



**NATIONAL  
BUILDING  
REVIEW  
BOARD**

Safe Building, Better Living

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# **ANNUAL PERFORMANCE REPORT**

**FY 2022/23**

**JULY 2023**

## ABBREVIATIONS/ACRONYMS

ARB	Architects Registration Board
BCA	Building Control Act
BCO	Building Control Officer
BCR	Building Control Regulations
BCs	Building Committees
BIMS	Building Industry Management System
CC	City Council
DLG	District Local Government
EDMS	Electronic Document Management System
ERB	Engineers Registration Board
ERP	Enterprise Resource Planner
ES	Executive Secretary
FP&RS	Fire Prevention and Rescue Services
FY	Financial Year
GAL	Government Analytical Laboratory
GGGI	Global Green Growth Institute
GKMA	Greater Kampala Metropolitan Area
ITIS	Integrated Transport Infrastructure and Services
KCCA	Kampala Capital City Authority
LGPAM	Local Government Performance Assessment Manual
LGs	Local Governments
MC	Municipal Council
MDAs	Ministries, Departments and Agencies
MEMD	Ministry of Energy and Mineral Development
MLHUD	Ministry of Lands Housing and Urban Development
MoFPED	Ministry of Finance, Planning and Economic Development
MoLG	Ministry of Local Government
MoPS	Ministry of Public Service
MOU	Memorandum of Understanding
MoWT	Ministry of Works and Transport

MPS	Ministerial Policy Statement
MTR	Mid Term Review
NBC	National Building Codes
NBRB	National Building Review Board
NBRC	National Building Research Center
NDPIII	National Development Plan III
NEMA	National Environment Management Authority
NHCC	National Housing and Construction Company
NITA-U	National Information Technology Authority Uganda
NLIS	National Land Information System
NPA	National Planning Authority
OPM	Office of the Prime Minister
PPDA	Public Procurement and Disposal of Public Assets Authority
PSFU	Private Sector Foundation Uganda
PWD	Persons with Disability
R&D	Research and Development
RIA	Regulatory Impact Assessment
STC	Steel, Timber, Concrete Composite
SUHP	Sustainable Urbanization and Housing Programme
TC	Town Council
ToR	Terms of Reference
TWGs	Technical Working Groups
UIPE	Uganda Institution of Professional Engineers
UNAPD	Uganda National Action on Physical Disability
UPF	Uganda Police Force

## TABLE OF CONTENTS

Abbreviations/Acronyms.....	i
List of Tables.....	iv
List of Figures.....	v
EXECUTIVE SUMMARY .....	vi
1.0 INTRODUCTION .....	1
1.1 Overview of the National Building Review Board.....	1
1.2 The National Development Plan III.....	2
1.3 NBRB Strategic Plan FY 2020/21-2024/25 .....	2
2.0 ANNUAL PERFORMANCE FOR FY 2022/23 .....	4
2.1 Budget Performance FY 2022/23 .....	4
2.1.1 Budget Performance by Strategic Objectives/Pillars .....	5
2.2 Physical Performance for FY 2022/23.....	6
2.2.1 Pillar 1: Compliance with Regulatory Framework .....	6
2.2.2 Pillar 2: Local Governments' Capacity Development.....	29
2.2.3 Pillar 3: Partnership with communities and stakeholders .....	37
2.2.4 Pillar 4: Institutional Development.....	41
2.2.5 Pillar 5: Research and Development .....	59
3.0 IMPLEMENTATION CHALLENGES AND LESSONS LEARNT.....	62
3.1 Implementation Challenges.....	62
3.2 Lessons Learned.....	63
4.0 RECOMMENDATIONS AND CONCLUSION.....	65
4.1 Recommendations .....	65
4.2 Conclusion .....	66
ANNEXES.....	67

## **LIST OF TABLES**

Table 1: Financial Performance for FY 2022/23.....	4
Table 2: Budget Performance by Strategic Objectives/Pillars .....	5
Table 3: Statistics during the BIMS Public Awareness Campaign.....	10
Table 4: Statistics before the BIMS Public Awareness Campaign.....	11
Table 5: Completed procurements for FY 2022/23 .....	13
Table 6: Building Occupancy Class of sites monitored .....	14
Table 7: Compliance with the Building Control Framework in GKMA.....	16
Table 8: Statistics of completed buildings monitored.....	20
Table 9: Barriers to green building activities.....	22
Table 10: Challenges faced by the Building Committees.....	33
Table 11: Staffing Levels as at June 2023.....	42

## LIST OF FIGURES

Figure 1: Database Extract for Accounts Status during the BIMS Awareness.....	11
Figure 2: Report Extract for Revenue Collected during the BIMS Awareness. ....	11
Figure 3: Report Exact for Revenue Collected before the BIMS Awareness. ....	12
Figure 4: Database Extract for Accounts Status before the BIMS Awareness.....	12
Figure 5: Number of buildings monitored in GKMA.....	14
Figure 6: Compliance levels of building sites monitored .....	15
Figure 7: Compliance levels of fuel stations within GKMA .....	19
Figure 8: Environmental and fire safety compliance of fuel stations.....	19
Figure 9: Prevalence of Basements in Multi-level buildings.....	20
Figure 10: Number of Multilevel buildings per categorization.....	21
Figure 11: Location of the 100 buildings that participated in the research.....	22
Figure 12: Compliance to green building standards in the NBC, 2019.....	23
Figure 13: Cases handled by Investigations department in FY 2022/23.....	24
Figure 14: Status of completion of investigations FY 2022/23.....	24
Figure 15: Root Causes of building collapses.....	25
Figure 16: Root Cause Analysis for fire incidents in Buildings.....	25
Figure 17: Section through typical STC slab construction.....	27
Figure 18: Level of functionality of BCs in Local Governments audited.....	30
Figure 19: Composition of BCs in Local Governments audited.....	31

## EXECUTIVE SUMMARY

Hon. Minister, National Building Review Board (NBRB) is pleased to present to you its Annual Performance Report for FY 2022/2023. The production of the report fulfills the requirement of section 27 of the Building Control Act, 2013; and also, the National Building Review Board Strategic Plan 2020/21 – 2024/25 as aligned to the National Development Plan (NDP) III. The report highlights NBRB's performance, challenges faced and lessons learned in FY 2022/2023 as well as providing recommendations to improve performance.

### Budget Performance

The annual approved budget for the FY 2022/23 for NBRB was 21.6Bn; out of which UGX 5.7Bn was for Wage, UGX 4.02Bn was for Non-Wage and UGX 11.88Bn was development. By the end of the financial year, only 61% was released and out of which 86% was spent. The shortfall in absorption was majorly under the Development Budget (50%).

### Physical Performance

The key achievements registered per strategic objective include;

**Under Objective 1:** Enhancing compliance with the regulatory framework for building control in Uganda for safe Building operations. NBRB launched the Building Industry Management System (BIMS) an online platform that is digitizing all the building control processes. This was followed by a 3 months BIMS Public Awareness Campaign which led to an increase in revenue generation from UGX 816,607,299 during January 01, 2023–April 02, 2023 to UGX 1,182,886,648 during April 03, 2023– June 30, 2023; a total of 46 building related accidents were investigated during the FY 2022/2023, of which 15 were backlog of FY 2021/2022. It is worth noting that the number of accidents registered reduced from 38 in FY 2021/2022 to 31 in the current FY; prepared a school fire safety handbook to guide schools in preparing effective school contingency plans to ensure safety of lives and school property; completed a study into the safety of STC building method; and

developed the draft principles for the amendment of the Building Control Act, 2013.

**Under Objective 2:** Augmenting the capacity of Local Governments to exercise the building control function effectively. There has been an improvement in performance of building committees as a result of the training and support in the 18 BCs thus enhancing their functionality; and developed a Statutory Instrument for remuneration of building Committees to ensure that their sittings are funded.

**Under Objective 3:** Promoting mutually beneficial partnerships with stakeholders and the community to achieve the vision of the NBRB. Partnered with Uganda Police Force – Forensics, Ministry of Gender Labour and Social Development, Government Analytical Laboratory, and Uganda Institution of Professional Engineers in undertaking investigations; and promoted partnerships with GGGI on greening of the National Building Code, 2019.

**Under Objective 4:** Strengthening the capacity of the NBRB for efficient and effective service delivery. NBRB procured tools and equipment for investigations; procured 4 No. Standards on Timber from Uganda National Bureau of Standards; signed a framework agreement for laboratory testing services with SMAT Technical Services Ltd; registered a Legal Chamber with Uganda Law Council; registered a Copyright for BIMS with URSB; and developed an ICT policy.

**Under Objective 5:** Promoting building industry knowledge generation and translation into products and services. Developed draft guidelines for the Safe installation of health club equipment in the country; and commenced construction of the NBRC.

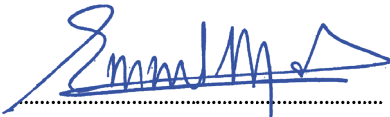
Hon. Minister, despite the achievements, NBRB's performance was affected by a number of challenges namely: Gaps in the Building Control Act, 2013 making it less effective; inability to carry out enforcement based on recommendations that arise from investigations; lack of capacity in the Local Governments in terms of expertise, equipment and tools and the capacity to investigate to the extent that



the technical sphere requires; prolonged lead time taken on investigations due to delays in procuring laboratory services; and limited awareness of the legal framework governing the built environment by local government and the general public.

In conclusion NBRB extends its appreciation to you Hon. Minister, for the Political leadership and guidance, the Board for the Policy and Legal guidance and the Office of the Executive Secretary for the financial and logistical support throughout the financial year.

NBRB also appreciates its stakeholders and partners in the built environment for the joint efforts in working for a safe, decent and well-built environment.

  
.....  
Chairman, NBRB

  
.....  
Executive Secretary, NBRB

## 1.0 INTRODUCTION

The National Building Review Board Annual Performance Report shows performance registered for both the financial and physical performance for FY 2022/23. This section looks at an overview of the National Building Review Board, the National Development Plan III and the NBRB Strategic Plan 2020/21-2024/25.

### 1.1 Overview of the National Building Review Board

The National Building Review Board (NBRB) was established by the Building Control Act, 2013 as an agency of Government under the Ministry of Works and Transport (MoWT).

NBRB is mandated to: monitor building developments; ensure that the design and construction of buildings and utilities to which the public is to have access caters for Persons with Disabilities (PWDS) to ensure that PWDS are able to comfortably make their way into and maneuver within buildings with dignity, independence and safety on an equal basis with others who have no disability; Oversee, inspect and monitor the operations of Building Committees; Hear and determine appeals from persons dissatisfied with the decisions of a Building Committee; and Determine the fees to be charged by urban and district Building Committees for approval of plans, issue of building permits and occupation permits. The Board aspires to see *"A well-planned, decent and safe built environment"* and its mission is *"To promote and ensure planned, decent and safe building structures that are developed in harmony with the environment"*

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 (ES) is the head of the Secretariat and Chief Executive Officer of NBRB. She is responsible for the day-to-day operations and administration of NBRB. The ES is supported by Two (2) directorates namely: Technical Services; and Finance and Administration.

## **1.2 The National Development Plan III**

The National Development Plan III runs from FY 2020/21 – FY 2024/25 with the Vision of “A Transformed Ugandan Society from a Peasant to a Modern and Prosperous Country within 30 years” and Goal to “Increased Household Incomes and Improved Quality of Life of Ugandans”

NBRB directly contributes to two Programmes of NDP III; Integrated Transport Infrastructure and Services Programme (ITIS) and Sustainable Urbanization and Housing Programme (SUHP). The objectives contributed to in the above programmes include; Strengthen, and harmonize policy, legal, regulatory, and institutional framework for infrastructure and services; Promote urban housing market and provide decent housing for all and Promote green and inclusive cities and urban areas

NBRB’s annual work plan for the FY 2022/2023 is aligned to the NDP III under the two (2) Programmes with outputs contributing to the objectives highlighted above.

## **1.3 NBRB Strategic Plan FY 2020/21–2024/25**

The NBRB strategic plan aligns with the Uganda Vision 2040 aspiration of “A transformed Ugandan society from a peasant to a modern and prosperous country within 30 years” and NDP III regarding the construction sub-sector in general and the building industry in particular. 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.

The five strategic outcomes of the plan are i) compliance with the regulatory framework for building control in Uganda for safe Building operations enhanced; ii) capacity of local government to exercise the building control function effectively augmented; iii) mutually beneficial partnerships with stakeholders and the community to achieve the vision of the NBRB promoted; iv) capacity of the NBRB for efficient and effective service delivery strengthened; and (v) building industry knowledge generation and translation into products and services promoted.

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.

## 2.0 ANNUAL PERFORMANCE FOR FY 2022/23

This section describes both the budget and physical performance for the FY 2022/23.

### 2.1. Budget Performance FY 2022/23

*The annual approved budget for the FY 2022/23 for the National Building Review Board (NBRB) was 21.6Bn; out of which UGX 5.7Bn was for Wage, UGX 4.02Bn was for Non-Wage and UGX 11.88Bn was development.*

By the end of the financial year, only 61% was released and out of which 86% was spent. The shortfall in absorption was majorly under the Development Budget (50%).

The performance of 224% under Non-wage was attributed to the meager release that could not allow NBRB to operate. The Board approved an expenditure of UGX 2.68bn to support the operations of the Secretariat.

