

PFMA  
2016-17



**Accountability for government spending: From the plan to the people**



**AUDITOR-GENERAL  
SOUTH AFRICA**

*Auditing to build public confidence*



**ACCOUNTABILITY = PLAN + DO + CHECK + ACT**

*"Plan-Do-Check-Act Cycle", also the Deming cycle , courtesy of the International Organization for Standardization*





**ACCOUNTABILITY = PLAN + DO + CHECK + ACT**



# Audit environment – contestations

- The **trend of contestations we reported last year intensified** further in the 2016-17 audit cycle
- **Acceptable for auditees to question and challenge** outcomes of audits, based on evidence and solid accounting interpretations or legal grounds. It is also acknowledged that many of the accounting and legal matters dealt with in the audits are **complex** and often open for interpretation.
- But at some auditees pressure is placed on audit teams to change conclusions **purely to avoid negative audit outcome or disclosure of irregular expenditure** – without sufficient ground. The findings are communicated throughout the audit and even from previous years, but only at end of audit when outcomes becomes apparent do the contestations appear.

## Level at which contestations experienced

- Accounting officers/ CEOs/ Boards
- Chief financial officers
- Provincial MECs and accountant generals
- Audit committees

## Reasons for contestations

- Political pressure to improve audit outcome
- Impact of poor audit outcomes on performance bonuses
- Consequences and bad press on irregular expenditure

## Type of contestations

- Threats of litigation against AGSA
- Questioning quality of audit team and/or their motives
- Using lawyers on accounting/ non-complex compliance issues
- Attempts to interfere in audits, including questioning methodology or pushing for different wording in audit reports
- Personal threats and intimidation
- Delays in/ not providing documentation/ evidence



# The percentages in this presentation are calculated based on the completed audits of 396 auditees, unless indicated otherwise

The overall audit outcomes are indicated as follows:

-  Unqualified with no findings
-  Unqualified with findings
-  Qualified with findings
-  Adverse with findings
-  Disclaimed with findings
-  Audits outstanding

The number of auditees increased from the previous year due to audits that were audited by private audit firms are now audited by the AGSA (mostly TVET Colleges)

Small and dormant entities have been excluded

Movement over a period is depicted as follows:

 Improved

 Unchanged

 slight improvement

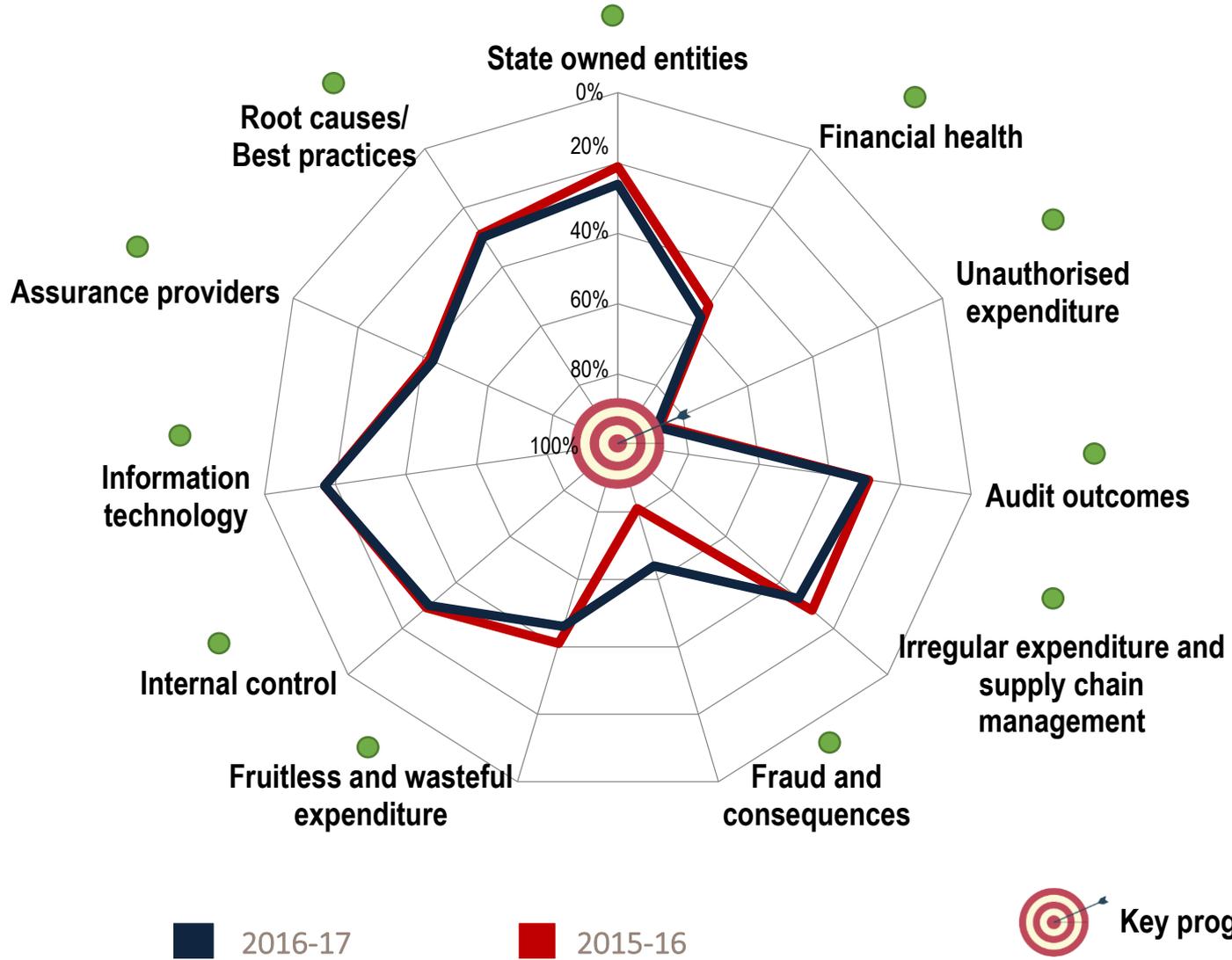
 slight regression

 Regressed



# 2016-17 PFMA outcomes

Total budget: R1 015 billion



2016-17

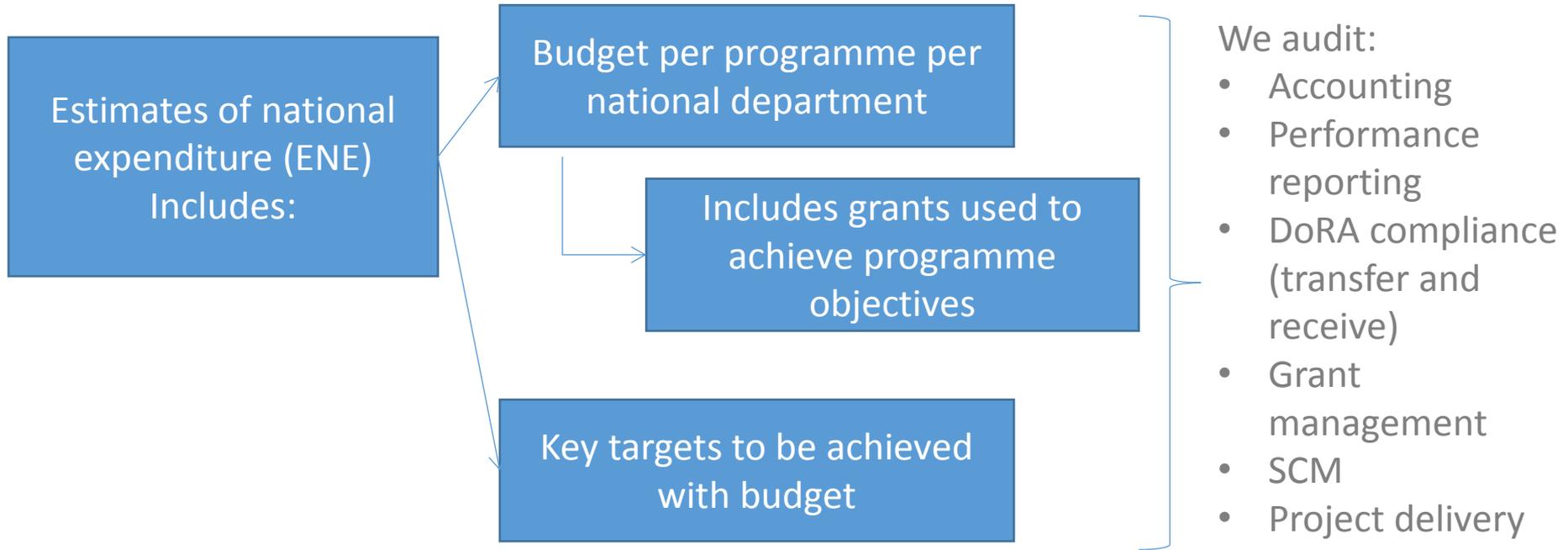
2015-16

Key programmes



ACCOUNTABILITY = PLAN + DO + CHECK + ACT

# Management and delivery on key programmes



What does our audits say about management and delivery of the key government programmes?

