



RFA

Road Fund Administration

Funding roads, steering growth.

RFA Integrated **Strategic Business Plan**

Period 2019 - 2024



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RFA Strategic Scorecard



PREAMBLE

This Integrated Strategic Business Plan of the Road Fund Administration, for the period from 1 September 2019 to 31 August 2024, is prepared in terms of section 21 of the Road Fund Administration Act, 1999 (Act 18 of 1999) and section 13 of the Public Enterprises Governance Act, 2019 (Act 1 of 2019). An extended scope to additionally include the information requirements in terms of clause 6 of the Governance Agreement between the Minister of Finance and the Board of Directors of the Road Fund Administration have been included.

Before finalisation and adoption of this ISBP, consultations as provided for in section 21 (5) of the Road Fund Administration Act were held with interested and affected parties (stakeholders) at a public stakeholders' meeting in November 2018 and a strategic planning retreat in June 2019. Substantial responses received at these meetings have been incorporated in this ISBP.

The ISBP is presented as a strategic roadmap for the RFA over the next five years which includes key elements pertaining to budget of revenue, including loans, and expenditure for road sector projects and programmes of which the funding is authorised by the provisions of section 17 of the Road Fund Administration Act.

Deficits have been allowed to the extent that they can be covered by Road Fund cash assets and loans, whilst surpluses have been budgeted for to replenish the Fund's cash assets and redeem loans in compliance with loan agreements.

To ensure successful implementation of the ISBP, funding has been allocated towards effective implementation thereof, which shall be continuously monitored through a robust performance management system.



ABBREVIATIONS

Term	Definition
ISBP	Integrated Strategic Business Plan in terms of Section 13 of the Public Enterprises Governance Act, 2019
MDC	Mass Distance Charge
MDCS	Mass Distance Charging System
MLTRMP	Medium- to Long-term Roads Master Plan of the Roads Authority
MWT	Ministry of Works and Transport
NaTIS	Namibian Traffic Information System
RA	Roads Authority, established by the Roads Authority Act, (Act 17 of 1999).
RA Act	Roads Authority Act, 1999 (Act 17 of 1999).
RFA	Road Fund Administration, established by the Road Fund Administration Act, (Act 18 of 1999).
RFA Act	Road Fund Administration Act, 1999 (Act 18 of 1999)
RUCS	Road User Charging System
ARMFA	African Road Maintenance Funds Association
WBCG	Walvis Bay Corridor Group
NCCI	Namibia Chamber of Commerce and Industry

EXECUTIVE SUMMARY

The Road Fund Administration Act, 1999 (Act 18 of 1999, hereinafter referred to as the “RFA Act”), envisaged that the RFA should regulate funding to the road sector according to a Government policy of full cost recovery from road users, for the economically justified road sector projects and programmes as defined in the Act. Such regulatory function was to be performed by managing the road user charging system.

The Integrated Strategic Business Plan (ISBP) accordingly sets out the strategic intent and the strategic imperatives of the RFA over the next five years, to ensure business sustainability and sound governance against a challenging macro-economic backdrop. To this end, the RFA's strategic intent is to be the best cost road maintenance fund, maintaining the highest quality road network at the most affordable cost in Africa, thereby supporting the national logistics hub strategy as articulated in Vision 2030, Fifth National Development Plan and Harambee Prosperity Plan. This will be achieved by focusing on three overarching strategic themes; **(i)** Stakeholder Synergy, **(ii)** Innovation, and **(iii)** Organisational Sustainability; and five strategic goals (5G) namely:

- **Governance**
- **Satisfaction**
- **Innovation**
- **Funding**
- **Performance**

The strategic goals translate into seven objectives, which in turn cascade to the Strategic Scorecard, which aligns staff performance. Funding of N\$ 204,312,815 has been allocated for the effective execution of the strategic plan over the next five years. This is in line with the RFA core mandate: *“To manage Namibia’s road user charging system to provide optimum funding for an equitable, safe and economically efficient road sector, for the benefit of road users.”*

Additional revenue streams are required to improve funding towards road maintenance and rehabilitation, whilst more efficient internal business processes and reduced operational costs are required. These collective efforts will bridge the current funding gap between economic efficiency and the level of road user charges. This will enable RFA to deploy strategic resources and leverage key partnerships through various channels, in order to remain the best cost-efficient service provider, thereby ensuring value for money for all road users.

01. INTRODUCTION

1.1 Mandate

The Road Fund Administration (RFA) was established by the Road Fund Administration Act, 1999 (Act 18 of 1999, hereafter referred to as “the RFA Act”). Its statutory object is “to manage the road user charging system in such a manner as to secure and allocate sufficient funding for the payment of expenditure as contemplated in section 17(1), with a view to achieving a safe and efficient road sector.”

- The RFA is responsible for determining the amount of funding required to achieve a safe and efficient road sector.
- The RFA is responsible for setting the rates of road user charges and collecting road user charges.
- The RFA is required to publish the road user charges by means of public notices in the Government Gazette.
- The RFA must manage the Road Fund in accordance with generally accepted accounting principles.

1.2 Vision Statement

To be the global leader in sustainable road infrastructure funding and management, contributing to national development goals.

1.3 Mission Statement

To manage Namibia’s road user charging system to provide optimum funding for an equitable, safe and economically efficient road sector, for the benefit of road users.

1.4 Core Values

The RFA core values provide the framework which enables the RFA to execute its mission (mandate) whilst driving towards its vision. They are the principles that govern RFA employee behaviour as they work with one another, the government, customers and all other road sector stakeholders.

Table 1: RFA Core Values [#SHINE]

Value	Definition
S ervice Excellence	We embrace the highest possible performance standards to delight our stakeholders
H onour	We account for our decisions and actions as stewards of RFA
I ntegrity	We inspire trust through honesty, transparency and ethical dealings
I nnovation	We pursue creative ways to deliver on our mandate
E mpowerment	We embrace diversity, equity and life-long learning. Therefore, we empower ourselves and the stakeholders that we serve

1.5 Governance Framework

The governance, legal and compliance framework has been established to ensure that the RFA is managed to ensure that the overall legal risk is minimised. Various statutory compliance functions were identified according to a risk matrix rating the compliance matters from high to low. This risk matrix has been elevated to the Audit, Investment, Risk and Compliance Committee of the Board for mandatory monitoring and evaluation purposes. This enables the RFA to proactively manage high risk compliance issues.

From a governance perspective, the RFA has adopted the NamCode as its governance framework. In order to aid the implementation of the NamCode, an assessment was made with regards to the state of governance within the RFA. The implementation matrix was implemented and is regularly tracked, focusing on those areas in which the RFA is not yet fully compliant and which are of risk to the institution, for remedial mitigation measures.

