



# THE NATIONAL DIALOGUE ON SUSTAINABLE CHARCOAL PRODUCTION AND UTILISATION IN UGANDA



**WORKSHOP PROCEEDINGS  
28TH MAY, 2019  
GOLF COURSE HOTEL**



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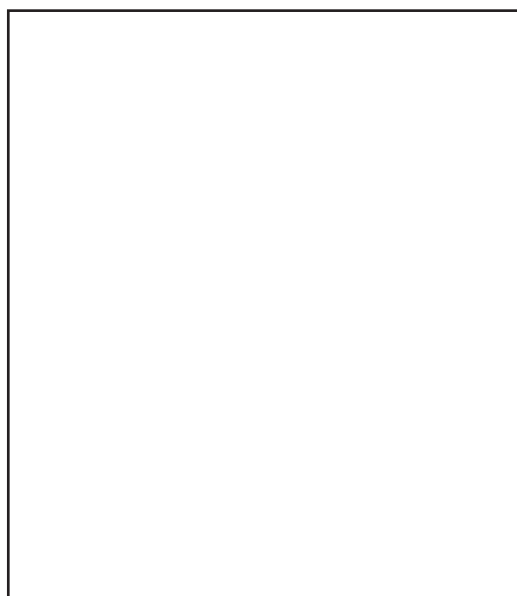
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# Foreword

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The Office of the President is charged with the mandate of taking leadership in Public Policy management and promotion of good governance for National Development. In line with this mandate, the Directorate of Socio-Economic Monitoring and Research (DSEMR) is responsible for ensuring that government programs and projects are monitored and evaluated for effective implementation to ensure improved service delivery. When gaps are identified in the implementation of key Government Programs or Projects during Monitoring and Evaluation, DSEMR tries to engage the relevant stakeholders to see how to close the gaps.

The Office of the President (OP) through the Directorate of Socio-Economic Monitoring and Research (DSEMR) carried out a study to examine the practice of charcoal business in the Eastern and Northern regions of Uganda specifically at the boarder points of Busia, Malaba (Kenya) and Elegu (South Sudan) and in the districts of Amuru and Adjumani in the Northern Region, Busia and Tororo in the Eastern region. The study revealed a lot of challenges along the charcoal value chain.

Following the field study, a high-level national Dialogue workshop was organised and held on Tuesday 28th May, 2019 at Golf Course Hotel aimed at bringing together the different actors along the charcoal value chain to enhance effective discussion on the sustainable charcoal production, trade and utilization.

This report therefore presents the proceedings and key action focused recommendations agreed upon during the workshop.

It is my call to all stakeholders to work tirelessly to implement these agreed upon recommendations for a sustainable charcoal industry.

**For God and My Country**

**Hon. Dr. Kasirivu Atwooki**  
**Minister of State for Economic Monitoring**



# List of Acronyms

<b>BETs</b>	-	Biomass Energy Technologies
<b>CAO</b>	-	Chief Administrative Officer
<b>CFR</b>	-	Central Forest Reserve
<b>CSO</b>	-	Civil Society Organisation
<b>DNRO</b>	-	District Natural Resources Officer
<b>DSEMR</b>	-	Directorate of Socio-Economic Monitoring and Research
<b>EPRC</b>	-	Economic Policy Research Centre
<b>FSSD</b>	-	Forest Sector Support Department
<b>GCP</b>	-	Green Charcoal Project
<b>GDP</b>	-	Gross Domestic Product
<b>GIZ</b>	-	Deutsche Gesellschaft für Internationale Zusammenarbeit
<b>LPG</b>	-	Liquefied Petroleum Gas
<b>MEMD</b>	-	Ministry of Energy and Mineral Development
<b>MoLG</b>	-	Ministry of Local Government
<b>Mt</b>	-	Million tonnes
<b>MWE</b>	-	Ministry of Water and Environment
<b>NBEST</b>	-	National Biomass Energy Strategy
<b>NGO</b>	-	Non Government Organisation
<b>NFA</b>	-	National Forestry Authority
<b>OP</b>	-	Office of the President
<b>OPM</b>	-	Office of the Prime Minister
<b>RDC</b>	-	Resident District Commissioner
<b>UNACC</b>	-	Uganda National Alliance on Clean Cooking
<b>UNDP</b>	-	United Nations Development Programme
<b>UNHCR</b>	-	United Nations High Commissioner for Refugees
<b>UWA</b>	-	Uganda Wildlife Authority
<b>WWF</b>	-	World Wide Fund for Nature

# Executive Summary

The National Charcoal Dialogue was held on Tuesday 28th May, 2019 at Golf Course hotel with major stakeholders along the charcoal value chain which included Key line Ministries, Departments and Agencies (Office of the President, Ministry of Environment and Mineral Development, Office of the Prime Minister, Ministry of Water and Environment, Ministry of Finance, Planning and Economic Development, National Forest Authority, National Planning Authority, Kampala City Council Authority, Uganda National Bureau of Standards, Uganda Bureau of Statistics, National Environmental Management Authority, Parliamentarians, the Uganda Police Force and Selected District Local Governments), Development Partners (United Nations Development Programme, The Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ), World Wide Fund for Nature, Swedish Embassy, United Nations High Commission for Refugees, Global Green Growth Institute (GGGI)), Economic Policy and Research Centre (EPRC), Department for International Development (DFID), Researchers and Academicians, Environmentalists, Media, Private biomass companies -BEETA and Uganda National Alliance on Clean Cooking.

The workshop aimed at validating the field findings of a study on Charcoal business that was carried out by Office of the President at the border points of Elegu, Busia and selected Districts in Uganda and coming up with action focused recommendations to generally contribute to policy development.

The action focused recommendations agreed upon during the workshop included; Setting up a regulatory body for Biomass energy to handle issues of charcoal and firewood, gazetting the formulated charcoal ordinances and rolling-them out in all districts in the country, establishing and finalizing the standards on charcoal and briquettes, harmonizing different policies and interventions in different MDAs, establishing a special enforcement/ Police unit for biomass energy, toughening punitive measures against the illegal/unlicensed charcoal producers especially from protected areas, involving the leadership of the charcoal producers' association in the sensitization and awareness creation campaigns, making it mandatory for major biomass consumers such as schools to use energy efficient technologies, translating laws and standards into local languages, investing in waste recycling/ waste-to-energy solutions and finalization of the Charcoal Guidelines to address the issue of impounded charcoal from unlicensed charcoal producers among others.

## 1.0 Introduction

Uganda is highly dependent on biomass for her energy needs mostly for cooking and process heating in the factories. Biomass contributes 90% to Uganda's energy supply mix. However, this is mostly in form of traditional biomass namely firewood and charcoal. Recently, the Governments of Kenya and Rwanda recently imposed a ban on production of charcoal in a bid to protect their environment. This could have led to a boom in charcoal trade in Uganda across the Ugandan borders to Kenya.

