Community Land Rights in the Democratic Republic of the Congo (DRC):

A Summary of 2020 Analyses
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Background

Customary statutory tenure systems often overlap geographically in the Democratic Republic of the Congo (DRC), such that different actors may claim the same piece of land under different systems, leading to various land-related conflicts. In addition, the government has launched several economic and social development projects where land is used to support investments. However, Law No. 73-021 of July 20, 1973 codifies that the land tenure system must act as a barrier to investments. In this scenario, the absence of a land policy adapted to current global frameworks such as Sustainable Development Goals (SDGs) and to political, economic, social, and cultural evolutions at the national level creates significant gaps in land governance and inevitably leads to inequity and conflict.

For example, in most customary land systems, women have the right to cultivate land but do not have ownership rights. Particularly in the system of parental succession, women are mostly ignored in rural areas where customary laws have a strong influence on the organization of social life. Among the Indigenous Peoples of DRC, locally referred to as Pygmies, women are predominantly considered non-holders of land rights.

In such a context, rather than being an instrument of social pacification and economic development, the current system of land governance in the DRC has led to mixed results: 1) insecurity of land tenure in urban and rural areas; 2) the widespread development of practices that are tolerated in society but illegal under the current land governance system; 3) the proliferation of land disputes; 4) land hoarding; and 5) the insufficient valuation of land resources.

Political stability and good governance, including stronger resources rights for Indigenous Peoples and local communities and sustainable investments, can help galvanize conservation initiatives and enable the Congolese people to benefit from their wealth of natural resources. This report highlights key legal provisions in the DRC’s current land policy, and some of the major challenges facing conservation in the country, and potential ways that its Indigenous Peoples and local communities can play a more prominent role in shaping inclusive, sustainable, and equitable rights-based conservation.

Summary of findings

This summary highlights findings of three RRI studies conducted in 2020 as they relate to the DRC. The studies are:

1. *The estimated area of land and territories where the rights of Indigenous Peoples, local communities and Afro-descendant Peoples (referred hereon as “communities”) have not been recognized.*

2. *The identification of opportunities for investments in securing collective tenure rights in the forest areas of low- and middle-income countries.*
3. The exploration of rights-based interventions in conserving biological and cultural diversity.

This document explains what these three studies mean for the DRC and aims to equip local communities and civil society organizations (CSOs) with data to advance their advocacy work to influence future reforms, and help the government, donors, private sector actors, and conservationists make informed decisions.

Report 1: Estimated area of land and territories of communities where their rights are not recognized

1.1. Study rationale

There is now definitive research showing that legally recognized community lands store more carbon, have lower emissions, and have significantly lower deforestation rates than lands owned by other actors. They also cost less to maintain than conventional protected areas. Insecure, contested, and unjust land and forest tenure undermines efforts to protect, sustainably manage, and restore ecosystems essential to the realization of climate, conservation, and sustainable development goals. Further, community-owned and managed lands have emerged as a conservation strategy that is often lower risk, lower cost, and more effective than the conventional, publicly protected area approach. This report developed a global baseline of the total area of land where Indigenous and local communities’ rights are unrecognized. It drew on data from 42 countries covering almost 50 percent of global land area, excluding Antarctica.

1.2. Findings and interpretation

Across the world, recognized and unrecognized community lands constitute 49.2 percent of the total area in the study. This supports previous research that found that communities have historic or customary rights to half of the world’s lands. In comparison to Asia and Latin America, Africa has the largest portion of unrecognized community lands: 505 million hectares (Mha), or the equivalent of 49.9 percent of the land area in the 14 African countries studied. In other words: The greatest opportunity for the global advancement of customary and collective tenure rights lies in Africa.