Report on the following programmes :

- Water infrastructure development (Water and Sanitation)
- School infrastructure (Basic Education)
- Expanded public works programme (EPWP)(Public works)
- Food security and agrarian reform (Agriculture, Forestry and Fisheries)
- Human settlement delivery support (Human settlement)

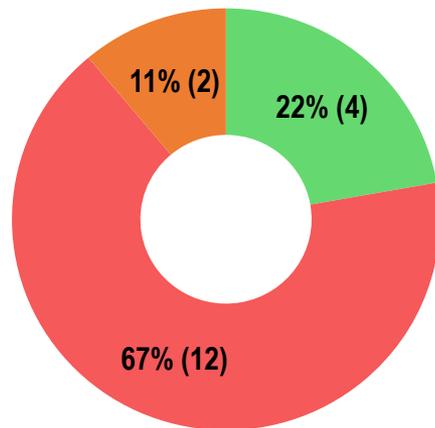


# Was the targets achieved for the key programmes?

98%

The total budget of the five programmes were R58 516 million of which **98%** were spent **either by department** or by **transferring grants\*** to provincial departments, municipalities or public entities

## Achievement of planned targets as per ENE



Targets achieved

Targets not achieved

Not reported

## Key findings on management and reporting by national departments

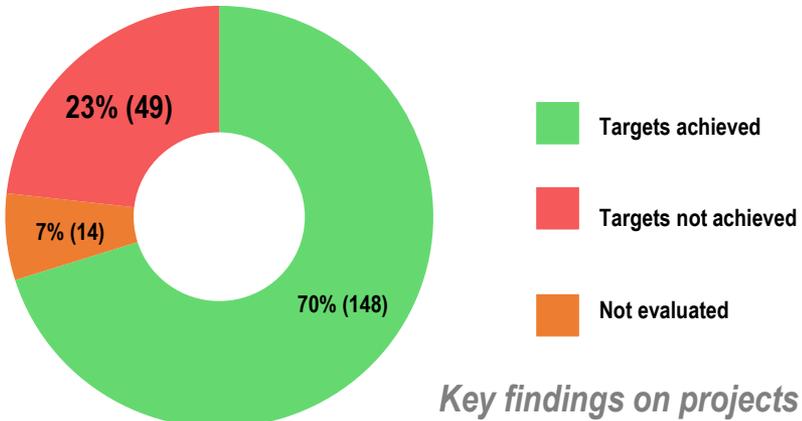
- Budgets were spent but all targets were not achieved – lowest achievements for Water and School infrastructure.
- Departments reported various reasons for underperforming including projects behind schedule
- Department of Public works did not report on the number of jobs created through EPWP – information is unreliable and department wanted to avoid audit findings

\* Where grants transferred it is shown as “spent” in books of department but there were unspent portions at the auditee it was transferred to.

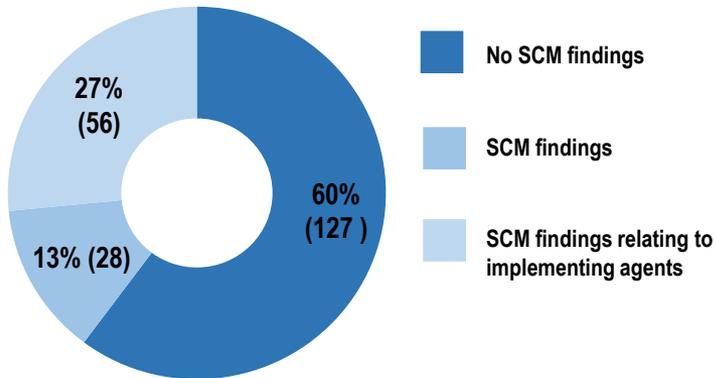
# How was the grants managed and did the projects deliver?

We audited 211 projects executed by provincial departments, funded by the grants for EPWP, School infrastructure, Agriculture (CASP and Ilima/ Letsema) and Human settlement – the budget was R30 752 million overall for these 5 grants.

*Achievement of planned targets as per grant framework*



*Compliance with SCM legislation*



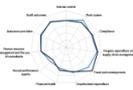
*Key findings on projects funded by grants*

- **Public works and Agriculture, Forestry and Fisheries** did not monitor grants utilisation and performance in manner required by DoRA
- Of 25 projects audited for **School infrastructure grants**, targets were not achieved on 11. On another 11 the performance was not evaluated
- **Delays, poor quality work and inadequate planning and project management** identified at the schools and human settlement infrastructure projects

- SCM non-compliance most prevalent on **School infrastructure (72% of projects), Ilima/ Letsema (92%) and Human settlement (45%)**
- Where implementing agents used to execute the project, **SCM non-compliance identified in appointing the agents or the procurement processes used by the agent**
- **Material incorrect accounting** also identified where implementing agents used as the money spent was just shown as a transfer payment



# How did national departments deliver on projects?



We audited water infrastructure projects managed by **Water and Sanitation** and school infrastructure projects managed by **Basic education** (through the accelerated schools infrastructure delivery initiative). Some of our findings below

## *Water infrastructure projects (10 projects)*

- Some projects were **overspent or budgets were insufficient** and had to be increased (e.g budget of the Nwamitwa dam increased from R1,3 billion to R3,7 billion).
- **Non-compliance with SCM legislation on 80% of the projects**; e.g. irregular expenditure on the Nwamitwa project was R155,9 million and on the Tzaneen project R43,6 million.
- Contractors were overpaid or paid for services not rendered. We could not determine the full extent of the **fruitless and wasteful expenditure** and reported that the department needed to investigate this further.

## *School infrastructure (Various in EC, LP, KZN and Mpumalanga)*

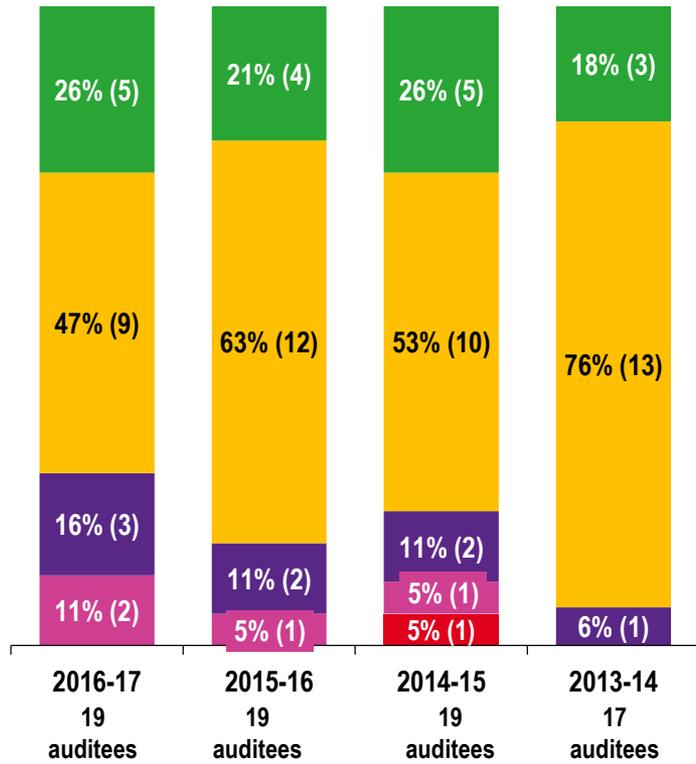
Adequate project management processes were not in place to manage and monitor the construction schedule and expenditure on the projects. As a result, the following occurred

