptation planning within existing local development priorities, ensuring buy-in and sustainability.
- **Institutional capacity strengthening for LCAP implementation:** At least **500 local actors** will receive structured training through **50 sessions**. Participants include municipality engineers, utility managers, CSOs, and women's groups. Trainings will cover adaptation project formulation, budgeting, accessing climate finance, and integrating LCAPs into planning instruments. This builds core competencies for **operationalizing resilience at the municipality level**, with long-term dividends for local ownership.

Component 2: Stakeholder mobilization and governance strengthening

- **Stakeholder mapping and functional role definition:** The project will map and profile stakeholders in all municipalities and develop detailed engagement plans for the 20 target municipalities. This includes mapping of institutions across vertical and horizontal levels (e.g., municipal councils, national climate committees, utilities, CSOs, farmer cooperatives). Each entity's role - whether in implementation,

validation, finance, or M&E - will be clearly defined through participatory processes. This approach avoids role duplication and enhances mutual accountability.

- **Formation and operationalization of national and local collaboration platforms:** One **national adaptation coordination platform** and **20 municipality-level platforms** will be established, each with clearly defined ToRs. The municipality platforms (10-15 members each) will serve as the operational arm for LCAP implementation and project selection. These bodies will be rooted in existing local governance mandates under Law No. 59 (2012), helping anchor adaptation in Libya's evolving decentralization framework. Meeting schedules and reporting modalities will ensure regular engagement and accountability.
- **Tailored training and peer exchange for national and local platforms:** At least **50 targeted trainings** will be delivered, focused on real-world needs (e.g., how to cost adaptation projects, use participatory monitoring tools). In addition, **4 peer exchange visits** with MENA municipalities will strengthen regional knowledge-sharing. These engagements will instill adaptive leadership and technical depth, ensuring each platform evolves from a coordination forum to a delivery vehicle.
- **Co-development of a national standard for LCAPs:** A nationally validated **LCAP Referencing Framework** will be developed. This document will consolidate lessons from the 20 pilot municipalities, define minimum quality and content standards, and offer templates and checklists. It will be endorsed through multi-stakeholder validation workshops involving ministries, local governments, and CSOs. This ensures consistency in future LCAPs and establishes a scalable model for national roll-out.

Component 3: Financing and implementation of locally led adaptation (LLA) projects

- **Municipality-level definition of priority investment areas:** Each municipality platform will define 3–5 thematic priorities (e.g., flood channel rehabilitation in Derna, drought-resilient agriculture in Sabha, public cooling spaces in Tripoli) aligned with the LCAP. This process ensures that funding is not top-down but **demand-driven and context-specific**, rooted in actual vulnerability and institutional capacity.
- **Launch of competitive calls for proposals:** A total of **100 grants** of up to **USD 30,000** each will be disbursed through **transparent calls for proposals**. These will be managed by the municipality platforms, ensuring that CSOs, cooperatives, and small local enterprises access resources without central gatekeeping. Eligibility and evaluation criteria will prioritize inclusivity, feasibility, and resilience outcomes. This structure **democratizes access to adaptation finance** in a context where direct community-level resources are scarce.
- **Appraisal, selection, and contracting of local projects:** Selection panels made up of platform members, community reps, and technical experts will review applications. A simple grant agreement mechanism with built-in M&E tools and procurement templates will be used. The emphasis on community validation, localized accountability, and real-time support will minimize leakage and ensure targeted delivery. The model mirrors successful locally led adaptation models used in fragile settings (e.g., in Somalia and Sudan).
- **Project financing, monitoring, and adaptive learning:** Projects will be funded in tranches against milestones and will undergo structured mid-term and final reviews. At least **80% of the 100 projects** are expected to demonstrate measurable increases in resilience (e.g., more households with water access, reduced flash flood losses, increased agricultural yields under drought). Community-led monitoring tools will feed into quarterly municipality learning briefs. This will enable **adaptive management and continuous refinement** of local adaptation plans.

Monitoring of inclusive impact

To ensure that the project delivers measurable benefits for vulnerable groups, a dedicated results monitoring framework will be developed, disaggregating indicators by gender, age, and displacement status. Each of the 100 locally funded adaptation projects will be required to define at least two group-specific indicators at proposal stage, such as:

- Number of women/youth/IDPs participating in planning or implementation;
- Number of women/youth-led CSOs receiving grants;
- Percentage of project beneficiaries from displaced or marginalized communities;
- Number of adaptation assets directly accessed by vulnerable groups (e.g., water points, shaded areas, livelihood inputs).

Grantees will report against these indicators using standardized tools integrated into the project's M&E system. Results will be compiled into municipality-level learning briefs and consolidated at the national level to track equitable adaptation outcomes. These inclusive indicators will also feed into Libya's broader NDC/NAP MRV

systems, enabling visibility of progress at national level.

- B.** Describe how the project / programme provides economic, social and environmental benefits, with particular reference to the most vulnerable communities, and vulnerable groups within communities, including gender considerations. Describe how the project / programme will avoid or mitigate negative impacts, in compliance with the Environmental and Social Policy and Gender Policy of the Adaptation Fund. In particular, specify how the project/programme is addressing structural inequalities faced by women, youth, children, people with disabilities, people who are displaced, Indigenous Peoples and marginalized ethnic groups.

The proposed programme directly targets Libya's most climate-vulnerable regions and communities, ensuring that adaptation benefits are tangible, inclusive and equitably distributed. Through its three interconnected components, the project provides a wide spectrum of economic, social, and environmental benefits, while embedding robust safeguards and mechanisms to address structural inequalities and avoid harm.

Beneficiary methodology and disaggregation. The project's expected beneficiary population is calculated using a transparent, replicable methodology applied consistently across all results indicators. **Direct beneficiaries** are defined as individuals living within the administrative boundaries of the 20 priority municipalities who receive measurable adaptation benefits attributable to the project - through Component 3 grant-financed concrete adaptation interventions (water security, flood and erosion risk reduction, heat and drought resilience, ecosystem-based adaptation), Component 1 climate risk awareness and LCAP consultation processes, or Component 2 platform-based decision-making engagement. The expected direct beneficiary population is **50,000 people across the 20 priority municipalities**, of whom at least **30,000 women (60 per cent)** and **15,000 youth aged 15–35 (30 per cent)**, derived from an average direct reach of 2,500 people per municipality based on the indicative grant typology, the demographic profiles of likely target neighbourhoods, and a conservative average of 25 direct beneficiaries per Component 3 grant. **Indirect beneficiaries** are defined as individuals living within the broader administrative footprint of the 20 priority municipalities who benefit from improved municipal climate adaptation governance, the publicly adopted Local Climate Adaptation Plans, the nationally adopted LCAP Standard (replicable to Libya's remaining 86 municipalities), and demonstration effects from grant-financed interventions. The expected indirect beneficiary population is **200,000 people**, derived from an average indirect reach of 10,000 people per municipality based on the population catchments of the 20 priority municipalities and conservative spillover assumptions. **Beneficiary households with protected or improved income** under AF Core Indicator 6.2 are calculated separately at **8,000 households** (of which at least 2,400 female-headed, 30 per cent), derived from grant-typology-specific household reach assumptions across the four concrete adaptation categories and benchmarked against comparable Adaptation Fund interventions in fragile contexts. All beneficiary figures are conservative, will be refined during full proposal preparation through municipality-specific demographic analysis, and will be disaggregated by gender, age (youth), and inclusion of vulnerable groups (persons with disabilities, internally displaced persons, ethnic minority communities) in the project results framework. Beneficiary tracking is anchored in the project's M&E system with quarterly reporting against AF Core Indicators and annual independent verification.

Economic benefits

- **Direct financial support to local adaptation solutions:** Up to **100 community-level adaptation projects** will be competitively financed across 20 high-risk municipalities. These projects, focused on water harvesting, climate-smart agriculture, infrastructure upgrades, and ecosystem restoration, will generate **income opportunities for cooperatives, CSOs and micro-enterprises**, many of whom are led by women and youth.
- By financing up to **100 locally led adaptation projects** averaging **USD 25,000 each**, the programme injects **USD 2.5 million** directly into local economies through small-scale procurement, labour hiring and service contracts. Assuming a conservative fiscal multiplier of 1.8 (a common benchmark for local infrastructure and public works spending in fragile economies), this translates to an estimated **USD 4.5 million** in indirect economic stimulus. These secondary benefits include increased income for local suppliers, enhanced revenue for small businesses and stimulation of informal employment opportunities, particularly in underserved municipalities like Fezzan and coastal peri-urban zones of Tripoli and Benghazi.
- **Capacity strengthening for local economic actors:** Training at least **500 local stakeholders**, including municipal staff, civil society actors, and informal groups, will improve **institutional and technical capacity** for adaptation planning, proposal development, and service delivery. These skills contribute to long-term livelihood diversification and local economic autonomy, particularly in **resource-deprived areas such as Fezzan**.
- **Reduction in climate-related economic losses:** By preemptively addressing desertification, flash flooding, and water insecurity, particularly in fragile agricultural systems and informal urban settlements, the project contributes to **loss avoidance** for low-income households, many of whom depend on climate-

sensitive sectors. In areas like **Ubari, Murzuq, and Benghazi**, this translates into improved household-level economic stability.

Social benefits

- **Empowerment of vulnerable groups through devolved planning:** The project ensures **inclusive local adaptation planning in 20 municipalities**, anchored in participatory risk assessments and governance platforms. This approach gives **displaced persons, women, youth, and persons with disabilities** direct voice and decision-making power in the identification and prioritization of adaptation investments.
- **Strengthened municipal service delivery:** By improving climate-responsive planning and budgeting systems in local governments, the project will enhance **basic services such as water, sanitation, and disaster preparedness**, particularly in underserved urban and peri-urban areas. For instance, the flash flood-prone city of **Derna** and heat-stressed urban zones like **Tripoli and Misrata** will benefit from more responsive urban adaptation systems.
- **Improved social cohesion and equity:** Through transparent grant mechanisms, inclusive governance platforms, and national standards for LCAP development, the programme builds **community trust in local institutions** and strengthens accountability - key social benefits in Libya's fragile governance context.

Environmental benefits

- **Ecosystem-based adaptation and land restoration:** Investments in **small-scale green infrastructure, drought-resilient agriculture, and oasis ecosystem preservation** will reduce land degradation, restore ecological function, and improve local biodiversity - especially in **Jabal al Akhdar, Jebel Nafusa, and Fezzan's oasis systems**.
- **Reduction in unsustainable resource use:** By integrating water-saving technologies, climate-smart land use, and improved coastal zone management, the project will **reduce stress on aquifers**, improve groundwater recharge, and reduce saline intrusion in vulnerable coastal cities such as **Benghazi and Sirte**.
- **Enhanced climate information and adaptive learning:** Participatory monitoring, municipality-level learning briefs, and mainstreamed adaptation data will help local authorities **track environmental risks and trends**, improving long-term planning and sustainability of adaptation investments.

Addressing gender and structural inequality

The project applies the **Adaptation Fund's Environmental and Social Policy and Gender Policy** through both safeguards and proactive inclusion measures:

- **Gender-responsive planning and budgeting:** Each LCAP will be developed through **inclusive consultations**, with **at least 30% female participation targets** on decision-making committees (and a 60% female direct-beneficiary target) in risk assessments, platform membership, and project leadership roles. Municipality-level training modules will address **gender in adaptation** to ensure municipal staff and local CSOs integrate equity considerations.
- **Targeted outreach to vulnerable groups:** The project explicitly targets **displaced persons, persons with disabilities, and marginalized ethnic groups** (particularly in the south and peri-urban slums) by (a) customizing engagement approaches to reduce barriers to participation, (b) ensuring universal eligibility in microgrant access, and (c) embedding accessibility criteria in all project appraisals.
- **Avoiding and mitigating adverse impacts:** The project applies a dual safeguards architecture combining the Adaptation Fund Environmental and Social Policy (AF ESP) and UNDP's Social and Environmental Standards (UNDP SES). At full proposal stage, the project will undergo full AF ESP screening across the 15 principles in parallel with UNDP's Social and Environmental Screening Procedure (SESP), and will develop an Environmental and Social Management Framework (ESMF), a Stakeholder Engagement Plan (SEP), and a Gender Action Plan (GAP) as the operational safeguards instruments for implementation. The complete safeguards architecture - including the project's preliminary risk categorisation, lifecycle trigger points for each instrument, and engagement of the UNDP Libya SIS focal point - is set out in detail in Section II.K of this Concept Note. No activities will be funded that involve resettlement, ecosystem conversion, involuntary labour, or activities in protected or ecologically sensitive zones, as enforced through the ESMF exclusion list.
- **Equitable benefit sharing and grievance redress:** The project will introduce **municipality-level grievance redress systems**, linked to the national platform, supported by UNDP's SES framework, ensuring affected populations can **raise concerns and access remedy**. Public communications on grant outcomes and performance milestones will promote transparency and build trust.

This project is structured to maximize co-benefits across the triple bottom line, economic opportunity, social

equity, and environmental integrity, while ensuring adaptive inclusion of Libya's most vulnerable groups. By putting resources, information, and decisions into the hands of communities, the project helps dismantle structural inequalities and builds durable resilience that is owned, led, and sustained at the local level.

- C. Describe or provide an analysis of the cost-effectiveness of the proposed project / programme, focusing on the implementation and execution arrangements, in particular the mechanism which will provide more direct access to finance.

The proposed Project is designed to deliver measurable adaptation outcomes in a cost-effective manner by channeling resources directly to the local level, minimizing transaction costs, and embedding adaptive management systems. The implementation structure maximizes efficiency by building on existing institutions, aligning with Libya's emerging decentralization strategy, and prioritizing transparent, results-driven delivery.

