



**NATIONAL
BUILDING
REVIEW
BOARD**

Safe Building, Better Living

STRATEGIC PLAN 2020/21-2024/25

JUNE, 2020

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LIST OF ACRONYMS

ES:	Executive Secretary
GDP:	Gross Domestic Product
GoU:	Government of Uganda
M&E:	Monitoring and Evaluation
MDAs:	Ministries, Departments and Agencies
MoWT:	Ministry of Works and Transport
NBRB:	National Building Review Board
NDP:	National Development Plan
PESTEL:	Political, Economic, Social, Technological, Environmental and Legal
PWDs:	Persons with Disabilities
SO:	Strategic Objective
SWOT:	Strengths, Weaknesses, Opportunities and Threats

MESSAGE FROM THE CHAIRMAN OF THE BOARD



It is with great pleasure that I forward the maiden Five year strategic plan (2020/21-2024/25) of the National Building Review Board (NBRB). The plan has been developed to provide an overarching framework for implementing the Building Control Act, 2013.

The Plan unveils the strategies to achieve our vision as well as communicates our quest to achieve excellence and disrupt the status quo, not only in the way the built environment in Uganda operates, but in the impact we have on the building industry in general. The envisaged outcome of our five-year journey is a safe, quality, sustainable and friendly built environment.

I wish to thank all those who contributed to the development of the Strategic Plan. My initial appreciation goes to the representatives from professional associations/bodies; Ministries, Departments and Agencies (MDAs); and local authorities who participated in the stakeholders' consultative meetings and provided vital information that informed the strategy. I would also like to thank the Secretariat headed by the Acting Executive Secretary, Eng. Flavia Bwire, for coordinating the strategic planning process; the Consultant, Dr. Lazarus Nabaho, for supporting the Board in developing this plan; and the Strategic Planning Committee of the Board for overseeing its development.

Finally, I call upon all the stakeholders to support the implementation of the strategic plan as we work towards bettering Uganda's built environment.



Arch. Enoch Kibbamu

Board Chairperson

EXECUTIVE SUMMARY

Prior to the enactment of the Building Control Act, 2013, the Public Health Act, 1935 that governed the built environment in Uganda had become somewhat obsolete. The rising cases of collapsing buildings is an epitome of weak enforcement provisions, inadequate national coverage, insensitivity to the needs of Persons with Disabilities (PWDs) and unresponsiveness to the changes in the building landscape. The Building Control Act takes precedence over the old regulatory regime and provides a stricter law with effective deterrents.

As an Agency of the Government of Uganda (GoU) under the Ministry of Works and Transport (MoWT), the National Building Review Board (NBRB) was established by the Building Control Act, 2013 to “promote and ensure planned, decent and safe building structures that are developed in harmony with the environment.”

This Strategic Plan unveils the strategies to achieve NBRB’s vision over the next five years (2020/21-2024/25), and communicates her quest to achieve excellence and disrupt the status quo, not only in the way the built environment in Uganda operates, but in the impact it should have on the building industry in general.

The content of this Strategic Plan is presented in nine concise chapters. Chapter I lays the preamble, the context and the rationale, and the mandate and functions of the NBRB. Chapter II describes the Strategic planning process while the strategic context, including the stakeholders mapping, PESTEL and SWOT analysis is given in Chapter III. Chapter IV gives the NBRB’s strategic direction 2020/21-2024/25 organized around the strategic foundation, and the strategic objectives and strategies. The road map to the implementation of this strategic plan is detailed in Chapter V, while Chapter VI elaborates on the critical success factors and Chapter VII assesses the attendant risks and risk mitigation measures. Chapter VIII dwells into the Human and Financial resources for the implementation of the strategic plan, while the monitoring and evaluation framework is detailed in Chapter IX.

1.0 INTRODUCTION

1.1 The Preamble

The National Building Review Board (NBRB, hereafter) was established by the Building Control Act, 2013 as an agency of government under the Ministry of Works and Transport (MoWT) “to promote and ensure planned, decent and safe building structures that are developed in harmony with the environment.”

NBRB with the support of the MoWT presents her maiden Five year Strategic Plan for 2020/21-2024/25 (SP hereafter). It provides a blue-print through which NBRB envisages to fundamentally transform the built environment in Uganda and to be relevant in the building industry. NBRB’s strategic direction is underpinned by the idea that the building industry of the future will be very different from the ideals and methodologies of today. Moreover, mindful of a plethora of challenges the built environment currently experiences and the rapidly changing building landscape (such as new construction processes and methods), NBRB has to be innovative, including, among others, seeking opportunities to transform the built environment. The anticipated outcome of this five-year efforts is a planned, decent, safe and sustainable built environment - aptly summarized in the slogan: “Safe Building, Better Living.”

The Plan unveils the strategies to achieve NBRB’s vision as well as communicates her quest to achieve excellence and disrupt the status quo, not only in the way the built environment in Uganda operates, but in the impact it should have on the building industry in general. This five-year strategic direction is underpinned by the notion that the built environment of today must be better than that of yesterday and the one of tomorrow must be better than that of today. The NBRB is therefore predisposed to continuous improvement in the building industry.

1.2 Context and Rationale

The construction sub-sector, to which the building industry is an integral part, is among the key growth drivers of the Ugandan economy. In addition to providing homes to the population, the industry provides the necessary infrastructure to other sectors in form of office accommodation and utilities like class rooms hospitals, courts, stores and manufacturing industries. The building industry sector further supports industries and suppliers of building materials. It provides employment to a wide range of skilled and unskilled labor as well as experts and professional engineers, surveyors and architects. The sector therefore contributes significantly to the economy resulting in better business, enhanced health and reduction of crime. In the five years to 2018/2019, its contribution to Gross Domestic Product (GDP) averaged 5.7 percent, reaching highs of 6.6 percent of GDP in 2018/2019 alone, while in 2017, it contributed the bulk of private sector jobs at 40 percent. It is upon this premise that infrastructure development is regarded as an enabler to drive Uganda to middle income status and is as such featured as a priority area in Vision 2040. Among others, Vision 2040 pictures a Uganda with improved infrastructure - multi-lane paved roads, rail network, and airports, and world-class schools and hospitals – making a “building” part and parcel of this envisaged economic transformation.

It is worth noting that the National Development Plan [NDP] III (2020/21-2024/25), which is aligned to Vision 2040, is Uganda’s development blue-print to which the strategic plans of Ministries, Departments and Agencies (MDAs) ought to be aligned. Chapter 15 on Sustainable Urbanization and Housing, and the global agenda 2030 for sustainable development and the African Agenda 2063 advocates for a well-planned and managed urbanization and housing as a force for sustainable development. Accordingly, the Uganda Vision 2040 seeks to invest in better urban systems to enhance productivity, liveability, and sustainability (Government of Uganda, 2020, p.150). The NBRB contributes to the realization of the aspiration of sustainable housing as stipulated in NDPIII in two important respects: (a) strengthening the enforcement mechanisms of approval of plans and quality assurance and inspection of buildings; and (b) promoting certification and adherence to building standards. These interventions are as well echoed in the Ministry of Works and Transport (MoWT) Strategic Plan (2015/2016-2019/2020).

Therefore, it’s imperative to effectively have regulation of the construction sub-sector to ensure that it contributes to Uganda’s growth in an orderly manner. This maiden Five year strategic plan (2020/21-2024/25) aligns to the aspirations in Vision 2040 and NDP III regarding the construction sub-sector in general and the building industry in particular.

