Country/entity	Democratic Republic of Congo Rwanda
Region	Africa (excl MENA)
Agreement name	ICGLR Roadmap on the Pacification in the Eastern Region of DRC (Luanda Roadmap)
Date	6 Jul 2022
Agreement status	Multiparty signed/agreed
Interim arrangement	Yes
Agreement/conflict level	Interstate/intrastate conflict(s)

Congo Civil Wars (1996 -)

The overthrow of the long-term dictator Mobutu Sese Seko by a rebel Tutsi army backed by Uganda and Rwanda in 1997 acted as a catalyst for a war with regional dimensions, mainly fought in the eastern Kivu provinces. The conflict escalated in 1998, when President Laurent Kabila, then backed by Zimbabwean and Angolan troops, ordered Rwanda and Uganda to leave. After Kabila's assassination in 2001, his son Joseph took over the presidency and won in the 2006 democratic elections.

In the eastern provinces, Tutsi-led militias, mainly organised in the National Congress for the Defense of the People (CNDP), fought the remnants of the Rwandan Hutu force FDLR, with further involvement of Rwandan and Ugandan troops. Other regionally operating militia groups, like the Lord's Resistance Army from Northern Uganda, the so-called Mai Mai groups or guerrilla outfits like the March 23 Movement (M23) further contributed, and still contribute, to the complexity of the situation in eastern DRC.

Following Joseph Kabila's departure in 2019, his successor Félix Tshisekedi faced renewed instability as the M23 rebel group, dormant since 2013, resumed operations in late 2021 with substantial Rwandan support. In January 2025, M23 forces backed by Rwandan troops captured the regional capital Goma in the most serious escalation since the Second Congo War. This prompted U.S. mediation under President Trump, leading to talks in Qatar in March 2025 and a preliminary peace agreement signed in Washington on June 27, 2025. The Washington Accords were formally signed by Presidents Tshisekedi and Kagame on December 4, 2025, committing Rwanda to withdraw troops and cease M23 support while the DRC pledged to neutralize the FDLR and establish regional economic integration with significant U.S. commercial involvement. However, fighting continues as of late 2025, with both sides accused of violating commitments.
Close
Congo Civil Wars (1996 -
)

Stage	Implementation/renegotiation
Conflict nature	Government/territory

Peace process	DRC: Angola-led process for Eastern DRC
Parties	Agreement copy not signed, but secondary sources confirm signing by Democratic Republic of Congo Republic of Rwanda
Third parties	Agreement copy not signed, but secondary sources confirm third parties as President of Angola ICGLR (International Conference on the Great Lakes Region)
Description	In this short agreement, DRC and Rwanda continue discussion regarding the involvement of M23 in fighting in Eastern DRC and aim to support the return of M23 fighters. They also commit to further talks and ask for an ICGLR summit to be convened in support.

Agreement document	CD_RW_220706_ICGLR Roadmap on the Pacification in the Eastern Region of DRC.pdf (opens in new tab) | Download PDF

Groups	
Children/youth	No specific mention.
Disabled persons	No specific mention.
Elderly/age	No specific mention.
Migrant workers	No specific mention.
Racial/ethnic/ national group	No specific mention.
Religious groups	No specific mention.
Indigenous people	No specific mention.
Other groups	No specific mention.

Refugees/displaced persons

Groups→Refugees/displaced persons→Substantive
Page 1-2:
No1

Objectives
Normalise the political and diplomatic relations between the DRC and Rwanda

Establish a climate of trust between the states of the region and create optimal conditions for dialogue and political consultation to resolve the current security crisis in eastern DRC

Activities
[...]

Create the necessary conditions for the return of refugees.

[...]

Deadline
Immediate

Authorities
DRC, Rwanda, ICGLR and EAC

Observations
/

Page 5:
No 4
Objectives
Revitalisation of the Framework Agreement for Peace, Security and Cooperation (PSC) in the DRC and the Region

Activities
[...]

Review and implement previous agreements regarding the return of refugees in the region.

[...]

Deadline
Short term

Authorities
Government of DRC/International partners (UN, EU, World Bank, among others)
Government Of the DRC/Rwanda/lCGLR/United Nations High Commissioner for Refugees

Observations
/

Social class	No specific mention.

Gender

Women, girls and gender	No specific mention.
Men and boys	No specific mention.
LGBTI	No specific mention.
Family	No specific mention.