- **Decentralized finance structure enabling value-for-money at the local level:** The programme will fund up to **100 community-level adaptation projects** through competitive calls across **20 climate-vulnerable municipalities**, with grants capped at **USD 30,000**. This ceiling ensures tight alignment with urgent local needs while limiting project expenditures. The cumulative value of these grants (USD 2.5 million) is directly injected into municipality economies, financing cost-effective interventions such as water harvesting, climate-smart agriculture, flood mitigation and heat risk management. Compared to large-scale, top-down infrastructure investments, this approach allows faster delivery, greater contextual relevance, and significantly lower overheads per unit of impact.
- **Efficient prioritization through structured vulnerability and readiness analysis:** Rather than spreading resources thinly across the country, the programme undertakes a structured **vulnerability scoping across all 106 municipalities** to shortlist 20 implementation sites. These municipalities are selected based on a mix of climate exposure, institutional readiness, and socio-economic fragility, ensuring that resources flow where both urgency and absorptive capacity are highest. This minimizes the risk of misallocation and maximizes return on investment in terms of avoided loss and enhanced resilience.
- **Shared technical platforms and scalable planning frameworks:** The development of **20 municipality-level Local Climate Adaptation Plans (LCAPs)** creates a long-term asset for Libya's adaptation system. Each LCAP represents a validated, costed pipeline of locally prioritized actions aligned with the NDC and NAP. This avoids duplicative planning costs in the future and provides a standardized platform for donors and national authorities to coordinate and scale support. Additionally, the development of a **national standard for LCAPs** will institutionalize good practice and reduce future transaction costs.
- **Leveraging local partnerships and contributions:** The programme empowers municipalities, civil society organizations, and small private actors as direct implementers of adaptation actions. Many of these actors will contribute in-kind resources (e.g., facilities, local labor, field coordination) and in some cases co-financing, enhancing the value of each grant. This approach reduces dependency on costly international technical support and builds local delivery capacity.
- **Implementation modality designed for delivery efficiency, partner diversity, and Libya's FCV operating context, with capacity-assessed Executing Entities and Responsible Parties.** UNDP, as the Multilateral Implementing Entity, exercises overall fiduciary, oversight, supervision, and reporting responsibility to the Adaptation Fund Board. Project execution is shared across multiple complementary entities rather than concentrated in a single executing entity, with each role calibrated to comparative advantage and to the requirements of an FCV operating environment. **UNDP Libya Country Office** acts as lead Executing Entity, providing in-country presence, established field operations, government and counterpart relationships across Libya's parallel governance structures, security risk management infrastructure, and the operational continuity required by Libya's FCV context. **ICLEI Africa** acts as technical Executing Entity for governance and devolution methodology, contributing its specialised expertise on locally led adaptation design, municipality-level climate planning, and competitive community grant facility administration in fragile and emerging governance contexts. **The Environment Protection Fund** assumes the role of long-term financing steward of the LLA architecture established by the project, with operational eligibility and appraisal criteria for sub-national adaptation investment developed under Component 2 to enable the Fund to continue financing LCAP priorities beyond Year 4. **National civil society organisations and community-based organisations** are engaged as Responsible Parties through standard UNDP Responsible Party Agreements (RPAs), supporting platform facilitation, training delivery, and grant administration in the 20 priority municipalities. **Private sector engagement** - for the procurement of goods, services, and works supporting Component 3 grant implementation - is conducted exclusively through UNDP procurement procedures, including the use of UNDP global Long-Term Agreements (LTAs) where applicable, and is not channelled through Responsible Party Agreements. Capacity assessments are conducted at full proposal stage for all named Executing Entities and prospective Responsible Parties, applying UNDP's standard instruments (HACT micro-assessment where applicable; Partner Capacity

Assessment Tool for non-government partners; institutional capacity diagnostic for the Environment Protection Fund), with capacity gaps addressed through targeted capacity-building plans embedded in Component 2. The 100 grantee organisations selected through Component 3's competitive calls undergo proportionate, grant-tier-appropriate capacity due diligence at proposal evaluation stage. The National Designated Authority - the Ministry of Environment as Libya's NDA for the Adaptation Fund - is the project's government endorsement counterpart and chairs the National LLA Coordination Platform under Component 2, but does not host the Project Management Unit; the lean PMU is hosted by UNDP Libya within its existing operational architecture, minimising administrative cost while ensuring direct technical assistance to municipality-level stakeholders. The implementation modality and its operational arrangements - including private sector engagement modalities - will be reviewed in consultation with the UNDP Regional Bureau for Arab States ahead of full proposal submission, and the project will draw on lessons from UNDP Libya's parallel GEF-8 proposal development process.

- **Built-in performance and adaptive learning mechanisms:** To avoid inefficiencies and allow mid-course corrections, the programme includes **performance-based grant disbursements**, regular community-driven monitoring, and structured peer learning. Sub-projects will undergo mid-term and end-line reviews, with feedback integrated into municipality-level learning briefs. These mechanisms ensure that underperforming initiatives are addressed early, and successful models can be replicated.

In addition to the above, the programme's cost-effectiveness is reinforced by several factors:

- **Competitive cost per beneficiary:** With an estimated 50,000 direct beneficiaries and a project cost of USD 5 million, the cost per beneficiary is approximately USD 100 over four years. This is a strong ratio for an adaptation programme operating in fragile and highly climate-exposed settings, especially given that the project delivers not only direct benefits but also systemic institutional strengthening across 20 municipalities. No co-financing is assumed in the Adaptation Fund budget; any in-kind contributions from municipalities and local actors, and any future Environment Protection Fund or private-sector co-financing mobilised during implementation, are additional to the requested USD 5.0 million.
- **Direct access to finance significantly enhances cost-efficiency:** The community grant mechanism transfers USD 2.5 million - 59 per cent of project activity cost - directly to municipalities and local organisations. This eliminates multiple layers of administrative filtering typical of centralized projects, ensures rapid allocation of resources, and maximizes the share of funds reaching vulnerable households and communities.
- **More cost-effective than centralized delivery models:** Traditional centralized programmes often require large consultant teams, parallel coordination units, and extensive supervision budgets, and still struggle to engage remote communities. In contrast, this project uses existing municipal staff, buildings, planning units, and community interfaces, meaning no new institutions need to be created. As a result, the programme avoids high transaction costs associated with deploying external technical missions, mobilizing centralized service providers, or managing remote service delivery from the capital.
- **Lower unit-cost through locally tailored, small-scale interventions:** Community-designed adaptation solutions tend to rely on local labour, materials, and context-specific knowledge. This produces lower unit costs and higher long-term maintenance and ownership. Small-scale measures - such as low-cost water harvesting, shading structures, soil retention systems, and small drainage upgrades - often deliver adaptation benefits at a fraction of the cost of large-scale externally designed interventions.
- **Strengthening existing institutions avoids expensive duplication:** Rather than establishing new agencies, the programme reinforces municipal climate functions that already exist, thereby reducing the need for large administrative budgets. This generates long-term cost savings by embedding adaptation responsibilities directly into local governments, making the system progressively less reliant on donor-funded project structures.

Overall, the programme offers a highly cost-effective model for delivering adaptation results in Libya's fragile and climate-stressed context. By directing the majority of resources to local actors, strengthening already existing municipal systems, and financing only small-scale, low-cost interventions selected by communities themselves, the project achieves a strong return on investment at approximately USD 100 per beneficiary. The combination of community-managed grants, performance-based disbursements, and data-driven prioritisation ensures that funding is spent where climate risks are highest and transaction costs are lowest. This locally anchored model avoids the inefficiencies associated with centralised, consultant-heavy delivery approaches and establishes a scalable, nationally coherent mechanism for channeling adaptation finance to where it is most needed.

- D. Describe how the project / programme is consistent with national, sub-national and local sustainable development strategies, including, where appropriate, national adaptation plan (NAP), national, sub-national or local development plans, poverty reduction strategies, national communications, or national adaptation programs of action, or other relevant instruments, where they exist.

The proposed project is fully aligned with the Adaptation Fund's strategic focus on vulnerable developing countries, particularly those experiencing fragility, climate risk, and institutional capacity gaps. It addresses Libya's urgent and immediate adaptation needs by strengthening community-based resilience while supporting the country's emerging national adaptation planning architecture.

1. Alignment with Libya's Emerging National Adaptation Plan (NAP)

Libya is in the final formulation stages of National Adaptation Plan (NAP). The current project is designed to operationalize components of a NAP framework by:

- Supporting sub-national vulnerability assessments in priority regions (e.g., Fezzan, coastal cities, and oases).
- Enhancing institutional readiness and adaptive capacity at both the local and sectoral levels.
- Promoting the integration of local adaptation priorities into national planning through a structured, participatory process.

These components are fully in line with the AF's objective to finance concrete adaptation actions while building the enabling environment for future scaled interventions.

2. Contribution to Libya's Emerging Nationally Determined Contribution (NDC)

Libya's forthcoming NDC emphasizes nature-based solutions, resilience-building, and decentralized adaptation actions. The current project contributes directly by:

- Supporting locally appropriate, scalable adaptation interventions, such as sustainable water harvesting, climate-smart agriculture, and microgrants for climate-resilient livelihoods.
- Enabling bottom-up contributions to national MRV systems, ensuring that locally generated climate data informs national targets.
- Enhancing community ownership of adaptation, consistent with the AF's principles on equity, access, and direct benefits for vulnerable populations.

3. Integration with Local and Sub-national Development Plans

The current project directly supports the AF's priority of empowering vulnerable communities by working with municipal authorities and local organizations to:

- Integrate climate risk into spatial planning and local infrastructure development.
- Build technical capacity for climate-responsive public services, particularly in underserved or conflict-affected areas.
- Foster inclusive local climate governance, with strong representation of women, youth, and indigenous communities in planning and implementation.

These activities ensure strong vertical coherence between local action and national development strategies, in line with the AF's programming principles.

4. Support to Sustainable Development Goals (SDGs) and Poverty Reduction

LCAP directly advances multiple SDGs, most notably:

- SDG 13 (Climate Action): Through concrete, community-driven adaptation solutions.
- SDG 1 (No Poverty) and SDG 2 (Zero Hunger): By strengthening climate-resilient livelihoods and improving food and water security.
- SDG 6 (Water and Sanitation) and SDG 11 (Sustainable Cities): By improving climate-proof infrastructure and urban resilience in hazard-prone zones.

Moreover, the project explicitly targets poverty-vulnerable and climate-sensitive populations, addressing the AF's emphasis on adaptive social protection.

5. Filling Gaps in Climate Governance and Local Implementation Capacity

Given Libya's institutional fragility and historical centralization, the current project provides a unique opportunity to:

- Decentralize climate action through direct support to local authorities and CSOs.
- Pilot innovative funding mechanisms (e.g., community adaptation microgrants).

- Build sustainable implementation models that can be scaled or replicated through future NAP and GCF-financed programs.

By anchoring its design in locally led adaptation principles, the current project demonstrates clear additionality and strong alignment with the Adaptation Fund's mandate to reduce climate vulnerability while empowering national systems and vulnerable communities.

In addition to supporting implementation of the NAP and NDC, the project is explicitly designed to generate practical, field-based insights that will feed into future updates of both instruments. Results from the vulnerability assessments, LCAPs, and locally led adaptation pilots will be synthesized and channeled through the Libya NDA and National Climate Change Committee to inform policy revisions, target setting, and refinement of national MRV systems. This ensures the project strengthens not only delivery, but also the adaptive learning loop of Libya's national climate planning architecture.

E. Describe how the project / programme meets relevant national technical standards, where applicable, such as standards for environmental assessment, building codes, etc., and complies with the Environmental and Social Policy of the Adaptation Fund. Also describe, as needed, how the project/programme will provide support to local actors and build their capacities to comply with the standards

The project is designed to comply fully with Libya's national technical standards and regulatory frameworks, as well as with the Environmental and Social Policy (ESP) of the Adaptation Fund. This dual compliance ensures that all interventions are both legally grounded and environmentally and socially responsible.

To begin with, the project will align with **Libya's Environmental Law No. 15 of 2003 on the Protection and Improvement of the Environment**, which mandates environmental impact assessments (EIAs) for any activity likely to impact natural ecosystems, water resources, or public health. This law is a cornerstone of Libya's environmental governance and provides the procedural foundation for environmental oversight. In accordance with this law, the project will follow the **Ministry of Environment's EIA procedures**, which include:

- **Screening** of proposed interventions based on expected risk levels;
- **Scoping** to determine the boundaries and key issues of the EIA;
- **Public consultation**, particularly through municipal councils and local CSOs;
- **Preparation of Environmental Management Plans** outlining impact mitigation, monitoring responsibilities, and reporting requirements.

All project components, including the local adaptation planning and the grant-financing mechanisms, will be subject to this national procedure. For community-level projects financed through the small grants window, **environmental screening protocols** will be embedded into the grant approval workflow. These will include land-use documentation, sensitive area exclusions, and risk thresholds that determine eligibility and approval timelines. For any activity that triggers higher levels of environmental risk, an EIA will be mandatory and subject to the Ministry of Environment's approval.

At the international level, the project applies a dual safeguards architecture combining the Adaptation Fund Environmental and Social Policy (AF ESP, 15 principles) and UNDP's Social and Environmental Standards (UNDP SES). The full safeguards architecture, including the preliminary risk categorisation (AF ESP Category B / UNDP SES Moderate Risk), the SESP screening commitment, and the suite of safeguards instruments to be developed at full proposal stage (Environmental and Social Management Framework, Stakeholder Engagement Plan, Gender Action Plan), is detailed in Section II.K of this Concept Note. Engagement of the UNDP Libya Social and Environmental Safeguards focal point throughout safeguards work is integrated into the project's implementation architecture.

In parallel, the project is fully aligned with the **Adaptation Fund's Environmental and Social Policy (ESP)**. A structured **safeguards screening** will be conducted at the full funding proposal preparation stage, and the project design will reflect compliance with all **15 ESP principles**. This includes strong provisions for:

- Biodiversity and fragile ecosystem protection (e.g., coastal wetlands and dryland vegetation);
- Pollution prevention and efficient resource use (especially water);
- Climate change mitigation co-benefits;
- Respect for marginalized groups, including IDPs, returnees, women, and youth.

Importantly, the project is designed not just to comply with standards but to **build local capacity to uphold them**. This will include:

- **Training for municipal planners and CSOs** on Libyan EIA procedures and the Adaptation Fund's safeguard requirements;
- **Provision of environmental screening templates and tools** for local institutions managing small grants;
- **Technical assistance** to support the integration of environmental and social risk management into Municipality Adaptation Plans;
- Establishment of **oversight and advisory roles within the PMU**, including an environmental safeguards officer and external environmental audit teams.

These actions ensure that the project does not simply meet compliance benchmarks but actively contributes to **strengthening the long-term environmental governance capacity** of Libyan institutions. The result will be an adaptation programme that is legally compliant, environmentally sound, socially inclusive, and institutionally sustainable.

