From Mineral Wealth to Community Development - The Role of EITI in Promoting extractives sector governance and leveraging Community Development Agreements to increase Mineral Benefits



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1.0 BACKGROUND AND RATIONALE

Uganda's mining sector offers significant opportunities to generate employment, mobilise revenue, develop infrastructure and improve livelihoods. Realising this potential requires transparent revenue management, meaningful community participation, responsible mining practices and effective mechanisms for sharing benefits.

One of the mechanisms supporting improved governance of the extractive sector is the Extractive Industries Transparency Initiative (EITI). Uganda has implemented EITI since 2020 through the Uganda Extractive Industries Transparency Initiative (UGEITI). The Fifth EITI Report, covering financial year 2023/2024, was launched on 23 September 2026.

However, mineral wealth does not automatically translate into sustainable benefits for host communities, even though these communities often bear the social and environmental costs of extraction. Government has sought to address this gap through legal and policy reforms. In particular, the Mining and Minerals Act, 2022 provides for Community Development Agreements (CDAs). Under Section 229, holders of qualifying mineral rights – excluding prospecting, exploration and artisanal mining licences– are required to negotiate CDAs with representatives of communities likely to be affected by mining operations. These agreements are intended to support benefit sharing and community development.

The CDA model has been piloted in Karamoja and in other countries. The experience of the Rupa community and Sunbelt Mining Company, where the Rupa Community Development Trust represented the community in negotiations on surface rights and compensation, demonstrates both the opportunities and the challenges associated with these arrangements. Agreements alone are not sufficient; effective community representation, negotiation, implementation and monitoring are also necessary.

Mubende and Kasanda are important gold-mining areas where artisanal and small-scale mining supports livelihoods while raising concerns about environmental damage, land access, safety, community welfare and limited access to development opportunities.

Against this background, UGEITI, in partnership with the Advocates Coalition for Development and Environment (ACODE), the Natural Resource Governance Institute (NRGI) and the Uganda Association of Artisanal and Small-Scale Miners (UGAASM), convened a national dialogue to disseminate the Fifth EITI Report, discuss opportunities for increasing benefits from the extractive sector, and explore how CDAs can strengthen community participation, benefit sharing and accountability.

The dialogue brought together 66 stakeholders (48 men and 18 women), including representatives of the Ministry of Finance, Planning and Economic Development; the Ministry of Energy and Mineral Development; the Uganda EITI Secretariat; UNDP; academia; the media; civil society organisations; and independent consultants and advocates working with artisanal and small-scale miners.

1.1 Objective of the National Dialogue

The overall objective was to strengthen transparent, accountable and inclusive governance of Uganda's mining sector and promote equitable and sustainable benefits for mining-host communities.

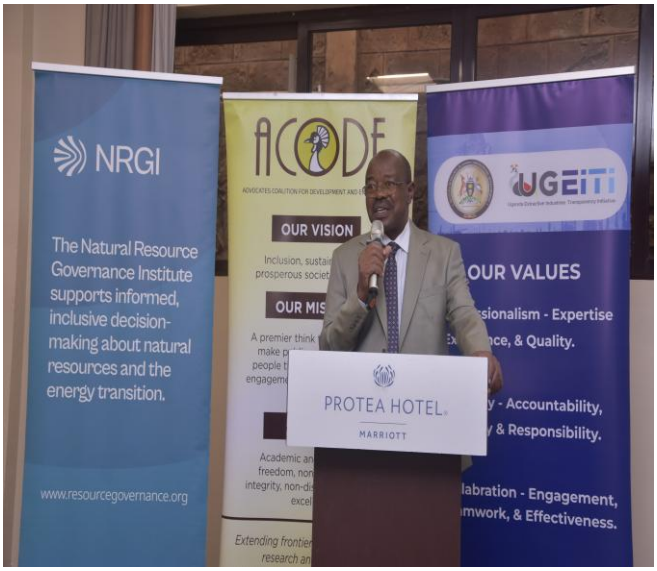
2.0 PROCEEDINGS OF THE NATIONAL DIALOGUE

2.1 Official Opening Remarks

Hon. Amos Lugoloobi, Minister of State for Finance, Planning and Economic Development (Planning)

Hon. Lugoloobi commended the cooperation between government, the private sector and development partners in convening the dialogue. He noted that such partnerships strengthen institutions, promote accountability and help ensure that natural resource governance responds to citizens' aspirations. He reaffirmed his commitment to supporting the EITI process until Uganda delivers a successful programme and thanked participants for their commitment to improving the governance of the country's extractive resources.

