



Report 2018

OAGS Peer-support project 2018-2020

Office of Auditor General of Somalia (OAGS),
AFROSAI-E and the INTOSAI Development
Initiative (IDI)

Peer-partners: SAI Botswana, SAI Ethiopia and SAI Uganda

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Joint report to the Project Steering Committee and the MFA Norway

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1. Introduction

Security, justice and integrity are at the top of Somalia's development agenda. This is driven by improved security, regaining of political legitimacy, and the need to build citizens' confidence that public funds will be managed in a transparent, equitable and accountable manner.

The Office of the Auditor General of the Federal Republic of Somalia (OAGS) has a crucial role in promoting and ensuring good governance in Somalia. The OAGS is responsible to audit all the federal government institutions and the independent enterprises provided with a public private partnership.

OAGS has an ambitious Strategic Plan for 2017-2020. It addresses key areas as legal framework, audit procedures and internal governance as well as infrastructure and ICT. To successfully implement the strategic plan, additional financial and human resources are required. A comprehensive plan for financial and external technical support to OAGS has therefore been developed. A combination of different mechanisms for support are intended to be used to increase the likelihood of implementation, including support for recruitment of new permanent staff and increased staff remuneration, engagement of long-term advisors, peer-support mechanisms and direct financial support for procurements related to ICT and infrastructure.

Worldwide experiences of SAI capacity development show that peer-to-peer cooperation can both ensure highly qualified and relevant advises, as well as ensure a trustful and sustainable relationship between SAI employees and advisors. The INTOSAI community including both AFROSAI-E and IDI have resources and experiences in almost all areas of SAI development. On this background, OAGS, AFROSAI-E and IDI established a cooperation for 2018 to 2020.



Picture 1 Signing ceremony Nairobi November 2017



2. Objectives

The overall objective of the OAGS Peer-support project is to “Enable OAGS to successfully implement the strategic priorities in the period 2018-2020.” The strategic plan has the following goals:

1. Goal 1: Timely, relevant and high-quality audit reports in line with international standards
2. Goal 2: Strengthening Internal Governance for Efficient and Effective Audit Services
3. Goal 3: Strengthen external communication and stakeholder relations to ensure audit recommendations are implemented and reports have an impact on governance and accountability
4. Goal 4: Well qualified and professional staff and management
5. Goal 5: Sufficient infrastructure and ICT capacity for efficient operations
6. Goal 6: Amend the old legal framework OAGS currently operates under

The peer-support project is expected to particularly contribute to high goal achievement for goal 1, 2 and 6.

The implementation of these strategic goals is expected to OAGS fulfilling its mission: *“To audit and provide recommendations for improvement to the government institutions as well as to provide audit reports to the Office of the President Parliament, and Office of the Prime Minister.”*

3. Implementation strategy

Support to execution, reporting and dissemination of key financial audits is a high priority part of the support. To enable OAGS to carry out audits systematically, the support includes customization, translation, printing and electronic sharing of audit manuals and working papers. This is done in a combination of on-the job and general training of both auditors and managers.

To ensure the various knowledge acquired in the audit process and through trainings are spread and institutionalized internally in OAGS, the project also includes support to management systems and an annual knowledge sharing workshop for all staff. The management support focus on establishing an overall annual audit plan and system for monitoring, reporting and quality control in OAGS. Advise on development of the annual SAI Performance report is also be provided, and linked to the sensitization of key stakeholders.

Peer-guidance to developing and advocating for a new legal act is also a part of the project. This is done in close cooperation with other Development Partners. A new audit act is a high priority of OAGS and can have long-lasting positive effects for the performance of the office.

Mechanisms for coordination with the activities of the Federal Member State OAGs are also included. The FMS OAGs are also developing new legal frameworks and audit manuals.

The project also includes support to OAGS participation at AFROSAI-E events. There are both annual AFROSAI-E events where OAGS participation is pertinent, but also specific trainings relevant for the selected audits, internal governance systems and HR.

