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# ABBREVIATIONS AND ACRONYMS

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<thead>
<tr>
<th>Abbreviation</th>
<th>Description</th>
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<tbody>
<tr>
<td>ACIA</td>
<td>Annual Communication Innovation Awards</td>
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<tr>
<td>BOU</td>
<td>Bank of Uganda</td>
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<td>BSC</td>
<td>Balanced Score Card</td>
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<td>CERT</td>
<td>Computer Emergency Response Team</td>
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<td>DTTB</td>
<td>Digital Terrestrial Television Broadcasting</td>
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<td>DVBT2</td>
<td>Digital Video Broadcasting - Second Generation Terrestrial</td>
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<td>ERP</td>
<td>Enterprise Resource Planning</td>
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<td>FY</td>
<td>Financial Year</td>
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<td>GDP</td>
<td>Gross Domestic Product</td>
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<td>GoU</td>
<td>Government of Uganda</td>
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<td>HRA</td>
<td>Human Resources and Administration</td>
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<td>ICT</td>
<td>Information and Communications technology</td>
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<td>ISI</td>
<td>Incubation Support Initiative</td>
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<td>ITU</td>
<td>International Telecommunications Union</td>
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<td>JWG</td>
<td>Joint Working Group</td>
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<tr>
<td>LRIC</td>
<td>Long Run Incremental Cost</td>
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<tr>
<td>LTE</td>
<td>Long Term Evolution</td>
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<tr>
<td>M&amp;E</td>
<td>Monitoring and Evaluation</td>
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<tr>
<td>MVNO</td>
<td>Mobile Virtual Network Operator</td>
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<tr>
<td>NDP</td>
<td>National Development Plan</td>
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<td>NRM</td>
<td>National Resistance Movement</td>
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<td>PIRT</td>
<td>Presidential Investors Round Table</td>
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<td>RCDF</td>
<td>Rural Communications Development Fund</td>
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<td>SIM</td>
<td>Subscriber Identity Module</td>
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<td>UCC</td>
<td>Uganda Communications Commission</td>
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<td>UICT</td>
<td>Uganda Institute of Information and</td>
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EXECUTIVE DIRECTOR’S FOREWORD

I am happy to present to you the Uganda Communications Commission (UCC) Strategic Plan for the period 2014-2019. This Strategic Plan has been developed following critical analysis of the performance of the Commission over the previous years as well as its operational environment. The Plan takes cognizance of the mandate of UCC in developing the communications sector in an ever changing environment.

The Uganda Communications Act 2013, provides an additional mandate for the Commission with additional oversight over new areas like the film industry. This provides opportunity for us to drive the development of the communications sector, which is critical for the socio-economic transformation of Uganda.

This Plan has been developed using the Balanced Score Card Methodology which has helped re-define our vision and enabled us align all our efforts towards performance improvement so as to effectively serve our clients and address our stakeholder’s needs. We have identified eight strategic objectives, each with corresponding results and targets for the period of the Plan. We have further identified initiatives that are expected to enable the institution achieve the long term goals identified in the Plan.

We appreciate the valuable contribution and input from our valuable stakeholders and partners that was obtained from the widespread consultations that have informed the development of this Plan. We will endeavor to further strengthen our relations and continue to rely on our partners and stakeholders as we implement the Plan.

Implementation of this strategic plan is expected to stimulate further development of the communications sector in Uganda and foster uptake of communications services. I therefore, call upon all members of staff, to embrace our rallying call of “V2A - Vision to Action” and live our core values as we implement this Plan.

On behalf of management of UCC, I wish to express my gratitude to all those who participated or supported us as we prepared this strategic plan.

Godfrey Mutabazi
EXECUTIVE DIRECTOR
1. INTRODUCTION

1.1 The Uganda Communications Commission
The Uganda Communications Commission (UCC) was established by the Uganda Communications Act 2013 which consolidated and harmonized the Uganda Communications Act of 1997 and the Electronic Media Act of 1996. UCC is thus a converged regulator for the telecommunications, data communications, broadcasting, postal communications, radio communication and infrastructure.

1.2 Mandate and functions of the Commission
The mandate of the Commission is to regulate the communication sector in Uganda. The Commission thus has regulatory oversight with respect to telecommunications, data communication, radio communications, postal communications and broadcasting. It is also tasked with the responsibility of licensing operations of cinematograph theatres and video or film libraries in Uganda.

The functions of the Commission are spelt out under Section 5, of the Uganda Communications Act 2013 as follows:

a) To implement the objectives of the Act;
b) To monitor, inspect, license, supervise, control and regulate communications services;
c) To allocate, license, standardize and manage the use of the radio frequency spectrum resources in a manner that ensures widest variety of programming and optimal utilization of spectrum resources;
d) To process applications for the allocation of satellite orbital locations;
e) To regulate rates and charges for communications services with a view to protecting consumers from excessive tariffs and to prevent unfair competitive practices.
f) To establish, amend, administer and enforce a National Numbering Plan and electronic addresses plan; and assign numbers and electronic addresses;
g) To conduct, or authorize any person to conduct, technical evaluations relating to communications services;
h) To coordinate and collaborate with the relevant national and international organizations in matters relating to communications;
i) To set national standards and ensure compliance with national and international standards and obligations laid down by International Communication Agreements and treaties to which Uganda is a party;
j) To receive, investigate and arbitrate complaints relating to communications services, and take necessary action;
k) To promote and safeguard the interests of consumers and operators as regards the quality of communications services and equipment;
l) To promote research into the development and use of new communications techniques and technologies, including those which promote accessibility of persons with disability and other members of society to communications services;
m) To improve communications services generally and to ensure equitable distribution of services throughout the country;
n) To promote competition, including the protection of operators from acts and practices of other operators that are damaging to competition, and to facilitate the entry into markets of new and modern systems and services;
o) To regulate interconnection and access systems between operators and users of telecommunications services;
p) To advise the Government on communications policies and legislative measures in respect of providing and operating communications services;
q) To represent Uganda's communications sector at national and international fora and organizations relating to its functions and to coordinate the participation of any interested groups;
r) To collaborate with educational institutions in order to promote specialized education in the field of communications;
s) To establish and administer a fund for the development of Rural Communications and Information and Communication Technology in the country;
t) To advise the Minister on the administration of this Act;
u) Establish an intelligent network monitoring system to monitor traffic, revenue and quality of service of operators;
v) To regulate value added services provided by communications operators;
w) To operate and manage the Uganda Institute of Information and Communications Technology;
x) To set standards, monitor and enforce compliance relating to content;
y) To encourage and promote infrastructure sharing amongst licensees and to provide regulatory guidelines;
z) To carry out any other function that is related to the functions of the Commission.

