



## Security Council

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### **Letter dated 10 March 2025 from the Permanent Representative of the Democratic Republic of the Congo to the United Nations addressed to the President of the Security Council**

On instructions from my Government, I have the honour to address this letter to you with a view to informing the august Security Council that, since the unanimous adoption on 21 February 2025 of its resolution [2773 \(2025\)](#) on the situation in the Democratic Republic of the Congo, the provisions of the resolution have not been implemented on the ground, as shown in the table attached hereto (see annex).

It should be noted that the Rwanda Defence Forces (RDF)-Mouvement du 23 mars (M23)-Alliance Fleuve Congo (AFC) coalition persists in its expansionist drive by extending its territorial conquests into Mwenga territory in South Kivu. The coalition has established a parallel administration by appointing new authorities in North Kivu and South Kivu, following the capture of Goma and Bukavu, respectively, in flagrant violation of the provisions of resolution [2773 \(2025\)](#), in particular paragraphs 2 and 8 thereof.

Similarly, in Goma and Bukavu, as indicated by the Office of the United Nations High Commissioner for Human Rights, hospitals are no longer safe places, as waves of arrests have been carried out there by armed men from the RDF-M23-AFC coalition, in violation of the relevant provisions of paragraphs 8 and 12 of resolution [2773 \(2025\)](#) and of international humanitarian law. This was particularly the case on the night of 28 February to 1 March, when armed elements of the coalition abducted 116 patients from the CBCA Ndosho Hospital and 15 others from Heal Africa Hospital to an unknown destination, on the grounds that they were members of the Armed Forces of the Democratic Republic of the Congo (FARDC) or Wazalendo.

In addition, the coalition's strong-arm tactics led to widespread panic in schools in Goma and Nyiragongo territory following a forced recruitment campaign for final-year and pre-final year students. Led by AFC-M23, this campaign reached its climax on 26 February 2025 when all schools in Goma were invaded and faced with the horror of the pupils' forced recruitment.

In view of the facts on the ground, despite the adoption of resolution [2773 \(2025\)](#) and referring to paragraph 9, I would like to remind you of the urgent need "to consider additional measures, in accordance with resolution [2293 \(2016\)](#), including against those who contribute to the continuation of the conflict in the eastern Democratic Republic of the Congo".

The Government of the Democratic Republic of the Congo remains resolutely committed to finding a lasting and concerted solution to the security crisis in the east



of the country. It thus supports the approach of aligning the Luanda process (a diplomatic framework for de-escalating tensions between the Democratic Republic of the Congo and Rwanda) and the Nairobi process (a structured consultation framework for the management of national armed groups operating in the Democratic Republic of the Congo) under the aegis of the African Union, promoting a better linkage between the security and political dimensions. This framework thus has the merit of reinforcing the complementarity between these two processes, while ensuring that all concerns raised, including by Rwanda, are addressed within an institutionalized framework.

I should be grateful if the present letter and its annex could be circulated as a document of the Security Council.

(Signed) Zénon **Mukongo Ngay**  
Ambassador  
Permanent Representative

## Annex to the letter dated 10 March 2025 from the Permanent Representative of the Democratic Republic of the Congo to the United Nations addressed to the President of the Security Council