In view of the above and the rapid population, the demand for charcoal both locally and across the border is on the rise which implied that more trees were being cut down for charcoal

## 1.1 Background

production, thereby contributing to deforestation in Uganda (now forest cover stands at 9%). Therefore, the Office of the President (OP) through the Directorate of Socio-Economic Monitoring and Research (DSEMR) carried out a study to examine the practice of charcoal business in the Eastern and Northern regions of Uganda specifically at the boarder points of Busia, Malaba (Kenya) and Elegu (South Sudan) and in the districts of Amuru and Adjumani in the Northern Region, Busia and Tororo in the Eastern region. These districts were selected because of their strategic location on South Sudan and Kenyan borders respectively. Discussions were held with the relevant district authorities who included the Resident District Commissioners (RDCs), Chief Administrative Officers (CAOs), Deputy CAOs, District Forestry Officers (DFOs), District Natural Resource Officers (DNROs) among others. Security officials including Criminal Investigations Department (CID), Boarder Internal Security Officers (BISOs) and District Internal Security Officer (DISO) also participated in the survey.

Following the field study, a multi-sectoral task force was constituted to initiate discussion on the prevailing challenges in the charcoal sub-sector and to organize a high-level National Dialogue bringing together all key stakeholders in the charcoal value chain to find solutions to these challenges. The composition of the Task Force was as follows:

- Office of the President (OP);
- Ministry of Energy and Mineral Development (MEMD);
- Ministry of Water and Environment (MWE);
- National Forestry Authority (NFA);
- World Wide Fund for Nature (WWF);
- Uganda National Alliance on Clean Cooking (UNACC);
- United Nations Development Programme (UNDP);
- United Nations High Commissioner for Refugees (UNHCR);
- Ministry of Local Government (MoLG)

The National Stakeholder Dialogue workshop was then held on 28th May, 2019 at Golf Course Hotel bringing together the different actors along the charcoal value chain to enhance effective discussion on the sustainable charcoal production, trade and utilization. This Dialogue was organised under the theme: **"Together for a Sustainable Charcoal Industry"**. The participants were from government, charcoal industry, private sector, media, research, academia, CSOS, NGOs and development partners.

## 1.2 Overall Objective

The overall Objective of the Dialogue was to bring together the key stakeholders to discuss the key challenges in the unsuitable charcoal production and agree on implementable actions to address these challenges.

## 1.3 Specific Objectives

- To share the success stories, experiences and lessons learnt from the Green Charcoal project and Amuru District.
- To identify policy gaps along the charcoal value chain that require redress.
- To establish a coordinating framework among the different stakeholders to strengthen synergies.

## 2.0 Welcoming Remarks

The welcoming remarks were delivered by Ms. Deborah Katuramu, the Deputy Head of Public Service and Deputy Secretary to Cabinet. She welcomed the participants to the workshop and noted the following:

- Overview: Charcoal production and trade in Uganda was an important topic for discussion since it was a cross cutting issue. The issue affected everybody; young and old, rich and poor, etc since it was to do with environmental degradation.
- Depleting forest cover: Uganda's forest cover had dwindled from 24% in the 1990s to 9%. With new markets for charcoal in Kenya and Rwanda. In addition to logging for timber and agricultural land, the pressure on forests was on increase thus posing a threat of Global warming.
- Environmentally friendly energy sources: Charcoal production had severe impacts on the environment. Therefore, there was need for concerted efforts from all stakeholders to devise ways for promoting environmentally friendly alternative sources of energy. The workshop discussions were to provide ideas on how to deal with that section of society that derived their livelihood from charcoal production and trade so that the recommendations of the workshop at the end of the day would benefit either parties.
- Joint stakeholder dialogue: Gathering of stakeholders to openly discuss that crosscutting challenge and devise means of addressing it was a better way of coming up with collective recommendations leading to enforceable actions for charcoal burning/trade and for policy development.

## 3.0 Opening Remarks



**Figure 1:** The Minister of State for Economic Monitoring, Office of the President - Hon. Dr. Kasirivu-Atwooki giving opening remarks at the National Charcoal Dialogue at Golf Course Hotel.

### 3.1 Opening Remarks - Office of the President

The first opening remarks were given by Hon. Dr. Kasirivu-Atwooki, the Minister of State for Economic Monitoring, Office of the President who welcomed the participants to the National Charcoal Dialogue.

He noted that the Office of the President was charged with the mandate of taking leadership in public policy management and promotion of good governance for National and in line with this mandate, the DSEMR was responsible for ensuring that government policies, programs and projects were monitored, and evaluated for effective implementation to ensure improved service delivery. After carrying out monitoring and evaluation, the Office of the President engages stakeholders to discuss the implementation gaps identified and action focused recommendations on how to close the gaps are proposed. Therefore, the Dialogue was one of the stakeholder engagements to close the gaps identified in the charcoal subsector.

#### **His remarks are summarised below:**

- Charcoal demand: Charcoal was one of the most commonly used energy fuel in Uganda yet it is derived from woody biomass. The rising demand for charcoal as household fuel was associated with

increasing levels of deforestation leading to environmental degradation. The environmental destruction brought up by the unsustainable charcoal production contributed to drought, flooding, loss of livelihoods and increase in food insecurity among others.

- Stakeholder interactions: Interactions with various stakeholders in the charcoal value chain were important to derive action focused solutions to the prevailing challenges in the charcoal subsector thereby informing policy. The Office of the President would continue using inter-ministerial and other stakeholders' dialogues to prescribe solutions to identified problems in a more pro-active manner by engaging stakeholders to generally contribute to policy development.

He appreciated the collaboration between the Office of the President and other agencies on the task force and development partners for facilitating that High Level Public Policy Dialogue. He also appreciated the media for having continuously given environmental concerns prominence in their productions and encouraged them to continue vigorously.



### 3.2 Opening Remarks – Ministry of Water and Environment (MWE)

The remarks were given by Ms. Adata Margaret – the Commissioner, MWE who welcomed the participants to the Dialogue. Below is a summary of the key issues addressed in her remarks:

- **Overview:** Charcoal was the major product of forests. Forest products contributed 90% of the energy for cooking mostly in Urban Centers which was the major reason why the country was losing the forest cover.
- **Legalising charcoal trade:** Charcoal trading needed to be legalized just like the trading of other products.
- **Role of DLGs:** The district local governments were close to these forest resources and therefore had a big role to play in protecting them rather than concentrating on generation of local revenue.
- **National charcoal Guidelines:** The Ministry of Water and Environment in partnership with Ministry of Energy and Mineral Development (MEMD) were finalizing guidelines for the charcoal business.
- **Dedicated tree planting for energy:** There was need for dedicated tree planting for energy and the fast growing trees such as bamboo and eucalyptus were the best tree species for energy purposes.
- **Enforcement challenges:** There were challenges of enforcement of the existing laws for the entire charcoal value chain.