He highlighted three governance concerns:



- *Institutional capacity:* Uganda's extractive sector is still developing, and institutions need the capacity to verify what is mined, declared and sold. He noted that Uganda now keeps part of its reserves in gold at the Bank of Uganda, comprising locally mined and refined gold, largely from artisanal miners, rather than re-exported imports. Given gold's importance among Uganda's exports, reliable verification of declared quantities is essential.
- *Accountability:* He raised questions about how minerals originating in Karamoja and processed elsewhere are accounted for, and whether the people of Karamoja are better or worse off as a result. He also highlighted the loss of approximately 222 hectares of Mabira Forest associated with transmission lines, noting the forest's role in absorbing emissions, supporting rivers and Lake Victoria, and sustaining aquaculture. He observed that there had been limited advocacy for appropriate compensation for the forest loss.
- *Responsive governance:* Stakeholders should first understand citizens' aspirations and then strengthen governance mechanisms to respond to them.

On the fiscal context, he noted that Uganda could not continue to rely heavily on borrowing. Public debt stood at approximately 54% of GDP, close to the 55% level beyond which debt servicing becomes challenging, while tax revenue was about 13–14% of GDP. He argued that Uganda must make better use of its natural resources, including minerals, to improve debt sustainability and finance development.

He emphasised that EITI provides a platform for government, companies and civil society to work together and disclose what companies pay and what government receives. EITI information supports revenue assurance and accountability by identifying discrepancies and weaknesses in reporting and collection systems; broadens the domestic revenue base by revealing opportunities to improve collection of royalties, taxes and other payments; strengthens transparency around state-owned enterprises; supports evidence-based policy-making; and builds public and investor confidence.

The Minister cautioned that EITI should not be treated merely as a reporting obligation. It is a governance and economic management instrument that can help Uganda mobilise domestic revenue and derive greater value from its natural resources. He acknowledged the Fifth Report's headline figures – UGX 663.24 billion in extractive revenues, of which UGX 336.97 billion was attributed to mining – but observed that these figures remain modest in relation to the sector's potential.

He linked the extractive sector to the Tenfold Growth Strategy, which aims to grow Uganda's economy from approximately US$50 billion in 2023 to US$500 billion by 2040 in a transformative, inclusive and sustainable manner. He urged stakeholders to study the Fifth EITI Report and use its findings to propose practical reforms that support domestic revenue mobilisation, public financial management, investor confidence and shared prosperity.

2.2 Opening Remarks by EITI

Mr. Saul Ongaria, EITI National Coordinator

Mr. Ongaria explained that EITI brings together government, civil society and the private sector to discuss and act on information collected over time. Uganda began implementing EITI in 2020 following a government decision to establish a framework for prudent management of oil, gas and related revenues, building on civil society advocacy for policy reforms and companies' interest in a level playing field in relation to licences, incentives and infrastructure.

Uganda had produced five EITI reports, with work on the Sixth Report expected to commence in January 2027 and conclude by June, followed by its launch and dissemination. He described the Fifth Report as a valuable source of information for policy-makers, investors and researchers. It is available on the EITI and partner websites, and the Secretariat and members of the Multi-Stakeholder Group (MSG) can share it with the public. He encouraged MSG members to circulate the report widely and urged participants to use its evidence to generate debate and improve the extractive sector.

2.3 Opening Remarks from Civil Society

Mr. Onesmus Mugyenyi, Deputy Executive Director, ACODE



Mr. Mugyenyi thanked the collaborating organisations and noted that a similar dissemination workshop had recently been held in Kasanda with NRGI and UGAASM, focusing on revenue governance and benefit sharing. He acknowledged NRGI's longstanding support for capacity building and thanked Oxfam for supporting ACODE and other civil society organisations through its Economic Justice Programme. He also appreciated the participation of companies, noting that their engagement creates opportunities for improved relationships with communities.

He described the central challenge as the paradox of poverty amid plenty: resource extraction generates wealth, yet host communities often benefit little. He referred to research by SEATINI under the same project, which found that the value of resources continues to rise while conditions in host communities remain stagnant or deteriorate.

He argued that EITI and the CDA provisions of the Mining and Minerals Act should work together to address this gap. Civil society and communities must be empowered to use EITI information for public accountability, moving beyond transparency towards what he termed "transformative accountability". This requires asking not only how much government collects and companies pay, but also whether revenues reach entitled communities, whether local governments use them to improve services, whether household incomes and livelihoods improve, whether companies meet their environmental and social obligations, whether women and vulnerable groups benefit, and whether extraction contributes to structural transformation.

