



<b>Country/entity</b>	Democratic Republic of Congo Rwanda
<b>Region</b>	Africa (excl MENA)
<b>Agreement name</b>	ICGLR Roadmap on the Pacification in the Eastern Region of DRC (Luanda Roadmap)
<b>Date</b>	6 Jul 2022
<b>Agreement status</b>	Multiparty signed/agreed
<b>Interim arrangement</b>	Yes
<b>Agreement/conflict level</b>	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 short-lived guerrilla outfits like the March 23 Movement (M23) further contributed, and still contribute, to the complexity of the situation in eastern DRC.

Close  
Congo Civil Wars (1996 - )

<b>Stage</b>	Implementation/renegotiation
<b>Conflict nature</b>	Government/territory
<b>Peace process</b>	DRC: Angola-led process for Eastern DRC
<b>Parties</b>	Agreement copy not signed, but secondary sources confirm signing by  Democratic Republic of Congo Republic of Rwanda

<b>Third parties</b>	Agreement copy not signed, but secondary sources confirm third parties as  President of Angola ICGLR (International Conference on the Great Lakes Region)
<b>Description</b>	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.

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**Agreement document** [CD\\_RW\\_220706\\_ICGLR Roadmap on the Pacification in the Eastern Region of DRC.pdf \(opens in new tab\)](#) | [Download PDF](#)

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**Groups**

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

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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/ICGLR/United Nations High Commissioner for Refugees

Observations

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**Social class** No specific mention.

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**Gender**

**Women, girls and gender** No specific mention.

**Men and boys** No specific mention.

**LGBTI** No specific mention.

**Family** No specific mention.

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**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  
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## **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.

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#### **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.

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#### **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.

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#### **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

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**Mobility/access**

No specific mention.

**Protection measures**

No specific mention.

**Other**

No specific mention.

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**Rights institutions**

**NHRI**

No specific mention.

**Regional or international human rights institutions**

No specific mention.

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## 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.

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## 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  
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**International funds** No specific mention.

**Business** No specific mention.

**Taxation** No specific mention.

**Banks** No specific mention.

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**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.

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**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/ICGLR/United Nations High Commissioner for Refugees

Observations

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**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**

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**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 rapatriement en RDC des combattants ex-M23 (la faction Runiga) présents en République du Rwanda" \* 28 Oct.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/ICGLR/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 rapatriement en RDC des combattants ex-M23 (la faction Runiga) présents en République du Rwanda" \* 28 Oct.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/ICGLR/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.

<b>Corruption</b>	No specific mention.
<b>Crime/organised crime</b>	<p>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</p> <p>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</p> <p>Step up the fight against the illicit exploitation of the DRC's natural resources by armed groups.</p> <p>Deadline Short term</p> <p>Authorities Regional mechanisms: ICGLR and EAC members</p> <p>Observations /</p>
<b>Drugs</b>	No specific mention.
<b>Terrorism</b>	No specific mention.

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## **Transitional justice**

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



**Victims** No specific mention.

**Missing persons** No specific mention.

**Reparations** No specific mention.

**Reconciliation** No specific mention.

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## Implementation

**UN signatory** No specific mention.

**Other international signatory** Agreement copy not signed, but secondary sources confirm third parties as signatory

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.

**Related cases** No specific mention.

**Source** <https://www.newtimes.co.rw/article/201075/News/dr-congo-crisis-luanda-summit-roadmap-released>  
Accessed on 21/3/2023

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