**Figure 2:** The Commissioner, Forest Sector Support Department (FSSD)/MWE – Ms. Adata Margaret giving opening remarks at the Charcoal Dialogue at Golf Course Hotel.



### 3.3 Opening Remarks – Ministry of Energy and Mineral Development (MEMD)

These remarks were made by Hon. Peter Lokeris, the Minister of State for Minerals, MEMD who also welcomed participants to the inclusive charcoal dialogue in which the future and sustainability of Uganda's charcoal industry was to be discussed.

#### **Key issues highlighted are summarized below:**

- **Biomass contribution to energy supply:** Charcoal and firewood constituted a major source of energy for cooking and heating in households, educational institutions, hospitals, barracks, confectionaries and restaurants. He said studies indicated that wood fuel demand in Uganda in 2018 was 33 million tons of fuel wood, 2.5 Mt of charcoal and 2.7 Mt of agricultural and forest residues, with a combined energy content of 599 Peta Joules and requiring annual input of 57 Mt of woody biomass.
- **Advantages of charcoal use:** Charcoal was a popular fuel in Uganda and in Sub Sahara Africa because it burns at high temperature, produces less smoke than firewood and is convenient to store. It is also cheaper and more affordable by most urban dwellers and a significant source of livelihood for many Ugandans.
- **Disadvantages of charcoal:** Charcoal production was inherently inefficient requiring big volumes of feedstock. It can also easily go to waste by breaking into fines and powder. Furthermore, the current charcoal production regime was unsustainable leading to deforestation, land degradation and a multitude of other undesirable effects.
- **Charcoal trade across Uganda's borders:** Tight harvesting controls like charcoal 'ban' and other strict regulatory measures that were being pursued in some neighbouring countries e.g. Kenya had resulted in high export demand and smuggling of Uganda's charcoal across several borders. This development had adversely affected local prices and worsened Uganda's situation where



**Figure 3:** The Minister of State for Minerals - Hon. Peter Lokeris giving the opening remarks at the Charcoal Dialogue at Golf Course Hotel.

the demand for wood already outpaced the supply leading to continued depletion and degradation of our national wood resource base.

- **Policy actions by the MEMD:** Various policy actions and strategic interventions have been pursued to ensure sustainability and continued flow of benefits from Uganda's biomass resources which include; the Renewable Energy Policy of 2007 and National Biomass Energy Strategy for Uganda (NBEST) adopted in 2014. The policies provide a comprehensive framework for

sustainable management and utilization of biomass resources in meeting the country's energy needs taking into account both the supply and demand.

- **Dedicated plantations for energy:** As energy contributes to depletion of forestry resources, there is need to invest and establish plantations and woodlots specifically for charcoal to reduce pressure on the remaining forestry resources. Fast growing species such as eucalyptus and bamboo can be planted to this purpose.
- **Other interventions:** The development and enforcement of regulatory frameworks, promotion of efficient and modern technologies, promotion of alternatives

and substitutes to solid biomass energy such as briquettes, pellets, biogas and Liquefied Petroleum Products (LPG) in households and institutions were some of the strategies to address the challenges associated with charcoal production.

He applauded his Ministry, the OP, MWE as well as the development partners (UNHCR, UNDP, GIZ and WWF) for their valuable support towards the energy sector, and for the effort they put in organizing the National Dialogue on sustainable charcoal production and utilization. He then declared the workshop open.

#### 4.0 Exhibition of efficient Biomass Energy Technologies

The two (2) Ministers of State from OP and MEMD; the Deputy Head of Public Service and the Director DSEMR led participants to visit stalls of exhibitors who were showcasing efficient biomass energy technologies (BETs) such as improved cookstoves and the different alternatives to charcoal such as briquettes and LPG at the workshop venue as illustrated in the figure below;



**Figure 4 & 5:** Figure 4 – Exhibitors demonstrating the use of carbonized (left) and uncarbonised (right) briquettes as alternatives to charcoal for Dialogue participants at Golf Course Hotel



## 5.0 Workshop Presentations



**Figure 6:** The Director, DSEMR from Office of the President presenting the Issues Paper at Golf Course Hotel.

### 5.1 Issues Paper on Unsustainable Charcoal Production in Uganda

A number of presentations were made during the Charcoal Dialogue and these have been presented in summary as below;

The presentation was made by Mr. Vincent B. Tumusiime, the Director/DSEMR in the Office of the President who highlighted the following list of issues:

- **Lack of effective policies and standards:** The only measure of fining UGX 100,000 for illegal charcoal traders is not punitive enough to discourage production and trade.
- **Corruption among the Uganda Police Officers:** These are expected to enforce traffic laws but are in a habit of way laying truck drivers and demanding for fines instead of courts imposing the charges (Truck Drivers confessions).
- Interference in the law enforcement measures by top politicians and well placed Government Officials.
- Absence of a legal framework to regulate tree cutting for any purpose has worsened the problem (that is; trees originally planted for timber were often diverted to charcoal production.

- Weak enforcement of existing environmental related legal frameworks.
- Ignorance on the existing laws.
- Limited awareness on climate change and clean cooking solutions: People are not well sensitized about the dangers of climate change. In addition, there is limited awareness among the general public on clean cooking solutions and other environmentally friendly solutions.
- **Limited adoption of efficient BETs:** To a large extent, large scale consumers like schools and prisons instead of resorting to cheap and clean sources of energy.
- **Threat to life for law enforcers:** Law enforcers also complained of security for their lives given that areas where trees are cut and burnt are so isolated and thus subjecting their lives to security threats.
- **Lack of Guidelines for disposal of impounded charcoal:** According to MWE, there are no clear guidelines regarding disposal of impounded charcoal. In some Districts, impounded piles of charcoal had become a problem while in other districts it could not be accounted for!
- **Inadequate staff and general lack of logistics** i.e. lack of vehicles and staff to facilitate enforcement of the law has negatively affected the effectiveness of the law enforcers.
- **Porous borders:** Some borders are porous thereby making it easy for some traders to smuggle charcoal across borders.