Principles for providing the peer-support are listed in appendix II.



Picture 2 Audit planning 2018

4. Progress

In 2018, the following key activities were carried out through the peer-support project:

- Creating understanding of the International Standards for Supreme Audit Institutions (ISSAIs) and development of the Federal Audit Bill
- On-the job training for execution of the annual financial audits and development of new audit manuals in Somali in line with the ISSAIs
- Training in HR-competency and development of job descriptions and a competency framework for working systematically on staffing and training for the next years
- Establishing a cooperation with the Federal Member states audit offices through a meeting in Mogadishu and a joint audit manual workshop
- Representation in the annual technical update and top management meeting (Governing Board) for all AFROSAI-E members (the English-speaking Supreme Audit Institutions in Africa)
- a stakeholder sensitization seminar in Mogadishu for members of the Parliament, key ministries and government entities, civil society and religious leaders



- a management development programme for nine managers covering areas as organizational culture, strategic management, internal reporting and communication
- A staff retreat in Mogadishu including code of ethics training, sharing and discussion of HR principles and the ICT-policy, as well as audit related topics as annual planning and materiality assessment.

The table below shows progress at the end of 2018 for SAI outputs being supported through the Peer-support project. Generally, a good peer-dynamic has materialized in 2018 and contributed to progress in several areas. Audit quality and systems have been supported through both general and on-the job training throughout the year. A new financial audit manual in line with international standards have been introduced and customized. In the area of internal governance, the SAI has been supported to strengthen management skills, improve the annual operational plan, quarterly reports, make a SAI Performance report and produce key HR-documents as job profiles and an HR-policy. The SAI has in 2018 put high priority to develop a new Federal Audit Bill, and the new Federal Audit Bill was developed and submitted to Parliament in August 2018. This was achieved in cooperation with various Development Partners, including the World Bank who provided a short-term consultant to Mogadishu. IDI supported this process by developing the first draft of the bill and consultation throughout the process.

Details of progress and activities are shown in the OAGS Performance report 2018.

SAI output	Time frame	Progress at the end of 2018	Comments
Strategic goal 1: Timely, relevant and high-quality audit reports in line with international standards			
Financial and compliance audit reports based on methodology in line with international standards	2018-2020	In progress	Guidance to the audit of some selected Ministries through 4 workshops at key stages of the audit. To be continued and expanded for more Ministries in 2019.
Annual audit plan	2018-2020	In progress	2018 and 2019 done.
Customized and translated FA and CA manuals and staff trained in the methodology	2018	In progress	Expected finalized in 2019. FAM prioritized. Done in cooperation with Federal Member States OAGs.
Customized and translated PA manuals and staff trained in the methodology	2020		Changed time frame from 2019 to 2020
Audit reports including ICT-risks audited	2019		
Quality assurance report and plan for addressing findings	2020		
Strategic goal 2: Strengthening internal governance for efficient and effective audit services			
Quality review procedures set in the new audit manuals and managers trained	2018	In progress	Expected finalized in 2019 as a part of the audit manual customization.

SAI output	Time frame	Progress at the end of 2018	Comments
Operational plan, monitoring system and annual report	2018-2020	In progress	
New organizational structure developed and implemented	2018	In progress	Draft developed as a part of the Management Development Programme. To be continued in 2019
Code of ethics established, and staff awareness strengthened	2018-2020	In progress	Code of ethics developed. Staff training executed.
Strategic goal 3: Strengthen external communication and stakeholder relations to ensure audit recommendations are implemented and reports have an impact on governance and accountability			
Communication plan	2018-19	In progress	Defined as a part of the Management Development Programme. Expected finalized in 2019
Communication material as brochure, video, etc.	2019-20		
Strategic goal 4: Well qualified and professional staff and management			
HR-staff trained in key HR-concepts and routines	2018-19	In progress	General and on-the job training carried out for selected staff. On-the-job trained to be continued.
HR policy developed	2018-19	In progress	Draft developed in English
Job descriptions	2018-19	In progress	Draft descriptions developed in English for selected positions
Competency matrix	2019		
Training plan	2019		
Plan and program for Professional Development	2019-2020		
Strategic goal 5: Sufficient infrastructure and ICT capacity for efficient operations			
ICT-assessment and ICT-plan	2018-19	In progress	Defined as a part of the Management Development Programme. Expected finalized in 2019
Audit flow customized	2019-2020		Linked to customization of new audit manuals
Strategic goal 6: Amend the old legal framework OAGS currently operates under			
Federal Audit bill to be submitted to Parliament	2018	Completed	