1.3 The Mandate and Functions of the NBRB

The built environment in Uganda has time immemorial been regulated under the Public Health Act, 1935. However, prior to the enactment of the Building Control Act, 2013, the laws above relating to erection of buildings were somewhat inadequate, with weak enforcement provisions, and did not cover the entire country; were not sensitive to the needs of Persons with Disabilities (PWDs); and were unresponsive to the changes in the building landscape such as the evolution of new standards and technologies. As a result of the shortcomings associated with the pre-2013 building regulatory regime, cases of collapsing buildings as a result of shoddy work, lack of effective supervision by professionals and un-approved building operations resulted in fatal accidents, loss of property and social stress. The Building Control Act was intended to cure the ills of the old regulatory regime by providing a stricter law with effective deterrents.

The NBRB as a building control agency exercises its functions through a Board assisted by the Secretariat which was established in March 2019. The Board comprises 16 members who are drawn from the MDAs and Local Governments; professional bodies and/or associations in the built environment (Architects Registration Board/Uganda Society of Architects, Engineers Registration Board/Uganda Institution of Professional Engineers and Surveyors Registration Board/Institution of Surveyors of Uganda); trade unions; and the private sector. The Executive Secretary is the head of the Secretariat and Chief Executive Officer of the Board.

The functions of the NBRB, as stipulated in Section 9 of the Building Control Act include:

- (a) to monitor building development;
- (b) to ensure that the design and construction of buildings and utilities to which the public is to have access cater for PWDs;
- (c) to oversee, inspect and monitor the operations of Building Committees;
- (d) to prepare and submit to the Minister, reports relating to any matter under this Act, as the Minister may require;
- (e) to hear and determine appeals from persons who may be dissatisfied with the decisions of a Building Committee;
- (f) to determine the fees to be charged by urban and district building committees for approval of plans, issue of building and occupation permits; and
- (g) to perform any other function conferred on it by [the] Act.

2.0 STRATEGIC PLANNING PROCESS



This strategic plan was formulated through a participatory process. The process started during mid-2019 with a stakeholder mapping – leading to identification of the critical stakeholders: professional bodies/associations in the built environment; local authorities; MDA's and the academia. Thereafter, NBRB scheduled consultative meetings with each of these categories of stakeholders.

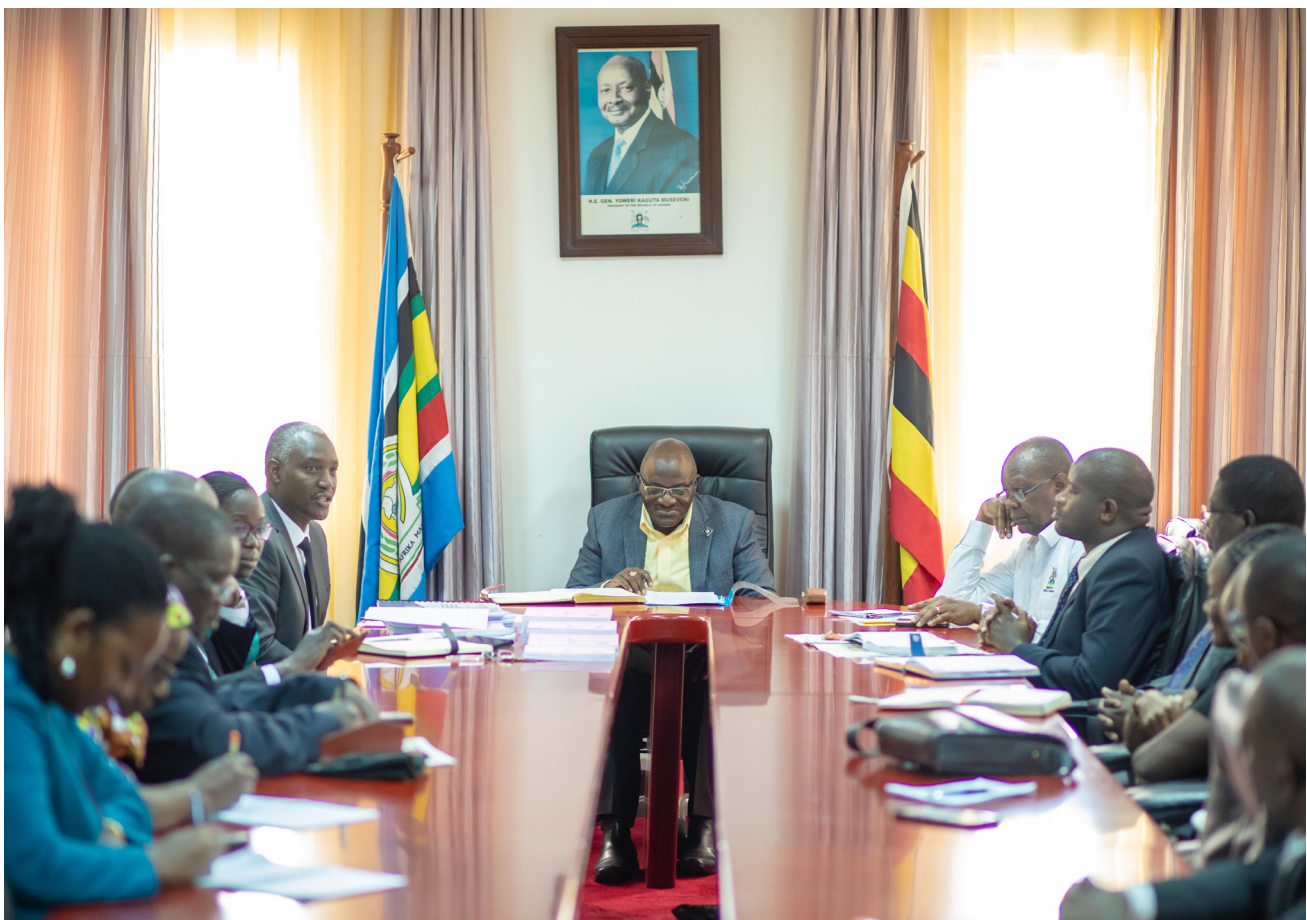
The maiden consultative meeting happened on September 17th 2019 with the professional bodies/associations in the built environment and the academia. The latter, at the meeting, was represented by the academic Engineering and Architecture faculties of Makerere and Kyambogo Universities. The former, for professional bodies and/or associations had members of the Engineers Registration Board (ERB); the Architects Registration Board (ARB); the Surveyors Registration Board (SRB); the Uganda National Association of Building and Civil Engineering Contractors (UNABCEC); the Uganda Institute of Physical Planners (UIPP); the Uganda Society of Architects (USA); the Institute of Surveyors of Uganda (ISU); the Uganda Institute of Professional Engineers (UIPE); the National Association of Professional Environmentalists (NAPE); and the Association of Real Estate Agents (AREA).

A meeting with representatives of local authorities, for Kampala, Wakiso, Buikwe, Entebbe and Mukono (purposely selected because these are a host to over 60 percent of the building in Uganda) was held on 18th September 2019. And, finally, was a meeting with representatives of the MDAs on September 19th 2019. These included the Ministries

of Works and Transport; Energy and Mineral Development; Gender, Labour and Social Development; Lands, Housing and Urban Development; and Local Government. Among the government agencies, the meeting was attended by representatives of National Water and Sewage Corporation (NWSC); Electricity Regulatory Authority (ERA); UMEME, National Environmental Management Authority (NEMA); Uganda Investment Authority (UIA) and the Uganda National Bureau of Standards (UNBS).

In setting the stage, each consultative meeting was opened by the Chairperson of the Board, while the Secretary to the Board made a presentation of the Building Control Act, 13. During the meetings, the purposefully selected stakeholders identified the opportunities and threats to the NBRB in respect of the implementation of the Building Control Act, 2013; the political, economic, social, technological, environment and legal (PESTEL) factors which are likely to affect the implementation of the Act either positively or negatively. Finally, a stakeholders' mapping was also conducted with a view to identifying the stakeholders and their level of influence. The outcomes of the process described above informed the pillars of the strategic plan, the strategic objectives, the strategies and the attendant activities.