## 5.2 Natural Forest Resources for Sustainable Development in Uganda



**Figure 7:** Figure 7 – Mr. Maxwell Kabi, NFA making his presentation on Natural Forest Resources for Sustainable Development in Uganda at Golf Course Hotel

This presentation was made by Mr. Kabi Maxwell from the NFA who highlighted the following:

- **Forestry and income generation:** Forestry had historically been the basis for improved incomes of many people including the rural and the urban population. The forestry sector was still the leading employer through streamlined marketing providing livelihood to millions of people.
- **Forestry sector contribution to GDP:** The sector's contribution to GDP at 2011 prices was estimated at UGX1,038 billion (USD519 million).
- **Management of forestry resources:** Several actors engaged in the management of forests in Uganda included; the MWE, NFA, Uganda Wildlife Authority (UWA), Local Governments and Private Forest Owners.
- **Trend of forest cover:** There was a declining trend in the forest cover of Uganda from 1990 to 2015.
- Forest products' value chain was not well developed.
- **Challenges to forest protection:** These included; increased population exerting more pressure for agriculture and infrastructure, uncoordinated government policies, unprecedented contribution of the forestry sector to our economy, inadequate law enforcement, prosecution and entire legal regime, hostilities faced by forestry sector managers, etc.
- **Strategies to increase forest cover:** In order to increase the forest cover in Uganda, restoration of the forest estate, strengthening law enforcement and case management processes, holistic planning process for environment and stepping up government funding to forestry sector should be done.
- **Promotion of clean cooking:** There was need for a deliberate action on promotion of clean cooking and other solutions that are friendly to the environment starting with big consumers like Government schools and Prisons in order to ease pressure



## 5.3 Challenges and Lessons Learnt from the Green Charcoal Project (GCP)



**Figure 8:** The Ag. Assistant Commissioner (Bioenergy) presenting the Challenges and Lessons Learnt under the Green Charcoal Project (GCP) at Golf Course Hotel.

This presentation was by Mr. John Tumuhimbise, the Assistant Commissioner (Bioenergy) in the MEMD. The presentation highlighted on the context, policy and legal aspects relevant to charcoal production and trade, charcoal licensing and organization, what the GCP entailed, project achievements and the challenges and lessons learnt. The highlights were as follows:

### 5.3.1 Challenges faced under GCP

- Delays in delivery of planting materials, coupled with unpredictable seasons lead to late planting resulting in poor harvests.
- Limited access to land holdings for charcoal related activities
- Destruction of the trees by traditional bush burning, termites and domestic animals.

### 5.3.2 Lessons learnt from GCP

- The charcoal industry is still informal and not organized.
- Key players are semi-illiterate/illiterate.

- Biomass feedstock for charcoal was mostly from private land owners (35%) obtained during bush clearing for agriculture.
- Numerous regulations that govern the charcoal subsector are under different institutions and are not well known to key players/not enforced.
- Revenues from charcoal were spent by districts without ploughing back to ensure resource sustainability.
- There is an insatiable demand for tree seedlings, partly for timber and poles but also for charcoal production.
- Mobilising communities into Associations was an effective way on introducing interventions in the industry.
- Indigenous trees were the best for charcoal but take longer to grow to maturity.
- Land use planning practices were challenged by individual-based decision making.
- There is shortage of improved planting materials.



## 5.4 District Charcoal Ordinances

This was made by Mr. Ronald Lotet, the Senior Environment Officer – Mubende District whose presentation gave an insight into the objectives of the ordinance, the general principles, administration of the ordinance, the component of community participation, sustainable charcoal production practices, conservation and environmental protection, charcoal transportation, charcoal marketing and storage.

### 5.4.1 Objectives of the Ordinance

Some of the objectives the Ordinances seek to address are:

- To maintain and improve the responsiveness of the legal and institutional framework to promote renewable energy (wood fuel) investments;
- Mainstream poverty eradication, food security, natural resources and environment conservation issues in sustainable charcoal production strategies;
- Acquire and disseminate information in order to raise public awareness and attract investments in sustainable charcoal production and biomass energy conservation technologies;
- Utilize biomass energy (wood fuel) efficiently, so as to contribute to the management of the resource in a sustainable manner;
- To regulate revenue mobilization and collection from charcoal and ensure sustainable financing of charcoal production activities in the district;
- Promote the participation of the communities, private sector and other stakeholders in forest management for charcoal production to conserve water catchment areas, create employment, reduce poverty and ensure sustainability of the forest sector;
- Promote adaptation and mitigation efforts in Climate Change; among others.

He noted that the district anticipated to face the following challenges in the implementation of the ordinance.

- Lean structure in Department: Staffing at the districts is too low to enforce the district charcoal ordinance
- Inadequate facilitation: due to meagre budgets and lack of transport means
- Technologies are a little expensive for the typical charcoal burners
- Little planting material: There is no guarantee that trees planted will be used for charcoal production.
- Elusive charcoal producers: They are sometimes migratory in their way of work.
- Uninformed public about the charcoal industry.



**Figure 9:** Mr. Ronald Lotet giving a presentation on the content of the Charcoal Ordinances developed under GCP.

## 5.5 Environmental Protection in Refugee and Host Communities



**Figure 10:** Ms. Pheobe Goodwin, Sector Lead Shelter and Site Planning/UNHCR giving a presentation on Environmental Protection in Refugee and Host Communities.

The presentation was made by Ms. Pheobe Goodwin, sector lead shelter and site planning/UNHCR.

She noted the following:

- Uganda hosted over 1.2 million refugees and asylum seekers (of which approximately 65% are South Sudanese and 27 % come from the Democratic Republic of the Congo) who were in rural settlements in northern, mid-west and southwest regions.
- Uganda was one of 8 countries leading in the implementation of a Comprehensive Refugee Response Framework that was establishing a shift from short-term humanitarian aid to long-term developmental solutions in partnership with member states and development partners.
- Refugees faced similar challenges as hosts accessing sustainable energy especially for cooking.
- UNHCR, OPM and partners committed to increase access to sustainable energy by promotion of and sensitization to energy saving technologies, alternative energy alongside environmental protection and restoration.
- Increasing scarcity of natural resources had caused conflicts between refugee and host communities but UNHCR had encouraged them to continue working hand in hand to address those challenges together.



- UNHCR had a countrywide partnership agreement with the NFA in 2019 to produce and procure 8.4 million indigenous, exotic and fruit seedlings for 2019 and inputs for the first planting season of 2020, establishment of bamboo plantlets and nurseries for 300 ha of demonstration bamboo plantations in Moyo, Lamwo and Kikuube districts and restore 250 ha of natural forests within CFRs.
- UNHCR had partnership agreements with NGOs in refugee settlements and host communities in 2019 to provide incentives to plant trees, support operations of tree nurseries, support household with tree/fruit seedlings, support communities to establish woodlots, construct garbage banks at the markets, training of community members in briquette making and Community sensitization on energy efficient technologies.

## 6.0 Panel Discussions and Plenary Reactions

In addition, to presentations, the Dialogue also included two panel discussions to be able to stimulate discussion among stakeholders to identifying the core challenges in the subsector and recommend suitable actions to ensure sustainability in the sub sector. The panel discussion were moderated by Mr. Gabriel Iguma.



**Figure 11:** First Panel Discussion comprised (left to right) the RDC of Amuru district – Ms. Auma Linda, the Commissioner FSSD/MWE – Ms. Adata Margaret, NFA – Mr. Maxwell Kabi and the Ag. Assistant Commissioner MEMD.