- F. Describe if there is duplication of project / programme with other funding sources, if any. Describe how the project/programme will ensure coordination of different initiatives, sub-projects and small grants towards a common goal, enhances collaboration across sectors and outlines how activities avoid duplication and enhance efficiencies and good practice.

The proposed LLA project has been designed to ensure alignment with other ongoing initiatives, avoiding duplication and fostering coordination across sectors and levels of government. It contributes to a unified climate resilience agenda in Libya by strengthening decentralized adaptation planning, leveraging institutional partnerships, and applying good practices learned from parallel efforts. Key relevant initiatives include:

1. UNDP – Enhanced National Capacities for Improved Water Security in Libya :

This project focuses on formulating and supporting the implementation of National Water Security Strategy, operational capacities of main operators, and community-based water resource management and governance in water-stressed municipalities. The LLA project will build on its ongoing activities in Jabal Nafousa and other areas, targeting the implementation of Integrated Water Resources Management (IWRM) at the local level. It will also align with upcoming flood risk assessments in vulnerable municipalities. In doing so, the LLA project will expand the scope to integrate nature-based solutions and climate adaptation while capitalizing on the capacity-building gains and local partnerships already established.

2. UNDP – Environment and Climate Change Mitigation in Libya :

This initiative supports policy alignment, local environmental governance, and early warning systems. The LLA project will leverage institutional mechanisms and platforms set up by this project to further embed adaptation actions into municipal planning. It will also reinforce early warning capacities by ensuring that local adaptation interventions respond to risk data and environmental trends tracked under the project.

3. GIZ – CASEP and SECCAR projects (EU/BMZ co-financed) supporting Libya's National Adaptation Plan process and sectoral climate resilience:

The GIZ Climate Adaptation Support to the Libyan Economy and Population (CASEP) project, co-financed by the European Union and the German Federal Ministry for Economic Cooperation and Development (BMZ), provides direct technical support to the Libyan Ministry of Environment in the development of Libya's first National Adaptation Plan, working through participatory, multi-stakeholder processes covering priority sectors including water, agriculture, and health. The complementary SECCAR project supports broader sectoral climate resilience and adaptation institutional capacity. The proposed LLA project is designed to feed directly into Libya's NAP development process rather than to operate in parallel: the participatory municipal vulnerability assessments, the 20 Local Climate Adaptation Plans, the nationally adopted LCAP Standard, and the lessons generated through the community grants facility will be made available to the NAP process as inputs into the sub-national chapter of Libya's NAP, supporting the operationalisation of NAP priorities at municipal level once the NAP is adopted. To operationalise this complementarity and avoid duplication of risk-mapping or planning streams, a Joint Coordination Protocol will be established between UNDP Libya, the Ministry of Environment, and GIZ-CASEP at project inception, defining: (i) shared use of vulnerability assessment data and methodologies; (ii) joint stakeholder engagement in municipalities targeted by both initiatives; (iii) reciprocal participation in the National LLA Coordination Platform and the NAP Steering Committee; (iv) a single annual coordination workshop convened by the Ministry of Environment to review combined programming and identify scaling opportunities. This Joint Coordination Protocol will be formalised as a deliverable under Component 2 in Year 1.

4. RENEWAL Project (UNOPS/IFAD – Adaptation Fund):

This project supports smallholder farmers with climate-smart agriculture, water harvesting infrastructure, and institutional coordination. To avoid duplication, the LLA project will coordinate geographic focus areas, ensuring that interventions are complementary. Furthermore, lessons and best practices from RENEWAL's implementation will inform the design of the LLA small grants mechanism - particularly in promoting ecosystem-based adaptation, resilient livelihoods, and women's leadership in agriculture.

5. UNDP BIOFIN – Sustainable Financing for Biodiversity in Libya (GEF-UNDP):

BIOFIN is a global UNDP intervention funded by GEF in selected countries and focuses on integrating biodiversity into national planning and budgeting and piloting sustainable use practices. The LLA project will benefit from BIOFIN's work on ecosystem valuation and financing mechanisms to strengthen the design and long-term sustainability of the LLA small grant facility. In particular, the integration of biodiversity co-benefits and nature-based solutions will be guided by BIOFIN methodologies and consultations.

Coordination across these initiatives is operationalised through three concrete mechanisms. First, the Joint Coordination Protocol with GIZ-CASEP, formalised in Year 1, governs reciprocal alignment between this project and the NAP development process, ensuring that sub-national LLA outputs feed directly into the NAP and that the NAP's sectoral and territorial priorities inform LCAP design. Second, the National LLA Coordination Platform - chaired by Libya's National Designated Authority for the Adaptation Fund (Ministry of Environment) - serves as the standing coordination space across the IFAD-RENEWAL project, the UNDP water security and environmental governance projects, the GEF-BIOFIN initiative, and the proposed project, with quarterly coordination meetings and annual joint reviews. Third, the project will participate in the existing UNDP Libya internal portfolio integration mechanisms and the UN Sustainable Development Cooperation Framework coordination architecture, ensuring vertical alignment between sub-national delivery and national climate finance planning. Through these mechanisms the project ensures alignment with Libya's emerging National Adaptation Plan and updated Nationally Determined Contribution, with the National LCAP Standard explicitly designed to reflect NAP priorities once they are formally adopted.

- G.** If applicable, describe the learning and knowledge management component to capture and disseminate lessons learned and how this contributes to building and institutionalizing local capabilities. Provide details on managing traditional and/or indigenous knowledge, where relevant.

Learning and adaptive knowledge transfer are embedded as foundational drivers of the Project's logic - both as delivery accelerators and as core enablers of long-term institutional capability. In a context like Libya, where adaptation governance is emerging under fragile and rapidly evolving conditions, the ability to capture, translate and institutionalize lessons is not peripheral but essential. The programme builds structured, multi-level learning systems that: (a) transform local project delivery into scalable public knowledge assets; (b) establish institutional memory at municipality and national levels; and (c) equip local actors to design, implement, and replicate adaptation solutions using locally grounded data and experience. Learning activities are not treated as stand-alone outputs - they are fully woven into implementation, supervision, and planning processes to ensure that local knowledge becomes national policy input and future investment intelligence.

1. Municipality-level learning and local knowledge capture

Each of the **100 locally led adaptation projects** will include embedded documentation and learning components. Grantees will be trained to use tailored tools that capture:

- Key implementation challenges and enablers
- Community-level outcomes, including gendered impacts and social inclusion practices
- Suggestions for improvement and adaptation of delivery models
- Relevant use or adaptation of traditional/local practices

All municipality platforms will consolidate these insights into **Municipality Learning Briefs**, validated through community and municipal engagement. By programme close, **20 publicly available briefs** (one per municipality) will form a structured repository of localized experience that will directly inform LCAP updates and the targeting of future adaptation finance.

2. National synthesis and policy integration

The programme will elevate local knowledge into the national domain through **two synthesis reports** - at mid-term and final year. These will distill systemic learnings from all municipalities, highlighting structural barriers,

delivery innovations, and institutional readiness constraints. Findings will be channelled into:

- Ongoing updates of the **Libya NAP and NDC**
- Dialogue with national planning and budgeting entities
- Climate finance pipeline development for scaling successful LLA models

The synthesis will be led by the Programme Management Unit and the National Climate Change Committee, ensuring ownership and institutional continuity.

3. Peer exchange and horizontal learning

A structured **peer-to-peer learning track** will be embedded, leveraging:

- **Inter-municipality exchange missions**, where municipal officials and civil society leaders visit other municipalities to review projects in action
- **Regional South–South exchanges**, involving partners from other MENA or Sahel countries engaged in LLA under fragility
- Webinars and thematic clinics led by local actors who demonstrate successful implementation or innovation

These exchanges will be deliberately diverse, inclusive of women-led CSOs, youth actors, and representatives of marginalized communities, building a cross-cutting culture of problem-solving and shared leadership in adaptation.

4. Integration of traditional and indigenous knowledge

In regions such as **Fezzan** and parts of the **Nafusa Mountains**, the programme will actively engage traditional leaders, community elders, and local historians to surface **long-standing adaptive practices** - such as ancient water harvesting structures, drought-resilient crop rotation, seasonal livestock migration patterns, and underground water channel maintenance.

- These practices will be documented as part of the **municipality climate risk assessments** under Component 1
- Successful elements will be encouraged within funded projects, particularly those submitted by community-based and Indigenous organizations

Intellectual property and cultural rights will be safeguarded through consent protocols and participatory validation, in line with UNDP's Social and Environmental Standards, particularly Standard 6 on Indigenous Peoples, which upholds Free, Prior and Informed Consent (FPIC), and Standard 4 on Cultural Heritage, which ensures respect for the knowledge, practices, and innovations of local communities. This recognition affirms traditional knowledge not as anecdotal, but as a credible system of environmental intelligence under climate stress.

5. Digital dissemination and long-term access

The programme will maintain a **publicly accessible digital knowledge portal** - integrated into the Designated Authority's (Ministry of Environment) website. It will house:

- LCAPs for all 20 municipalities
- Learning Briefs, case studies, and synthesis reports
- Adaptation project profiles and visual summaries
- A basic **interactive dashboard** showing grant progress, adaptation types, and thematic priorities

This will serve both as a **national knowledge base** and as a resource for donors, development partners, and other local governments seeking to replicate or scale successful models.

Knowledge management plan

The project integrates a dedicated Knowledge Management Plan (KMP) to systematically capture, codify, and disseminate the lessons, tools, and innovations generated during implementation. This will strengthen institutional learning, inform national policy development, and enable replication of successful approaches. The KMP will function across four strategic levels:

1. Objectives

- Capture actionable lessons from LCAP development, inclusive governance, and implementation of adaptation projects.
- Promote horizontal learning among municipalities and vertical knowledge transfer to national institutions.

- Inform updates to Libya's NDC, NAP, and climate finance strategies.
 - Strengthen long-term institutional memory across local and national adaptation systems.
- 2. Knowledge products**
- 100 project-level Learning Briefs summarizing adaptation outcomes, challenges, and inclusion practices.
 - 20 Municipality Learning Briefs consolidating local insights and priority learning.
 - Mid-term and Final National Synthesis Reports highlighting systemic insights and pathways for scaling.
 - Toolkits and templates for LCAP development, inclusive stakeholder engagement, and grant appraisal.
 - Documented traditional and Indigenous knowledge relevant to adaptation (e.g., in Fezzan and Nafusa Mountains).
- 3. Dissemination mechanisms**
- Digital knowledge portal hosted by the Ministry of Environment with open access to all project materials.
 - Inter-municipal peer exchanges, site visits, and regional South–South learning workshops.
 - Targeted webinars and policy roundtables involving CSOs, academia, and national authorities.
 - Contributions to regional and global adaptation knowledge platforms (e.g., AF communities of practice, NAP Global Network).
- 4. Institutional Roles and Sustainability**
- PMU will oversee coordination of the KMP and ensure integration with M&E activities.
 - Local Adaptation Platforms will drive knowledge consolidation and exchange at the municipality level.
 - The National Climate Change Committee will support policy integration and use of learning outputs in national planning.
 - All products will be embedded within government systems and remain accessible beyond the project period, ensuring continuity.

This structured Knowledge Management Plan ensures that project experience not only informs Libya's long-term adaptation system, but also contributes to the global knowledge base on Locally Led Adaptation in fragile and conflict-affected settings.

- H.** Describe the consultative process, including the list of stakeholders consulted, undertaken during project preparation, with particular reference to vulnerable groups, including gender considerations, in compliance with the Environmental and Social Policy and Gender Policy of the Adaptation Fund. Provide details on how the consultative process considered and addressed gender-based, economic and other inequalities and encouraged vulnerable and marginalized individuals to meaningfully participate in and lead adaptation decisions.

The project builds on a structured and inclusive consultative process led by **UNDP Libya in close coordination with the Ministry of Environment**, in full compliance with the **Environmental and Social Policy** and the **Gender Policy** of the Adaptation Fund.

1. National workshop on Locally-Led Adaptation (LLA) - May 2024

UNDP and the Ministry of Environment co-organized a national workshop dedicated to exploring operational pathways for Locally-Led Adaptation in Libya. The event brought together representatives from **20 municipalities**, including women and youth leaders, and highlighted key local climate vulnerabilities, gendered impacts, and governance gaps. Participants emphasized the need for devolved adaptation financing, local ownership, and inclusive planning. Outcomes from this workshop directly informed the project's emphasis on small grant mechanisms, capacity development of local actors, and ecosystem-based interventions.

2. Bilateral technical consultations with the Ministry of Environment - March to July 2024

Throughout the project design process, UNDP held targeted consultations with technical departments and gender focal point within the UNDP. These sessions helped shape the environmental safeguards, and gender-responsive approaches. Specific attention was paid to drawing lessons from previous UNDP interventions that had encountered institutional or absorptive capacity challenges, thereby reinforcing the need for a localized, inclusive approach.

3. Strategic high-level consultation – July 2024

A strategic consultation was convened between UNDP and the Ministry of Environment, with the participation of academia and the national focal points for the **Adaptation Fund**, **GEF**, and **GCF**. This session was critical in refining the project's design to **ensure complementarity with existing vertical fund initiatives**, such as the IFAD-UNOPS RENEWAL project and BIOFIN. Input from academics helped shape context-specific adaptation solutions, while feedback from vertical fund representatives guided project harmonization.

The project aligns with national adaptation priorities that are being developed and are expected to soon be validated in both the National Adaptation Plan (NAP) and the National Determined Contribution (NDC). Specifically, for the NDC, engagement with municipalities to develop local climate action plans will provide an opportunity to implement responsive LCAPs. It will also create greater awareness of the need for behavioral change in regard to climate adaptation.

Similarly, with the NAP, developing locally led adaptation will strengthen the nascent development of the Territorial Adaptation Action Plans (TAAPs), participatory risk assessments, and capacity-building programs. These instruments are designed to enhance municipal adaptation readiness and foster inclusive governance aligned with the principles of equity, subsidiarity, and local ownership. It will strengthen regional institutional coordination, creating greater potential for adaptive planning. Given strengthening climate impacts, the project will also improve climate resilient infrastructure and design standards as well as contribute to decentralized data platforms that are crucial for developing early warning systems.

4. Grounding in existing UNDP projects and field engagement

The project builds on the field experience and institutional partnerships established through several ongoing UNDP initiatives, including the **Water Security in Libya Project**, the **Environment and Climate Change Mitigation Project**, and **BIOFIN**. These projects engaged a broad network of stakeholders - municipalities, CSOs, women-led cooperatives and technical ministries - across the southern and western regions. Their assessments and implementation lessons revealed critical challenges around centralized delivery, lack of tailored financing, and limited participation of women and youth, thereby justifying the LLA model's focus on decentralized, inclusive adaptation.