02. SITUATIONAL ANALYSIS

2.1 Strategic Performance Review

The RFA Strategic Plan 2014-2019 was reflected upon to identify the key achievements during the previous strategic period:

- Namibia rated leading nation in Africa in road infrastructure and 28th in the world, due to improved roads maintenance funding and effective roads management.
- Revenue grew with 60 percent from N\$ 1.6 billion in 2014 to N\$ 2.5 billion in 2019.
- RFA supported Government initiatives by releasing its reserve funds amounting to N\$ 320 million to pay for critical capital roads projects.
- RFA was also able to arrange, on its balance sheet, with a support of a GRN guarantee, an amount of N\$ 1.25 billion for the same purpose.
- RFA balance sheet improved: negative equity reduced from N\$ 308 million to N\$ 191 million (38% improvement from prior year), with a plan to attain positive equity in FY 2019/2020.
- RFA realigned its corporate structure to its strategic business needs with an authorised complement in excess of 146 in 2019 as opposed to a staff complement of 80 in 2014, and segregation of duties were clarified.
- RFA now operates at 20 representation points, compared to 13 in 2014.
- RFA was awarded the Gold Award for the Best Company to Work For in 2018 with a staff satisfaction rate of eighty (80) percent.
- Competitive remuneration and conditions of employment are offered with employee turnover being below 3 percent due to good levels of employee satisfaction.
- Border Post employees are provided with housing, which was a critical challenge in 2014.
- RFA has implemented a robust Enterprise Risk Management and Compliance Framework and boasts compliance to all relevant and appropriate legislation.
- RFA has embedded sound corporate governance practices in its organisational DNA.
- RFA has a stable ICT backbone and systems, and disaster recovery was successfully established.
- RFA has a strong relationship with its strategic stakeholders due to a focused stakeholder engagement strategy.
- RFA established a new, modern Head Office with adequate office space.
- RFA achieved clean External Audits over the past 5 years.
- RFA provides technical assistance to Local Authorities to assist them to manage their contracts better.
- RFA achieved a 3.8 performance score on its strategic scorecard which signifies that 90-100 percent of targets and strategic initiatives were achieved. These achievements have created a solid foundation to build another five years of superior strategy execution.

2.2 National Alignment

The RFA aligned its strategic thinking and planning process to relevant “Transport and Logistics” indicators of the Fifth National Development Plan (NDP5) as illustrated hereunder.

Desired Outcome: By 2022, Namibia has a safe, reliable, affordable and sustainable transport infrastructure, a world-class logistics hub connecting SADC to international markets.

Desired Outcome Indication and Targets

Indicator	Baseline	Targets over the NDP5 Period				
		2017/18	2018/19	2019/20	2020/21	2021/22
Km road upgraded to bitumen standards	850 (2016)	1050	1250	1450	1650	1850
Km road constructed to gravel standards	477.7 (2016)	577.7	677.7	777.7	877.7	977.7
Km road rehabilitation	28 (2016)	270.0	513.6	756.4	999.2	1242
Km road preservation (reseal)	2300 (2016)	2900	3500	4100	4400	4600
Km road preservation (re-graveling)	2000 (2016)	2960	3920	4800	5840	6800
Number of road crash fatalities per 100 000	33 (2016)	30	27	23	20	16
% of railway network complying with SADC axle load recommendation of 18.5 tonnes	48% (2016)	52%	56%	60%	65%	70%
% of locomotive availability	52% (2016)	60%	65%	70%	75%	85%
Rail as a % total transport market share	24% (2016)	25%	26%	28%	30%	30%
Port of Walvis Bay has the capacity to handle a minimum of one (1) million TEUs per annum	0.35 (2016)	0.35%	1	1	1	1
% compliance with ratified international Maritime Organisation (IMO) standards	40% (2016)	45%	55%	65%	75%	80%
% compliance rating to ICAO standards and recommended practices	68% (2016)	69%	70%	71%	73%	75%

The RFA’s mandate is, however, primarily focused on funding road rehabilitation and maintenance. It shall also explore synergies within the logistics hub model.

2.3 Stakeholder Analysis

Strategic Stakeholders	Material interests	Objectives of engagement
Roads Authority	Financial support, budget allocation, collaboration	<ul style="list-style-type: none"> - Successful projects implementation - Enforcement and accountability - Road maintenance projects and programmes
Regional and Local Authorities	Financial support, budgetary allocations	<ul style="list-style-type: none"> - Successful projects implementation and accountability
National Road Safety Council	Road safety projects and Information dissemination, financial support	<ul style="list-style-type: none"> - Safer roads
Road users	RUCs, safe and affordable use of quality roads	<ul style="list-style-type: none"> - Payment of road user charges - Compliance - To create awareness and disseminate information regarding RUCs
National, regional and international bodies, associations and federations Member of: The African Road Maintenance Funds Association (ARMFA)	Collaboration	<ul style="list-style-type: none"> - Exchange of best practices and support
Namibia Chamber of Commerce and Industry (NCCI)	Collaboration	<ul style="list-style-type: none"> - Industry collaboration - Networking on the transport industry's contribution towards economic growth
International Road Federation (IRF)	Collaboration	<ul style="list-style-type: none"> - Capacity building and information sharing
Walvis Bay Corridor Group (WBCG)	Collaboration	<ul style="list-style-type: none"> - Logistics hub synergy
Commercial banks and funding agencies	Credibility, governance, prudence	<ul style="list-style-type: none"> - Low interest loans - Grants
Ministry of Finance	Shareholder representation	<ul style="list-style-type: none"> - Approval of RUCs increase - Support and Approval of ISBP - Presentation of Annual Report and Financial Statements
Ministry of Mines and Energy	Fuel levies	<ul style="list-style-type: none"> - Implementation of Fuel Levy
Ministry of Public Enterprises	Good corporate governance and compliance	<ul style="list-style-type: none"> - Support and approval of ISBP
Ministry of Works and Transport	Road infrastructure development	<ul style="list-style-type: none"> - Logistics hub synergy
Ministry of Safety and Security / NAMPOL / Traffic Law Enforcement	Financial support, collaboration	<ul style="list-style-type: none"> - Law enforcement - Collaboration
Employees	Job security, conducive working environment	<ul style="list-style-type: none"> - Productivity and high-performance culture
Trade Unions	Collaboration on labour related matters	<ul style="list-style-type: none"> - Bargaining unit interest
Media	Transparency, access to reliable information	<ul style="list-style-type: none"> - Factual reporting and liaison - Information sharing and awareness creation

The RFA engages with a multitude of stakeholders in the execution of its mandate and is committed to its strategic objective of bringing about strong stakeholder engagement across all sectors, prioritising stakeholder trust and confidence at every opportunity. For this reason, the process of identifying and fulfilling stakeholder expectations, creating platforms and means to communicate with them is managed in a structured and methodical manner.

In alignment with NDP 5, Harambee Prosperity Plan and Vision 2030; the RFA participates at strategic fora which, among others, include: Africa Road Maintenance Funds Association (ARMFA), Namibia Chamber of Commerce and Industry (NCCI), International Road Federation (IRF), Walvis Bay Corridor Group (WBCG) and various road subsector role players.

The Board and Executive Management continue to strengthen and develop key stakeholder relations through proactive engagement activities.

The stakeholders' key issues and recommendations are listed hereunder:

- Unlocking innovation to enhance service delivery and stakeholder value;
- Creating synergy and strategic alignment in the transport sector;
- Implementation of the funding allocation model for Approved Authorities;
- Reduction of the RFA and RA administration costs;
- Focus on road preservation, more specifically the improvement of the gravel road network condition;
- Adoption of best practices and strategies from regional and international road industries;
- Alignment to the Public Procurement Act, 2015;
- Implementation of the Public Private Partnerships;
- Diversion from overreliance on the fuel levy;
- Investigation into additional revenue streams; and
- Review of the RFA funding recipients.

This afforded the organisational leadership the opportunity to share collective views, perceptions, expectations and concerns relating to the RFA's operational context. The ISBP responds to inputs obtained at the stakeholder workshop as relevant and possible.

2.4 Macro-Economic Overview

Hopes for short-term economic growth remain a distant possibility, as the economy continues to face economic headwinds, with the construction, trade and agricultural sectors contracting significantly due to suppressed consumer and business demand, fiscal-consolidation, public-procurement bottlenecks and the prevailing drought.