### 6.1 First Panel Discussion

This panel was composed of the RDC of Amuru district – Ms. Auma Linda Agnes, the Commissioner FSSD/MWE – Ms. Adata Margaret, NFA – Mr. Kabi Maxwell and the Ag. Assistant Commissioner/MEMD – Mr. John Tumuhimbise. The discussion for the is panel hinged on policy gaps and interventions to address the gaps, the under valuation of forestry sector, dedicated energy plantations and the available alternative energy sources.



### 6.1.1 Experiences in regulating charcoal production in Amuru district

Ms. Auma Linda Agnes – RDC, Amuru highlighted the following during the panel discussion:

- Amuru District was among the biggest districts but sparsely populated.
- A total of 60% of the land was covered by forests with good species of charcoal production and these tree species attracted many charcoal dealers and those dealing in saw-logs.
- Roughly 50 trucks and 10 trailers of charcoal left Amuru district per day. She added that, charcoal being a lucrative business, more than 3000 people were staying in the forest yet 50% of them were not from Amuru
- Land ownership in Amuru is customary and it was rented out to those interested in the charcoal business without seeking permission from the community members which created violence and conflict between the charcoal burners and the citizens.
- Due to high rates of deforestation, the President ordered the control of charcoal production in Amuru district. In response, the district had stopped issuing permits and embarked on check points though the efforts were sabotaged by the technical staff and the police.
- The penalties of the culprits were too weak and low.
- The impounded charcoal that was actioned was bought back by the culprits who gave money to the local people to buy the charcoal on their behalf which prompted the district to burn the impounded charcoal in the forest in order to scare away charcoal burners from such actions. This action reduced illegal charcoal production in Amuru, although more effort was still needed.



**Figure 12:** The Moderator – Mr. Gabriel Iguma (left) and the Second Panel for the Dialogue; Mr. Alfred Kusiima – UNACC, Ms. Jacqueline Mbabazi – WWF and Mr. Jossy Muhangi – EPRC.

## 6.2 Second Panel Discussion

This panel was composed of the Coordinator for UNACC – Mr. Alfred Kusiima, Ms. Jacqueline Mbabazi – WWF and EPRC – Mr. Jossy Muhangi. The discussion was centred around the role of UNACC, WWF and EPRC in ensuring the charcoal value chain in Uganda is sustainable.

### 6.3 Plenary Reactions

These were the comments, suggestions and issues raised from the plenary in response to all presentations made and from the panel discussions.

1. There was need to issue environmental permits to the charcoal traders.
2. There was need to have a gender strategy for charcoal production and gender analysis to inform on the appropriate strategy and that UN Women needed to be brought on board since charcoal issues affected mostly women.
3. Government should provide other livelihood alternatives and intensify awareness campaigns on climate change.
4. There was need to establish the code of conduct for people that transported charcoal.
5. Government needed to focus on both tree planting and waste recycling to create alternatives since there was a problem of waste management in the country.
6. There was need for a permanent home (a specific organisation) to regulate issues related to bioenergy.
7. The National Dialogue on bioenergy becomes an annual event.
8. Ministries were working in silos and suggested the need for office of the President to come up with a strategic policy on biomass on how best Ministries could work together.
9. There was need to recognize charcoal as a good business so that efforts to support it could be put in place. Government needed to invest in the sector so that the private sector would come in to contribute.
10. MWE had not offered assistance to charcoal traders on several occasions when these traders have approached the Ministry.
11. The charcoal traders have never been sensitized on the existing laws and regulations concerning charcoal production and trade.
12. The traders were no longer transporting charcoal at night and that the charcoal they were trading was coming from private land after acquiring licenses for charcoal trading.
13. A bilateral meeting between Uganda and Kenya be held to address the issue of the porous borders.
14. The chairperson Charcoal Traders Association be involved in sensitization campaigns on sustainable charcoal production.
15. There were uncoordinated mandates both at the planning and budgeting stage to cater for bioenergy issues since Ministries plan independently.
16. Hon. Biyika Lawrence, the Vice Chairperson Natural Resources Committee suggested the need to consider the entire environment rather than focusing on a few components.
17. Most people opted for charcoal business because it was lucrative and agriculture had failed therefore the next available alternative was charcoal production.
18. With increasing population, there was need to specify the tree species to plant and the location where they should be planted.
19. There was need to do a cost benefit analysis for all the interventions that had been implemented in regards to environmental conservation.
20. Parliament had revised the Environment Act in which establishment of the environment fund and environment fees, very stringent punishments for culprits had been catered for. He further noted that coordination of intervention needed to be strengthened.
21. Producers and consumers needed to know



the quality of trees that yield good charcoal or timber. The responsible officers should give proper advice on the appropriate trees to plant.

22. On every national function trees were being planted but there were no deliberate efforts put in place to maintain those trees.
23. Environmental issues were being politicized.
24. There was need for deliberate effort to plant trees along the roads and the bare hills. Regulations on the volume of the trees to be cut needed to be established.
25. The staffing for district needed to be increased to have at least Forest Rangers at the sub county level in order to strengthen inspection and enforcement.
26. Most of the standards, laws and regulations were often drafted in English yet the majority of the end user were illiterate. Therefore, charcoal standards, laws and regulations be translated into local languages.
27. Majority of the municipalities have challenges of managing garbage with no dumping sites. Therefore, government should invest in waste recycling and waste-to-energy solutions such as briquetting and biogas.
28. Deliberate efforts be made to provide specific incentives to increase access and

affordability to alternative fuels for example tax reduction, reduction of power tariffs and others.

29. There was need to disseminate the available improved biomass technologies to the public.
30. There was need for dedicated tree planting for energy also provide support to local communities neighbouring CFRs to prevent them from encroaching these forests.
31. The GCP should be rolled out to other charcoal producing districts in the country.
32. Government should put a law to regulate charcoal export to Kenya.
33. Incentives should be given to people conserving indigenous trees on their land such as Afzelia and sheer nut.
34. There was need to engage land owners in future Dialogues on biomass issues.
35. Besides issues relating to charcoal burning, there were issues arising from burning bricks.
36. There was need to carry out more research on alternatives to charcoal.



