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Analysis of Environmental Governance with Regard to Law No. 011/2002 of 29 August 2002 Concerning the Forestry Code in the Democratic Republic of Congo from 2006 to 2015

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ABSTRACT

The forestry regime aims at promoting the rational and sustainable management of resources in order to increase their contribution to the economic, social and cultural development of present generations, while preserving forest ecosystems and forest biodiversity for future generations. It was with this in mind that the legislator promulgated the decree of 4 April 1934, the first legal instrument on forestry adopted by the Belgian Parliament. Two years later, the decree of 13 June 1936 was added to the list and attempted to put all indigenous people on an equal footing with regard to forest access and use rights. After the Second World War, the decree of 11 April 1949 on forests had data of an economic nature that obliged the colonial authorities to adapt the forestry legislation. Over the years, the decree became obsolete, ineffective and unsuited to the political, economic, social and especially the global and sub-regional environment. In the same vein, law n°011/2002 of 29 August 2002 on the forestry code is the basic legislative text that regulates forestry management in the DRC. This law wipes out the existing texts, inherited from the colonial period, in order to meet the new socioeconomic objectives that the State has assigned to the management of the forest estate. The results of our investigations in Basoko Territory confirm the marginalisation of local communities. On the one hand, they are not involved in the process because their specifications are very often not followed up. On the other hand, local communities are not involved in the management of industrial exploitation at the decision-making level.

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Introduction

The issue of forest management in the light of environmental governance requirements has already been the subject of several studies in the past. In the context of this work, we have selected two appropriate studies, namely that of BEMBONGA MONGANGA and that of KAWE N'SUMBU.

Indeed, BEMBONGA MONGANGA¹ has noted that for several centuries, industrial societies have conveyed the idea that nature constitutes both a gigantic reservoir of resources and a dumping ground for the excesses of its exploitation in perpetual renewal, nothing is lost as stated by Lavoisier's law. The resources seemed inexhaustible to them because a felled forest does not fail to grow back.

KAWE N'SUMBU² was concerned to know how the Congolese state can be evaluated in the face of a situation of

¹BEMBONGA MUNGANGA, La problématique de la gestion des ressources forestières dans le district de la Tshopo. Cas de la cité forestière d'ALIBUKU DE 2003 à 2007, Mémoire de licence en économie, FSEG, 2006-2007, p.

² KAWE N'SUMBU, La problématique de la souveraineté de l'Etat congolais face à la gestion des espaces

sovereignty in the management of its forest areas. The author affirms that this problem remains an undeniable reality, and that the evaluation would be negative, even unfavorable, insofar as the Democratic Republic of Congo is "a giant with feet of clay" whose poor management by agents and authorities, low productivity and low resources allocated by the State to the Administration would be obvious. Thus, he raises the extra-economic causes on the side of the political crisis that the Congolese state has been undergoing since independence until today. This crisis due to power sharing does not spare any institution, but results in bad governance, administrative instability and the destruction of the Congolese economic fabric.

In contrast to our predecessors, our study is interested in analysing forest governance in relation to Law n°011/2002 in the Democratic Republic of Congo in general, and in the Basoko territory in particular. This governance is a crosscutting issue that involves several actors, including the state, local communities, loggers and non-governmental organisations in the forestry sector.

forestières de l'indépendance à nos jours. Dissertation for a degree in economics, FSEG, UNIKIS, 2009, p.3.

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The crisis caused by the accelerated and probably irrevocable impact of human activities on nature requires collective responses from governments and citizens. Nature ignores political and social barriers and the global dimension of the crisis negates the effects of unilaterally initiated actions at the level of a state or a sectoral institution, however powerful.

Indeed, climate change, maritime and atmospheric pollution, nuclear risks and those linked to genetic manipulation, the reduction and extinction of resources and biodiversity, and above all a development model that remains largely unchallenged at the global level, are among the various manifestations of this accelerated and probably irrevocable impact.

The Central African States, in particular the Democratic Republic of Congo, have become aware of their commitment at the international level and have materialised it by implementing several legal instruments at the sub-regional level to serve as a basis for efficient environmental governance in the forestry sector.