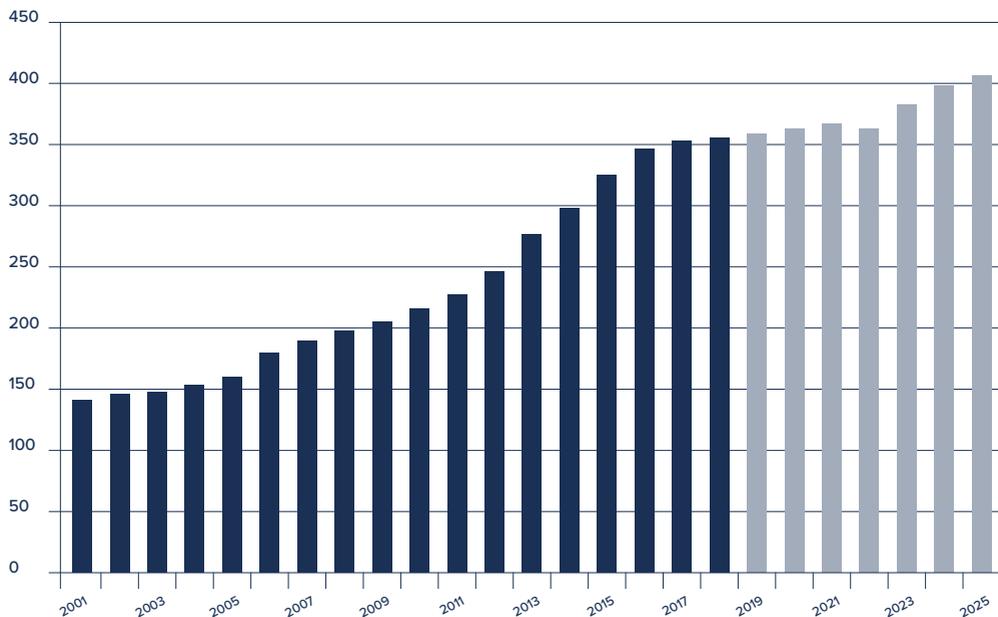
However, the medium-term outlook is a lot more positive, as construction is expected to rebound following commitments expressed by GRN for railway line rehabilitation (N\$ 3 billion), water infrastructure (N\$ 3 billion) and road construction (N\$ 2 billion) over the next 24 months. Additional support from the property market, which will receive a further N\$ 4 billion injection, as the private sector constructs 4,000 houses over the next five years. This infusion will boost consumer confidence and spur on consumer spending in this low inflation environment.

With the U.S. Fed signalling lower rates, regional central banks are expected to ease interest rates, with the Bank of Namibia expected to lower rates by 50bp in 2019. Lower interest rates would encourage consumers and businesses to upgrade their vehicles to more efficient hybrids and electric vehicles, which will accelerate the erosion of fuel levy revenues.

Therefore, vehicle population is expected to increase modestly until 2022, before accelerating to 15,000 additional vehicles per annum. At this stage, growth is still positive, as supported by lifting government expenditure and relatively high private consumption growth that triggers increased petrol demand, which consequently accelerates to grow by 27% and 11% in 2022 and 2024, respectively.

Figure 1: Vehicle Population

All Vehicle Classes



Increased construction, improved consumer confidence and lower interest rates will resuscitate economic growth to modest levels, enough to maintain the sovereign credit ratings, with Fitch maintaining its BBB- and Moody's its Ba1 negative credit ratings.

Table 2: Sub-Saharan Economic Growth Rates

	2016	2017	2018	2019	2020	2021	2022
Botswana	4.3	2.9	4.5	3.9	3.7	4.1	4.5
Ghana	3.6	8.1	6.3	6.4	6.0	6.0	5.5
Kenya	5.8	4.5	6.0	6.2	6.5	6.6	6.5
Mozambique	3.3	4.0	3.9	2.5	3.5	4.5	5.0
Namibia	0.7	-0.8	-0.1	-0.3	1.9	1.5	1.3
Nigeria	-1.5	0.5	1.9	2.3	2.5	3.0	3.0
South Africa	0.6	1.3	0.8	0.7	1.0	1.2	1.5
Zambia	3.4	3.7	3.7	2.5	3.1	3.0	3.0
World	3.4	3.8	3.6	3.3	3.6	3.6	3.6
Sub-Saharan Africa	1.4	2.9	3.0	3.5	3.7	3.7	4.0

The rest of sub-Saharan Africa is expected to enjoy robust growth, with Botswana and Zambia faring much better than Namibia and South Africa. These numbers suggest fairly good trade prospects, which are likely to spill over into Namibia as a preferred regional logistics hub.

The road sector will thus enjoy increased road usage from Botswana and Zambia as they move their copper, coal and fuel through Namibia. Increased road, rail and housing construction activity will add additional tonnage onto the road network.

Despite the economic challenges, the prognosis for the domestic road sector is positive over the next five-year period. Over the next five years, diesel demand contracts by 1.0%, petrol demand grows by 2.8% and vehicle population expands by 2.16%. The increase in vehicle population, coupled with average fuel demand, is expected to increase funding towards the achievement of a safe and efficient road sector below the 5% threshold to maintain funding levels in real terms.

2.5 PESTLE Analysis

POLITICAL

The current political stability supports socio-economic development. The national strategic imperatives support infrastructure development and trans-modal transport networks through the establishment of a logistics hub. Political assistance is however needed to establish PPPs to secure projects funding. However, social projects increase costs without revenue, whilst payment requests from shareholders impact focus on the core mandate.

ECONOMICAL

Hopes for short-term economic growth remain a distant possibility, as the economy continues to face economic headwinds, with the construction, trade and agricultural sectors contracting significantly due to suppressed consumer and business demand, fiscal-consolidation, public-procurement bottlenecks, and the prevailing drought. However, the medium-term outlook is a lot more positive, as construction is expected to rebound.

SOCIAL

The present economic distress translates into a scenario whereby critical socio-economic development initiatives must be prioritized and support mechanisms be implemented to mitigate risks associated with the potential deepening of poverty, unemployment, and the general poor health of citizens. The high accident rate in Namibia is also concerning. Increased urbanization results in a need for fewer long distance roads, which poses an opportunity.

TECHNOLOGICAL

Vehicles are more fuel efficient and electric cars are emerging, which negatively impacts fuel levy revenues. Potential new revenue streams can be explored and unlocked, i.e e-tolling, vehicle per km pricing, electronic vehicle license issuing and MDC automation. Innovative mechanisms and techniques must also be explored to reduce construction and maintenance costs. There is also a need to implement intelligent integrated road sector systems for enhancement management and funding of the road network.

LEGAL

Namibia has a well established independent judicial system supported by relevant legislation. Governance frameworks such as SADC protocols support accountability and ethical business. However, the new RFA Act needs urgent promulgation and harmonization of transport legislation needs focused attention. The Procurement Act inhibits timely commissioning of projects which impact the RFA's mandate.

