



UGANDA NATIONAL ROADS AUTHORITY (UNRA)

5 – YEAR CORPORATE STRATEGIC PLAN

2012/13 – 2016/17

JUNE 2012

TABLE OF CONTENTS

Section	Content	Page
1	Message from the UNRA Chairperson & Board	03
2	Message from the Executive Director	04
3	Background	05
4	Introduction	08
5	UNRA Strategy Translation Process	11
6	UNRA Value Chain	12
7	Mission Statement	13
8	Corporate Values	14
9	Assumptions	15
10	Vision Statement	19

Section	Content	Page
11	SWOT Analysis	21
12	PEST Analysis	27
13	Critical Success Factors	29
14	Business Context	31
15	Grand Strategy	36
16	Grand Strategy Map	37
17	Goals and Strategies	39
18	Implementing and Monitoring the Plan	51
19	Programme of Key Road Development Activities	53

SECTION I.

Message from the Chairperson



Dear Staff at UNRA,

It is with great privilege and honour that I write to thank you for your participation in the defining for the first time the Strategic Direction UNRA will take over the coming 5 years. On behalf of the UNRA Board of Directors, I salute you for this noble effort.

The Strategic Plan outlines a number of strategic options including facilitating primary growth sectors (agriculture, industry, mining and tourism), improving the road condition, providing safe roads and ensuring value for money. These strategies address the major concerns of our stakeholders and the public.

The challenge is implementing the actions spelt out in this Strategic Plan. What is required now is to urgently put in place an appropriate institutional structure and mobilize resources to implement this strategic plan. The catalyst to achieve the goals set in this strategic plan is innovation and embracing change.

As a Board, we shall provide the necessary oversight and lobby for the required resources.

In return, the Board will expect higher performance and greater accountability from Management and staff. Everyone must play his role in delivering on the goals set in this strategic plan. The proposed performance measurement framework will provide a vital tool for assessing progress towards to achievement of the set targets.

Let me take this opportunity to appeal to everyone to support the ED in implementing this Strategic Plan which I believe provides UNRA with an unprecedented platform to contribute to the economic growth of this country. This is our opportunity to make UNRA and Uganda proud.

While the challenge before us is substantial, our resolve to deliver will enable us implement this strategic plan successfully.

Best regards to you all,

Angela Kiryabwire Kanyima
Chairperson, UNRA Board of Directors

SECTION 2.

Message from the ED

Colleagues,

In conformity with the UNRA Act (2006), Section 19, Subsection 2 (g) which requires the Executive Director to propose and implement a Strategic Plan, I am pleased to present UNRA's 5-Year Corporate Strategic Plan covering the period July 2012 to June 2017.

UNRA became fully operational in July 2008 and has successfully gone through the formative stage. During this period, a number of achievements were registered including building a robust organization and systems, and restoring the national road network to motorable condition. There were also a number of challenges encountered notably, the additional 10,000km taken over from the districts in poor condition, prolonged heavy rains which ravaged many roads and bridges, accumulation of road maintenance backlog and mounting debt now standing above UGX 200 billion.

The demands on the road sector in Uganda is changing so rapidly with Government setting ambitious targets in the NDP. Roads play a pivotal role not only in reduction of transport costs but also directly facilitating the primary growth sectors like Agriculture, Industry, Tourism and Mining. Poor road infrastructure increases the cost of doing business and constrain economic growth.

This strategic plan is based on thorough analysis of the internal and external environment using SWOT and PEST tools.



The strategies in this plan are intended to address our weaknesses, leverage our strengths, exploit the opportunities and minimize the threats.

The strategic options which underpin this strategic plan are:

1. Facilitate primary growth sectors and generate employment;
2. Improve overall road conditions;
3. Enhance value for money;
4. Provide safe roads;
5. Maintain adequate and skilled workforce;
6. Increase private sector participation;
7. Pursue research innovation and best practices; and
8. Improve corporate governance.

Our goal is to ensure all year round safe and efficient movement of people and goods on the national roads network.

The next 5 years will define the future for UNRA. As an organization, to survive and be relevant to society, we must continuously invent and innovate in the way we do business. This will necessitate restructuring the organization. We must deal with our performance deficiencies, explore alternative resources of funding and embrace new technologies and change.

Together we can and shall achieve the goals we have set in this strategic plan.

Peter W. Ssebanakitta
Executive Director

SECTION 3.

Background

Uganda, with a per capita income (2008) of US\$330, life expectancy at birth of about 50 years and population growth at about 3.2 percent remains one of the poorest countries in the world. Nevertheless the country's firm commitment to poverty reduction as spelled out in the Government of Uganda's (GoU) Poverty Eradication Action Plan (PEAP) and the World Bank's (WB) and other Development Partners' (DPs) contribution has brought the country closer to reaching the Millennium Development Goals (MDGs).

The Gross Domestic Product (GDP) growth was estimated to have slowed to 3.2 percent in 2011/12 from 6.7 percent in the FY 2010/11 due to the global economic recession. The GDP growth is projected at 7 percent in the medium term. In the short term, the gaps in transport infrastructure, poor condition of the high priority national road network and high vehicle operating costs will continue to be a key challenge and limit the prospects for faster economic growth.

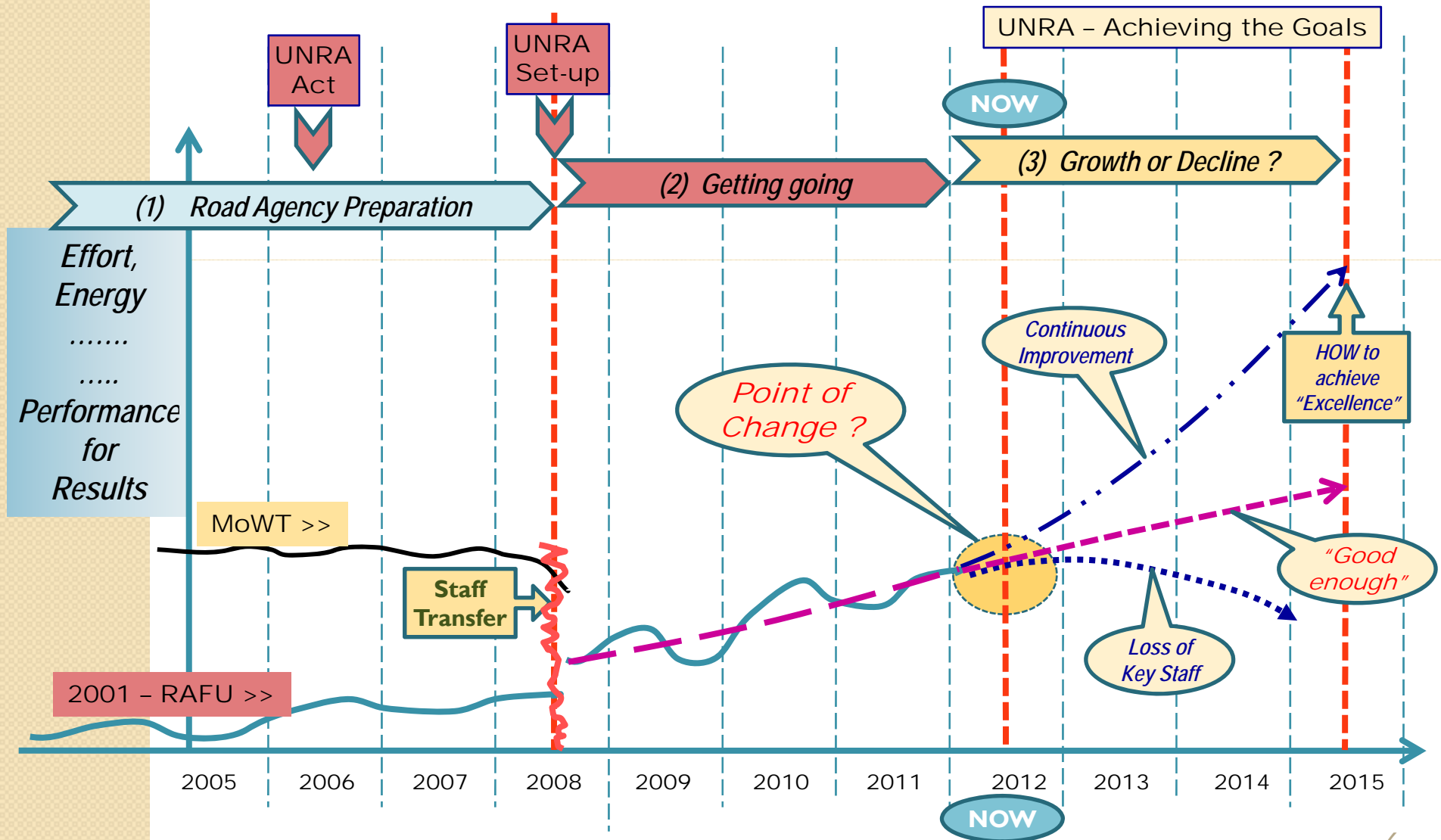
The road infrastructure, which provides for over 90 percent of passenger and freight traffic, comprises 21,000 kilometer (km) of national (trunk) roads, 22,500 km of district roads, 5,000 km of urban roads and approximately 30,000 km of community access roads. National roads, of which 3,300 km are paved, connect districts with one another and the country with its neighbors and are the responsibility of the central government and managed by the Uganda National Roads Authority (UNRA).

It is the government's vision that MoWT focuses on policy formulation, strategic planning, sector oversight and monitoring, and delegates executive functions, including regulatory functions, to specialized entities which have been created, as follows: (i) UNRA responsible for the management of national roads; and (ii) Uganda Road Fund – URF responsible for financing road maintenance for all roads.

The history of UNRA's development as an organisation since the enactment of the UNRA Act in 2006 is summarised in the chart on the next page.

SECTION 3.

Background...The growth path of UNRA



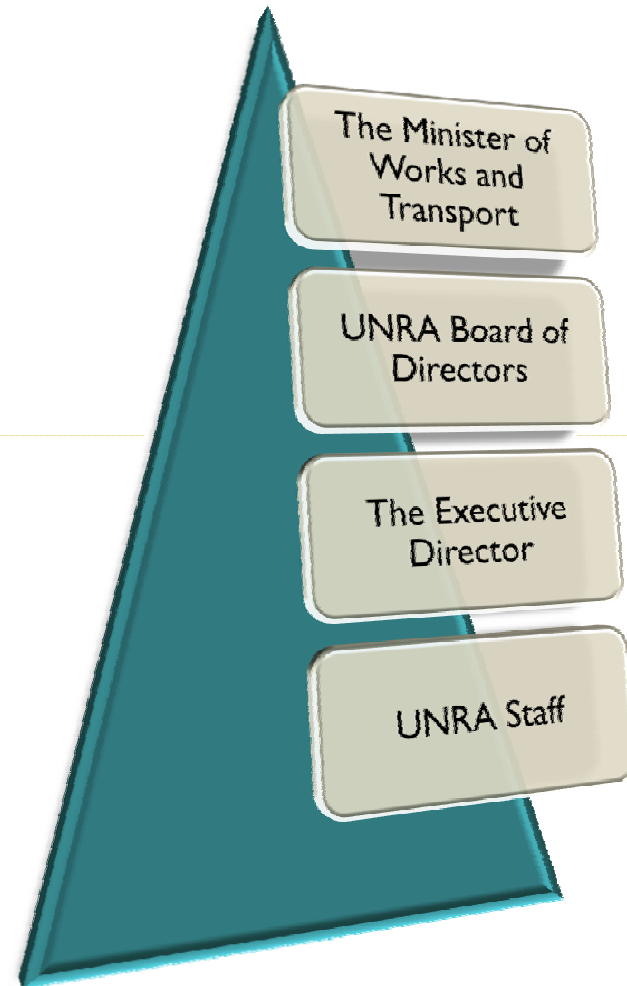
SECTION 3.

Background...