**Figure 13:** The panel responding to some of the issues raised by the plenary during the Dialogue



## 7.0 Summary of Key Issues and Recommendations from the Dialogue

S/N	ISSUES	SUGGESTED RECOMMENDATIONS	RESPONSIBILITY CENTRE
1	Weak enforcement of existing environmental related legal frameworks	<ul style="list-style-type: none"> <li>Setting up a Regulatory Body for Biomass energy to handle issues of charcoal and firewood.</li> <li>Establishment of a special enforcement/Police unit for biomass energy.</li> <li>Recruitment of more staff to enforce policies and by-laws on biomass issues at the sub county level e.g. forest rangers,</li> <li>Establishment of effective laws and regulations..</li> </ul>	MEMD and MWE  OP, MEMD and MWE
2	Corrupt police officers who demand fines from charcoal transporters rather than taking them to court	<ul style="list-style-type: none"> <li>Formation of transportation Committees that oversee charcoal transportation. The team shall comprise of police, justice officials, revenue officials, local government officials and a member from a charcoal Association.</li> </ul>	LG, Uganda Police, Charcoal Association, MoJ
3	Interference in the law enforcement measures by top politicians and well placed Government Officials.	<ul style="list-style-type: none"> <li>Sensitization of political leaders on the dangers of uncontrolled harvesting of trees for charcoal.</li> </ul>	MEMD and MWE
4	Lack of a specific regulation and standards on charcoal production and trade	<ul style="list-style-type: none"> <li>Gazetting the formulated charcoal ordinances and roll-them out in all districts in the country.</li> <li>Finalization of the Charcoal Guidelines.</li> <li>Establishing and finalizing the standards on charcoal and briquettes.</li> </ul>	MWE, MEMD, MoLG, DLGs
5	Lack of clear institutional coordination on charcoal	<ul style="list-style-type: none"> <li>Setting up a Regulatory Body for Biomass energy to handle issues of charcoal and firewood.</li> <li>Harmonizing different policies and interventions in different MDAs and joint monitoring.</li> </ul>	MWE, MEMD, NEMA, DLGs
6	Gaps in existing legal framework to regulate tree cutting for any purpose. Absence of a legal framework to regulate tree cutting for any purpose	<ul style="list-style-type: none"> <li>Revision of the Forest and Tree Planting Act and other regulations including toughening punitive measures.</li> </ul>	MWE, NFA
7	Ignorance of the law by traders and community members	<ul style="list-style-type: none"> <li>Sensitization of charcoal traders on the existing laws and regulations.</li> <li>Translating laws and standards into local languages.</li> </ul>	MWE, MEMD, DLGs,
8	People are not well sensitized and are generally insensitive about the dangers of climate change as a result of environment destruction.	<ul style="list-style-type: none"> <li>Massive sensitization on the dangers of climate change caused by massive cutting of trees.</li> <li>Involving the leadership of the charcoal producers' association in the sensitization and awareness creation campaigns.</li> </ul>	MWE

S/N	ISSUES	SUGGESTED RECOMMENDATIONS	RESPONSIBILITY CENTRE
9	Inadequate sensitization of the public for clean cooking solutions and other environmentally friendly solutions.	<ul style="list-style-type: none"> <li>Sensitization of the people especially at the grassroots on the available alternative sources of energy and energy saving technologies.</li> <li>Holding regional dialogues on Biomass energy.</li> </ul>	MWE, DLGs, OP, MEMD, NFA
10	Low adoption of clean cooking alternatives such as briquettes, biogas and LPG	<ul style="list-style-type: none"> <li>Putting in place specific incentives to increase access and affordability of alternative fuels e.g. tax reduction, reduction of power tariffs, etc.</li> </ul>	MEMD
11	Large scale consumers like schools and prisons who are causing increased demand of charcoal and wood fuel.	<ul style="list-style-type: none"> <li>Making it mandatory for major biomass consumers e.g. schools and prisons to use energy efficient technologies.</li> <li>Encouraging private sector to partner with schools to supply briquettes.</li> </ul>	MoES, MEMD, MoIA, MoH
12	Law enforcers also complained of security for their lives given that areas where trees are cut and burnt are so isolated and thus subjecting their lives to security threats.	<ul style="list-style-type: none"> <li>Toughen punitive measures against the illegal/unlicensed charcoal producers especially from protected areas.</li> </ul>	UPF, LGs, MWE
13	Lack of clear guidelines regarding disposal of impounded charcoal from unlicensed charcoal producers.	<ul style="list-style-type: none"> <li>The Charcoal Guidelines being developed should address the issue of impounded charcoal of unlicensed charcoal producers.</li> </ul>	MWE, DLGs
14	Increasing rate of deforestation	<ul style="list-style-type: none"> <li>Dedicated tree planting for energy.</li> <li>Investing in waste recycling/ waste-to-energy solutions such as briquetting, biogas.</li> <li>Supporting local communities neighbouring central forests to plant trees.</li> <li>Conducting a comprehensive cost-benefit analysis</li> <li>Specifying the tree species suitable for energy.</li> <li>Rolling-out the Green Charcoal Project in other charcoal producing districts.</li> </ul>	MEMD, NFA, MWE
15	Some borders are porous and thus making it easy for smuggling of charcoal cross borders.	<ul style="list-style-type: none"> <li>Strengthening deployment along borders.</li> <li>Uganda to have bilateral discussions with Kenya on charcoal production and trade.</li> </ul>	MIA
16	Inadequate financing of the charcoal subsector.	<ul style="list-style-type: none"> <li>Holding an Annual Dialogue event for Biomass energy.</li> <li>Inter-ministerial planning and budgeting for sustainable charcoal activities.</li> </ul>	MEMD, MWE, OP, Development Partners
17	Limited support from the line Ministries to the Uganda charcoal traders association	<ul style="list-style-type: none"> <li>Relevant MDAs to provide support to Uganda Charcoal Traders' Association and tree planters</li> </ul>	MEMD, MWE, NFA, MoLG



## 8.0 Next Steps

The next steps for were presented by Mr. Bob Kazungu form MWE and John Tumuhimbise for the MEMD. These are summarized below:

- Make functional the Inter-ministerial committee/Coordination forum to deal with charcoal & other biomass energy forms issues.
- Conclude endorsement and dissemination of charcoal guidelines
- Support strengthening the existing charcoal producers and trader's association and initiate new ones where appropriate
- Formulate specific charcoal rules in support of existing NFTPR, 2016.
- Promote as a pre-requisite to licensing the use of Improved or Sustainable Charcoal Production Technologies-Casamance/Retorts.
- Promote of Farmer Managed Natural Regeneration of the farmlands and landscapes in the majority of charcoal producing regions to enhance biodiversity conservation.
- Provide inventory based decisions on the charcoal production and utilization.



## 9.0 Vote of Thanks

The Vote of Thanks was given by the Secretary Office of the President who extended his gratitude to all the participants who honored their invitations to attend the National Charcoal Dialogue.

He noted that the issue of environmental degradation, especially cutting and burning trees for Charcoal Trade was not only a problem in Uganda, but also in the whole Sub-Saharan Africa and the World at large.

He expressed his gratitude to the members for their contributions, especially the recommendations given to facilitate policy development for sustainable charcoal production and trade.



**Figure 14:** The Secretary, Office of the President giving a few remarks on the Charcoal Dialogue at Golf Course Hotel.

In addition, he thanked the organizers of the workshop who were coordinated by the DSEMR, MEMD, MWE and other line Departments and Agencies for the good work done.

He extended his appreciation Development Partners especially, UNDP, GIZ and WWF for the support rendered to enable the workshop take place successfully.

He assured the Participants that the resolutions generated in the workshop would be followed up by his Office for implementation.