ENVIRONMENTAL

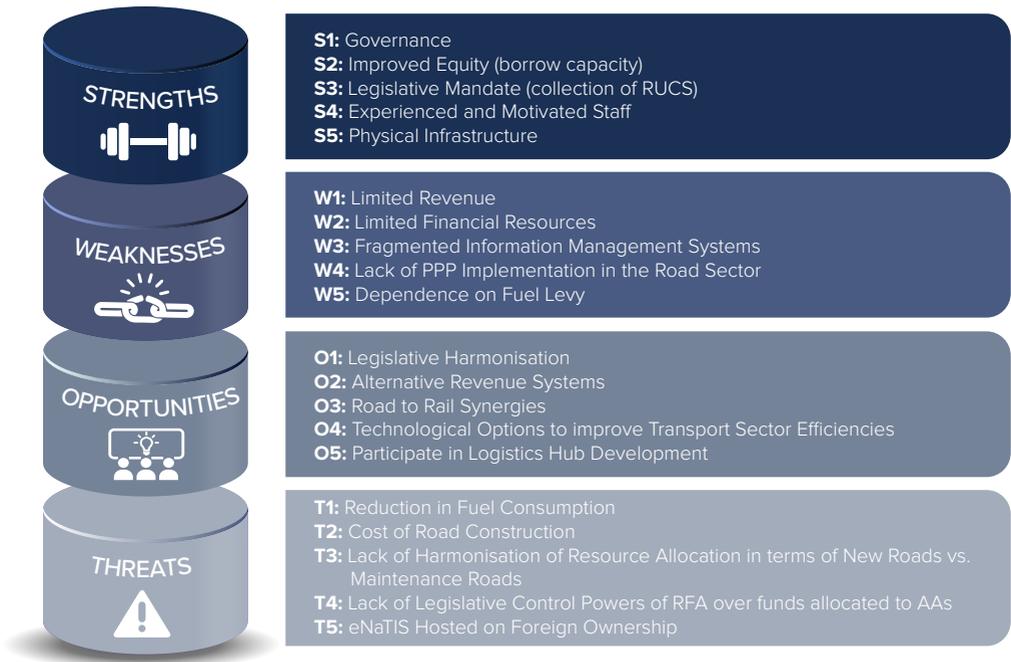
Extreme weather conditions leads to deteriorating roads. Natural resources used during construction of roads are progressively being depleted which requires innovative alternatives to traditional materials, going forward. Environmentally-friendly building materials, with a lower carbon footprint, need to be explored. Research and development in the road sector is needed.

The PESTLE Analysis shows a stable political environment, providing the policy certainty conducive for infrastructure development. Persistent economic challenges mean unemployment will remain high, however, the prognosis for the domestic road sector is positive. The increase in vehicle population, coupled with lower fuel demand, creates new opportunities to introduce distance-based road user charges (DBRUCs), which will increase funding towards the achievement of a safe and efficient road sector. This will mitigate the negative impacts of the proliferation of New Electric Vehicles (NEVs), which are set to disrupt the fuel-based revenue model. The proliferation of NEVs is advantageous for the environment as electric vehicles have zero carbon emissions. However, the damage to the environment has been done, resulting in global warming and intensified extreme weather patterns, requiring more robust road infrastructure. Therefore, a more robust legal framework is required to incorporate the complexities of the technological advancement.

Resultant trends:

- Policy stability
- Challenging economic environment
- High unemployment
- Proliferation of new electric vehicles and fuel-efficient cars
- Dated legal framework
- Increased extreme weather patterns

2.6 SWOT Analysis



Road Fund Administration SWOT Analysis 2019

The SWOT analysis reveals that the RFA has skilled staff, a strong balance sheet and robust governance structures. The introduction of alternative revenue streams creates opportunities to frontload road rehabilitation through bond financing and other means, and recoup the expenditure via these new revenue streams. However, increasing road maintenance cost and lack of legislative control increase the debt profile of debt funding in a benign economic environment.

2.7 Risk Analysis

The following tool was used to assess the probability of the risk and its impact on RFA:

Probability	Almost certain	5	5	10	15	20	25
	Likely	4	4	8	12	16	20
	Possible	3	3	6	9	12	15
	Unlikely	2	2	4	6	8	10
	Rare	1	1	2	3	4	5
			1	2	3	4	5
	Impact		Insignificant	Minor	Significant	Major	Severe

High Risk	Fundamentally undermines the ability to achieve core business/programme objectives and could lead to significant core business (mandate) impact and erosion of value – therefore needs urgent and immediate attention
Medium Risk	Potential to have an impact on the organisation and requires proactive management but presents less of an immediate priority
Low Risk	Comparatively low impact at present and does not need active management at this stage but needs to be monitored to take into account changing objectives and circumstances

POTENTIAL RISKS	RISK SCORE	IMPACT	POTENTIAL RISK MITIGATION STRATEGIES
FINANCIAL RISKS			
Liquidity and Credit Risks	6	Green	Maintain a liquidity ratio of 1:1.
Over-reliance on Fuel Levy as main source of revenue	16	Red	Diversify RUC model.
Regional Trade Agreements	9	Orange	Investigate alternative sources of revenue.
Fraud	12	Orange	Ensure ethical practices with severe consequences for transgressions.
Money Laundering	6	Green	Compliance to Financial Intelligence Act (FIA).

OPERATIONAL RISKS			
Non-adherence to Policies and Procedures	9	Orange	Entrench corporate governance and internal controls at all levels.
Outsourcing	12	Orange	Create stakeholder synergies between NaTIS and RFA.
Health, Safety and Environment (HSE)	12	Orange	Implement HSE Policy and conduct HSE Audits.
Road Assets Management	12	Orange	Strengthen road asset management framework and conduct technical audit.

REPUTATIONAL RISKS			
Compromising media coverage and poor customer service	9	Orange	Strengthen media relations and implement a Customer Service Charter.
Corruption practices	9	Orange	Implement and market Fraud Hotline.

COMPLIANCE			
Non-compliance to relevant and appropriate legislation and regulations	12	Orange	Develop Compliance Register. Establish Compliance Committee.

STRATEGIC RISKS			
Geo-political risks	9	Orange	Implement Stakeholder relations strategy.
Organisational change going forward	16	Red	Implement change management programme.
Inadequate decision on resource allocations	6	Green	Conduct Cost Benefit Analysis on project implementation.

PEOPLE / CULTURE			
Leadership / Succession planning	12		Implement succession planning programme.
Skills	12		Implement training and development programme.
Loss of key personnel	12		Implement retention programme.
Staff morale	12		Implement employee engagement programme.
TECHNOLOGICAL			
IT failure	10		Strengthen business continuity plan.
Cyber risk	12		Implement Cybersecurity programme.
Data security / migration	10		Strengthen Disaster Recovery Centre / Data Migration Plan.

2.8 Key Strategic Challenges emerging from Situational Analysis

- Fuel levy dependence: Since there is a reduction in fuel consumption due to fuel efficient vehicles and emergence of electric vehicles, alternative funding model should be developed.
- Road network growth and expansion leads to high maintenance costs and budget requirements.
- “Blue sky” thinking: Establish research and development function to seek innovative, value-adding ideas for adoption by RFA in support of core mandate.
- Continuous upskilling and capacity building is needed, including succession planning.
- Enhancing stakeholder engagements and unlocking synergy.
- Procurement of goods: the efficiency of the Central Procurement Board of Namibia (CPBN) and delays impact RFA's ability to execute its mandate.
- Revenue collection efficiency and optimisation.
- Debt collection strategy to be strengthened.
- Enhance funding to achieve optimal funding levels.
- Data integrity and security to be sustained.
- Strengthen service delivery, integration of systems and business efficiency with eNaTIS.
- Strengthen the RFA corporate identity / brand and general marketing.
- Amendment of RFA Act to be finalised and promulgated.
- Unlocking synergy of logistics hub.
- Enhancing service delivery via online platforms.
- Integration of systems to enhance efficiencies.
- Reallocation of NaTIS function into the RFA.