*Table 1: Financial Performance for FY 2022/23*

Item	Annual Approved Budget (UGX Bn)	Total Rel (Q1-Q4) (UGX Bn)	Total Exp. (UGX Bn)	% Budget Released	% Budget Spent	% Releases Spent
Wage	5.70	5.700	5.778	100%	101%	101%
Non-wage	4.02	1.000	2.244	25%	56%	224%
Development	11.88	6.499	3.277	55%	28%	50%
<b>Total GoU Financing</b>	<b>21.60</b>	<b>13.199</b>	<b>11.299</b>	<b>61%</b>	<b>52%</b>	<b>86%</b>

## 2.1.1 Budget Performance by Strategic Objectives/Pillars

This represents the financial performance as per the five strategic objectives/pillars (Table 2).

Table 2: Budget Performance by Strategic Objectives/Pillars

Pillars/Strategic Objectives	Budget Released UGX Bn	Actual Exp UGX Bn	Absorption
Pillar 1: Compliance with Regulatory Framework	0.822	1.102	134.1%
Pillar 2: Local Governments' Capacity Development	0.025	0.012	48%
Pillar 3: Partnership with communities and stakeholders	0.03	0.025	83.3%
Pillar 4: Institutional Development	6.145	7.204	117.2%
Pillar 5: Research and Development	6.177	2.956	47.9%
<b>Total</b>	<b>13.199</b>	<b>11.299</b>	<b>85.6%</b>

There was outstanding financial performance under Pillar 1: Compliance with Regulatory Framework and Pillar 4: Institutional Development with 134.1% and 117.2% respectively. The areas of underperformance were under Pillar 2: Local Governments' Capacity Development and Pillar 5: Research and Development with 48% and 47.9% respectively. This was majorly attributed to the revision in the modalities for training of LAs and the delays in construction of NBRC.

## 2.2. Physical Performance for FY 2022/23

The following is the physical performance of NBRB as per the strategic plan objectives/pillars.

### 2.2.1 Pillar I: Compliance with Regulatory Framework

In order to enhance compliance with the regulatory framework for building control in Uganda as means of achieving safe building operations, the following were undertaken during the period under review;

#### Output one: Compliance and enforcement of Building Control Regulations Strengthened.

##### a) Deployed the Building Industry Management System (BIMS).

The Building Industry Management system (BIMS) which is an online platform that is digitizing all the building control processes was officially launched on December 2, 2022 at Speke Resort Munyonyo by the Minister for Works and Transport, Gen. Edward Katumba Wamala. The key stakeholders who attended the launch included; Ministry of Local Government, National Land Information system (NLIS) under the Ministry of Lands, URA, URSB, NIRA, Architects Registration Board, Surveyors Registration Board, and Engineers Registration Board, NITA-U and finally Representatives on interest groups.



*Works and Transport Minister Gen. Edward Katumba Wamala and other leaders in a group photo after the launch of the Building Industry Management System (BIMS).*



*Invited Guests at the launch of the Building Industry Management System (BIMS)*



*Works and Transport Minister Gen. Edward Katumba Wamala hands over BIMS ICT equipment to Local Government leaders after the launch of the Building Industry Management System (BIMS).*

During the launch, ICT equipment (2 All in one Desktops, 1 UPS and 1desk Printer) were issued to selected located authorities (*see annex 2*). After system Launch,



the system was then set to be rolled out in all Local Governments in Uganda starting with all cities.

### b) Trained Users of BIMS

Training of BIMS users in this case being Building Committee members at the Local Governments started in December 2022. A total of 13 Local Governments were trained on the use of BIMS; these include Soroti City, Mbale City, Masaka City, Fortportal City, Lira City, Mityana Municipality, Kiruhura District, Kalungu District, Hoima City, Mukono district, Nansana Municipality, Kisoro Municipality and Mbarara City.

The use of BIMS by the LAs has enabled the generation of revenue totaling to UGX 3,407,181,489/= (Three Billion, four hundred seven million, one hundred eighty-one thousand and four hundred eighty-nine shillings only) in the period July 01, 2022 to June 30, 2023 (*see annex 3*).

The progress of this activity was 54% and its overall performance was mainly attributed to lack of sufficient funds to facilitate the various teams involved in the implementation of the training.



*BIMS training for building committee and building control office for Nansana Municipality held in May 2023.*

### c) BIMS Public Awareness

After the BIMS launch, a 3 months BIMS Public Awareness Campaign was undertaken from April 3 –June 30, 2023. The campaign aimed at raising public awareness about the system in the 11 cities of; Kampala, Mbarara, Gulu, Jinja, Mbale, Arua, Hoima, Soroti, Lira, Masaka and Fort Portal.

The campaign involved running 4 pre-recorded adverts during prime time in the morning and evening, Monday to Friday and talk shows running on KFM, CBS, Arua One, Capital FM, Rupiny Radio, Etop Radio and Radio West.

During the Talk shows, members of the general public were given an opportunity to call in and ask questions, seek clarification and feedback on the System, Mandate of NBRB, building laws and regulations. A total of 123 phone calls were received while 24 messages were sent on studio lines in the 18 talk shows.

Most of the questions asked by the public were about building fees, classification of buildings, the roles of building and physical planning committees, role of professionals, solutions to building accidents, supervision of building developments, the fate of old buildings, building plans, how BIMS will fight corruption among others. These questions were ably responded to during and after the talk shows.



*Manager  
Communications,  
Herbert Zziwa and  
Senior Building  
Officer-Architectural,  
Jennifer Nalubwama  
Machyo attending a  
Talk Show on CBS  
radio on April 4, 2023*



*NBRB's Manager Communications Herbert Zziwa and ICT Officer Adolf Bagenda appearing on a talk show on Radio West in Mbarara City on June 8, 2023.*

During the 3 months of the campaign, the number of people opening up accounts on the system increased. For example, 530 people opened up accounts between April to June compared to 464 between 1<sup>st</sup> January – 2<sup>nd</sup> April 2023. Out of these 432 are active (verified accounts) compared to 374 between January and April. There was also an increase in revenue generation from UGX: 816,607,299 (Eight Hundred Sixteen Million, Six Hundred Seven Thousand Two Hundred Ninety-Nine Shillings only) to UGX: 1,182,886,648 (One Billion One Hundred Eighty-Two Million Eight Hundred Eighty-Six Thousand Six Hundred Forty-Eight Shillings only). Refer to table 3 & 4 and Figures 1-4 below for details of statistics before and during the BIMS awareness campaign.

*Table 3: Statistics during the BIMS Public Awareness Campaign (April 03, 2023 – June 30, 2023)*

Item	Variable	Figure
1	Number of Accounts Opened	530
2	Number of Active Accounts (Verified)	432
3	Revenue Collected	UGX 1,182,886,648

```

MariaDB [bins_prod]> select count(id) as totalUsers FROM users WHERE created_at between '2023-04-03 00:00:00' AND '2023-06-30 23:59:59';
+-----+
| totalUsers |
+-----+
|         538 |
+-----+
1 row in set (0.002 sec)

MariaDB [bins_prod]> select count(id) as totalUsers FROM users WHERE created_at between '2023-04-03 00:00:00' AND '2023-06-30 23:59:59' AND email_verified_at NOT IN ('NULL');
+-----+
| totalUsers |
+-----+
|         432 |
+-----+
1 row in set (0.002 sec)

MariaDB [bins_prod]>
    
```

Figure 1. Database Extract for Accounts Status during the BIMS Awareness

Report Results - (April 3, 2023 - June 30, 2023)		
#	Administrative Unit	Revenue
1	Kampala City	UGX 1,054,579,240
2	Masaka City	UGX 901,687
3	Soroti City	UGX 15,448,980
4	Wakiso District	UGX 312,500
5	Kira Municipal Council Municipality	UGX 111,644,241

Figure 2: Report Extract for Revenue Collected during the BIMS Awareness.

Table 4: Statistics before the BIMS Public Awareness Campaign (January 01, 2023 – April 02, 2023)

Item	Variable	Figure
1	Number of Accounts Opened	464
2	Number of Active Accounts (Verified)	374
3	Revenue Collected	UGX 816,607,299

Report Results - (January 1, 2023 - April 2, 2023)		
#	Administrative Unit	Revenue
1	Kampala City	UGX 732,061,495
2	Masaka City	UGX 4,136,081
3	Soroti City	UGX 1,294,326
4	Kira Municipal Council Municipality	UGX 79,115,397

Figure 3: Report Exact for Revenue Collected before the BIMS Awareness.

```

Database changed
MariaDB [bins_prod]> select count(id) as totalUsers FROM users WHERE created_at between '2023-01-01 00:00:00' AND '2023-04-02 23:59:59';
+-----+
| totalUsers |
+-----+
|          464 |
+-----+
1 row in set (0.002 sec)

MariaDB [bins_prod]> select count(id) as totalUsers FROM users WHERE created_at between '2023-01-01 00:00:00' AND '2023-04-02 23:59:59' AND email_verified_at NOT IN ('NULL');
+-----+
| totalUsers |
+-----+
|          374 |
+-----+
1 row in set (0.002 sec)

MariaDB [bins_prod]>

```

Figure 4: Database Extract for Accounts Status before the BIMS Awareness

In undertaking the BIMS public awareness,

- i) The NBRB participated in grand commissioning of projects completed under regional communications and infrastructure program (RCIP) in Gulu city from August 24, 2022 to August 25, 2022.
- ii) The NBRB participated in PPDA Business Expo at Kololo Independence Grounds from July 8, 2022 to July 10, 2022.
- iii) NBRB attended and participated in the Second Masons/ Fundi’s Training Workshop and Building Materials Exhibition at Cedat, Makerere University held on April 13th- 14<sup>th</sup>, 2023

iv) NBRB also attended and participated during commemoration of the 12<sup>th</sup> Africa Public Day that was held on June 23, 2023 at Kololo Ceremonial grounds.

#### d) Procurement of ICT Software and Hardware

Table 5: Completed procurements for FY 2022/23

No.	Procurement	Status	Remarks
1	Supply, delivery and installation of Desk printers and server computer NBRB/Supls/2022-2023/00031	Complete	Report submitted and procurement closed
2	Supply, installation and setup of wireless routers and 22 internet connection for NBRB MOWT/SUPLS/2122/00370	Complete	Report submitted and procurement closed
3	Supply, Delivery and Installation of ICT Equipment (All in One Desktop computers and UPS) MoWT/SUPLS/2022-23/00030	Complete	Report submitted and procurement closed

#### e) Monitoring of BIMS Roll out

Monitoring of BIMS roll out was carried out during the month of November 2022, with the BIMS steering committee taking lead. The purpose of this exercise was to assess performance and readiness for BIMS at the selected Local Governments.

The Local Governments that were monitored include; Mbarara City, Masaka City, Gulu City, Soroti City and Mbale City.

#### Output two: Building Developments Monitored

NBRB monitored 9,373 buildings against the target of 2,000 in 21 Local Governments, these include;

### a) Monitoring within Greater Kampala Metropolitan Area

A total of 3,584 active building construction sites within the Greater Kampala Metropolitan Area (GKMA) were monitored for compliance to the Building Control framework, with the highest number of sites covered in Kira Municipal Council (25%), followed by Mukono Municipal Council (20%), then Nansana Municipal Council (16%) (see annexes 4 and 5).

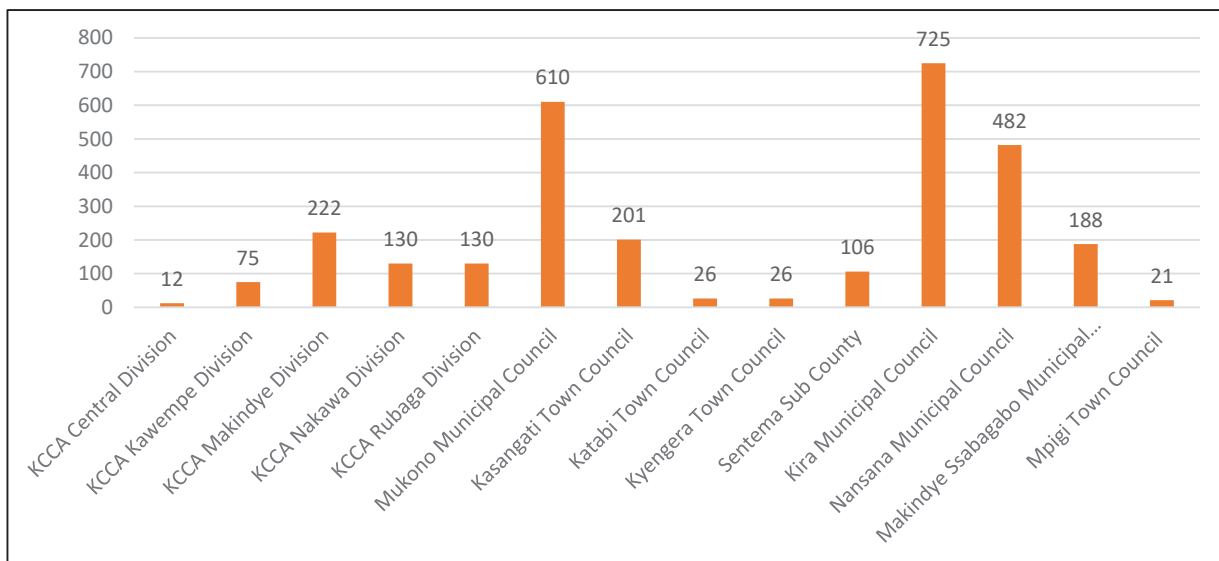


Figure 5: Number of buildings monitored in GKMA

The highest number of structures fall in Category B of building classification (81%) based figure 5 above and the highest number of structures are within the Residential Occupancy Class (69.6%) as per table 6 below.