1.3 UCC Offices
The Commission headquarters are located at UCC House at Plot 42-44 Spring Road, Bugolobi in Kampala. The Commission has further established regional offices in Gulu, Mbale, Mbarara and Masindi. These offices were established to improve delivery of its services to the public.
### 1.4 UCC Institutional Structure

The Commission is governed by a Board of eight (8) members including the Executive Director. This is supported by a management and operations team of staff distributed among nine (9) departments as shown in *Figure 1 below.*

| Office of Executive Director          | • Strategy & Business Planning  
|                                     | • Communications  
|                                     | • International relations  
|                                     | • Research & Development  
| Legal/Commission Secretary        | • General Counsel, Company Secretary  
|                                     | • Legal regulation & Licensing  
|                                     | • Procurement  
| Competition & Consumer Affairs    | • Economic Regulation  
|                                     | • Consumer Affairs  
|                                     | • Regional Offices  
| Technology, Networks & Services    | • Spectrum Management  
|                                     | • Postal Regulation  
|                                     | • Telecoms & Broadcasting (technical /networks)  
|                                     | • Communication security (communications sector CERT)  
| Rural Communications Development  | • Projects  
|                                     | • Technical Monitoring  
| Broadcasting                       | • Content  
|                                     | • Film & Cinematography  
|                                     | • Multimedia  
| Human Resource and Administration   | • Human Resource  
|                                     | • Administration  
|                                     | • Library & Registry  
| Finance                            | • Revenue, Expenditure, Projects, Treasury & Investment  
|                                     | • Corporate IT  
| Internal Audit                     | • Compliance (Risk Management)  
|                                     | • Internal audit (Assurance)  

*Figure 1 below.*
1.5 Finances of the Commission
The Commission has various revenue sources for the implementation of its operations as highlighted in Section 67 of the Act. These include;

I. Money appropriated by Parliament for the purposes of the Commission
II. License fees and money paid to the Commission for services rendered
III. Money collected from the levy on the Gross Annual Revenue of operators charged in accordance with section 68 of the Act
IV. Money borrowed by the Commission
V. Loans, grants, gifts or donations and other sources made with the approval of the minister responsible for finance and Parliament

The key expenditures of the Commission include; expenses, obligations including international obligations or liabilities incurred in connection with the performance of the functions or the exercise of the powers of the commission.

1.6 Contribution of the ICT Sector to the Economy
Uganda’s economy has been growing at an average of 5% over the last five years as reported by the Uganda Bureau of Statistics. The communications sector has, however, remained one of the fastest growing sectors at an average of over 20% during the same period. This growth was largely driven by the telecommunications industry which has witnessed a growth in diversity of services offered and an increase in subscription. During the FY 2013/14, the sector growth rate dropped drastically to 2.6% compared to the 21.1% registered in the previous financial year.

Source: Uganda Bureau of Statistics Database
Figure 2: Trend of Sector Contribution to National GDP
1.7 Investments in the Telecommunications Industry

Investment in the telecommunications industry is largely associated with the operators enhancing the capacity of their networks to embrace the increasing number of users, increase the variety of services offered and seeking to gain a competitive edge.

![Figure 3: Trends of Investment in Telecommunications market by major telecom operators](image)

The investment in the telecommunications sector has, however, been fluctuating overtime as shown in Figure 3 above. The opening up of the sector to competition in 2006 was followed by massive investment by new entrants like; Warid Uganda, Orange, I-Tel and Smile in the years 2008 and 2009. The incumbents such as Uganda Telecom also invested in expansion of their networks in 3G and fibre connectivity. The year 2010 was characterized by litigation and the commencement of the year-long price war, while 2011 saw the emergence of operators exclusively providing infrastructure services. It is noteworthy that there was a slump in investments in 2010 during the run up to the general elections of February 2011, after which an increase was recorded.

There was also a growth in credit to the private sector between July 2010 and July 2011 of 35%. The emergence of tower companies, however, did lead to acquisition of towers from some of the existing providers in 2012 hence the decline in investment reported by operators. The year 2012 was itself characterized by SIM card registration while 2013 saw the entry of more new players in the market as well as introduction of new technology such as LTE.
1.8 Rationale for the strategic Plan
The Uganda Communications Act no. 1 of 2013 established the legal merger of the Uganda Communications Commission and the Broadcasting Council as at 18 January 2013 i.e. a consolidation of the Electronic Media Act Cap 104 and the Uganda Communications Act Cap 106. This resulted in the creation of a merged regulator for telecommunications and broadcasting and further introduced new areas for regulation e.g. value added services as well as film distribution and exhibition among others.

With the new Act in place and in a bid to enhance the performance of its functions, the Uganda Communications Commissions recognized the need to review its existing plan to better position its self to serve it clients and promote the sector.

The Strategic Plan therefore, aims to consolidate the gains made by the Commission, over the previous years as well as address emerging issues for the Commission to serve the sector in a better manner.