Just three countries – the Central African Republic, the DRC, and Sudan – account for 59.1 percent of these unrecognized lands. In six of the 14 African countries studied, at least 60 percent of lands held by communities are not afforded legal recognition. The study also shows that 87.2 percent (197.8 Mha) of lands in DRC are claimed by Indigenous Peoples and local communities, but only 0.5 percent (1.2 Mha) of these lands have been legally recognized.
Report 2: The Opportunity Framework 2020: Identifying opportunities to invest in securing collective tenure rights in the forest areas of low- and middle-income countries

2.1. Study rationale

Globally, Indigenous Peoples and local communities comprising roughly 2.5 billion people customarily manage over 50 percent of the Earth’s land mass, but governments currently recognize their legal ownership to just 10 percent of this land. Forty percent of existing protected areas and 36 percent of intact forest landscapes are estimated to overlap with Indigenous territories. When local communities’ claimed lands are included, these overlaps could be as high as 80 percent.

Communities claiming customary ownership and governance rights over their traditional lands share a common interest with conservation actors attempting to conserve the biodiversity held within these territories of life. Unfortunately, legal frameworks for the recognition of collective tenure rights are often not implemented, as governments and civil society often lack the political will, financial resources, or capacities to implement even existing laws and court decisions.

Increasing financial flows to meet biodiversity targets in countries with poor governance and human rights records will further incentivize powerful actors, including governments and the private sector, to continue displacing people whose customary rights remain unrecognized. Such processes are already being observed in the DRC and elsewhere, putting hundreds of millions of communities at risk. This report examined the status of country readiness for investments in securing community land rights, prioritizing countries that are members of the Forest Carbon Partnership Facility (FCPF), an international initiative to help governments reduce deforestation and thereby mitigate climate change.

The report also offers a simple tool, the “Opportunity Framework,” designed to facilitate awareness and identify potential opportunities for investment by governments, supporters of the FCPF, and other potential donors, and to provide a simple framework for monitoring the status of readiness for such investments over time. The study evaluates and scores 29 countries (including the DRC) on:

1. Adequacy of existing legal frameworks
2. National government’s willingness to support implementation of projects for recognition of collective forest rights
3. Sub-national governments’ willingness and interest to support scaling-up these projects
4. Government capacity to institute reforms
5. Capacity of communities and affiliated CSOs to implement projects

A score ranging from 0-15 was assigned to each country based on the assessment of these five parameters.
2.2. Findings and interpretation

The aggregate score for the DRC was 12 out of a possible 15, meaning the country is ready for large-scale national or subnational projects to implement land and forest tenure reforms.\(^{vii}\) Only 10 of the 29 countries studied were assessed as being ready for such large-scale projects. It is important to note that out of 23 FCPF countries studied, legal frameworks were assessed as adequate in 13 countries, somewhat adequate in nine, and inadequate in only one (Sudan). Out of the 13 FCPF countries which have adequate legal frameworks, eight provide opportunities for large-scale investments, including the DRC.

In the remaining five countries (Bolivia, Cambodia, Kenya, Republic of the Congo, and Tanzania), lack of political will or government capacity led to lower rankings, implying a need for greater collaboration with governments and more investments in building government capacity for implementing collective tenure reforms. In the DRC specifically, CSO capacity for supporting collective rights recognition was assessed as adequate. However, investments are still needed for the civil society to undertake advocacy for legal reforms and support government agencies.

Report 3: Rights-Based Conservation: The path to preserving Earth’s biological and cultural diversity?\(^{viii}\)

“Throughout conservation’s checkered history, we have seen exclusionary conservation as a gateway to human rights abuses and militarized forms of violence. We now have evidence that this approach is also economically devastating. Paying Indigenous Peoples to abandon lands they have historically protected better than governments and private entities is wasteful and furthers past wrongs.” - José Francisco Cali Tzay - United Nations Special Rapporteur on the Rights of Indigenous Peoples

3.1. Study rationale

Urgent action is needed to prevent the collapse of biodiversity across the planet. In an effort to propose solutions, certain governments, organizations and conservationists have put forward proposals for bringing at least 30 percent, and up to 50 percent, of the planet’s terrestrial area under formal “protection and conservation” regimes to address the dual biodiversity and climate change crises. However, given that important biodiversity conservation areas often overlap with territories inhabited and claimed by communities, expanding biodiversity conservation significantly impacts these communities. Indeed, conservation’s colonial history has contributed to a growing list of human rights abuses, displacements, and increasingly militarized forms of violence in the pursuit of protecting biodiversity. It is estimated that up to 136 million people were displaced when formally protecting half of the global area currently protected (8.5 million km2).