Table 6: Building Occupancy Class of sites monitored

Building OC	Description	Percentage
Educational	OC 3	2.2%
Residential	OC 24 and OC 25	69.6%
	OC 23	
Business	OC 18, OC 19 and OC 21	18.0%
Assembly	OC 1	1.7%
	OC 4	
	OC 9	
Mercantile	OC 2	0.03%

Building OC	Description	Percentage
Mixed Use	OC 19 and OC 24 or OC 22	5.6%
Industrial	OC 12	0.6%
	OC 13	
	OC 11	
	OC 14	
Institutional	OC 16	0.3%
Unclassified		1.9%

97% of the sites were on going without Building Permits and at least 94% without any approved drawings on the sites. At least 96% of the sites had no evidence of supervision by any professional, where evidence was sought through Inspection Booklets and Site Instruction Books.

Although 4.8% of the sites monitored were using the prohibited (STC) composite method, there is a general decline in the use of the method following the prohibition notice issued by the Minister of Works and Transport

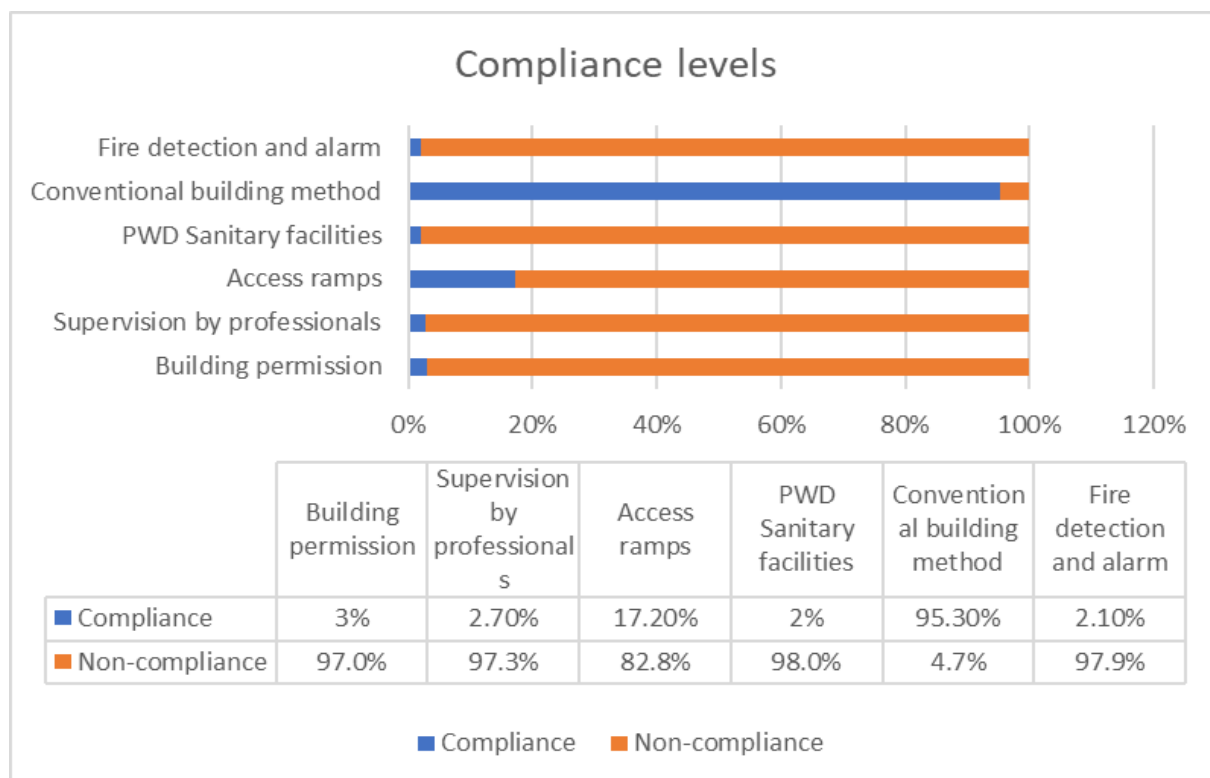


Figure 6: Compliance levels of building sites monitored



Table 7: Compliance with the Building Control Framework in GKMA

Purpose	Key Findings	Implications to the building sector	Actions being taken
Monitoring of active building construction sites within the GKMA for compliance with the building control framework.	There are delays by the Local Governments Building Committees in making decisions on applications by developers.	Frustration of developers and fueling of non-compliance.	Regular audits of the BCs by the NBRB and  Increased awareness of the developer's right to appeal against decisions of the BCs as enshrined in the BCA, 2013.
	Most inspections by the local authority are done at the early stages of construction, rather than all stages until occupancy.	Deviations from approved plans and;  Disengagement of supervising professionals leading to potentially unsafe structures	There is need for Regional NBRB offices to effectively oversee and inspect the operations of Building Committees and Building Control Officers.
	Fire safety has been ignored on most sites at the design and early construction phases. Most sites have ignored or neglected the requirements for fire safety, and neither are these being checked by	Buildings without the necessary fire detection and fighting systems.	NBRB Training Building Committees on the requirements for safety of buildings against fire.

Purpose	Key Findings	Implications to the building sector	Actions being taken
	the Local Governments.		
	Inadequate knowledge of building standards by most professionals and the Local Governments, which was encountered in some structural engineering designs.	Proliferation of foreign Building Codes which may be inadequate for the Ugandan context.	Regular sensitization of the Building Committees and Professionals on the requirements of the National Building Code.

**b) Monitoring within Cities (Lira, Gulu, Soroti, Mbale, Hoima, Masaka, Arua, Jinja);**

This was done following the auditing of cities functions and appeals sent to the board.



*Compliance Monitoring: City Centre, Mbale*



*Compliance Monitoring: City Centre, Hoima*

**c) Monitoring of buildings based on building typology and specific challenge;**

The exercise included Monitoring of the following;

**I. Monitoring of fuel stations**

Based on Wadembere, I. and Apaco, J. (2020) Urban Spatial Risk Assessment of Fire from Fueling Stations on Buildings Case Study: Lubaga Division, Kampala City, Uganda. Journal of Building Construction and Planning Research, 8, 57-72. <https://doi.org/10.4236/jbcprt.2020.81005>. Most of buildings located within 100m from stations were at moderate risk level and within 50m were at highest risk level. The period of December to February and June to August had the highest risk. The NBRB therefore targeted to establish compliance levels for this typology of buildings in order to inform specific recommendations regarding compliance levels to the building control framework, fire and environment safety aspects.

The monitoring of compliance activity was carried out on 354 fuel stations and the findings from the activity are highlighted in figure 7 below;

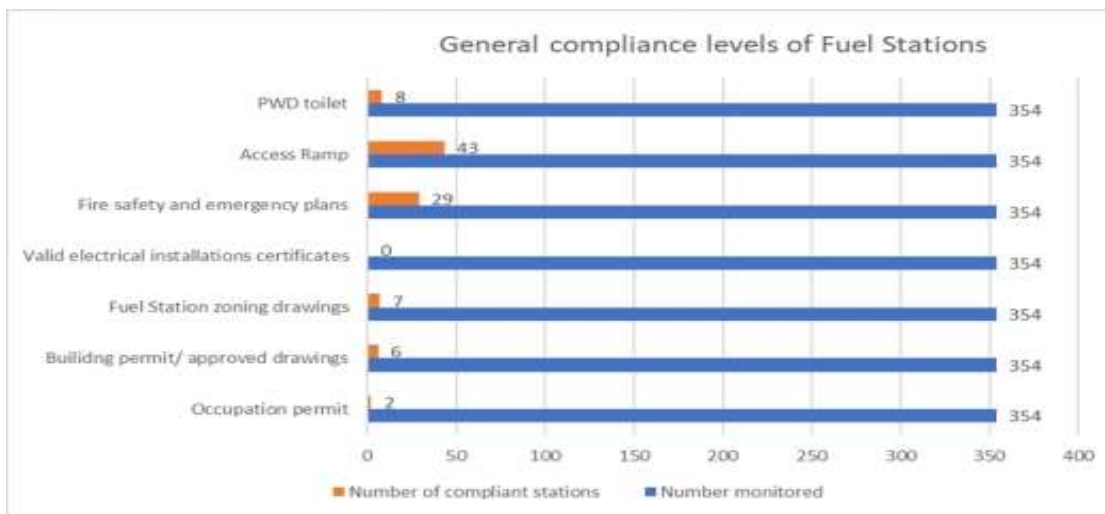


Figure 7: Compliance levels of fuel stations within GKMA

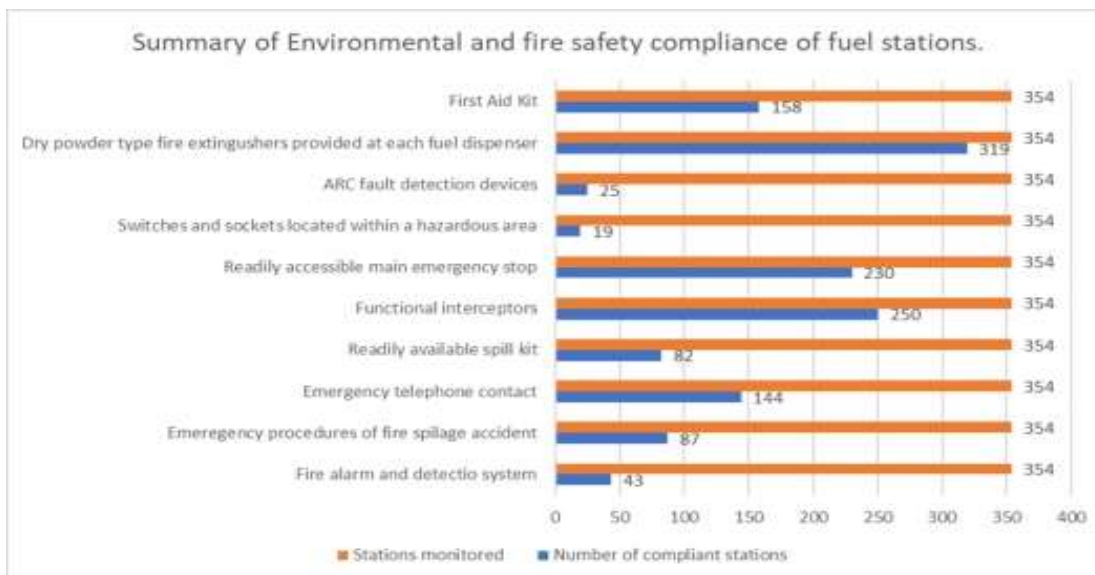


Figure 8: Environmental and fire safety compliance of fuel stations

The monitoring of compliance activity also revealed that MEMD had issued 10 fuel stations with either a construction permit or a completion certificate to fuel station developers.

Given the low levels of compliance to the building control framework, fire and environmental safety requirements, combined with the current trend of unregulated zonal location of the fuel stations, the fuel stations pose a very high risk to GKMA.

Engagement with MEMD is underway and for other detailed recommendations refer to the attached report in *annex 6*.

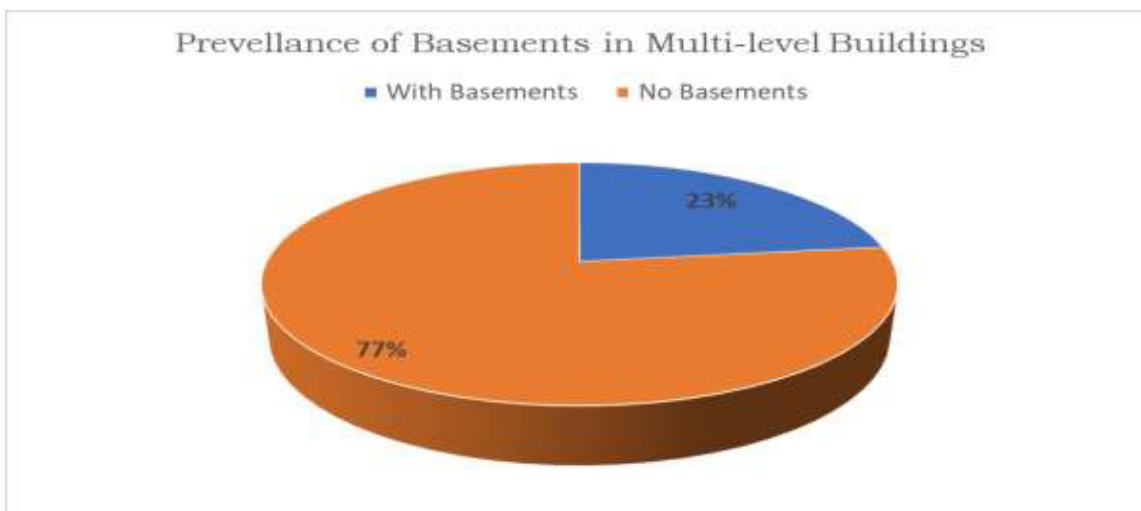
**II. Monitoring of 5,292 completed multi-level buildings within the KCCA jurisdiction and Kira Municipality, (Phase 01)**

The total of 5,295 completed Multi Level buildings were visited in Kampala City and Kira Municipality, to investigate the number of buildings with basements. Phase I of the exercise was narrowed down to only the number of buildings with basements.