5. Integration of gender issues and empowerment of women

Gender is expected to be taken into consideration when selecting persons for the cooperation activities and when mobilizing advisors. In 2018, half of the peer advisors have been female.

The percentage of females in the project organized events, are expected to be equal to or higher than the proportion of female employees in OAGS. In 2018 this target has not been met, as 17 % of the participants in programme funded events have been women, while the female rate in the SAI is about 29 %. The gap is related to less women as managers and auditors. OAGS has in 2018 through recruitments and promotion within OAGS increased the share of women.

31 staff have during 2018 taken part in peer support activities related to audits. Some additional staff have been involved in management development training. The events vary in type and involvement of staff. One event was held for external stakeholders and one training for all staff.

Parametre	2018	Comments
Number of SAI staff	96	
Female rate in the SAI	29 %	
OAGS staff involved in activities with peers	35	
Participants in programme funded events (not repeated counting)	111	This includes also FMS OAGs staff and external stakeholders
Female Participation Rate in programme funded events	17 %	



Picture 3 HR-team in training session in Nairobi May 2018

6. Results

The OAGS strategic goals (especially 1, 2 and 6) represent the expected outcomes of the project. The table below shows status of indicators agreed between the cooperation partners and the Ministry of Foreign Affairs, Norway for the project period 2018-2020. Three indicators are relevant in 2018, and they all show either goal achievement or fairly good progress. This means that as of the end of 2018, there is progress towards all three outcomes. Concerted effort will still be required in both 2019 and 2020 to achieve the outcomes, and ensure the project has an impact. The actual finalization and reporting of the audits in 2018 may have led to some impact on accountability, although the report is yet to be concluded by Parliament.

Indicator	Target	2018	Comment
Strategic goal 1: Timely, relevant and high-quality audit reports in line with international standards			
Audit of the Somalia government financial statement (consolidated accounts) 2015-19.	Executed and reported for FY 16-17 in 2018, FY 2018 in 2019 and FY 2019 in 2020.	Achieved	FY 2015 not reported.
Percentage of completed annual audits at MDA level using the new audit manuals.	50 % in 2019		Too early to assess
Annual audits including audit of ict-risks	3 MDAs by 2020		Too early to assess
SAI PMF indicators SAI-9 to SAI-11 and SAI 15-17: financial and compliance audit standards, process and results.	Average score of 2 by 2020.*		Too early to assess
Strategic goal 2: Strengthening internal governance for efficient and effective audit services			
Percentage of operational plan activities implemented	70 % annually	67 %	47 of 70
SAI PMF indicators SAI-3 to SAI-8: strategic planning cycle, organizational control environment, outsourced audits, leadership and internal communication, overall audit planning, audit coverage.	average score of 2 by 2020.*		Too early to assess
Strategic goal 6: Amend the old legal framework OAGS currently operates under			
Enacted new legal framework		In progress	Federal Audit Bill developed and submitted to Parliament.
SAI PMF indicators SAI-1 to SAI-2 on independence and mandate of the SAI	Average score of 2 by 2020		Too early to assess

* Score 2 in SAI PMF means at a development level. Typically the feature exists and the SAI has begun developing and implementing relevant strategies and policies, but these are not complete and are not regularly implemented.