**Table on the implementation of Security Council resolution 2773 (2025)**

Paragraph	Violation	Date	Source
2. <i>Decides that</i> the M23 shall immediately cease hostilities, withdraw from Goma, Bukavu and all controlled areas, including land and lake routes, and fully reverse the establishment of illegitimate parallel administrations in the DRC territory, and that this withdrawal shall not be impeded;	M23 set up a parallel administration by appointing a new governor and vice-governor for North Kivu and a mayor for the city of Goma, before doing the same for South Kivu.	From 8 February 2025 to date	<a href="https://rfi.my/BO8Q">https://rfi.my/BO8Q</a> <a href="https://f24.my/AyXz">https://f24.my/AyXz</a>
	AFC/M23 reached Mwenga, becoming the sixth territory in South Kivu to be affected by the rebellion.	3 March 2025	<a href="https://actualite.cd/index.php/2025/03/04/rdc-lafcm23-atteint-mwenga-sixieme-territoire-du-sud-kivu-affecte-par-la-rebellion">https://actualite.cd/index.php/2025/03/04/rdc-lafcm23-atteint-mwenga-sixieme-territoire-du-sud-kivu-affecte-par-la-rebellion</a>
3. <i>Reiterates its urgent call</i> for all parties to conclude an immediate and unconditional ceasefire, as called for by the EAC and SADC Heads of State, welcomes the DRC statement calling for its immediate implementation, supports efforts by the AUPSC and EAC-SADC to this end including by taking into account the situation in Bukavu, calls for them to work closely with MONUSCO regarding ceasefire implementation, and stands ready to consider a possible role for MONUSCO in the implementation and monitoring upon finalization of a ceasefire agreement;	M23 continues to advance towards Uvira.	From 20 February 2025 to date	<a href="https://p.dw.com/p/4rALN">https://p.dw.com/p/4rALN</a> <a href="https://www.bbc.com/afrique/articles/c93kyvke2vdo">https://www.bbc.com/afrique/articles/c93kyvke2vdo</a>
4. <i>Calls on</i> the Rwanda Defence Forces to cease support to the M23 and immediately withdraw from DRC territory without preconditions;	“The United Nations is not the Bible ... Rwanda is not afraid of being diplomatically isolated, or of sanctions.”	26 February 2025	Statement by the Rwandan Minister for Foreign Affairs and International Cooperation, Olivier Nduhungirehe, on the Swiss television channel RTS, 25 February 2025.  <a href="https://www.rts.ch/info/monde/2025/article/rwanda-mesures-defensives-face-aux-menaces-en-rdc-selon-le-ministre-28803445.html">https://www.rts.ch/info/monde/2025/article/rwanda-mesures-defensives-face-aux-menaces-en-rdc-selon-le-ministre-28803445.html</a>

Paragraph	Violation	Date	Source
8. <i>Strongly condemns</i> all attacks directed against the civilian population and infrastructure, including United Nations and associated personnel, humanitarian personnel, and medical personnel and facilities, summary executions and maiming, sexual and gender-based violence, human trafficking, and recruitment and use of children, and reiterates that perpetrators of violations of international humanitarian law and crimes	“RDF have consistently maintained defensive measures to address serious security threats along the border with DRC.... Rwanda’s position on national security has always been clear and unwavering, like that of every other country facing external threats, including Sweden...”.	27 February 2025	Response from the Rwandan Embassy in Sweden following the summons of the Rwandan Ambassador by the Swedish Minister for Foreign Affairs. <a href="https://fr.igihe.com/Crise-dans-l-est-de-la-RDC-le-Rwanda-appelle-la-Suede-a-une-approche-impartiale.html">https://fr.igihe.com/Crise-dans-l-est-de-la-RDC-le-Rwanda-appelle-la-Suede-a-une-approche-impartiale.html</a> <a href="https://actualite.cd/2025/02/27/rdc-m23-la-suede-convoque-lambassadeur-du-rwanda-en-poste-stockholm">https://actualite.cd/2025/02/27/rdc-m23-la-suede-convoque-lambassadeur-du-rwanda-en-poste-stockholm</a>
	“The measures against Rwanda announced by Canada will not resolve the conflict. Rwanda will continue to work in the region... while protecting our national security.”	4 March 2025	Communiqué from the Rwandan Ministry of Foreign Affairs and International Cooperation following the announcement of measures taken by Canada. <a href="https://www.minaffet.gov.rw/updates/news-details/la-position-du-canada-dans-le-conflit-dans-lest-de-la-rdc-est-honteuse">https://www.minaffet.gov.rw/updates/news-details/la-position-du-canada-dans-le-conflit-dans-lest-de-la-rdc-est-honteuse</a>
	No withdrawals have been reported since the vote to adopt the resolution on 21 February 2025.		Comparative sources, including MONUSCO and civil society.
	Explosion at an M23 rally in Bukavu.	27 February 2025	<a href="https://www.theguardian.com/world/2025/feb/27/blasts-at-m23-rally-in-bukavu-eastern-drc">https://www.theguardian.com/world/2025/feb/27/blasts-at-m23-rally-in-bukavu-eastern-drc</a>
	Summary execution of children by M23 after entering Bukavu.	18 February 2025	<a href="https://www.ohchr.org/fr/press-briefing-notes/2025/02/serious-human-rights-concerns-situation-eastern-drc-deteriorates">https://www.ohchr.org/fr/press-briefing-notes/2025/02/serious-human-rights-concerns-situation-eastern-drc-deteriorates</a>