The current draft of the Convention on Biological Diversity post-2020 Global Biodiversity Framework commits to placing at least 30 percent of Earth’s terrestrial and marine environments under formal
conservation by 2030. Thus far, however, it does not guarantee that the rights of communities will be fully respected and promoted. This report reinforces peer-reviewed findings that already show how communities are far more effective than governments at protecting ecosystems, especially when given formal rights that allow them to continue protecting their territories, and that supporting their agency and self-determination is the most cost-effective path to achieving global biodiversity goals.

3.2. Conservation in the DRC

The DRC is rich in natural resources including, fertile soils, immense water resources, and enormous mineral wealth. Forests cover approximately 62 percent of the country's land area, making its biodiversity an indispensable global asset in the fight against climate change. It is also home to Africa’s first National Park – the Virunga National Park - created in 1925. However, the park’s creation established a problematic precedent that persists both on the continent and around the world to this day. In formal legislation and in the implementation of conservation projects, human presence and the protection of biodiversity are often presented as being in contradiction with one another. As a result, conservation policies and legislation tend to criminalize and exclude Indigenous Peoples and local communities from their customary lands.

At the same time, the protected areas model has not proven to be an effective means of conservation. Large areas of land in the DRC have been leased to governments and private sector actors as concessions for forestry, mining, oil exploration, and industrial agriculture. This focus on industrial-scale use, presented as being mitigated by the protection of biodiversity in protected areas, represents the key paradigm of development espoused by successive governments in the DRC. The rising international hunger for land and forests further risk encouraging this model of exclusionary economic growth.

As of now, the DRC government is supporting the creation of 22 “agro-industrial parks” which will all compete for land resources. While the government’s development ambitions are important and legitimate, questions remain as to whether the model being pursued will deliver sustainable results and what its impacts might be on communities and the country’s rich biodiversity. This report highlights key provisions and some of the major challenges of conservation practice and suggests how Indigenous Peoples and local communities can play a more prominent role in shaping inclusive, sustainable, and equitable rights-based conservation in the DRC and across the world.

3.3. Findings

3.3.1. The global population of communities living in important biodiversity conservation areas ranges between 1.65 billion to 1.87 billion people.

In Africa, Asia, the Caribbean, Oceania, and the Americas, it is estimated that over 25 percent of each region’s population currently lives within important biodiversity conservation areas. The DRC has a total area of 2.34 million km2 for a total population estimated at 104.7 million. Thirteen percent of the country's land area is already protected, and 6.29 million people currently live in these areas. If the
3.3.2. **A greater proportion of people living in important biodiversity conservation areas are in low- and middle-income countries and may be at risk if exclusionary practices are used to expand conservation areas.**

Currently, 52 percent of the world’s existing protected areas are under the International Union for Conservation of Nature (IUCN) management categories I-a, I-b, and II.\(^\text{ix}\) This means that strict nature reserves and national parks make up the majority of protected areas in the world. The physical displacements, human rights abuses, and land conflicts caused by exclusionary conservation are well documented, with strong evidence of the detrimental impacts of restrictive and exclusionary conservation initiatives on the communities who depend on natural resources for their livelihoods, subsistence, and wellbeing. Whether or not governments continue this historical trajectory of favoring formally protected areas over rights-based approaches to biodiversity conservation will ultimately determine the impacts on the communities who currently inhabit these areas.