2.4 Opening Remarks by NRGI

Mr. Paul Bagabo, Natural Resource Governance Institute (NRGI)

Mr. Bagabo welcomed the Minister's recognition of EITI as a planning tool for the Tenfold Growth Strategy, noting that civil society had long advocated for this approach. He observed that Uganda had not yet commenced oil production, which was expected to begin the following year, while large-scale mining was also still developing

despite the arrival of several companies. He noted that global demand for minerals presents an opportunity for Uganda, although oil prices remain volatile.

He emphasised that EITI reporting should go beyond presenting figures and should inform the implementation of the Tenfold Growth Strategy, particularly its priority areas of Agriculture, Tourism, Mining, and Science and Technology. The extractive sector is expected to contribute significantly to financing the strategy and supporting the energy transition. He expressed hope that the dialogue would generate practical recommendations to support government and reaffirmed NRGI's commitment to helping stakeholders maximise benefits from oil, gas and mining.

2.5 Opening Remarks from the Ministry of Energy and Mineral Development

Mr. Francis Xavier Ochandi, National Content Officer, Ministry of Energy and Mineral Development

Mr. Ochandi emphasised that Uganda's minerals belong to Ugandans and should generate maximum benefits for the country, including through employment. He noted that discussions with mining companies on national participation and benefit sharing were progressing. He stressed that benefits should extend to women, youth and vulnerable groups, and cautioned that the Ministry would enforce requirements where licence holders failed to involve communities fairly and transparently.

He acknowledged NRGI's support in developing the CDA toolkit. The Ministry had reviewed model CDAs submitted by some companies but found that the proposed arrangements were not delivering the expected community benefits. He therefore called for stakeholder input into developing a fair model agreement that mining companies could apply, so that communities do not feel disadvantaged.

3.0 PRESENTATIONS AND DISCUSSIONS

3.1 Presentation of Uganda's Fifth EITI Report: Extractive-Sector Revenues, Transparency, Accountability and Implications for National and Local Development

Mr. Edgar Mutungi, Senior Technical Officer (Analysis), Uganda EITI Secretariat

The presentation aimed to guide participants on the information contained in the Fifth EITI Report, what should be shared with communities and how civil society can use the data to engage communities.

Data sources and methodology

The report covers FY 2023/2024 and places emphasis on data quality assurance. It draws on audited financial information from government and companies, with company information supported by external auditors. The Ministry of Energy provided the list of active licences, while URA compiled consolidated extractive revenues using the licence as the unique identifier. The Ministry and URA harmonised the list by removing revenues outside the extractive value chain, defined by EITI as the period from when a mineral leaves the ground to just before processing. An independent administrator, an audit firm procured through the UGEITI process, reconciled the figures.

Revenue contribution and reporting scope

Total extractive revenues amounted to UGX 663.2 billion: UGX 606.4 billion in direct government revenue paid into the Consolidated Fund, UGX 55.7 billion in social and environmental expenditure outside the Consolidated Fund, and UGX 1.2 billion in subnational payments. Mining contributed UGX 337.0 billion and oil and gas UGX 326.3 billion. The fact that oil and gas, still at the exploration stage, generated revenue comparable to that of the producing mining sector prompted questions about whether Uganda is securing appropriate value from mining.

Of approximately 600 active licence holders, the MSG adopted a materiality threshold of UGX 900 million. The 20 entities above the threshold – three oil and gas companies and 17 mining companies – accounted for almost all reported revenue. Reconciliation covered UGX 599.2 billion, approximately 99% of government-reported revenue. Four government entities, including URA and the Ministry of Energy, also reported.

Revenue by company and payment stream

TotalEnergies was the largest contributor, with UGX 195.2 billion (33% of reconciled revenue), followed by Hima Cement (UGX 117.2 billion), Tororo Cement (UGX 101.4 billion), CNOOC (UGX 101.2 billion) and Uganda National Oil Company (UGX 29.9 billion). The remaining entities contributed approximately UGX 54 billion. The prominence of construction-related companies illustrates where much of the sector's revenue is generated.

By payment stream, PAYE accounted for 32% of reconciled revenue, withholding tax for 24%, VAT for 15% and customs payments for 13%. The presenter noted that it remains difficult to demonstrate how these revenues directly benefit communities.