After a ten-year period of environmental governance in the forestry sector, there is a large gap between the legal prescriptions and the socio-political and economic realities on the ground in DR Congo. Indeed:

- 1. What is the real scope of law n°011/2002 of 29 August 2002 on the forestry code in DR Congo?
- 2. Is there a match between forest governance and law $n^{\circ}011/2022$ of 29 August 2002 on the forestry code?
- 3. Do local communities in the Basoko territory have a stake in forest governance in DR Congo?

With regard to these questions of our problematic, our working hypotheses are based on the following considerations:

- 1. The real impact of law n°011/2002 of 29 August 2002 on the forestry code would be to improve forest governance in DR Congo:
- 2. Forest governance and the law n°011/2002 of 29 August 2002 on the forestry code in DR Congo are inadequate in their implementation because of the stakes of the actors involved;
- 3. The local communities in the Basoko territory would not find their accounts following their marginalisation, including on the one hand, their account due to the fact that their specifications are very often classified, without follow-up, and on the other hand, the local communities would not be associated in the management at the decision-making level during the industrial exploitation.

In view of the above, this work has the following objectives 1) To present the territory of Basoko; 2) To analyse the texts relating to the law governing forest management in the DR Congo by pointing out the weaknesses of the State in the way it manages its forests; and 3) To analyse the impact, challenges and prospects of this management on the lives of local communities.

Apart from this introductory part and the conclusion, this study consists of three parts. The first part focuses on the presentation of the Territory of Basoko, the second part focuses on forest governance in the Democratic Republic of Congo and the third part analyses the impact, challenges and perspectives of forest governance in the Territory of Basoko.

I. Presentation of basoko territory

Located about three hundred kilometres downstream from Kisangani, the Territory of Basoko lies on the banks of the Aruwimi and Itimbiri rivers and the Congo River in the Tshopo District, Oriental Province. It is bordered to the north by the territories of Aketi and Bumba. Bumba is part of Equateur Province. To the south, it shares a common border with Banalia Territory, to the east with Isangi Territory and to the west with Yahuma Territory. This scalene triangle, located north of the equator, has an area of 2,436 km², which is more than 1/3 of Belgium or more than 2/3 of Rwanda.³ This administrative entity comprises three chiefdoms, five sectors and two extra-customary centres. These are the chiefdoms of Wahanga, Yamandundu and Yaliwasa; the sectors of Bomenge, Bangelema/Mongandjo, Mobango/Itimbiri, Lokutu, Turumbu and, finally, the cities of Basoko and Lokutu.

Basoko is a vast territory with a population of around 500,000 and very fertile land. Its agricultural vocation is favoured by its equatorial climate, which is conducive to a wide variety of tropical crops such as cassava, rice, bananas, coffee, cocoa, cotton, oil palm, rubber and cinchona, as well as to the development of well-stocked pastures, which are favourable to livestock.⁵

Located in the central basin, whose forest has just been declared a world heritage site, (...). Basoko has a large forest of young secondary type and anarchically exploited regeneration, which abounds in numerous diversified plant species such as limba, mogoya, afromosia elata, sappeli, tola, kambala, ebony, sipo, kosipo, iroko, tiama, African mahogany, padoux, doussié, tshiola, olovongo. (...). Basoko contains 12,000 km² out of the 328,212 km² of the forests of the Eastern Province.

The Bangelema are related to the Baboa of Buta and Aketi and constitute the majority of the population of Banalia Territory. They are represented by fairly large settlements in Buta and Aketi. The Babango, who are of the same descent as the Buza of Bumba territory. The Basoo, the Turumbu, the Bapoto and the Mwingi, who constitute an important part of the Basoko population. According to oral tradition, the territory of Basoko was populated by successive waves of people who, from a linguistic point of view, are divided into six groups. Basoko was first inhabited by pygmies who came from Bokala in the Yahuma Territory. They settled on the left bank of the Congo River before another group moved to the right bank. They were later joined by the Turumbu, Basoo, Bangelema, Babango, Mwingi and Bapoto.

II. Forest governance in the Democratic Republic of the Congo

In this second part, we present forest governance, the implications of regulatory and legislative texts in forest governance and the relevant institutions.