Having assessed the performance of the Commission in relation to the growing demands of the industry, coupled with technology changes, the Commission realized the need to refocus her strategic vision, with emphasis on the following areas;

1) Improving compliance levels by all operators
2) Enhancing our reputation as a regulator
3) Strengthening relationships with relevant stakeholders
4) Improving consumer experience with the communications services and products delivered in the sector
5) Promoting the communications sector in Uganda so as to attract more investment
6) Improving the way services are delivered to our clients
7) Improving the motivation and welfare of her staff
1.9 Approach to the development of the Strategic plan
The strategic plan has been developed using a collaborative approach. Key steps undertaken include:

1. An assessment of the external context in which the Commission operates. This involved evaluating the political, economic, social as well as the technological and environmental factors that exist both within and external to the sector. In the same vein, an assessment of the Commission's capacities and capabilities was conducted using a SWOT analysis.

2. A review of the performance of the Commission, under previous plans was conducted taking cognizance of the gains made, challenges experienced as well as to identify areas of focus for the future in line with the new mandate as well as developments in the sector.

3. Strategic planning workshops were then held for the Top Management Team under the guidance of a team of consultants from the Balanced Score Card Institute- East Africa leading to the development of the Commission's new Vision, Mission and core values using the Balanced Score Card (BSC) methodology.

4. The new Vision, Mission and Core values were then presented to staff of the Commission for review, validation and subsequent adoption after incorporation of their input.

5. Development of clearly defined strategic dimensions and performance perspectives was done. Strategic Objectives to guide the implementation of the strategy were further developed.

6. A Monitoring and Evaluation Framework with performance measures and targets for the next five years was further developed.

7. Flagship initiatives/ projects were identified for implementation that are expected to transform the institution towards its goals.
2. SITUATION ANALYSIS

The situation analysis provides the basis for which the need to refocus the strategy was premised. In conducting the situation analysis, an evaluation of the Commission’s performance was conducted in line with the previous strategic plan. Further to this, an assessment of the operational context of the Commission was conducted, taking into consideration external and internal factors.

2.1 Performance of the Commission under the previous Plans
The Commission’s strategic Plan for FY 2013/14 to 2017/18 was hinged on five (05) major objectives, whose achievement would propel the realization of the Plan’s vision and in turn, promote the growth of the communications sector. Key achievements include;
Table 1: Summary of UCC Performance under the previous Strategic Plan

<table>
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<tr>
<th>CORPORATE OBJECTIVES</th>
<th>ACHIEVEMENTS</th>
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| SO1: Enhance nationwide reach and usage of relevant communication services through informed regulatory interventions | - Facilitated infrastructure roll out in un-served and underserved areas through establishment of school ICT laboratory in Government secondary schools, Universities and Tertiary Institutions  
- In its efforts to promote the provision of universal postal services, UCC provided financial and technical support to the National Post Code and Addressing System pilot project in Entebbe  
- In preparing the country for the migration from Analogue to Digital Terrestrial Television Broadcasting, the installation of Digital Terrestrial Television (DTT) infrastructure at Kololo Hill to cover the Greater Kampala Region, was completed, resulting in the existence of DTT signal over the greater Kampala region that comprises over 70% national television viewership.  
- Development of minimum specifications for Set Top Boxes (STB)  
- Modification of ITU GE 06 digital broadcasting plan  
- Adoption of DVB/T2 /MPEG 4 as DTT broadcasting standards  
- Establishment of a communications industry working group on infrastructure  
- Partnered with broadcasters in the development and implementation of the local content quotas for the broadcasting industry which are geared at promoting the development of local content for the broadcasting and film industry  
- Promoted development of local ICT solutions and products through implementation of initiatives like; ACIA, ISI and Research Support  
- Embarked on the review of the UCC Regulations 2005 and development of the UCC Regulations 2013 |

| SO2: Optimize utilization of spectrum | - Ensured utilization of spectrum according to authorization conditions through the compliance monitoring and enforcement  
- Re-planning of the ITU GE06 digital broadcasting plan to facilitate analogue to digital migration and associated coordination with neighbouring countries  
- Reviewed the FM broadcasting band plan to optimize use of frequencies with the band  
- Studied and made recommendations for possible deployment of TV white spaces on a pilot basis  
- Enhanced the spectrum monitoring capacity through upgrade, acquisition and installation of additional fixed and mobile radio monitoring stations |

| SO3: Foster fair competition within the communications sector through appropriate regulation | - Developed and issued guidelines to streamline interconnection between PSPs and MVNOs resulting in the lowering of barriers to entry  
- Undertook pre-launch tariff reviews to ensure that they are consistent, fair, reasonable and non-discriminatory  
- Conducted an in-depth Long Run Incremental Costing (LRIC) exercise that resulted in the issuance of reference interconnection rates for the industry  
- Embarked on a study on market definition and assessment |
The progress in the implementation of the Plan was however affected by various challenges including:

1) The lengthy process for review and development of UCC Regulations to operationalize the Uganda Communications Act 2013, hence impacting the responsiveness of UCC.

2) The slow pace of policy and legal review, which is not in tandem with the dynamism of the sector,

3) Monopolies created by Policy in Signal Distribution of Digital Terrestrial TV

4) Inadequate funds for a number of planned activities

2.2 The Macro Environment of the Commission

The performance of the Commission is greatly influenced by the external environment in which it operates. The Commission therefore recognizes the need to study the key factor that comprise its external environment i.e. political, economic, social, technological, legal and environmental; with a view of harnessing the opportunities that they present as well as developing mitigation mechanisms for the risks that arise.
2.2.1. PESTLE Analysis

a) Political
The Government of Uganda (GoU) recognizes the important role played by ICTs in the social economic development of the country. It is for this reason that ICTs have been recognized as one of the primary pillars of growth in the National Development Plan (2010/11 -14/15). Under this Plan, Government’s priorities with regard to ICTs have been highlighted as follows;

i. Enhancing country wide access to quality, affordable and equitable ICT services through development of ICT infrastructure and
ii. Enhancing the use and application of ICT services in business and service delivery.

In its long term plans, government further seeks to attain her Vision 2040 through harnessing ICT as one of the primary growth drivers. It is envisaged that this will be achieved through promoting the use of ICT in business and as a business and encouraging innovation and development.