Completeness, data quality and reconciliation

Of the 20 companies required to submit reporting templates, 13 did so while seven did not, citing reasons including having exited the sector or holding inactive licences. The seven companies accounted for UGX 31.9 billion, approximately 3% of revenue, with Metro Cement and Diamond Steel being the largest. All government entities submitted data.

Reconciliation compares company declarations with government records, followed by a three-to-four-week process of queries to resolve differences. Companies initially declared UGX 800.3 billion against UGX 911.1 billion reported by government, leaving an initial difference of UGX 110.9 billion. Adjustments were made for items outside the extractive sector, including manufacturing activity and unrelated duties or fines. The final figures were UGX 599.2 billion reported by government and UGX 546.2 billion declared by companies, leaving an unresolved difference of UGX 53.1 billion (8.85%), mainly attributed to the seven missing templates. The presenter suggested that outreach by URA could help address non-reporting and emphasised the need to understand the context behind the figures rather than take them at face value.

Contribution to the economy, production and exports

The sector contributed 1.28% of GDP and 2.18% of total government revenue of UGX 27.8 trillion, comprising 1.01% from mining and 1.17% from oil and gas. It directly employed approximately 6,100 people, equivalent to 0.027% of the working population. This figure is likely understated because artisanal miners and subcontractors are not fully captured in formal reporting.

Mineral production was valued at UGX 464.7 billion. Iron ore (62%) and limestone (22%) accounted for approximately 84% of production. Domestic gold production was reported at UGX 0.8 billion (0.17%). Artisanal and small-scale miners, classified separately for the first time, contributed UGX 151 billion (approximately 33%), followed by Sino Minerals (26%), Hima Cement (approximately 19%), Tororo Cement (approximately 9%) and Namekara Mining. The top five producers accounted for approximately 92% of production.

Excluding gold, mineral exports amounted to approximately UGX 119 billion, with iron ore and vermiculite accounting for about 89%. Mineral exports therefore represented a small share of Uganda's total exports. Gold requires separate consideration because of traceability concerns. In FY 2023/2024, Uganda imported gold worth UGX 11.48 trillion and exported UGX 11.82 trillion, meaning exports exceeded imports by UGX 339 billion. EITI raised questions about whether this difference could be explained by domestic production, how it relates to artisanal output and what further investigation is required. The information was obtained from refineries through URA.

Use of the report

Government can use the report to inform administration and policy decisions affecting local governments and mining communities, and as a starting point for tracing local benefits. Investors and companies can use it to understand the sector and reporting expectations. Civil society, the media, researchers and other institutions can use the findings for scrutiny and informed public debate, and help communities understand the data so that they can engage confidently on extractive-sector issues.

3.2 Plenary Session on the EITI Report

The plenary discussion raised questions on the legal basis for EITI reporting, access to data, environmental and social expenditure disclosures, the use of EITI findings in policy-making, contract transparency, the materiality threshold, verification of production data and dissemination to local governments.

Issue raised	Response and discussion
Legal basis for reporting and company disclosures	Participants called for a comprehensive legal framework requiring companies to provide financial statements and other information. The Secretariat noted that the report recommends establishing a legal basis for EITI, preferably through an EITI law, and invited stakeholders to work with it to follow up on recommendations.
Access to EITI data	The Secretariat explained that, under EITI's open data policy and client charter, information can be requested in person or by email and provided in PDF or Excel format, including at project and commodity level. Final data that has passed quality assurance is available; raw reporting data is not released before assurance. A summary data template is prepared after each report.
Environmental and social expenditure and greenhouse gas disclosures	Participants questioned why recommendations on standardised reporting and a greenhouse gas disclosure framework had not been implemented. The Secretariat explained that an MSG committee had been established to improve reporting, but challenges remained. An agreed reporting format was expected in the next financial year. Participants were encouraged to support NEMA on digitisation or gap analysis and to use the report to identify areas for civil society engagement.
Use of EITI data in policy-making	In response to questions about measuring the impact of EITI data on policy reform and the Tenfold Growth Strategy, the Secretariat indicated that discussions were ongoing and that the Ministry had prioritised EITI data and was considering how management could use it.
Disclosure of contracts, licences, production and royalties	The Secretariat explained that the report discloses payments by all licence holders. For production-sharing agreements that remain confidential, EITI engages the Petroleum Authority of Uganda and reporting entities to encourage disclosure to the