Finally, face-to-face interviews were held with key staff in the MoWT who included, among others, the Permanent Secretary and the Commissioner, Department of Public Structures.



Meeting between the Board and the Minister of works and transport Gen. Katumba-Wamala

3.0 STRATEGIC CONTEXT

3.1 Introduction

As noted above, the process leading to this strategic plan began with the stakeholders mapping. This was intended to identify the critical stakeholders, their expectations from NBRB, and also NBRB's expectations from them (see Table 1). A situational analysis of the NBRB was then undertaken to unearth the Political, Economic, Social, Technological, Environmental and Legal (PESTEL) factors that have the potential to impinge, either positively or negatively, on the implementation of the strategic plan. In addition, the Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis was undertaken, the results of which informed the strategic plan.

3.2 Stakeholders Mapping

Table 1 presents the key stakeholders in the building industry in Uganda and their expectations from NBRB. It also includes NBRB's expectations from the same stakeholders.

Table 1: Results of Stakeholder Mapping

Stakeholder(s)	Stakeholder Expectations	NBRB's expectations
The Board	Effective delivery of the mandate of NBRB	<ul style="list-style-type: none"> Provide strategic direction Approve the relevant policies Lobby for resources and advocate for 'safe building'
The Secretariat	<ul style="list-style-type: none"> Efficiency and effectiveness in service delivery Transparency and accountability 	<ul style="list-style-type: none"> Adherence to the regulations of the Board Provision of quality services to the clientele
MDAs	<ul style="list-style-type: none"> Effective regulation and coordination of the building industry 	<ul style="list-style-type: none"> Effective collaboration and coordination in service delivery
Local Governments o/w Building Committees and Building Control Officers	<ul style="list-style-type: none"> Effective regulation and coordination of the building industry at the local government level 	<ul style="list-style-type: none"> Collaboration on capacity building initiatives Adherence to the regulatory framework
Contractors, site supervisors and construction workers	<ul style="list-style-type: none"> Effective regulation and coordination of the building industry Competence and efficiency 	<ul style="list-style-type: none"> Adherence to the regulatory framework
Manufactures and Suppliers	<ul style="list-style-type: none"> Professionalism Prompt payment for goods and services provided 	<ul style="list-style-type: none"> Timely supply of goods and services Compliance to standards
Higher educational/research institutions	<ul style="list-style-type: none"> Collaboration in research and capacity building Dissemination of research findings 	<ul style="list-style-type: none"> Collaboration in research and capacity building Dissemination of research findings
The Media	<ul style="list-style-type: none"> Dissemination of accurate and timely building industry information 	<ul style="list-style-type: none"> Fair and accurate reporting on building matters
Civil Society	<ul style="list-style-type: none"> Good governance 	<ul style="list-style-type: none"> Collaboration and inculcation of good working relationships
Professional bodies/associations (built environment professionals)	<ul style="list-style-type: none"> A fair regulation process for the building industry Timely dissemination of research findings 	<ul style="list-style-type: none"> Self-regulation Adherence to the regulatory framework
Trade Unions	<ul style="list-style-type: none"> Fair treatment of employees 	<ul style="list-style-type: none"> Good industrial relations
The Public	<ul style="list-style-type: none"> A quality and safe building industry A thriving and well-regulated building industry 	<ul style="list-style-type: none"> Whistleblowing on negative building incidences Feedback on services Goodwill and support
The Developers	<ul style="list-style-type: none"> Quality and safe building 	<ul style="list-style-type: none"> Adherence to the regulatory framework
The Police	<ul style="list-style-type: none"> Collaboration in enforcing the regulatory framework 	<ul style="list-style-type: none"> Adherence to the law while enforcing the regulatory framework
Development partners	<ul style="list-style-type: none"> Timely accountability for resources 	<ul style="list-style-type: none"> Financing of the plan

3.3 PESTEL and SWOT Analysis

A rising from the situational analysis laid out in appendices 10.1 and 10.2 are key strategic issues. These included: low levels of compliance with the regulatory framework and inadequate capacity of local authorities to exercise building control. Other key strategic issues were: inadequate capacity at NBRB for effective regulation of building control; the need for partnerships, and research and development (R&D). These strategic issues lie at the heart of the strategic objectives of NBRB's strategic direction (detailed in Chapter 4) and are crucial in the delivery of her mandate. In what follows, these key strategic issues are discussed in detail.

3.3.1 Low Levels of Compliance with the Regulatory Framework

Perhaps a single major concern that has engulfed Uganda's built environment over the years is the rampant building accidents. This, however, is not entirely surprising. Information available suggests that this is a recipe for low levels of compliance with the built environment regulatory framework - buildings which do not meet the regulatory standards. The findings of the Department of Public Structures in the MoWT corroborates this narrative. Driven by the need to ascertain the level of compliance with existing regulations, the Department, over the years, has routinely carried out inspections of on-going construction sites across the country. The Departments' documented findings indicate that the level of compliance is at a paltry 40 percent. This suggests, in part, that the degenerating standards and the increase in construction and fire accidents, as has been and continue to be seen today, is not unexpected. It also suggests that the level of adherence to and enforcement of existing laws is at best patchy.



Different views of the collapsed structure at plot 53 Ghokale Street Jinja Municipality

3.3.2 Inadequate Capacity of Local Authorities to exercise Building Control

The Building Control Act, 2013 was commenced in April, 2018 leading to the establishment of the National Building Code, 2019 and the Building Control Regulations, 2020. While the new legal regime introduces order in the building industry, section 28 of the Act establishes building committees at each district and urban authority with the mandate to ensure compliance with the Act. However, the fact that members of the Building Committee are drawn from the staff at the local authorities, this is problematic for two reasons. First, they are not necessarily familiar with the new legal framework governing building control. Second, this is an assignment they execute as a secondary duty.

Cognizant of the aforementioned, the Act established the office of the Building Control Officer to support the building committees in exercising their functions. However, local authorities do not have the ability to attract and retain personnel with appropriate skills in the short run until an appropriate wage bill is availed. To overcome this, section 50 of the Act permits the person(s) who have been responsible for building control in the local authorities to continue doing so until a substantive office bearer is employed. Nonetheless, these will still require capacity building in the new legal framework if they are to appropriately implement the Act.

3.3.3 Need for Partnerships

The saying that “we are greater than the sum of our parts” comes to bear in scenarios like this when every stakeholder has a part to play towards a common goal – a better built environment. As detailed above, the stakeholder mapping identified a range of strategic stakeholders pertinent to the NBRB’s success in bettering the built environment in Uganda. It is envisaged that this partnership shall involve mutually beneficial exchange of knowledge and resources.



Collaborative meeting between NBRB and professional bodies

3.3.4 Inadequate Capacity at NBRB for Effective Regulation of Building Control

The NBRB is still at a nascent stage, having been inaugurated only recently – on October 2nd, 2018 to be specific. Part III of the Act establishes a secretariat headed by the Executive Secretary to carry out day-to-day operations of the NBRB. However, at the time of drawing this plan, the NBRB was yet to constitute the secretariat save for an Ag. Executive Secretary who is on secondment by the MoWT. Moreover, NBRB has suffered financial starvation since her inauguration, making implementation of the Act and by extension, execution of her mandate somewhat untenable. Nonetheless, it could be too early for this to pose a challenge, although by and large, the NBRB secretariat should be appropriately resourced soonest.