ICT has further featured prominently in the President’s State of the Nation Address, the manifesto of the ruling NRM Party as well as under the Presidential Investors Round Table (PIRT) - a forum where the government and private sector meet to identify solutions to the country’s investment environment. The political recognition and support accorded to ICT is expected to continue due to its recognized role as a catalyst for socio-economic growth and development.

b) Economic
Uganda's economy has been growing at an average of 5.35% over the last five years. This growth has largely been driven by the service industry (6.42%), industry (5.86%) and agriculture (1.44%). During the same period, inflation has declined to 5.5% in 2013/14 from 19% registered in 2011. Projections from the Uganda Bureau of Statistics indicate that the declining trend will continue. The exchange rate has continued to depreciate with the annual average exchange rate at Ugx 2,538.3 in FY 2013/14 compared to Ugx 2,028.8. The depreciating shilling has significantly affected the cost of doing business in the country, given that most of the inputs are imported.

Investments in the ICT sector are affected by the same fundamentals that drive the investment climate in the country. Over the last five years, levels of investment have been fluctuating, with the telecommunications industry accounting for the greater share of investment. Investment in the sector have been focused on maintenance and expansion of operators’ networks to meet the growing demand for services and address the need to adopt new technologies. The sector is one of the leading
contributors to the national treasury and as such has attracted new sector specific taxes along the years. There is need to attract and maintain investments in the sector to support delivery of quality services to consumers; to enable value addition and innovation, as well as to foster healthy competition within the sector.

c) Social
Uganda's current population is estimated at 35 million people and is projected to grow at an annual rate of 3.03% as reported by the Uganda Bureau of Statistics. It is further reported that 78 percent of this population is below 30 years of age, while the proportion of the poor population has reduced from 31 percent in 2005/06 to 25 percent in 2009/10. The young population is dynamic and technologically savvy hence demand for existing and new service offerings is expected to grow. On the other hand, Uganda’s per capita consumption expenditure rose by 7.3 percent in real terms as per 2011/12. Transport and communication accounted for 9% of the consumption expenditure.

The use of communication services has grown over the years with adoption in both social and economic sectors of the economy. Telecommunications subscriptions have grown to 16.87 Million compared with 9.67 Million in 2008/09 and have mainly been driven by the highly competitive mobile segment that accounts for 98% of the total subscribers. Operators also report an increase in internet users to approximately 6.8 million users as per June 2013 with Mobile connectivity as the preferred access option with approximately 3.45 million active accounts compared to approximately 98,500 fixed internet accounts as of June 2013. Value added Services, especially mobile money...
have transformed the way Ugandans interact and conduct businesses. The number of mobile registered users has grown from 2.8 million in 2011 to 12.1 million in 2013. This has enabled the unbanked population to access financial services.

Broadcasting services are the most widely consumed communications services in Uganda, with 100% radio signal coverage at sub-county level. Television services on the other hand remain predominantly in the urban and peri-urban areas of the country, particularly due to coverage and cost of access. This has been extensively used for information dissemination and entertainment purposes. Demand for the traditional postal services is on the decline, while that of the courier industry is increasing, especially in the trade and commerce industry. This increase is on account of the growth in e-commerce.

Sustainable growth in demand for communications services needs to be stimulated through ensuring affordability, quality and access to the various communication services.

d) Technological
The Communications sector is dynamic in nature. There is constant evolving of technologies to meet the ever changing demand of consumers. The sector is still faced with slow pace of adoption of new technologies to ensure efficient delivery of services. The convergence of technologies being witnessed presents a regulatory challenge as well. Convergence allows both previously separate industries and entirely new sectors to compete in the same newly expanded market space. This transition has implications on existing business models, platforms, content, and devices, together with the regulatory environments that support investment in and consumption of them. Regulation is therefore required to evolve so as to create a level playing field that supports the growth of the sector, amidst the changes that are taking place.

Communications resources are finite, yet there is need to meet the growing demand for services. As such, initiatives geared towards efficient utilization of these resources are being promoted globally. Within the Broadcasting Industry, Uganda has embarked on the migration of broadcasting from Analogue to Digital Terrestrial Television Broadcasting, in line with the ITU GEO6 agreement. This migration is expected to present numerous benefits to the industry and consumers that include; efficient utilization of spectrum resources, increased variety and improved quality of broadcasting services among others. Other areas of importance in the near future include; digitization of content, privacy and access to information, merging of telecom and broadcasting industries, evolution of the traditional postal industry through integration of technology and the growth of e-commerce, among others.
e) Legal
The Uganda Communications Act no. 1 of 2013 established the legal merger of the Uganda Communications Commission and the Broadcasting Council as at 18 January 2013 i.e. a consolidation of the Electronic Media Act, Cap 104 and the Uganda Communications Act, Cap 106. It provides for the regulation of telecommunications, data communication, radio communications, postal communications and broadcasting. It is also introduced new areas that include; licensing operations of cinematograph theatres and video or film libraries in Uganda, value added services, content management, among others.
Other existing policy, legal and regulatory instruments include:

- The Stage Plays and Public Entertainment Act CAP 49
- RCDF Regulations
- UICT Statutory Instrument 79 of 2005
- University & Other Tertiary Institutions Act 7 of 2001
- National Broadcasting Policy 2008
- Electronic Waste Management Policy 2012
- Digital Migration Policy 2011
- National ICT Policy 2013

The realization of the convergence of the regulation of communications and broadcasting under the Uganda Communications Act, 2013 presents a number of opportunities but also comes with its challenges such as regulating value added services and the establishment of an appropriate regulatory regime to facilitate the harnessing of the benefits of the global convergence of these two industries among others. Further to this, the rapid pace of change in the technology and business setup requires an increase in the pace of development of the requisite policy and regulatory framework so as to be able to support growth in the sector.

f) Environmental
There is growing global recognition of a linkage of ICTs and the environment in terms of contribution of ICTs to climate change as well as ICTs as a tool in climate change mitigation and response. This is starting to be mirrored at the national level with interventions such as those aimed at improving e-waste management and promotion of the use of energy efficient technologies despite the low levels of implementation. The sector, however, continues to grapple with dumping of obsolete equipment as well as importation of substandard equipment that has an impact on quality of service and wellbeing of consumers.
There are also fears regarding health risks from communications installations such as masts (or specifically the base stations). However, to date, the various studies and assessments so far carried out regarding the probable health risks have not produced conclusive evidence to support these fears. While research into this continues, the Commission has made provisions to minimize any risks. There is need, however, to continue to review the sufficiency of these provisions and monitor compliance to set conditions.