The study also shows that high income countries account for only 9 percent of the people living in important biodiversity conservation areas whereas low- and lower-middle income countries account for 56 percent. Similarly, the population densities of people living in important biodiversity conservation areas is much higher in low- and lower-middle income countries than in high- or upper-middle income countries. There is considerable overlap between important biodiversity conservation areas and populations whose rights to land have not been recognized in countries with poor protections for land and forest tenure rights. Excluding or restricting communities from lands prioritized for strict biodiversity conservation risks severe socio-economic impacts on local populations, with disproportionate effects on Indigenous Peoples, youth, and rural women.

3.3.3. **Expanding conservation areas by using historically dominant models of exclusionary conservation would be highly contentious, prohibitively expensive, and come with human rights costs that will fuel land conflicts.**

Globally, relocation cost estimates for 1.2 to 1.5 billion people currently living in unprotected biodiversity conservation areas range between 4 and 5 trillion USD. While considerable, this notional cost is underestimated as it only represents the costs directly tied to physically resettling people. Absent from this estimate are the indirect costs of social, political, and cultural disruption; lost access to local, ecological, and cultural resources; non-monetizable assets (i.e. traditional ecological knowledge, historical roots, sacred sites, spiritual connections); and the multigenerational trauma of evicting communities whose identities are inextricably linked to their traditional territories. Thus, the limited scope of applying resettlement-linked compensation for conservation is strongly critiqued by many social scientists and civil society, regardless of whether resettlement is voluntary or involuntary, particularly in countries where democratic and governance processes are weaker.
These notional costs were calculated using development-induced displacement as a framework and averaging per person compensation within relocation plans for projects funded by the World Bank, African Development Bank, and Asian Development Bank. The intention behind this calculation was to expose a hidden cost in conservation initiatives, particularly as people are often rendered invisible in global conservation strategies. With conservation predicted to become a leading industry even more so than it already is, the promise of financial gains would likely lead to elite capture. Projections for the cost of conserving biodiversity are expected to be over 100 million USD. The study’s calculations therefore show that if “good practices” are followed in resettlement, these optimistic cost predictions are unrealistic.

3.3.4. Communities conserve forests, ecosystems, and biodiversity effectively.

Indigenous and local communities with secure land tenure achieve similar if not better conservation outcomes than private or state-managed protected areas and do so at a lower cost. However, they seldom, if ever, receive the financial, political, and technical support granted to public or private conservation initiatives or the security of state-sanctioned enforcement measures.

Deforestation rates are significantly lower in Indigenous and Tribal territories where governments have formally recognized collective land rights, according to a UN review of over 300 studies. In addition, as recognized by a growing body of research, communities’ sustainable management of their resources contributes to societal needs in rural and urban areas alike through the provision of food, fiber, material, and medicine for local use and exports, the preservation of agrobiodiversity, and the conservation of essential watersheds. This is in large part due to the reciprocal relationship communities have with their territories of life, integrating livelihood, energy, and health, with identity, culture, autonomy, and freedom for the entire “territory of life” which connects the actions of today, the ancestors of the past, and the future generations yet to come. Rights-based conservation can preserve these relationships and play a role in protecting both the environment and the rights of communities who collectively steward them.

3.3.5. Recognizing the traditional and customary lands of communities will substantially contribute to, or even exceed, area-based conservation targets.

Communities’ role is integral to achieving the UN’s ambitious 2030 global biodiversity agenda. With their Indigenous knowledge and proven track record in conservation, they hold the key to preventing a global biodiversity collapse. Recognizing their tenure rights is also a far more feasible and cost-effective approach to conservation compared to traditional, protected area approaches. For example, the estimated cost of recognizing community tenure rights in currently unprotected, high biodiversity areas is less than 1 percent of the cost of resettling these communities out of protected areas.
Recommendations

These recommendations are taken from the report and should not be taken as an exhaustive list, but rather a brainstorm of important ways that various stakeholders can support rights-based conservation in the DRC and beyond.