7. Risk management

The risks identified when the project was initiated, are still relevant. There is still a need to manage the risks of:

- Delays in implementation of planned activities
- Relevance and quality of advises
- Activities not coordinated both within the project and with other supporters of OAGS
- No impact
- Little sustainability of the support
- Credibility of the SAI undermined
- Security situation in Mogadishu

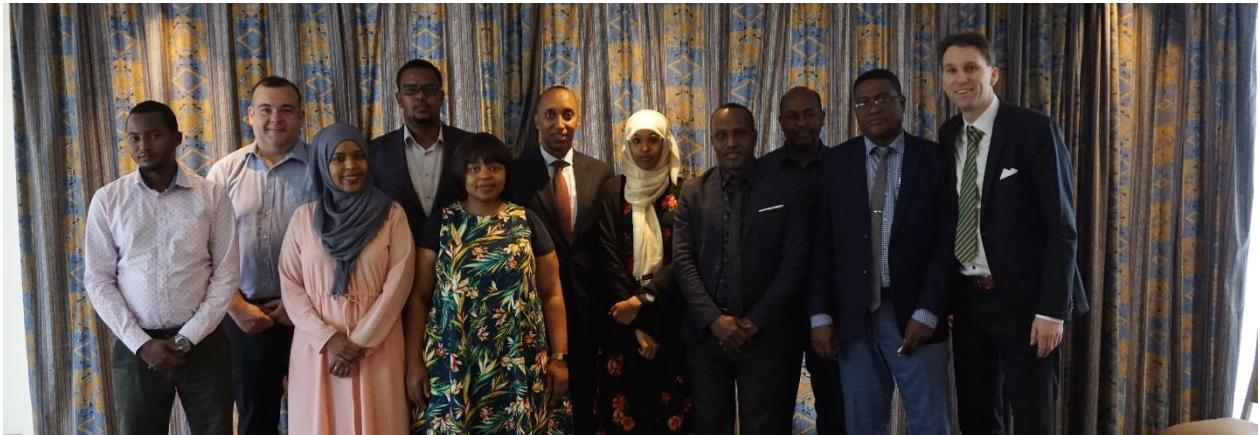
In 2018, many of the planned control measures have been taken related to these risks. This includes regular coordination calls and communication. In 2019, it will be important to systematize this further and discuss the risks regularly in the partnership. In general the delay of activities seems less a risk given the progress in 2018. The relevance and quality of advices is also less a risk in 2019, given the experience gained in 2018. Still these risks need to be addressed in 2019. See details of risks in appendix I. See also details of how coordination with other providers of support can be handled in appendix III.



1 Audit data collection workshop

8. Lessons learned

- Although OAGS is in a challenging situation, dedicated leadership and commitment of staff can lead to tangible outputs.
- Smooth communication and coordination can be established despite distance-based support. Lack of presence on a daily basis must and can be compensated by frequent phone/online calls, as well as prioritizing relationship building activities in meetings and workshops.
- Support on-site in Mogadishu is key for such activities as legal amendments, and can be very useful for joint support with other Development Partners as the World Bank.
- Establishing additional funding and support in the form of long-term advisors for OAGS can take long time.
- Active project management and regular coordination among peers is critical to ensure synergies between supported areas and relevant support.
- Joint activities with Federal Member States OAGs work very well, such as in the area of audit methodology
- Logistical support to organize events can enable OAGS to conduct important events in Mogadishu by their own.
- Identifying a good company to do translation from English to Somali is challenging.
- Payment via bank to hotels and providers of services in Mogadishu is challenging.



Picture 4 Joint audit manual customization with Federal Member States OAG providers of support

9. Financial report

The financial report for the peer support project is shown in the table below (Norwegian kroner). The total project costs in 2018 has been 3,17 Mill NOK (about 370 000 USD). In addition to these accounted costs, there has been substantial in-kind contributions of both AFROSAI-E, SAI Botswana, SAI Ethiopia and SAI Uganda.