	extent permitted by contractual obligations.
UGX 900 million materiality threshold	The threshold was selected because reconciling all approximately 600 entities was not feasible. The MSG and independent administrator assessed the threshold needed to capture almost all revenue. The threshold determines which entities are subject to reconciliation; it does not exclude other licence holders' payments from disclosure. The 20 entities covered approximately 98–99% of revenue.
Verification of production quantities	Participants raised concerns about limited disclosure and verification of quantities explored and produced. The presenter acknowledged the need to strengthen government inspection and verification capacity. The National Coordinator noted that EITI provides information that stakeholders can use to trigger follow-up action.
Dissemination to local governments	Participants recommended orientation for resource-rich local governments so that officials can engage mining companies and scrutinise revenue information. The organisers reported that dissemination had recently taken place in Kasanda and committed to continue seeking resources to reach other local governments and government entities.

3.3 Policy and Regulatory Framework for Mineral Benefit Sharing and Development of Mineral-Host Communities in Uganda

Mr. Francis Xavier Ochandi, National Content Officer, Ministry of Energy and Mineral Development

The presentation examined how the legal and policy framework can translate mineral extraction into benefits for communities. Uganda's mineral resources have the potential to generate jobs, revenue, infrastructure and local enterprise, but these benefits depend on transparent governance and the effective implementation of revenue-sharing arrangements and negotiated community commitments.

Policy and legal framework

The Mining and Minerals Policy, 2018 seeks to promote investment, value addition, national participation, revenue generation, social and economic transformation, and poverty eradication. It aims to retain value in Uganda through finance, jobs and skills. The Mining and Minerals Act, 2022 provides the statutory framework for mineral rights, licensing, value addition, national content, payments, environmental protection and community development, including CDAs under Section 229. It operates alongside the Constitution, the National Environment Act, the Land Act, and public finance and local government laws.

Uganda's EITI implementation supports disclosure, public debate and accountability. Mineral royalties are shared as follows: 70% to central government, 15% to local government, 10% to the sub-county where mining takes place and 5% to the landowner.

Community Development Agreements and benefit pathways

CDAs are the legal anchor for community benefits. Qualifying mineral rights holders, excluding prospecting, exploration and artisanal mining licence holders, are required to negotiate CDAs with representatives of

communities likely to be affected. The obligation is mandatory, and concluding a CDA is a prerequisite for commencing operations. The licence holder submits the agreement to the line minister after obtaining the licence.

Meaningful consultation should be open, inclusive, accessible and representative, including women, children and persons with disabilities. Beyond royalties, community benefits may arise through fiscal benefits, direct community commitments and local economic participation. The policy challenge is to connect these channels so that communities experience lasting economic, social and environmental improvements.

Safeguards, institutions and implementation priorities

Mine closure and rehabilitation should be planned and funded to prevent communities from inheriting unfunded environmental liabilities. CDAs should reflect locally identified priorities and prevent or mitigate harm to livelihoods, health, land and ecosystems.

The Ministry, through the Directorate of Geological Survey and Mines, is responsible for policy, licensing, regulatory oversight and monitoring compliance with CDA commitments, including identifying solutions where implementation is inadequate. Local governments contribute to planning and service delivery and monitor local impacts. Companies are expected to honour their commitments, while communities should organise representative structures, such as associations. Civil society, academia and the media can strengthen access to information and support learning and benchmarking.

Key implementation gaps include limited community understanding of mineral rights, royalties, environmental impacts and CDA processes; risks relating to community representation; coordination challenges; and weak monitoring and follow-up on remedies. The presentation emphasised the need to sensitise communities, ensure meaningful participation and follow the money to establish whether it has made a difference. The true measure of mineral wealth is not simply how much is extracted, but how much it transforms lives.

3.4 Revenue Governance Challenges and Leveraging Community Development Agreements to Strengthen Benefit Sharing

Mr. Geofrey Ojok Odur, GEM Advocates

Mr. Odur, a lawyer with a background in mineral and energy economics, presented the practical experience of supporting the Rupa community through the CDA process. He emphasised that CDAs should ultimately secure tangible benefits from mining for affected communities.

Resource governance and the relationship between government, communities and investors

Resource governance concerns the institutions, laws and processes through which mineral revenues are collected, assessed and distributed. Under Article 244 of the Constitution and Section 9 of the Mining and Minerals Act, minerals are vested in government on behalf of the people. Communities hold land under customary, mailo, freehold or leasehold tenure, while investors provide capital. A mining project therefore requires a government licence and surface rights from landowners, making it important for the interests of all parties to be aligned.

The community includes people directly affected, such as landowners who may be displaced, and those indirectly affected, including people exposed to pollution and noise.