The chart of UNRA's growth and development path shows the June 2012 milestone point at which the organization seeks to re-engineer its path. UNRA, having been established by an Act of Parliament No. 15 of 2006 at the moment has all its four (4) administrative organs in place: -

- ❑ The Minister of Works and Transport;
- ❑ A Board of Directors which is answerable to the Minister of Works and Transport;
- ❑ An Executive Director responsible for its operations and is accountable to the UNRA Board;
- ❑ Staff of the Authority who run its business on behalf of the Executive Director.

UNRA became operational on 01st July 2008. Its mandate is to manage National Road Network whose length is currently 21,000 km including axle load control and ferry services.



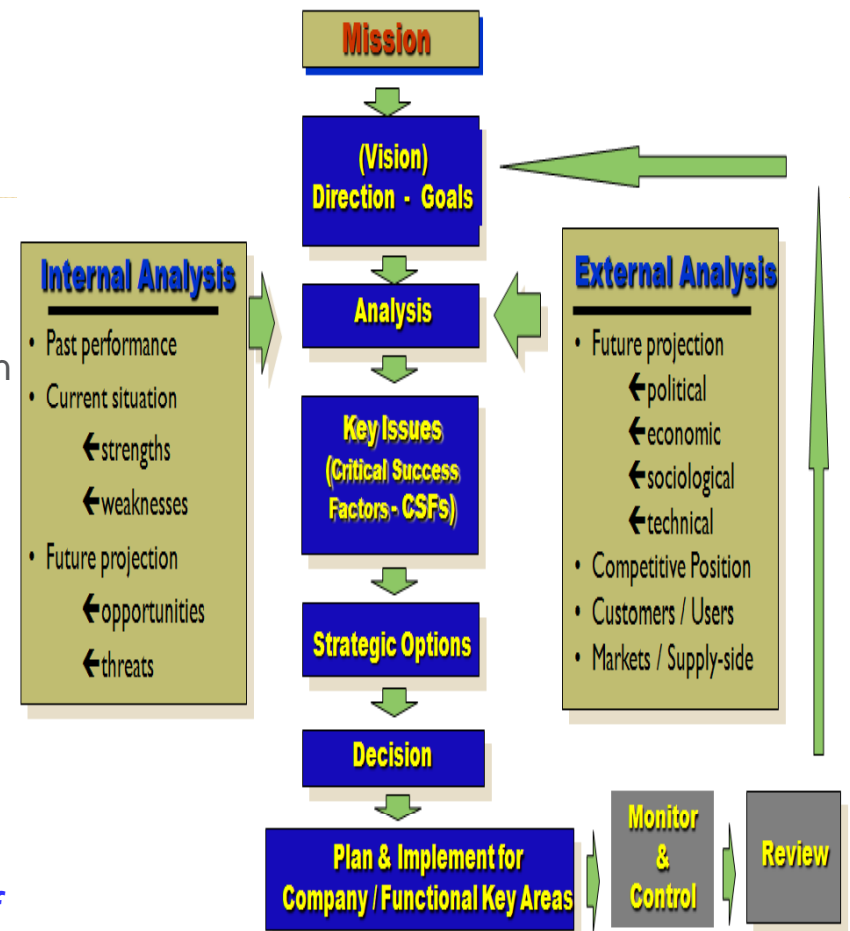
SECTION 4.

Introduction

UNRA's main role in the road sub – sector is to manage the National Roads Network through delegated authority from the MoWT as required under the UNRA Act of 2006. The MoWT provides strategic oversight, policy direction, defines standards to be used and sets the regulatory environment for UNRA. At the same time, the MoFPED and the URF provide financing for UNRA's development and maintenance activities respectively.

This Strategic Plan sets out the long term vision required for UNRA in order that our mandate can be executed as required under the UNRA Act, Section 19, (2), (g). The goals set for the organization as part of the strategic planning process will be intentioned to deal with the improving the operating environment to enable the organization achieve its stated vision. The operating environment will be analyzed using the SWOT and PEST Analysis from which the Strategic Options or Interventions will be drawn. These Strategic Options are intended to be the key drivers of the Organization's Strategy in line with the theme of **“Rethinking the Big Picture of UNRA's Business to ensure a sustainable National Roads Network”**

The Strategic Planning Methodology that UNRA has applied in formulating its 5 year Corporate Strategic Plan, is based on the process model below: -



SECTION 4.

Introduction...

The approach used for formulation of strategies for the way forward included conducting 2-day Workshops attended by the UNRA Top Management Team (TMT) and a full representation of 30 senior managers from different departments and functions. This was so as to ensure widest range of thinking during a structured and staged process of analysis and synthesis.

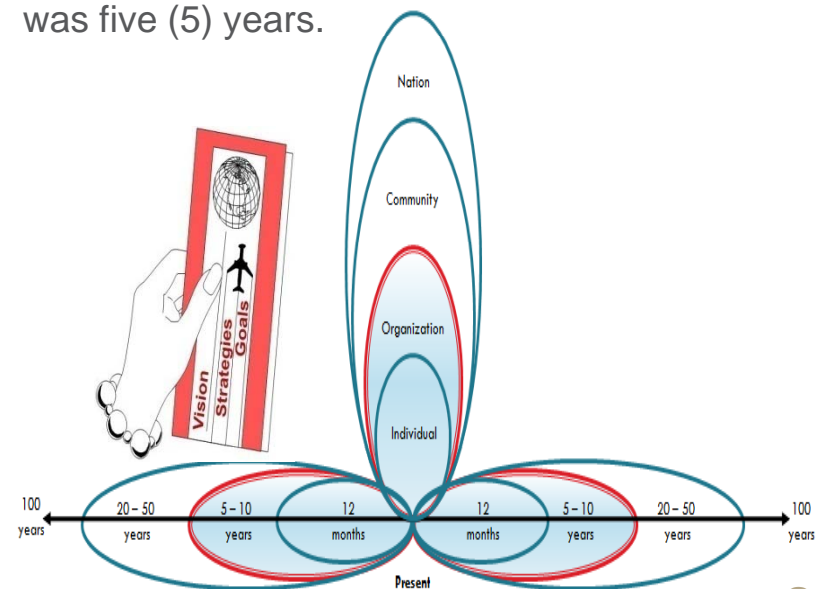
The strategy workshops investigated the following:

- UNRA's current situation – its strengths, weaknesses (in every aspect of the organisation and the opportunities and threats it is facing now and will do over the coming years;
- UNRA's external environment – what forces are acting on the organisation that support or block its capabilities and how these can be addressed;
- Identification of the critical issues and success factors that will enable UNRA to achieve its strategy;
- Identification of widest range of options available to achieve its strategic goals which

allows the management to make decisions on which are potentially the most likely to succeed.

The two consultative Workshops with 18 participants each were run on 26-28 January and 2-4 February 2012. The post-Workshop evaluations completed by each participant show that they were judged a considerable success.

The Workshops were the first stage in the UNRA strategy development process that will continue to evolve over the coming years as the organisation's circumstances change. The Planning horizon chosen for this strategic plan was five (5) years.



SECTION 4.

Introduction...

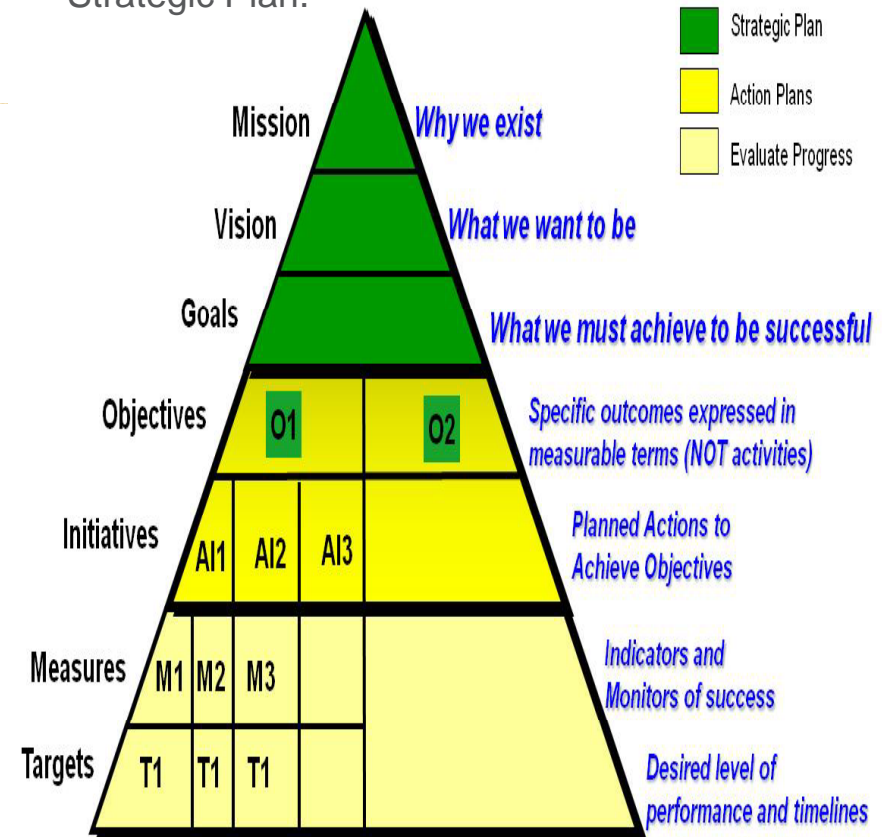
The background preparation for the Strategy Development Workshops was performed by the Executive Director and UNRA TMT through a consultant. Through Group Dynamics and Collective Bargaining that precipitated in significant team-building and people – bonding, the Consultant facilitated the workshops through the Strategy Formulation process up to the agreement of Strategic Options.

The following was conceptualized and reaffirmed:

- ❑ UNRA Vision;
- ❑ SWOT and PEST Analysis;
- ❑ Critical Success Factors;
- ❑ Long-term Objectives;
- ❑ Grand Strategy or Strategic Options

After the Workshops, the Planning Directorate continued to synthesize and map out the Strategic Plan using the model framework viz (i) Institutionalization of strategy; and (ii) Control and evaluation.

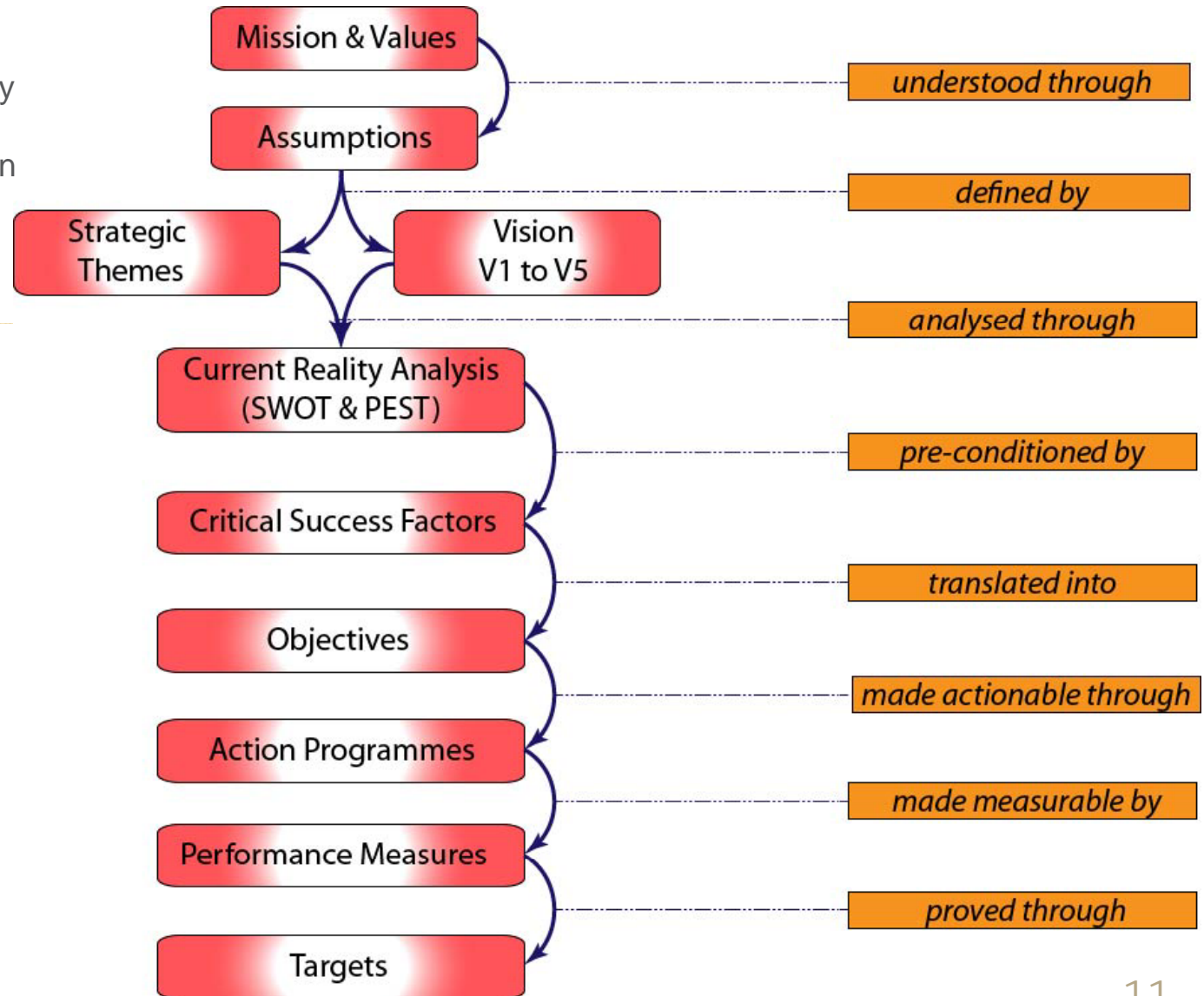
This framework will be driven by a Scorecard methodology and includes a further consideration of appropriate KPIs to apply to control and evaluate UNRA's performance, and success / failure of implementation of its Strategic Plan. This framework is documented and detailed in the later sections of this Strategic Plan.