For Governments

- Implement culturally appropriate legal, institutional, and regulatory reforms to recognize and protect the customary land and resource rights of communities and particularly the women within them;
- Recognize the rights of communities to existing protected areas in important biodiversity conservation areas. Establish links with local organizations representing these groups to develop culturally appropriate frameworks for rights-based conservation regimes;
- Uphold the distinct and differentiated rights of communities, including their right to self-determination, locally adapted governance institutions, and culturally appropriate land use priorities;
- Commit national and official development assistance (ODA) funds for nature protection towards supporting effective conservation efforts by communities;
- Ensure that community conservation efforts are counted in post-2020 global area-based targets. This will enable the integration of Indigenous land rights into national conservation plans and provide recognition for the conservation contributions of these groups;
- Establish and finance national accountability and reparation mechanisms to address past and present human rights violations in state-sanctioned protected areas as well as privately managed conservation areas;
- Make deliberate efforts to obey court rulings at both the national and international levels.

For Conservation Organizations and Philanthropists:

- Support efforts by communities, and particularly the youth and women within them, to advance their land and livelihood rights in important biodiversity conservation areas;
- Prioritize actions and investments that advance the legal recognition and protection of tenure rights, the right to self-determination, and protection and valuation of traditional ecological knowledge held by communities;
- Endorse the "Land Rights Standard" principles for best practices in recognizing and respecting community rights, and ensure its effective implementation through appropriate accountability mechanisms (i.e. organization specific criteria, indicators, trainings, transparent monitoring, and reporting;)
- Strengthen collaboration with communities and the pursuit of their territories of life to facilitate inclusive conservation initiatives while respecting their agency, self-determined priorities, and FPIC rights in all externally funded initiatives;
• Support local governance institutions and decision-making platforms to support joint learning, resolve conflicts, redress grievances, and develop life plans as well as equitable benefit-sharing approaches;
• Champion existing community initiatives and their struggles for rights as a central strategy for achieving inclusive and culturally appropriate community rights-based approaches;
• Support the flow of funding and capacity building resources to organizations representing communities to facilitate the recognition and securing of rights and governance of their lands and territories.

For Intergovernmental Organizations and Institutions:

• Promote the legal recognition and protection of the land and territorial rights of communities, including their right to self-determination and self-strengthening of traditional knowledge and governance systems, as the basis for achieving the targets and priorities outlined in the post-2020 Global Biodiversity Framework.
• Expand the inclusion of legally enforceable safeguards from the Convention on Biological Diversity’s Global Biodiversity Framework to both protect and advance the land and governance rights of communities and ensure their FPIC rights are adhered to in the creation of protected or conserved areas.
• Uphold existing rights standards and encourage parties to adopt the “Land Rights Standard” principles as best practices for recognizing and respecting community rights in the context of climate, conservation, and sustainable development actions.
• Endorse the need for communities to have their own voices equally represented in various biodiversity processes in international spaces with a seat at the decision-making table as full partners and conservation leaders.
• Establish independent grievance redress mechanisms—with the support of regional Indigenous federations, the UN Special Rapporteur on the Rights of Indigenous Peoples, the UN High Commissioner for Human Rights, the Convention of Biological Diversity Secretariat, and IUCN—to strengthen accountability of conservation efforts, redress infringements of human rights, and enforce compliance.
• Increase funding for initiatives and projects that secure land tenure rights as an effective biodiversity conservation strategy.

For CSOs and Communities

• Intensify advocacy efforts targeting governments for the implementation of reforms in the conservation and environmental sectors.
• Enhance capacity building in the identification and registration of community lands.
• Articulate and apply Indigenous knowledge and practices in conservation.
• Pursue proactive dialogues with government and conservation agencies as partners in land use interventions.
• Enhance and strengthen community-based institutions in land and natural resource governance.
• Proactively seek out and engage in dialogue with state and private sector actors on natural resource governance on community land.
• Actively work towards securing community land rights and redressing historical injustices, including those that exist within individual communities.