He concluded by thanking the inter-ministerial taskforce team for organizing such a workshop and argued them to continue working by following up on the recommendations for an organized charcoal Industry.



## 10.0 Closing Remarks

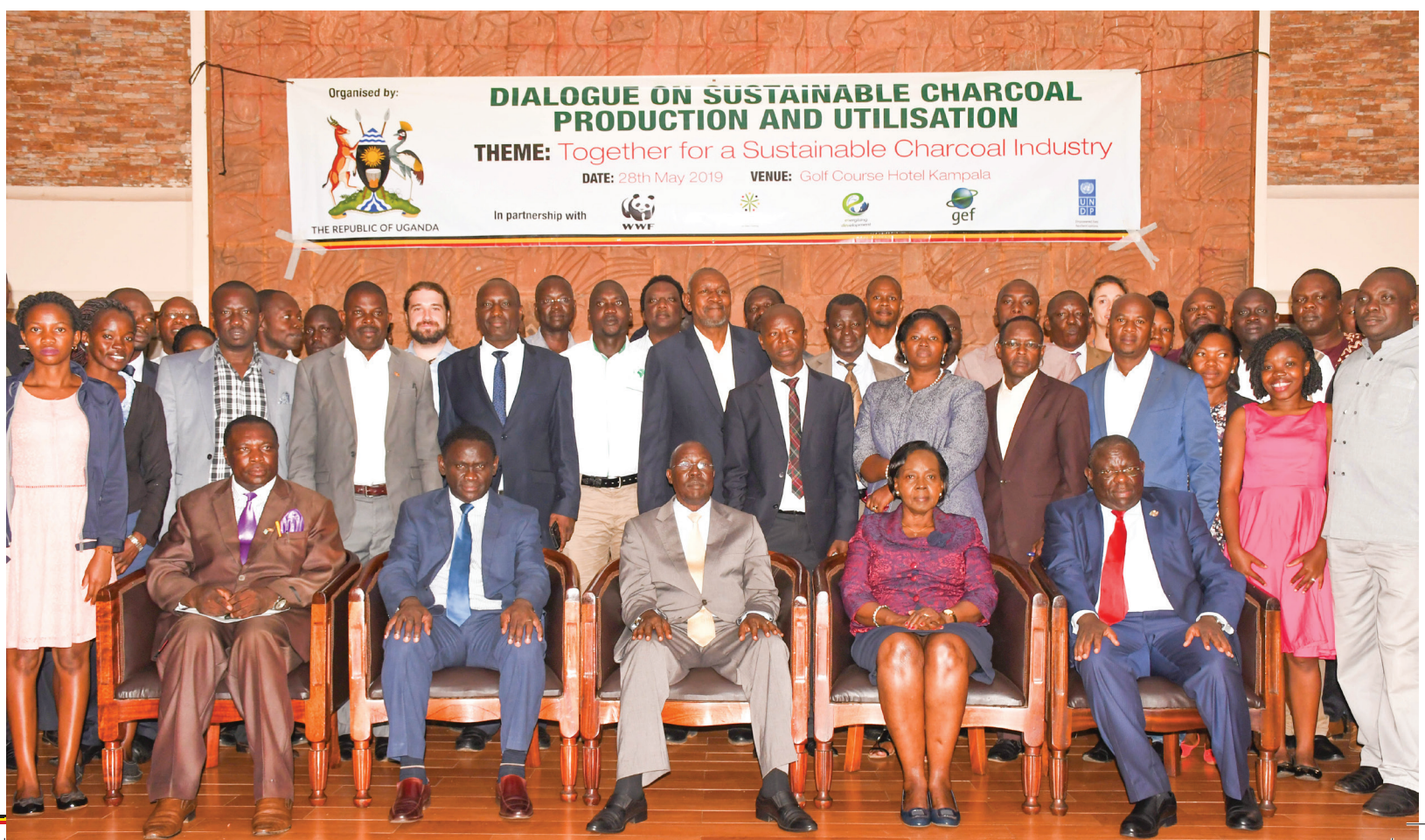


**Figure 15:** The Director - Energy Resources Directorate/MEMD giving the closing remarks at the Charcoal Dialogue, Golf Course Hotel.

These remarks were given by the Mr. James Baanabe Director/Energy Resources Directorate who thanked all participants for sparing time to come and participate in the National Charcoal Dialogue. He thanked the technical team for their tireless efforts so as to make the day successful.

He informed the participants that MEMD had been directed to come up with a Cabinet Memorandum on how to address issues related to unsustainable charcoal production and trade. In addition, he informed the participants that MEMD had been directed to come up with a Cabinet Memorandum on how to address issues related to unsustainable charcoal production and trade.

He then pledged to continue involving different stakeholders for future engagements of the similar kind. After which he officially closed the meeting and wished the participants safe journey mercies.



## ANNEXES

### Annex 1: Programme for the Dialogue

TIME	ACTIVITY	RESPONSIBLE PERSON
8:00 a.m. – 8:30 a.m.	Arrival and Registration of Participants	Secretariat (DSEMR/MEMD)
8:30 a.m. – 8:45 a.m.	Opening Prayer/National Anthem	DSEMR
8:40 a.m. – 8:50 a.m.	Welcome Remarks	Deputy Head of Public Service
8:50 a.m. – 9:00 a.m.	Group Introductions	MEMD
9:00 a.m. – 9:15 a.m.	Opening Remarks	MSEM & MEMD
9:15 a.m. – 9:35 a.m.	Presentation: Issues Paper on Unsustainable Charcoal Production in Uganda.	Director/DSEMR
9:35 am – 9:45 a.m.	Presentation: Tree logging in Uganda and challenges of forest protection.	NFA
9:45 a.m. – 10:05 a.m.	Presentation: Challenges and Lessons Learnt from Green Charcoal Project.	Director/MEMD
10:00a.m. – 10:20am	First Panel Discussion: Reactions to the Issues Paper and the Preceding Presentations. <b>Panelists: MEMD, RDC Amuru, MWE, NFA</b>	
10:20 a.m. – 11:00 a.m.	Reactions to the First Panel Discussion	
11:20 a.m. – 11:30 a.m.	Presentation: District Charcoal Ordinances – Key Priorities and Challenges to Enforcement (Arua)	District Natural Resources Officer
11:30 a.m. – 11:50 a.m.	<ul style="list-style-type: none"> <li>Sustainable Natural Resources Management: International perspective</li> <li>Maintaining Peaceful Co-Existence: The Importance of Environmental Protection in Refugee and Host Communities.</li> </ul>	UNDP UNHCR
11:50 a.m. – 12:10 p.m.	Second Panel Discussion: The way Forward. <b>Panelists: MEMD, UNBS, UNDP, WWF, EPRC</b>	
12:10 p.m. – 12:50 p.m.	Reactions to the Second Panel Discussion	
12:50 p.m. – 2:00 p.m.	Lunch Break	
2:00 p.m. – 2:20 p.m.	Summary/Recap of the day's deliberations	DSEMR
2:20 p.m. – 3:15 p.m.	Next Steps Next Steps	MEMD MWE
3:15 p.m. – 3:40 p.m.	Vote of Thanks Closing Remarks	Sec/OP PS – MEMD

#### Note:

- An Exhibition of efficient biomass energy technologies for charcoal producers and end-users run concurrently with the Stakeholder Dialogue.