*Table 8: Statistics of completed buildings monitored*

S/N	District	Municipal/ Town Council	No. of Buildings
1	Kampala	KCCA Central Division	1,301
2		KCCA Kawempe Division	877
3		KCCA Makindye Division	744
4		KCCA Nakawa Division	958
5		KCCA Rubaga Division	238
6	Wakiso	Kira Municipal Council	1,172
7	Other		5
		<b>TOTAL</b>	<b>5,295</b>

Of the 5,295 sites visited, the study found that only 1,231 sites (23%) had Basement levels, while 4,054 (77%) had no Basement levels.



*Figure 9: Environmental and fire safety compliance of fuel stations*

Whereas the study documented the Building Occupancy Classes (OC) of the 5,295 sites monitored, the actual use and Occupancy Class of the basements was not documented in Phase I of this exercise.

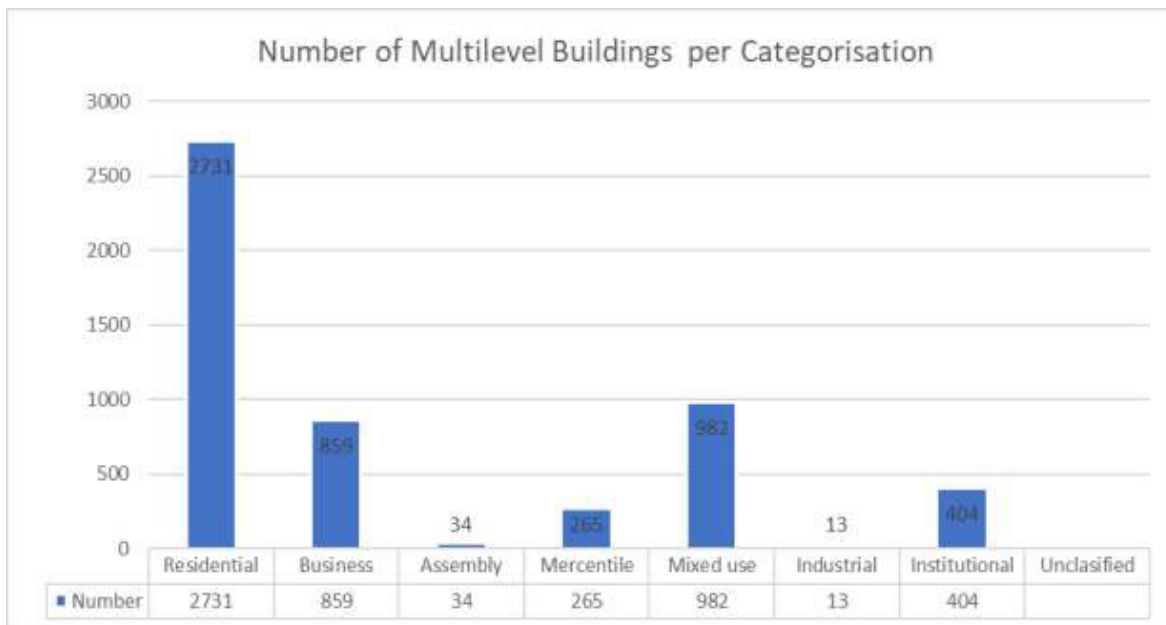


Figure 10: Number of Multilevel buildings per categorization

As the main objective of Phase I of the exercise was to ascertain the number of buildings with basements, this was achieved. However, there is need for further investigation into: the actual use of the basements; the categories of buildings with basements; and confirmation of whether the availability of the basements and their use are in conformity with the approved plans for the development. This necessitates Phase II of this study.

Phase II of the study shall narrow down to the 1,231 buildings with basements, out of which the study will be further limited to buildings in Kampala City. The study, will commence in August 2023, focusing on the use of the basements. The study will contribute to a census of buildings with basements and information on building compliance with approved plans with regard to basement levels.

### III. Green Buildings Survey in the Greater Kampala Metropolitan area

The objective of this survey was to develop an understanding of and profile the performance of buildings in the GKMA and to Assess the underlying motivation and deterrence to adopting green building aspects by developers.

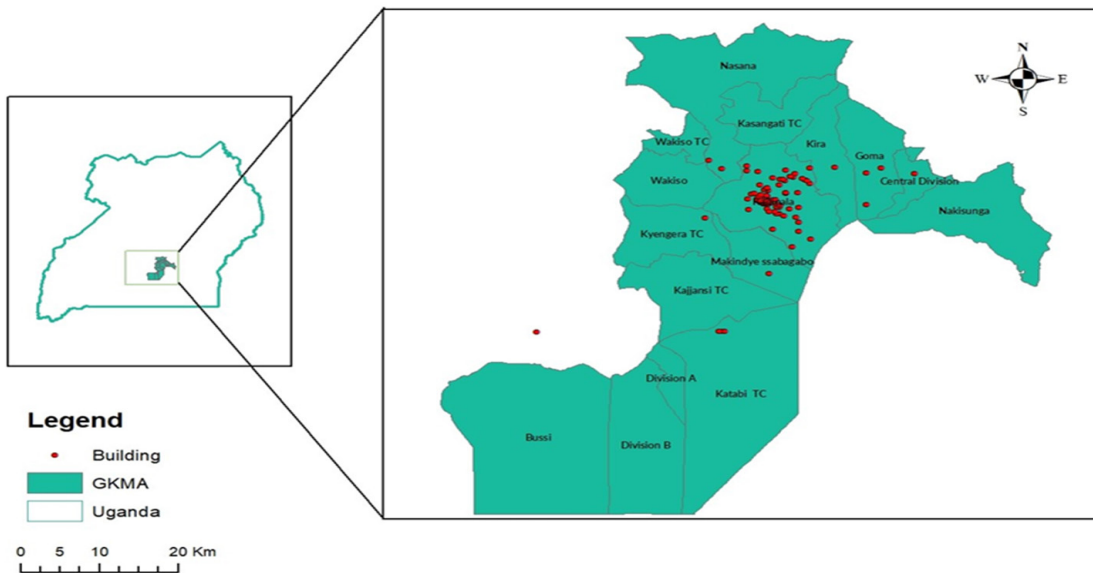


Figure 11: Location of the 100 buildings that participated in the research

The Uganda National Building Code (NBC) has a dedicated part for green buildings. It is important to map the survey results with the related existing provisions in the building code.

The study has revealed that there is a demand for energy efficient buildings particularly due to their lower utility bills. Furthermore, the building and construction industry needs to have a set of separate guidelines, a rating system, guidelines, or a minimum compliance system on green buildings for the Ugandan context.

Table 9: Barriers to green building activities

No.	Barrier to green building activities	Average score out of 5
1.	Lack of public awareness	3.89
2.	Lack of a local green building code, rating system, guidelines or policy	3.83
3.	Lack of a readily available database on green practices and technologies.	3.82

No.	Barrier to green building activities	Average score out of 5
4.	High initial costs	3.78
5.	Lack of financing schemes	3.69
6.	Limited knowledge on the design and construction	3.64
7.	Urban planning requirements	3.56
8.	Lack of fiscal and non-fiscal incentives from government	3.55
9.	Lack of trained green building professionals	3.51
10.	Lack of market demand	3.09
11.	Risks and uncertainties involved in adopting new technologies	2.76
12.	Resistance on a cultural and social level	2.63
13.	Lack of green building materials	2.60

The survey revealed that the major hindrances to to green building activities were lack of awareness, the lack of a local green building code, rating system, guidelines or policy and lack of a readily available database on green practices and technologies among others.

The study revealed specific areas where owners of building were not complying to the minimum standards in the NBC, 2019 in the figure 11 below;

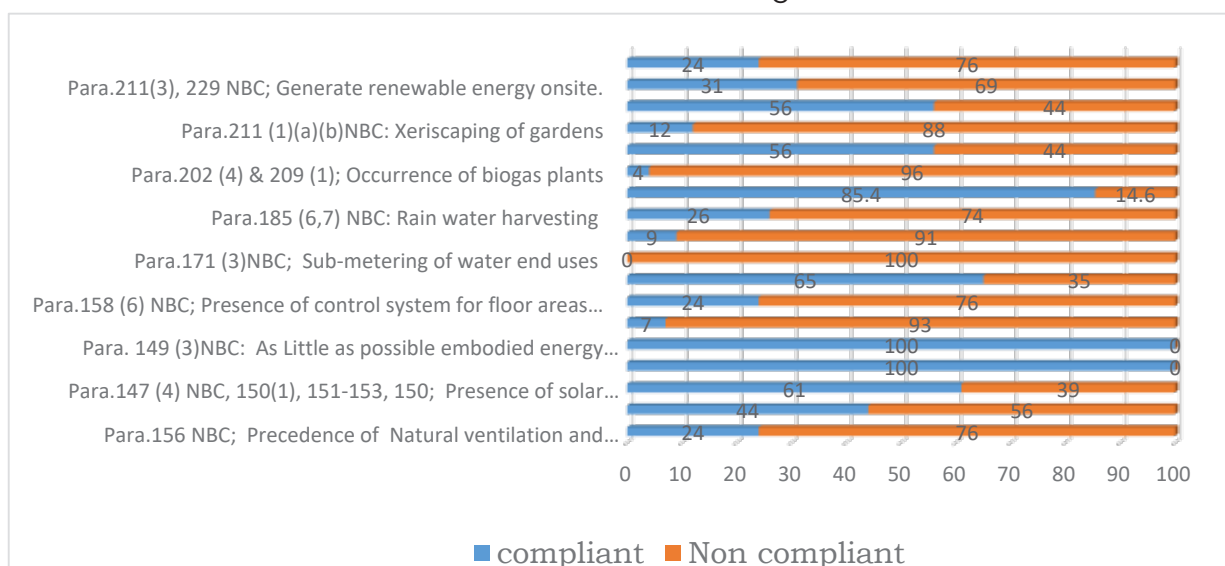


Figure 12: Compliance to green building standards in the NBC, 2019



**Output three: Promote adherence to the regulations to ensure quality building developments.**

**a) Investigations of Building accidents and hearing of appeals**

Completed case back log of fifteen (15) investigations for FY 2021/2022. These included; seven (7) building collapses, five (5) fire outbreaks and three (3) complaints.

Furthermore, since July 2022, investigations into thirty-one (31) incidents have been sanctioned; seventeen (17) fire outbreaks, nine (9) collapses and Five (5) complaints. Nineteen (19) investigations have so far been concluded. There are 12 ongoing investigations (*see annex 7*)

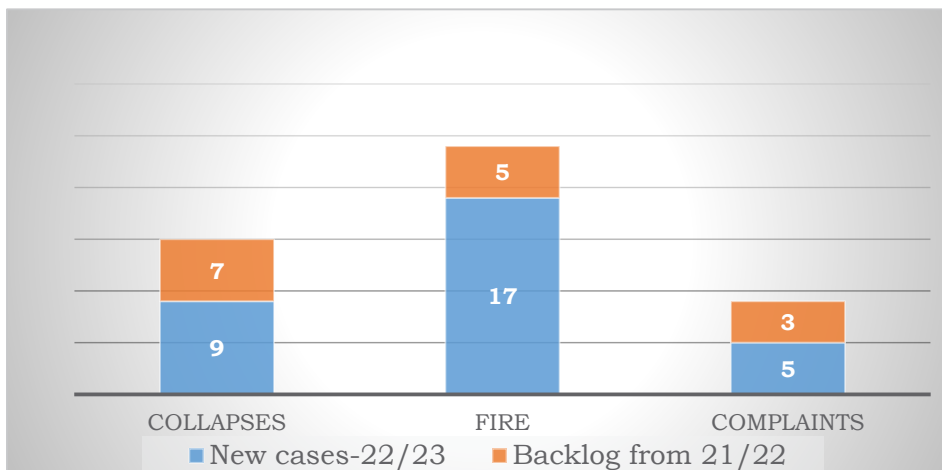


Figure 13: Cases handled by Investigations department in FY 2022/23

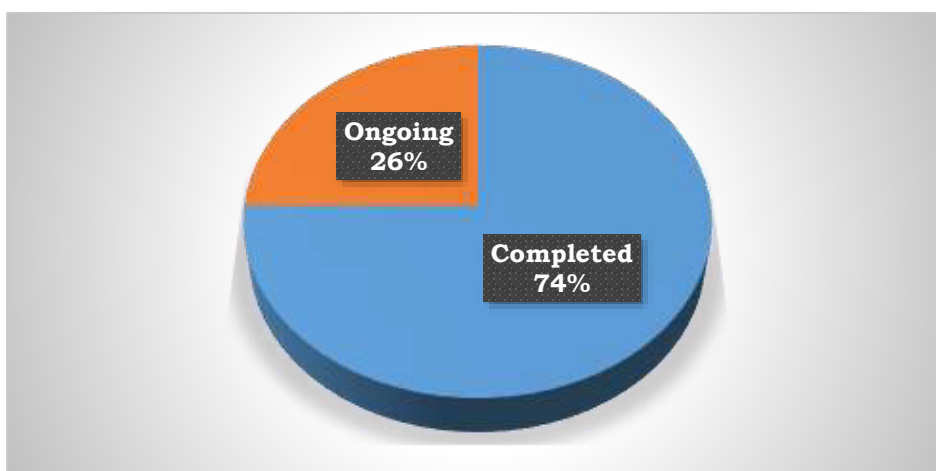


Figure 14: Status of completion of investigations FY 2022/23

From the investigations, it was deduced that the leading causes of building failures are:

- i. Poor quality of materials
- ii. Poor construction methods and lack of competent supervision
- iii. Inferior/inadequate design