II.1 Forest governance

Governance can be understood as the set of rules and methods for organising reflection, decision making and control of the implementation of decisions in a society. Forest governance involves, among other things, reflection on forest issues; the involvement of all stakeholders in decision-

³J.A. MONDIMO ABENDJE, L'envers d'une libération, Edition fondation universitaire pour l'éducation et le développement (F.U.E.D), Kisangani 2007, p14.

Ibid

⁵J.A. MONDIMO ABENDJE, op cit, p15. ⁶Ibid

⁷J.A. MONDIMO ABENDJE, op. cit. p.16 ⁸Idem, p17

making; and the establishment of mechanisms to monitor the implementation of decisions.⁹

The forestry regime aims to promote rational and sustainable management of resources in order to increase their contribution to the economic, social and cultural development of present generations, while preserving forest ecosystems and forest biodiversity for the benefit of future generations. ¹⁰

II.2 Implications of regulatory and legislative texts in forest governance

The decree of 4 April 1934 was the first legal instrument on forestry issued by the Belgian Parliament. Two years later, the decree of 13 June 1936 completed the 1934 decree and attempted to put all indigenous people on an equal footing with regard to access and use of the forests. (...). The contribution of the Belgian Congo during the Second World War was significant. The Allied Powers often obtained latex from the forests of this country to make rubber for the tyres of Allied vehicles. 12

This economic fact obliged the colonial authorities to adapt the forestry legislation. It was in this spirit that the decree of 11 April 1949 on forests was drawn up and promulgated. This decree devotes twenty-five of its forty-six articles to the exploitation of wood and shows in its letter and spirit the economic and utilitarian character that surrounded its drafting, thus ignoring other values such as moral, ecological and social ones. (...). ¹³ Under this decree, the social fate of the populations as well as environmental concerns were not integrated into the legal corpus. If a logging company carried out a social activity, it was considered an act of charity and humanism.¹⁴ This was done for a poor population lacking basic needs. Moreover, these social actors aimed to maintain 'social peace' between the local population and the logger to allow the latter to exploit in conditions of some peace. After independence, (...). Over the years, the decree became obsolete, ineffective and unsuited to the political, economic and social context and above all to the global and sub-regional environment. It has led to several conflicts between forest dwellers and loggers. These conflicts have often been caused by the allocation of forests 'without local consultation, without equitable benefit to the local

⁹Here we refer to the different forestry laws and participatory measures cited by the Independent Observer on Forest Law Enforcement and Governance in the DRC on "Forest Law Enforcement and Governance. Analysis of the DRC's forestry legislation', p.8

Article 2 paragraph 2 of law n°011/2002 of 29 August 2002 on the forestry code in the Democratic Republic of Congo, p.3.
 GARRY SAKATA, LE DROIT FORESTIER EN

¹¹GARRY SAKATA, LE DROIT FORESTIER EN REPUBLIQUE DEMOCRATIQUE DU CONGO, *FAO Legal Studies*, June 2008, p.8 available at http://www.fao.org/legal/prs.d/paper-e.htm

¹²S. BULA BULA, "Les institutions de gestion des forêts au Zaïre", *in Droit*, forêt et développement durable, p.295

¹³GARRY SAKATA, op. cit. p.8

¹⁴GARRY SAKATA, Le code forestier et le code minier de la RDC: rôle des acteurs et impacts socio-économiques et environnementaux. *Essai comparatif, Study report for the Royal Museum for Central Africa*, Tervuren, Brussels, March 2007, p.2

populations or to the countries, and without consideration for alternative uses. (...). ¹⁵

In the same perspective, law n°011/2002 of 29 August 2002 on the forestry code is the basic legislative text regulating forestry management in the DRC. This law wipes out the existing texts, inherited from the colonial period, in order to meet the new socio-economic objectives that the State has assigned to the management of the forest estate. ¹⁶