SECTION 5.

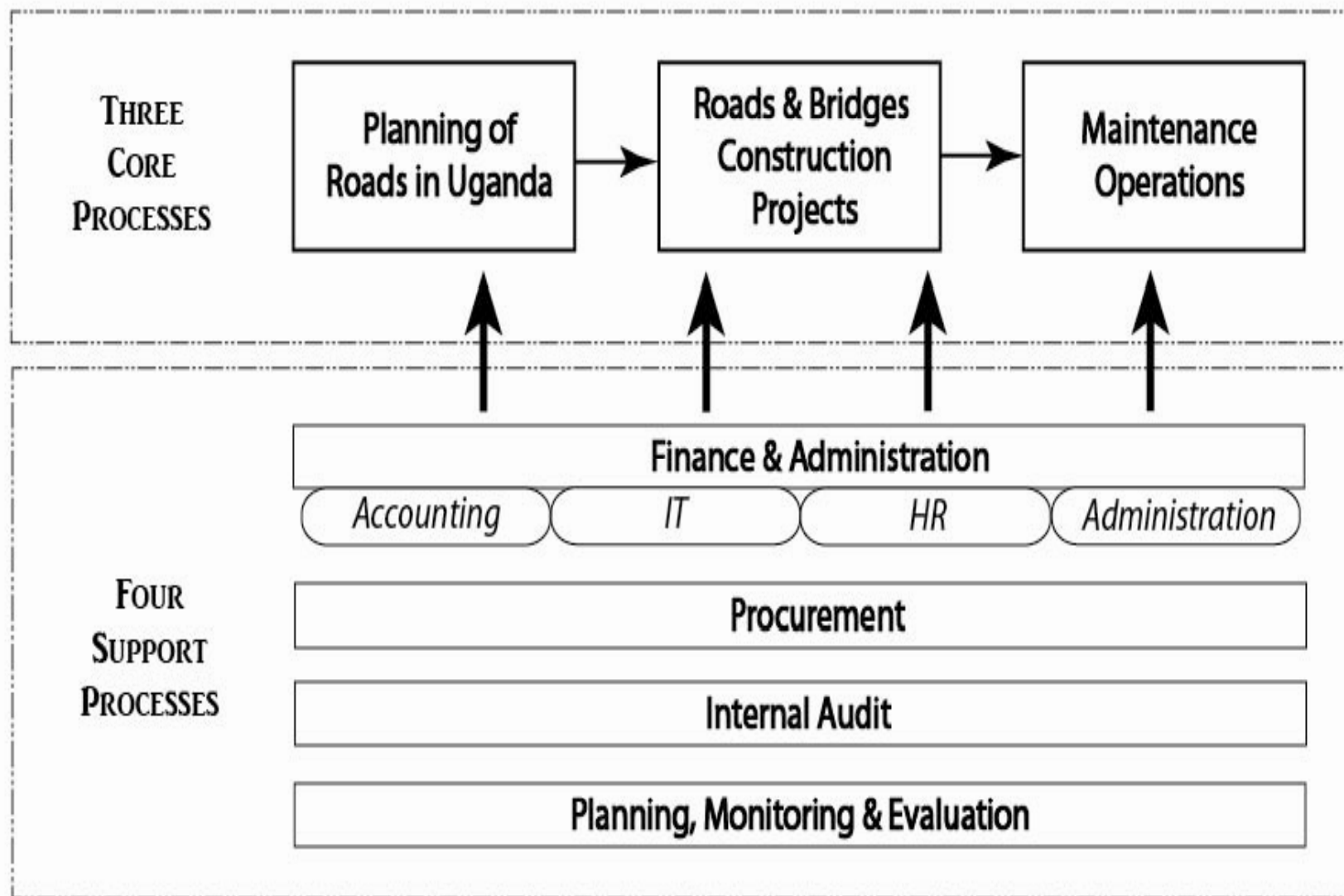
Strategy Translation Process

In order to translate strategy to action UNRA has embarked on the following process of translation.



SECTION 6.

UNRA Value Chain



SECTION 7.

Mission

Our Mission is derived from the mandate we were given under the UNRA Act of (i) developing and maintaining the national roads network, and (ii) advising Government on general roads policy and contribute to addressing of transport concerns, among others.



‘We develop and maintain a national roads network that is responsive to the economic development needs of Uganda in an environmentally sustainable manner while ensuring road user safety’.

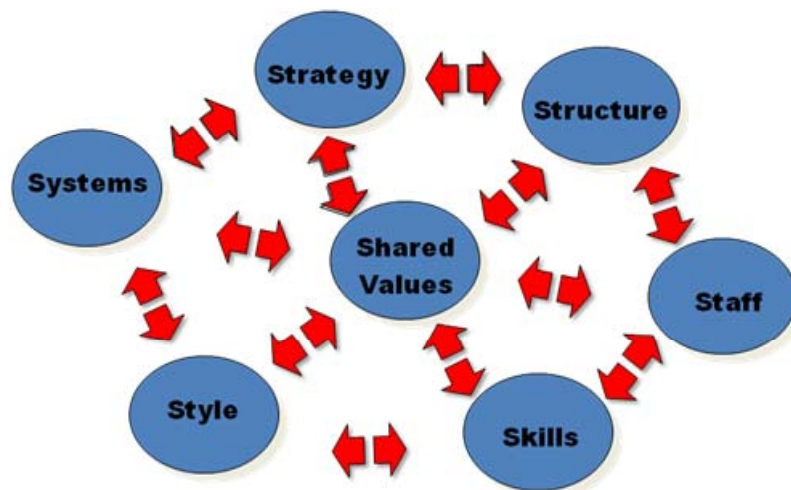


SECTION 8.

Corporate Values

While the Values are cited on the UNRA website, they are not visible to all staff on any wall in the headquarters, even though posters with the Vision, Mission and Goals are. The only places that these are displayed is in each Station Engineer's office.

Consequently, an assessment was needed for how well known and understood these values were and still are. The important issue is how well “shared” are the corporate values and are they being applied? Shared Values are the organisational “glue” that pulls our diverse components together.



The following are our seven (7) corporate values: -

- 1) Road Safety: - We ensure all year round safe and efficient movement of people and goods on the national roads network of Uganda
- 2) Facilitating Growth & Employment: - We facilitate the primary growth sectors with the aim of generating employment for the people of Uganda
- 3) Customer Focus: -We exist because of our customers and therefore they come first
- 4) Accountability: - We are a Government Institution and therefore our actions are directly accountable to the Ugandan people
- 5) Transparency: - We shall maintain an open-door policy and consult with our customers as frequently as possible to ensure that their needs are met
- 6) Excellence: - We intend to achieve our goals through hard work, innovation, creativity prudence and exemplary leadership
- 7) Integrity: - We are dedicated to serving with honesty, high professional standards and good ethical conduct



ASSUMPTIONS

SECTION 9.

Assumptions of the Plan

Crucial to any strategy, is the assumptions that we make about our business. From these assumptions we will derive strategic themes that will translate into objectives, which will ultimately influence the way in which we work and the methodology that we use to achieve our vision.

1. There will be continued Government and Development Partner will continue to prioritise the road sector;
2. The Roads Fund allocations to UNRA will not only be regular (quarterly and prompt) but will also increase progressively towards covering the maintenance needs;
3. The non – traditional financing mechanisms for social and toll roads will be successful;
4. Government will provide the required counterpart funding to support the projects being executed through non – traditional means;
5. The current road network of 21,000 km for which UNRA is responsible, will not increase substantially without a corresponding increase in resource allocations to UNRA;
6. There will not be any substantial reductions in current budget allocations;
7. UNRA will be permitted to function fully according to the existing legislation upon which the current plan is based;
8. Road safety is shared responsibility , and thus we do not only have the obligation to construct and maintain roads, but also to educate the road users on how to safely use them.
9. Our employees are our greatest assets, thus investing in them will increase their efficiency and effectiveness.
10. UNRA will have sufficient funding to engage and retain the required calibre of staff.
11. Involving our people in project implementation will enhance overall development and growth for the people in Uganda.
12. We can only evolve and grow through continuous research, development and innovation.
13. The MoWT will diligently perform its oversight function of creating a conducive regulatory and policy environment;
- 14 . Our Partners/ Oversight agencies (PPDA, CGV, SG , IGG and AG) will be supportive to UNRA's business .

SECTION 9.

Cross-Mapping Assumptions

**Mapped with
Strategic
Themes**

- | | |
|---|---|
| 1. There will be continued Government and Development Partner will continue to prioritise the road sector; | 1= Facilitate primary growth sectors (PGS) and generate employment. |
| 2. The Roads Fund allocations to UNRA will not only be regular (quarterly and prompt) but will also increase progressively towards covering the maintenance needs; | 2= Improve overall road conditions. |
| 3. The non – traditional financing mechanisms for social and toll roads will be successful; | |
| 4. Government will provide the required counterpart funding to support the projects being executed through non – traditional means; | |
| 5. The current road network of 21,000 km for which UNRA is responsible, will not increase substantially without a corresponding increase in resource allocations to UNRA; | |
| 6. There will not be any substantial reductions in current budget allocations; | |
| 7. UNRA will be permitted to function fully according to the existing legislation upon which the current plan is based; | 8= Improve corporate governance.
. |

SECTION 9.

Cross-Mapping Assumptions (cont...)

Mapped with Strategic Themes

- | | |
|--|---|
| 8. Road safety is shared responsibility , and thus we do not only have the obligation to construct and maintain roads, but also to educate the road users on how to safely use them. | 4= Provide safe roads. |
| 9. Our employees are our greatest assets, thus investing in them will increase their efficiency and effectiveness. | 5= Maintain an adequate and skilled workforce. |
| 10. UNRA will have sufficient funding to engage and retain the required calibre of staff. | |
| 11. Involving our people in project implementation will enhance overall development and growth for the people in Uganda. | 6= Increase private sector participation. |
| 12. We can only evolve and grow through continuous research, development and innovation. | 7= Pursue research innovation and best practices. |
| 13. The MoWT will diligently perform its oversight function of creating a conducting regulatory and policy environment; | 8= Improve corporate governance. |
| 14 . Our Partners/ Oversight agencies (PPDA, CGV, SG , IGG and AG) will be supportive to UNRA's business . | 3= Enhance Value for Money |

SECTION 10.