03. STRATEGIC THEMES AND OBJECTIVES OF THE RFA FOR THE ISBP PERIOD

3.1 Strategic Intent



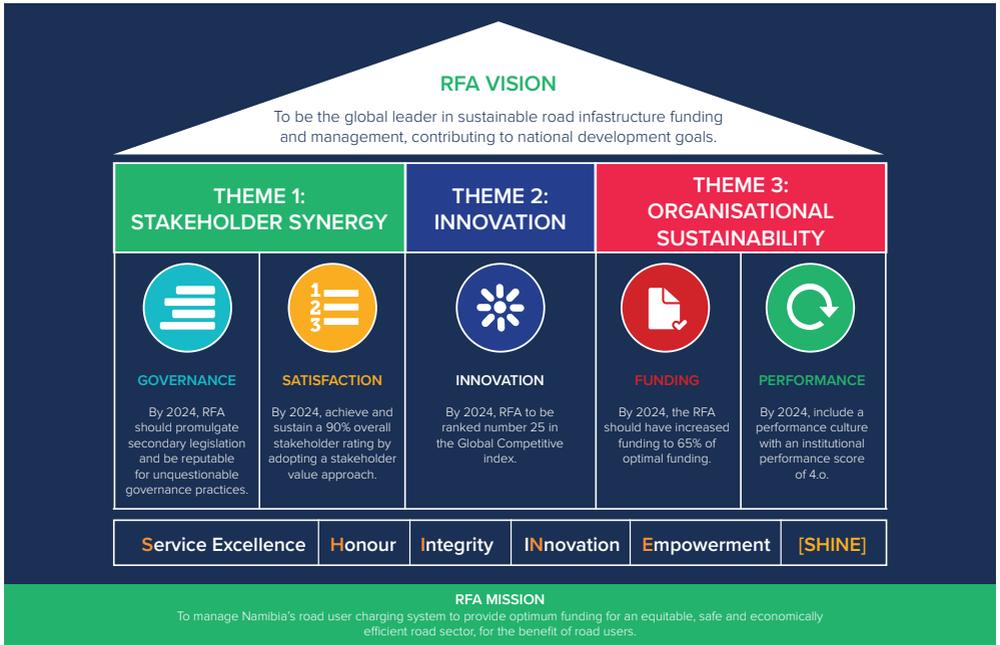
The strategic intent is to be the best cost service provider by maintaining the highest quality roads network at optimal road user charges in Africa, in support of the national logistics hub strategy.

The best cost service provider strategy will be achieved by focusing on three overarching strategic themes supported by five strategic goals (5G).

- (i) Stakeholder Synergy
- (ii) Innovation
- (iii) Organisational Sustainability

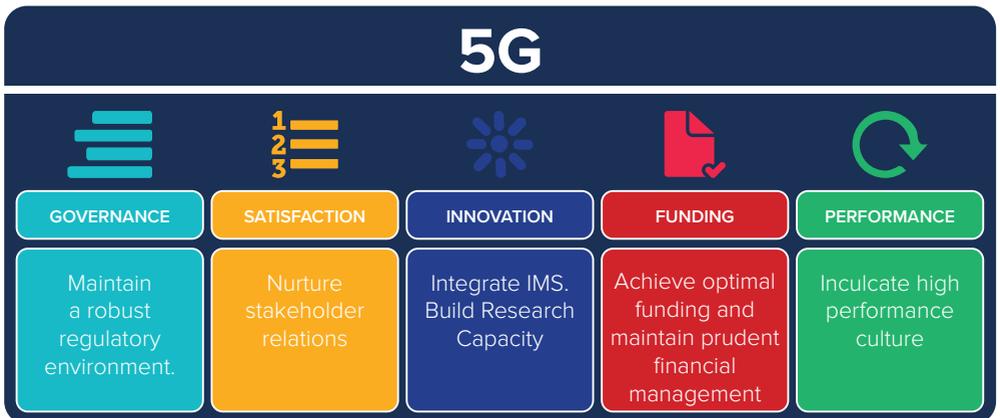
3.2 Strategic Themes and Goals

Three Strategic Themes with specific goals were identified during the situational analysis which are illustrated hereunder:



3.3 Strategic Objectives, Measures and Targets

The RFA Strategic Scorecard (refer to Annexure A) defines the following strategic measures linked to the objectives as illustrated hereunder:



Strategic Objectives, Measures and Targets

Themes	#	Goals (Desired Outcome)	#	Objectives	Measurements: PI	Weight	Baseline 2018/19	2019/20	2020/21	2021/22	2022/23	2023/24
ORGANISATIONAL SUSTAINABILITY	O1	By 2024, the RFA should have increased funding to 65% of optimal funding.	01.1	Achieve Optimal Funding	% Optimal Funding (Maintenance and Rehabilitation)	7	4%	50%	52%	55%	60%	65%
				01.2	Maintain Prudent Financial Management	% Revenue Growth	5	6.00%	4.00%	4.00%	5.00%	6.00%
			% Revenue Budget Variance			10	2%	3%	3%	3%	3%	3%
			% Expenditure Budget Variance			10	2%	2%	2%	2%	2%	2%
			Liquidity Ratio	5	1:1	1:1	1:1	1:1	1:1	1:1		
	Asset-Liability Ratio	5	0.84	1:1	1:1	1:1	1:1	1:1				
	O2	By 2024, inculcate a performance management culture with an institutional performance score of 4.0.	02.1	Inculcate a High Performance Culture	% Achievement Culture Satisfaction Survey	5	New	60%	70%	75%	80%	90%
Institutional Performance Score					5	3.8	3.5	3.6	3.7	3.8	4.0	
% Training as per IDPs completed					5	New	40%	45%	50%	60%	70%	
STAKEHOLDER SYNERGY	S1	By 2024, achieve and sustain a 90% overall stakeholder satisfaction rating by adopting a stakeholder value approach, by placing stakeholders at the heart of everything that we do.	S1.1	Nurture Stakeholder Relations	% Achievement on Stakeholder Engagement	5	Ad Hoc	70%	75%	80%	85%	90%
					% Customer Satisfaction	7	New	75%	75%	80%	80%	85%
	S2	By 2024, RFA should promulgate secondary legislation and be reputable for unquestionable governance practices.	S2.1	Maintain a Robust Regulatory Environment	% Regulations under new Act drafted and passed	6	New	0%	0%	50%	80%	100%
					% High Risks Mitigated	10	90%	98%	98%	98%	98%	98%
INNOVATION	I1	By 2024, RFA to be ranked number 25 in the Global Competitive Index.	I1.1	Implement Integrated Systems	% Systems implemented	10	0%	30%	65%	80%	90%	98%
			I1.2	Build Research Capacity	# of Innovative, Value Adding Ideas Implemented	5	0	0	1	1	2	3
			I1.3	Implement Environmentally Friendly Technologies	Operational cost savings	0	New	0.0%	0.5%	1.0%	1.5%	2.0%

- Achieve 65% optimal funding by 2024.
- Achieve revenue growth of 7% year-on-year by 2024.
- Maintain a revenue budget variance of 3% throughout the strategic period.
- Maintain an expenditure budget variance of 2% throughout the strategic period.
- Maintain a liquidity ratio of 1:1 throughout the strategic period.
- Maintain an Asset-Liability ratio of 1:1 throughout the strategic period.
- Inculcate a high-performance culture by progressively improving on the Culture Satisfaction Survey to 90 percent by 2024.
- Achieve an institutional performance score of 4.0 by 2024.
- Execute 70% of all Individual Development Plans by 2024.
- Achieve a 90% stakeholder satisfaction rating by 2024.
- Achieve an 85% customer satisfaction rating by 2024.
- Participate in the process to ensure that 100% of regulations under the new RFA Act are drafted and passed.
- Continuously ensure that 98% of high risks are mitigated throughout the strategic period.
- Ensure 98% of systems are implemented by 2024.
- Implement at least one value adding innovation by 2021 with at least three by 2024.
- Reallocate NaTIS function into the RFA by 2024.