3.3.5 Need for Research and Development

In accordance with the Act, NBRB advises the Minister on matters in the building sector including prohibiting and accepting new methods and materials. Such advice holds if it is based on research. Moreover, as an oversight agency, NBRB is posed to generate a large volume of information. However, this could be wasted effort if it is not properly utilized and converted into useful knowledge for system improvements. To NBRB, it is an opportunity to use research derived approach in problem areas and to generate and customize new knowledge that addresses contemporary challenges in the building industry.

4.0 STRATEGIC DIRECTION: 2020/21-2024/25

This section articulates NBRB's strategic direction based on the pillars of the strategic plan that have been articulated in Section 3 above.

4.1 Strategic Foundation

NBRB's foundation which will remain unchanged over the next five years is highlighted below:

(a) **Vision**

A well-planned, decent and safe built environment

(b) **Mission**

To promote and ensure planned, decent and safe building structures that are developed in harmony with the environment

(c) **Slogan**

Safe Building, Better Living

(d) **Core Values**

Professionalism

NBRB commits to exhibit and adhere to the highest possible professional standards in all her undertakings as would be expected of a national building control body.

Integrity

Staff of the NBRB shall conduct themselves with utmost honesty and transparency in all their dealings with the stakeholders in a manner that promotes and upholds the image of the NBRB among her internal and external publics. Our staff shall at all times detest compromises for the benefit of the society, uphold strong moral principles, and will be authentic in pursuit of NBRB's mandate.

Trust

The NBRB believes that actions speak louder than words. The institution of the NBRB shall therefore strive to act in a manner that builds trust with her stakeholders.

Accountability

The NBRB shall be accountable to the various stakeholders in the built environment and also take responsibility for her own actions.

Responsiveness

The NBRB shall endeavour to be responsive to both internal and external feedback and changes within the operating environment; and to respond to threats to building operations and feedback provided on all her core functions.

Excellence

The NBRB shall endeavour to promote quality and excellence in the built environment, and to promote service excellence.

4.2 Strategic Objectives and Strategies

4.2.1 SO1: To enhance compliance with the regulatory framework for building control in Uganda for safe Building operations

Uganda's building control regulatory framework comprises the Building Control Act (2013); the National Building Code (2019); and the Building Control Regulations (2020). Over the medium-to-long term, the NBRB is committed to changing Uganda's building landscape by promoting safe building operations through enhancing stakeholders' compliance with the current regulatory framework for building control.

The NBRB hopes to cause this transformation through a raft of measures, including: strengthening the enforcement mechanisms of the approval of building plans and actual inspection of buildings under construction and in occupation; and promoting adherence to Building Standards and the Building Code. Furthermore, the NBRB will ensure that the Building Committees are not only in place, but are functional, and will advocate for the recruitment of enough Building Control Officers to match the level of development in the country. These measures – aimed at ensuring strict compliance with the regulatory framework are expected to change the status quo from the mentality of “business as usual” within some sections of the community to achieve the aspirations of the Building Control Act, 2013.

Strategies

In an effort to enhance compliance with the regulatory framework for building control in Uganda, the NBRB shall deploy the following strategies:

1. Strengthen compliance and enforcement of building control regulation. The NBRB is poised to develop, deploy and maintain a computerized Building Industry Management System (BIMS). This shall be deployed in a phased manner, over the duration of this strategic plan, in all districts and urban authorities in the country - starting with a pilot sample of 20 (including the new cities), followed by 100, 173, 173, and 200, respectively. This in a way provides a one-stop shop for investors who wish to invest in the building construction sector, which ultimately improves the ease of doing business in the country.
2. The NBRB is also developing a register for all Built Environment Professionals and Operators (BEPOs). Leveraging on her partnership with the relevant professional associations and regulatory bodies, the NBRB shall consolidate information regarding BEPOs for ease of access for developers. It should be noted that there are various professional associations and regulatory bodies bringing together vast practitioners in the built environment, each with differing code of conduct for any one construction site. The NBRB therefore intends to work with the relevant bodies to harmonize these codes of conduct and provide a platform where the professionals can associate and form a formidable grouping that can compete for the locally available projects.
3. Promote adherence to the regulations to ensure quality building developments. The NBRB is to ensure that Building Committees - mandated to ensure compliance with the Building Control Act, 2013 at the local authorities are operationalized. Appeals and sanctions framework shall be developed, building developments shall be regularly inspected and compliance audits of the building committees shall be conducted. This is to ensure that building committees and building control officers offer services in strict adherence with the Act.



Investigative Interview with a design architect in progress

4.2.2 SO2: To augment the capacity of local government to exercise the building control function effectively.

Under the Building Control Act, 2013, the NBRB is expected to oversee, monitor and inspect the operations of the Building Committees-themselves established under Section 28 of the same Act. However, anecdotal evidence shows that the current Building Committees are short of the requisite capacity to fully implement the existing regulatory framework for building control. The NBRB therefore feels compelled to augment the capacity of local governments to exercise (through the Building Committees and Building Control Officers) the functions that are stipulated in the Act. Beyond the capacity supportive role, the NBRB will need to lobby for better funding of local authorities, and source for external assistance to develop the capacity of local authorities.

Strategies

In undertaking this capacity supportive role to the local governments, the NBRB is set to achieve this through the following strategies:

- 1** Enhancing the competencies of Building Committees and Building Control Officers. In accordance with Reg. 41(2)(b) of the Building Control Regulation, 2020, the NBRB shall design and implement training programmes for Building Committees. Additionally, the NBRB shall source for technical assistance to develop the capacity of local authorities and facilitate inter-local government studies for Building Committees. Commencement of the Act brought in a new legal regime that most implementers seem not to be familiar with as yet. As such the NBRB thinks it appropriate to train the implementers of the law-in part to ensure the intending developers receive a seamless service.
- 2** Scale up and improve operational tools and frameworks for Building Committees. Effective and efficient building control in the local authorities will be dependent on the tools the building committees are facilitated with. The NBRB therefore shall provide Committees with the Standard Operating Procedures (Guidelines and Manuals) necessary to execute their mandate.
- 3** Ensure adequate mobilization and appropriation of funds for building control in local authorities. Before the commencement of the Act, each district and urban authority determined their own fees for the approval of building plans. The result of this uncoordinated troops has been the variations in fees charged for the same service. Moreover, despite of the payments of the approval fees, developers have, in addition, been coerced in a great majority of cases to facilitate the inspectors to carry out their duties in cases of emergency. In the lenses of the NBRB, such practices are unacceptable as they only increase the cost of doing business. Additionally it creates breeding grounds for corruption and compromises the integrity of the building committees and building control officers. To this end, the NBRB will henceforth determine the fees structure to be charged by urban and district building

committees for approval of plans and issuance of building and occupation permits in accordance with s. 9 (f) of the Act. Streamlining the structure of fees should be able to lower the cost of doing business, encourage more developments and create more jobs in the building industry.

4.2.3 SO3: To promote mutually beneficial partnerships with stakeholders and the community to achieve the vision of the NBRB.

Over the medium term, the NBRB hopes to cultivate new partnerships while strengthening the existing ones, and engaging stakeholders in the built environment. In particular, the NBRB shall, in partnership with the academia, develop and invest in research and development in innovative technologies to avail affordable and environment friendly building standards to the public. The other partners in this struggle, include the international organisations that support the building industry, local governments, aid agencies and professional bodies/associations, the police, contractors, and the developers.