### 2.3 Analysis of UCC Micro Environment (SWOT)

#### Table 2: UCC SWOT Analysis

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<tr>
<th>Strengths</th>
<th>Weaknesses</th>
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<tbody>
<tr>
<td>1. Young and skilled workforce</td>
<td>1. Manual processes within the Commission</td>
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<td>2. Relevant Regulatory tools and equipment</td>
<td>2. Limited prioritizations of initiatives</td>
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<tr>
<td>3. Strong relationship with stakeholders in the sector</td>
<td>3. Lengthy implementation of critical projects</td>
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<td>4. Strong partnerships with international players in the ICT sector</td>
<td>4. Slow pace of adaptation to changing environment</td>
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<td>5. Increased presence in the regions through 4 regional offices</td>
<td>5. Insufficient equipment to conduct regulatory activities</td>
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<td>6. Low levels of engagement with the public</td>
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<td>7. Low levels of team work in the Commission</td>
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<tr>
<th>Opportunities</th>
<th>Threats</th>
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<tr>
<td>1. Full Government support and recognition in National Development Plans</td>
<td>1. Mandate Creep</td>
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<td>2. Vibrant Communications market</td>
<td>2. Low levels of compliance in the sector</td>
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<tr>
<td>3. Increasing levels of research and innovation</td>
<td>3. Limited financial resources</td>
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<td>4. Youthful Population,</td>
<td>4. Low levels of ICT literacy in the country</td>
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<tr>
<td>5. Increased opportunities for collaboration with sister regulators as well as regional and international bodies</td>
<td>5. Limited appreciation and integration of ICTs in government</td>
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<td>6. Collaboration with academia and industry players</td>
<td>6. High cost of communications services</td>
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<tr>
<td>7. Wider access to communications services</td>
<td>7. Limited Highly skilled ICT professions</td>
</tr>
<tr>
<td>8. Diversity of content</td>
<td>8. High cost of ICT products and services</td>
</tr>
<tr>
<td>10. Growth of E-Commerce opportunities</td>
<td>10. Slow pace of policy development</td>
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<tr>
<td>11. Wider mandate as a result of the merger of the Broadcasting Council and Uganda Communications Commission</td>
<td>11. Security of networks</td>
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</table>
2.4. UCC’s Business Case

The Commission shall continue to focus on consolidating the gains that have been made under the previous Plans as well as completing initiatives embarked on that are geared at promoting growth of the sector. The assessment highlights the need to place focus on the core clients of the Commission, who are the licensees/operators. In serving the operators, it is envisaged that an environment that promotes healthy competition will be created while encouraging delivery of quality communications services in the country. The Commission shall also seek to strengthen and widen its network of partners and stakeholders to ensure that common/mutual goals are achieved. These stakeholders shall include; Government, Ministry of ICT, Researchers & innovators, Academia, UICT, Development Partners and Civil Society among others. The following is expected to change with the implementation of the new strategic direction;

a) Compliance levels by all operators  
b) Our reputation as a model regulator  
c) Improved relationships with our stakeholders  
d) Visible and impactful growth of the ICT sector  
e) Delivery of services by the Commission taking into consideration completeness, timeliness and within cost  
f) Motivated, focused and engaged staff  
g) Increased influence on operators and stakeholders  
h) Better appreciation of communications services and products by consumers  
i) An attractive and highly competitive market for investors
3. STRATEGIC DIRECTION

3.1 Vision
Our shared vision is:

‘To be a world class communications regulator’

As a world class communications regulator, we strive to be an organization that is foresighted and makes informed interventions as regards implementation of the regulatory instruments. We will know that we have achieved our vision when we have the following;

- A reputable organization that is sustainable and accountable
- A responsive organization that is effectively implementing relevant regulations.
- High level of compliance in the sector
- Transparency in our operations
- High level of integrity
- High level quality of service
- High level of motivation amongst staff
- Satisfied stakeholders
- Sustainable sector growth

3.2 Mission
Our mission is:

‘To drive the development of a robust communications sector in Uganda’

As the regulator of Communications services in Uganda, We strive to spear head the development of a robust communications sector in Uganda. This shall include, ensuring existence of a conducive environment that supports sustainable investment, promoting delivery of quality communications services by operators as well as partnering with all relevant stakeholders in the promotion of the sector.
3.3 Core Values

Our core values are:

**Respect:** UCC serves its customers and stakeholders in a professional and courteous way while maintaining responsive interactions and respecting the opinions of all. This shall entail respect;
- For each other
- For others
- The environment

**Integrity:** UCC treats its customers and other stakeholders with trust, honesty, fairness and transparency in all its dealings. We commit to be;
- Honest, ethical and just in everything we do
- Focused always on doing what is right
- Transparent in our operations and taking responsibility for our actions

**Commitment:** UCC is committed to being a world class regulator by demonstrating, determination and dedication to our work even in difficult situations

**Excellence:** UCC promotes a results oriented culture through professionalism by ensuring high compliance levels, minimizing turnaround time and exceeding expectations. This will entail;
- Striving to attain the highest professional performance
- Setting high behavioral standards and keeping them
- Innovativeness and focus on quality results

3.4 Strategic Dimensions

The Commission identified four performance dimensions or perspectives through which its strategy would be implemented. These perspectives include;

I. **Stakeholder:** under stakeholder, the Commission strives to establish how well it satisfies the needs of its stakeholders

II. **Stewardship:** in this perspective, the Commission strives to manage her resources to maximize value and effectiveness of our mission

III. **Business process:** the Commission looks at which business processes it must excel in order to satisfy the needs of our customers and stakeholders.