The adoption of a new forestry law in 2002 is one of the state's responses to the rise of illegal practices in the timber industry. In a break with previous texts, this law innovates on the following points: the participation of communities in the management of forest resources; the obligatory improvement of forest concessions: the revision of the modes of allocation of forest concessions; the improvement of procedures for controlling forest exploitation and the creation of consultation frameworks (councils). ¹⁷The 2002 code is based on two key elements: the principle of sustainable development (maintaining the resource through sustainable exploitation) and the principle of awarding the value of the forest for better management, which becomes the rule for the allocation of concessions. Indeed, the notion of sustainable exploitation introduces new burdens related to the preparation and implementation of forest management. Sustainable forest management is an element of sustainable development. Neither concept can be considered as a state or condition. ¹⁵

As forest governance needs to be strengthened, the Congolese government, in accordance with this new legislation, has called on an independent observer to support it in its efforts to monitor forestry activity on its territory, and this observer is currently operational. ¹⁹

II.3. The competent institutions

When one is in the field and observes the forest, one notices that it is implanted, naturally or artificially, on a space, a zone or a geographical territory. This space, in the Democratic Republic of Congo, can be located in a basic territorial entity: the village. In turn, the village is located in a grouping that is located in a sector and/or in a chiefdom included in a territory. In turn, this territory is located in a province and the latter is included in a country or a state such as the DR Congo.

It is in this perspective that forest governance is exercised, expressed and deployed by certain actors through international, national, provincial and local institutions. All

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¹⁵L. DEBROUX et al, La forêt en RDC post-conflit. Analysis of a priority agenda. Collective report by teams from the World Bank, the Center for International Forestry Research (CIFOR), Jakarta 2007 p.IX available at www.cifor.cgiar.org/publications/pdffiles/books/BCIFORO.p

¹⁶Independent Monitoring of Forest Law Enforcement and Governance in the DRC (IM-FLEGRDC), "Forest Law Enforcement and Governance. Analysis of the DRC's forestry legislation', p.8

¹⁷This role is played by Ressources Extraction Monitoring (REM) which has a 25 month mandate quoted by GARRY SAKATA on forestry law in the Democratic Republic of Congo, p.8

¹⁸B-G AKPOKI MONGENZO, Exploitation et développement durable de l'écosystème forestier. Analyse critique du code forestier de la République Démocratique du Congo, Faculté de Droit, Université protestante au Congo, Kinshasa 2007

¹⁹Same as

these institutions can be grouped into non-governmental institutions and governmental institutions.

In the DR Congo, government institutions include political and administrative institutions at central, provincial and local levels. In this regard, at the central level in DR Congo, the issue of forest governance is addressed by the constitution, ²⁰ laws and regulations through the presidency of the republic, the parliament, the central government and the Courts and Tribunals without forgetting the bilateral and multilateral partners.

At the provincial level, the issue of forest governance is dealt with by the Provincial Assembly, the provincial government and the deconcentrated services of the state, as well as international and provincial NGOs. At the local level (Territory, Sector, Group and Village) this issue is dealt with by the public services of the State, customary chiefs, local communities and certain public and private partners operating at grassroots level.

III. Analysis of the impact, challenges and prospects of forest governance in the basoko territory

In this third part, we present three sub-points that revolve around the impact of forest governance and the marginalisation of local communities, the challenges of forest governance and the prospects for forest governance.

III.1 Impact of forest governance and marginalisation of local communities

The exploitation of natural resources in the DRC has already caused a lot of ink to flow. The exploitation of timber has already caused a lot of ink to flow. The Congolese forests illustrate the paradox between the abundance of resources and the poverty of the population. Decades of industrial exploitation that does not contribute to local development, repeated unfulfilled promises, intimidation, arrests and mistreatment of local community members who dare to denounce the non-respect of commitments and violations of the forestry code.

Predatory behaviour in relation to scarce resources causes serious social and environmental damage that fuels and provokes social conflict.

Table 1. Public opinion on the behaviour of forest managers during industrial logging Do you think that the behaviour of forest managers is good and reassuring during industrial exploitation?