- **Services of contractors were terminated** at eight of the 20 projects in the Eastern Cape, which caused delays and increased the cost of projects. In most cases the **total cost of the projects was more than the original value**.
- **Delays** of between four and 14 months were experienced on all projects in Mpumalanga. Delays of between three and 22 months were experienced on all projects in the Eastern Cape.
- No progress had been made on two projects in KwaZulu-Natal that had been **dormant since the previous audit in 2016**, and the contractors had abandoned the project.
- **Poor quality construction** identified in all 4 provinces



# State-owned enterprises (SOEs) – audit outcomes (audited by AGSA)

26%



**Clean audits:** Armaments Corporation of South Africa, (ARMSCOR), NTP Radioisotopes, Gammatec NDT Supplies, Land Bank Life Insurance and PetroSA Ghana.

## Outstanding audits at 31 August

- Independent Development Trust (IDT)
- South African Express Airways (SAX)
- South African Airways (SAA)
- Air Chefs
- SAA Technical
- Mango Airlines

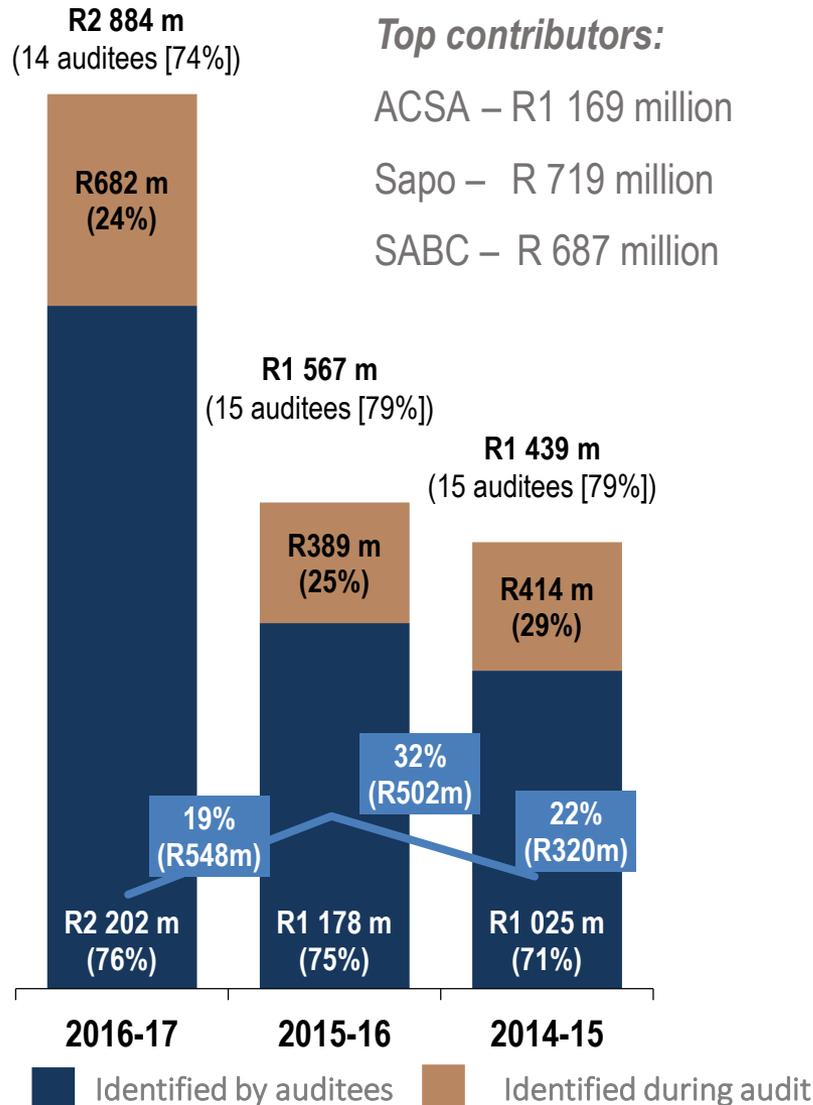
## Audit outcomes of SOEs – not clean audit opinions

SOE	Financial statements	Performance reporting	Compliance
Central energy fund (CEF)	Unqualified		R
The Petroleum Oil and Gas Corporation (PetroSA)	Unqualified	N	R
SA Agency for Promotion of Petroleum Exploration and Exploitation	Unqualified		N
SFF Association NPC	Unqualified		R
Land and Agricultural Bank of South Africa (Land Bank)	Unqualified		R
Land Bank Insurance	Unqualified		N
The South African Nuclear Energy Corporation (Necsa)	Unqualified		R
Pelchem	Unqualified		R
Airports Company South Africa (ACSA)	Unqualified	R	R
South African Broadcasting Corporation (SABC)	Adverse	R	R
South African Post Office (Sapo)	Qualified	R	R
The Courier and Freight Group	Adverse	R	R
South African Forestry Company (SAFCOL)	Qualified	N	R
Komatiland Forests	Qualified		R