IV. **Organizational capacity:** focus is placed on what capacities the Commission must have and improve to excel in our business processes and meet the needs of our stakeholders
3.5 Strategic Objectives
The Commission has identified the following objectives to guide its journey towards attaining its vision over the planned period. It is envisaged that the expected results will be attained at the end of the plan period, as highlighted in figure 4, below;

**UCC ORGANIZATION - WIDE MAP**

<table>
<thead>
<tr>
<th>Stakeholders</th>
<th>Increase Compliance</th>
<th>Increase Ease of Doing Business</th>
</tr>
</thead>
<tbody>
<tr>
<td>Stewardship</td>
<td></td>
<td>Improve Resource Utilization</td>
</tr>
<tr>
<td>Business Process</td>
<td>Improve Stakeholder Engagement</td>
<td>Improve Regulatory Services</td>
</tr>
<tr>
<td>Organizational Capacity</td>
<td>Improve Tools &amp; Technology</td>
<td>Improve Staff Skills</td>
</tr>
</tbody>
</table>

Figure 4: UCC Objectives Map
A detailed description of the strategic objectives and the expected outcomes are highlighted in *Table 3 below.*

<table>
<thead>
<tr>
<th>Perspective</th>
<th>Objective</th>
<th>Description</th>
<th>Expected Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Stakeholder</strong></td>
<td>Ease of doing business</td>
<td>This means that we understand and are responding to the needs of the operators in a timely manner. It includes being predictable, transparent and consistent in our decisions and actions.</td>
<td>Customers say that we are proactive, responsive and dependable regulator.</td>
</tr>
<tr>
<td></td>
<td>Increase compliance</td>
<td>This entails operators meeting the set technical standards, the license obligations and Commission directives. It also involves operators adhering to the Communications acts, UCC regulations and other applicable laws and policies.</td>
<td>Total Compliance in the Communications Sector</td>
</tr>
<tr>
<td><strong>Stewardship</strong></td>
<td>Improve Resource Utilization</td>
<td>This will entail: • prudent planning, • collection, • allocation and • application/ use of resources (financial, spectrum, numbers and other assets)</td>
<td>Minimal wastage of Commission resources including spectrum.</td>
</tr>
<tr>
<td><strong>Business Process</strong></td>
<td>Improve Regulatory Services</td>
<td>This entails development of regulations and guidelines. • It also includes defining processes for licensing, enforcement, monitoring, setting standards in order to minimize turn-around-time. • It also involves research and development to ensure UCC is moving in tandem/well placed to effectively regulate the evolving technologies and business models.</td>
<td>We are delivering effective and responsive services in a timely manner.</td>
</tr>
<tr>
<td></td>
<td>Improve Stakeholder Engagement</td>
<td>This means building trust based relationships with stakeholders. • It includes being credible, accountable, transparent and cognizant of stakeholder interests. • It also includes regular communication, involvement of stakeholders in our activities and consultation on key issues.</td>
<td>We have shared positions with our stakeholders to support UCC initiatives.</td>
</tr>
<tr>
<td><strong>Organizational Capacity</strong></td>
<td>Improve Tools &amp; Technology</td>
<td>This entails adoption of relevant, efficient, user friendly and secure technologies to enable the commission’s business processes. This also entails developing staff abilities to use the adopted technologies.</td>
<td>Fully automated business processes using integrated, secure and reliable systems.</td>
</tr>
<tr>
<td></td>
<td>Improve Staff Competence</td>
<td>This entails attracting, developing and retaining staff with relevant knowledge, skills and attitude.</td>
<td>A proficient and versatile work force that executes organizational goals.</td>
</tr>
<tr>
<td></td>
<td>Improve Work Environment</td>
<td>This entails having highly motivated and engaged staff that are results oriented and are committed to achieving organization objectives and are living the Commission values. Leadership that is committed to promoting work-life balance in a safe and conducive work environment.</td>
<td>An improved work environment where staff are highly motivated and result oriented.</td>
</tr>
</tbody>
</table>
### 3.6 Strategic Initiatives

In order to operationalize the Commission’s strategy, key initiatives were identified. These initiatives comprise key projects that the Commission will undertake to realize its objectives as it implements the Plan.

#### Table 4: UCC Strategic Initiatives

<table>
<thead>
<tr>
<th>Objective</th>
<th>Initiative</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Ease of doing business</td>
<td>• Implement a system to manage relationships with operators</td>
</tr>
<tr>
<td></td>
<td>• Develop practice of regulatory impact analysis and post implementation analysis</td>
</tr>
<tr>
<td>2 Increase compliance</td>
<td>• Automate Report/data submission - Interface UCC with Operator systems for real-time reporting.</td>
</tr>
<tr>
<td></td>
<td>• Review penalties and fines in the regulations</td>
</tr>
<tr>
<td></td>
<td>• Review organization structure to enhance the compliance and enforcement processes</td>
</tr>
<tr>
<td></td>
<td>• Review the regulation to effectively manage market concentration and abuse of dominance</td>
</tr>
<tr>
<td>3 Improve Resource Utilization</td>
<td>• Align budgeting to operational and strategic plans</td>
</tr>
<tr>
<td></td>
<td>• Recover and reassign un-utilized spectrum</td>
</tr>
<tr>
<td>4 Improve Regulatory Services</td>
<td>Process mapping and bottleneck analysis</td>
</tr>
<tr>
<td>5 Improve Stakeholder Engagement</td>
<td>• Develop a stakeholder engagement and communications plan.</td>
</tr>
<tr>
<td></td>
<td>• Develop a stakeholder engagement map and matrix.</td>
</tr>
<tr>
<td>6 Improve Tools &amp; Technology</td>
<td>Acquire and implement a new ERP (an integrated management information system)</td>
</tr>
<tr>
<td>7 Improve Staff Competence</td>
<td>Design and implement a robust competence assessment system</td>
</tr>
<tr>
<td>8 Improve Work Environment</td>
<td>• Develop and implement a staff engagement program</td>
</tr>
<tr>
<td></td>
<td>• Develop a talent management and retention programme</td>
</tr>
</tbody>
</table>
4. IMPLEMENTATION OF THE STRATEGY

4.1 Resources Required

4.1.1 Financial and Physical Resources
The implementation of the Strategic Plan will be dependent on the availability of financial resources. The Commission will draw on its various sources of revenue to ensure that the activities under the plan are implemented. Annual business plans will be drawn that are aligned to the Plan and resources accordingly provided to through the Annual Budgets.