Additionally, UNDP Libya is currently supporting the Government in the **finalization of Libya's Integrated Drought Management Strategy** and the **Water Security Strategy**. The extensive **consultative processes conducted during 2024–2025** as part of these national planning efforts provided technical insights and stakeholder feedback that directly informed the formulation of this concept note. These included multi-sectoral dialogues, vulnerability assessments, and thematic working group meetings - particularly focused on addressing water scarcity, food system resilience, and governance reform in climate-stressed areas.

I. Provide justification for funding requested, focusing on the full cost of adaptation reasoning.

The requested **USD 5.0 million** in Adaptation Fund support is fully justified as the minimum amount necessary to deliver adaptation-specific outcomes that would otherwise not be realized through existing development pathways or domestic resources. In the absence of this programme, Libya's most climate-vulnerable municipalities - already struggling under conditions of fragility, conflict, and institutional fragmentation - will remain without the knowledge, structures, or financing needed to assess, plan for, or implement local adaptation solutions. There is currently no national mechanism to operationalize Libya's NDC adaptation targets or to deliver resilience-building investments at the sub-national level. This programme directly fills that gap, enabling the foundational building blocks of local adaptation: vulnerability mapping, community-owned planning, inclusive governance platforms, direct local investment mechanisms, and institutional learning systems. Every major component of the programme represents a necessary and additional cost beyond conventional development efforts. Without the requested resources, the conditions essential for climate adaptation - risk-informed decision-making, empowered local institutions, and localized investment - would remain absent and Libya's ability to implement its NDC and forthcoming NAP would remain fundamentally constrained.

Without project scenario – development baseline without adaptation finance

Under a baseline scenario without the proposed intervention:

- **Local climate risks remain unassessed and unaddressed:** Currently, there is no nationwide climate vulnerability mapping at the municipality level. Municipalities lack the technical and financial means to conduct risk diagnostics or develop adaptation plans tailored to local contexts. As a result, national adaptation objectives (as outlined in the NDC) remain disconnected from municipality-level implementation.
- **Public finance systems are not climate-informed:** Without the project, municipality budgeting and development planning will continue to be formulated without reference to climate risks or resilience priorities. This perpetuates infrastructure vulnerabilities, inefficient resource allocation, and increased exposure to shocks such as flash floods or prolonged droughts.

- **No mechanism exists for community-driven adaptation investment:** There is currently no dedicated or operational mechanism in Libya to channel small-scale adaptation grants to local NGOs, cooperatives, or informal community structures. This leaves a major delivery vacuum, particularly in fragile areas where state presence is limited.
- **Marginalized groups remain excluded from decision-making:** Women, youth, displaced populations, and traditional leadership structures are largely absent from existing development planning processes. Without a programme designed to institutionalize inclusion, this exclusion will persist, reinforcing structural inequalities and undermining long-term resilience.

In short, development under the baseline scenario would continue without climate risk integration, and vulnerable communities would be left without resources, voice, or adaptation capacity.

With project scenario – full cost of adaptation

The requested funding (**USD 5.0 million**) enables a shift from the baseline toward a resilient development pathway by covering the **full cost of adaptation-specific activities**, over and above what conventional development funding would support:

- **Climate risk assessments across 106 municipalities** and detailed diagnostics in 20 priority municipalities represent costs specific to adaptation planning. These activities go beyond standard municipal data collection or needs assessments by incorporating climate modeling, hazard exposure layers, and vulnerability scoring frameworks.
- The development and **mainstreaming of 20 Local Climate Adaptation Plans (LCAPs)** provides municipalities with actionable, climate-informed strategies. This is not a typical development planning output; LCAPs are structured to integrate adaptation priorities into core municipality functions (planning, budgeting, service delivery), which is a distinct and additional cost.
- The establishment of **local and national adaptation governance platforms** is a full-cost adaptation investment. Their role in validating plans, overseeing project selection, and supporting climate budgeting has no development equivalent under current institutional structures.
- The competitive funding mechanism, allocating up to **USD 3 million across 100 small-scale adaptation projects**, covers the cost of implementation measures that are explicitly designed to reduce climate risks. Without the project, these interventions (e.g., water harvesting systems, drought-tolerant agriculture, passive cooling infrastructure) would not be financed or prioritized by existing local budgets.
- **Targeted training and technical assistance for 500+ local actors**, including women-led groups and community-based organizations, is necessary to enable effective delivery and monitoring of adaptation measures. These capacity-building elements are not covered by standard education or public sector training allocations.
- The design and rollout of a **national LCAP standard** is a systemic investment that will improve the cost-effectiveness and consistency of future adaptation planning. This is a pure adaptation function and cannot be absorbed by existing policy development cycles.
- The project's robust **knowledge and learning architecture** - including the production of municipality-level briefs, national synthesis reports, and traditional knowledge integration - provides the foundational evidence base for scaling adaptation nationally. These knowledge assets would not be created without project financing.

Alignment with Adaptation Fund's full-cost justification principles

This programme is consistent with the Adaptation Fund's approach to full-cost reasoning, which requires that funded activities must clearly reflect the **incremental cost of achieving resilience outcomes**:

- It fills a gap that neither domestic public finance nor current development assistance addresses.
- It enables adaptation-specific structures and processes that cannot be justified on development grounds alone.
- It ensures that investment decisions are driven by climate risk and vulnerability analysis, not by generalized infrastructure or service delivery considerations.
- It empowers local actors to become **agents of resilience**, creating institutional and social capital that cannot be purchased through traditional top-down interventions.

The Adaptation Fund's support is essential because the proposed measures address climate-specific vulnerabilities that cannot be financed through Libya's development baseline. Due to prolonged fiscal stress, fragmented institutions, and competing recovery priorities, Libya's public budgets cannot absorb the additional

costs required for adaptation - such as water harvesting systems responding to declining rainfall, climate-resilient agriculture that reduces exposure to drought, early warning capacities to manage extreme events, and coastal protection measures responding to sea-level rise and storm surges. These interventions are not routine development expenditures; they constitute the incremental costs directly attributable to climate change and therefore require dedicated adaptation finance. Without AF support, vulnerable municipalities would continue to face escalating climate risks with no resources, no planning tools, and no mechanisms to implement local adaptation priorities. The AF investment is catalytic: it establishes the LCAP model, builds the institutional architecture for sub-national adaptation delivery, and generates a costed pipeline of adaptation actions that national institutions - and future funders including the EPF, GCF, bilateral partners, and the Loss & Damage Fund - can scale after the project. In this way, the requested financing covers the necessary incremental adaptation costs, while laying the foundation for long-term, domestically anchored resilience-building.

- J.** Describe how the sustainability of the project/programme outcomes has been taken into account when designing the project / programme. In particular, describe how the project/programme supports long-term development of local governance processes, and improves the capacity of local institutions (including through simpler access modalities), and how it can ensure that communities can effectively implement adaptation actions, facilitate and manage adaptation initiatives over the long term without being dependent on project-based donor funding.

Sustainability has been designed into the project across the five dimensions assessed by the Adaptation Fund - institutional, social, environmental, economic and financial - with structural investments designed to outlive the project cycle and reduce dependency on continued external funding. Rather than focusing solely on delivering short-term results, the project builds enduring institutional, regulatory, social and financial systems for climate governance at the local level, anchored within Libya's existing administrative architecture and supported by named institutional stewards at national, sub-national and community levels. The exit strategy is built on progressive handover, not abrupt withdrawal, and identifies a distinct institutional steward for each tier of the LLA architecture established by the project.

Institutional sustainability

A key sustainability feature lies in the creation and operationalization of **20 Local Climate Adaptation Platforms** and one National Adaptation Coordination Platform. These platforms are not temporary coordination bodies but are designed as formal, multi-stakeholder governance mechanisms with **clear Terms of Reference**, inclusive representation, and links to existing municipal structures. They are anchored in municipality institutions (e.g., planning departments, municipal councils) to ensure ownership and administrative continuity beyond the project.

Each platform will be equipped with operational protocols, budgeting templates, reporting systems, and a roster of trained members to serve as **climate focal points within local government**. By aligning their function with Libya's NDC objectives and forthcoming NAP architecture, the platforms are positioned to serve as long-term engines for climate-responsive planning and resource mobilization.

The institutional stewardship of the LLA architecture established by the project is structured across three named anchors. At national level, Libya's National Designated Authority for the Adaptation Fund - the Ministry of Environment - assumes ownership of the National LLA Coordination Platform and the nationally adopted LCAP Standard, ensuring that the architecture is integrated into Libya's emerging national climate planning processes and into future Adaptation Fund engagement. At intermediate level, the Environment Protection Fund (EPF) assumes the role of long-term financing steward, with operational eligibility and appraisal criteria for sub-national adaptation investments developed and institutionalised under Component 2 to enable the EPF to continue financing LCAP priorities beyond Year 4. At sub-national level, each of the 20 municipalities formally hosts and chairs its Local Climate Adaptation Platform within its statutory governance structure (municipal council and planning department), with platform operations integrated into municipal annual planning and budget cycles by Year 3. This three-tier institutional steward architecture - national policy steward, financing steward, and sub-national hosting authority - provides the LCAP system with a defined institutional home at every level of the Libyan governance system, addressing the central sustainability question of who owns the architecture after Adaptation Fund support concludes.

Another sustainability mechanism is the development of a **nationally endorsed standard for Local Climate Adaptation Plans (LCAPs)**. This will provide a common framework for future LCAP formulation across Libya, enabling scale-up by domestic actors or development partners without the need for extensive re-design. It will define core elements, minimum data requirements, and integration pathways into municipality planning and budgeting systems.

The existence of this standard reduces technical barriers for local governments and ensures that future adaptation planning will be harmonized with national objectives. Training materials and technical annexes will be developed alongside the standard, allowing it to be used as a tool for ongoing capacity-building beyond the project period.

Social sustainability The programme focuses on building the **institutional muscle necessary to implement and manage adaptation** at the municipality level. More than 500 local planners, engineers, CSO staff, and climate officers will receive structured, in-depth training on adaptation project design, climate risk budgeting, procurement management, and results-based monitoring. The training is not generic but tailored to specific functional roles and delivered in modular formats to support uptake and institutional embedding.

Additionally, the **competitive financing mechanism** for local adaptation projects is not designed as a one-off grant system. Instead, the project will pilot **streamlined funding and appraisal modalities** that align with fiduciary standards but remain accessible to grassroots actors. These procedures will be documented and shared with national stakeholders, including the Ministry of Finance, Ministry of Environment, Ministry of Planning, with a view to institutionalizing them in Libya's broader decentralization and public finance reforms. This builds the foundation for **future climate finance readiness** at the sub-national level.

The 100 funded local projects will generate a **portfolio of proven, community-driven adaptation models** that can be replicated, scaled, or refined over time. These include small-scale innovations such as decentralized water storage, heat mitigation infrastructure, drought-tolerant agriculture, and passive cooling measures. Each project will be subject to participatory monitoring and learning cycles, with outcomes documented in municipality-level "resilience briefs" and validated through local platforms.

This pipeline not only demonstrates effectiveness but creates a **network of implementation-ready actors** (local NGOs, cooperatives, informal groups and SMEs) that can continue delivering adaptation solutions post-project. These local implementers will be positioned to access future funding opportunities from the Libyan state, bilateral partners, or global mechanisms such as the Green Climate Fund, the Fund for Responding to Loss and Damage, or the NDC Partnership.

Financial sustainability

Ensuring the long-term financial sustainability of the Local Climate Adaptation Plans (LCAPs) and the Local Adaptation Platforms is a core design element of the programme. The project adopts a gradual transition strategy in which financial responsibility increasingly shifts to municipal and national institutions over the four-year implementation period, supported by a diversified set of post-project financing pathways.

1. Future financing sources for LCAP implementation

The project identifies four viable sources of post-project financing, all of which will be developed and formalised during implementation:

- **Municipal budget allocations** - municipalities already manage annual development budgets and have the mandate to allocate funds to climate, infrastructure and public service investments. The project will work with each municipality to:
 - integrate LCAP priority actions into annual and medium-term municipal budgets by Year 3,
 - ensure climate risks are systematically incorporated into sectoral budget planning, and
 - strengthen financial reporting systems to allow municipalities to manage LCAP-related expenditures independently.
- This is the most important long-term domestic financing pathway, as it embeds LCAP implementation into statutory local government processes.
- **Environmental Protection Fund (EPF)** - the assessment and institutional strengthening of the EPF under Component 2 is explicitly designed to enable the EPF to:
 - finance future LCAP actions,
 - provide co-financing for municipalities, and
 - serve as a domestic vehicle for channelling international climate finance.

By the end of the project, the EPF will have clear eligibility and appraisal criteria for sub-national adaptation investments, enabling it to finance LCAPs beyond Year 4.

- **Local private sector partnerships** - the municipalities targeted by the project host active private sector actors (water suppliers, agro-dealers, construction firms, tourism operators, local service providers). The project will establish:
 - collaboration frameworks between LCAP platforms and local businesses,

- opportunities for in-kind contributions, and
- co-financing mechanisms for small infrastructure and livelihood projects.

Private sector engagement will be built around risk reduction and service continuity - areas where local businesses have direct incentives to contribute.

- **Bilateral and multilateral donors** - through the LCAPs, municipalities will have validated, costed adaptation pipelines ready for financing. The project will train municipal staff to prepare funding applications and engage with donors. Likely financing channels include:
 - UN agencies working on decentralisation, WASH and resilience,
 - bilateral partners supporting local governance or recovery,
 - international climate funds (GCF, AF, L&D Fund),
 - and Libya's development partners active in water security, agriculture and coastal resilience.

2. Strengthened Government commitment and preliminary agreements

During the project, municipalities and national institutions will be asked to commit to:

- incorporating LCAP activities into municipal budget plans starting in Year 3,
- assigning municipal climate focal points to continue operating the LCAP Platforms beyond the project,
- and using the National LCAP Standard as part of future local development planning.

These commitments will be formalised through Memoranda of Cooperation (MoCs).

3. Exit strategy and handover arrangements

The programme includes a clear exit strategy built on **progressive handover**, not abrupt withdrawal.