The expenses are about 600 000 higher than assumed in the project plan when the agreement was signed. The progress of activities turned out to be higher than assumed during 2018. A revised budget was then agreed with MFA Norway in November 2018. Compare to the November budget, the actual expenses are 200 000 NOK (7 %) higher. The extra costs have been covered through an extra allocation of IDI funds.

One reason for the higher costs than budgeted is more person-days spent in IDI for the project, and underbudgeting of overhead costs that are linked to the person-days. The IDI activity costs have also been higher than assumed. This is related to costs occurred in two workshops in December.

The total costs related to OAGs and the Federal Member States OAGs are as budgeted. However, the costs of translation has been significantly higher than budgeted. Both the compliance and financial audit manuals have been translated.

The AFROSAI-E travel and activity costs are higher than budgeted, but salary costs lower than budgeted. In total there is therefore less spending than assumed for AFROSAI-E.



*Picture 5 Management Development Programme
Dec 2018*

Expenses	2018 Budget (agreement)	2018 Budget (Nov)	2018 Actuals	Actual vs budget (Nov)	Actual vs budget (Nov) (%)	Note
1. Applicant organization IDI (including cost of peer-partner SAs), total	kr 571 091	kr 1 035 188	kr 1 234 615	kr 199 427	19 %	
Personnel costs	kr 179 172	kr 688 565	kr 813 878	kr 125 314	18 %	1
Travel costs	kr 145 992	kr 150 618	kr 145 284	-kr 5 335	-4 %	2
Activity costs	kr 245 927	kr 196 004	kr 274 103	kr 78 099	40 %	3
Operating costs	kr -	kr -	kr 1 350	kr 1 350		
Evaluation	kr -	kr -		kr -		
Audit	kr -	kr -		kr -		5
2. Cooperating partner 1 OAGS and FMS OAGS, total	kr 1 710 192	kr 1 653 831	kr 1 678 911	kr 25 080	2 %	
Personnel costs	kr -	kr -		kr -		1
Travel costs	kr 277 290	kr 416 816	kr 398 893	-kr 17 923	-4 %	2
Activity costs	kr 1 403 672	kr 1 105 585	kr 1 126 580	kr 20 995	2 %	3
Procurements	kr 29 230	kr 131 431	kr 153 439	kr 22 008	17 %	4
3. Cooperating partner 3 AFROSAI-E, total	kr 266 941	kr 280 279	kr 252 269	-kr 28 010	-10 %	
Personnel costs	kr 122 292	kr 140 000	kr 51 037	-kr 88 963	-64 %	1
Travel costs	kr 43 608	kr 50 000	kr 60 762	kr 10 762	22 %	2
Activity costs	kr 101 041	kr 90 279	kr 140 470	kr 50 191	56 %	3
4. Total project costs	kr 2 648 712	kr 2 969 298	kr 3 165 795	kr 196 497	7 %	
Direct project costs, total	kr 2 548 224	kr 2 865 727	kr 2 949 566	kr 83 839	3 %	
Indirect project costs, total	kr 100 488	kr 103 571	kr 216 229	kr 112 658	109 %	5, 6
Income						
Grant Royal Norwegian Embassy Nairobi	kr 2 000 000	kr 2 350 000	kr 2 350 000	kr -	0 %	
Own funding (IDI bilateral programme)	kr 600 000	kr 619 298	kr 815 795	kr 196 497	32 %	
Total funding	kr 2 600 000	kr 2 969 298	kr 3 165 795	kr 196 497	7 %	
Funding gap	-kr 48 712	kr -	kr -			
Note 1	Salary costs of peer-SAs not budgeted in the project (in-kind contribution)					
Note 2	Travel costs include airline and per diem only.					
Note 3	Activity costs include accommodation, meals and conference costs.					
Note 4	Procurements include costs as printing, translation and other special procurements (such as ICT-investments)					
Note 5	Audit costs of IDI covered through indirect project costs					
Note 6	Overhead cost calculation: rate of 120 USD / total personnel rate per day 480 as set in the application.					