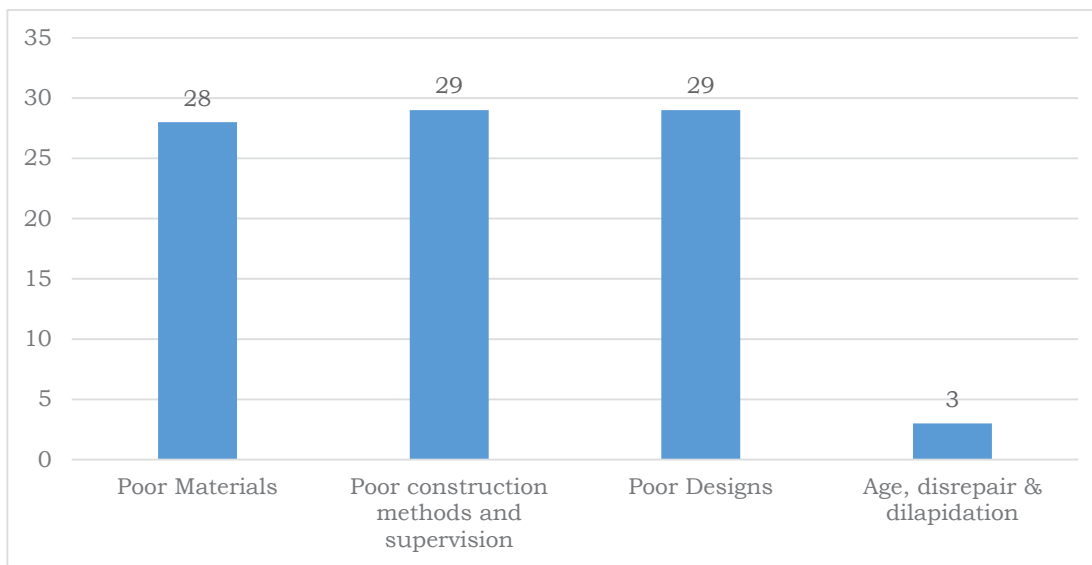


Figure 15: Root Causes of building collapses

The vast majority of fires are attributed to Human Factors–Arson and negligence.

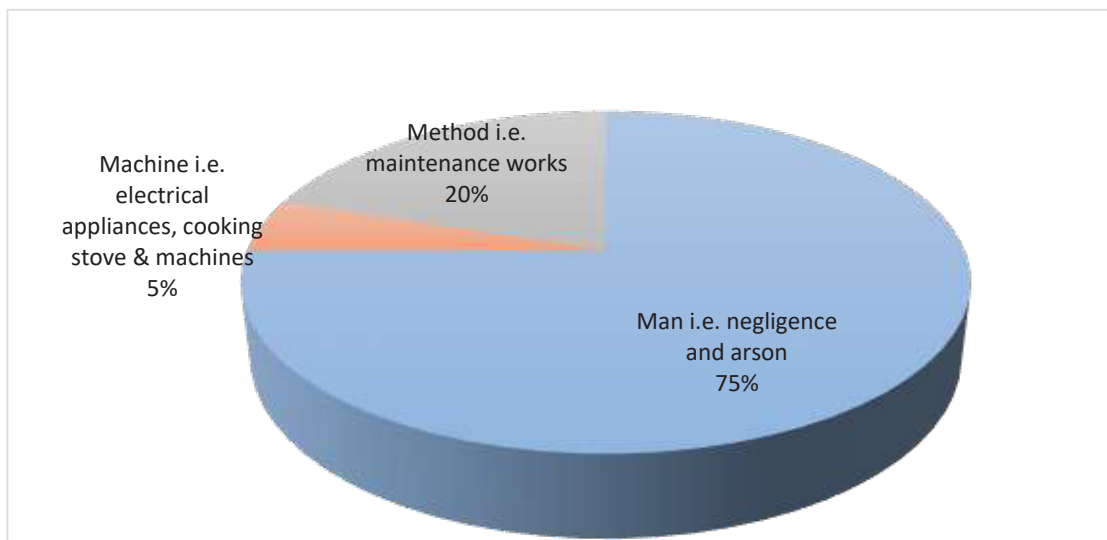


Figure 16: Root Cause Analysis for fire incidents in Buildings

## **b) Enforcement framework**

NBRB is undertaking preparation of an enforcement framework; the Taskforce has been re-constituted, and first draft produced. The framework is designed to promote efficient and effective approaches to regulatory interventions and enforcement; and to improve regulatory outcomes without imposing unnecessary burdens.

## **c) Schools fire safety**

Fire incidents are contributors to economic and ecological damages worldwide. In a school setting, fires have led to the loss of life, property, teaching, and learning time. Failure to consider the factors leading to fires will continue to affect more lives and properties and lead to underperformance of the economy. Since schools reopened at the beginning of the year, 2022, following two years of closure due to the Covid-19 pandemic, more than 50 school fires have been reported. In a period of just two and a half months at the beginning of the year 2022, the UPF registered 17 school fire outbreaks and at least 7 learners are known to have lost their lives in these fires.

In light of the above, the Board directed that the Secretariat develop a web-based online tool to facilitate Compliance Self-Assessment of Schools. The objective of creating the tool was to enhance the Compliance of Schools to the Building Control Act, 2013. NBRB developed a tool for assessing buildings in learning institutions.

Some of the major findings from the study on impact of fires on a nationwide level included the following:

- 1) Directorate of FP&RS responded to an estimated average of 3,230 fires in school properties from primary, secondary to tertiary institutions from 1991 to 2020;
- 2) The fires in these school properties caused an average of five deaths, 30 injuries, and an estimation of 37 million dollars in property damage annually;
- 3) Fires that were intentionally set were more prevalent in primary and secondary schools and less in tertiary institutions;

- 4) Almost one-third of school fires were caused by cooking practices and 10% by electricity.

A concept note aimed at improving the safety of the learning environment by increasing awareness of the fire hazard and coping mechanisms was developed. The key outputs of the concept are: Increased fire safety awareness in school communities by 100%; Improved fire safety preparedness in schools by 5%; and Fire response strategy with 0% human fatalities

#### d) Steel-Timber-Concrete Composite building method study.

The study into the use of Steel-Timber-Concrete Composite as a building method was undertaken and the structural layout is as illustrated below;

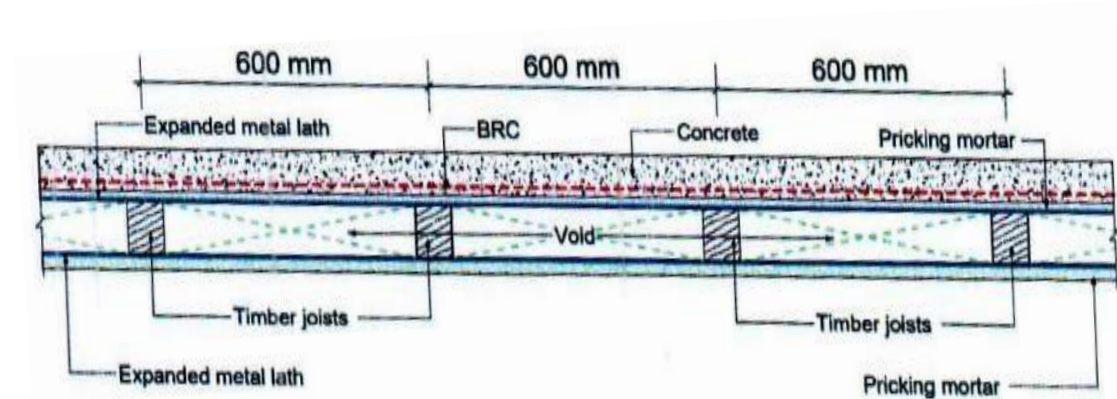


Figure 17: Section through typical STC slab construction

The Study revealed significant barriers that rendered the method risky and unsafe. The barriers identified included:

- i) Timber used was not graded and its quality parameters remain unknown
- ii) There were no design standards/ guidelines to support the technology both during design and implementation
- iii) Safety aspects had not been considered in the design and implementation of this technology such as fire risk and earthquake resistance
- iv) Inadequate skilled workforce in steel structures in terms of design, erection, connections, and construction supervision

- v) For the sites inspected, none of the drawings were endorsed by professionals and neither was building permission given by the Local Authority. All the buildings that used the method were therefore illegal developments
- vi) Lack of clarity on whether composite action was achieved as marketed

The findings of the study report were the basis of the Legal Notice 11 of 2022 (*see annex 8*).

#### **e) Tracking mechanism for appeals/complaints/incidents**

In a bid to improve efficiency, a tracking mechanism for appeals/ complaints/ incidents was developed and is currently available online. The case serialiser is available at the link <https://case-serializer.nbrb.go.ug/>

#### **f) Study into safety of health clubs installations**

After a number of explosions at health clubs over the years, the National Building Review Board commissioned a study of sample health clubs in Central, Western and Eastern Uganda with particular focus on their safety. The study was completed and it was confirmed that the sector was undeniably unregulated and therefore required guidelines for the existing and new installations. Results showed that over 90% of health clubs are potentially explosive currently (*see annex 9*).

#### **g) Determination of appeals**

The Investigations department determined one appeal (Mr. Mugalu Jonathan Vs Makindye Ssabagabo Municipal Council Building Committee). Mr. Mugalu Jonathan on December, 14, 2022 through the Building Industry Management System (BIMS) appealed against the failure of the Makindye Ssabagabo Building Committee to give a response to his application for approval of construction drawings within the prescribed 30 days. He also sought guidance on whether all steel structures had been prohibited by the Hon. Minister of Works & Transport in the Legal Notice issued prohibiting the STC construction method (*see annex 10*).

*However, with the low release of funds from GoU, the following were not implemented:*

- a) Training of BCs on use of BIMS. Twenty-two (22) Local Governments were to be trained on use of BIMS.
- b) Buildings in 20 Local Governments monitored

## 2.2.2 Pillar 2: Local Governments' Capacity Development

In order to augment the capacity of Local Governments to implement the building control legal framework, the following were undertaken during the period under review;

### Output 1: Conduct induction and training workshops for Building Committees

#### a) Training for Building Committees.

In a bid to ensure effective implementation of the Act, NBRB continues to develop the capacity of the Building Committees by conducting induction trainings. The main objective of the induction trainings and workshops is to train members of the Building committees and the Building Control Officers on the legal and institutional framework for Building Control. The trainings are practical and ground the members of the building committee on the use of Building Control standard documents, manuals and forms.

During the FY 2022/2023, NBRB had planned to train and induct BCs for 31 Local Governments. However, only 6 BCs were trained and inducted namely; Mityana MC, Lira CC, Kiruhura DLG, Kalungu DLG, Kazo DLG and Lukaya TC (*see annex II*).

#### b) Enhance the functionality of the trained BCs

NBRB Supported the functionality of 19 BCs from 1 District, 8 Cities, 5 Town Councils and 5 Municipalities. Audit of the building approval processes for the financial year 2021/2022 and monitoring of building operations were conducted in the

cities of Arua, Jinja, Gulu, Soroti, Lira, Mbale, Masaka, and Hoima; municipalities of Mukono, Nansana, Makindye-Ssabagabo, Entebbe and Kira; Town Councils of Kyengera, Kajjansi, Kasangati, Katabi and Wakiso; and Wakiso District. While there is improved performance of BC composition and functionality, the levels of compliance are still very low.

It is noted that Greater Kampala Metropolitan Area has a total of 30 (thirty) Local Governments and developments in 26 (twenty-six) which represents 86% of all Local Governments have been monitored, however only (11) which represents only 36% of these have been audited for establishment and functionality by the NBRB.

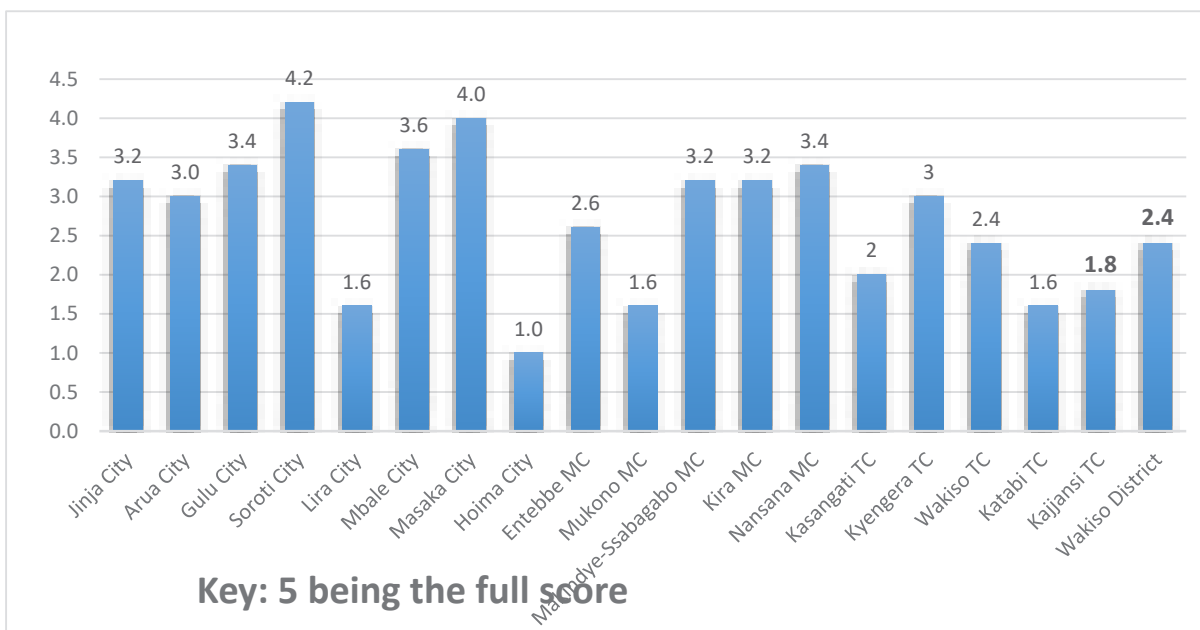


Figure 18: Level of functionality of BCs in Local Governments audited

### c) Audit of Building Committees

Through the auditing of BCs, the process of developing and maintaining of Building Control Regulatory Frameworks was enhanced to streamline and improve the performance including mitigating operational challenges for the BCs. The achievement in FY 2022/23 are as below;

- Flow chart to harmonise the BC and PPC activities including prescribing the permit issuance processes was developed.