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Population	Men		Women		Total		
Opinion	F	%	f	%	F	%	
Yes	0	0	0	0	0	0	
No	30	62,5	18	37,5	48	100	
Total	30	62,5	18	37,5	48	100	

Source: Our field survey: April-May 2017

As we can see from the results of this table, 48 subjects, i.e. 100% of our respondents, think that the behaviour of the managers is not good during industrial exploitation because they do not respect the specifications and, consequently, the local populations do not benefit. This is the case with SODEFOR, which works under licence from FORABOLA. In reality, these are the two separate companies working in

²⁰Read on this subject: B, MALIKIDOGO KABARE, Compétence de l'Etat et des Provinces dans les constitutions de 1964 et 2006 en RD Congo. Evolution ou Involution, Editions universitaires européennes, International Book Market Service Ltd, member of OmniScriptum Publishing Group, Mauritius, pp.40-41

the BASOKO territory. However, from the Rio Declaration on Environment and Development, which sanctioned the Earth Summit held in Brazil in 1992, to the International Conference on the Forests of the Democratic Republic of Congo held in Brussels in 2007, and the Millennium Development Summit of 2000, which set the eradication of poverty as its first objective to be achieved by 2015, the States recognised that there was an inseparable link between development, local communities and natural resources.

Local communities had long been marginalised in the management of forest resources and in order to guarantee socio-economic development and sustainable management of forest resources, they needed to be involved in management while being given decision-making powers. The Congolese legislator's desire to formalise the rights of these communities over their resources was thus initiated through law n°011/2002 of 29 August 2002 on the forestry code in its article 22 in the context of the fight against poverty.

The government has therefore initiated consultative processes with a view of having legislation that is concisely based on the aspirations of the local population. It is no less true, however, that this process, which is new in the country, is still in its preliminary stages and is proving more or less complex in its implementation. However, it must be noted that these local communities are not really involved in the management of industrial exploitation, as they are not recognised as having decision-making power. It should be noted, however, that many logging companies in the provinces work with central government documents, with local communities having not only management powers but also their economic rights.

Table 2. Do you think that the companies operating here involve you in the management during the industrial operation?

Population	Men		Women		Total	
Opinion	F	%	F	%	F	%
Yes	6	12,5	2	4,2	8	16,7
No	28	58,3	12	25	40	83,3
Total	34	70,8	14	29,2	48	100

Source: Our field survey: April-May 2017

The table shows that 16.7% of our respondents, i.e. 8 people (6 men and 2 women) think that local communities are always involved in the management of industrial exploitation, whereas 83.3% of our respondents, i.e. 40 people (28 men and 12 women) think that local communities are not involved in the management of industrial exploitation.

This situation leads us to understand that Congolese forest managers work alone with the companies that exploit the forests, and leave out the local communities.

III.2 Forest governance issues

So far, out of the 80 forest titles deemed convertible by the international commission, there are only 24 social clauses in the specifications signed by the loggers with the local communities or riparian population:

It is easy to make an average of the social clauses of the specifications signed by the logging companies with the local communities, that one represents a less important number 24 social clauses of the specifications on the 80 forest titles, there are still 56 forest titles without social clauses of the specifications, that is to say an average of 30%. Beyond the low percentage of the social clauses of the specifications, are added the great delay of the realizations of the socioeconomic infrastructure such as planned.

N°	Contracts	Titles	Clauses	
1	Safo wood	N°001/95	Obligation of the parties and social clauses	
2	Lukenie Wood Company	N°018/95	Obligation of the parties and social clauses	
3	Siforco-Bolama	N°028/98	agreement, obligation of the parties and social clauses	
4	Sodefor-Oshwe	N°028/03	Avenat, obligation of the parties and social clauses	
5	ITB-Elanga	N°030/05	Obligations of the parties, social clause and management plan	
6	ITB-Bikoro	N°001/04	Agreement, obligation of the parties, social clause and management plan	
7	Bakri Bois-Ingende	N°045/04	Agreement, obligation of the parties, social clause and management plan	
8	Sicobois-Lisala	N°042/04	Agreement, obligation of the parties, social clause and management plan	
9	Entra-Mambasa	N°006/92	Agreement, obligation of the parties and social clause	
10	Soforma-Basoko	N°003/03	Agreement, obligation of the parties and social clause	
11	Soforma-Monkoto	N°033/03	Obligation of the parties and social clause	
12	Soforma-Lisala	N°008/03	Obligation of the parties and social clause	
13	CFT-Ubundu	N°036/04	Obligation of the parties and social clause	
14	Folac-Inongo	N°024/05	Obligation of the parties and social clause	
15	Sodefor-Bolia	N°032/03	Obligation of the parties, social clause and management plan	
16	Forestière-Bekoni-Kombolole	N°015/03	Obligation of the parties and social clause	
17	ITB-Lukenie	N°002/01	Agreement, obligation of the parties, social clause and management plan	
18	ITB-Mongandjo	N°002/04	Agreement, obligation of the parties, social clause and management plan	
19	Trans6m6lOMAKO	N°034/05	Agreement, obligation of the parties, social clause and management plan	
20	Soforma-Mpama	N°005/03	Agreement, obligation of the parties, social clause and management plan	
21	Scibois-Lusankamo	N°093/03	Obligation of the parties, social clause and management plan	
22	Trans-M-Bekeni-Kondolole	N°033/05	Agreement, obligation of the parties, social clause and management plan	