<i>Paragraph</i>	<i>Violation</i>	<i>Date</i>	<i>Source</i>
and violations and abuses of human rights must be held accountable;	Panic in schools in Goma and Nyiragongo territory after rumours of forced recruitment of pupils by M23.	26 February 2025	<a href="https://fr.africanews.com/2025/02/26/rdc-panique-a-goma-apres-des-rumeurs-de-recrutement-force-dans-les-ecoles/">https://fr.africanews.com/2025/02/26/rdc-panique-a-goma-apres-des-rumeurs-de-recrutement-force-dans-les-ecoles/</a>
	“The current crisis has led to the closure of 2,594 schools, including 1,483 in North Kivu and 1,111 in South Kivu, affecting 1,108,962 children,” in addition to the explosive devices found in some schools and a school turned into a cemetery.	26 February 2025	Communiqué from the Ministry of National Education of the Democratic Republic of the Congo
	The Government is documenting the war crimes and crimes against humanity perpetrated by M23-AFC and ordered by Kigali.	23 February and 6 March 2025	Communiqués from the Ministry of the Interior, Security, Decentralization and Customary Affairs of the Democratic Republic of the Congo (see enclosure)
	In Goma, M23 fighters abducted at least 130 sick and wounded.	Night of 28 February to 1 March 2025	<a href="https://www.ohchr.org/fr/press-releases/2025/03/drc-m23-attacks-hospitals-gravely-concerning">https://www.ohchr.org/fr/press-releases/2025/03/drc-m23-attacks-hospitals-gravely-concerning</a>  <a href="https://www.reuters.com/world/africa/east-congo-rebels-abduct-least-130-hospital-patients-un-says-2025-03-03/">https://www.reuters.com/world/africa/east-congo-rebels-abduct-least-130-hospital-patients-un-says-2025-03-03/</a>
	Disappearances, torture, detentions: M23 targets human rights defenders in the eastern Democratic Republic of the Congo.	5 March 2025	<a href="https://news.un.org/fr/story/2025/03/1153691">https://news.un.org/fr/story/2025/03/1153691</a>