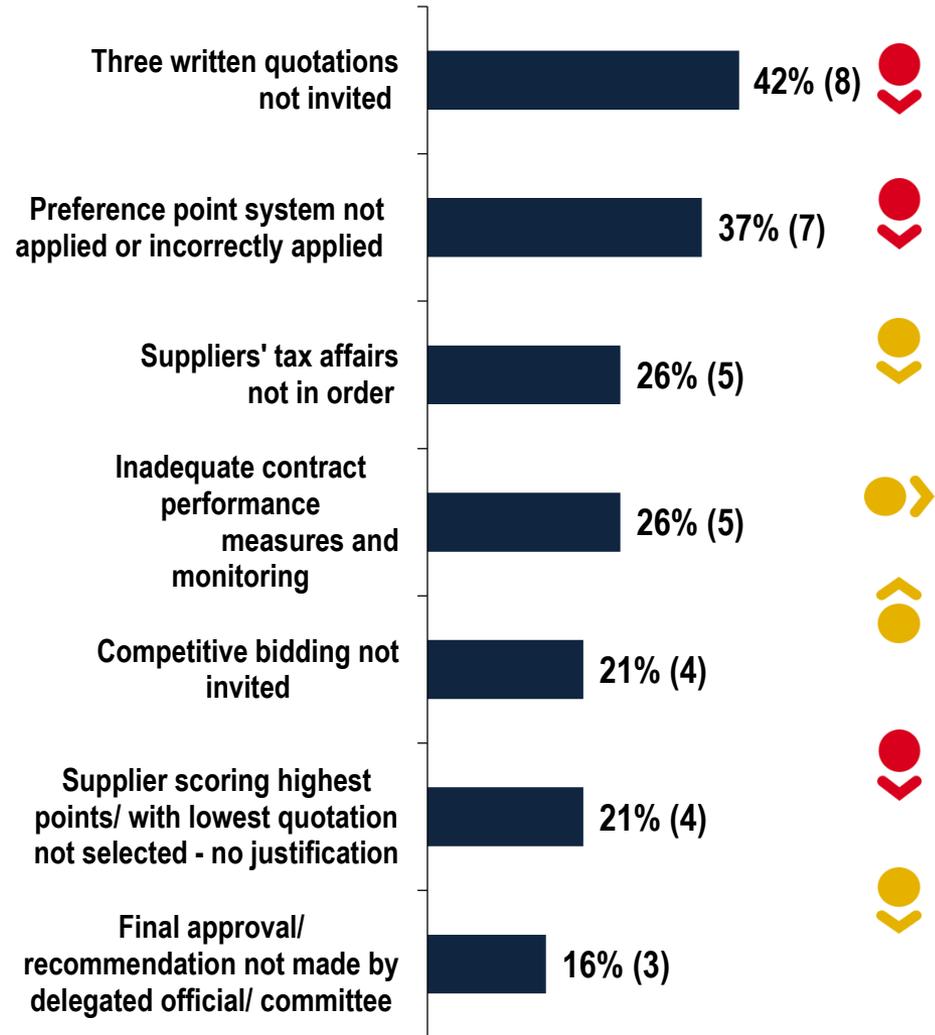
N New finding R Repeat finding

# SOEs – irregular expenditure and SCM

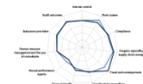
## Irregular expenditure



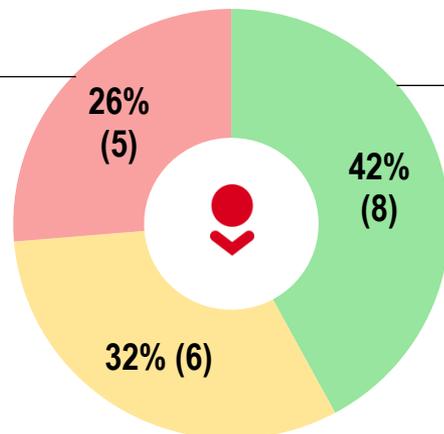
## Most common supply chain management findings



# SOEs – financial health



- Pelchem
- PetroSA
- SABC
- Sapo
- Courier and Freight Group



- CEF
- NTP Radioisotopes
- SFF Association
- SAFCOL
- Komatiland Forests
- ACSA
- Gammatec NDT Supplies
- PetroSA Ghana

- Two or less unfavourable indicators
- More than two unfavourable indicators
- Significant doubt that operations can continue in future (i.e. remain a going concern)

*Key concerns identified*

- SAA group (excluding Mango airlines) have not submitted financial statements yet as management could not conclude on whether the companies will be able to continue operations in future (i.e. whether they are a going concern)
- 11 (58%) incurred a deficit during 2016-17. These included Armscor and Necsa.
- 15 (80%) have creditors payment period of more than 30 days.

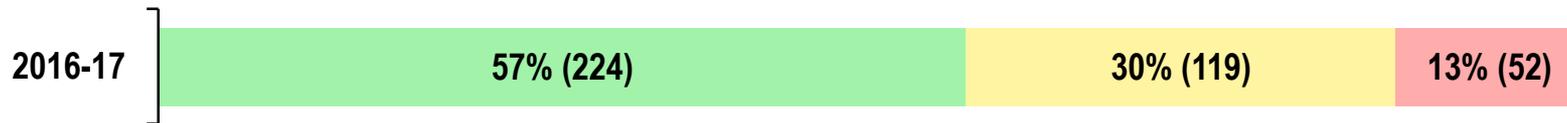
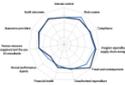
# SOEs – vacancies and stability

- 6 (35%) did not have CEOs at yearend
- Average vacancy rate at senior management = 17%



# Status of financial health of other auditees

57%



## Emerging risk: Regression in financial health of departments

Material uncertainty exists whether **11%** of departments can continue to operate in future – double the number of departments from previous year.

Included are 12 of the 13 departments in the Free State, the Department of Water and Sanitation and three health departments (EC, FS and NC)

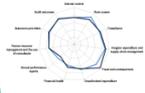
### *Key concerns identified*

- 28 departments (17%) **used more than 10% of the 2017-18 budget (excluding employee cost) to fund 2016-17 cash shortfall.** Includes **four education, five health and five public works departments.** Those with highest spent was Human Settlements (FS) (70%), Co-operative Governance and Traditional Affairs (MP) (63%) and Public Works(KZN) (54%). The national departments included Home Affairs (which spent 46% of the 2016-17 budget).
- 56 departments (34%) **had a deficit** if accruals are taken into account (was 18% in 2013-14)
- 64 departments (39%) **have creditors payment period of more than 30 days** (was 29% in 2013-14)

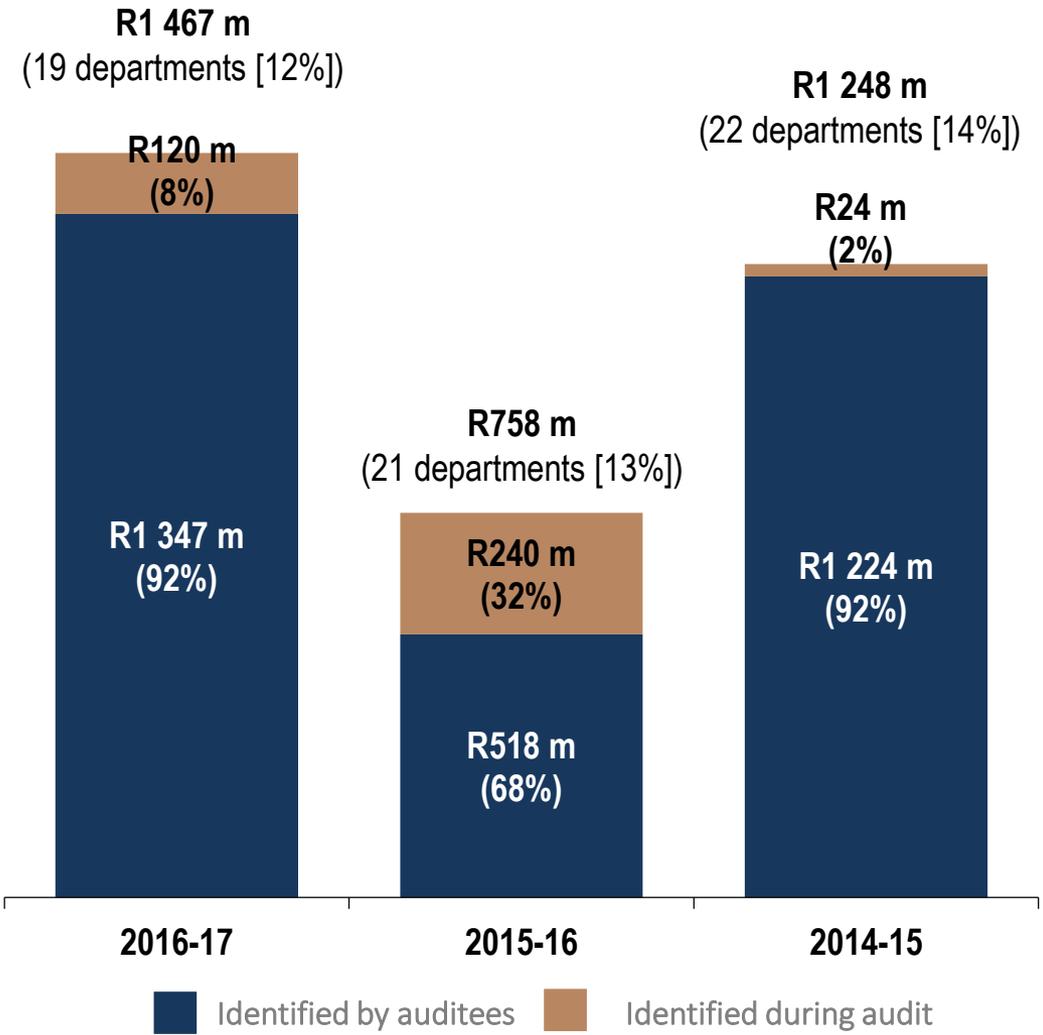
-  Two or less unfavourable indicators
-  More than two unfavourable indicators
-  Significant doubt that operations can continue in future and/or auditee received a disclaimed or adverse opinion, which meant that the financial statements were not reliable enough for analyses

# Unauthorised expenditure – another indicator of financial health issues at departments

With no UE = **88%**



92% (2015-16 :75%) of occurrences caused by **overspending of budget / main sections in budget**