Table 3. Contracts, Titles and Clauses

III.3. Perspectives on forest governance

The Congolese State must maintain the moratorium in the forestry sector; complete the reform of forest governance through implementation measures and the popularisation of texts at grassroots level; the need to restore the authority of the state and continue the decentralisation reform in order to allow local authorities to contribute effectively to the process of environmental governance at local level; and the commitment of forestry operators to voluntary sustainable management practices

The foreseeable impact of the social cost of forest governance on local communities in the DR Congo has required the government to explore and implement in the short term the ways and means of a transversal moratorium on the social dimension of governance in the DR Congo.

It is necessary to take into account the constraint of reeducation of forestry entrepreneurs, by means of a consensual mechanism with the various stakeholders (local community). This approach should be based on and respect the forestry law in force and the various conventions in order to reduce the impact to acceptable levels.

The establishment of a moratorium on the regulation of the forestry sector, among other things, with the objective of ensuring the economic and financial balance of the forestry sector in DR Congo, and the presentation of the economic conditions necessary to make it viable and favour the local communities in an objective, transparent and nondiscriminatory manner.

Conclusion

At the end of our study, which focused on the analysis of environmental governance with regard to Law No. 011/2002 of 29 August 2002 on the forestry code in the Democratic Republic of Congo, our main concern here was to know:

- 1. What is the real scope of law $n^{\circ}011/2002$ of 29 August 2002 on the forestry code in DR Congo?
- 2. Is there a match between forest governance and law $n^{\circ}011/2022$ of 29 August 2002 on the forestry code?
- 3. Do local communities in the Basoko territory have a stake in forest governance in DR Congo?

In terms of assumptions, we estimated that:

- 1. The real impact of law $n^{\circ}011/2002$ of 29 August 2002 on the forestry code would be to improve forest governance in DR Congo;
- 2. Forest governance and the law n°011/2002 of 29 August 2002 on the forestry code in DR Congo are inadequate in their implementation because of the stakes of the actors involved;
- 3. The local communities in the Basoko territory would not find their accounts following their marginalisation, including on the one hand, their account due to the fact that their specifications are very often classified, without follow-up, and on the other hand, the local communities would not be associated in the management at the decision-making level during the industrial exploitation.

After the analysis done, we have reached the following outcomes:

- The existence of a mixed record in the forest governance reform process and the weakness of all actors;
- The delay in the production of implementing measures;
- The existence of several social conflicts between local communities and loggers;
- The confusion of artisanal and industrial exploitation;
- A multitude of national and international legal instruments with no visible impact on the living conditions of the local riparian community in the context of overexploitation of forest resources;
- The existence of several sectoral codes in the agricultural and mining sectors, and others in the process of being drawn up without coherence and in contradiction with the forestry code, as well as an environmental code, which has not yet been popularised among the actors;
- Several issues and challenges simultaneously in environmental governance in the forestry sector, which materialize in overexploitation of forest resources with poverty;
- The lack of application of a legal mechanism for the equitable distribution of revenues from forest exploitation in terms of forestry taxation;

- A profit-sharing mechanism in the context of environmental corporate social responsibility is still in its infancy compared to social clauses in specifications.

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