Appendix I: Pre-requisites and Risk assessment

The project has a high risk-profile due to the unstable situation and complex environment in Somalia. There are several prerequisites for succeeding in this project:

1. A relatively stable Somalia which allows collection of audit evidence in key Ministries in Mogadishu and presence in the audit office by OAGS staff regularly.
2. Government support and commitment to increased capacity and a more independent OAGS.
3. Reasonable level of financial allocation to OAGS operations from the Government of Somalia.
4. Financial assistance from Development Partners to new permanent staff, LTAs and infrastructure costs, including successful execution of that support.
5. An operative Public Accounts Committees in the Somalia Legislature.

For risk management, the table below show an update on the status of the most important risks and related control measures and responsibilities. The status is an estimate, where a color of red indicate a high risk, yellow medium and green low. The risks for delays and quality of advices are assumed to be reduced compare to early 2018.

Risk factor	Risk sub-factors	Control measures	Responsible (main in bold)	Risk status as of end of 2018
Delays in implementation of planned activities	<ul style="list-style-type: none"> - Audit data not available as expected - Staff not available as assumed - Ambitions of activities not adapted to the competency levels of staff involved - Lack of funds or cars for fieldwork - Electricity break-down and unstable internet 	<ul style="list-style-type: none"> - Joint process for setting and agreeing on project activities and ambition levels - Flexibility and annual adjustment of plans - Regular communication on phone and e-mail - Mobilize other DPs to support operational and infrastructure costs 	OAGS, IDI and AFROSAI-E	
Relevance and quality of advices	<ul style="list-style-type: none"> - The complex Somalia situation - Communication challenges between advisors and OAGS staff 	<ul style="list-style-type: none"> - Emphasizing personal qualifications of advisors - Training advisors in sensitivity as well as the country specific PFM-system - Seek to adapt the guidance material to the context - Regular dialogue with OAGS on how to ensure relevance and quality of advices 	IDI and AFROSAI-E	

Risk factor	Risk sub-factors	Control measures	Responsible (main in bold)	Risk status as of end of 2018
Activities not coordinated both within the project and with other supporters of OAGS	<ul style="list-style-type: none"> - Several providers of peers involved - Lack of information sharing systems in the SAI - Lack of information sharing between DPs 	<ul style="list-style-type: none"> - Active use of mechanisms for internal coordination: Joint steering committee, annual meeting, regular phone meetings - Invite other providers to OAGS for the annual meeting 	OAGS	
No impact	<ul style="list-style-type: none"> - Audit results not followed-up by Parliament or the Executive - Strengthening of the SAI meet significant resistance among influential elites 	<ul style="list-style-type: none"> - Sensitization of key stakeholders as a part of the project 	OAGS	
Little sustainability of the support	<ul style="list-style-type: none"> - Unexpected change of AG or managers of the SAI 	<p>Sustainability risks related to the overall national situation in Somalia can not be addressed, but sustainability is sought enhanced by:</p> <ul style="list-style-type: none"> - Involvement of a great number of OAGS staff - Holistic approach in terms of both support to auditing, management quality control, reporting and dissemination – interlinked processes and systems 	OAGS, IDI and AFROSAI-E	
Credibility of the SAI undermined	<ul style="list-style-type: none"> - Audit reports issued proven to be incorrect 	<ul style="list-style-type: none"> - Support to active use of the audit manuals - Creating awareness of the risk among the advisors 	OAGS, IDI and AFROSAI-E	
Security	<ul style="list-style-type: none"> - Insecurity in Somalia especially, but also some risk at other venues - 	<ul style="list-style-type: none"> - Regular assessment of which location is safe for meetings - Creating awareness of the risk among the advisors - Use of the IDI and AFROSAI-E routines for crisis management 	IDI and AFROSAI-E	