Vision

Our ultimate vision is our statement of intent which aims to energise and drive our organisation and people to new heights and constant achievement.

‘To provide an internationally comparable, safe, efficient and well developed national roads network to the people of Uganda’.

Depending on the operating circumstances and goals of our organization, we will review our vision from time to time with the ultimate goal of staying relevant to the people of Uganda.



SECTION 10.

V5

To insure that our vision becomes our primary strategy driver, we have adopted the V5 system, which breaks down our ultimate vision towards four smaller time-bound and sizable chunks. This will ensure achievable and consistent action...

VI

To provide an internationally comparable, safe, efficient and well developed national roads network to the people of Uganda.

V2 - 2027

To be the leader in road network development and maintenance within the African continent.

V3 - 2022

To be the leader in road network development and maintenance within the East African region.

V4 - 2017

To be a well known and respected brand within Uganda, who has a track record of results and performance beyond comparison.

V5 - 2013

To be a strategy and performance driven organisation where all actions are measured and related to all other actions within UNRA.



SWOT ANALYSIS

SWOT Analysis helps to determine: -

- ☐ Leverage the strengths
- ☐ Improve the weaknesses
- ☐ Exploit the opportunities
- ☐ Minimize the threats

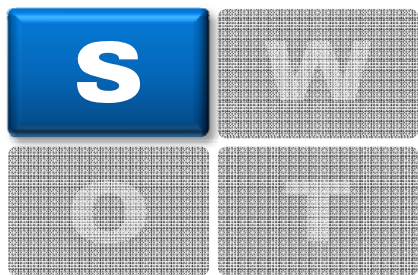
SECTION II.

SWOT Analysis

SWOT Analysis is a renowned tool for audit and analysis of the overall strategic position of the business and its environment. Its key purpose in our case was to identify the strategies that will create a firm specific business model that will best align the Authority's resources and capabilities to the requirements of the environment in which we operate. In other words, this analysis provides the foundation for evaluating the internal potential and limitations and the probable/likely opportunities and threats from the external environment. It is used to view all positive and negative factors inside and outside the firm that affect the success.

Internal
Environmental
Scan

Strengths are the qualities that enable us to accomplish the organization's mission. These are the basis on which continued success can be made and continued/sustained. The following key strengths were identified: -



STRENGTHS



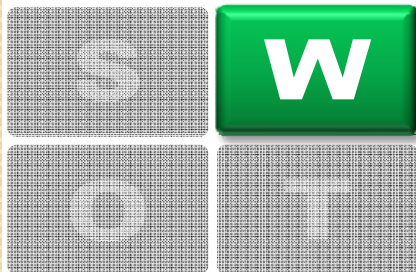
- An enabling legal framework is in place;
- Highly qualified and experienced staff;
- Working environment is conducive to good staff performance;
- Government and Development Partners prioritize financing of organization's activities;
- The core road network is largely in good – fair condition;
- Organization produces a highly visible and valuable product at national and local level;
- The organization has a strong brand.

SECTION II.

SWOT Analysis...

Weaknesses on the other hand are the qualities that prevent us from accomplishing our mission and achieving our full potential. These weaknesses are what deteriorate organizational success and growth influences. The key factors which do not allow UNRA to meet the standards we feel we should meet are iterated in the SWOT Analysis chart below: -

Opportunities are what is presented by the environment within which the Authority operates. These represent what the organization can take advantage to benefit from conditions in its environment to plan and execute strategies that enable it to become more productive or relevant. The key opportunities considered important are iterated in the SWOT Analysis chart on the next page: -



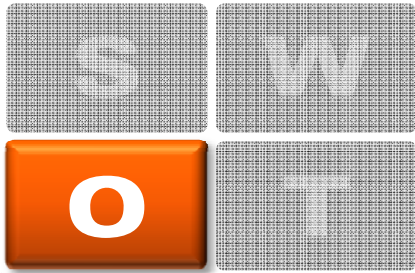
WEAKNESSES



- Almost half of the entire road network is in poor condition;
- Organization is grossly understaffed;
- Businesslike principles of operation have not been mainstreamed in the way activities of the organization are executed;
- Protracted and long procurement process affects delivery services;
- Inter and intra directorate relationships and operations are not well developed;
- Internal and external communication is limited;
- Many laws remain outdated yet they are vital to organization's operations.

SECTION II.

SWOT Analysis...



OPPORTUNITIES



Threats are what occurs when conditions in external environment jeopardize the productivity of the Authority's business. They compound our vulnerability when they relate to the weaknesses. The key threats are iterated in the SWOT Analysis Chart on the right: -



THREATS

- Strong stakeholder support;
- There is a high potential for innovation to improve organizational performance;
- Available natural resources will facilitate implementation of more road development projects;
- Regional integration will allow harmonization of standards and practices.

- Underfunding for road maintenance and administrative activities;
- Perception of corruption affecting performance;
- Weak local construction industry;
- Difficult to balance technical and political priorities;
- Macro - economic stability crucial to sector performance;
- Natural disasters affecting set plans;
- Pressure to phase out force account will make organization vulnerable;
- Limited appreciation of UNRA's business by collaborating agencies/ stakeholders.
- Shortage of specialized staff on the market;
- Low salaries compared with competitors.

SECTION II.

SWOT Analysis ...

Cross-Mapping

In order to ensure that our **WEAKNESSES** are adequately addressed, we have cross-mapped them with our strategic objectives as set out in Section 17

WEAKNESSES

Almost half of the entire road network is in poor condition;	Objectives (1.1); (2.2); (2.3); (7.3) Total Weighting: 22%
Organization is grossly understaffed;	Objectives (5.1); (5.2) Total Weighting: 3.5%
Businesslike principles of operation have not been mainstreamed in the way activities of the organization are executed;	Objectives (2.1); (3.1); (7.1); (7.2) Total Weighting: 14%
Protracted and long procurement process affects delivery services;	Objectives (3.3); (8.1) Total Weighting: 3.5%
Inter and intra directorate relationships and operations are not well developed;	Objectives (3.2) Total Weighting: 2%
Internal and external communication is limited;	Objectives (8.4) Total Weighting: 0.5%
Many laws remain outdated yet they are vital to organization's operations.	Objectives (8.6) Total Weighting: 1%

SECTION II.

SWOT Analysis ...

Cross-Mapping

In order to ensure that our THREATS are adequately addressed, we have cross-mapped them with our strategic objectives as set out in Section 17

THREATS

Underfunding for road maintenance and administrative activities;	Objectives (2.1); (2.2) Total Weighting: 10%
Perception of corruption affecting performance;	Objectives (3.2); (8.1) Total Weighting: 2.5%
Weak local construction industry;	Objectives (1.2); (6.1); (8.3) Total Weighting: 25.5%
Difficult to balance technical and political priorities;	Objectives (8.4) Total Weighting: 0.5 %
Macro - economic stability crucial to sector performance;	Objectives Total Weighting: 0%
Natural disasters affecting set plans;	Objectives (7.4) Total Weighting: 2%
Pressure to phase out force account will make organization vulnerable;	Objectives Total Weighting: 0%
Shortage of specialized staff on the market;	Objectives (5.1); (5.2) Total Weighting: 3.5%
Low salaries compared with competitors.	Objectives Total Weighting: 0%



PEST ANALYSIS



External
Environmental
Scan

PEST helps in evaluating the impact of political, economic, social, and technological factors on UNRA's business. It involves consideration of the external environment.

SECTION 12.

PEST Analysis Chart

POLITICAL

- Increasing demand for accountability and transparency – many oversight agencies;
- Rapidly changing Government Priorities, Policies and laws;
- Regional integration - harmonization of standards and legislations;
- Global political events affect the UNRA business.;
- NDP and Manifesto plans not matched with resources.

ECONOMIC

- Global economic down turn;
- Macro-economic instability;
- Changing Fiscal Policies;
- Unfavorable Investment Climate which increases the cost of doing business.

SOCIAL

- High population growth rate;
- Requirements for environmental sustainability;
- Gender Concerns in road construction;
- Varied land tenure systems;
- HIV/AIDS prevalence;
- Weak enforcement of laws and regulations;
- Rapid urbanization (safety concerns);
- Increasing road traffic accidents.

TECHNOLOGY

- Rapidly changing technology in road construction and maintenance;
- Advances in innovations in project delivery mechanisms.

SECTION 13.

Critical Success Factors

One of the most significant outcomes from the strategy workshops apart from clarifying UNRA's mission & vision, core values, core business, internal (SWOT) and external (PEST) environments, was the identification of Critical Success Factors (CSFs).

The CSFs are what should be in place for the Authority to achieve the goals for which it was set up. The nine (9) most important CSF out of a large number of (potential) enablers are iterated as follows: -.

1. *Ability to attract and retain adequate skilled and experienced personnel;*
2. *Predictable and adequate financing;*
3. *Operating in business like manner;*
4. *Efficient and effective utilization of available resources;*
5. *Capacity of Local Contractor and Consultants;*
6. *Research and development of innovative approaches and technologies;*
7. *Performance measurement framework (including Evaluation);*
8. *Zero tolerance for corruption and other unethical practices;*
9. *Effective communication.*

These are the factors or enablers considered most conducive to the achievement of the successful outcomes from the Authority's Business

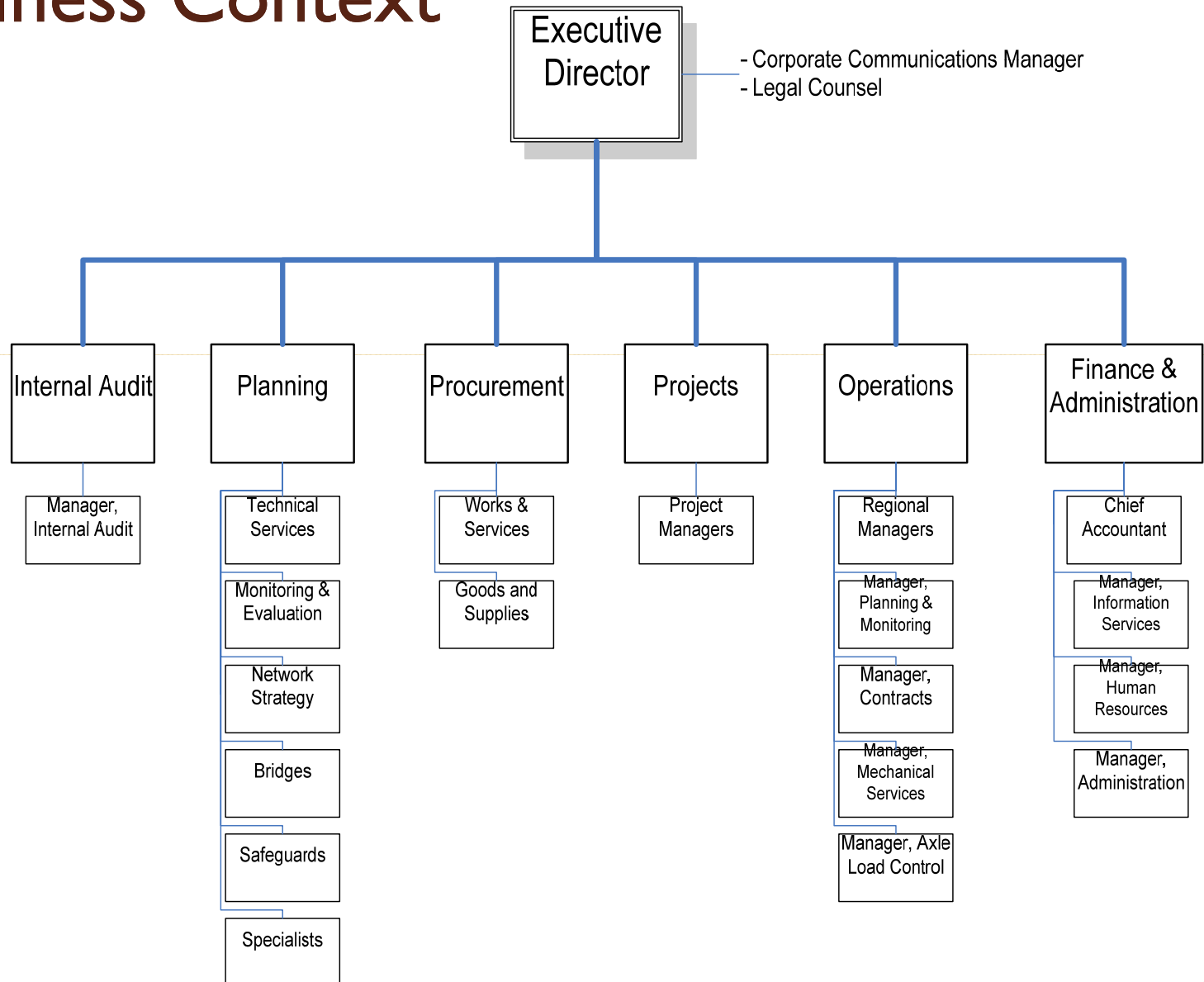
SECTION 13.

