

Country/entity	Democratic Republic of Congo Rwanda
Region	Africa (excl MENA)
Agreement name	Concept of Operations for the Harmonized Plan for Neutralization of the FDLR and Disengagement of Forces/Lifting of Defensive Measures of Rwanda
Date	12 Oct 2024
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: the Doha Track for Eastern DRC
Parties	FOR THE GOVERNMENT OF THE DEMOCRATIC REPUBLIC OF THE CONGO Thérèse Kayikwamba Wagner FOR THE GOVERNMENT OF THE REPUBLIC OF RWANDA Olivier Nduhungirehe
Third parties	Witnessed by: THE GOVERNMENT OF THE UNITED STATES OF AMERICA Marco Rubio
Description	The Peace Agreement Between the Democratic Republic of the Congo and the Republic of Rwanda (June 27, 2025) is a bilateral peace accord addressing territorial integrity, armed group neutralization, security cooperation, refugee return, economic integration, and implementation mechanisms between the two states. Appendix A incorporates the Concept of Operations (CONOPS) for the Harmonized Plan for Neutralization of the FDLR and Disengagement of Forces/Lifting of Defensive Measures by Rwanda, which was originally developed on October 31, 2024, through the Luanda Process facilitated by Angola Thus appendix predates the main peace agreement by eight months. While the CONOPS contains detailed military operational plans (phases, timelines, logistics) that function as implementation modalities, it also includes substantive peace commitments on security guarantees, force withdrawal, refugee return, reconciliation measures, anti-discrimination guarantees, and others that are coded as peace agreement provisions within the PA-X framework. The signatories for this agreement are the same as for the main agreement from these talks.

Agreement document [CD_241012_Concept of Operations \(opens in new tab\)](#) | [Download PDF](#)

Source of document <https://www.state.gov/peace-agreement-between-the-democratic-republic-of-the-congo-and-the-republic-of-rwanda/>

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→Rhetorical
Strategic Objectives
...
— Ensure the return of displaced people to their places of origin;
...
Mission
The DRC:
...
— Protect the population and ensure the return of displaced persons to their places of origin;
Groups→Refugees/displaced persons→Substantive
Desired Final End State
...
— Congolese refugees are repatriated and resettled in the DRC, and Rwandan refugees are repatriated and resettled in Rwanda;

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) No specific mention.

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 No specific mention.



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 **Political Objectives**
...

2.3. Ensure lasting peace and stability in the region as well as respect for human rights;

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
Political Objectives
...
2.5. End hate speech and verbal attacks;

Mobility/access No specific mention.

Protection measures Rights related issues→Protection measures→Protection of civilians
IMPLEMENTATION OF CONOPS
...
The countries will be responsible for providing logistical support, including:
...
Stigmatization of certain communities (mitigation measures: campaign to promote national cohesion, zero tolerance for all stigmatization);

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 Socio-economic reconstruction→Development or socio-economic reconstruction→Socio-economic development
Political Objectives
...
2.2. Create a safe and secure environment that promotes the renewal of socioeconomic activities;

National economic plan No specific mention.

Natural resources No specific mention.

International funds No specific mention.

Business No specific mention.

Taxation No specific mention.

Banks No specific mention.

Land, property and environment

Land reform/rights No specific mention.

Pastoralist/nomadism rights No specific mention.

Cultural heritage No specific mention.

Environment No specific mention.

Water or riparian rights or access No specific mention.

Security sector

Security Guarantees

Political Objectives

- 2.1. Re-establish a climate of trust between the DRC and Rwanda through the neutralization of the FDLR by the DRC and the disengagement of forces/removal of defensive measures by Rwanda;
- 2.2. Create a safe and secure environment that promotes the renewal of socioeconomic activities;

...

- 2.4. Ensure protection of all citizens in both countries;

...

Strategic Objectives

...

- Protect the local population and infrastructures;

...

Desired Final End State

...

- Trust between the DRC and Rwanda is reestablished;

...

Mission

The DRC:

...

- Guarantee the conditions for lasting peace and stability in the Great Lakes subregion;
- Protect the population and ensure the return of displaced persons to their places of origin;

...

IMPLEMENTATION OF CONOPS

Concept of Operations (CONOPS):

...

- (g) Cessation of sporadic cross-border operations by Rwanda

...

- (b) Lifting of Rwanda's defensive measures and halting sporadic cross-border operations;
- (c) Jointly evaluating implementation of the plan for disengagement and the lifting of Rwanda's defensive measures;

...

- (b) Strengthening trust and a peaceful environment between the DRC and Rwanda;

Ceasefire No specific mention.

Police No specific mention.

Armed forces	No specific mention.
DDR	<p>Security sector→DDR→DDR programmes</p> <p>Mission</p> <p>...</p> <p>Rwanda:</p> <p>...</p> <p>— Ensure the social reintegration of demobilized FDLR ex-combatants repatriated to Rwanda;</p> <p>IMPLEMENTATION OF CONOPS</p> <p>Concept of Operations (CONOPS):</p> <p>...</p> <p>(a) Demobilization, repatriation, and reintegration of FDLR ex-combatants;</p>
Intelligence services	No specific mention.
Parastatal/rebel and opposition group forces	<p>Political Objectives</p> <p>2.1. Re-establish a climate of trust between the DRC and Rwanda through the neutralization of the FDLR by the DRC and the disengagement of forces/removal of defensive measures by Rwanda;</p>
Withdrawal of foreign forces	<p>Political Objectives</p> <p>2.1. Re-establish a climate of trust between the DRC and Rwanda through the neutralization of the FDLR by the DRC and the disengagement of forces/removal of defensive measures by Rwanda;</p> <p>...</p> <p>Desired Final End State</p> <p>...</p> <p>— Rwanda's defense measures are lifted;</p> <p>...</p> <p>IMPLEMENTATION OF CONOPS</p> <p>Concept of Operations (CONOPS):</p> <p>...</p> <p>(c) Jointly evaluating implementation of the plan for disengagement and the lifting of Rwanda's defensive measures;</p> <p>...</p> <p>(b) Joint evaluation by the DRC and Rwanda of activities related to lifting the defensive measures taken by Rwanda;</p>
Corruption	No specific mention.
Crime/organised crime	No specific mention.
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 Appendix A

Referendum for agreement No specific mention.

International mission/force/similar No specific mention.

Enforcement mechanism **IMPLEMENTATION OF CONOPS**
...
Operations carried out in several phases as follows:
...
The Ad Hoc Verification Mechanism will ensure the above activities are monitored.