Strategies

In cultivating new partnerships while harnessing the existing ones, and engaging stakeholders in the built environment, the NBRB hopes to engage the following strategies:

1. Establish partnerships with private and public sector groups in a mutually beneficial manner on matters pertaining to building regulation and control. As noted earlier, the built environment has various stakeholders, differentiated in interests and/or mandates, but collectively contributing to an effective building control, subject to coordination. The NBRB therefore intends to forge partnerships that will coordinate and consolidate the efforts of all key players towards effective building control.
2. Strengthen community engagement to ensure awareness about safe building and better living. The NBRB shall develop community engagement platforms such as provision and maintenance of the NBRB toll free hotline for filing of complaints and/or pleasantries, whistleblowing or request for information. It will also set up all-time team of technocrats to attend to developer requests as they come in. This, together, should raise public awareness of the importance of a safe built environment.

4.2.4 SO4: To strengthen the capacity of the NBRB for efficient and effective service delivery.

Effective implementation of the Building Control Act begins with the NBRB. It is therefore imperative to set up an institutional framework for operationalising the Act. This objective hinges on ensuring that the NBRB is an efficient and effective building control regulator that delivers quality services, and proactively responds to rapid changes and operational challenges in the built environment.

Over the medium term therefore, the NBRB shall prioritise recruitment and retention of

requisite staff to support her operations, enhance staff competences and provide an enabling environment to unlock the potential of her staff. Furthermore, the NBRB is envisaged to: (a) become a financially sustainable building regulator; (b) optimise the utilisation of financial resources; (c) establish strong governance and management systems; and (d) develop and maintain a robust and reliable ICT infrastructure.

Strategies

Attaining this objective shall leverage on a number of strategies:

- 1** Establish strong governance and management systems. The NBRB understands how strong corporate governance is to achieving the aspirations contained in this plan. An important activity therefore is to map critical policies, systems and procedures to ensure that the NBRB has all tools necessary to execute her mandate. In addition, the NBRB shall operationalize a monitoring and evaluation system, establish a robust performance management system, and develop a Board and Client charter - with the aim to ensure the aspirations of this strategic plan are achieved.
- 2** Strengthen the human resource capacity. Efficient and effective service delivery in the building industry aspired of the NBRB will require strengthening of the processes and systems. This shall be achieved through a multiplicity of actions, including recruitment of high caliber staff, capacity development of staff through continuous professional trainings, procurement of goods and services, management and maintenance of adequate office space, facilities, tools and equipment to support her operations. Already, the NBRB has approved an organization structure of 95 members of staff to be recruited over a 7 year period, but depending on the need and availability of resources.
- 3** Ensure financial sustainability of the NBRB. S. 20 of the Act stipulates that the NBRB shall be funded from money appropriated by Parliament, grants, gifts or donations from the Government or other sources made available to her with the approval of the Minister responsible for finance and fees charged for services rendered by the NBRB under the Act. The NBRB will therefore lobby government for funding and levy fees on services she will offer.
- 4** Strengthen communication with stakeholders. The NBRB shall develop a communication strategy aimed at ensuring effective communication with all her stakeholders. In addition, the NBRB shall maintain an interactive website, social media platforms, and an aggressive media presence in order to create general public awareness of the new legal regime in order to improve the built environment.
- 5** Maintain a robust and reliable ICT infrastructure. The NBRB shall leverage on technology to optimize utilization of resources and improve efficiency. As a regulator, the NBRB will set in place information and data collection systems/ mechanisms, analyze inputs from stakeholders and provide intelligence to internal and external

stakeholders to make informed decisions through technology. It also hopes to set up a Local Area Network (LAN), broadband and Wi-Fi connectivity and a centralized data archival system.

4.2.5 SO5: To promote building industry knowledge generation and translation into products and services.

The NBRB acknowledges the role of R&D in the development of the building industry in Uganda. Research provides evidence for decision making and further leads to the development of innovative products and services. Effective regulation of the building industry requires that the NBRB conducts or sponsors research into building materials and methods to inform decisions on clearing new building materials and/or discontinuing the use of certain building materials, as well as innovative technologies to avail affordable and environment friendly building standards to the public. The NBRB, therefore, expects to promote research in the building industry and to advocate for the translation of research outputs into products and services.

Strategies

Knowledge generation and translation into products and services shall be supported by the following strategic initiatives:

- 1** Promote research on the building industry and disseminate research findings; NBRB is committed to improving the safety of buildings in the country through learning and continuous improvement in the sector. The NBRB therefore intends to use the data collected from compliance audits and investigations carried out into building related accidents to improve safety of the built environment. Research needs shall be identified, from which a building industry research agenda shall be developed and studies commissioned. The resulting research findings shall be disseminated to benefit the building industry.
- 2** Promote adoption and translation of research findings into innovative products and services; Research findings if not adopted and translated into products and services are meaningless. The NBRB will therefore promote the adoption and translation of research findings through developing prototypes of research products and services, conducting trial testing of research products and services, rewarding innovations and developments in the building industry and training stakeholders on new innovations.

Figure 1 below illustrates at a glance the five key strategic issues discussed above and strategies that are proposed to realize them.



Figure 1: NBRB's Strategic Framework 2020/2021-2024/2025

5.0 IMPLEMENTATION OF THE STRATEGIC PLAN

Table 2 below provides an implantation plan of the key strategic issues in terms of proposed activities, indicators and expected timelines for a period of five years. The plan will be evaluated periodically and adjusted as necessary to respond to physical developments and challenges that will be encountered along the way .

Table 2: Strategic Plan Implementation Matrix

Strategic Objectives	Strategies	Activities	Indicators	Targets	Implementation Period: 2020/2021-2024/2025					Responsible Person
					1	2	3	4	5	
STRATEGIC ISSUE 1: COMPLIANCE WITH THE REGULATORY FRAMEWORK										
SO1: To enhance compliance with the regulatory framework for building control in Uganda for safe Building operations	1.1 Strengthen the enforcement mechanisms of the approval of building plans, quality assurance and inspection of buildings	Automate/digitize the building approval process (Application)	An automated building approval system in place	By December 2020						ES
		Rollout the building approval process (An IT application)	Timeliness in rolling out the application/ system	By December 2020						ES
		Develop and maintain building industry management system (BIMS)	•A BIMS in place	20% (By December 2021)						ES
	1.2 Promote adherence to the regulatory framework for building control	Operationalise Building Committees (BCs)	Proportion of local authorities with functional BCs	100% (By December 2020)						ES
		Develop and implement an enforcement mechanism	An enforcement mechanism in place	By December 2021						ES
		Establish an Enforcement Division at NBRB	An Enforcement Division in place	By December 2021						Board
		Develop and circulate IEC materials about the regulatory framework for building control	• Number of IEC materials developed by type	By December 2020						ES
		Develop a Flow Chart for issuance of permits	• A Flow Chart in Place • Extent to which the Flow Chart aligns with the building approval process	By September 2020						ES
		Develop reporting guidelines/procedures for BCs	Reporting guidelines/procedures in place	By December 2021						ES