4.1.2 Human Resources
In order for this plan to be implemented, the requisite staffing levels should be in place. This includes numbers, skills, competencies and attitudes. Continuous review of the business needs versus staffing levels shall be conducted and interventions implemented to address any challenges. The Commission shall continuously assess capacity building requirements given the dynamic environment and implement initiatives required to enhance the capacity of her staff. The Commission will further provide a conducive environment to staff including a competitive retention package for skilled staff.

4.2 Risks and Key Success Factors
The following risks were identified, that need to be taken into account when implementing the Strategic Plan. These include;

- Slow pace of policy development to support regulatory reforms
- The Commission’s ability to adapt to the rapid pace of technological developments
- Slow pace of uptake of communications services
- The Commission has further identified the following successful factors which it will ride on to ensure that it achieves the objectives in the Plan. These include;

  - Wide network of stakeholders (both local and international) with a shared vision of promoting growth in the Communications sector
  - Political support
  - Knowledgeable and skilled staff
  - Stable regulatory environment
  - Clear communication, understanding and buy-in of the Strategy by all staff and stakeholders to ensure collective ownership and implementation of the strategy;
  - Ability to track technological advancements in the industry
  - Stable macroeconomic environment
5. MONITORING AND EVALUATION FRAMEWORK

Implementation of the Strategy will be informed by the Monitoring and Evaluation framework, which includes strategic results, performance measures and annual targets for each objective. The Strategy and Business Planning Unit, on behalf of management shall regularly monitor progress being made, by the Commission in the implementation of the Plan.

Periodic reports shall be developed on quarterly and Annual Basis, to inform management and stakeholders on the progress being made in the implementation of the Plan. A midterm review of the performance of the Commission shall be conducted in the 3rd year, to further evaluate progress towards the overall goals as well as address any emerging issues that may have arisen in the course of the Plan implementation.

The Mid Term Review will assess the continued relevance of the Plan and further agree on the changes to strategy and initiatives. At the end of the Plan Period, a Terminal Review and ex-post evaluation shall be conducted. The Achievements garnered, lessons learnt and challenges experienced shall be documented.
Table 5: UCC Strategic Plan Annual Targets

<table>
<thead>
<tr>
<th>Objective</th>
<th>Performance Result</th>
<th>Performance Measure</th>
<th>Targets</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Yr1  Yr2 Yr3 Yr4 Yr5</td>
</tr>
<tr>
<td>Ease of doing business</td>
<td>Our regulatory instruments are current</td>
<td>Operator satisfaction score</td>
<td>60% 70% 75% 80% 85%</td>
</tr>
<tr>
<td>Increase compliance</td>
<td>Operators conform to regulatory instrument</td>
<td>% of Sector Compliance</td>
<td>50% 70% 80% 90% 100%</td>
</tr>
<tr>
<td>Improve Resource Utilization</td>
<td>Resources are utilized for the intended purpose</td>
<td>• Operational Cost Savings</td>
<td>10% 100% 20% 25% 30% 40%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• % of assigned spectrum in use</td>
<td></td>
</tr>
<tr>
<td>Improve Regulatory Services</td>
<td>Our services are delivered within specification</td>
<td>% Compliance to Service Charter (Business processes)</td>
<td>70% 85% 90% 95% 100%</td>
</tr>
<tr>
<td>Improve Stakeholder Engagement</td>
<td>We are working with stakeholders in the implementation of our initiatives.</td>
<td>UCC jointly implemented Initiatives (% implementation of planned initiatives)</td>
<td>55% 60% 65% 70% 80%</td>
</tr>
<tr>
<td>Improve Tools &amp; Technology</td>
<td>Our business processes are highly automated and integrated</td>
<td>% of Automated processes =</td>
<td>50% 70% 80% 90% 100%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>(Number of Processes Automated/ Number of Processes Sanctioned for automation)*100</td>
<td></td>
</tr>
<tr>
<td>Improve Staff Competence</td>
<td>We have a highly skilled workforce</td>
<td>% of staff achieving their target outputs</td>
<td>80%</td>
</tr>
<tr>
<td>Improve Work Environment</td>
<td>Staff are happy to work for UCC</td>
<td>• Staff Satisfaction Score</td>
<td>60% 70% 75% 80% 85%</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Policy Compliance Rate</td>
<td></td>
</tr>
</tbody>
</table>

**Note:** within specification means (relevant/current & informed, practical & timely, clear & transparent/known, consistent & risk based, consultative, proportionate or minimize regulatory cost/administrative burden)
Annex I: UCC Results Map

- We are working with stakeholders in the implementation of our initiatives
- We have a highly skilled workforce
- Our regulatory instruments are covered
- Resources are utilized for the intended purpose
- Operators conform to regulatory instruments
- Our business processes are highly automated and integrated
- Our services are delivered within specifications
- Staff are happy to work for UCC
## Annex II: UCC Tier 1 Scorecard