Critical Success Factors... Cross-Mapping

1. Ability to attract and retain adequate skilled and experienced personnel;	Objectives (5.1); (5.2)	05%
2. Predictable and adequate financing;	Objectives (3.2)	05%
3. Operating in business like manner;	Objectives (2.2)	10%
4. Efficient and effective utilization of available resources;	Objectives (2.1)	10%
5. Capacity of Local Contractor and Consultants;	Objectives (1.2); (8.3)	05.5%
6. Research and development of innovative approaches and technologies;	Objectives (7.1); (7.2)	06%
7. Performance measurement framework (including Evaluation);	Objectives (3.3)	03%
8. Zero tolerance for corruption and other unethical practices;	Objectives (8.1)	01%
9. Effective communication.	Objectives (8.4)	01%

SECTION 14.

Business Context



SECTION 14.

Business Context...

Human Resources

- ☐ Over 950 permanent staff (average age of)
- ☐ Less than 50 temporary staff;
- ☐ Over 70% of staff based upcountry;
- ☐ Average Station staff size 20 persons;
- ☐ Highly centralized organization;
- ☐ Non – Executive Board.

Physical Resources

- ☐ > 100 Vehicles
- ☐ > 100 Acres of land an property around the country valued at US\$
- ☐ Extensive IT Infrastructure worth an estimated US\$
- ☐ Wide array of software worth an estimated US\$....
- ☐ Significant furniture and fittings;
- ☐ Very large stock of records.

Core Business

- ☐ > 300 running contracts;
- ☐ > UGX 3 trillion in contractual commitments;
- ☐ > US\$ 2.5 Billion worth of projects under preparation.

SECTION 14.

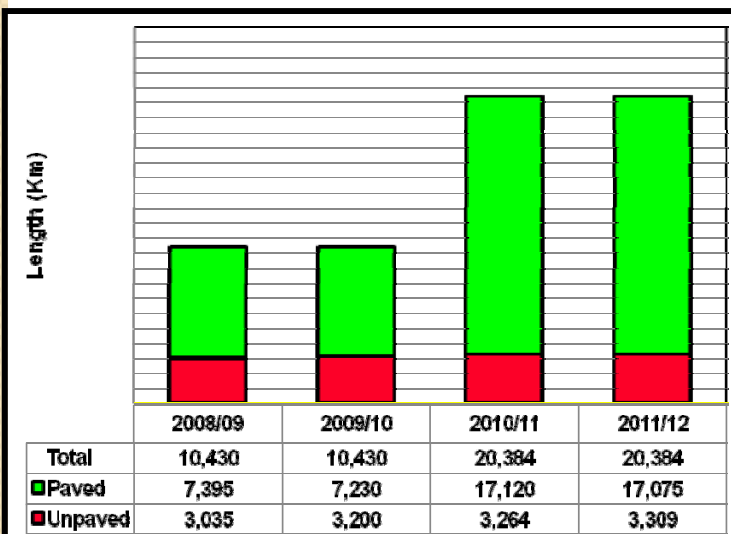
Business Context...

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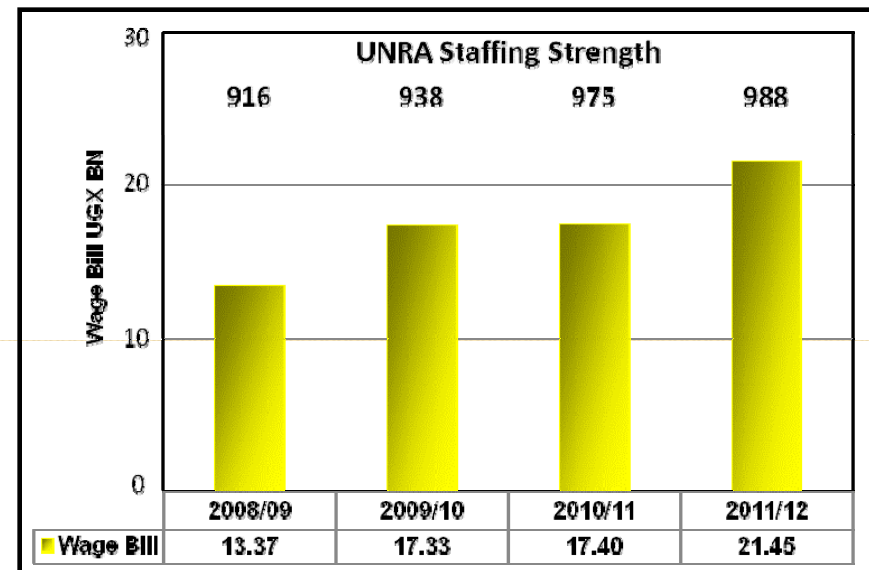
Staff Qualifications

DEGREE CLASS	DISCIPLINE	%
Graduate Degrees	Civil Engineering (incl one Dipl in Architecture & Maths & Physics)	80%
	Land Surveying	2%
	Finance, Law, Business Administration	18%
	Social Sciences / Sociology/ Political Science	
	Proportion with Bachelor's Degrees	100%
Masters Degrees	Project Management & Construction Management	28%
	Highways & Transportation	22%
	Urban Planning & Water/Infrastructure Management	4%
	HRM, Development & Evaluation	4%
	Journalism, Law	4%
	Business Administration (MBA)	13%
	Proportion with Masters Degrees	75%

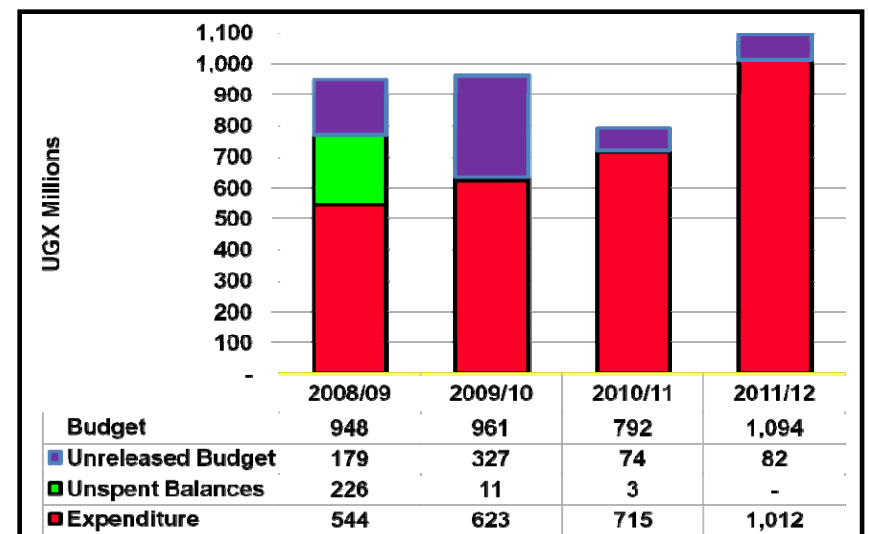
National Roads Network



Wage Bill /Staffing Levels



Overall Budget Performance

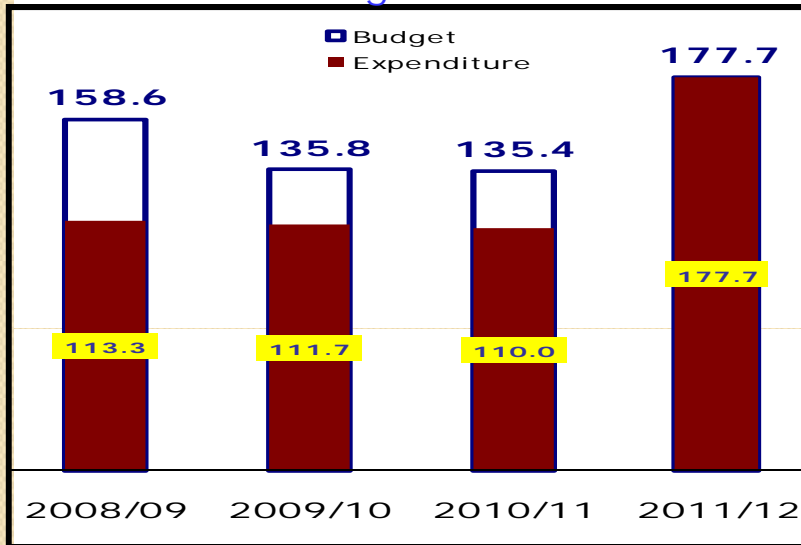


SECTION 14.

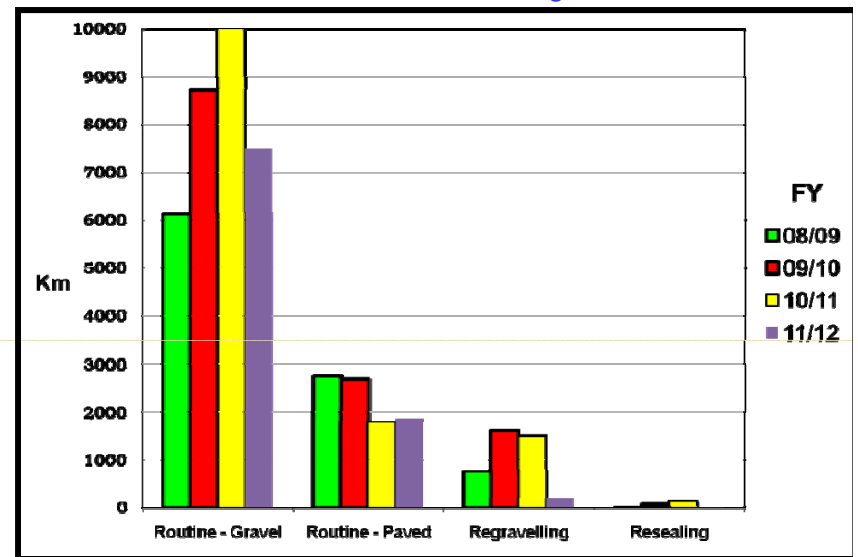
Business Context...

34

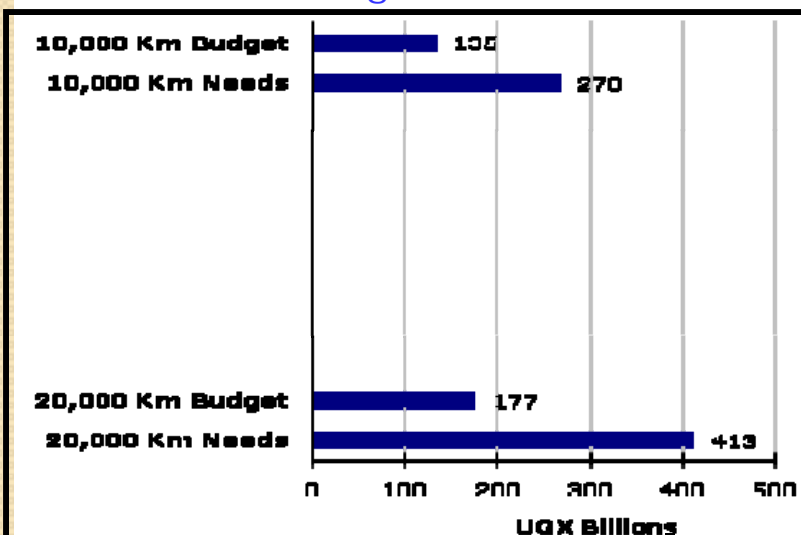
Maintenance Budget Performance



Road Maintenance Activity



Maintenance Budget Vs Needs



Signs from the Charts

- ☐ Wage bill is a constraint to staff recruitment (NB. A total of 36 staff have been lost since opening to retirement, resignation, misconduct or death)
- ☐ Road network increased twofold in FY 2010/11 but maintenance budget only marginally increased;
- ☐ There has been a steady effective growth in absorption capacity and readiness to start new projects;
- ☐ Periodic maintenance activity has declined substantially due to budget inadequacy;
- ☐ The budget for maintenance is only 50% of needs.