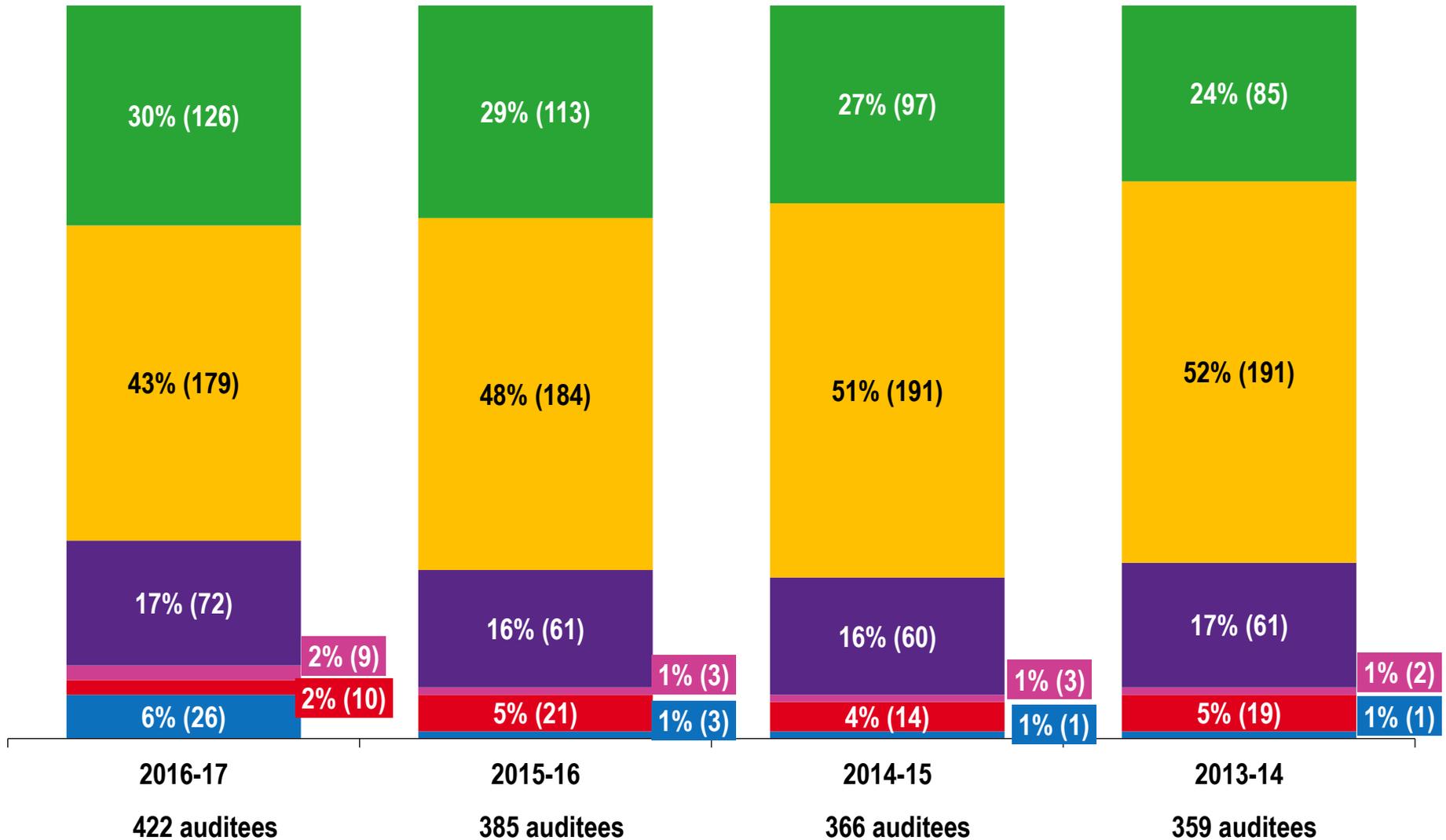
Breakdown of **unauthorised expenditure** incurred

Portfolio	Amount (million)	Percentage
Nat	R448	31%
FS	R316	22%
EC	R175	12%
NC	R120	8%
KZN	R106	7%
NW	R105	7%
GP	R99	7%
MP	R98	7%
LP	None	
WC	None	