For Donors and Private Sector Actors

• Ensure the application of communities' right to free, prior and informed consent (FPIC) and other international best practices in all community-related transactions.
• Open avenues for dialogue with communities and state actors on resources held in community lands, including forest carbon.

Conclusion

Together, the three studies summarized above underscore the urgent need to catalyze effective solutions to scale up land and forest tenure reforms, develop and promote human rights-based approaches to conservation, and improve the sustainable governance of resources around the world. Their findings similarly feed into the long-term struggle for land rights in the DRC where the government is in the process of reforming its tenure and conservation practices. Given that the DRC has the largest continuous area of tropical forest in Africa and that the human population is not very dense in much of that forest, there is a clear opportunity to build a constructive synergy between conservation and the recognition of land rights. There have been perceptible changes in DRC's conservation policies over the last several years, even if some of these changes are not yet visible in terms of implementation:

• The new Community Forest Decree passed on August 2, 2014 is an encouraging example of establishing a clear legal basis for future community conserved areas. Under the decree 14/1018, a community can request a forest area up to 50,000 hectares that it customarily owns to be used as a multi-use concession in perpetuity. Communities can choose whether these concessions are used for conservation or not.
• The DRC Land Code is currently under revision, with CSOs actively participating in discussions and vocalizing concrete actions needed for the recognition and security of Indigenous and community land rights. However, the process is taking extremely long to complete, so it is possible that other legislative and policy opportunities will overtake it.
• The draft national strategy for Reducing Emissions from Deforestation and forest Degradation (REDD+) lists clarifying land tenure in the DRC as one of its core objectives. This is an opportunity to explore benefit-sharing mechanisms, improve the government's approach to implementing FPIC, and develop a territorial land-use planning procedure.
An Indigenous Peoples Law was recently submitted to the parliament and the law is now at the senate level for a second reading. It includes elements on customary rights and traditional knowledge that could contribute to community conservation.

For questions about this document or RRI’s work in the DRC, please contact Shannon Johnson.
About the Rights and Resources Initiative

The Rights and Resources Initiative is a global Coalition of 21 Partners and more than 150 rightsholders organizations and their allies dedicated to advancing the forestland and resource rights of Indigenous Peoples, Afro-descendant Peoples, local communities, and the women within these communities. Members capitalize on each other’s strengths, expertise, and geographic reach to achieve solutions more effectively and efficiently. RRI leverages the power of its global Coalition to amplify the voices of local peoples and proactively engage governments, multilateral institutions, and private sector actors to adopt institutional and market reforms that support the realization of their rights and self-determined development. By advancing a strategic understanding of the global threats and opportunities resulting from insecure land and resource rights, RRI develops and promotes rights-based approaches to business and development and catalyzes effective solutions to scale rural tenure reform and enhance sustainable resource governance.

RRI is coordinated by the Rights and Resources Group, a non-profit organization based in Washington, D.C. For more information, please visit www.rightsandresources.org.

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iv RRI. 2020c. Rights-Based Conservation: The path to preserving Earth's biological and cultural diversity? Rights and Resources Initiative, Washington, DC. Available at: https://rightsandresources.org/publication/rights-basedconservation/
v RRI. 2020c. Rights-Based Conservation: The path to preserving Earth’s biological and cultural diversity? Rights and Resources Initiative, Washington, DC. Available at: https://rightsandresources.org/publication/rights-basedconservation/.

The analysis does not claim to be a comprehensive assessment of the country’s potential for reforms, but rather a snapshot of the existing conditions and available data. The score is also not given in comparison with any other country.

xvi The “Rights-Based Conservation” report did not analyze marine protected areas as population distribution data is currently incapable of addressing issues related to the use, access, and management of water bodies and their resources. While water rights, and issues of access to water-related resources, are relevant to the conservation debate, analyzing and addressing these issues was beyond the scope of this report and will require further research.
xx RRI 2020c