ORGANIZATION STRATEGY

Derived from the SWOT and PEST Analysis as well as the CSF, these are the interventions required to take the organization from the current situation to the next level as shown in the organisational growth path diagram on Page 6.

SECTION 15.

Grand Strategy

The development of the Grand Strategy was guided and aligned to the National Development Plan (NDP) which is the planning and investment framework for Government.

Collectively, the management cadre of UNRA has developed strategic options that we can proudly present here as strategic themes to our grand strategy.

The Authority's Grand Strategy

- 1) **Facilitating the Primary Growth Sectors and generating Employment;**
- 1) **Ensure all year round safe and efficient movement of people and goods on the national roads network**

We herewith also introduce a weighting system that will guide us to prioritise our objectives and action programmes. The themes, objectives, weight allocations and action programmes in this strategy document are not cast in stone, and will grow and evolve as our organisation matures.

The ordering of the themes was guided by the NDP/ Government aspirations.

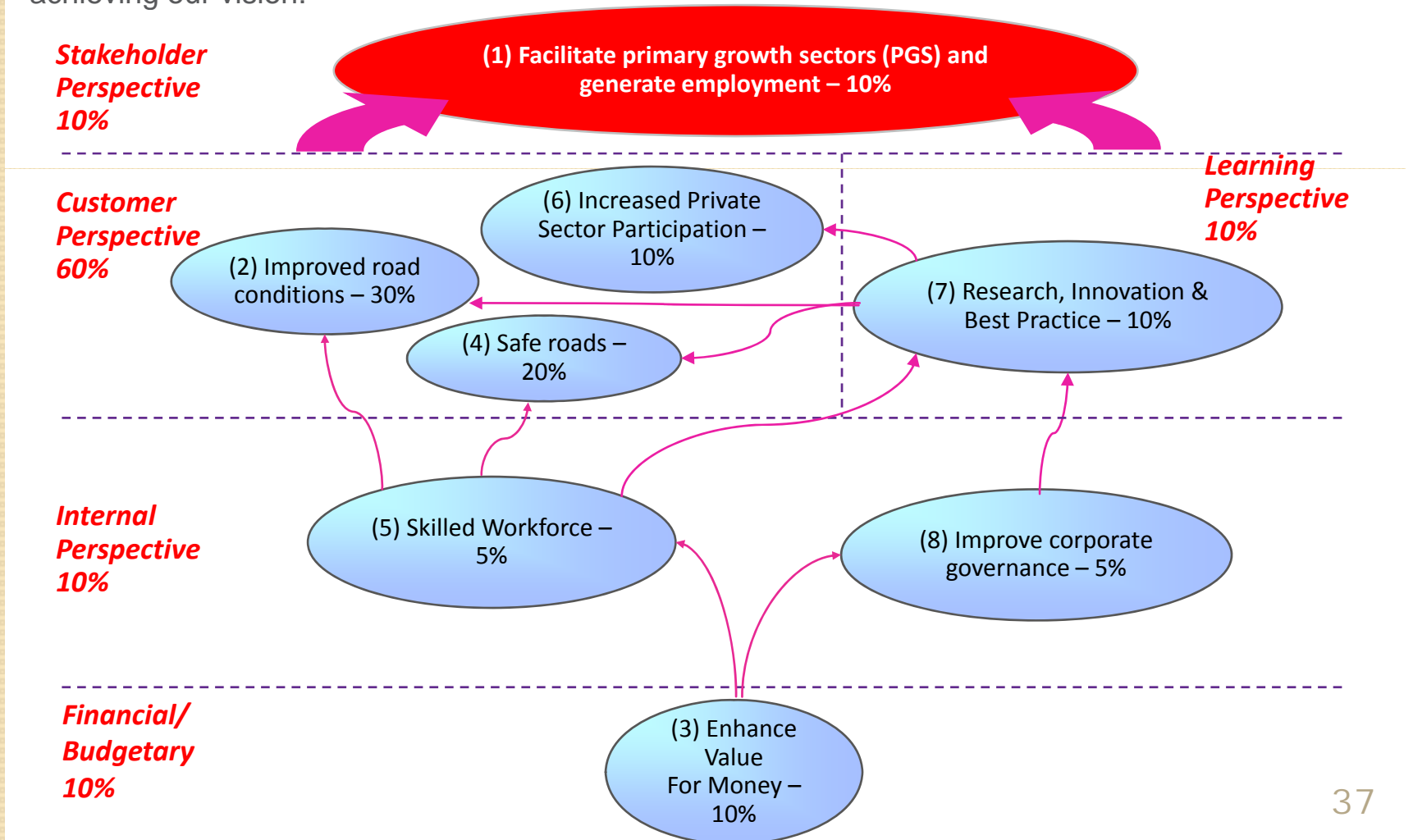
Themes of the Grand Strategy

- | | | |
|----|---|------------|
| 1) | Facilitate primary growth sectors (PGS) and generate employment; | 10% |
| 2) | Improve overall road conditions; | 30% |
| 3) | Enhance value for money; | 10% |
| 4) | Provide safe roads; | 20% |
| 5) | Maintain adequate and skilled workforce; | 05% |
| 6) | Increase private sector participation; | 10% |
| 7) | Pursue research innovation and best practices; | 10% |
| 8) | Improve corporate governance. | 05% |

SECTION 16.

Grand Strategy Map

The balance scorecard perspectives will enable us to understand where we spend our energy, which in turn will enable us to apply best practices in achieving our vision: -





STRATEGY FORMULATION

This is the stage at which the most appropriate courses of action for the realization of organizational goals and objectives and thereby achieving the organizational vision are determined. This process involves (i) Setting Organizations' objectives , (ii) Evaluating the Organizational Environment and (iii) Setting Quantitative Targets,.

The Authority's goals which are built around the themes of the Grant Strategy have been used to develop the organization's strategic plan as detailed under the Goal Statements.

SECTION 17.

Goal I: Facilitate primary growth sectors (PGS) and generate employment (10%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
1.1. Improve roads that support tourism, agriculture, oil and gas	0.05	1.1.1. Establish Project Appraisal Procedures that take account of PGS	0.02	1.1.1.1. Project Appraisal Tool completed	0.02	1.1.1.1.1. Project Appraisal Tool completed by December 2012	0.02
		1.1.2. Implement infrastructure projects that support PGS using Contractor Facilitated Loans Strategy	0.03	1.1.2.1. Launch of Works on Projects supporting PGS	0.02	1.1.2.1.1. PGS infrastructure projects launched by June 2014	0.02
				1.1.2.2. %age of roads that support PGS in fair - good condition	0.01	1.1.2.2.1. 75% of the condition of roads that support PGS in fair to good condition by June 2016	0.01
1.2. Increase employment of locals on road schemes	0.05	1.2.1. Develop a records system (databank) of nationals employed on road development projects	0.025	1.2.1.1. Databank of persons employed on road projects in place	0.025	1.2.1.1.1. Databank of persons employed on road projects in place by June 2013	0.025
		1.2.2. Establish thresholds for employing non - nationals on development projects	0.025	1.2.2.1. Percentage share of core project team made up of nationals	0.025	1.2.2.1.1. 20% share of core project team made up of nationals by June 2014	0.025

SECTION 17...

Goal 2: Improve overall road conditions (30%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
2.1. Resource allocation should be based scientific procedures that optimize network performance	.10	2.1.1. Collect road / bridge condition and traffic data on an annual basis	.03	2.1.1.1. Annual Road Network Performance Report	.03	2.1.1.1.1. Annual Road Network Performance Report covering 80% of road network in place by end of May every year	.03
		2.1.2. Prepare Annual Road and Bridge Maintenance Plans	.03	2.1.2.1. Annual Road and Bridge Maintenance Plan	.03	2.1.2.1.1. Annual Road and Bridge Maintenance Plan in place by end of June every year	.03
		2.1.3. Prepare Three (3) - Year Rolling Road and Bridge Investment Plans	.04	2.1.3.1. Three (3) - Year Rolling Road and Bridge Investment Plan	.04	2.1.3.1.1. Three (3) - Year Rolling Road and Bridge Investment Plan in place by October 2012	.04
2.2. Increase intervention options for road maintenance including alternative approaches	.10	2.2.1. Develop guidelines and specifications for (i) old paved road recycling technologies for rehabilitation and reconstruction, (ii) low cost seals, (iii) chemical stabilizers for gravel roads, etc	.10	2.2.1.1. Guidelines and specifications for different maintenance options	.10	2.2.1.1.1. Guidelines and specifications in place by June 2014	.10
2.3 Increase the percentage of road network in fair to good condition		2.3.1 Reduce the road maintenance backlog	0.05	2.3.1.1 % of the road network in fair to good condition	0.05	2.3.1.1.1 85% of the road network in fair to good condition.	0.05
		2.3.2 Reconstruct / Rehabilitate old paved roads	0.05	2.3.2.1 Km reconstructed/ rehabilitated	0.05	2.3.2.1.1 600km of old paved roads reconstructed / rehabilitated	0.05
		2.3.3 Upgrade heavily trafficked gravel roads	0.10	2.3.3.1 Km upgraded to bitumen Standard	0.10	2.3.3.1.1 1000 km of gravel roads upgraded to bitumen standard.	0.10

SECTION 17...

Goal 2: Improve overall road conditions (30%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
2.4. Reduce (i) %age of overloaded trucks on road network and (ii) non - tariff barriers	.05	2.4.1. Increase effectiveness and efficiency of existing axle load control infrastructure	.02	2.4.1.1. Percentage of heavy vehicles measured as overweight	.01	2.4.1.1.1. 10% of heavy vehicles measured as overweight by June 2015	.01
				2.4.1.2. %age of axle load weighing stations with CCTV	.05	2.4.1.2.1. 80% of axle load weighing stations with CCTV by June 2014	.05
				2.4.1.3. # of axle load weighing stations with WIM	.05	2.4.1.3.1. Six (6) axle load weighing stations with WIM by June 2017	.05
		2.3.2. Prepare an Axle Load Control Strategy and Investment Plan	.03	2.4.2.1. Axle load control strategy in place	.01	2.4.2.1.1. Axle load control strategy in place by June 2014	.01
				2.4.2.2. Implement at least 50% of recommendations in Axle Load Control Strategy	.02	2.4.2.2.1. Implement 50% of recommendations in Axle Load Control Strategy by June 2016	.02
2.5. Improve Ferry services	.05	2.5.1. Prepare an investment plan for ferry services	.05	2.5.1.1. Ferry investment plan in place	.02	2.5.1.1.1. Ferries Investment Plan in place by June 2014	.02
				2.5.1.2. Surveying and gazetting of Ferry landing sites and routes	.02	2.5.1.2.1. All Ferry Landings sites and routes gazetted by June 2015	.02
				2.5.1.3. Implementation ferry Investment Plan	.01	2.5.1.3.1. Commence the implementation of ferries investment plan by June 2015	.01

SECTION 17...