Year 1–2:

- The project leads capacity building, platform facilitation, and LCAP development.
- Municipalities gain hands-on experience supported by training on budgeting, procurement, and project appraisal.

Year 3:

- Municipalities increasingly lead platform meetings, proposal appraisal, and monitoring.
- Municipal budgets begin integrating LCAP activities.
- EPF readiness is strengthened, and sub-national financing guidelines are developed.

Year 4:

- Project support decreases substantially.
- Municipalities fully lead LCAP updates, community consultations, and planning cycles.
- The EPF pilots co-financing for selected LCAP priorities.
- All tools, templates, and digital platforms are formally handed over.

By the end of Year 4, all 20 municipalities will have:

- functioning LCAP Platforms,
- trained staff able to manage planning and implementation,
- integrated climate priorities into budget processes,
- experience managing small-scale adaptation grants,
- and direct institutional linkages to EPF and national coordination bodies.

This ensures that LCAPs remain financially viable, institutionally anchored, and operational well beyond the project's duration.

Environmental sustainability

All concrete adaptation investments financed under Component 3 are screened against Libya's environmental safeguards framework and the Adaptation Fund's Environmental and Social Policy at appraisal stage, with Environmental and Social Management Framework procedures applied at grant level to ensure that adaptation

interventions do not generate adverse environmental impacts and, where possible, deliver co-benefits for ecosystems and biodiversity. The Component 3 grant typology preferentially weights nature-based solutions and ecosystem-based adaptation approaches - coastal vegetation restoration, wadi rehabilitation, oasis ecosystem restoration, rangeland regeneration - that build environmental resilience as an integral part of the adaptation outcome rather than a side-effect. The project's environmental sustainability is anchored institutionally in the Ministry of Environment as National Designated Authority and in the Environment Protection Fund as financing steward, both of which carry environmental mandates aligned with the project's design.

Economic sustainability

The project's economic sustainability rests on four anchors. First, the concrete adaptation interventions financed under Component 3 are designed to protect and improve household incomes in climate-exposed livelihoods, with at least 8,000 households reporting protected or improved income at completion (AF Core Indicator 6.2) - providing a domestic economic return that incentivises continued investment after project closure. Second, the LCAP Standard developed under Component 2 incorporates economic and cost-benefit analysis as a mandatory step in adaptation prioritisation, ensuring that future LCAP cycles continue to select cost-effective interventions. Third, the cohort of trained local implementers (CSOs, cooperatives, SMEs, women- and youth-led organisations) created through the grants facility constitutes a sustained delivery capacity that can absorb future climate finance flows from the EPF, GCF and bilateral partners - converting the project's investment into permanent local economic capability. Fourth, by integrating LCAP priorities into municipal budgets from Year 3 onwards, the project catalyses the redirection of existing public expenditure toward climate-resilient outcomes - leveraging domestic resources rather than displacing them.

Reducing dependency on donor project cycles
Finally, the programme has been carefully designed to **reduce Libya's reliance on short-cycle donor-funded projects** by integrating adaptation responsibilities into public functions. For example:

- LCAPs will be embedded within municipality development plans, which are already subject to government funding processes.
- Local platforms will be linked to ongoing public planning and budgeting committees, allowing for continued relevance.
- Technical staff and municipal actors will receive direct, job-embedded training to ensure retention of skills and internal application.
- Mechanisms for private sector engagement - through local calls for proposals and role mapping - lay the groundwork for blended finance and public-private partnership models over time.

In essence, sustainability is achieved not only through institutional strengthening, but through **structural integration of adaptation into the way local governance operates**, moving climate risk management from the periphery to the core of Libya's municipality-level development apparatus.

K. Provide an overview of the environmental and social impacts and risks identified as being relevant to the project / programme.

Project Risk Register

The project operates in a fragile, conflict-affected and politically fragmented operating environment. The risk register below identifies the principal operational, security, fiduciary, partner-capacity and political risks to project delivery, with named likelihood and impact ratings, project-design responses, and concrete mitigation measures. The risk register will be reviewed quarterly through the project's M&E system and updated annually by the Project Steering Committee, with critical risks flagged for immediate Implementing Entity attention.

N	Risk	Likelihood	Impact	Project response and mitigation
1.	Security and access risks across geographically distributed municipalities. Libya's FCV context - political fragmentation between the Government of National Unity and the Government of National Stability, the presence of armed groups, contested territorial control in parts of the south and centre, and intermittent disruption of road and air access	<i>High</i>	<i>High</i>	The project applies a phased entry model in which the 8–10 Tier 1 municipalities activated in Year 1–2 are selected partly on the basis of stable security access, with Tier 2 municipalities phased in across Years 2–3 as conditions allow. UNDP's Department of Safety and Security (UNDSS) Security Risk Management protocols apply throughout, with municipality-level security clearance required before each mission. The

	- may restrict project staff and partner access to specific municipalities and constrain implementation in conflict-affected localities.			project's reliance on local actors - CSOs, cooperatives, municipal staff, ICLEI Africa partner networks - reduces dependence on international staff travel. ICLEI Africa's regional presence and UNDP Libya's existing field operations infrastructure provide the access architecture. The Joint Coordination Protocol with GIZ-CASEP includes shared security risk monitoring. The risk register is reviewed quarterly with security-related flags triggering immediate review of municipal activation sequencing.
2.	Political volatility, governance fragmentation, and risks to government counterpart engagement. Libya's parallel governance structures, the unresolved political process under UNSMIL's Roadmap, and the possibility of changes in ministerial leadership during the project's four-year period may disrupt project counterpart relationships, delay formal endorsements, or affect the operational status of the National Designated Authority.	<i>Medium</i>	<i>High</i>	The project's institutional anchoring in the Ministry of Environment as National Designated Authority is reinforced by parallel anchoring in the Environment Protection Fund (financing steward), the National Climate Change Committee, and direct municipal-level partnerships, ensuring that no single political dependency can stall delivery. The project deliberately works at municipal level - where governance has shown greater continuity than at central level - and through technical institutions whose mandates have proven durable across political cycles. The project's design includes flexible scheduling of national-level deliverables (e.g., the National LCAP Standard validation) to absorb central-level delays without affecting sub-national implementation. UNDP Libya's existing relationships across both governance architectures provide implementation continuity.
3.	Government funding and co-financing risks. Sustainability of the project's results - particularly the integration of LCAP priorities into municipal budgets from Year 3 onwards and the long-term financing of LCAPs through the Environment Protection Fund - depends on government allocations that are subject to fiscal volatility, oil-price exposure, and political prioritisation decisions outside the project's control.	<i>Medium</i>	<i>Medium</i>	The project does not depend on government cash co-financing during implementation. Sustainability commitments to be formalised through Memoranda of Cooperation by Year 3 explicitly include municipal budget integration and Environment Protection Fund financing readiness, but the project is designed so that core results are achieved within the four-year Adaptation Fund grant. The project diversifies the post-project financing pathways (municipal budgets, Environment Protection Fund, GCF and bilateral donors, private sector partnerships) so that no single financing source is critical to sustainability. The Environment Protection Fund readiness work under Component 2 includes the development of multiple financing pathways for the Fund itself, reducing dependence on any one source.

4.	Grant management and disbursement risks across 100 community-level grants. The competitive grants facility - disbursing up to 100 community-level grants of an average USD 25,000 across 20 municipalities - carries elevated risks of disbursement delays, fiduciary irregularities, capacity gaps among grantee organisations, and potential elite capture or conflict of interest at municipal level.	<i>Medium</i>	<i>High</i>	The grants facility applies milestone-based disbursement with independently verified completion required before final tranche release. Proportionate, grant-tier-appropriate due diligence is applied at proposal evaluation stage, with the smallest community-based grants benefiting from simplified screening complemented by enhanced supervision. Anti-elite-capture safeguards include municipality-led nomination processes for platform members, time-bound platform memberships with rotation every 12 months, gender quotas on selection panels, transparent eligibility and scoring criteria published in Arabic and minority languages, periodic platform-composition audits by the PMU, and the project's grievance redress mechanism accessible through municipalities, CSOs and digital channels. ICLEI Africa's experience administering municipality-level competitive grant facilities in fragile and emerging governance contexts informs the appraisal architecture. The risk register tracks grant disbursement progress quarterly.
5.	Partner capacity risks at Executing Entity, Responsible Party, and grantee levels. Libya's institutional landscape - characterised by years of political fragmentation, fiscal stress, and limited prior climate finance experience - means that prospective Executing Entities, Responsible Parties, and grantee organisations may have variable financial management, procurement, and programmatic delivery capacity.	<i>Medium</i>	<i>Medium</i>	Capacity assessments are conducted at full proposal stage for all named Executing Entities (UNDP Libya, ICLEI Africa, Environment Protection Fund) and prospective Responsible Parties using UNDP's standard instruments - HACT micro-assessment, Partner Capacity Assessment Tool (PCAT) - with capacity gaps addressed through targeted capacity-building plans embedded in Component 2. Grantee organisations undergo proportionate due diligence at the proposal evaluation stage. Component 2 itself is in significant part designed to strengthen partner and platform capacity as a deliberate institutional legacy, ensuring that capacity strengthening is not merely a risk mitigation measure but a core project outcome.
6.	Procurement, operational and reputational risks, including from prior UNDP Libya OAI/audit observations. UNDP Libya's previous Office of Audit and Investigations (OAI) reviews and procurement audit observations identified specific operational risks relevant to project implementation in this context. The project must apply	<i>Low</i>	<i>Medium</i>	The project incorporates the lessons of previous UNDP Libya OAI and procurement audit observations through: detailed procurement planning to mitigate implementation delays, with all major procurement actions front-loaded into Year 1 work plans; use of UNDP global Long-Term Agreements (LTAs) for equipment procurement where applicable; private sector engagement structured through UNDP procurement procedures rather

	the lessons of those reviews.			than Responsible Party Agreements; quarterly procurement progress monitoring; standard UNDP audit and oversight protocols throughout the four-year period. Delegation of authority arrangements with UNDP Regional Bureau for Arab States are followed for any refurbishment or construction-related actions exceeding country-office thresholds.
7.	Climate hazard risks during implementation. The project operates in an environment of accelerating climate hazards - heatwaves, dust storms, flash flooding, drought - that may directly affect project staff, partners and grantee operations during the implementation period.	<i>Medium</i>	<i>Low</i>	Component 3 grants include design provisions for community-level early warning and risk communication where relevant to local hazard profiles. UNDP Libya's existing emergency preparedness protocols apply to project staff and operations. The project's tiered, phased municipality activation provides flexibility to adjust implementation sequencing in response to climate-driven disruptions.

Checklist of environmental and social principles	No further assessment required for compliance	Potential impacts and risks – further assessment and management required for compliance
<i>Compliance with the Law</i>		Risk - Potential non-compliance with evolving post-conflict national regulations and local administrative laws. Project approach – The Project will collaborate closely with relevant Libyan ministries, municipal councils, and local legal institutions to ensure that all project-supported interventions, including community grants and planning mechanisms, are consistent with Libyan legislation and international treaty obligations. A compliance assurance mechanism will be integrated into the grant screening and approval process. Legal capacity will be supported within the PMU to monitor and interpret any shifts in regulatory frameworks across the four-year implementation period. Mitigation measures: • comprehensive legal review during full proposal development; • legal due diligence for sub-project eligibility; • advisory support from national legal consultants during implementation;

		• quarterly compliance reporting; • formal coordination protocol with Municipalities and Ministry of Environment;
<i>Access and Equity</i>		<u>Risk</u> - Disparities in grant access across municipalities due to institutional fragmentation, political instability, and weak communication channels, resulting in potential exclusion of marginalized municipalities. <u>Project approach</u> – The Project will establish clear, inclusive eligibility criteria for the community-based grant window, communicated through multi-channel outreach including radio, flyers, municipal meetings, and CSO briefings. The project will require gender and inclusion indicators as part of project scoring criteria and mandate municipality-level dissemination sessions led by the PMU and local civil society. <u>Mitigation measures:</u> • mandatory municipality-level awareness-raising campaigns in all 20 target municipalities; • transparent call-for-proposals procedures in Arabic and minority languages; • documentation of outreach and inclusion indicators in quarterly reports; • regular audit of grant selection equity by M&E unit; integration of inclusion performance in annual reviews;
<i>Marginalized and Vulnerable Groups</i>		<u>Risk</u> - Specific needs of IDPs, returnees, ethnic minorities, and persons with disabilities may not be sufficiently addressed by municipality-level interventions or planning processes. <u>Project approach</u> – The project will map vulnerable populations within each municipality, through consultations with humanitarian actors and municipal social affairs departments. Each Municipality Adaptation Plan will require a vulnerability inclusion analysis. Project support to CSOs and community facilitators will prioritize organizations representing vulnerable groups. <u>Mitigation measures:</u> • vulnerability disaggregation in beneficiary targeting; • quota of at least 25% of small

		grants allocated to projects led by or directly benefiting vulnerable groups; - tailored community mobilization through mobile teams; - regular qualitative monitoring of vulnerable group engagement;
<i>Human Rights</i>		Risk - Risks of exclusion, elite capture, or misaligned power dynamics may undermine participatory rights of affected groups. Project approach – The project will uphold human rights principles in community engagement, benefit sharing, and governance arrangements, particularly ensuring the participation of affected populations in planning, delivery, and monitoring. FPIC will be adapted for non-indigenous vulnerable groups. Mitigation measures: - human rights sensitization sessions for local authorities and implementing partners; - anonymous complaint channels in each municipality; - integration of human rights risk screening in grant proposal evaluation; - engagement with NHRI and local legal aid organizations;
<i>Gender Equality and Women's Empowerment</i>		Risk - Gender norms, mobility restrictions, and underrepresentation may limit women's access to grants and decision-making structures. Project approach – The project will mainstream gender in all activities, from training design to budget allocations. Each Municipality Adaptation Plan and community grant proposal will be reviewed for gender-responsive measures. Gender Focal Points will be designated in each municipality. Mitigation measures: - municipality-level gender assessments; - targeted training for women leaders and entrepreneurs; - mandatory gender indicators in grant results frameworks; 30% female participation in all decision-making committees; - gender audits of all project components during MTR and final evaluation;