Appendix II: Principles for providing the peer-support

The following principles are assumed to be important for effective peer-support to OAGS:

1. Tailor-made use of peer-material and guidance, incl. customization of manuals and regional training
2. Translation of key material to ensure actual use over time by all staff in OAGS
3. Mechanisms for frequent contact and continuity are established to enable sufficient context understanding of advisors, trust-building and relevant advises and training. Mechanisms of videoconferencing and regular telephone meetings will be sought.
4. Peer-teams linked to the specific strategic goals established as the key mechanism for support.
5. The peer teams should be of at least 3 persons to ensure there is a robust team to enable support over time although advisors are not always available or have to cancel their assignment.
6. Advisors need to have a strong professional record as well as communication skills.
7. Advisors of each team should be sourced mainly from one SAI in addition to AFROSAI-E and IDI to make coordination easier and enable a strong SAI-SAI relationship, and later possibly an institutional cooperation
8. Some regional workshops and events (such as Tech update and IFMIS-training) may be relevant for OAGS participation without tailor-made approach, but needs to be coordinated with other peer-support.
9. The peer-advisors should seek active coordination with other providers of support. To avoid conflictual advice and uncoordinated approach of Long-term advisors (LTA)s and peers, LTAs shall be invited for all main peer-initiated activities.
10. The peer-partners will be flexible and seek continuous learning. This means the peer-partners shall be flexible in terms of the SAI priorities for support. Plans will be adjusted if required, reflecting commitment to continuous learning in partnerships and the evolving conditions facing the SAI. Still, it must be clear that agreements and plans should be used actively during implementation.

Given the available peer-resources and the principles above, the peer-support teams presented in appendix I are established. The responsibilities, numbers and composition of teams can be adjusted during the project implementation if the parties find it necessary.



Appendix III: Model for coordination of external support to OAGS

A support framework was developed when the agreement was signed to clarify the different modalities of support and how it is going to be managed – see the illustration below. The support framework has the following components:

- **OAGS top management:** The overall guidance and all main decisions of external support should be the responsibility of the AG and his top management group of the DAGs and Directors.
- **A Coordination team:** For the regular operational handling of the support, a coordination team is established. This is linked to the Director of Planning and Performance which is also responsible for the performance management system in general of OAGS, incl reporting on the Operational Plan. This team should ensure that much of the external support is done integrated and not at the expense of core activities (as ongoing audits) and linked to the SAI's own management system (strategic priorities, operational plan, internal reports and SAI Performance report).
- **Goals of the SP:** All external support are linked to the goals and objectives of the SP. There is a need to ensure all external support is coordinated horizontally between OAGS staff, LTAs and peers. The OAGS manager responsible for each goal is also responsible for this coordination.
- **OAGS Management and staff:** All external support should be linked to the tasks and responsibilities of the permanent employees of OAGS. OAGS staff should be involved in all capacity development activities. This is to ensure the external support is sustainable in the years after support is provided. Furthermore, new permanent recruitments will be necessary in areas critical for the strategic goals and where OAGS has limited capacity currently.
- **Long-term advisors:** LTAs are key to get high-qualified advisors in the different areas and enable on-the job training, context understanding, language skills and continuity on a daily basis in Mogadishu.
- **Peer mechanisms:** Peer-resources (training programs, guidance and experienced peers) are available for all the goals of the objectives of the SP. A peer-support mechanism is critical to ensure these resources are utilized and the regional experience is available to utilize regional these resources, a specific is established.

The support framework also clarifies the need to mobilize financial support for ICT and infrastructure. There is also a need to ensure good remuneration of staff in combination with capacity development – to ensure qualified staff stay.