Goal 3: Enhance value for money (10%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
3.1. Provide quality assurance on core business activities	.03	3.1.1. Undertake regular technical audits on development and maintenance activities	.03	3.1.1.1. Strengthen technical audit function under the Internal Audit Directorate	.01	3.1.1.1.1. Technical Assistance to Internal Audit in place by October 2013	.005
						3.1.1.1.2. Recruitment of Audit Engineers completed by June 2013	.005
				3.1.1.2. %age of Development Projects that have undergone technical audits	.01	3.1.1.2.1. 50% of development projects undergo technical audits annually	.01
				3.1.1.3. %age of maintenance projects that have undergone technical audits	.01	3.1.1.3.1. 30% of maintenance projects undergo technical audits annually	.01
3.2. Ensure monitoring and evaluation of organisation activities	.04	3.2.1. Establish a Monitoring and Evaluation Framework	.04	3.2.1.1. M & E Policy approved	.01	3.2.1.1.1. M & E Policy approved by UNRA Board by Dec 2012	.01
				3.2.1.2. M & E framework in place	.01	3.2.1.2.1. M & E framework in place by Dec 2012	.01
				3.2.1.3. Contract Management System in place	.02	3.2.1.3.1. Contract Management System in place by December 2012	.02
3.3. Improve Organisational efficiency and optimise utilisation of limited resources	.03	3.3.1. Develop a Strategy for Outsourcing or Commercialising including Exiting non - core activities (Ferry management, Axle Load Control, Force Account, etc)	.01	3.3.1.1. Strategy for outsourcing or commercialising non - core activities in place	.01	3.3.1.1. Strategy for outsourcing and/or commercialising non - core activities in place by Dec. 2013	.005
		3.3.2. Develop a Performance Measurement Framework for the organisation	.02			3.3.1.1.2. 75% of Strategy implemented by Dec. 2015	.005
				3.3.2.1. Performance Measurement Framework in place	.02	3.3.2.1.1. Performance Measurement Framework in place by June 2013	.02

SECTION 17...

Goal 3: Enhance value for money (10%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
3.4 Increase transparency in procurement processes of the Authority	.01	3.4.1. Implement the Independent Parallel Bid Evaluation (IPBE) on major procurements	.005	3.4.1.1. IPBE in place	.005	3.4.1.1.1. IPBE in place June 2012	.005
		3.4.2. Subscribe to the Construction Sector Transparency (COST) initiative principals	.0025	3.4.2.1. Subscription to the COST Secretariat	.0025	3.4.2.1.1. Subscription to the COST Secretariat by June 2013	.0025
		3.4.3. Secure accreditation of alternative procurement processes from PPDA	.0025	3.4.3.1. Accreditation granted by PPDA	.0025	3.4.3.1.1. Accreditation granted by PPDA June 2013	.0025

SECTION 17...

Goal 4: Provide safe roads (20%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
4.1. Reduce number and severity of accidents	.20	4.1.1. Carry out regular road safety awareness campaigns.	.10	4.1.1.1. No. of road safety awareness campaigns conducted	.10	4.1.1.1.1. At least 1 Regional Road Safety Awareness Campaigns conducted annually	.10
		4.1.2. Prepare a 5 - Year Road Safety Strategy and Master Plan	.10	4.1.2.1. Five (5) - Year Road Safety Strategy and Master Plan in Place	.05	4.1.2.1.1. Five (5) - Year Road Safety Strategy and Master Plan in place by June 2014	.05
				4.1.2.1. Road Safety Master Plan completed	.05	4.1.2.1.2. Commence implementation of Road Safety Strategy and Master Plan by June 2014	.05
		4.1.3 Support road safety enforcement efforts	.05	4.1.3.1 No. of traffic police officer trained on road safety	.05	4.1.3.1.1 All traffic police officers trained on road safety	.05
				4.1.3.2 Equipment provided to traffic police	.05	4.1.3.2.1 Breath analyzers, speed guns and motorcycles provided to traffic police.	.05

SECTION 17...

Goal 5: Maintain adequate and skilled workforce (5%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
5.1. Attract and retain competent staff	.03	5.1.1. Undertake a restructuring study of UNRA	.03	5.1.1.1. Restructuring Study of UNRA completed	.02	5.1.1.1.1. Restructuring Study of UNRA completed Dec. 2013	.02
				5.1.1.2. Implement restructuring recommendations	.01	5.1.1.2.1. Restructuring recommendations implemented June 2014	.01
5.2. Implement (i) a continuous staff skills development programme; and (ii) effective succession planning program	.02	5.2.1. Review the HR Manual emphasising graduate development, continuous training and rewarding good performance	.02	5.2.1.1. Revised HR Manual	.02	5.2.1.1.1. Revised HR Manual in place by Dec. 2013	.02

SECTION 17...

Goal 6: Increase private sector participation (10%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
6.1 Support the growth and development of the local private sector (contractors and consultants)	.10	6.1.1. Reduce scope of Force Account while increasing that of private sector	.02	6.1.1.1. % of expenditure for maintenance works executed by the private sector	.02	6.1.1.1.1. 85% of expenditure for maintenance works executed by the private sector by June 2015	.02
		6.1.2. Implement domestic preference schemes (for contractors and consultants) on locally funded projects	.03	6.1.2.1. % of expenditure for maintenance works executed by the private sector	.03	6.1.2.1.1. 85% of expenditure for maintenance works executed by the private sector by June 2015	.03
		6.1.3. Establish Plant Hire Pools	.03	6.1.3.3. Plant Hire Pools established	.03	6.1.3.3.1. Plant Hire Pools established June 2014	.03
		6.1.4. Participate in initiatives intended to facilitate contractor growth (CrossRoads)	.02	6.1.4.1. UNRA signs MoU with CrossRoads	.02	6.1.4.1.1. UNRA signs MoU with CrossRoads by June 2013	.02

SECTION 17...

Goal 7: Pursue research innovation and best practices (10%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
7.1. Pursue innovative project financing and delivery approaches	.03	7.1.1. Understudy the implementation of PPP projects on at least three (3) major arterial roads	.01	7.1.1.1. Commencement of one (1) PPP project on one (1) of arterial routes	.01	7.1.1.1.1. PPP for one (1) arterial project commenced by June 2015	.01
		7.1.2. Understudy the implementation of Output and Performance - based Road Contracts on at least one (1) major export corridor	.01	7.1.2.1. Completion of OPRC Study for one (1) major export corridor	.01	7.1.2.1.1. OPRC Study for one (1) major export corridor completed by June 2014	.01
		7.1.3. Facilitate the standardisation of procurement documents for Design - Build, Turnkey, OPRC and PPP projects	.01	7.1.3.1. Design - Build, Turnkey, OPRC and PPP Bidding Documents in place	.01	7.1.3.1.1. Design - Build, Turnkey, OPRC and PPP Bidding Documents in place June 2015	.01
7.2. Establish Research Capability in the Authority	.03	7.2.1. Establish a Road Research Unit in UNRA	.03	7.2.1.1. Proposal for the establishment of a Road Research Unit approved	.01	7.2.1.1.1. Proposal for the establishment of a Road Research Unit approved by UNRA Board by June 2013	.01
				7.2.1.2. Road Research Unit established	.02	7.2.1.2.1. Road Research Unit established Dec. 2014	.02
7.3. Enhance road reserve management and enforcement	.02	7.3.1. Undertake a study on Road Reserve Management and implement its recommendations	.02	7.3.1.1. Road Reserve Management Study completed	.01	7.3.1.1.1. Road Reserve Management Study completed June 2014	.01
				7.3.1.2. Implementation of Recommendations from Road Reserve Study	.01	7.3.1.2.1. Implementation of Recommendations from Road Reserve Study by June 2015	.01
7.4. Enhance Authority's Disaster Response Capability	.02	7.4.1. Prepare a Disaster Response Strategy and Action Plan	.02	7.4.1.1. Disaster Response Strategy and Action Plan	.01	7.4.1.1.1. Strategy and Action Plan in place by June 2013	.01
				7.4.1.2. Implementation of Disaster Response Strategy and Action Plan	.01	7.4.1.2.1. Implement Strategy and Action Plan by June 2014	.01

SECTION 17...

Goal 8: Improve corporate governance (5%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
8.2. Improve compliance with environmental regulations	.005	8.2.1. Hire a consultant under a framework contract to monitor environmental compliance on development projects	.005	8.2.1.1. Consultant for environmental compliance monitoring in place	.005	8.2.1.1.1. Consultant for environmental compliance monitoring in place Dec. 2013	.005
8.3. Support gender mainstreaming efforts in the road sector	.005	8.3.1. Include incentives in works tenders for the employment of women	.005	8.3.1.1. Affirmative action clauses for gender mainstreaming included in tender documents	.005	8.3.1.1.1. Affirmative action clauses for gender mainstreaming included in tender documents by June 20	.005
8.4. Improved communication with stakeholders	.01	8.4.1. Prepare a UNRA Communications Strategy	.01	8.4.1.1. UNRA Communication Strategy in place	.01	8.4.1.1.1. UNRA Communication Strategy in place by June 2013	.01
8.5. Mainstream HIV/AIDS	.01	8.5.1. HIV/AIDS mainstreamed in all UNRA activities	.01	8.5.1.1. HIV/AIDS mainstreamed in all UNRA activities	.01	8.5.1.1.1. HIV/AIDS mainstreamed in all UNRA activities by June 2014	.01
8.6. Ensure all outdated laws are brought to the attention of the MoWT for review and update	.01	8.6.1. Inventorise all outdated laws with justification for review/update	.01	8.6.1.1. Inventory of all outdated laws	.005	8.6.1.1.1. Inventory of outdated laws in place by Oct. 2012	.005
				8.6.1.2. Justification for reviewing and updating identified laws	.005	8.6.1.1.2. Justification for reviewing identified laws approved by UNRA Board by Dec. 2012	.002
						8.6.1.1.3. Submission to the MoWT for reviewing outdated laws by Jan. 2013	.002

SECTION 17...

Goal 8: Improve corporate governance (5%)

OBJECTIVES		MEANS / STRATEGIES		PERFORMANCE MEASURES		TARGETS	
8.7. Enhance road reserve management and enforcement	.02	8.7.1. Undertake a study on Road Reserve Management and implement its recommendations	.02	8.7.1.2. Implementation of Recommendations from Road Reserve Study	.01	8.7.1.2.1. Implementation of Recommendations from Road Reserve Study by June 2015	.01
8.8. Enhance Authority's Disaster Response Capability	.02	8.8.1. Prepare a Disaster Response Strategy and Action Plan	.02	8.8.1.1. Disaster Response Strategy and Action Plan	.01	8.8.1.1.1. Strategy and Action Plan in place by June 2013	.01
				8.8.1.2. Implementation of Disaster Response Strategy and Action Plan	.01	8.8.1.2.1. Implement Strategy and Action Plan by June 2014	.01
8.9 Establish permanent home for UNRA	.05	8.9.2 Construct UNRA headquarters at Kyambogo	.05	8.9.2.1 UNRA headquarters constructed	0.5	8.9.2.1.1 UNRA headquarters constructed by June 2017	0.5



IMPLEMENTING THE PLAN AND MEASURING OUR SUCCESS

SECTION 18.

Implementing the Plan

Everyone in the Roads Authority should be proud of the giant strides taken in the past 4 years to transform our organization. While we have been making these strides, the environment within which we operate has been changing and this plan is an initial step to ensure the winds do not blow us off the course we have set in our vision.

This plan sets the course and direction for our business for the next five years. We will use it to prioritize our forward programmes through successive annual Business Plans, and other delivery plans.

Measuring our Success

To assess whether we have achieved our vision, we have defined meaningful performance measures for each of our eight goals. Our progress will be monitored through annual targets subscribed from the strategic plan, which will be set out within our annual Business Plan, and achievements against them will be published in our Annual Report.

We will know that we have succeeded when : -

- ❑ The investment in road infrastructure stimulates the economy through increased productivity of the PGS and creation of employment;
- ❑ Progressively improving the overall condition of the road network and reducing transport costs;
- ❑ Reducing the cost of improving and maintaining the road system;
- ❑ Progressively reducing road accidents.



PROGRAMME OF KEY DEVELOPMENT PROJECTS

SECTION 17...

Programme of Key Development Activities: - Upgrading Projects (Funded) to be Completed (1,041km)



SECTION 17...