Core Labour Rights		Risk - Informal hiring or lack of adherence to labour rights may occur during community grant implementation or contracted works. Project approach – All implementing partners and grantees will be contractually required to comply with national labour law and ILO standards. PMU will screen sub-project budgets and ToRs for alignment. Mitigation measures: • inclusion of labour rights clauses in all grant agreements; • training for grantees on occupational health and safety; • field inspections during project implementation; • confidential labour grievance process managed by third-party verifier;
Indigenous Peoples	YES <i>Potential Impacts and Risks</i>	Risk - While Libya is not generally classified as having Indigenous Peoples in the strictest international legal sense, distinct ethnic minority communities with traditional cultural systems and distinct linguistic identities are present in parts of the project's potential geographic footprint, and the AF ESP Principle 7 screening commitment must be applied where the AF's functional criteria are potentially met. Communities present in potential project areas: Amazigh communities in the Nafusah Mountains and western Libya; Tuareg communities in the Fezzan region (including Murzuq and Ghat); Tebu communities in the southeastern desert (including Kufra). These communities have distinct cultural identities, traditional territorial relationships and face documented marginalisation. Project approach - Whether AF ESP Principle 7 applies in full will be determined through site-specific assessment once priority municipalities and Component 3 grant locations are confirmed. Mitigation measures: (i) desk review of community presence and characteristics in each priority municipality during full proposal preparation, drawing on UNHCR, IOM, and civil society sources; (ii) direct consultation with community representatives where any potentially affected communities are identified, in relevant local languages or dialects;

		(iii) anthropological and legal review of the application of AF ESP Principle 7 criteria; (iv) where Amazigh, Tuareg, Tebu or other distinct minority communities are confirmed to be present in priority areas, the ESMP and Stakeholder Engagement Plan will include culturally appropriate engagement, community representative involvement in site-level consultations, specific benefit-sharing arrangements, and grievance access mechanisms - consistent with AF ESP requirements and the principle of free, prior, and informed consent where applicable.
<i>Involuntary Resettlement</i>	N/A <i>(for the case of small-scale community grants)</i>	-
<i>Protection of Natural Habitats</i>		Risk - Projects may be proposed in ecologically sensitive zones such as wadis, wetlands, or coastal dunes without adequate environmental due diligence. Project approach – PMU will establish an exclusion list and require environmental screening for all grants. Technical review panels will include environmental specialists. Mitigation measures: • exclusion of activities in protected or sensitive habitats; • GIS-based screening tool; • consultation with Ministry of Environment before approval; • local environmental education campaigns.
<i>Conservation of Biological Diversity</i>		Risk - Small infrastructure or agro-based projects may reduce local biodiversity or introduce invasive species. Project approach – Ecosystem-based adaptation (EbA) principles will be promoted. Technical support will be provided to design biodiversity-positive interventions. Mitigation measures: • mandatory biodiversity impact questions in grant templates; • awareness-raising with farmers and cooperatives; • midline and endline ecological impact reviews; • guidance on native species use;
<i>Climate Change</i>	N/A <i>(all interventions are designed to address current and</i>	-

	<i>projected climate risks. No risk of increased GHG emissions or maladaptation)</i>	
<i>Pollution Prevention and Resource Efficiency</i>		<u>Risk</u> - Improper waste management or overuse of scarce water in community projects. <u>Project approach</u> – Grant approval will be contingent on demonstrating pollution control and efficient use of resources. <u>Mitigation measures:</u> • water and energy efficiency minimum standards in technical guidance; • budget limits on consumables; • training in safe storage/disposal of materials; • monitoring of high-risk projects;
<i>Public Health</i>		<u>Risk</u> - Poor design or siting of WASH, irrigation or shelter projects may increase public health risks. <u>Project approach</u> – Health impact considerations will be built into environmental and social screening for each grant. <u>Mitigation measures:</u> • design review by public health advisors; • hygiene education campaigns; • integration with municipal health officers in grant oversight;
<i>Physical and Cultural Heritage</i>		<u>Risk</u> - Construction or excavation activities under grants could affect heritage sites or undocumented ruins. <u>Project approach</u> – Local knowledge and Ministry of Culture input will be used to pre-screen for heritage sites. <u>Mitigation measures:</u> • "chance find" protocols in all construction grants; mapping of known heritage zones; • training of community facilitators in heritage protection;
<i>Lands and Soil Conservation</i>		<u>Risk</u> - Overuse, erosion or degradation of fragile soils in arid and semi-arid areas due to poor project design. <u>Project approach</u> – Priority given to projects that promote sustainable land and water management, including drought-resilient practices. <u>Mitigation measures:</u> • promotion of low-tillage and mulching practices; • reforestation eligibility criteria;

		agronomic training on soil health; • erosion prevention structures in grant design munials;
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Safeguards Architecture and Pre-Commitments for Full Proposal Stage

The project applies a dual safeguards architecture aligned with both the Adaptation Fund Environmental and Social Policy (AF ESP) and UNDP's Social and Environmental Standards (UNDP SES), with each safeguards instrument named here, anchored to its lifecycle trigger point, and pre-committed as a deliverable for full proposal development.

Preliminary risk categorisation. Based on the screening above and the project's design - which combines policy and capacity strengthening with downstream community-level concrete adaptation grants of an average USD 25,000 - the project is preliminarily categorised as **AF ESP Category B (moderate risk)** and as **UNDP SES Moderate Risk**, with risks that are site-specific, generally reversible, manageable through standard mitigation measures, and not expected to be unprecedented or to extend beyond grant footprints. The preliminary categorisation will be confirmed during full proposal development, with sub-project-level categorisation applied to each Component 3 grant at proposal evaluation stage.

Full ESP and UNDP SES screening at full proposal stage. A complete AF ESP screening across the 15 environmental and social principles, conducted in parallel with UNDP's Social and Environmental Screening Procedure (SESP), will be completed during full proposal development. Both screenings will be informed by the participatory municipal vulnerability assessments under Component 1 and by direct consultation with potentially affected groups in priority municipalities, including women, youth, persons with disabilities, internally displaced persons, and ethnic minority communities present in Fezzan and Nafusah Mountains.

Environmental and Social Management Framework (ESMF). Given that specific Component 3 sub-project sites and activities are not known at concept stage and will be defined through municipality-level competitive calls during implementation, the project will develop an **Environmental and Social Management Framework (ESMF)** as part of full proposal development. The ESMF will provide: (i) sub-project screening criteria aligned with the AF ESP 15 principles and UNDP SES; (ii) an exclusion list (no resettlement-triggering activities, no ecosystem conversion, no activities in protected or ecologically sensitive zones, no activities involving involuntary labour); (iii) sub-project risk categorisation protocols; (iv) standard ESMP templates for moderate-risk sub-projects; (v) chance-find and heritage protection protocols; (vi) grievance mechanism procedures applicable at sub-project level. The ESMF will be the operational safeguards instrument for the community grants facility throughout implementation.

Stakeholder Engagement Plan (SEP). A dedicated **Stakeholder Engagement Plan (SEP)** will be developed at full proposal stage, informed by the consultations conducted during concept and full proposal development phases and aligned with both AF ESP requirements and UNDP SES Standard 6 (Stakeholder Engagement and Disclosure). The SEP will define stakeholder identification and analysis, engagement modalities and frequency, disclosure procedures (in Arabic and minority languages where relevant), the project-level grievance redress mechanism (including the municipality-level platforms-linked grievance channels referenced under "Access and Equity" in the ESP screening above), and accountability commitments. The SEP will be a living document updated annually based on stakeholder feedback.

Gender Action Plan (GAP). A dedicated **Gender Action Plan (GAP)**, aligned with the Adaptation Fund Gender Policy and UNDP SES Standard 5 (Gender Equality and Women's Empowerment), will be developed at full proposal stage, building on a gender analysis to be undertaken during full proposal preparation. The GAP will define gender-responsive targets across all components, gender-disaggregated indicators in the project results framework, the project's gender-balanced governance and decision-making arrangements (including the 30 per cent female participation requirement on all decision-making committees and the 60 per cent female direct beneficiary target), targeted measures to overcome gender-specific barriers to participation in Libya's context (including mobility restrictions, social norms, and access to information), and gender focal point arrangements at municipal and national levels.

Engagement of UNDP Libya Social and Environmental Safeguards focal point. The UNDP Libya Country Office Social and Environmental Safeguards (SIS) focal point will be engaged throughout all phases of safeguards work - supporting the SESP screening, the ESMF, the SEP and the GAP development at full proposal stage, providing implementation oversight during the four-year delivery period, and reviewing sub-project ESMPs prior to grant approval. SIS focal point engagement is reflected in the project's implementation arrangements and in the budget allocation for safeguards oversight.

Together, these instruments - ESMF, SEP, GAP, sub-project ESMPs - constitute a complete safeguards architecture aligned with both AF and UNDP requirements. All instruments will be disclosed publicly in line with AF ESP and UNDP SES disclosure requirements before relevant project activities commence.

PART IV: ENDORSEMENT BY GOVERNMENT AND CERTIFICATION BY THE IMPLEMENTING ENTITY

A. Record of endorsement on behalf of the governmentⁱ

Provide the name and position of the government official and indicate date of endorsement. If this is a regional project/programme, list the endorsing officials all the participating countries. The endorsement letter(s) should be attached as an annex to the project/programme proposal. Please attach the endorsement letter(s) with this template; add as many participating governments if a regional project/programme:

Eng. Ahmed Abdulqader Alsoudani Senior Officer Ministry of Environment Libya Tel: + 218 9133 98 900 Email: ahalarabi@environment.gov.ly	Date: (August, 8th, 2025)
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B. Implementing Entity certification

Provide the name and signature of the Implementing Entity Coordinator and the date of signature. Provide also the project/programme contact person's name, telephone number and email address.

I certify that this proposal has been prepared in accordance with guidelines provided by the Adaptation Fund Board, and prevailing National Adaptation Plan and subject to the approval by the Adaptation Fund Board, commit to implementing the project/programme in compliance with the Environmental and Social Policy and the Gender Policy of the Adaptation Fund and on the understanding that the Implementing Entity will be fully (legally and financially) responsible for the implementation of this project/programme.

Name & Signature

Implementing Entity Coordinator

Date: <i>(Month, Day, Year)</i>	Tel. and email:
Project Contact Person:	
Tel. And Email:	

ⁱ Each Party shall designate and communicate to the secretariat the authority that will endorse on behalf of the national government the projects and programmes proposed by the implementing entities.

وزارة البيئة
Ministry of Environment



دولة ليبيا
State of Libya
حكومة الوحدة الوطنية
Government of National Unity

التاريخ: / / 14 هـ
الموافق: / / 20 م

الرقم الإشاري:
رقم الملف:

Letter of Endorsement by Government

8th of August 2025

To: The Adaptation Fund Board
c/o Adaptation Fund Board Secretariat
Email: Secretariat@Adaptation-Fund.org
Fax: 202 522 3240/5

Subject: Endorsement for "Municipalities of Change: Empowering Local Communities to Build Climate Resilience in Libya" Project.

In my capacity as designated authority for the Adaptation Fund in Libya, I confirm that the above national project proposal is in accordance with the government's national priorities in implementing adaptation activities to reduce adverse impacts of, and risks, posed by climate change in Libya.

Accordingly, I am pleased to endorse the above project proposal with support from the Adaptation Fund. If approved, the project will be implemented by United Nations Development Programme and executed by The Environment Protection Fund.

Sincerely,

Eng. Ahmed Abdulqader Alsoudani
Senior Officer
Ministry of Environment
Libya

Tel: + 218 9133 98 900
Email: ahalatabl@environment.gov.ly



Project Formulation Grant (PFG)

Submission Date: xx August 2026

Adaptation Fund Project ID: N/A

Countries: State of Libya

Title of Project/Programme: Municipalities of Change: Empowering Local Communities to Build Climate Resilience

Type of IE: Multilateral Implementing Entity

Implementing Entity: United Nations Development Programme Libya

Executing Entities: United Nations Development Programme Libya, lead Executing Entity
ICLEI Africa, technical Executing Entity

A. Project Preparation Timeframe

Start date of PFG	1 st November 2026
Completion date of PFG	1 st February 2027

B. Proposed Project Preparation Activities (\$)

List of Proposed Project Preparation Activities	Output of the PFG Activities	US\$ Amount	Budget note
1. Development of Full Funding Proposal (FFP)	AF-compliant Full Funding Proposal package; completed climate rationale, cost-effectiveness analysis, results framework, baselines, targets and theory of change.	19,800	- International proposal technical lead (25 days × USD 600/day = USD 15,000); - International Results Framework/M&E specialist (5 days × USD 600/day = USD 3,000); - International quality-assurance reviewer (3 days × USD 600/day = USD 1,800);
2. Design of Sub-granting Manual, Templates and Grant Operations Architecture	Approved sub-granting operations manual and ready-to-use proposal, scoring, M&E, reporting and grant-management templates.	12,903	- National legal/institutional specialist (23 days × USD 300/day = USD 6,900); - Consultation support (USD 1,400); - Editorial and translation support (USD 4,603);
3. Environmental and Social Safeguards: full AF ESP/SESP screening and ESMF	Completed AF ESP and UNDP SESP screening package and final ESMF.	16,590	- International safeguards technical lead (16 days × USD 600/day = USD 9,600); - National E&S specialist (14 days × USD 250/day = USD 3,500); - Validation support / MoE meetings (USD 3,490);
4. Ethnic-minority (AF ESP Principle 7) site-specific assessment	Site-specific Principle 7 assessment and culturally appropriate recommendations.	7,373	- National social/anthropological specialist (14 days × USD 300/day = USD 4,200); - Consultation support (USD 3,173);
5. Gender Assessment and Gender Action Plan	Completed gender assessment and final Gender Action Plan.	9,217	- National gender specialist (18 days × USD 300/day = USD 5,400); - Consultations / FGDs (USD 1,900); - Translation and printing (USD 1,917);
6. Stakeholder Engagement Plan and institutional coordination mapping	Final SEP, stakeholder map and Joint Coordination Protocol with GIZ-CASEP.	9,217	- SEP specialist (18 days × USD 300/day = USD 5,400); - Consultation support (USD 1,900); - Coordination/disclosure support (USD 1,917);