State definition

Nature of state (general)	Page 2-3: No 2 Objectives Preventing violations of territorial integrity and ensuring compliance with the commitments made by ICGLR States in this regard Activities Expand the mandate of the Joint ICGLR Mechanism by strengthening its role and means of action to enable it to carry out a priori monitoring, prevent and record all actions likely to compromise the implementation of the commitments of the parties with regard to the territorial integrity, security and stability of the States of the Region as well as mutual confidence between them. Deadline Immediate Authorities ICGLR acting chairmanship Observations /
State configuration	No specific mention.
Self determination	No specific mention.
Referendum	No specific mention.
State symbols	No specific mention.

Independence/ secession	No specific mention.
Accession/ unification	No specific mention.
Border delimitation	No specific mention.
Cross-border provision	Page 2-3: No 2 Objectives Preventing violations of territorial integrity and ensuring compliance with the commitments made by ICGLR States in this regard Activities Expand the mandate of the Joint ICGLR Mechanism by strengthening its role and means of action to enable it to carry out a priori monitoring, prevent and record all actions likely to compromise the implementation of the commitments of the parties with regard to the territorial integrity, security and stability of the States of the Region as well as mutual confidence between them. Deadline Immediate Authorities ICGLR acting chairmanship Observations /

Governance

Political institutions (new or reformed)	No specific mention.
Elections	No specific mention.
Electoral commission	No specific mention.
Political parties reform	No specific mention.
Civil society	No specific mention.
Traditional/ religious leaders	No specific mention.

Public administration	No specific mention.
Constitution	No specific mention.

Power sharing

Political power sharing	No specific mention.
Territorial power sharing	No specific mention.
Economic power sharing	No specific mention.
Military power sharing	No specific mention.

Human rights and equality

Human rights/RoL general	No specific mention.
Bill of rights/similar	No specific mention.
Treaty incorporation	No specific mention.
Civil and political rights	No specific mention.
Socio-economic rights	No specific mention.

Rights related issues

Citizenship	No specific mention.
Democracy	No specific mention.
Detention procedures	No specific mention.

Media and communication	Rights related issues→Media and communication→Other Page 1-2: No1 Objectives Normalise the political and diplomatic relations between the DRC and Rwanda Establish a climate of trust between the states of the region and create optimal conditions for dialogue and political consultation to resolve the current security crisis in eastern DRC Activities [...] Fight hate speech and offensive language in the region by all parties. Deadline Immediate Authorities DRC, Rwanda, ICGLR and EAC Observations /
Mobility/access	No specific mention.
Protection measures	No specific mention.
Other	No specific mention.

Rights institutions

NHRI	No specific mention.
Regional or international human rights institutions	No specific mention.

Justice sector reform

Criminal justice and emergency law	No specific mention.
State of emergency provisions	No specific mention.
Judiciary and courts	No specific mention.
Prisons and detention	No specific mention.
Traditional Laws	No specific mention.

Socio-economic reconstruction

Development or socio-economic reconstruction	No specific mention.
National economic plan	No specific mention.
Natural resources	Page 6: No 5 Objectives Promotion of economic partnership between the States of the region and strengthening of regional mechanisms to combat the illegal exploitation Of natural resources Activities Promote economic activities in the Region and ensure regular and rigorous monitoring Of mining and natural resource activities in compliance With State sovereignty and the ICGLR Protocol on natural resource exploitation Step up the fight against the illicit exploitation of the DRC's natural resources by armed groups. Deadline Short term Authorities Regional mechanisms: ICGLR and EAC members Observations /
International funds	No specific mention.

Business	No specific mention.
Taxation	No specific mention.
Banks	No specific mention.

Land, property and environment

Land reform/rights	No specific mention.
Pastoralist/ nomadism rights	No specific mention.
Cultural heritage	No specific mention.
Environment	No specific mention.
Water or riparian rights or access	No specific mention.

Security sector

Security Guarantees	Page 4-5: No 4 Objectives Revitalisation of the Framework Agreement for Peace, Security and Cooperation (PSC) in the DRC and the Region Activities Establish a joint mechanism for regular consultations and harmonisation between the ICGLR and the EAC on the Nairobi process. End the roaming of armed groups in the region. [...] Repatriate elements of armed groups to their respective countries of origin. Deadline Short term Authorities Government of DRC/International partners (UN, EU, World Bank, among others) Government Of the DRC/Rwanda/lCGLR/United Nations High Commissioner for Refugees Observations /

Ceasefire

Security sector→Ceasefire→General commitments
Page 1-2:
No1

Objectives
Normalise the political and diplomatic relations between the DRC and Rwanda

Establish a climate of trust between the states of the region and create optimal conditions for dialogue and political consultation to resolve the current security crisis in eastern DRC

Activities
Cease hostilities and immediate withdrawal of M23 from occupied positions in accordance with the Nairobi Final Communiqué'

Defeat FDLR and its splinter groups (CNRD- FLN, RUD-Urunana, FPPH-Abajyarugamba) which are at the origin of tensions between Rwanda and DRC and play a major role in the insecurity of the DRC in order to ensure that the threat to security ceases completely.