3.4 Strategic Projects

The strategic projects and associated resource requirements, linked to the strategic goals and objectives, are indicated hereunder:

Table 3: Strategic Projects

Themes	#	Goal (Desired Outcome)	#	Objectives	#	Strategic Projects	Responsible Department / Unit	Completion Date
ORGANISATIONAL SUSTAINABILITY	O1	By 2024, the RFA should have increased funding to 65% of optimal funding.	O1.1	Achieve Optimal Funding	O1.1.1	Investigate alternative sources of funding and recommend relevant implementation	PMPA	Apr-24
					O1.1.2	Review Funding Allocation Models and Implement	PMPA	Aug-20
			O1.2	Maintain Prudent Financial Management	O1.2.1	Optimise existing business processes to mitigate revenue leakages	Fund Management	Mar-21
					O1.2.2	Develop and Implement Debt Collection Strategy	Fund Management	Mar-21
					O1.2.3	Implement MDC Automation	PMPA	Mar-23
					O1.2.4	Strengthen Budget Control and Reporting	Fund Management	Jun-20
	O1.2.5	Manage Investment Portfolio	Fund Management	Continuous				
	O1.2.6	Create Reserve and Sinking Fund	Fund Management	Mar-20				
	O2	By 2024, inculcate a performance management culture with an institutional performance score of 4.0.	O2.1	Inculcate a High Performance Culture	O2.1.1	Conduct Organisational Culture Survey	Strategic Services	Annually
					O2.1.2	Implement People Change Programme (#SHINE)	Strategic Services	Quarterly
O2.1.3					Implement Training and Capacity Building Plan	Strategic Services	Continuous	

Themes	#	Goal (Desired Outcome)	#	Objectives	#	Strategic Projects	Responsible Department / Unit	Completion Date
STAKEHOLDER SYNERGY	S1	By 2024, achieve and sustain a 90% overall stakeholder satisfaction rating by adopting a stakeholder value approach, by placing stakeholders at the heart of everything that we do.	S1.1	Nurture Stakeholder Relations	S1.1.1	Review and implement a coordinated stakeholder engagement strategy	Strategic Services	Mar-24
					S1.1.2	Conduct external stakeholder perception survey	Strategic Services	Mar-24
					S1.1.3	Implement Customer Service Charter	Strategic Services	Mar-24
					S1.1.4	Investigate NaTIS incorporation into RFA Operations	PMPA / Fund	Oct-20
					S1.1.5	Explore vehicle licensing and registration system	PMPA / ICT / Fund	Aug-20
					S1.1.6	Review and implement new RFA Brand	Strategic Services	Oct-24
	S2	By 2024, RFA should promulgate secondary legislation and be reputable for unquestionable governance practices.	S2.1	Maintain a Robust Regulatory Environment	S2.1.1	Collaborate on drafting and implementing RFA Amendment Act	Compliance, Legal and Company Secretary	Mar-24
					S2.1.2	Execute Risk Management Framework to mitigate risks	Audit and Risk	Mar-24
INNOVATION	I1	By 2024, RFA to be ranked number 25 in the Global Competitive Index.	I1.1	Implement Integrated Enterprise Systems	I1.1.1	Implement new ERP System	ICT	Mar-24
					I1.1.1	MDC/CBC integrated to new ERP system, including interface with eNaTIS and Banking Platform	ICT	Mar-23
					I1.1.2	Create Relevant Digital Platforms	ICT	Mar-22
			I1.2	Build Research Capacity	I1.2.1	Establish a Research Function to collaborate with strategic stakeholders to identify and/or develop and/or adopt new strategies, techniques and/or methodologies to unlock value in the Road Sector	PMPA	Mar-24
					I1.3	Implement Environmentally Friendly Technologies	I1.3.1	Installation of solar panels on RFA and RA buildings
			I1.3.2	Adoption of hybrid and electric vehicles in RFA and RA fleets			Strategic Services	Mar-22
	8 Strategic Goals		16 Strategic Objectives	25 Strategic Initiatives				

The RFA recognises that Government's Vision 2030, the NDP5, Medium-Term Expenditure Framework, Harambee Prosperity Plan and Annual Budgets are applicable to the portion of road user charging system funds allocated to the Management of the National Road Network.

In order to improve overall service delivery to the road users, a strategic decision has been taken to reallocate the NaTIS function into the RFA to effectively tackle the service delivery shortcomings under the current arrangement.

04. INTERNAL RESOURCES

4.1 Human Capital

The RFA theme of High-Performance Culture (HPC), as embedded in the organisation's ISBP, embraces the theory of human capital as the essential asset of any institution. It is based on continuous staff engagement and development, which has earned RFA the Gold Achiever Award in the Deloitte's Best Company to Work For Survey 2019.

The survey yielded the following results:

- 68.2% self-assessment (benchmark - 64.8%) – Employer Attractiveness category
- 74.3% self-assessment (benchmark of 71.7%) – Employee Engagement category.

As the RFA staff complement continues to grow, currently 146, our strength is in our diversity, with 59.3% female and a sizeable youth representation. The table below displays the staff complement per Employment Category:

Employment Category	Approved Positions	Filled		Vacancies
		Female	Male	
Chief Executive Officer	1	0	1	0
Executives	6	2	4	0
Management & Professional	19	7	11	1
Skilled / Supervisory	32	14	11	4
Administration	87	63	24	0
Labour	1	1	0	0
TOTAL	146	90	51	5

To achieve the HPC, the following interventions will be undertaken:



Structure

The Executive Management level organisational structure is continuously reviewed in order to ensure strategic alignment and cohesion.



Performance

The organisation will continue to streamline the performance appraisals, with the involvement of all employees.



Retention

The RFA endeavours to manage employee turnover below 5%.



Recruitment

The organisation has a rigorous recruitment and selection programme in place aligned to the organizational culture to ensure cultural fit.



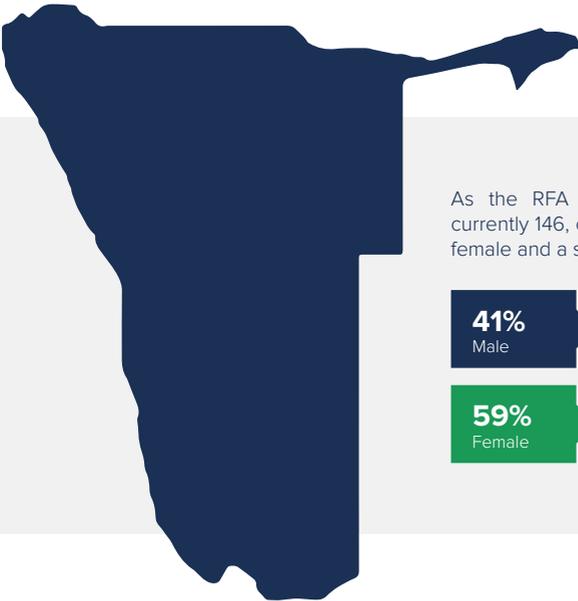
Talent

The Retention and Succession Strategy is to be executed to attract and retain the best talent to accomplish the mandate.



High Performance Budget

N\$6.5 million has been allocated to fund the high performance culture development over the strategic plan period.