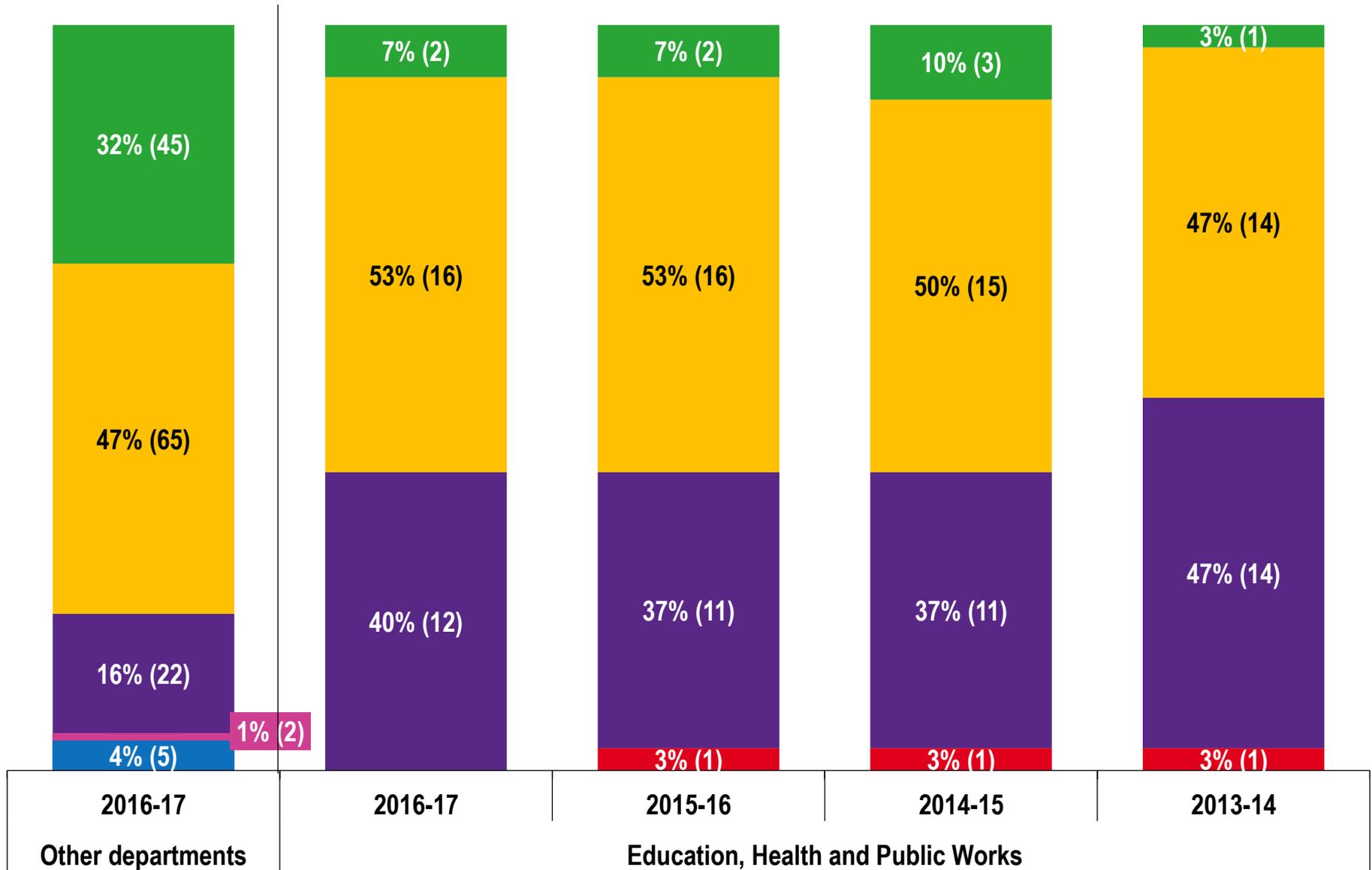


# Audit outcomes over four years – all auditees

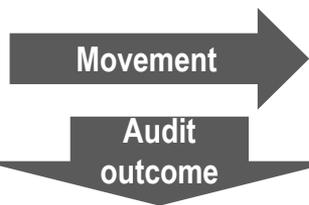
30%



# Education, health and public works vs other departments



# Movement table (2016-17 over 2015-16)



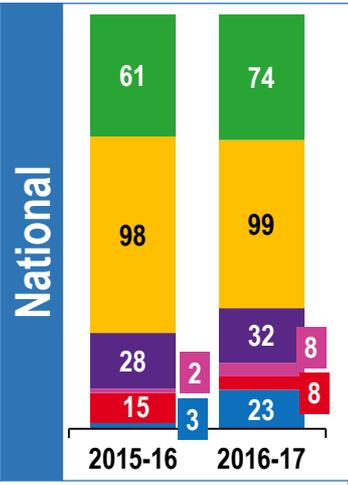
	60 Improved	259 Unchanged	47 Regressed	30 New auditee	16 + 10 Outstanding audits (prior year audit outcome)
Unqualified with no findings = 126	9 (DEP) 20 (PE) 1 (DEP) 1 (PE)	37 (DEP) 47 (PE)		11 (PE)	1 (DEP) 3 (PE)
Unqualified with findings = 179	5 (DEP) 13 (PE)	71 (DEP) 59 (PE)	5 (DEP) 18 (PE)	8 (PE)	1 (DEP) 4 (PE)
Qualified with findings = 72	1 (DEP) 9 (PE)	21 (DEP) 14 (PE)	1 (DEP) 11 (DEP) 8 (PE)	7 (PE)	3 (DEP) 1 (PE)
Adverse with findings = 9	1 (PE)	1 (DEP) 2 (PE)	1 (DEP) 1 (PE)	3 (PE)	
Disclaimed with findings = 10		7 (PE)	1 (PE) 1 (PE)	1 (PE)	3 (PE)

DEP – departments PE – public entities Colour of the number indicates the audit opinion from which the auditee has moved.

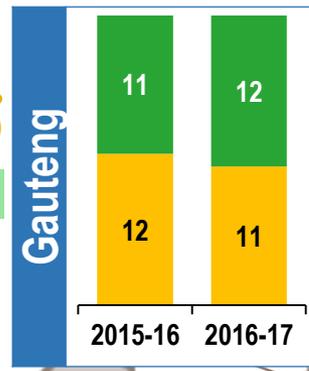
Of the 26 outstanding audits, three audits remain outstanding since the 2015-16 financial year, with seven new audit outstanding.

# Movement per portfolio (all auditees)

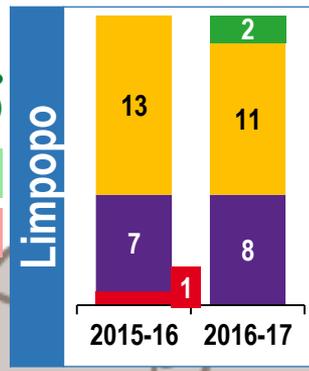
↑ 10  
41  
31



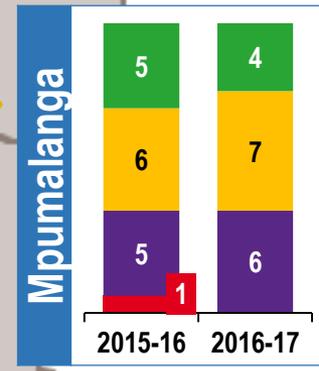
↑ 1  
1



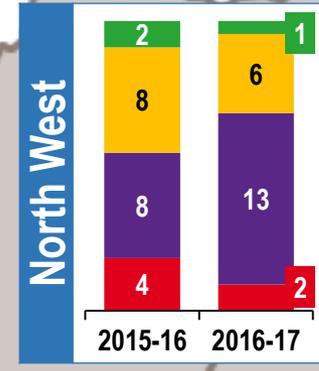
↑ 3  
6  
3



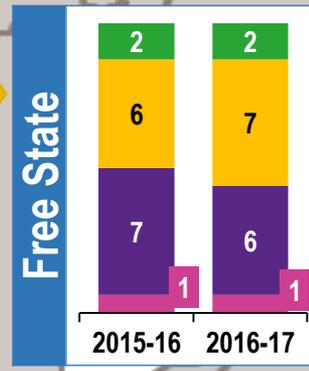
→ 1  
1



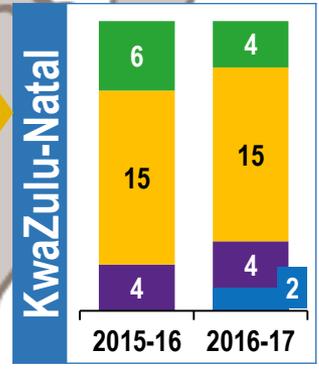
↓ 2  
2  
4



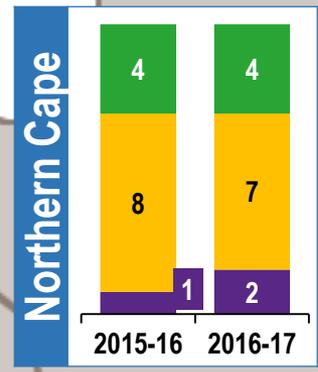
→ 2  
2



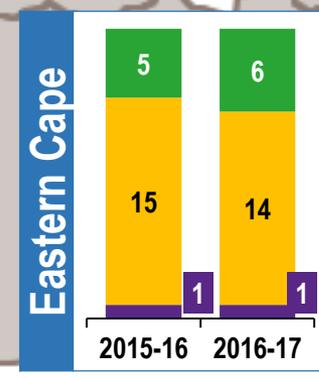
→ 3  
3



↓ 1  
1  
2

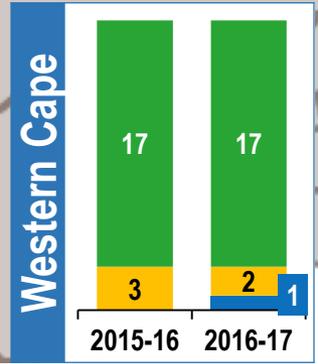


↑ 1  
1



Number of auditees that improved  
Number of auditees that regressed

↑ 1  
2  
1



- Unqualified with no findings
- Unqualified with findings
- Qualified with findings
- Adverse with findings
- Disclaimed with findings
- Outstanding audits

# Movement in audit outcomes of national auditees – per function budget groups

Function budget group	Outcomes	Movement over 2015-16	Total budget
Agriculture, rural development and land reforms			R23 987 million
Basic education			R6 452 million
Defence, public order and safety			R169 293 million
Economic affairs			R89 584 million
General public services			R194 203 million
Health			R3 888 million
Human settlements and infrastructure			R1 613 million
Post-school education and training			R41 248 million
Social protection			R8 406 million

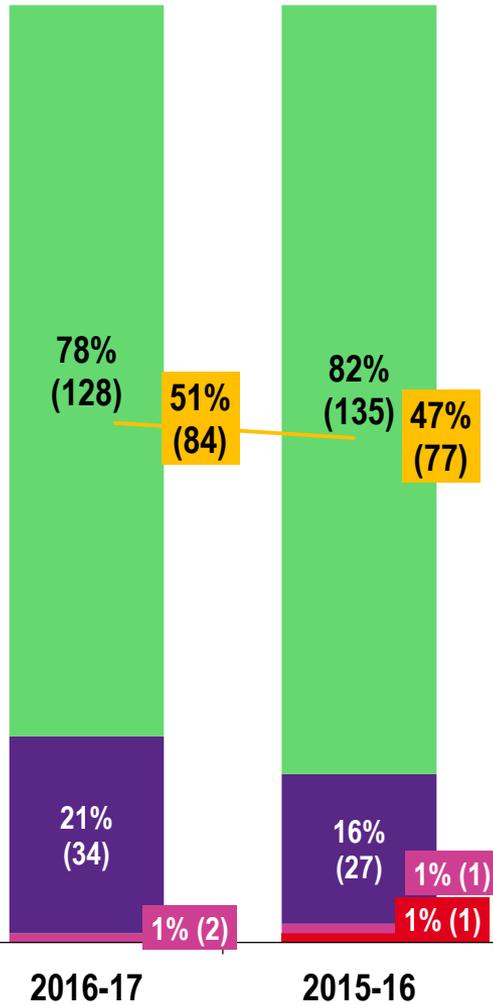
# Status of audits that were outstanding at 31 August 2017

