

[Extracted from the main peace agreement from the following website:

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

## **Appendix A**

### **CONCEPT OF OPERATIONS**

#### **FOR THE HARMONIZED PLAN FOR NEUTRALIZATION OF THE FDLR AND**

#### **DISENGAGEMENT OF FORCES/LIFTING OF**

#### **DEFENSIVE MEASURES OF RWANDA**

#### **Reference:**

Ministerial Meeting held in Luanda on October 12, 2024

Activities and responsibilities defined at the meetings of experts in Luanda on August 7-8, in Goma on August 19, and in Rubavu on August 29-30.

#### **1. Context**

1.1. Relations have been strained between the DRC and Rwanda for nearly three decades, leading to mutual accusations following the actions taken by armed groups in eastern DRC.

1.2. The African Union appointed the President of the Republic of Angola, His Excellency João Manuel Gonçalves Lourenço, the AU Champion for Peace and Reconciliation in Africa, to facilitate dialogue between the DRC and Rwanda and play an important role in deescalating tensions in eastern DRC.

1.3. A series of ministerial meetings was held between the foreign ministers of the DRC and Rwanda in Luanda beginning on March 21, 2024, and were facilitated by their Angolan counterpart. The fifth and final meeting was held on October 12, 2024, to examine the harmonized plan for the neutralization of the FDLR and the disengagement of forces, and the review of Rwanda's defensive measures adopted by the three countries intelligence experts in Rubavu on August 29 and 30, 2024.

1.4. On October 12, 2024, the fifth ministerial meeting on security and peace in eastern DRC was held in Luanda, Angola and addressed the following:

— Respect for the ceasefire of August 4, 2024;

— The harmonized plan for the neutralization of FDLR and the disengagement of forces, and the review of Rwanda’s defensive measures (Harmonized Plan);

1.5. The meeting held on October 12, 2024 tasked the facilitators with preparing a Concept of Operations (CONOPS) for neutralization of the FDLR and a review of Rwanda’s defensive measures, while taking into account concerns raised by all parties. Intelligence experts were to examine the CONOPS at their meeting on October 30-31, 2024, prior to a further Ministerial Meeting to consider the experts’ report on the CONOPS.

1.6. The proposed plan describes a sequence of activities to be undertaken, respectively, by the FARDC and the RDF, for the neutralization of the FDLR and the review of Rwanda’s defensive measures. It emphasizes close coordination between the FARDC and the RDF, with support from the Angola-led Ad Hoc Verification Mechanism, to complete the mission.

## **2. 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;

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

2.4. Ensure protection of all citizens in both countries;

2.5. End hate speech and verbal attacks;

## **3. Strategic Objectives**

— Defeat the FDLR armed group and its supporters;

— Protect the local population and infrastructures;

— Ensure the return of displaced people to their places of origin;

- Maintain control of natural-resource use sites;

#### **4. Desired Strategic Military Outcomes**

- De-escalation of armed conflicts in eastern DRC;

- Safe areas and population centers;

- Safe populations;

- Free circulation of people and goods;

- Lowered tension between the DRC and Rwanda;

#### **5. Desired Final End State**

- The threat of the FDLR in the DRC is eradicated;

- Rwanda's defense measures are lifted;

- The State's authority is reestablished;

- Trust between the DRC and Rwanda is reestablished;

- Congolese refugees are repatriated and resettled in the DRC, and Rwandan refugees are repatriated and resettled in Rwanda;

- Peace, stability, and development are reestablished in eastern DRC, and the two countries become good neighbors again;

#### **6. Preconditions for Success**

- Intelligence management;

- Improved coordination between the different forces in the Ops theater;

- Close collaboration between different stakeholders in the Ops theater;

- Support from the regional and international communities;
- Effective influence operations;
- Raising awareness among the population about disassociating from the FDLR;

## **7. Mission**

The DRC:

- Neutralize the FDLR;
- Promote the repatriation of FDLR members to Rwanda;
- 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;

Rwanda:

- Disengage forces/ lift the defense measures put in place by Rwanda;
- Ensure the social reintegration of demobilized FDLR ex-combatants repatriated to Rwanda;

## **IMPLEMENTATION OF CONOPS**

### **8. Concept of Operations (CONOPS):**

- a. Intention: Neutralize the FDLR and lift Rwanda's defensive measures.
- b. Operating Plan: The FARDC must neutralize the FDLR while the RDF disengages forces/ lifts Rwanda's defensive measures in four phases:
  - (1) Phase 1: Preparation
    - (a) Analysis of the level of threat posed by the FDLR;
    - (b) Briefing on the progress of activities;

- (c) Locating the FDLR and their equipment;
- (d) Raising awareness in local communities;
- (e) Locating and sharing information about the FDLR and its splinter groups;
- (f) Sharing information on defense measures put in place by Rwanda.
- (g) Cessation of sporadic cross-border operations by Rwanda

(2) Phase 2: Conduct of operations

- (a) Neutralization of the FDLR and its splinter groups: Taking targeted actions against the FDLR and jointly evaluating implementation of the plan to neutralize the FDLR;
- (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;

(3) Phase 3: Evaluation

- (a) Joint evaluation by the DRC and Rwanda of the plan for having the RCD and its partners neutralize the FDLR;
- (b) Joint evaluation by the DRC and Rwanda of activities related to lifting the defensive measures taken by Rwanda;

(4) Stabilization

- (a) Demobilization, repatriation, and reintegration of FDLR ex-combatants;
- (b) Strengthening trust and a peaceful environment between the DRC and Rwanda;
- (c) Normalizing bilateral relations between the DRC and Rwanda;

**9. Timeline: Operations carried out in several phases as follows:**

- a. Phase 1: Preparation of activities (awareness-raising, planning, coordination, and exchange of information with different partners): D+7 to D+15;
- b. Phase 2: Conduct of operations (efforts to neutralize the FDLR and lift Rwanda's defensive measures): D+20 to D+30;
- c. Phase 3: Evaluation of Rwanda's and the DRC's activities on D+90
- d. Phase 4: Stabilization/Harmonization on D+120

**10. The neutralization of the FDLR and the lifting of Rwanda's defensive measures must be completed within three months to comply with the harmonized plan for the neutralization of the FDLR and disengagement of forces/lifting of defensive measures of Rwanda adopted by military and intelligence experts in Rubavu on August 30, 2024.**

**11. The Ad Hoc Verification Mechanism will ensure the above activities are monitored.**

**12. Key deadlines are as follows:**

12.1.1.1. Completion of neutralization of the FDLR and lifting of Rwanda's defensive measures: NO LATER THAN D+90

12.1.1.2. Duration of activities: 3 months

### **LOGISTICAL SUPPORT**

**13. The countries will be responsible for providing logistical support, including:**

a. Financing:

(1) Each country finances its own activities;

(2) Sustainable funding must be ensured internally.

b. Medical: Each country is individually responsible.

### **Risks and Constraints**

Stigmatization of certain communities (mitigation measures: campaign to promote national cohesion, zero tolerance for all stigmatization);

Regionalization of the conflict (mitigation measure: active diplomatic efforts);

FDLR retaliation against the population (mitigation measure: organize popular resistance among the population);

Lack of mutual political will and trust between Rwanda and the DRC.