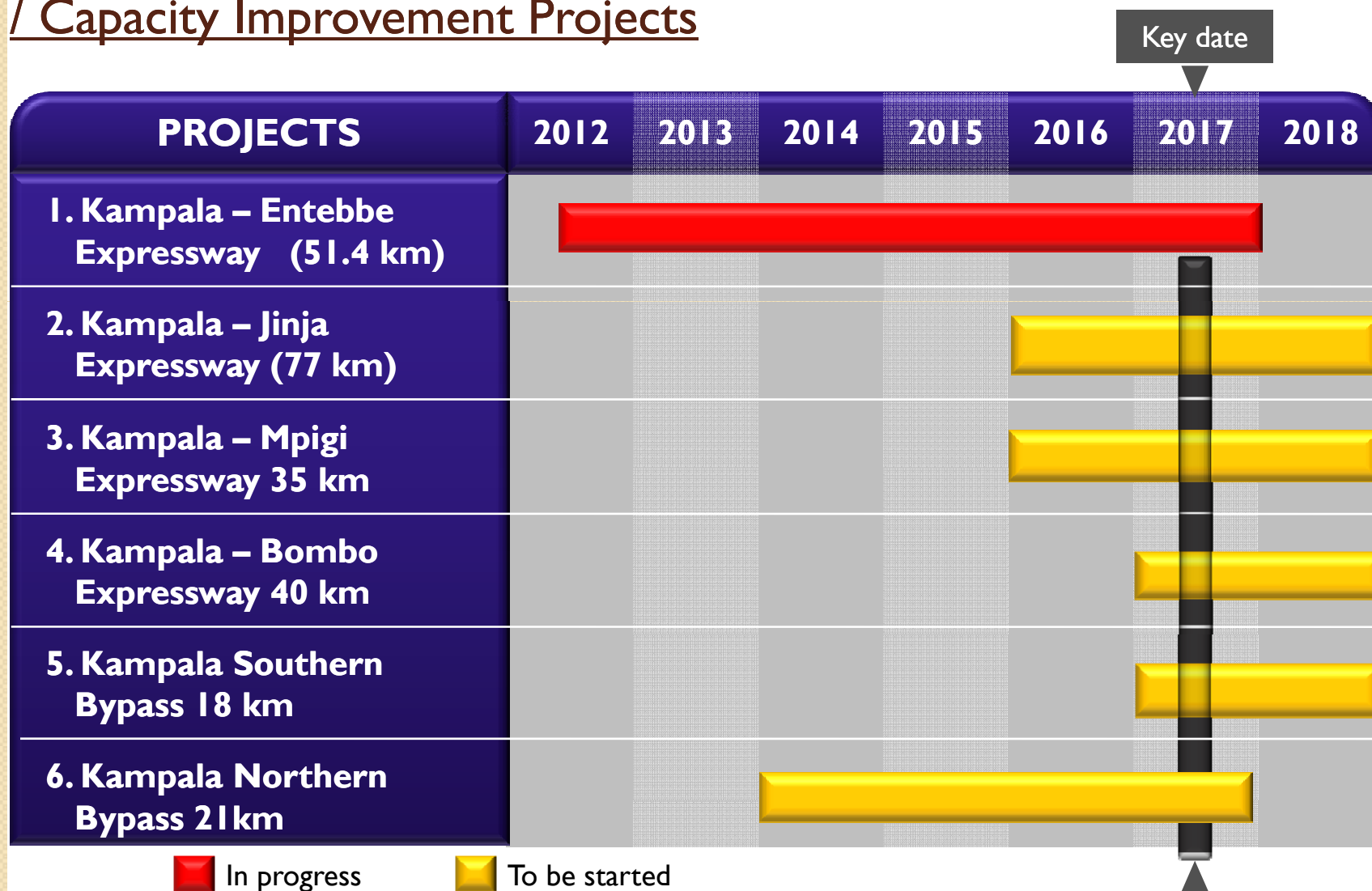
Programme of Key Development Activities: - Reconstruction / Rehabilitation projects to be Completed (664km)



 Ongoing

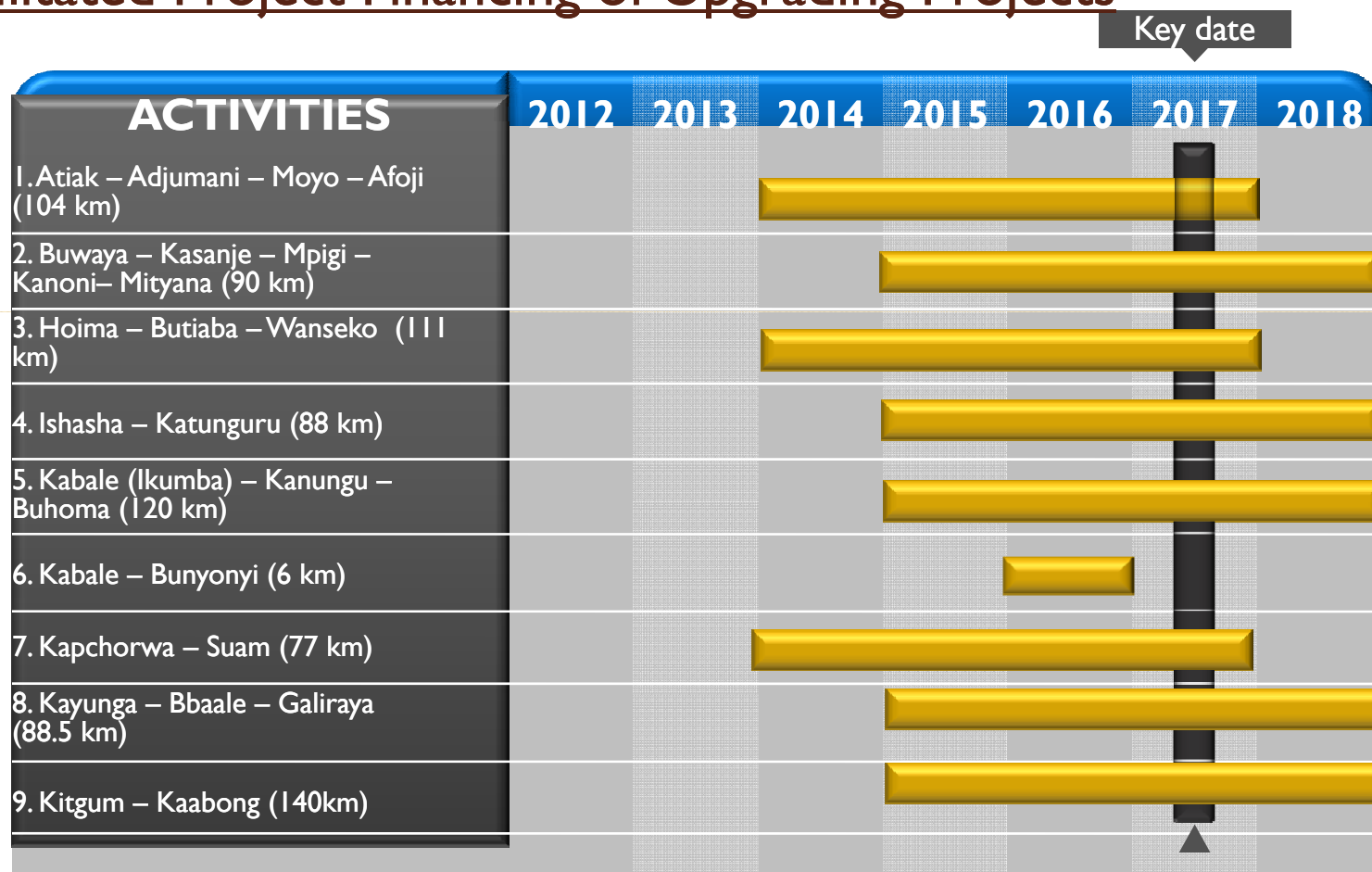
SECTION 17.


Programme of Key Development Activities: - Expressway / Capacity Improvement Projects



SECTION 17...

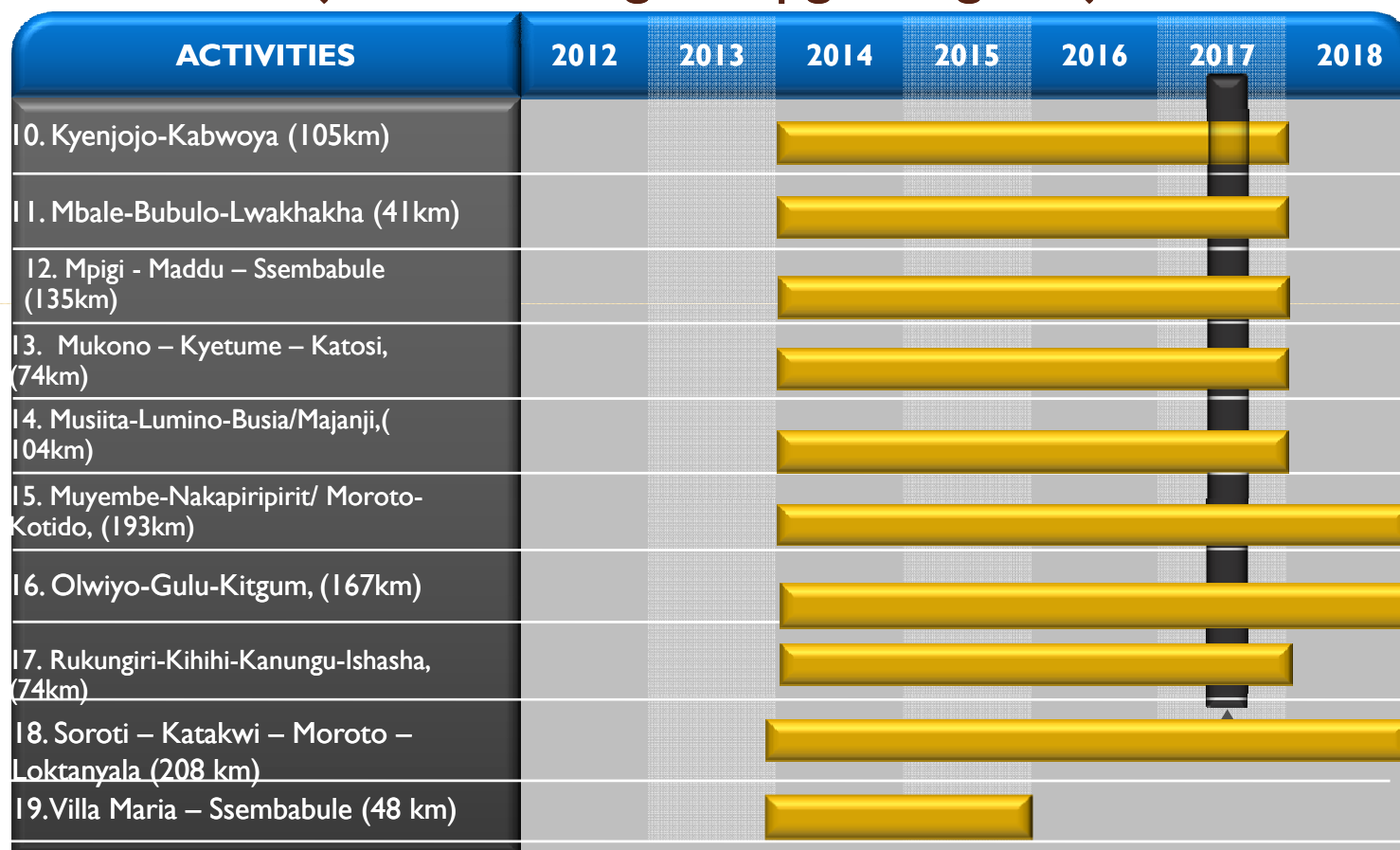
Programme of Key Development Activities: - Contractor Facilitated Project Financing of Upgrading Projects




 To be Started

SECTION 17...

Programme of Key Development Activities: - Contractor Facilitated Project Financing of Upgrading Projects




 To be Started

SECTION 17...

Programme of Key Development Activities: - Other Development Projects



 To be started