Paragraph	Violation	Date	Source
10. <i>Demands</i> that all parties allow and facilitate, in accordance with relevant obligations of international humanitarian law and consistent with humanitarian principles, the full, safe, immediate and unhindered access of humanitarian personnel, equipment and supplies and the timely delivery of humanitarian assistance to populations in need, as well as the restoration of basic services and essential infrastructure, including, healthcare, water, electricity and communications;	By declaring Goma's airspace closed, the RDF-M23 coalition is not facilitating the free flow of humanitarian supplies, a subtle way of attaching conditions to the passage of these supplies through Nairobi in particular. The European Union has called for the airport to be reopened.	5 March 2025	<a href="https://www.rfi.fr/fr/afrique/20250305-rdc-a-kinshasa-johan-borgstam-reaffirme-la-position-de-l-ue-sur-le-conflit-qui-secoue-la-region">https://www.rfi.fr/fr/afrique/20250305-rdc-a-kinshasa-johan-borgstam-reaffirme-la-position-de-l-ue-sur-le-conflit-qui-secoue-la-region</a>
11. <i>Calls on</i> all parties to urgently open temporary humanitarian corridors in North and South Kivu for the resupply of essential humanitarian items and the free and safe movement of civilians, including humanitarian workers, and to ensure the immediate and unrestricted reopening of the airport in Goma, and that the Kavumu airport as well as border crossings remain open to allow for voluntary and safe movement of civilians, including for the access and medical evacuations of injured civilians and humanitarian workers;	Hospitals in several population clusters in North and South Kivu are facing a shortage of blood, which is essential for treating those wounded by bullets or explosions.	7 March 2025	<a href="https://www.rfi.fr/fr/afrique/20250307-est-de-la-rdc-plusieurs-h%C3%B4pitaux-confront%C3%A9s-%C3%A0-une-p%C3%A9nurie-de-sang">https://www.rfi.fr/fr/afrique/20250307-est-de-la-rdc-plusieurs-h%C3%B4pitaux-confront%C3%A9s-%C3%A0-une-p%C3%A9nurie-de-sang</a> <a href="https://www.africatopsuccess.com/rdc-penurie-de-sang-dans-plusieurs-hopitaux-dans-lest/">https://www.africatopsuccess.com/rdc-penurie-de-sang-dans-plusieurs-hopitaux-dans-lest/</a>
12. <i>Calls upon</i> all parties to refrain from any violence against civilians and to respect the civilian and humanitarian character of refugee camps and sites for internally displaced persons and stresses the need to prevent any forced recruitment of individuals, and any recruitment or use of children;	M23 elements took over the Heal Africa Hospital in Goma, looking for war-wounded, and took some of the wounded with them.  The rebels took away 116 patients from the CBCA Ndosho Hospital and 15 others from the Heal Africa Hospital suspected of being members of the Armed Forces of the Democratic Republic of the Congo (FARDC) or Wazalendo.	Night of 28 February to 1 March 2025	<a href="https://www.radiookapi.net/2025/03/02/actualite/securite/des-combattants-du-m23-font-irruption-au-sein-de-lhopital-heal-africa">https://www.radiookapi.net/2025/03/02/actualite/securite/des-combattants-du-m23-font-irruption-au-sein-de-lhopital-heal-africa</a> <a href="https://www.ohchr.org/en/press-releases/2025/03/drc-m23-attacks-hospitals-gravely-concerning">https://www.ohchr.org/en/press-releases/2025/03/drc-m23-attacks-hospitals-gravely-concerning</a>

*Abbreviations:* AFC, Alliance Fleuve Congo; EAC, East African Community; M23, Mouvement du 23 mars; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; RDF, Rwanda Defence Forces; SADC, Southern African Development Community.

## Enclosure

### Press release

**Kinshasa, 26 February 2025**

#### **Education in peril**

Faced with the dramatic worsening of the security situation in the east, the Ministry of National Education and New Citizenship hereby warns the national and international community about the devastating impact of the crisis on the education of Congolese children.

#### **A devastated education system**

The current crisis has led to the closure of 2,594 schools, including **1,483 in North Kivu** and **1,111 in South Kivu**, affecting **1,108,962 children**. Many schools have been bombed, destroyed or turned into military bases by armed groups. The presence of explosive devices in some schools seriously compromises the safety of pupils and teachers. In an unprecedented tragedy, **a school was even turned into a graveyard**, illustrating the horror and despair that afflict the education sector in conflict areas.

#### **Growing insecurity in Goma hampers education**

The city of Goma is marked by a high level of psychosis, which is having a direct impact on pupils and schools. Cases of forced recruitment of pupils by M23 and the Rwandan army have been documented. **Pupils and their families are living in constant insecurity, making it difficult for them to resume normal school activities.**

#### **Coordination is essential**

To ensure coherent communication on the impact of the crisis on education and the effective coordination of actions, the Ministry of Education and New Citizenship has set up a **crisis committee** with its technical and humanitarian partners. The Ministry, in coordination with them, remains the main body responsible for managing and disseminating official data on education in the Democratic Republic of the Congo, thus ensuring that information is reliable and in line with the realities on the ground.