List of Proposed Project Preparation Activities	Output of the PFG Activities	US\$ Amount	Budget note
7. Capacity assessment of Executing Entities and prospective Responsible Parties	Completed HACT micro-assessment/PCAT reports and capacity-building plan.	8,295	- National institutional-capacity specialist (18 days × USD 300/day = USD 5,400); - Field verification, logistics and DSA (USD 2,895);
8. Vulnerability mapping and municipality prioritization	Final vulnerability maps and evidence-based prioritization of 20 municipalities.	24,439	- National GIS specialist (34 days × USD 500/day = USD 17,000); - Satellite imagery and spatial-data licences (USD 3,276); - Mapping validation support (USD 2,800); - Printing maps and prioritization materials (USD 1,363);
9. Scoping of priority sectors and subsectors for local adaptation investment	Final sector-scoping report identifying priority sectors and thematic entry points.	20,277	- Two national sector specialists (2 × 18 days × USD 300/day = USD 10,800); - Community / SME survey (USD 4,700); - Validation support (USD 2,800); - Editorial, layout and translation support (USD 1,977);
10. National validation and high-level engagement events	Validated Full Funding Proposal and documented validation record.	6,452	Validation event covering venue, facilitation, interpretation, refreshments, materials and related logistical support (USD 6,452).
11. Translation and layout of Final Proposal and Annexes	Submission-ready bilingual AF proposal package.	3,686	- Professional technical translation and terminology-review services (USD 2,300); - Professional layout and formatting services (USD 1,386);
Project Preparation Activities	Subtotal	138,249	
Implementing Entity Fee (8.5%)	8.5% of Project Preparation Activities	11,751	

List of Proposed Project Preparation Activities	Output of the PFG Activities	US\$ Amount	Budget note
Total Project Formulation Grant	Grand Total	150,000	

Description of PFG activities:

The requested Project Formulation Grant will support an efficient, sequenced and quality-assured preparation process for converting the approved Concept Note into a technically complete, institutionally feasible and implementation-ready Full Funding Proposal. Existing information, Concept Note analysis and ongoing partner work will be reused where available, while targeted specialist inputs will generate evidence that moves through a single integrated preparation chain: the municipal implementation model informs the sub-granting mechanism; stakeholder engagement informs safeguards, gender and inclusion work; capacity assessment informs implementation arrangements; vulnerability prioritization informs LCAPs and sector scoping; and validation integrates all outputs before submission. The activities below are structured as coordinated assessments rather than stand-alone assignments, reducing duplication across evidence collection, consultations and annexes, strengthening value for money, and ensuring that the final proposal demonstrates Locally Led Adaptation, nationally led implementation, municipal leadership, community ownership, subsidiarity, fiduciary readiness, accountability, adaptive management and institutional sustainability.

1. **Development of the Full Funding Proposal (FFP)** - preparation of the Full Funding Proposal is the central integrating activity for the PFG, because the approved Concept Note must be converted into an AF-ready proposal with a coherent narrative, Results Framework, Theory of Change, implementation arrangements, budget and mandatory annexes. It will be undertaken through document review, evidence synthesis, technical drafting and iterative quality assurance across all proposal sections. It will integrate the analytical findings, institutional inputs and implementation evidence generated by the Sub-granting Manual, safeguards, gender, stakeholder engagement, capacity assessment, municipality prioritization, sector scoping and validation activities into the proposal narrative, Results Framework, governance arrangements, implementation plan, risk section, budget justification and annex package. This integrated approach will strengthen the technical quality of the submission and demonstrate institutional, fiduciary, safeguard and operational readiness in one AF-reviewable package.
2. **Design of Sub-granting Manual, Templates and Grant Operations Architecture** - the approved Concept Note's community grant architecture must be translated into an operational system that enables locally led decision making and municipal oversight. This activity will draw on the Full Funding Proposal design and will be undertaken through document review, institutional consultations and technical drafting of grant procedures and templates. The Sub-granting Manual will generate implementation inputs on transparent grant governance, eligibility, appraisal, proportionate fiduciary controls, milestone-based disbursement, monitoring, reporting, grievance handling, community accountability and municipal oversight. These inputs will shape the proposal's implementation arrangements, fiduciary-risk mitigation measures, grant-facility description, monitoring arrangements and relevant annexes. This will enable transparent, accountable and efficient launch of the community grant mechanism at project start.
3. **Environmental and Social Safeguards: full AF ESP/SESP screening and Environmental and Social Management Framework** - once the grant architecture is defined, the project must be assessed against all AF ESP principles in parallel with UNDP's SESP so that safeguard work is not duplicated. The activity will be undertaken through safeguards document review, coordinated consultations and preparation of proportionate screening and management procedures. Shared evidence from stakeholder, gender and ethnic-minority work, together with sub-granting procedures, will confirm risk categorisation and generate safeguard findings for community sub-projects whose locations and investments will be identified during implementation. The ESMF will provide the basis for the proposal's safeguard section, risk management approach, sub-project

screening annexes, monitoring arrangements and implementation responsibilities, including municipal screening roles. This will reduce downstream safeguard risk and ensure that community grants can proceed under clear, proportionate and accountable screening procedures.

4. **Ethnic-minority (AF ESP Principle 7) site-specific assessment** - this targeted assessment will determine, without presumption, whether AF ESP Principle 7 applies in candidate municipalities and future grant areas. Safeguards and stakeholder engagement work will provide the starting point, while desk review, locally appropriate consultations, institutional interviews and anthropological/legal analysis will generate site-specific evidence for Amazigh, Tuareg and Tebu communities. Stakeholder mapping will be reused and consultations coordinated with the SEP, ESMF and gender work where relevant. Findings will inform the ESP compliance narrative, stakeholder engagement approach, consultation methodology, benefit-sharing measures and any FPIC-related implementation commitments where applicable. This will strengthen culturally appropriate community participation and reduce social exclusion risks during implementation.
5. **Gender Assessment and Gender Action Plan** - the locally led model requires gender analysis that identifies differentiated vulnerabilities, barriers to participation and expected benefits. Stakeholder mapping, safeguard evidence and shared municipal consultations will provide the starting evidence base, complemented by focus group discussions, municipal engagement and synthesis of sex-disaggregated data. The assessment will use common consultation channels where appropriate and fill only priority gender data gaps. The Gender Action Plan will underpin the gender section, Results Framework indicators, monitoring arrangements, governance provisions, sub-grant eligibility and institutional responsibilities. This will embed gender accountability in project delivery and support equitable participation in municipal adaptation planning and locally led implementation.
6. **Stakeholder Engagement Plan and institutional coordination mapping** - a multi-level LLA project requires a clear consultation, disclosure and coordination architecture. Safeguards, gender and social inclusion outputs will be integrated through systematic stakeholder mapping, institutional interviews, municipal engagement and coordination discussions with development partners. The activity will generate institutional findings on roles, mandates, coordination gaps and engagement needs, while establishing shared engagement channels for municipality prioritization, capacity assessment, sector scoping and national validation. These findings will be reflected in the stakeholder engagement section, governance arrangements, implementation roles, disclosure approach, grievance mechanism and coordination annexes. This will strengthen municipal leadership, national-local coordination, accountability and long-term institutional ownership of the LLA approach.
7. **Capacity assessment of Executing Entities and prospective Responsible Parties** - institutional arrangements and operational requirements from the Sub-granting Manual and ESMF provide the basis for testing whether the proposed Executing Entities and prospective Responsible Parties are ready to deliver the LLA model. HACT micro-assessment, PCAT review, institutional interviews and document verification will examine fiduciary, operational, safeguard, gender, monitoring, reporting, grant-management and risk-management capacity. Coordinated institutional consultations and existing partner information will be used where available to avoid separate reviews for safeguards, grants and implementation arrangements. The resulting capacity findings will inform implementation arrangements, the capacity development plan, Component 2 design, assurance measures, risk mitigation provisions and partner-management responsibilities. This will ensure that institutional roles are supported by realistic capacity measures, accountable delivery arrangements and credible implementation controls.

8. **Vulnerability mapping and municipality prioritization** - municipality prioritization will serve as a transparent governance and decision-making process, supported by technical evidence. Capacity assessment findings, safeguard considerations and stakeholder engagement will inform spatial analysis, review of existing datasets, vulnerability scoring and municipal validation. Vulnerability mapping will provide the evidence base, while the prioritization methodology will combine climate vulnerability, institutional readiness, community needs, municipal ownership, equitable geographic representation and consistency with national adaptation priorities. The findings will establish the basis for the municipality-selection rationale, climate rationale, beneficiary methodology, Results Framework baselines, LCAP preparation approach and prioritization annexes. This will support transparent allocation of project resources and strengthen the credibility of locally led municipal adaptation planning.
9. **Scoping of priority sectors and subsectors for local adaptation investment** - sector scoping will translate municipality prioritization evidence into strategic investment areas for LCAP preparation and future community investment prioritization. Desktop review, municipal consultations, sector analysis and evidence synthesis will draw on vulnerability evidence, municipal priorities and safeguard considerations, avoiding a separate sector-diagnostic process. The results will align municipal priorities with national adaptation objectives and support the investment rationale, LCAP framework, grant eligibility criteria, Results Framework targets, cost-effectiveness analysis and value-for-money justification. This will support future implementation while preserving subsidiarity and locally led decision-making over specific interventions.
10. **National validation and high-level engagement events** - national validation will bring together the outputs of all preceding activities to confirm the Full Funding Proposal, ESMF, Stakeholder Engagement Plan, Gender Action Plan, Sub-granting Manual, municipality-prioritization methodology, sector scoping, institutional roles and risk mitigation measures before submission. Collaborative validation workshops and high-level engagement will be supported by systematic feedback consolidation. Comments and recommendations will be documented, technical comments reviewed by the project preparation team, agreed revisions integrated into the proposal package, and unresolved issues recorded with appropriate justification where necessary. The validation record will feed into the consultation summary, stakeholder engagement annex, institutional ownership narrative, risk-response section and final revision log. This quality-assured process will strengthen transparency, institutional ownership and final submission readiness.
11. **Translation and layout of Final Proposal and Annexes** - following national validation, translation and professional layout will finalize a quality-assured bilingual submission package that integrates the outputs of all previous activities and meets AF requirements. It will be undertaken through technical translation, terminology harmonization, editorial review, professional formatting and final technical quality assurance. A single consistency review will verify alignment between the proposal narrative, budget, annexes, safeguards and supporting documentation, while the formatting review will confirm compliance with Adaptation Fund submission requirements. This will produce a submission-ready package requiring no further substantive revisions before UNDP and Adaptation Fund review.

C. Implementing Entity

This request has been prepared in accordance with the Adaptation Fund Board's procedures and meets the Adaptation Fund's criteria for project identification and formulation.

Implementing Entity Coordinator, IE Name	Signature	Date (Month, day, year)	Project Contact Person	Telephone	Email Address
Nancy Bennet		09 August 2026	Ahmad Afaneh		Ahmad.afaneh@undp.org

PFG TOTAL BUDGET WORK PLAN

For Adaptation Funded projects

PROJECT TITLE: Municipalities of Change: Empowering Local Communities to Build Climate Resilience

COUNTRY / REGION / GLOBAL: State of Libya (Country)

BRIEF DESCRIPTION

The Project Formulation Grant (PFG) is a funding mechanism provided by the Adaptation Fund (AF) to support the preparation of project proposals. It aims to develop the project concept into a full project by funding activities such as project development, stakeholder engagement, and risk management. The PFG is essential for ensuring that projects align with AF policies and are effectively implemented. All AF-specific project roles and responsibilities, including assurance and oversight functions, can be found in [the VF RACI](#).

Expected final outputs of the AF PFG:

1. UNDP-AF Project Document and all mandatory annexes (in English).
2. The AF Fully Developed Proposal and all mandatory annexes. For 3-step projects, the AF Concept Note instead; and
3. Validation Workshop report

Programme Period: 01 November 2026 – 01 February 2027	Total Required Resources: US\$ 150,000
Alignment to UNSDCF / CPD (Outcomes & Outputs): UNSDCF Strategic Priority 4: Climate Change, Environment, and Water; CPD Output 3.1: Promoting sustainable green growth and greater resilience to climate change.	Total allocated resources
Gender Marker: GEN2	AF : US\$ 150,000
	Other: US\$ 0

PFG Management Arrangements:	Direct Implementation Modality (DIM)
PFG Implementing Partner:	United Nations Development Programme Libya
Expected Management Arrangements for full project: UNDP as Multilateral Implementing Entity; UNDP Libya Country Office as lead Executing Entity; ICLEI Africa as technical Executing Entity; Environment Protection Fund as long-term financing steward of the LLA architecture; and national civil society and community-based organisations to be engaged as Responsible Parties where applicable.	

This document sets out how the Adaptation Fund Project Formulation Grant (PFG) resources will be programmed over the approved three-month preparation period to deliver the expected outputs in compliance with UNDP and Adaptation Fund requirements and support submission of the Full Funding Proposal.

This document must undergo internal technical and financial clearance together with the Concept Note before submission to the Adaptation Fund.