		Disseminate reporting guidelines/procedures for BCs	<ul style="list-style-type: none"> • Proportion of local authorities to which the guidelines were disseminated within the target time • Extent to which the guidelines/procedures were disseminated within the target time 	100% by December 2021					ES
		Develop appeals regulations	Regulations approved and gazetted	By December 2020					Board
		Conduct compliance audit of BCs	<ul style="list-style-type: none"> • Proportion of BCs audited • Frequency of BCs audits 	Annually: 50%					ES
		Integrate the players in the built environment	<ul style="list-style-type: none"> • Proportion of key stakeholders on the system 	50% by Sept 2020 and 100% by July 2021					ES
		Design and implement a compliance monitoring and evaluation system	<ul style="list-style-type: none"> • A compliance M&E system in place 	By December 2020					ES
		Develop and implement an excellence award framework	<ul style="list-style-type: none"> • An excellence award framework in place • Number of entities awarded per annum 	<ul style="list-style-type: none"> • By July 2023 • At least 10 awardees in different categories by July 2025 					ES
		Develop and implement a sanctions framework	A sanctions framework in place	By December 2020					ES
		Develop & disseminate a community whistleblowing framework	A community whistleblowing framework in place	By December 2020					ES
		Develop & implement a community awareness campaign about	<ul style="list-style-type: none"> • Number of community awareness campaigns held by type 	<ul style="list-style-type: none"> • 10 radio talk shows annually • 10 television talk shows annually • 10 Newspaper pull-outs annually 					

		the regulatory framework							ES
		Decentralize the services of the NBRB (or establish regional offices)	Number of regional offices established	5 regional offices by July 2025					Board
STRATEGIC ISSUE 2: LOCAL AUTHORITIES' CAPACITY DEVELOPMENT- continuous compliance development framework									
SO2: To augment the capacity of local authorities to exercise the building control function effectively	2.1 Enhance the competences of BCs & Building Control Officers	Conduct induction for the BCs	Proportion of the BCs inducted	100% by December 2022					ES
		Design a training programme for the BCs	A training programme for BCs in place	By December 2020					ES
		Implement a training programme for the BCs	<ul style="list-style-type: none"> • Proportion of BCs trained • Number of members of the BCs trained • Number of training sessions conducted 	100% by July 2025					ES
		Facilitate inter-local government studies for the BCs	Number of studies facilitated by the NBRB	At least one study p.a					ES
	2.2 Scale up and improve operational tools and frameworks for the BCs	Provide Committees with the Standard Operating Documents (Guidelines & Manuals)	<ul style="list-style-type: none"> • Percentage of BCs provided with standard Operating Documents • Standard Operating Documents provided by category 	100% in two years					ES
	2.3 Ensure a sound financial base for the BCs	Determine fees for approval and issue of building and occupation permits	Fees structure approved and gazetted	By December 2020					Board
STRATEGIC ISSUE 3: PARTNERSHIP WITH COMMUNITY AND STAKEHOLDERS									
	3.1 Forge and strengthen partnerships with the community & stakeholders	Develop and implement a Partnership Policy	A partnership policy in place	By June 2021					Board
		Seek partnerships	Number of partnerships formed per year	At least one partnership per year					Board

SO3: To promote mutually beneficial partnerships with stakeholders and the community to achieve the NBRB's vision		Sign MoUs with partners	Percentage of partnerships with MoUs	100% by July 2022					ES
	3.2 Strengthen engagement with the community	Design a community engagement framework	A community engagement framework in place	By July 2021					Board
		Establish a Forum/Platform for community engagement	A forum/platform for community engagement in place	By July 2021					Board
		Sign MoUs with the regulatory bodies in the built environment	Proportion of regulatory bodies in the built environment with which NBRB has signed MoUs	100% by July 2021					ES
		Participate in collaboration and networking events	Number of events participated in by the NBRB	At least 5 events p.a					ES
		Participate in national events	Number of national events in which the NBRB participated	50% annually					ES
		Conduct stakeholder engagements	Number of engagements by type	At least three per year					ES
STRATEGIC ISSUE 4: INSTITUTIONAL DEVELOPMENT									
SO4: To strengthen the capacity of NBRB for efficient & effective service delivery	4.1 Strengthen the human resource capacity	Recruit and retain high calibre staff to support the NBRB's operations	<ul style="list-style-type: none"> Percentage of the structure filled Staff retention rate 	Fill the structure to at least 80% by the end of the 5 th year					Board
		Develop a staff training programme	A training programme in place	By December 2021					ES
		Conduct induction of the Governance Board	The Governance Board inducted	By August 2020					
		Develop the operational capacity of the Board	Number of training programmes organised for the Board per year	One per year					Board
		Train staff the identified areas	Number of staff trained per identified area	At least 2 training per year					ES

		Align the organisational structure (organogram) to the needs at the grassroots	Timeliness in aligning the structure	By August 2020						Board
	4.2 Establish strong governance and management systems	Conduct a mapping of critical policies, systems & procedures	A mapping report in place	By December 2020						ES
		Operationalise a monitoring and evaluation system	Extent of monitoring of the functions of the Board and the activities of the BCs	By July 2021						ES
		Develop and implement a Risk Management Framework	A Risk Management Framework in place	By December 2020						Board
		Develop and implement a Financial Management Manual	<ul style="list-style-type: none"> • A Financial Management Manual in place • Level of compliance with the Manual 	By December 2020						Board
		Automate the current systems	Percentage of systems that have been automated	100% by December 2020						ES
		Establish and implement/ operationalise robust staff performance management system	A performance management system in place	By December 2020						ES
		Develop a Client Charter	A Client Charter in place	By December 2020						ES
		Develop a Board manual and Charter	A Board Charter in place	By December 2020						ES
		Develop a Board evaluation system and conduct annual Board evaluations	<ul style="list-style-type: none"> • A Board evaluation system in place • Frequency of evaluating the Governing Board 	By December 2020 and conduct annual evaluations						Board
	4.3 Ensure financial sustainability of the Board	Develop a business plan	A business plan in place	By December 2021						Board
		Determine fees to be levied for	Fees approved and gazetted	By December 2020						Board

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	5.2 Promote the translation of research findings into innovative products and services.	Develop prototypes of research products and services	Number of prototypes developed	1 every two years starting from 2022/2023				
		Conduct trial testing of research products and services	Number of trial testing conducted	1 every two years starting from 2022/2023				ES
		Reward innovations and developments in the building industry	Number of institutions/individuals rewarded for innovation	1 every two years starting from 2022/2023				Board
		Training stakeholders on new innovations	Number of training conducted	5 every year starting from 2022/2023				ES
	5.3 Promote the use of certified and standardized materials and methods for building construction	Conduct studies to develop standards and certification manuals for building materials and methods.	Standards for building materials and methods developed	By June 2022				ES
			Certification manuals for building materials and methods developed	By June 2022				ES
			Building materials catalogue developed	By June 2022				ES
			Building materials standards monitoring and enforcement conducted	Continuously				ES

6.0 CRITICAL SUCCESS FACTORS

Successful implementation of this Strategic Plan is highly contingent on the following:

(a) Ability to mobilise the required resources

The success of the strategic plan implementation is dependent on the Board's ability to identify and exploit the opportunities for resource mobilisation through a well thought out resource mobilisation strategy as well as an efficient mechanism for their deployment and utilisation.

(b) Ability to marshal and coordinate efforts of all the stakeholders and implementers

Implementation of the strategic plan requires efficient coordination of the different Departments as well as other internal and external stakeholders into a formidable force of partners. A coordination framework will improve communication and align the different players towards a common goal and vision.

(c) Ability to mobilise continued support from MoWT and Local Authorities

The leadership of the NBRB needs to continuously lobby and seek support from MoWT and Local Authorities.

(d) Efficient Monitoring and Evaluation Mechanisms

Expansion and investment in human resource required for the function of monitoring and evaluation will be instrumental in the successful implementation of this strategic plan.

7.0 RISK AND RISK MANAGEMENT

The implementation of the plan is likely to encounter certain risks. This section outlines the risks that are likely to affect the plan and identifies the mitigation measures, if the risks happen to materialize.