- The Flow Chart and process was ratified and agreed upon by both the NBRB and the NPPB at a Joint Board Meeting held in September 2022.

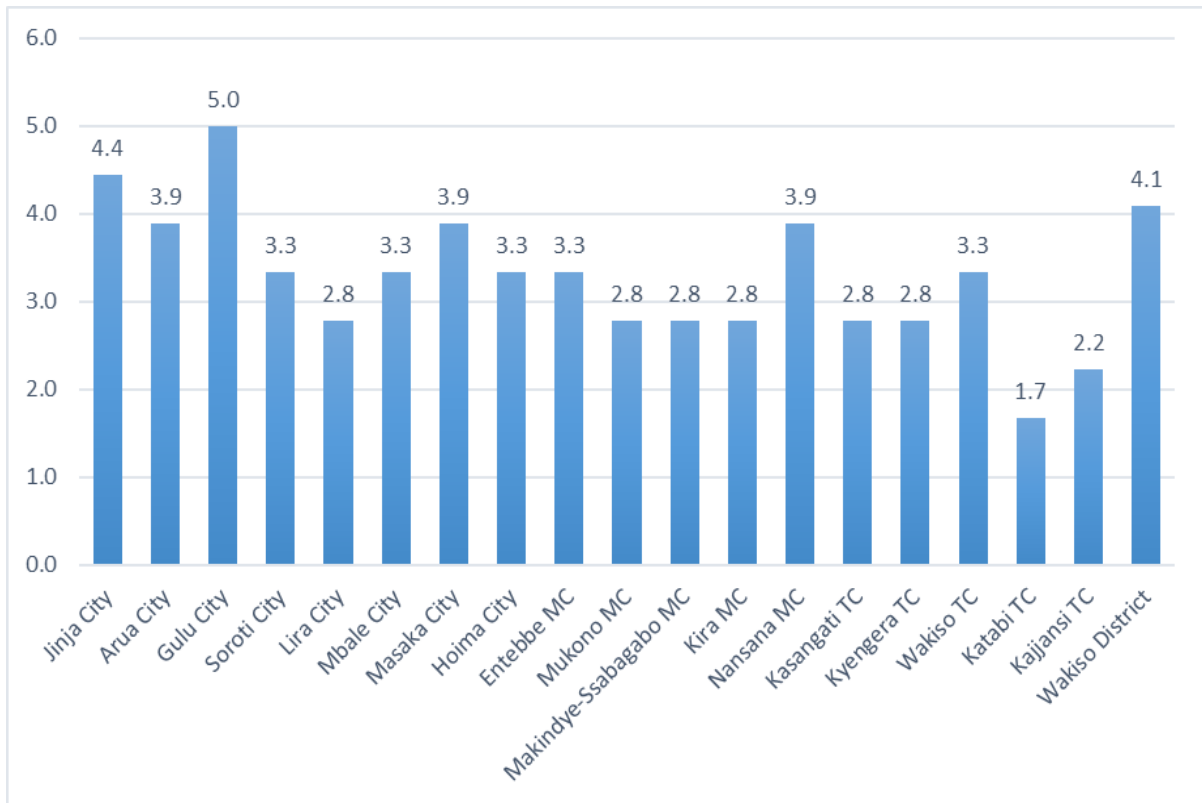


Figure 19: Composition of BCs in Local Governments audited



Meeting and Audit of the BC in Hoima





Meeting and Audit of the BC in Mukono Municipality conducted in April 2023



Meeting and Audit of the BC in Katabi Town Council conducted in May 2023

Following the audits, the following challenges were identified, some addressed and others still in process;

Table 10: Challenges faced by the Building Committees

Item	Major Gaps and Challenges noted	Implications	Proposed action/action taken	Achievements of the Board
1	Lack of facilitation for activities for the BC.	Lack of facilitation incapacitates activities of building committees	Budget for activities of building committees	<ol style="list-style-type: none"> <li>1. The Minister issued an instrument guiding on allowances of BC members.</li> <li>2. All city councils approved budgets include activities for their BCs</li> </ol>
2	The chairperson of the Planning and development committee is not provided for in the current city structure	The absence of the planning and development committee invalidates BC meetings as this committee is key for quorum of urban building committees	NBRB wrote to the office of the Solicitor General seeking guidance regarding this matter.	This matter is not yet closed
3	Lack of PWD representatives on the BC because of ambiguity on who appoints this member	The representative for Persons with Disabilities is a key member of the BC as one of its core mandates is to ensure that	All Town Clerks were advised to write to the National Council for Disability with proposed nominations	All City BCs are have appointed councilors representing PWDs for this position.

Item	Major Gaps and Challenges noted	Implications	Proposed action/action taken	Achievements of the Board
		buildings to which the public has access to cater for PWDs	regarding this member	
5	Gaps in the law.	Limitation to full compliance	The BCA, 2013 does not designate a Secretary for the Building Committee.	First track the amendment of the law.
6	The position of BCO and officer in charge Architecture onto the local government structure	This incapacitates the local governments from hiring persons into these positions. This has led to officers of engineering being assigned duties of BCOs creating conflicts of interest.	Engagement with Ministry of Public Service to have these positions incorporated into the public service structure	Cabinet approved these positions for only City structures and recruitment is ongoing by respective City Service Commissions. However, engagement with Ministry of Public Service is further required for approval these positions for municipal and district structures

Item	Major Gaps and Challenges noted	Implications	Proposed action/action taken	Achievements of the Board
7	Inadequate scrutiny of drawings	Even though developers are submitting architectural, structural and in some cases even electrical and mechanical drawings; these are hardly scrutinized for adherence to the National Building Codes. This leads to approval of inadequate designs, delays in taking decisions regarding material and methodology.	The Board developed checklists, from the National Building Codes, to guide Local Governments when scrutinizing drawings	These have been incorporated into the BCO's Handbook which is being disseminated.

#### d) Tracking Establishment of Building Committees (BCs).

Section 9 of the BCA, the Board is to among others; oversee, inspect and monitor Building Committees. In order to ensure compliance, the Secretariat is to track the level of establishment of Building Committees in all Local Governments.

In FY 2022/23, all BCs in the 10- Cities and 31- Municipal Councils have been established and constituted. Based on the Q4 reports, 30- District Local Councils/Government have established and constituted BCs, namely KCCA, Mpigi,

Iganga, Kaliro, Kamuli, Luuka, Pallisa, Mukono, Kayunga, Buikwe, Mpigi, Tororo, Soroti, Ngora, Kumi, Gulu, Mbarara, Kabale, Masaka, Kalungu, Bukomansimbi, Nakaseke, Nakasongola, Luwero, Kiboga, Bushenyi, Rwampara, Kazo, Kanungu and Kisoro.

However, it should be noted that all the Seventy-one (71) BCs reported to be established, other than KCCA, all remain partially constituted since the positions for representative for PWDs and Officer-in-Charge of Fire are yet to be filled by the Local Governments.

### **e) Operationalization of Building Control in Local Governments**

Building Committees (BC) and Building Control Officers (BCO) are provided for in the law respectively under Section 28 and Section 32 of the Act. The Secretariat through reports filed, has observed that most Local Governments are yet to fully operationalize Building Control partly due to the lack of BCO positions on the Local Government Structure and performance indicators for Building Control in the Monitoring and Evaluation Framework for the OPM.

In order to ensure effective Building Control in Local Governments, NBRB planned to continue to follow-up on the operationalisation of building operations and functions of the Local Governments together with the MOPS, MOLG & OPM to incorporate positions of BCO on the local government structure for Municipal and District Councils and performance indicators for BCs in the Local Government Performance Assessment Manual (LGPAM) for the OPM.

During the FY 2022/2023, the draft performance indicators for BCs had been developed, however the position of BCO in the structure for Municipal and District Councils had not been incorporated.

### **f) Training Materials for Building Control Officers**

Section 32 of the Act, established the office of the Building Control Officer for each Urban Authority and Council, whose role is to make recommendations to their

respective Building Committees on building developments and also to ensure instructions given by a Building Committee in accordance with this Act are complied with.

In order to exercise oversight and to perform their functions efficiently and effectively, during the FY 2022/2023, a handbook for Building Control Officers (BCOs) was developed (*see annex 13*). The handbook is to guide all BCOs on the building control frameworks, procedures and processes as enshrined in the Building Control Act and Regulations. The handbook and other materials are to be issued to the BCOs during trainings and will also be made available on the NBRB website for ease of access.

### **g) Statutory Instrument on Remuneration for Building Committees**

As required by Regulation 3 of the BCR, 2020, members of the Building Committee are to be paid remuneration or allowances as the Minister may determine. The instrument provided for rates to be paid to members of building committees (*see annex 14*).

However, with the low release of funds from GoU, the following were not implemented:

- Conducting a workshop to promote BCA, 2013 and BIMS awareness to Chief administration officers.

### **2.2.3 Pillar 3: Partnership with communities and stakeholders**

During the FY 2022/23, NBRB cultivated new partnerships in addition to strengthening the existing ones and engaged other stakeholders in the built environment. NBRB collaborated with international organisations that support the building industry, local governments, aid agencies and professional bodies/associations, the police, contractors, and the developers.

## Output one: Establish partnerships with private and public sector groups within and outside Uganda

### Participation in conferences on Building regulation

#### a) Collaboration with other agencies in investigations

Partnered with Uganda Police Force (UPF) – Forensics, Ministry of Gender Labour and Social Development, Government Analytical Laboratory (GAL), and Uganda Institution of Professional Engineers (UIPE) during the investigations that were done in the course of FY 2022/23. The UPF and GAL are usually members of our investigation task forces and their participation has enriched the findings. UIPE nominated its members as experts whenever we had needed to co-opt experts on our investigations.

#### b) Memorandum of understanding with Makerere University

Developed a draft MoU between NBRB and Makerere University. This is under review before sharing it with Makerere University for their own review. This engagement will help enrich mutual research needs.

#### c) Stakeholders' engagement-Dissemination of findings to the Engineering fraternity

NBRB held a major engagement with key stakeholders in the built environment-the Engineers, aimed at disseminating findings from investigations done over the years. The event was organized by the Uganda Institution of Professional engineers on June 16, 2023 was attended by over 193 members of the Institution (133 males and 60 females).



*The key note address at the UIPE Social evening was given by NBRB*



*A cross section of engineers attending the UIPE Social Evening*



*Following the Keynote address, Panelists including the NBRB, KCCA BCO, UNABCEC and ERB fielded questions*



**d) Work with the professional bodies and the regulators in the mitigation of practice by non-professionals.**

During the FY 2022/2023, NBRB: -

- 1) Continued to identify and collaborate with strategic partners in the built environment to help the NBRB in achieving its statutory mandate effectively. NBRB coordinated with Global Green Growth Institute (GGGI) to;
  - a. Conduct trainings of BCOs of Jinja City, Mbarara City and Arua City.
  - b. Undertake greening of the National Building Code,2019.
  - c. Participate in the 8<sup>th</sup> National Steering Committee meeting for the greening Uganda's Urbanization.
  - d. Participate in green building survey on the current state of buildings in the GKMA (*see annex 15*).
- 2) Finalized the MOU between NBRB and PSFU, however, its yet to be signed off by both parties.
- 3) Received request for partnership from Innovate Lab Africa to help with research in the built environment. The request is still being reviewed.
- 4) Participated in Value for Money Audits for various agencies, namely:
  - a. Uganda Police for Schools Projects procured by Kiira Municipal Council and
  - b. Anti-Corruption Unit of State House for various projects in District Local Councils in the Western Uganda.

**e) Procure and maintain NBRB Hotline**

Maintained an active call center managed by 3 officers, which has resulted into an increase in the number of incoming and outgoing calls. The average monthly calls have increased from 55 last financial year to 73 this financial year. Many of the calls have been in regards to BIMS, our mandate, reporting of non-complaint cases under the "*Wetaase Campaign*", STC ban, job applications among other issues. Despite this progress, the call center still faces a number of challenges;

1. **Automatic Receipt of Calls:** Currently the Call Center agents have no control on when and how the calls can be received. The calls just drop in (automatically picked) even before the agents prepare to pick them. In case an agent is attending to another matter in the office, the caller is able to listen into the conversation that is not meant for them.
2. **Ticketing System.** The call center needs a digitized/ automatic ticketing system for incoming and outgoing calls. This will enable a caller to get a reference number for easy tracking of the issued raised.

However, the following were not implemented due to lack of funds and other competing priorities:

- Corporate Social Responsibility
- Establish and coordinate 2 TWGs.