As the RFA staff complement continues to grow, currently 146, our strength is in our diversity with 59.3% female and a sizeable youth representation.



To drive the high-performance culture, the RFA will intensify needs-based training programmes to upskill staff in its quest to execute the organisation service charter. A total of N\$ 6.5 million has been allocated to fund the high-performance culture development over the strategic plan period. This will equip staff with the requisite skills to respond to dynamic customer demands, whilst ensuring a pleasant customer experience.

4.2 Information Systems

The RFA made excellent improvements to its ICT infrastructure and will continue to upgrade its ICT infrastructure to keep abreast of technological changes and market demands.

Going forward, the RFA is excited to implement a new Enterprise Resource Planning System (ERP). The new ERP system will meet the current and future business needs aligned to the organisation's revenue diversification and automation aspirations. It will allow seamless integration between different functional areas and the automation of internal processes, in line with COBIT 5 Framework, to fully support the governance of ICT principles at a global level.

Over the strategic plan horizon, provision has been made to localise the eNaTIS and integrate the eNaTIS into the RFA ERP system inline with the strategic reallocation of NaTIS functions to the RFA.

4.3 Marketing Strategy

The RFA intends to build a very strong brand presence in the road sector, which clearly differentiates the RFA from other actors. Emphasis will be placed on communicating a coherent message of the RFA mandate to the different stakeholders, whilst managing the RFA reputation.

Three types of stakeholders have been identified according to their specific stake and the legitimacy of their stake in the road sector:

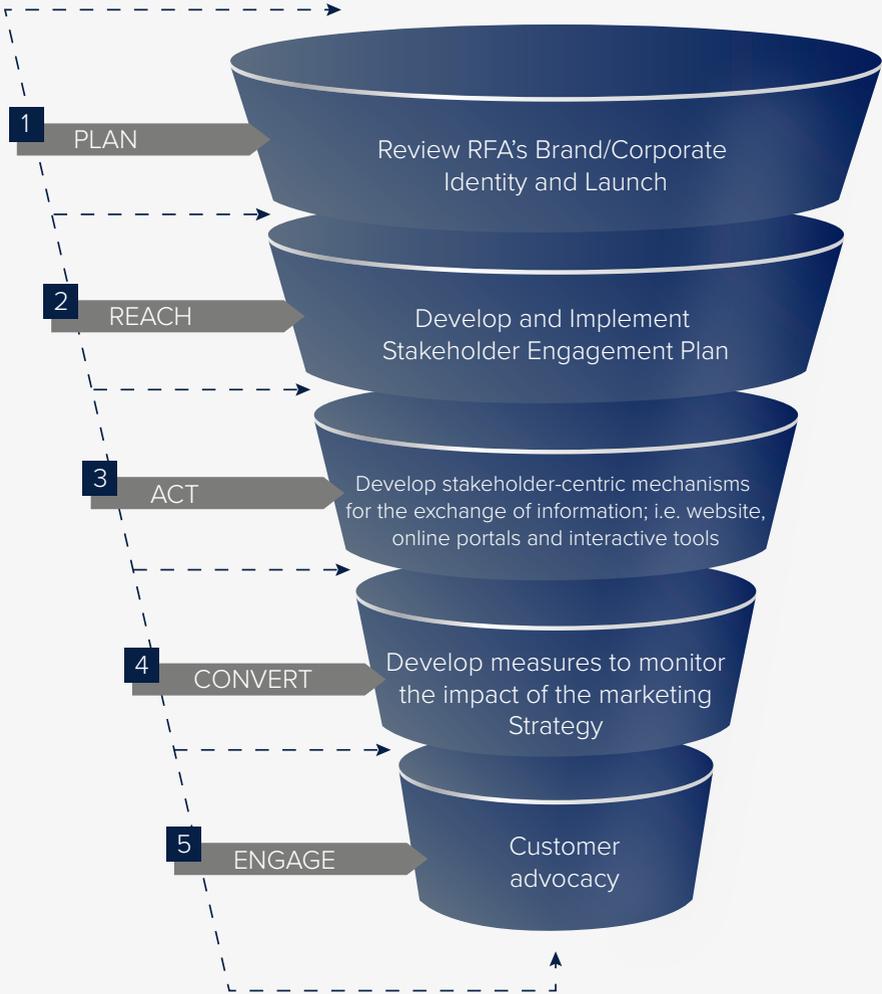
- Primary stakeholders: The stakeholders who are directly affected by the RFA. They include the road users, approved authorities, employees and contractors.
- Key actors: The stakeholders who have a political responsibility towards the road sector. They include government, local authorities, regional councils and residents.
- Intermediaries: The representatives of organised groups that have a stake in the road sector. They include transport associations, business associations and civil society.

The RFA will map the respective stakeholders and craft a stakeholder engagement strategy to effectively communicate with the relevant stakeholders to ensure that their legal, economic and ethical concerns are considered in the execution of the RFA's integrated strategic business plan.

This will be done through regularly communicating compliance requirements to customers and soliciting feedback to enhance the service experience. The ease of transacting through technological platforms shall be a key focus during the strategic period. In addition, the RFA will integrate value-added reporting into its annual reports to account for the economic value it delivers to its stakeholders.

An amount of N\$ 23.1m has been allocated towards nurturing stakeholder relations over the strategic plan horizon.

MARKETING STRATEGY



SOCIAL RESPONSIBILITY

RFA acknowledges that it needs to engage its business activities in a responsible manner in the interest of the welfare of the environment and society in general. Namibia is presently in economic distress while unemployment and poverty levels remain unsustainably high. The present drought has placed additional strain on people's lives and the economy in general. RFA commits to collaborate with communities and stakeholders to seek ways in which to unlock synergies and to improve the lives of people in some way...



4.5 Financial Resources

Estimated revenue and expenditure, assets and liabilities inside the Road User Charging System are tabulated on the following pages. The tabulated allocations are the totals over the strategic plan horizon.

Table 4: Five-Year Revenue Projections

Revenues	Amount N\$m	Strategy	Strategic Implications
Fuel Levies	N\$7,071.7	Maintain	Min. growth
Vehicle License Fees	N\$3,789.4	Grow	Simplify processes
Entry Fees	N\$757.6	Grow	Simplify processes
Mass Distance Charges	N\$825.6	Optimise	Automate
Abnormal Load Charges	N\$55.6	Limit	Control
Road Carrier Permits	N\$6.3	Grow	Simplify processes
Additional Revenues	N\$338.5	Grow	Distance-based road user charges
Total Road User Charges	<u>N\$12,844.7</u>	Grow	Optimise

Accordingly, this strategic plan aims to grow the revenue base to secure adequate funding for the achievement of a safe and efficient road sector. The overarching strategy is to progressively increase road maintenance funding to optimum levels. This will restore and maintain the road asset quality to the original design standards. Additionally, surplus funding is required to replenish accumulated deficits and improve liquidity.

A key strategic priority of the organisation is to introduce various instruments to boost its revenue, whereby the RFA shall investigate additional revenue streams in its transition to distance-based road user charges and tolling. The MDC-Automation project is one such project to increase the revenue collection base. This will replace the self-administered logbook system with an electronic system, thereby increasing efficiency, accuracy and compliance.

RFA shall continue to investigate new Distance-Based Road User Charging Systems (DBRUCs) enabled by technological advancements. Business process re-engineering and the acquisition of Enterprise Resource Planning (ERP) System solutions are to be implemented to accommodate DBRUCs.