Following Adaptation Fund endorsement of the Concept Note, this document will be included as an annex to the PFG DOA letter issued to the Head of Office for signature. The signed DOA letter and annexes constitute the UNDP Project Initiation Plan for the PFG phase.

i. PROPOSED PROJECT FORMULATION ACTIVITIES (AS PER THE PFG TEMPLATE)

List of Proposed Project Preparation Activities	Output of the PFG Activities	US\$ Amount	Budget Note
Specific analyses in support of the proposed projects (policy analysis, data inventories and analyses, cost effectiveness, etc).	Finalized Full Funding Proposal in AF template, with results framework (baselines and targets), theory of change, cost-effectiveness analysis and climate rationale	\$ 19,800	<i>Ref. 1 - International proposal technical lead to draft the FFP narrative and integrate verified inputs from specialist workstreams (25 days × USD 600/day = USD 15,000); International Results Framework/M&E specialist to define baselines, indicators, targets and theory-of-change logic for AF review (5 days × USD 600/day = USD 3,000); International quality-assurance reviewer to check consistency across narrative, budget, annexes and AF mandatory requirements before submission (3 days × USD 600/day = USD 1,800).</i>
Consultancies and contracts to develop program and/or project options.	Sub-granting manual and grant operations architecture (eligibility, selection, fund flow, milestone-based disbursement, reporting, risk management) with standard templates	\$ 12,903	<i>Ref. 2 - National legal/institutional specialist to draft grant governance, eligibility, appraisal and fiduciary procedures for accountable sub-granting (23 days × USD 300/day = USD 6,900); consultation support to test grant procedures with municipalities, confirm feasibility and secure ownership before implementation (USD 4,000); editorial and translation support to make manuals and templates usable by national and municipal implementers (USD 4,603).</i>
Gender and Environmental and Social risk analyses and formulation of Environmental and Social Management Plan and Gender Action Plan	Full AF ESP screening (15 principles) with UNDP SESP; risk categorisation; Environmental and Social Management Framework (ESMF) with exclusion list and sub-project screening for community sub-projects	\$ 16,590	<i>Ref. 3 - International safeguards technical lead to prepare AF ESP/SESP screening and ESMF methodology for unidentified sub-projects (16 days × USD 600/day = USD 9,600); National E&S specialist to collect local evidence and adapt screening procedures to Libya's municipal context (14 days × USD 250/day = USD 3,500); validation support / MoE meetings to verify safeguard findings, agree screening roles and obtain institutional endorsement (USD 3,490).</i>
Free prior and informed consent and related consultations where appropriate to ensure compliance	AF ESP Principle 7 site-specific assessment (Amazigh, Tuareg, Tebu) in candidate	\$ 7,373	<i>Ref. 4 - National social/anthropological specialist to assess Principle 7 applicability and draft culturally appropriate recommendations</i>

with the Environmental and Social Policy.	municipalities; consultation in local languages and anthropological/legal review; inputs to ESMF and SEP		(14 days × USD 300/day = USD 4,200); consultation support, including relevant interpretation, logistics and DSA, to organize reliable community evidence in appropriate languages and locations (USD 3,173).
Gender and Environmental and Social risk analyses and formulation of Environmental and Social Management Plan and Gender Action Plan	Gender analysis report and Gender Action Plan aligned with AF Gender Policy and UNDP SES Standard 5	\$ 9,217	Ref. 5 - National gender specialist to conduct gender analysis and draft the AF-aligned Gender Action Plan (18 days × USD 300/day = USD 5,400); consultations / FGDs to validate gender barriers and benefit measures with affected groups (USD 3,000); translation and printing required to disclose gender findings and enable bilingual review by national and community stakeholders (USD 1,917).
Local consultations, and/or workshops to discuss the specific project and program ideas (including translation into local languages, preparation of background papers, etc).	Stakeholder Engagement Plan (SEP) aligned with AF ESP and UNDP SES Standard 6; stakeholder map with roles and responsibilities; Joint Coordination Protocol with GIZ-CASEP drafted	\$ 9,217	Ref. 6 - National SEP specialist to map stakeholders, define engagement channels and draft the AF/UNDP-compliant SEP (18 days × USD 300/day = USD 5,400); consultation support for CSO and municipal roundtables to validate stakeholder roles and engagement arrangements (USD 3,000); coordination/disclosure support to document consultations, manage disclosure materials and align partner inputs during preparation (USD 3,000).
Assessing the capacity of executing partners.	HACT micro-assessment / PCAT of Executing Entities (UNDP Libya, ICLEI Africa) and prospective Responsible Parties; capacity-gap findings and capacity-building plan	\$ 8,295	Ref. 7 - National institutional-capacity specialist to assess EE/RP fiduciary, operational, safeguards and grant-management readiness (18 days × USD 300/day = USD 5,400); field verification, logistics and DSA to confirm institutional capacity evidence beyond desk review (USD 2,895).
Country, region, or site-specific risk assessments, including identifying hazards, vulnerabilities, development of scenarios and determining hazard mitigation options.	Vulnerability maps and evidence base for transparent selection of the 20 priority municipalities from the national set; sectoral intervention matrix	\$ 24,439	Ref. 8 - National GIS specialist to produce vulnerability maps, prioritization evidence and municipal selection analysis (34 days × USD 500/day = USD 17,000); satellite imagery and spatial-data licences required to generate credible climate-vulnerability and exposure analysis (USD 3,276); mapping validation support for local mapping workshops to confirm spatial findings before municipality prioritization is finalized (USD 3,000); printing of maps and prioritization materials required for validation sessions, disclosure and proposal annex documentation (USD 1,363).

Specific analyses in support of the proposed projects (policy analysis, data inventories and analyses, cost effectiveness, etc).	Scoping report identifying 4–6 priority sectors and 8–12 high-risk thematic entry points for community-level adaptation finance	\$ 20,277	<i>Ref. 9 - Two national sector specialists to analyse adaptation priorities and define locally relevant investment entry points (2 consultants × 18 days each × USD 300/day = USD 10,800); community / SME survey required to evidence adaptation demand, barriers and investment priorities beyond secondary data (USD 4,700); validation support for ministry and local-authority consultations to confirm sector priorities and implementation relevance (USD 1,577); editorial, layout and translation support to make sector-scoping evidence submission-ready and nationally reviewable (USD 1,977).</i>
Local consultations, and/or workshops to discuss the specific project and program ideas (including translation into local languages, preparation of background papers, etc).	National workshop validating the full proposal and safeguards instruments; institutional buy-in secured	\$ 6,452	<i>Ref. 10 - Validation event covering venue, facilitation, interpretation, refreshments, materials and related logistical support (USD 6,452).</i>
Costs of translating documents into and out of English.	AF-compliant bilingual (EN/AR) final proposal package	\$ 3,686	<i>Ref. 11 - Professional technical translation and terminology-review services to produce accurate EN/AR proposal and annex text for national review and AF submission (USD 2,300); Professional layout and formatting services to format templates, annexes and evidence into a submission-ready bilingual package (USD 1,386).</i>
Subtotal		\$ 138,249	
Implementing Entity's Management Fee %		\$ 11,751	
Total Project Formulation Grant		\$ 150,000	

ii. PFG TOTAL BUDGET WORK PLAN (TBWP)

Quantum Output	Quantum Activity	Quantum Responsible Party (UNDP, IP, or RP)	Quantum Fund ID	Quantum Donor ID	Quantum Budgetary Account Code	Quantum Budget Account Description	Total (USD)	Budget Notes Reference Number
Project formulation grant to finalize the Adaptation Fund project document for project Municipalities of Change: Empowering Local Communities to Build Climate Resilience	Project Preparation Activity	UNDP	62040	0011602	71200	International Consultants	\$ 29,400	1, 3
					71300	Local Consultants	\$ 58,600	2, 3, 4, 5, 6, 7, 8, 9
					71600	Travel	\$ 6,068	4, 7
					72100	Contractual Services-Companies	\$ 7,976	8, 9
					74200	Audio Visual & Print Prod Cost	\$ 13,546	2, 5, 8, 9, 11
					75700	Training, Workshops and Confer	\$ 22,659	2, 3, 5, 6, 8, 9, 10
		Total UNDP						\$ 138,249
	Total PFG (excl. fees)							\$ 138,249

Addressing gender and structural inequality

The project applies the **Adaptation Fund's Environmental and Social Policy and Gender Policy** through both safeguards and proactive inclusion measures:

- **Gender-responsive planning and budgeting:** Each LCAP will be developed through **inclusive consultations**, with **at least 30% female participation targets** on decision-making committees (and a 60% female direct-beneficiary target) in risk assessments, platform membership, and project leadership roles. Municipality-level training modules will address **gender in adaptation** to ensure municipal staff and local CSOs integrate equity considerations.
- **Targeted outreach to vulnerable groups:** The project explicitly targets **displaced persons, persons with disabilities, and marginalized ethnic groups** (particularly in the south and peri-urban slums) by (a) customizing engagement approaches to reduce barriers to participation, (b) ensuring universal eligibility in microgrant access, and (c) embedding accessibility criteria in all project appraisals.
- **Avoiding and mitigating adverse impacts:** The project applies a dual safeguards architecture combining the Adaptation Fund Environmental and Social Policy (AF ESP) and UNDP's Social and Environmental Standards (UNDP SES). At full proposal stage, the project will undergo full AF ESP screening across the 15 principles in parallel with UNDP's Social and Environmental Screening Procedure (SESP), and will develop an Environmental and Social Management Framework (ESMF), a Stakeholder Engagement Plan (SEP), and a Gender Action Plan (GAP) as the operational safeguards instruments for implementation. The complete safeguards architecture - including the project's preliminary risk categorisation, lifecycle trigger points for each instrument, and engagement of the UNDP Libya SIS focal point - is set out in detail in Section II.K of this Concept Note. No activities will be funded that involve resettlement, ecosystem conversion, involuntary labour, or activities in protected or ecologically sensitive zones, as enforced through the ESMF exclusion list.

The project builds on a structured and inclusive consultative process led by **UNDP Libya in close coordination with the Ministry of Environment**, in full compliance with the **Environmental and Social Policy** and the **Gender Policy** of the Adaptation Fund.

- **1. National workshop on Locally-Led Adaptation (LLA) - May 2024**
UNDP and the Ministry of Environment co-organized a national workshop dedicated to exploring operational pathways for Locally-Led Adaptation in Libya. The event brought together representatives from **20 municipalities**, including women and youth leaders, and highlighted key local climate vulnerabilities, gendered impacts, and governance gaps. Participants emphasized the need for devolved adaptation financing, local ownership, and inclusive planning. Outcomes from this workshop directly informed the project's emphasis on small grant mechanisms, capacity development of local actors, and ecosystem-based interventions.
- **2. Bilateral technical consultations with the Ministry of Environment - March to July 2024**
Throughout the project design process, UNDP held targeted consultations with technical departments and gender focal point within the UNDP. These sessions helped shape the environmental safeguards, and gender-responsive approaches. Specific attention was paid to drawing lessons from previous UNDP interventions that had encountered institutional or absorptive capacity challenges, thereby reinforcing the need for a localized, inclusive approach.
- **3. Strategic high-level consultation – July 2024**

A strategic consultation was convened between UNDP and the Ministry of Environment, with the participation of academia and the national focal points for the **Adaptation Fund**, **GEF**, and **GCF**. This session was critical in refining the project's design to **ensure complementarity with existing vertical fund initiatives**, such as the IFAD-UNOPS RENEWAL project and BIOFIN. Input from academics helped shape context-specific adaptation solutions, while feedback from vertical fund representatives guided project harmonization.

The project aligns with national adaptation priorities that are being developed and are expected to soon be validated in both the National Adaptation Plan (NAP) and the National Determined Contribution (NDC). Specifically, for the NDC, engagement with municipalities to develop local climate action plans will provide an opportunity to implement responsive LCAPs. It will also create greater awareness of the need for behavioral change in regard to climate adaptation.

Similarly, with the NAP, developing locally led adaptation will strengthen the nascent development of the Territorial Adaptation Action Plans (TAAPs), participatory risk assessments, and capacity-building programs. These instruments are designed to enhance municipal adaptation readiness and foster inclusive governance aligned with the principles of equity, subsidiarity, and local ownership. It will strengthen regional institutional coordination, creating greater potential for adaptive planning. Given strengthening climate impacts, the project will also improve climate resilient infrastructure and design standards as well as contribute to decentralized data platforms that are crucial for developing early warning systems.

Gender Equality and Women's Empowerment

Risk - Gender norms, mobility restrictions, and underrepresentation may limit women's access to grants and decision-making structures.

Project approach – The project will mainstream gender in all activities, from training design to budget allocations. Each Municipality Adaptation Plan and community grant proposal will be reviewed for gender-responsive measures. Gender Focal Points will be designated in each municipality.

Mitigation measures:

- municipality-level gender assessments;
- targeted training for women leaders and entrepreneurs;
- mandatory gender indicators in grant results frameworks;
- 30% female participation in all decision-making committees;

gender audits of all project components during MTR and final evaluation;

Description on the consultative process, including the list of stakeholders consulted, undertaken during project preparation, with particular reference to vulnerable groups, including gender considerations, in compliance with the Environmental and Social Policy and Gender Policy of the Adaptation Fund. Provide details on how the consultative process considered and addressed gender-based, economic and other inequalities and encouraged vulnerable and marginalized individuals to meaningfully participate in and lead adaptation decisions.

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4. Grounding in existing UNDP projects and field engagement

The project builds on the field experience and institutional partnerships established through several ongoing UNDP initiatives, including the **Water Security in Libya Project**, the **Environment and Climate Change Mitigation Project**, and **BIOFIN**. These projects engaged a broad network of stakeholders - municipalities, CSOs, women-led cooperatives and technical ministries - across the southern and western regions. Their assessments and implementation lessons revealed critical challenges around centralized delivery, lack of tailored financing, and limited participation of women and youth, thereby justifying the LLA model's focus on decentralized, inclusive adaptation.

Additionally, UNDP Libya is currently supporting the Government in the **finalization of Libya's Integrated Drought Management Strategy** and the **Water Security Strategy**. The extensive **consultative processes conducted during 2024–2025** as part of these national planning efforts provided technical insights and stakeholder feedback that directly informed the formulation of this concept note. These included multi-sectoral dialogues, vulnerability assessments, and thematic working group meetings - particularly focused on addressing water scarcity, food system resilience, and governance reform in climate-stressed areas.

Stakeholder mobilization and governance strengthening

This component will focus on establishing inclusive and functional local governance mechanisms to anchor decision-making, oversight, and sustainability of adaptation planning.

Activities:

Stakeholder mapping and functional role definition - identify and map key actors, across all scales, as relevant to each target municipality, including government departments, donors, financiers, DFIs, banks, CSOs, NGOs, traditional leadership bodies, academic institutions, and private sector players. Beyond mapping, the project will clarify the specific roles each stakeholder will play in the adaptation process - whether in planning, validation, delivery, financing and/ or monitoring;

Target: Complete stakeholder profiles and engagement maps for all municipalities in Libya (high level) and more detailed maps for each of the 20 project municipalities, with roles agreed through participatory consultations.

Formation and operationalization of national and local collaboration platforms - establish formal institutionally anchored structures that serve as the main coordination and accountability bodies for the local implementation and financing of the country's adaptation priorities (as housed in the NDC and NAP), with seamless linkage to each municipalities' mainstreamed LCAP. Each local platform will include 10–15 members representing diverse groups (e.g., local councils, women's associations, farmer cooperatives, utilities, technical experts). Meeting regularity and administrative and reporting modalities will be agreed, in alignment with existing processes and structures.

Target: Establish and capacitate 1 national platform and 20 local platforms, each with formal Terms of Reference and a functioning meeting schedule by end of Year 1.

Each local platform will be linked to a national coordination structure, anchored by the Libya NDA (National Designated Authority for the Adaptation Fund), which will provide policy oversight, ensure alignment with national adaptation priorities, and support institutional learning. The Libya NDA will also chair the National Collaboration Platform established under the project, enabling vertical integration between municipal-level actions and national climate governance frameworks.