#### 2.2.4 Pillar 4: Institutional Development

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. The following outputs were achieved under the pillar during the reporting period.

##### Output 1: Board matters coordinated and managed.

###### a) Board meetings

During the FY 2022/23, the Board held 6 meetings to discuss the policy and legal matters pertaining to the operations of NBRB. The meetings are geared towards providing oversight in the operations of NBRB to ensure effective delivery of the mandate.

### b) Board Retreat

A Board retreat was held in June 2023 to discuss among others the progress made in the implementation of planned activities and evaluation of the Board undertakings in the period under review.

### c) Enhance the Capacity of the Board for effective oversight

The Board undertook an evaluation training during the retreat as a way of building capacity for effective oversight.

## Output 2: An adequate no of Staff maintained.

### a) Recruitment of Staff

21 persons were offered appointment to various posts. Two (02) did not take up the offers while all the others reported and are working well so far.

By the close of the FY, staffing stood at 74 (categorized into: 47 contract staff, 9 seconded staff and, 18 Graduate professionals). Additionally, 24 (32.4%) are female while 50 (67.6%) are male as detailed in table 6:

Table 11: Staffing Levels as at June 2023

Category/Sex	Female		Male		Totals	
	Nos	%age	Nos	%age	Nos	%age
Contract Staff	17	36.2	30	63.8	47	63.5
Graduate Professionals	4	22.2	14	77.8	18	24.3
Seconded Staff	3	33.3	6	66.7	9	12.2
Totals	24	32.4	50	67.6	74	100

From table 11, the contract staff lead at 63.5% followed by Graduate Professionals at 24.3% while Seconded staff were 12.2%. The category with the highest number for females was the contract staff category with 17 females although they still made 36.2% of the 47 number of contract staff category.

i) **Staff medical care scheme** – all staff are provided with medical care insurance cover which includes their immediate families

ii) **Payment of staff allowances and claims** – All staff were paid salaries and allowances by the 28<sup>th</sup> of every month throughout the year. Additionally, all

contract gratuity obligations relating to FY 2022/2023 were cleared and staff welfare adequately maintained.

#### **b) Induction of new staff**

An induction for newly recruited staff was successfully conducted from May 17-19, 2023 at Riddah Hotel, Seeta in Mukono Municipality. It served twenty-two (22) participants, delivered in 15 sessions and by 10 trainers. Additionally, seven (07) making 31.8% of the participants were female while fifteen (15) making 68.2% were male.

The induction aimed at initiating the newly recruited staff into the NBRB and wider public service and as well enhance their understanding of the systems, procedures and ethos in the new work environment. It was aimed at nurturing professionalism, patriotism, and public service common values, for excellent service delivery.

The evaluation by participants at the close of the induction ranked the programme an at 4.11 on a scale of 1 to 5, where 1=poor and 5=Excellent (where: Achievement of programme objectives was rated 3.75 on a scale of 1 to 4; Management of the programme was rated 3.78 on a scale of 1 to 5; and, Satisfaction of participants' expectations was rated 3.06 on a scale of 1 to 4. Additionally, various interesting lessons reported by participants and 88.89% of participants reported that the topics covered were adequate.



*New Staff during induction.*



*Group photo of staff after induction process*

### Output 3: Staff professional development.

#### a) Subscription to professional bodies

Annual subscriptions were made for 14 staff to professional bodies. The staff included 7 Engineers, 2 Advocates, 2 Architects, 1 Surveyor, 1 Procurement and 1 Accountant.

#### b) Attend CPD activities

Three (03) staff were sponsored to attend training on mobile apps development.

### Output 4: Office Supplies and Consumables procured.

NBRB procured the supply of office supplies and consumables that include toners, cartridges, papers, toiletries, confectionaries, to ensure the smooth running of the offices throughout the financial year.

### Output 5: Adequate office space and facilities managed and maintained.

Managed and maintained adequate office space and facilities – all staff have provisions for sitting and working space as well as office equipment for the smooth execution of their duties.

#### a) Deployment of a centralized data system;

Enterprise Resource Planner (ERP) System development which consists of Investigations system, BC tracker system, EDMS system, leave application, boardroom booking and Vehicle booking.

- i) Investigations system is a system developed to manage investigation department activities. This system permits officers to log their cases, carry out visits, review reports and store final reports.
- ii) BC Tracker system is a system developed to keep track of both the established and operationalized Building Committees. The system was developed for the standards department for the purpose of keeping track

of the different Building Committees that have been trained, inducted, established and also operationalized

- iii) Electronic document management system (EDMS) is a system developed to manage digital documents. An electronic document management system permits users to create, index, manage, store, retrieve and access digital documents
- iv) Leave, boardroom and vehicle book help staff to easily secure these services when needed.

Purpose of these systems is to automate all internal systems to ease the work of staff at NBRB. However, the following additional modules are pending receipt of system requirements from stakeholders;

- a) Appraisal systems
- b) Compliance system
- c) HR document upload
- d) Budget and Reporting System

#### **b) Deployment and configuration of local in-house mail server**

Prior to this change, BIMS used the NBRB email address – support@nbrb.go.ug and no-reply@nbrb.go.ug. However, this was creating confusion. Consequently, a BIMS Mail Server was deployed. This led to a specific BIMS email address; no-reply@bims.go.ug and support@bims.go.ug plus the ability to create many more such email addresses in the future. This migration was done in April 2023.

#### **c) Deployment and configuration of an in-house service uptime monitoring tool;**

A custom service uptime monitoring tool to monitor and report the availability of third-party integrations specifically for URA-eTAX, URSB, ARB, ERB and NLIS. In an event of a down time, or loss of connectivity, the tool sends alerts to the development tool for further check and action.

#### **d) Deployment of an in-house code repository**

NBRB deployed Gitlab; an open source code repository and collaborative software development platform for large DevOps and DevSecOps projects. It is in

use for storage of code and collaboration on all development projects. Previously, NBRB was using GitHub, which is publicly accessible in the public Domain. Gitlab was deployed in August 2022, hosted in house and only accessible by the internal IT Team.

#### **e) Maintenance of ICT Network**

Maintenance of local area network at NBRB through regular trouble shooting and carrying out updates of necessary software and hardware is being done continuously. In addition, a second server fully set up and configuration with a firewall to host internal systems and ensure enough storage of all NBRB documents was procured.

#### **f) Updated Asset Register**

An inventory document that stores all equipment received at NBRB showing date of purchase and shows which unit it has been allocated to was developed (**see annex 16**).

### **Output 6: Sensitization and Public Relations.**

#### **a) Website maintained.**

Maintained an active website as one of the platforms of sharing information about NBRB activities with the public. Stories, pictures, videos, adverts, tweet chats, procurements have been shared. However, in running the website, NBRB has a challenge of un licensed software used in designing it. This has caused delays in updating content and sometimes its disappearance. To ensure that these challenges are resolved, ICT Department has commenced the process of revamping the website in the next financial year.

#### **b) Media platforms maintained**

NBRB visibility through social media platforms (Twitter, Facebook) has continued to grow throughout the financial. By June 20, 2023, 3619 people were following the NBRB on twitter compared to 1764 by June 10, 2022. This reflects an increase of

1,855 followers in this year. It is worth noting that all the professional and regulatory bodies follow NBRB pages.

This growth can be attributed to the promotion of NBRB's activities through the platforms using relevant and simplified content. This has been done using graphics, videos, short messages and pictures about NBRB's work. The following of Facebook has also grown through the years with 231 new followers.

During the financial year, NBRB acquired a WhatsApp number **0705559482** through which the public sends messages, videos and pictures about the sector. Using this number, the public has been able to get instant responses and feedback about their concerns.

The Secretariat also created the media WhatsApp group, to ease information sharing with journalists, producers and editors within the main stream media. So far, the group has 81 participants.

Internally, the Staff WhatsApp group, Top Management, Investigations Taskforce and Communications Group have eased communication among staff.

### **c) Develop and deploy corporate image and branding (promotional items)**

A number of branding materials aimed at promoting the brand and image of the NBRB especially during outdoor activities were printed.

During the BIMS Launch on December 2, 2022, 5 tear drops, 5 pull up banners, 1 back-drop, 200 brochures, 200 fliers 1 photo frame, 15 plaques and 100 invitation cards were printed. During the Kampala City Building Control Baraza on June 23, 2023, 2000 fliers, 2000 brochures and 1 banner were printed.

### **d) Carryout advertising and marketing campaigns.**

#### **i) BIMS Launch Advertising**

Carried out several advertising activities to promote the system and also invited guests to the event. These were done during the run up to the BIMS launch on December 2, 2022. The activities included, promotional videos on the social media platforms, detailing how BIMS will be useful to Architects, Engineers, Surveyors, developers, building committees, NBRB, Building Control Officers among others.



Aside from live broadcasting of the event on NTV, adverts were also placed a week before the event to raise public awareness about the system and the event.

**See attached links**

<https://twitter.com/NBRBug/status/1598237770216271873?s=20>,

<https://www.youtube.com/watch?v=eoCd9TWUaEE&t=2894s>

In addition, an eight minutes documentary was also produced, explaining the status of the building sector and why BIMS is a game changer in ensuring compliance, predictability and efficiency in the building control processes.



*Manager Communications, Herbert Zziwa hosted on Morning@NTV program on 21<sup>st</sup> November 2022, to promote the BIMS launch on 2<sup>nd</sup> December 2022.*

## ii) Building Control Barazas

Building control barazas as another platform of sharing information on laws and regulations were adopted. This was one of the ways of having face to face interactions and feedback between members of the general public, leaders, professionals and regulators of the built environment.

In total, 3 barazas have been held during the financial year, the first was held in Kajjansi town council, Wakiso District on April 1, 2023 and brought together leaders from 9 parishes and nearby Katabi Town Council.

On June 13, 2023, another baraza was held in Mbale City and attended by the City Town Clerk, RCC, members of the building and physical planning committees, city leaders, developers and members of the general public.

The third baraza was held on June 23, 2023, at Bat Valley Primary School play grounds in Kampala Central and was officiated by the Minister of Works and Transport Gen. Edward Katumba Wamala. Kampala Central Division Mayor, Salim Uhuru, representatives from KCCA, Wakiso District, professional and regulatory bodies, developers and members of the general public attended the event.

At the barazas members of the general public were given an opportunity to ask questions and get instant feedback about building control matters.



*Kampala Central Division Mayor Salim Uhuru and other leaders welcome the Minister of Works and Transport Gen Katumba Wamala at the Kampala City Building Control Baraza held on 23rd June 2023*



*Mbale City leaders, NBRB Staff and members of the general public pose for a group photo after the Mbale City Building Control Baraza held on 13th June 2023*

### iii) Fundis Training

Partnered with Makerere University College of Engineering Design Art and Technology and organized a 2 days training of fundis from April 13 – 14, 2023. Fundi's in terms of masons, carpenters, steel benders, welders, plumbers, roofers, potters among others play a critical role in the construction process. Despite their experience, majority of them operate informally without any formal training, even without the supervision of professionals. A total of 250 fundis from the 5 divisions of Kampala attended.

NBRB carried out several advertising activities, including a talk show on NTV, social media promotional videos, interviews and graphics among others. Media coverage was also secured with stories about the event running on several radio, TV, newspapers and online publications.



*Makerere University CEDAT Leaders, NBRB Executive Secretary Eng. Flavia Bwire and Fundis in a group photo after a 2 days Fundis training on 14<sup>th</sup> April 2023.*

#### **iv) Media Engagements.**

The visibility of NBRB and its activities in the broadcast (radio and TV) and print media (newspapers) has continued to grow throughout the financial year. This has been due to cordial relationship built between the NBRB, journalists and editors. For example, several stories have been published in the daily monitor's Homes and Real Estate Magazine, New Vision's Homes and Construction, Bukedde Newspaper's Akeezimbira among others. Similarly, Radio and TV stations have provided space for NBRB content to be aired.

#### **e) Publish Building Control publications and newsletters**

The publication of the *Building Guide*, a Newsletter aimed at sharing NBRB's activities with stakeholders in the built environment and the general public had been planned. The intention was to have the newsletter published quarterly, as an insert in the New Vision newspapers. Due to resource constraints, publishing this newsletter has not been possible in this financial year, despite having the first draft designed and approved by management.

However, NBRB has internally published the *About Us* newsletter, a platform used to share information, stories and events happening in and out of the Secretariat.

## Output 7: Efficient legal services provided

### a) Building Control Act, 2013 reviewed

Amendment of the Building Control Act 2013 was commenced and the Regulatory Impact Assessment was prepared and submitted to the First Parliamentary Council with the Drafting Principles.

The first parliamentary council is currently preparing the Building control (Amendment) Bill, 2023 which will then be presented to the inter-ministerial Committee established to ensure compliance to cabinets approved drafting principle before the bill can be presented to Cabinet. The amendment exercise is expected to be completed during the financial year 2023/24.

### b) Compliance activities enforced

NBRB has been represented before the High Court Commercial Division with regard to litigation related to the illegal Steel Timber Concrete building method, illegal building control operations within Kampala Capital City and several Legal Memoranda guiding on compliance with the Building Control Act, 2013, Regulations thereunder and other relevant Laws have been prepared.