Government revenue sources and governance challenges

Government revenue sources include state equity in mining companies (a minimum of 15% and up to 35%, yielding dividends), royalties, taxes such as capital gains, income and value-added tax, annual mineral rent paid by companies and artisanal miners, and fees for applications, report filing, access to data and the register. Revenue

can also arise throughout the mine cycle, including through the sale of exploration data or mining leases and joint ventures.

The presentation referred to total extractive revenue of UGX 663.24 billion and the statutory sharing arrangement of 70% to central government, 15% to districts, 10% to sub-counties and 5% to landowners. Governance challenges include limited access to company data, inequitable revenue distribution, concerns that the 5% share is inadequate for communities facing displacement and loss of culture and heritage, weak royalty assessment and collection, potential revenue leakages arising from differences between company declarations and official records, and limited transparency and access to information for communities.

The role of CDAs

A CDA is a negotiated agreement between a mining company and a community. It provides a mechanism for identifying development priorities, securing company commitments, and establishing arrangements for monitoring, evaluation and dispute resolution. Communities should determine their own priorities rather than have companies decide what is best for them. The presentation distinguished CDAs from corporate social responsibility (CSR): CSR is discretionary and reflects company priorities, whereas a CDA is a legal requirement negotiated around community needs and must be submitted before mining begins.

Rupa Community Development Trust: community organisation

At the outset, Rupa was a community of approximately 43,000 people without a formal structure for engaging with an investor. In 2017, the Rupa Community Development Trust was established as a legal entity, with all 43,000 people as beneficiaries. A democratically elected board represents the three clans that own the land, with women and youth represented. The board reports to beneficiaries at an annual general meeting and appoints a secretariat to manage day-to-day operations.

The land was converted from customary certificates to freehold title in the Trust's name because customary certificates, while legal documents, were not considered commercially bankable for the intended transactions. The Trust owns 100% of an investment company, which undertakes commercial activities because the Trust itself does not conduct business.

Rupa agreements and community benefits

Negotiations took place between 2017 and 2023, with consultations conducted throughout and documented, including a video recording of the community being read the agreed terms. The agreements were witnessed by the Resident District Commissioner and the Local Council V chairperson. Two agreements were concluded: a surface rights agreement covering the lease, compensation and projects, implemented within two years; and a CDA. The community preferred that funds be delivered through projects rather than cash to reduce the risk of misuse. A portion of the surface rights compensation was paid directly to displaced households. Priorities were identified through research and included education, health, water and the environment.

The CDA provides UGX 6.8 billion for projects benefiting the Rupa community, now divided into Rupa and Otizan, and not the wider Moroto community. Other benefits include:

A 49-year arrangement for the community to supply pozzolana to Sunbelt.
Small-scale mining licences carved out of company leases, enabling community production of lime for gold processing, fertiliser and manufacturing, and marble for a paint manufacturer. The community surrendered part of the licence area as a condition for the mining leases.
Ten university scholarships annually for 49 years, amounting to 490 scholarships; secondary school sponsorship by Agro Mechanize; a Health Centre III under construction; an ambulance; and a dam.

A target of 40% of employees being recruited from the community, and skills training for ten women annually for 49 years.
Surface rights funding for roads, capacity building, environmental management, community engagement and governance, as well as annual ground rent for 49 years.
Post-closure planning, including a proposal to convert the quarry pit into a lake for grazing and irrigation.

Replication and challenges

The model is being extended to Orom, where graphite is mined, and Kateki, where clay is mined, with Kasanda identified as a possible next location, potentially with ACODE and other partners. Challenges include the informal nature of community organisation, limited governance and reporting capacity, and the need to strengthen representation. The presentation noted that some community boards are dominated by elders with limited formal education and that women and youth may be inadequately represented. Cultural beliefs also limit women's participation in mining. Civil society was encouraged to support awareness-raising and capacity building. Some community leaders have undertaken benchmarking visits to countries including Sri Lanka and Ethiopia.

3.5 Plenary Session on the CDA Experience

The plenary discussion examined the legal requirements for CDAs, the Rupa experience, environmental sustainability, community representation, consultation and the potential for replication.