- 26 audits were outstanding on 31 August 2017 (our cut-off date), compared to 11 in 2015-16
- Reasons include:
  - late or non-submission of financial statements (13) – these include PRASA, SA Express, SAA and its subsidiaries and 5 TVET colleges
  - Information outstanding to determine if auditees is a going concern (5) – including SANRAL
  - Disagreements on accounting or legal matters (4) – including DoD and SARS
  - Late submission of information for auditing or delays in audit (4)
- Seven audits were subsequently finalised resulting in:
  - four unqualified (International Relations and Co-operation, Transport, Ithala Development Finance Corporation and Ithala)
  - one qualified (Cooperative Governance))
  - one adverse (The Property Management Trading Entity)
  - one disclaimed opinion (Independent Development Trust)

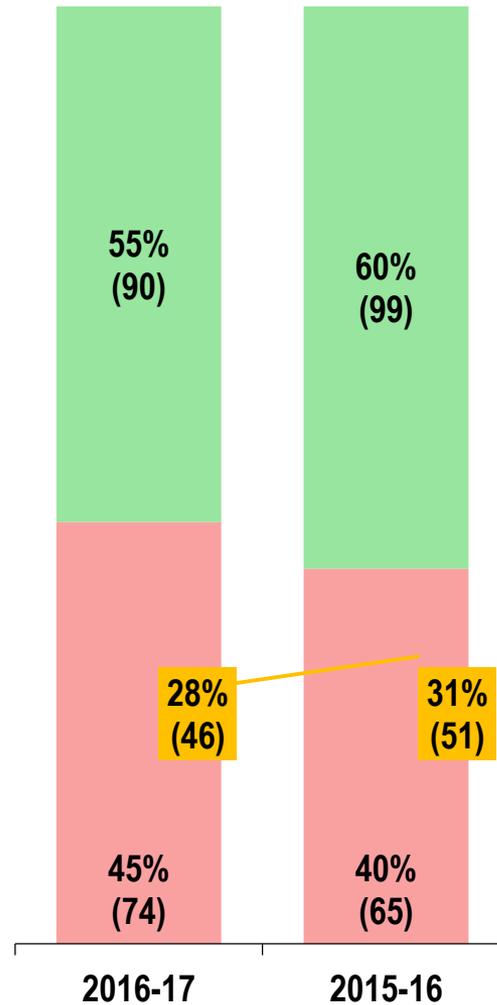


# Movement on the quality of financial statements, performance reports and compliance – departments

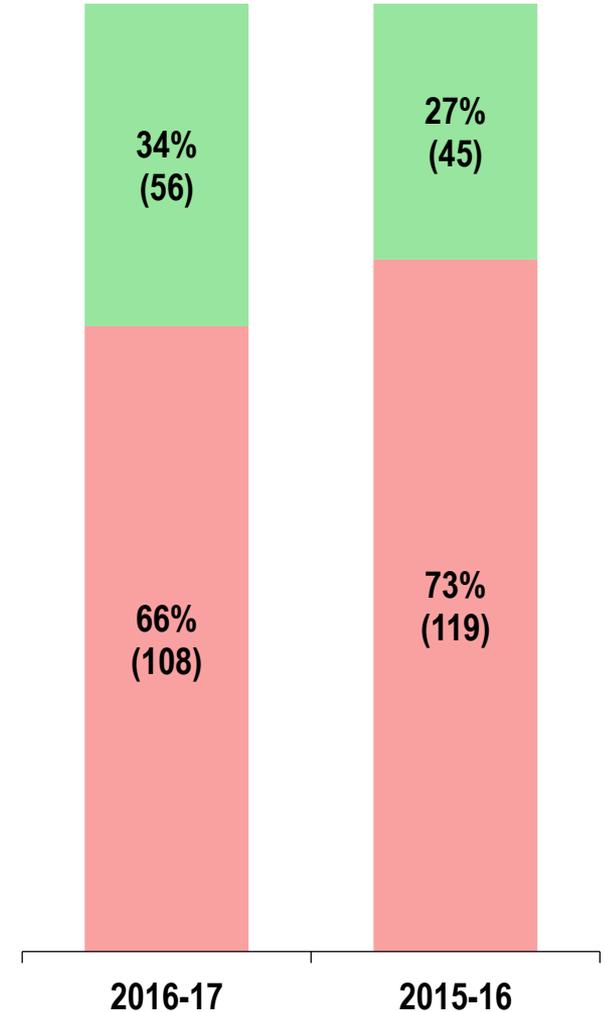
*Audit of financial statements*



*Findings on annual performance reports*



*Findings on compliance with key legislation*



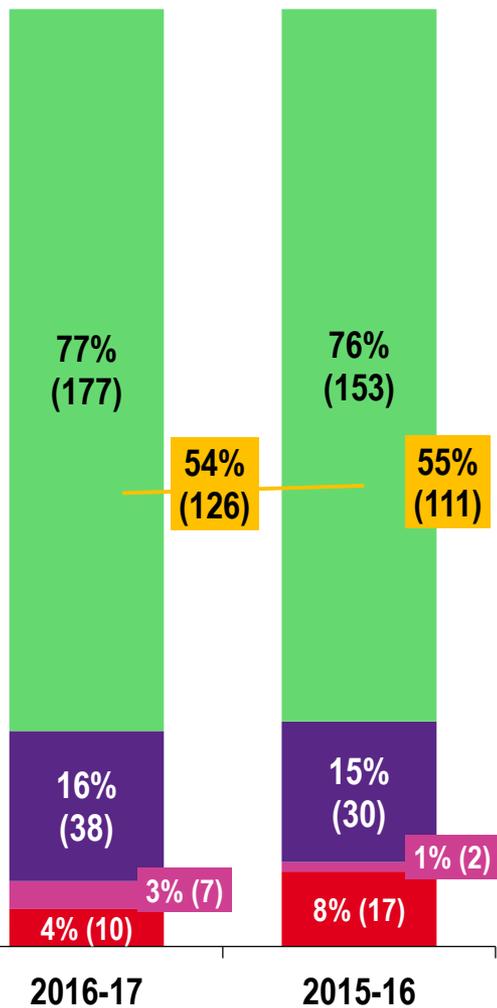
AFS and APR submitted with no material misstatements