### c) Midterm review of the strategic plan conducted

National Building Review Board developed a five-year Strategic Plan FY 2020/21-2024/25. 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. The main purpose of the Mid-term Review (MTR) was to assess the level of the Plan implementation, within the framework of the envisaged strategic direction, economic and social structural changes, emerging challenges and opportunities

A Task force was constituted with composition of members from NPA, MoWT and NBRB. Similarly, a review committee was formed to review and approve the processes of the MTR. The mid-term review was conducted through a consultative process with the key stakeholders. Review and validation meetings were held to ensure viability of the data and results in the report.

The MTR revealed that the overall Strategic Plan performance at midterm was “successful”, with a *moderate effectiveness* and *high efficiency*. Whereas the MTR rated the Plan as *low impact* and *moderate sustainability*, this is because the Plan was only mid-way its implementation period. The MTR further revealed that whereas the NBRB achieved a number of its targets, there is need for improvement in funding and other capacities especially with regards to Building Committees (BCs), establishing various operational frameworks, among others. The overall performance of the Strategic Plan stood at 69.6%. The MTR was presented during the Board Retreat and was subsequently approved (*see annex 17*).



*Participants listening in during climate setting at the Board Retreat*



*Arch. Enoch Kibbamu making his remarks during a discussion at the Board Retreat.*

#### **d) National Building Review Board (NBRB) Workplan and Budget FY 2023/24**

Participated in the Workshop for the Integrated Transport Infrastructure and Services (ITIS) Programme held from March 1, 2023 to March 3, 2023 at Esella Country Hotel, Najjera Wakiso District. The purpose of the workshop was to finalize the Programme Budget Estimates for FY 2023/24 and the ITIS Ministerial Policy Statement (MPS). During the workshop, NBRB Priorities were submitted based on Workplan and Budget Allocations for FY 2023/24 for development.

The NBRB also attended a Senior Management Meeting and Programme Working Group meeting on March 7, 2023 and March 9, 2023 respectively to discuss the Draft Vote 016 Ministerial Policy Statement (MPS) and Budget Estimates for FY 2023/24.

The workplans were submitted to the Hon. Minister of Works and Transport as per the Act which were subsequently approved (*see annex 18*).

### e) Performance Review Meeting

Held a Q3 performance review meeting on Thursday April 6, 2023 to among others assess the performance of NBRB for Quarter 3 as well as review the plans for Q4 FY 2022/23. The Specific Objectives for the review meeting was to provide an over view of the Board performance; review the departmental achievements from Q1 to Q3 FY 2022/23; share experiences during implementation in particular challenges or emerging issues, lessons learned, or best practices and recommendations; and share implementation plans for Q4 FY 2022/23.

### f) Fire Safety policy in the Built Environment in Uganda

Preparation of the Fire Safety Policy follows a directive from the First Lady and Minister of Education and Sports. NBRB participated in the first phase which involved constituting a Taskforce with composition of key stakeholders from the Ministry of Education and Sports, Ministry of Works and Transport, National Building Review Board, Uganda Police Force, Uganda National Bureau of Standards, Kampala City Traders Association, and Uganda Manufacturers Association.

Consultative meetings were held and the final draft Regulatory Impact Assessment on the Built Environment in Uganda was prepared and submitted to the Hon. MoWT for approval.



*Taskforce at the opening of the RIA workshop for the Fire Policy at Hotel Brovad Masaka*





*The Hon. Minister of Works and Transport made a courtesy call on the Taskforce conducting the RIA*



*The Fire Policy Task force in a session during the RIA*



*Fire Policy Stakeholders' consultation workshop on 15th June*



*A section of stakeholders at the Fire Policy Stakeholders' consultation workshop on 15th June 2023*

### g) Performance reports of NBRB for FY 2022/23

Prepared the Q1, Q2, Q3 and Q4 performance reports for FY 2022/23 in the Programme Budgeting System and submitted them to the Ministry of Works and transport for consolidation and onward submission to MoFPED. This is done on a quarterly basis in accordance with the PFMA, 2015.

### h) Development and approval of ICT policy

NBRB developed an ICT Policy to guide the use and management of ICT resources and infrastructure. This Policy emphasizes responsible use of technology, compliance with laws and regulations, and protection of confidential information and data. The policy was approved for its implementation (**see annex 19**).

### Output 9: Audit Function performed

Undertook audit of HR and financial records for Q1 to Q3 of the FY2022/23 and also assessed the controls, governance and risk management systems of the finance department. Areas of improvement were identified management commitment to improvements secured. Follow up shall be undertaken to ensure implementation of recommendations.

Witnessed verification of equipment delivered such as printers, desktops, investigation equipment etc., to ensure that items delivered meet all the listed requirements that were identified at procurement level.

### *However, the following were not implemented:*

1. There was a plan to undertake training in Forensic investigations and also sought additional skills in leadership but the training has been halted due to low release of funds.
2. The secretariat-initiated procurement of tablets to aid and facilitate investigations so as to reduce the lead time of investigations; the procurement shall proceed in 2023/2024.
3. Staff training was not undertaken
4. The Internal Audit Charter was not developed due to time constraints

5. Financial Management Manual was not developed due to limited funding

## 2.2.5 Pillar 5: Research and Development

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. The following outputs were achieved in the course of fulfilling objective five.

### Output 1: Development Expenditure

#### a) Studies undertaken

- i) Developed a concept on the study of dilapidated and old buildings around the country, which has been approved for implementation in a phased manner. The actual assessment is set to begin in FY 2023/2024. Results are expected to advise on the minister on the period within which buildings that commenced before the coming into force of the Act and do not conform to the standards should be modified so as to bring them in to conformity with the Act, in accordance with Section 54.
- ii) Developed guidelines for the Safe installation of health club equipment in the country. A Technical Committee of Experts was appointed to peer review the draft guidelines for the safe installation of health club equipment in the Country.
- iii) Steel-Timber-Concrete Composite Structures Technical Committee: A Technical Committee of experts comprising Academia, Structural engineers, Timber experts, and representatives from the Uganda Institution of Professional Engineers was appointed to support the study. This followed the prohibition, leading to a need to assess the viability of the method, and if found viable, develop the guidelines for the design, implementation, operation and maintenance, and demolition of STC Composite buildings.

The Technical committee is expected to submit its final report by February 2024.

### **b) NBRC constructed.**

Following the Project Development Agreement executed between National Housing and Construction Company (NHCC) and the NBRB for construction of the National Building Research Center (NBRC), works commenced. The works were planned for implementation in phases i.e. phase I – construction of the building Shell while phasing II – Fittings and finishes. While the contract was signed on June 22, 2022, the actual works commenced on October 1, 2022.

The project is at 24% Vs the planned 75% and Time spent is 9/12 months (75%). verification of the strength of the concrete that failed in some sections. The MoWT issued instructions to NHCC to demolish all defective works. In addition, some columns were off-grid. NHCC sued NBRB seeking to restrain NBRB from exercising its rights to terminate in case of breach of contract. In light of the mentioned court matter, MoWT halted the issuance of instructions pending the determination of the matter by the court.

### **Furniture, tools and assorted equipment**

- i) During the FY 2022/23, 21 sets of chairs and tables, and 8 storage cabins were procured for staff.
- ii) Procured assorted tools and equipment for undertaking investigations. The Civil/Structural tools procured include; Core Drilling Machine, Profometer, Schmidt Rebound Hammer (2 NO.) and Ultrasonic Pulse Velocity (UPV) analyser.
- iii) Electrical and mechanical tools procured include: Clamp meters, Laser Distance meter, Sound meter, Multipurpose thermometer, Installation tester, Fluke TiS55+Thermal Camera, Power Quality Analyzer, Egamaster kits, Digital Cameras and Air Quality Camera.

iv) NBRB procured 4 No. Standards on Timber from Uganda National Bureau of Standards.

**c) 1No. 14-seater van**

Procured and delivered the 14-seater van.

**d) 01 Pickup Truck vehicle**

Purchased 1 Motor vehicle (pickup).

**e) Purchase of ICT equipment for operations**

Procurement of 43No. All-in- one Computers and 43No. UPSs was concluded including.

*However, with the low release of funds from GoU, the following were not implemented:*

1. Study into the fire safety of timber structures
2. Procurement of tools and equipment for the NBRC. Awaiting substantial completion of the NBRC.

### 3.0 IMPLEMENTATION CHALLENGES AND LESSONS LEARNT

The implementation challenges and the lessons learned by NBRB while implementing the Annual Work and Budget for the FY 2022/23 are presented below.

#### 3.1. Implementation Challenges

The following are some of the challenges experienced by NBRB as at June 2023:

1. Inadequate storage space for samples obtained from scenes during investigations;
2. Inadequate response rates from the individuals pertinent to an investigation;
3. Inability to carry out enforcement based on recommendations that arise from investigations;
4. Inadequate capacity in the Local Government in terms of expertise, equipment and tools and the capacity to investigate to the extent that the technical sphere requires;
5. Prolonged lead time taken on investigations due to delays in procuring laboratory services;
6. Missing information in the form of construction documents;
7. Slow rate of implementation of recommendations by 3rd parties;
8. Limited capacity to investigative work among technical staff;
9. Limited resources to investigate concurrent building accidents and to undertake other planned activities and recurring subscriptions;
10. Insufficient reference material (books) and access to Law libraries;

11. Insufficient knowledge of the NBRB's mandate by key stakeholders including courts and policy makers;
12. NBRB is not fully constituted thus some departments get overwhelmed in undertaking their activities. The shortage of human resource cripples the delivery of the NBRB's mandate;
13. The gaps in the Building Control Act, 2013 make it less effective. A number of sites at which non-conformances have been identified are still active with works ongoing. The current provisions assumed that the BC was clear of wrongdoing and also assumed that the BC will have 100% goodwill to implement the BCA, 2013; and
14. Limited awareness of the legal framework governing the built environment by Local Governments and the general public.

### 3.2 Lessons Learned

The following are lessons learned during the course of execution during FY 2022/23:

1. Investigations heavily rely on the preliminary work of UPF such as cordoning and keeping the scene intact, generating an incident report, and therefore if this is not done with precision, the findings could be misleading;
2. Partnerships have helped in giving the NBRB opinion a solid backing through bringing on board various experts. Therefore, leveraging on strategic partnerships in the built environment is key for achieving the mandate of NBRB;
3. There is need for framework agreements with more than one Laboratory to avoid delays in testing should one fail to deliver;
4. The need for continuous professional development and research due to the continuously changing technologies;



5. Legal backing is paramount in all correspondences made to external parties. The legal team needs to be consulted before matters are handled by departments;
6. Proper documentation/ document storage to enable reference in future matters;
7. Need to develop further technical capacity internally in the following; cyber security, network maintenance and software development;
8. Team work and coordination is critical for successful implementation of the NBRB mandate;
9. The need to enhance the risk management culture of the organization;
10. Incorporate the position of BCO on the Local Government Structure especially for the Municipal and District Local Council including incorporation of the performance indicators for Building Control for the Monitoring and Evaluation tool for the OPM is critical to ensure successful operationalisation and implementation of the Building Control Act;
11. There is need to expedite amendment of the Building Control Act, 2013 in order improve enforcement by all Local Governments; and
12. There is need to deploy BIMS fully to all Local Governments to mitigate the low levels of compliance.

## 4.0 RECOMMENDATIONS AND CONCLUSION

This section makes recommendations to the challenges faced during implementation and gives a conclusion to the Annual Performance Report:

### 4.1 Recommendations

The following are some of the proposed recommendations to the challenges above to fast track implementation in the next financial year.

- i. NBRB should intensify sensitization of stakeholders of the building industry.
- ii. NBRB should fast track amendment of the BCA, 2013 to cater for gaps within the law and inclusion of powers to carryout enforcement of recommendations from investigations. This should also provide for suitable regulations to guide the Monitoring of Building Operations.
- iii. Training of staff in investigative work, starting with obtaining fire investigation qualifications and forensics investigation capacity should be undertaken.
- iv. Staffing gaps should be addressed so as to improve the efficiency of the NBRB.
- v. NBRB should provide stakeholder engagement sessions to share findings of investigations to help prevent similar incidents. Similarly, NBRB should promote more stakeholder sensitization on the law and regulations of the built environment and the mandate of NBRB. There should also be Issuance of systems specifications document to ease receipt of system requirements from stakeholders.
- vi. There is need to increase the resource allocation to NBRB to support implementation of planned activities.

- vii. NBRB should work towards sustainable/consistent funding through preparation of fund-attracting proposals and Raising fines from non-compliances (Especially after the amendment of the BCA, 2013).
- viii. NBRB should always share Internal Audit reports with the Internal Audit General in order to be compliant with the Treasury instructions.
- ix. Benchmarking activities should be planned and executed.






## 4.2 Conclusion

In conclusion, NBRB's performance for FY 2022/23 was at 86% against a release of 61%. Given these resources, NBRB made significant achievements aligned with its strategic objectives. Key accomplishments include the launch of BIMS, increased revenue generation, reduced building accidents, the development of safety guidelines for health clubs and the establishment of strategic partnerships.

However, NBRB has encountered several challenges, including gaps in the Building Control Act, limitations in enforcement, limited capacity in Local and Urban Authorities, and a lack of awareness regarding the legal framework in the built environment. These challenges are currently being addressed through the engagement of relevant stakeholders to amend the Building Control Act, 2013; and augment the capacity of Local and Urban Authorities among others.

Moving forward, NBRB is committed to its mission of ensuring safe building operations and compliance with regulatory frameworks. NBRB expresses gratitude to you Honorable Minister, the Board, and the Office of the Executive Secretary for the support, as well as to all stakeholders and partners for their joint efforts in promoting a planned, decent, safe and well-built environment.

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