Issue raised	Discussion and response
Need for clear CDA standards	Participants observed that although CDAs are mandatory, the law should be supported by clear thresholds, requirements and standards, similar to those applicable to taxes, royalties and licences. It was noted that detailed requirements should be provided in the regulations under development. Participants were encouraged to support development of a tool that communities can use, while recognising that CDAs are legally distinct from CSR.
Environmental conservation and post-mining arrangements	Participants asked why more Rupa project resources were not directed to environmental conservation, including tree planting, and what would happen after the 49-year mining lease. The response clarified that the CDA covers Rupa rather than all of Karamoja; pozzolana mining is subject to an environmental impact assessment, the company pays annual ground rent, and post-closure planning includes converting the pit into a man-made lake.
Lessons from Rupa and land tenure	Participants asked about challenges since 2017 and the conversion from customary certificates to freehold title. The response explained that customary certificates are legal but not commercially bankable for the intended transactions. Governance remains a key challenge, requiring stronger capacity and reporting.
Community entry into negotiations and replication	Participants asked how communities should organise and initiate negotiations, who qualifies as a community and how the model can be replicated. The response emphasised that communities are rights-holders and landowners, not underdogs, and that successful negotiations require participation by government, companies, lawyers and mineral experts.
Representation, consultation and implementation	Questions were raised about differences between the CDA as presented and community experiences, including concerns about representation, consultation, identification of affected people and

	the determination of proximity. The response described the Rupa process as involving consultations from 2017 to 2023, documented throughout, with agreements witnessed by local officials and arrangements for monitoring and enforcement. It was acknowledged that governance and reporting need strengthening and that civil society can support community capacity building.

3.6 Key Issues and Recommendations

The discussions highlighted the following cross-cutting issues and recommendations:

1. *Strengthen the legal and regulatory framework for EITI and CDAs.* Support the establishment of a clear legal basis for EITI reporting and ensure that the regulations under development provide practical standards, requirements and guidance for negotiating, approving, implementing and monitoring CDAs.
2. *Improve the quality, completeness and accessibility of extractive-sector data.* Encourage all relevant companies to submit reporting information, strengthen government capacity to verify production and declared quantities, and improve public access to reliable data. Stakeholders should use the EITI open data policy and available reporting products to undertake evidence-based analysis.
3. *Translate EITI findings into policy and administrative action.* Government institutions, the MSG and other stakeholders should identify priority recommendations from the Fifth EITI Report and establish mechanisms for following them up, including recommendations on revenue collection, environmental and social expenditure, greenhouse gas disclosures and local benefit tracking.
4. *Expand dissemination and capacity building at subnational level.* Continue disseminating the Fifth EITI Report to resource-rich districts and relevant government entities. Orient local government officials, civil society, media and community representatives to interpret the report and use its findings to engage companies and public institutions.
5. *Strengthen community representation and negotiation capacity.* Support communities to establish inclusive and accountable structures that can represent affected people, including women, youth and vulnerable groups, and participate meaningfully in CDA negotiations. Community representatives should have clear mandates and report regularly to beneficiaries.
6. *Develop practical tools and guidance for CDAs.* Support the Ministry of Energy and Mineral Development in finalising the CDA toolkit and regulations, including guidance on identifying affected communities, consultation, priority-setting, benefit commitments, implementation, monitoring, reporting and dispute resolution.
7. *Ensure that CDAs respond to community-defined priorities.* Agreements should reflect locally identified needs and provide for measurable, time-bound commitments in areas such as education, health, water, livelihoods, local economic participation and environmental management. CDAs should complement, not replace, statutory royalties and other obligations.
8. *Strengthen monitoring, enforcement and accountability.* The Ministry, local governments, companies and communities should clarify their respective responsibilities for monitoring CDA commitments and addressing non-compliance. Civil society, academia and the media can support independent monitoring and public access to information.
9. *Promote environmental and social safeguards throughout the mine lifecycle.* Ensure that environmental management, rehabilitation and mine closure are planned and adequately funded, and that community agreements address potential impacts on land, livelihoods, health and ecosystems.
10. *Support artisanal and small-scale miners and local economic participation.* Improve access to extension services, geological information, small-scale processing opportunities, predictable licensing and cadastre processes, and opportunities for local employment, skills development and supply of goods and services.

11. *Strengthen inclusion and gender responsiveness.* Ensure that women, youth, persons with disabilities and other vulnerable groups participate in community structures and consultations and have access to the opportunities and benefits arising from mining.