Table 3: Risk Factors, Level and Mitigation Measures

Risk Factor	Level of Risk	Probability of Occurrence	Impact	Mitigation Measures
1) Lack of adequate resources (human, financial and others)	High	High	High	<ul style="list-style-type: none"> Develop and implement a resource mobilisation strategy Explore donor funding Ensure prudent financial management Recruit competent staff Provide competitive reward packages Pursue a talent management and retention strategy
2) Lack of cooperation of some of the stakeholders	Medium	High	Medium	<ul style="list-style-type: none"> Forge strategic partnerships and collaborations Participate in stakeholders' activities Cultivate and maintain a positive image of the Board
3) Resistance to change	Low	Low	Medium	<ul style="list-style-type: none"> Involve the stakeholders in all the activities of the Board Communicate the benefits of a safe built environment
4) Political interference	High	High	High	<ul style="list-style-type: none"> Focus on the functions of the Board Channel political issues to the Minister of Works and Transport
5) Corruption in the Board's functions	High	High	High	<ul style="list-style-type: none"> Adhere to the relevant anti-corruption legislations Develop and implement an anti-corruption policy
6) Lack of enforcement	High	Medium	High	<ul style="list-style-type: none"> Develop and implement an enforcement framework, strategy and mechanism Establish an enforcement department
7) Perceived Overlap in mandate	Medium	High	Medium	<ul style="list-style-type: none"> Continuous stakeholder engagements

8.0 RESOURCES FOR THE IMPLEMENTATION OF THE STRATEGIC PLAN

8.1 Human Resources

The organisational structure is laid out in Appendix 10.3. However, as noted in objective 4, an exercise to ensure the structure is aligned to the aspirations of the plan shall be undertaken.

8.2 Financial Projections

The financial requirements for the implementation of the strategic plan are in Appendix 10.4. The total financial requirement for the implementation of the strategic plan over the five-year period is UGX 127.5 billion. The funding will mainly come from Government of Uganda subvention, non-tax revenue and development partners.

Assumptions

- (a) The non-tax revenue will be zero in 2020/21 as the Board will focus on raising stakeholders' awareness. Going forward, it is assumed that revenues will increase annually at an annual rate of 67% as regional offices are established and Board's staffing levels improve.
- (b) The Government funding will increase at a rate of 53% p.a. in year one and tapers off at 10% in year five.
- (c) The development partners are keenly interested in the activities of the Board and as such will close the funding gap.

9.0 MONITORING AND EVALUATION

The successful implementation of the corporate strategy will depend on, among others, how the planned activities and outcomes are monitored and evaluated. The routine M&E tools to be used shall include:

- Regular meetings of the Board and Management
- Annual retreats of the Board and Management
- Annual audits

The plan will be monitored and evaluated through:

(a) Progress Reports

The monthly and quarterly progress report by heads of departments will among others describe the progress made against the plan, the causes of deviation, if any, and challenges during the implementation together with suggested measures to address the challenges.

(b) Detailed Annual Work Plans

Each department will develop detailed annual work plans which are aligned to the strategic plan, detailing clear targets and performance indicators.

(c) Annual Reports

This shall focus on the achievement of targets for each strategic objective.

(d) Mid-term Review of the Plan

A mid-term review of the plan will be conducted to establish progress of the implementation of the strategic plan.

10.0 Appendices

10.1 PESTEL Analysis

Table 4: PESTEL Analysis of the Building Industry

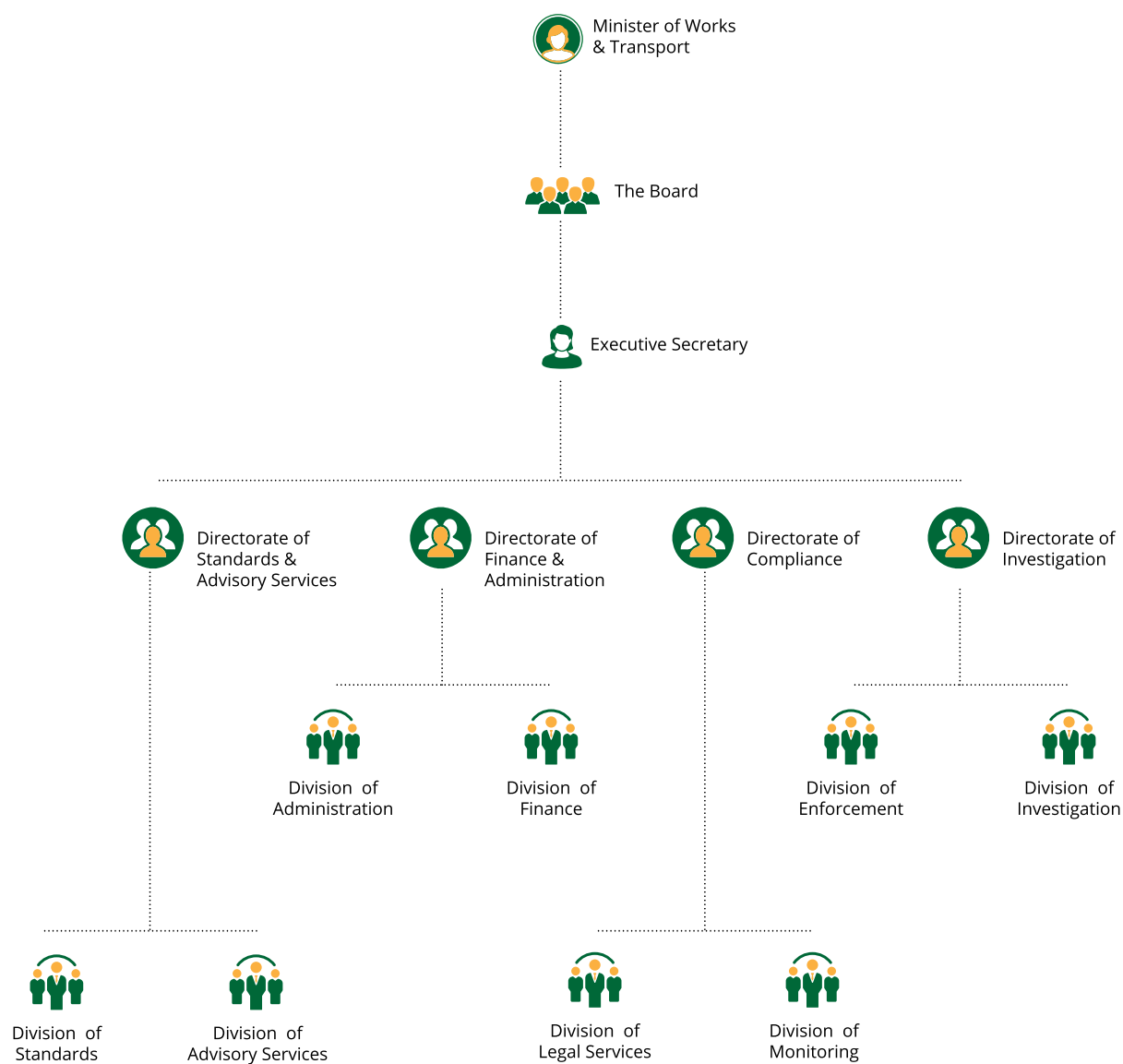
Factor(s)	Positive impact to NBRB	Negative impact to NBRB
Political	<ul style="list-style-type: none"> An enabling regulatory framework for building control exists (Building Control Act, 2013, Building Regulations, 2019, National Building Code, 2019). Peace and security Political will to prioritise infrastructure development 	<ul style="list-style-type: none"> Political interference in the implementation of the regulatory framework. Risk of politics affecting the decisions of the Building Committees at the Local Government level.
Economic	<ul style="list-style-type: none"> A growing economy. Possible financial support from development partners 	<ul style="list-style-type: none"> High building costs leading to breach of industry standards High cost of financing building projects High cost of turnover time of approval of plans
Social	<ul style="list-style-type: none"> Young and energetic population Desire to live in decent environment 	<ul style="list-style-type: none"> High levels of corruption leading to delayed approvals of plans and issuance of permits Inadequate skilled labour force high poverty levels inadequate numbers of professionals inability to identify, attract and retain professionals in local authorities and district
Technological	<ul style="list-style-type: none"> Availability and accessibility to technological advancement in building Availability of local building materials Potential to adopt green technology 	<ul style="list-style-type: none"> Slow technological transfer and adoptions Limited access and affordability of construction equipment
Environmental	<ul style="list-style-type: none"> Facilitative role of the Occupational Safety and Health Act (OSHA), 2006 Complementary role of NEMA in building projects 	<ul style="list-style-type: none"> Non-compliance with OSHA by stakeholders
Legal	<ul style="list-style-type: none"> The Board's mandate and functions are clearly established 	<ul style="list-style-type: none"> Lack of harmonisation of some laws Misinterpretation of the functions of the Board