<table>
<thead>
<tr>
<th>OBJECTIVES</th>
<th>Commentary</th>
<th>PERFORMANCE MEASURES</th>
<th>TARGETS</th>
<th>CORPORATE LEVEL INITIATIVES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Ease of Doing Business</strong></td>
<td><strong>Description:</strong> This means that we understand and are responding to the needs of the operators in a timely manner. It includes being predictable, transparent and consistent in our decisions and actions.</td>
<td>• Operator satisfaction score with the regulatory system, burdens, regulations, and impact of regulation (the degree of unnecessary information obligations, costs related to compliance with regulations, the legislation and rules, awareness of burden reduction initiatives, and the user friendliness of procedures)</td>
<td>• Yr 1 - 60%</td>
<td>Implement a system to manage relationships with operators</td>
</tr>
<tr>
<td></td>
<td><strong>Outcome:</strong> Customers say that we are proactive, responsive and dependable regulator.</td>
<td></td>
<td>• Yr 2 - 70%</td>
<td>Develop practice of regulatory impact analysis and post implementation analysis</td>
</tr>
<tr>
<td></td>
<td><strong>Performance result:</strong> Our regulatory instruments are current</td>
<td></td>
<td>• Yr 3 - 75%</td>
<td></td>
</tr>
<tr>
<td><strong>Increase compliance</strong></td>
<td><strong>Description:</strong> This entails operators meeting the set technical standards, the license obligations and Commission directives. It also involves operators adhering to the Communications acts, UCC regulations and other applicable laws and policies.</td>
<td>• % of Sector Compliance</td>
<td>• 100% of standards met</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Outcome:</strong> Total compliance in the communications sector.</td>
<td></td>
<td>• Yr1 -50%, Yr2 -70%, Yr3 -80%, Yr4 -90%, Yr5 -100%</td>
<td></td>
</tr>
<tr>
<td></td>
<td><strong>Performance result:</strong> Operators conform to regulatory instruments</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Perspective:</strong> Stakeholder</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Improve Resource Utilization</strong></td>
<td><strong>Description:</strong> This will entail prudent planning, collection, allocation and application/use of resources (financial, spectrum, numbers and other assets).</td>
<td>Operational Cost Savings</td>
<td>• Yr 1 -10%</td>
<td>Align budgeting to operational and strategic plans</td>
</tr>
<tr>
<td></td>
<td><strong>Outcome:</strong> Minimal wastage of Commission resources including spectrum</td>
<td>% of assigned spectrum in use</td>
<td>• Yr2 - 20%, Yr3 - 25%, Yr4 - 30%, Yr5 - 40%, 100% (Yr1)</td>
<td>Recover and reassign un-utilized spectrum</td>
</tr>
<tr>
<td></td>
<td><strong>Performance result:</strong> Resources are utilized for the intended purpose</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Perspective:</strong> Stewardship</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## OBJECTIVES

<table>
<thead>
<tr>
<th>Perspective: Business Processes</th>
</tr>
</thead>
<tbody>
<tr>
<td>Improve Regulatory Services</td>
</tr>
<tr>
<td><strong>Description:</strong> This entails development of regulations and guidelines. It also includes defining processes for licensing, enforcement, monitoring, setting standards in order to minimize turn-around-time. It also involves research and development to ensure UCC is moving in tandem/well placed to effectively regulate the evolving technologies and business models.</td>
</tr>
<tr>
<td><strong>Outcome:</strong> We are delivering effective and responsive services in a timely manner.</td>
</tr>
<tr>
<td><strong>Performance result:</strong> Our services are delivered within specification (i.e. relevant/current &amp; informed, practical &amp; timely, clear &amp; transparent/known, consistent &amp; risk based, consultative, proportionate or minimize regulatory cost/administrative burden)</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Improve Stakeholder Engagement</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Description:</strong> This means building trust based relationships with stakeholders. It includes being credible, accountable, transparent and cognizant of stakeholder interests. It also includes regular communication, involvement of stakeholders in our activities and consultation on key issues.</td>
</tr>
<tr>
<td><strong>Outcome:</strong> We have shared positions with our stakeholders to support UCC initiatives.</td>
</tr>
<tr>
<td><strong>Performance result:</strong> We are working with stakeholders in the implementation of our initiatives.</td>
</tr>
</tbody>
</table>

## PERFORMANCE MEASURES

<table>
<thead>
<tr>
<th>Performance Measures</th>
</tr>
</thead>
<tbody>
<tr>
<td>% Compliance to Service Charter (Business processes)</td>
</tr>
</tbody>
</table>

## TARGETS

<table>
<thead>
<tr>
<th>Yr</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
</tr>
<tr>
<td>2</td>
</tr>
<tr>
<td>3</td>
</tr>
<tr>
<td>4</td>
</tr>
<tr>
<td>5</td>
</tr>
</tbody>
</table>

## CORPORATE LEVEL INITIATIVES

- Process mapping and bottleneck analysis
- Develop a stakeholder engagement and communications plan
- Develop a stakeholder engagement map and matrix
## OBJECTIVES

<table>
<thead>
<tr>
<th>Description</th>
<th>Commentary</th>
<th>PERFORMANCE MEASURES</th>
<th>TARGETS</th>
<th>CORPORATE LEVEL INITIATIVES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Perspective:</strong> Organizational Capacity</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
| Improve Tools & Technology | **Description:** This entails adoption of relevant, efficient, user friendly and secure technologies to enable the commission’s business processes. This also entails developing staff abilities to use the adopted technologies. | • % of Automated processes = (Number of Processes Automated/ Number of Processes Sanctioned for automation) * 100 | • Yr1: 50  
• Yr2: 70,  
• Yr3: 80,  
• Yr4: 90,  
• Yr5: 100% | Acquire and implement a new ERP (an integrated management information system) |
| Improve Staff Competence | **Description:** This entails attracting, developing and retaining staff with relevant knowledge, skills and attitude. | • % of staff achieving their target outputs | • 80% of staff | Design and implement a robust competence assessment system |
| Improve Work Environment | **Description:** This entails having highly motivated and engaged staff that are results oriented and are committed to achieving organization objectives and are living the Commission values. Leadership that is committed to promoting work-life balance in a safe and conducive work environment. | Staff Satisfaction Score  
• Yr1: 60%,  
• Yr2: 70%,  
• Yr3: 75%,  
• Yr4: 80%,  
• Yr5: 85%,  
Policy Compliance Rate  
• 100% | Develop and implement a staff engagement program  
Develop a talent management and retention programme |