4.0 WAY FORWARD

The dialogue identified a number of areas requiring continued action by government, UGEITI, civil society, industry and community representatives. The following actions emerged from the discussions:

Proposed action	Actors identified or implied in the discussions
Continue disseminating the Fifth EITI Report to resource-rich local governments and relevant government institutions, and support local officials to use the findings in their oversight and engagement with mining companies.	UGEITI Secretariat, MSG, organising partners, relevant government entities, local governments and civil society.
Follow up on priority recommendations in the Fifth EITI Report, particularly the legal basis for EITI, improved environmental and social expenditure reporting, greenhouse gas disclosures and stronger data verification.	UGEITI Secretariat, MSG, relevant ministries and agencies, civil society and development partners.
Support the development and finalisation of CDA regulations, model agreements and practical guidance, drawing on the issues raised during the dialogue and the experience of communities such as Rupa.	Ministry of Energy and Mineral Development, with input from companies, civil society, community representatives and technical partners.
Strengthen community structures and the capacity of representatives to participate in negotiations, understand mineral rights and royalties, monitor agreements and report to beneficiaries.	Local governments, community organisations and trusts, civil society organisations, UGAASM and technical partners.
Promote inclusive and documented consultation in CDA processes, ensuring that directly and indirectly affected people, women, youth and vulnerable groups are represented.	Mining companies, community representatives, Ministry of Energy and Mineral Development and local governments.
Improve monitoring of CDA commitments and establish practical arrangements for reporting, addressing grievances and resolving disputes.	Ministry of Energy and Mineral Development, local governments, companies and community structures.
Encourage companies to improve reporting and explore incentives for transparent reporting, including the proposals on certified minerals and preferential financing raised by UGAASM.	Relevant government agencies, UGEITI, industry actors and UGAASM.
Continue supporting artisanal and small-scale miners through extension services, small-scale processing industries, improved geological information and predictable licensing and cadastre processes.	Ministry of Energy and Mineral Development, UGAASM and relevant partners.
UGEITI and UGAASM to continue engagement on incorporating data on pozzolana and lime production into the EITI process, as indicated during the closing	UGEITI Secretariat and UGAASM.

remarks.	

These actions reflect issues and proposals raised during the dialogue. Specific timelines, lead persons and resource requirements were not assigned during the meeting and will need to be agreed by the relevant institutions and partners.

5.0 CLOSING REMARKS

Mr. Kenneth Asiimwe, Chief Executive Officer, Uganda Association of Artisanal and Small-Scale Miners (UGAASM)

Mr. Asiimwe thanked the organisers and participants and welcomed the spirit of partnership among government, companies, civil society and communities. He emphasised that sustainable community benefits depend on well-organised structures, citing the Rupa Community Development Trust as an example, and encouraged other communities to organise early so that mining benefits can contribute to lasting development.

He proposed exploring incentives for companies that report transparently, including better prices for certified minerals and access to preferential financing. He also indicated that UGAASM would contribute data on pozzolana and lime production to the EITI process by the end of the following year. He called for timely and predictable licensing and cadastre processes to enable investors and communities to plan and move forward together.

He further called for continued support to artisanal and small-scale miners through extension services, small-scale processing industries and improved basic geological data. The Ministry of Energy and Mineral Development was encouraged to share the draft CDA regulations with the private sector for input. He stressed that community benefits must be sustainable over time and reaffirmed UGAASM's commitment to working with all partners to ensure that mining benefits the people of Uganda.

6.0 CONCLUSION

The national dialogue reaffirmed that transparency in the extractive sector must translate into improved accountability, fair benefit sharing and tangible development outcomes for mining-host communities. The Fifth EITI Report provides an important evidence base for understanding the sector's contribution to government revenue, production, exports and employment, while also identifying gaps in reporting, data verification and the tracking of benefits at local level.

Discussions on the Mining and Minerals Act, 2022 and Community Development Agreements highlighted the opportunity to connect national revenue governance with community-level priorities and commitments. The Rupa experience demonstrated how organised community structures and negotiated agreements can secure a range of benefits, while also underscoring the importance of inclusive representation, transparent consultation, strong governance, monitoring and enforcement.

The dialogue also highlighted that CDAs must be supported by clear regulations, practical guidance and capable institutions, and should be based on priorities identified by affected communities. Government, companies, local governments, civil society and community representatives each have a role in ensuring that commitments are implemented and that benefits are sustained beyond the life of a mining project.

Going forward, the value of the dialogue will depend on how effectively stakeholders act on the issues raised: disseminating and using EITI data, strengthening community capacity, improving the regulatory and institutional framework for CDAs, and monitoring whether extractive activities contribute to local development. Ultimately,

Uganda's mineral wealth should be measured not only by the revenues and production it generates, but also by the lasting improvements it brings to the lives and livelihoods of its people.




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