10.2 SWOT Analysis

Table 5: SWOT Analysis of NBRB

	STRENGTHS	WEAKNESS
I N T E R N A L	<ul style="list-style-type: none"> • Existence of an appropriate organizational and governance structure • Existence of a Human Resource Manual • An enabling Act of Parliament, national building code and supporting building control regulations. • Sound foundation base (vision, mission and core values) • A Board with diverse skills, experience and stakeholder representation 	<ul style="list-style-type: none"> • Unfilled organizational structure • Limited working tools and equipment • Lack of internal IT system integration • Lack of prosecutorial powers • Lack of presence in the regions • Low institutional capacity • Critical policies are missing in areas such as procurement, financial management, logistics etc. • Management and governance systems are not fully established
	OPPORTUNITIES	THREATS
E X T E R N A L	<ul style="list-style-type: none"> • Political will and commitment to implement the Building Control Act, 2013 • Existence of potential diverse revenue sources • Rapid growth in the building industry as a result of economic growth • Willingness of stakeholders to engage with NBRB • Benchmarking with local and international players in the infrastructure sector • Availability of professionals • Willingness of sister agencies and Ministries to second staff to NBRB 	<ul style="list-style-type: none"> • High stakeholders' expectations • Low budgetary support from the Consolidated Fund • Risk of politics affecting the decisions of the building committees at the Local government levels because of the tendency to protect the interest of the voters by politicians • Different interpretation of the laws on the built environment • Withdrawal of staff seconded to NBRB by MDAs • Non-compliance with Building Standards • Corruption • Lack of coordination of MDAs

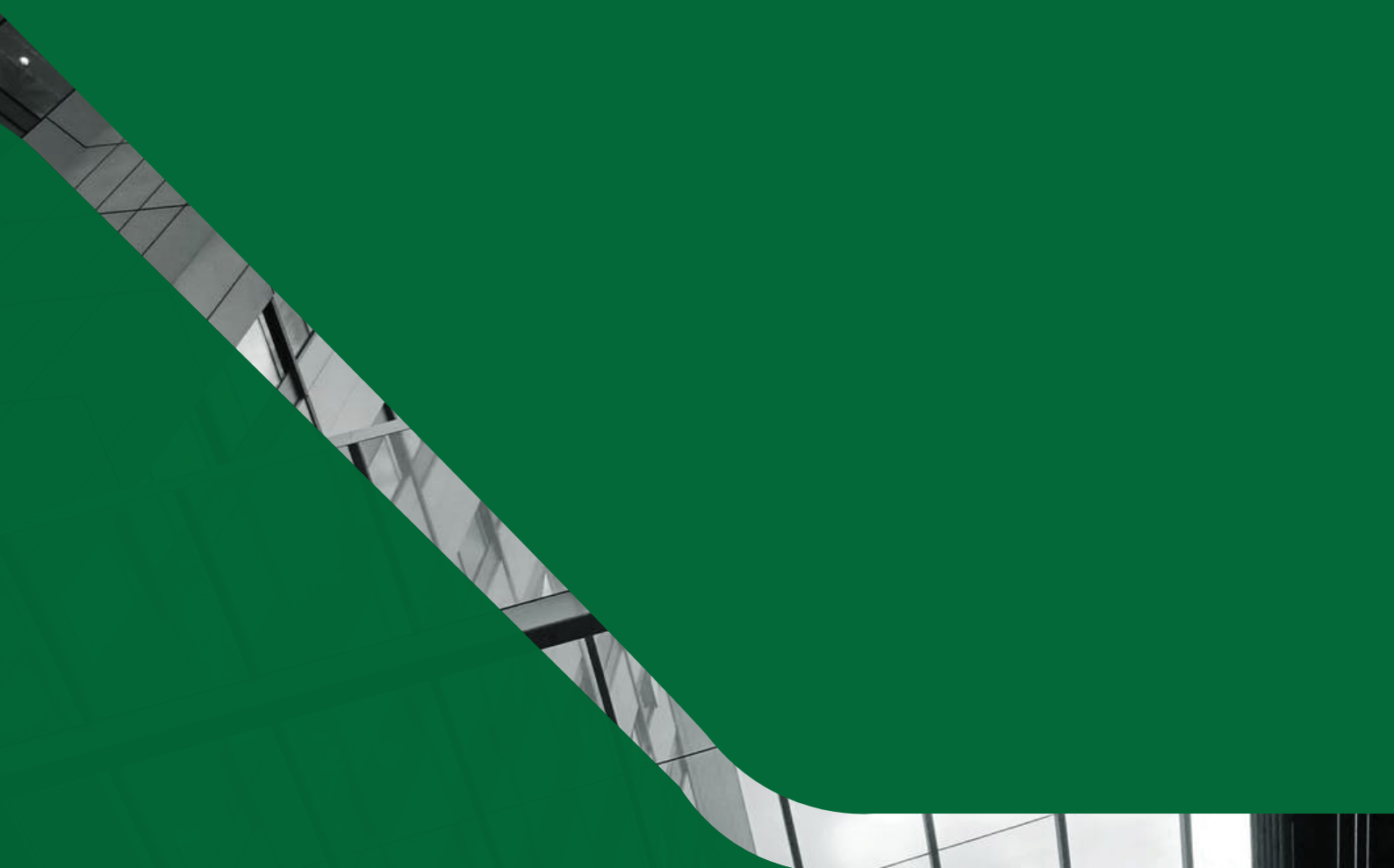
10.3 NBRB Organisational Structure



10.4 Summary of Financial Projections

Table 6: NBRB's Strategic Plan Budget for the period 2020/21-2024/25

Recurrent and Development Budgets	2020/2021	2021/2022	2022/2023	2023/2024	2024/2025
Cost categories	Ugx (000)	Ugx (000)	Ugx (000)	Ugx (000)	Ugx (000)
SO1: To enhance compliance with the regulatory framework for building control in Uganda for safe Building operations	2,399,216	5,443,980.8	8,812,828.886	9,440,042.049	11,950,196.585
SO2: To augment the capacity of local authorities to exercise the building control function effectively	1,546,344.083	1,544,636.679	1,626,858.061	1,786,819.518	2,060,741.007
SO3: To promote mutually beneficial partnerships with stakeholders and the community to achieve the vision of NBRB	365,750	409,750	507,495	633,823.5	797,222.55
SO4: To strengthen the capacity of NBRB for efficient and effective service delivery	6,080,030	9,493,275.41	12,297,459.737	15,614,634.67	21,689,988.726
SO5: To strengthen knowledge generation and translation into real world solutions for the building industry.	2,421,000	2,887,966.667	3,721,801.111	2,073,206.491	1,936,104.667
Total Cost	12,812,340.083	19,779,609.556	26,966,442.795	29,548,526.227	38,434,253.534



2nd floor Southwing Rume
Plot 19 Lumumba Avenue,
Nakasero Kampala, Uganda



P.O Box 7349, Kampala



Hotline: 0800 220746
Tel no. 0312421600



info@nbrb.go.ug