Table 5: Five-Year Expenditure Projections

Expenditures	Amount N\$m	Strategy	Strategic Implications
RA Administration	N\$2,224.8	Manage	Cost diligence and management
Network Planning and Consultation	N\$154.0	Grow	Improve network planning
Road Maintenance	N\$6,384.9	Optimise	Preserve asset quality
Road Rehabilitation	N\$655.6	Grow	Restore asset quality
Road Management System	N\$152.6	Manage	Maximise systems utility
Overload Control	N\$150.9	Optimise	Reduce damage to roads
RFA Administration	N\$625.3	Manage	Cost diligence
Local Authority Roads	N\$705.9	Grow	Restore asset quality
Regional Council Roads	N\$52.6	Grow	Increase road access
Operation of Traffic Information System	N\$206.6	Manage	Maximise systems utility
Traffic Law Enforcement and Adjudication	N\$213.6	Optimise	Change driver attitudes
Vehicle and Driver Testing	N\$261.4	Grow	Improve service experience
National Roads Safety Council	N\$12.0	Keep	Change driver attitudes
Total Expenditure	N\$12,837.3	Grow	Improve overall asset quality

The RFA is faced with the task of ensuring that the funds allocated to the Recipient Authorities are utilised effectively for its purpose. In order to address this aspect, the RFA intends to strengthen the technical capacity both internally and externally.

In view of the above, the following **three major aspects** have been identified and shall continue to receive the necessary attention from all parties in the road sub-sector:

- 1. Transportation planning and management:** RFA is responsible for conducting an independent review of the projects and programmes submitted by the recipient authorities. These reviews are to ensure that projects and programmes conform to the generally accepted technical, transportation, economic and financial practice. Furthermore, it is quite critical to actively engage the RFA in the strategic planning of the road transportation network towards the national logistics hub aspirations.
- 2. Technical risk management strategy:** It is well recognised that the road infrastructure funding is constrained due to various challenges faced by the country. As a consequence, the introduction and implementation of a technical risk management strategy is of vital importance.
- 3. Technical assistance to approved authorities:** The lack of technical capacity at most of the Local Authorities (LAs) and Regional Councils (RCs) contributed to a sub-standard service delivery in terms of road maintenance. Instances of under-expenditure, even against the backdrop of limited or inadequate funding allocations, plagued the road sector.

The RFA aims to become actively involved in the MLTRMP to independently ensure that this reflects an optimum with due regard to Government's Vision 2030, NDP5 and the HPP. In this regard, the RFA prioritises the allocation of scarce funds accordingly:

- Commitment to road preservation is afforded the **highest priority:**
 - **Firstly**, to achieve optimal funding levels for the **maintenance** of the **national road network**; while
 - Simultaneously also aiming to achieve optimal funding levels for the **maintenance** of **urban and Local Authority roads**; subject to establishing a robust capacity for determining such optimum funding.
 - **Secondly**, to achieve optimal funding levels for national road network **rehabilitation** projects.
 - **Thirdly**, fund road research.
- **Modest contributions to projects and programmes**, to the extent that road users' benefits therefrom can reasonably be expected to exceed the cost thereof, **are afforded the second priority, such as:**
 - Traffic Law Enforcement; and
 - National Road Safety projects.
- Road development projects are afforded the **lowest priority.**
- Loans could only be justified for rehabilitation and development projects, being once-off investments, but not for maintenance and other operational programmes, which are of a recurrent nature.

4.6 Deficit Financing

The RFA is required to present an ISBP that must, throughout its strategic period, be executable within the amount of revenues projected to become available from road user charges collected, plus any committed co-funding, loans and grants.

In this context, deficit financing pertains to loans to which financing institutions, the RFA and Government (e.g. in the form of a Government guarantee) have committed themselves, for the purpose of bridging a temporary deficit between the revenues that the RFA can collect, and expenses on projects and programmes that are warranted to be incurred after taking into account the cost of loans to cover such expenses.

Commensurate to all of the above, an overarching strategic aim of the RFA is to not allow the Road Fund to be placed into a situation where the liquidity of the Fund may become compromised. Therefore, the overall strategy is to reduce the debt to asset ratio from 2.42 to 1.31.

Table 6: Debt to Asset Ratio Projections

	2020	2021	2022	2023	2024
Debt to Asset Ratio	2:0,97	2:0,64	2:0,18	1:0,71	1:0,31

05. CRITICAL SUCCESS FACTORS



06. CONCLUSION

In line with the three strategic themes: Stakeholder Synergy, Innovation and Organisational Sustainability, the RFA shall deploy strategic resources to leverage key partnerships and customer relationships through various channels, with the intent to remain the best cost service provider, through effortless and seamless customer experiences, thereby ensuring value for money for all road users.

This Business Model Canvas table speaks to overall ISBP: 2019 – 2024



APPENDIX A: STRATEGIC SCORECARD

ROAD FUND ADMINISTRATION (RFA)

Themes	#	Goals (Desired Outcome)	#	Objectives	Measurements: PI	Weight	Basis: 2019/20	Targets					#	Strategic Programme	Starts/pc Projects	Responsible Department/ Unit	Completion Date	Assumption/ Risks					
								2019/20	2020/21	2021/22	2022/23	2023/24											
01 ORGANISATIONAL SUSTAINABILITY	O1	Achieve Optimal Funding	O11	% Optimal Funding (Maintenance and Rehabilitation)	7	4%	50%	52%	55%	60%	65%	Funding	O1.1	Investigate alternative sources of funding and recommend relevant implementation.	PMPA	Apr-24	Feasibility study outcomes might not be ideal. Resistance from stakeholders.						
							50%	52%	55%	60%	65%												
	O12	Maintain Prudent Financial Management	% Revenue Growth	5	6.00%	4.00%	4.00%	5.00%	6.00%	7.00%	Fund Collection	O1.2.1	Optimise the business processes to mitigate revenue leakages	Fund Management	Mar-21	Effective and efficient systems.							
						4.00%	4.00%	5.00%	6.00%	7.00%													
						% Revenue Budget Variance	2%	3%	3%	3%							3%	Budgeting	O1.2.4	Strengthen Budget Control and Reporting	Fund Management	Jun-20	Effective Financial Control.
							2%	2%	2%	2%							2%						
						% Expenditure Budget Variance	2%	2%	2%	2%							2%	Liquidity	O1.2.5	Manage Investment Portfolio	Fund Management	Continuous	Prudent Investment Management.
							2%	2%	2%	2%							2%						
						Liquidity Ratio	5	11	11	11							11	Liquidity	O1.2.6	Create Reserve and Sinking Fund	Fund Management	Mar-20	Prudence.
							5	11	11	11							11						
Asset-Liability Ratio	5	0.84	1.1	1.1	1.1	Liquidity	O2.1	Conduct Organisational Culture Survey	Strategic Services	Annually	Participation and honest feedback.												
	5	0.84	1.1	1.1	1.1																		
O2	By 2024, inculcate a performance management culture with a minimum performance score of 4.0	Inculcate a High Performance Culture	O2.1	Institutional Performance Score	5	3.8	60%	70%	75%	80%	90%	Human Capital	O2.1.2	Implement People Change Programme (#SHINE)	Strategic Services	Quarterly	Behaviour change.						
							60%	70%	75%	80%	90%												
							40%	45%	50%	60%	70%												
O2.1	By 2024, inculcate a performance management culture with a minimum performance score of 4.0	Inculcate a High Performance Culture	O2.1.3	% Training as per IDPs completed	5	New	40%	45%	50%	60%	70%	Strategic Services	Continuous	Accurate assessment and ability to upskill staff. Responsive attraction and retention initiatives.									
							40%	45%	50%	60%	70%												



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