#### **Measures to support learning**

In this context, the Ministry is implementing an emergency education programme to guarantee access to learning despite the instability. This programme includes distance learning and special arrangements for the preparation and organization of certified assessments. At the same time, school kits and essential supplies are provided for the most vulnerable pupils.

#### **A call for action**

Education is a fundamental right, and its systematic destruction is a serious crime against future generations. We call on all citizens, civil society organizations and the international community to mobilize for the protection of schools and children in the Democratic Republic of the Congo. **The educational community must be protected from the violence and trauma caused by the current instability.**

Communications unit  
Ministry of National Education and New Citizenship

**Ministry of the Interior, Security, Decentralization and Customary Affairs****The Deputy Prime Minister****Official communiqué**

The Government of the Democratic Republic of Congo hereby informs the national and the international community that since the occupation by the Rwandan army and its M23/AFC proxies of certain areas of national territory, there have been reports of atrocities and summary executions, rapes, kidnappings and the forced recruitment of young people, children under the age of 18 and surrendered soldiers and police officers. These reports constitute a flagrant violation of the international instruments ratified by the Democratic Republic of Congo, in particular:

1. The Hague Convention (IV) of 18 October 1907 respecting the Laws and Customs of War on Land and its annex: Regulations respecting the Laws and Customs of War on Land, (article 23 of the Convention);
2. The Geneva Convention relative to the Treatment of Prisoners of War of 12 August 1949 (articles 23, 52 and 130 of the Convention);
3. The Protocol Additional to the Geneva Conventions of 12 August 1949, and relating to the Protection of Victims of International Armed Conflicts (Protocol I, articles 51 and 75);
4. The Rome Statue of the International Criminal Court (article 8 (2) (a) (c) (i) and (v)).
5. Rule 132 of customary international law on the right of displaced persons to return voluntarily and in safety to their homes or places of habitual residence as soon as the reasons for their displacement have ceased to exist, and article 11 of the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (or Kampala Convention).

All the flagrant violations of the international instruments listed here constitute war crimes and crimes against humanity.

The Government of the Republic also notes that Rwanda and its proxies continue to set up a parallel administration, illegally installing facilitators in the entities under their occupation, in violation of Security Council resolution [2773 \(2025\)](#).

At the same time, Rwandan troops continue to loot State and private property and natural resources, which are transferred to Rwanda.

The Government of the Republic continues to document all crimes and violations of ratified international instruments, in order to bring the matter before the competent international bodies in due course.

Kinshasa, 23 February 2025  
J. Shabani Lukoo Bihango



**Ministry of the Interior, Security, Decentralization and Customary Affairs****The Deputy Prime Minister****Official communiqué**

The Government of the Democratic Republic of Congo hereby informs the national and international community that the Rwandan army and its M23-AFC proxies persist in committing war crimes and crimes against humanity in the areas under their occupation:

- The most recent were on 28 February and on 3 and 4 March 2025, when the Rwandan army and its M23-AFC proxies carried out a series of incursions into Goma hospitals (Heal Africa, CBCA Ndosho and CBCA Virunga), kidnapping around a hundred patients and nurses, including hospitalized soldiers, whom they summarily executed in flagrant violation of international humanitarian law.
- The Rwandan army continues to implement its macabre cleansing project by installing Rwandans and a parallel administration in the areas under their occupation.
- The Rwandan army and its M23-AFC proxies are continuing with the forced recruitment of young people, including minors and schoolchildren, in the occupied areas, as illustrated at a meeting they held in Nyiragongo territory where they decided to require those responsible for each household to enrol three children out of five for military training.

The Government of the Democratic Republic of the Congo is continuing to document these crimes ordered by Kigali, which need to be properly addressed so that justice is delivered for the victims.

Done at Kinshasa on 6 March 2025  
J. Shabani Lukoo Bihango

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