## Annex 2: List of Participants

S/N	NAME	INSTITUTION AND DESIGNATION	CONTACT
1.	Hon. Lokeris Peter	Ministry of Energy and Mineral Development	0775349808
2.	Hon. Dr. Kasirivu Atwoki	Minister of State for Economic Monitoring-DSMER	0772428246
3.	Hon. Mbaju Jackson	Presidential Affairs Committee-Parliament	0771639604
4.	Hon Biyika Lawrence	V/Chair Natural Resources, Parliament	0777980010
5.	Kibuuka Francis B Amooti	C/Person District Local Government-Mubende	0772666640
6.	Ntairehoki Charles Amooti	C/Person District Local Government-Kiryandongo	0772524813
7.	Yiga Isreal	C/Person District Local Government	0772544730
8.	Ayaa N. Awua	Residence District Commissioner-Arua	0782649143
9.	Nakamyia Harriet	Residence District Commissioner-Rubirizi	0778526143
10.	Deborah Katuramu	Deputy Head & Deputy Secretary to Cabinet-OP	
11.	Mugerwa George	COM/M&E Officer of the President	0772602278
12.	Drani Peter Oyuga	PPA- Office of the President	0784601394
13.	Ayugi Roseline	Office of the President	0704400625
14.	Tumusiime Ivan	Office of the President	0788355637
15.	Barungi Hellen	Office of the President	0773086553
16.	Namara Clare	Office of the President	0782084221
17.	Tuhairwe Jackson	Office of the President	0779354820
18.	Ayebare Joan	Office of the President	0783710721
19.	Kamyia Simon	NRO-Lyantonde District	0782845087
20.	Olum Felix Nelly	Office of the President	0772632172
21.	Namisi Dickson	Ministry of Information and Technology-Media	0782202269
22.	Phoebe Goodwin	United Nations High Commission for Refugees-SLSP	0771006483
23.	Ngabirano K	ESSI	0704006199
24.	Gerald Tenywa	New Vision-Senior Reporter	0772479142
25.	Mukisa Richard	UW	0703516213
26.	Ekadu Steven Eonyu	DSMER- Office of the President	0782137536
27.	Ngabirano Khasim	Environmental Social Safe Guards International	0704006199
28.	Kasuku Ben	Office of the President-CS	0753025132
29.	Opio Moses	African Clean Energy	0755368071
30.	Aguti Caroline	Ministry of Energy and Mineral Development-H/HSEU	0772619300
31.	Mugisha Arthur	Ministry of Energy and Mineral Development	0776613987
32.	Nakalema Christine	Ministry of Energy and Mineral Development	0782583855
33.	Muyanja Hatimu	Ministry of Energy and Mineral Development-EO	0776733673
34.	Kimuli Geoffrey	Ministry of Energy and Mineral Development-SEO	0772958832
35.	Ahimbisibwe Michael	Ministry of Energy and Mineral Development-Ag PEO	0752996710
36.	Omar Senyonjo	Ministry of Energy and Mineral Development-GCP	0772289215
37.	Baanabe James	Ministry of Energy and Mineral Development-AgDER	0772629446

<b>S/N</b>	<b>NAME</b>	<b>INSTITUTION AND DESIGNATION</b>	<b>CONTACT</b>
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42.	Nabayozza Pauline	Ministry of Energy and Mineral Development	0714813533
43.	Abala Deo	UNDP	0772289160
44.	Natabo Miriam	Ministry of Energy and Mineral Development-EO	0758999113
45.	Maniraguha Stuart	National Forestry Authority-Range Manager	0782786048
46.	Kabi Maxwell	National Forestry Authority	0782453853
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48.	Nabawesi Divine	Divine Bamboo-CEO	0702902233
49.	Ouna Jimmy	National Forestry Authority-LEO	0772645046
50.	Kamyia Simon	Lyantonde District-Natural Resource Officer	0782845087
51.	Namatovu Joweria	Lyantonde District-Ag DFO	0753627740
52.	Katwesige Issa	Ministry of Water and Environment-FSSD	0782432048
53.	Ekosile Deogratious	Amuru District-SEO	0772907763
54.	Ojja Francis	Adjuman District	0772933117
55.	Tumusiime Geoffrey	Nakaseke District-DNO	0782322272
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57.	Lotet Ronald	Mubende District-SEO	0706339691
58.	Ngiro James	Napak District-Forestry Officer	0786469598
59.	Adiko Petu Obicu	Ministry of Local Government-PP Permanent Sec	0786867975
60.	Namususwa Zakia	Jinja District	0789517196
61.	Taaka Lillian	Busia District	0788370733
62.	Kigoye Yassin	Kiryandongo District	0777506471
63.	Ocaka James	Gulu District	0774151502
64.	Andama Charles	Nakasongola District-DNRO	0751929216
65.	Kalungi Richard Bikande	Kakai District-DNRO	0759719475
66.	Capt Chris Mike Okirya	Resident District Commissioner-Busia	0772833325
67.	Jakisa Emmy	Nebbi District-DFO	0771874149
68.	Ojja Gilbert	Dokolo District-DFO	0773392174
69.	Asiku Robert	Arua District-Ag DFO	0774625822
70.	Anguti Silus	Tororo District-DFO	0772644744
71.	Nandudi Violet	Uganda Revenue Authority	0779264784
72.	Ramadada Abbey	New Vision	0759717326
73.	Byaruhanga Charles	Ministry of Water and Environment-FSSD/PFO	07724691962
74.	Bongomin Michael	Lamwo District-DFO	0772918560
75.	Semujju Solomon	Nakaseke District-DFO	0773012559
76.	Koomu Ignatius	Chairperson LCV	0782128417
77.	Bukenya Henry	Sembabule District-DFO	0772748983
78.	Bbale Willy	Masaka District-DFO	0776424196
79.	Musasizi T	Kiboga District-DNRO	0783338794

<b>S/N</b>	<b>NAME</b>	<b>INSTITUTION AND DESIGNATION</b>	<b>CONTACT</b>
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87.	Opio Moses	African Clean Energy	0755368071
88.	Muhangi Jossy	Economic Policy Research Centre	0702673131
89.	Iguma Gabmel	WIZARTS Foundation	0782600607
90.	Sizoomu George	Racell Uganda	0772614499
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111.	Kobugabe Sharon	Forum on Environment Co.Lparl	0772059068
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