Create the necessary conditions for the return of refugees.

Reactivate the Joint Intelligence Team Rwanda-DRC to agree on the practical modalities and the program for fighting the FDLR in coordination with the Presidency of the ICGLR and the Nairobi Process.

Reconvening of the Joint Permanent Commission (JPC) on July 12th in Luanda/Angola.

Fight hate speech and offensive language in the region by all parties.

Deadline
Immediate

Authorities
DRC, Rwanda, ICGLR and EAC

Observations
/

Police

No specific mention.

Armed forces

Page 4-5:
No 4
Objectives
Revitalisation of the Framework Agreement for Peace, Security and Cooperation (PSC) in the DRC and the Region

Activities
[...]

End the roaming of armed groups in the region.

Accelerate the implementation of the Disarmament, Demobilisation and Community Rehabilitation and Stabilisation (DDRSC) process and the release of resources pledged by donors.

Create the conditions for the return to the DRC of ex-fighters of M23 who are residing in Rwanda.

Review and implement the "Feuille de route conjointe des activités relatives au rapartriement en RDC des combattants ex-M23 (la faction Runiga) présents en République du Rwanda" * 28 0ct.2019;

[...]

Repatriate elements of armed groups to their respective countries of origin.

Deadline
Short term

Authorities
Government of DRC/International partners (UN, EU, World Bank, among others)
Government Of the DRC/Rwanda/lCGLR/United Nations High Commissioner for Refugees

Observations
/

DDR	Security sector→DDR→DDR programmes Page 4-5: No 4 Objectives Revitalisation of the Framework Agreement for Peace, Security and Cooperation (PSC) in the DRC and the Region Activities Establish a joint mechanism for regular consultations and harmonisation between the ICGLR and the EAC on the Nairobi process. End the roaming of armed groups in the region. Accelerate the implementation of the Disarmament, Demobilisation and Community Rehabilitation and Stabilisation (DDRSC) process and the release of resources pledged by donors. Create the conditions for the return to the DRC of ex-fighters of M23 who are residing in Rwanda. Review and implement the "Feuille de route conjointe des activités relatives au rapartriement en RDC des combattants ex-M23 (la faction Runiga) présents en République du Rwanda" * 28 0ct.2019; Review and implement previous agreements regarding the return of refugees in the region. Repatriate elements of armed groups to their respective countries of origin. Deadline Short term Authorities Government of DRC/International partners (UN, EU, World Bank, among others) Government Of the DRC/Rwanda/lCGLR/United Nations High Commissioner for Refugees Observations /
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	No specific mention.
Withdrawal of foreign forces	No specific mention.

Corruption	No specific mention.
Crime/organised crime	Page 6: No 5 Objectives Promotion of economic partnership between the States of the region and strengthening of regional mechanisms to combat the illegal exploitation Of natural resources Activities Promote economic activities in the Region and ensure regular and rigorous monitoring Of mining and natural resource activities in compliance With State sovereignty and the ICGLR Protocol on natural resource exploitation Step up the fight against the illicit exploitation of the DRC's natural resources by armed groups. Deadline Short term Authorities Regional mechanisms: ICGLR and EAC members Observations /
Drugs	No specific mention.
Terrorism	No specific mention.

Transitional justice

Transitional justice general	No specific mention.
Amnesty/pardon	No specific mention.
Courts	No specific mention.
Mechanism	No specific mention.
Prisoner release	No specific mention.
Vetting	No specific mention.

Victims	No specific mention.
Missing persons	No specific mention.
Reparations	No specific mention.
Reconciliation	No specific mention.

Implementation

UN signatory	No specific mention.
Other international signatory	Agreement copy not signed, but secondary sources confirm third parties as President of Angola ICGLR (International Conference on the Great Lakes Region)
Referendum for agreement	No specific mention.
International mission/force/ similar	Page 3-4: No 3 Objectives Verification of the reciprocal accusations of the DRC and Rwanda concerning the support to M23 and the collaboration with the FDLR, respectively. Activities Create an ad-hoc verification mechanism led by an Officer General of the Republic of Angola. Deadline Immediate Authorities ICGLR acting chairmanship Observations The team should be supported by the ICGLR Expanded Joint Verification Mechanism. ICGLR to seek MONUSCO's support in security and logistical matters.
Enforcement mechanism	No specific mention.