With no findings

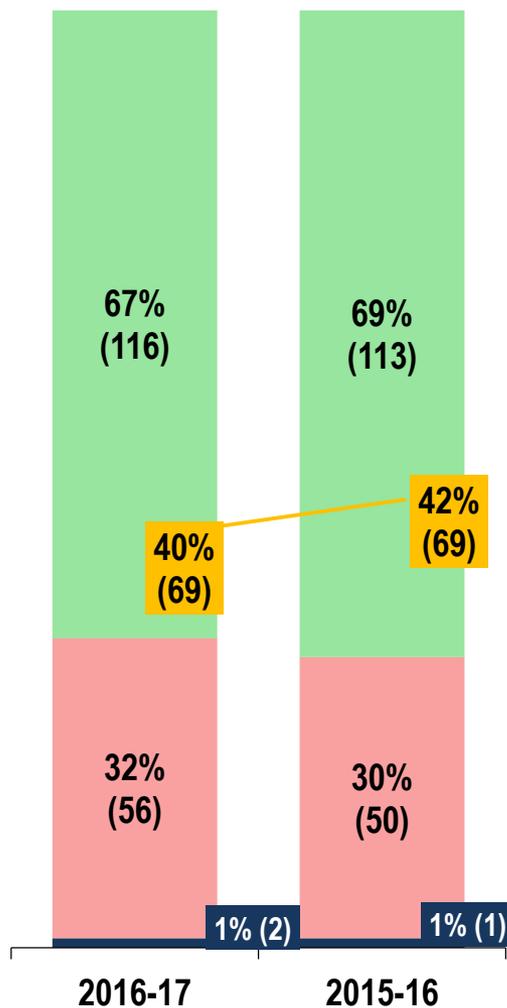
With findings

# Movement on the quality of financial statements, performance reports and compliance – public entities

*Audit of financial statements*



*Findings on annual performance reports*



*Findings on compliance with key legislation*



No performance report/ performance report submitted late

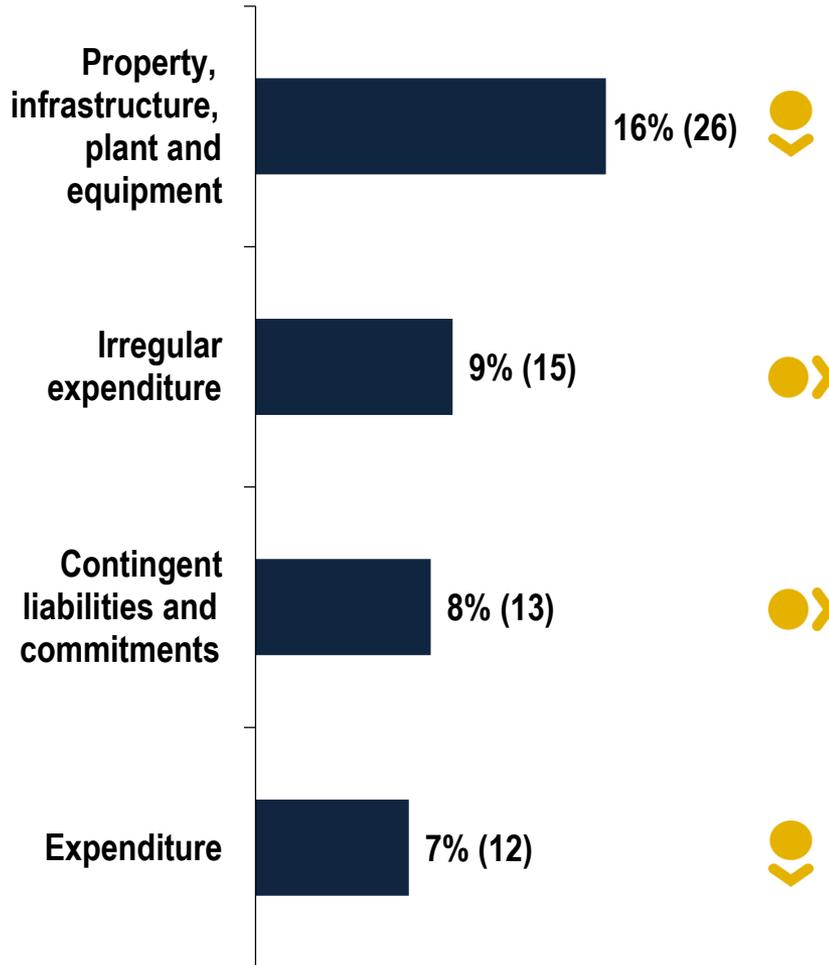
AFS and APR submitted with no material misstatements

With no findings

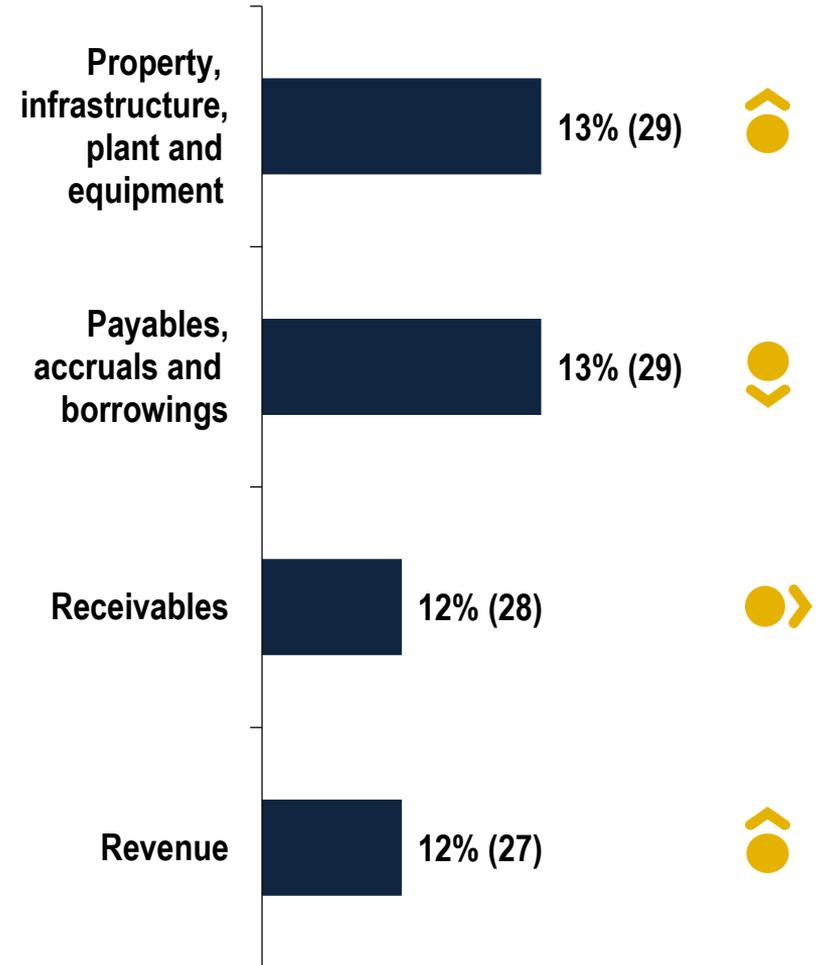
With findings

# Little improvement over four years in the most common qualifications areas

## Departments

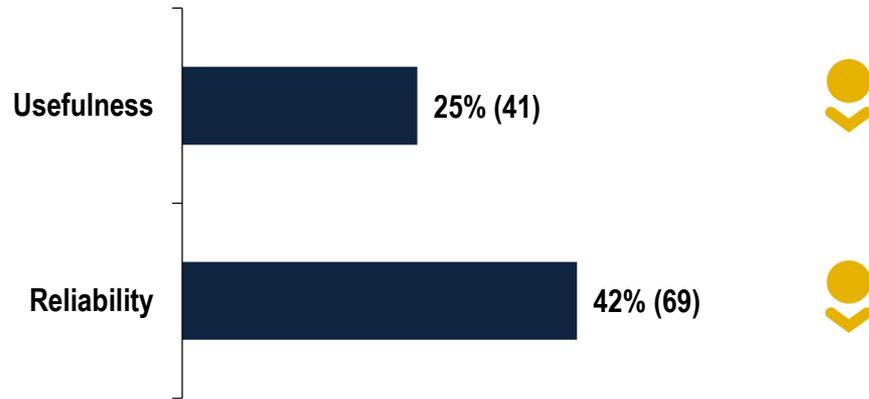


## Public entities

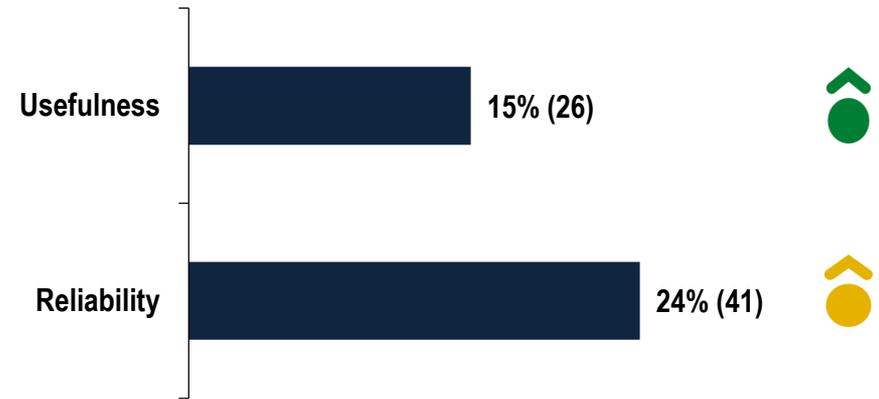


# Findings on usefulness and reliability on performance reports

*Departments (164)*



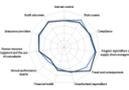
*Public entities (174)*



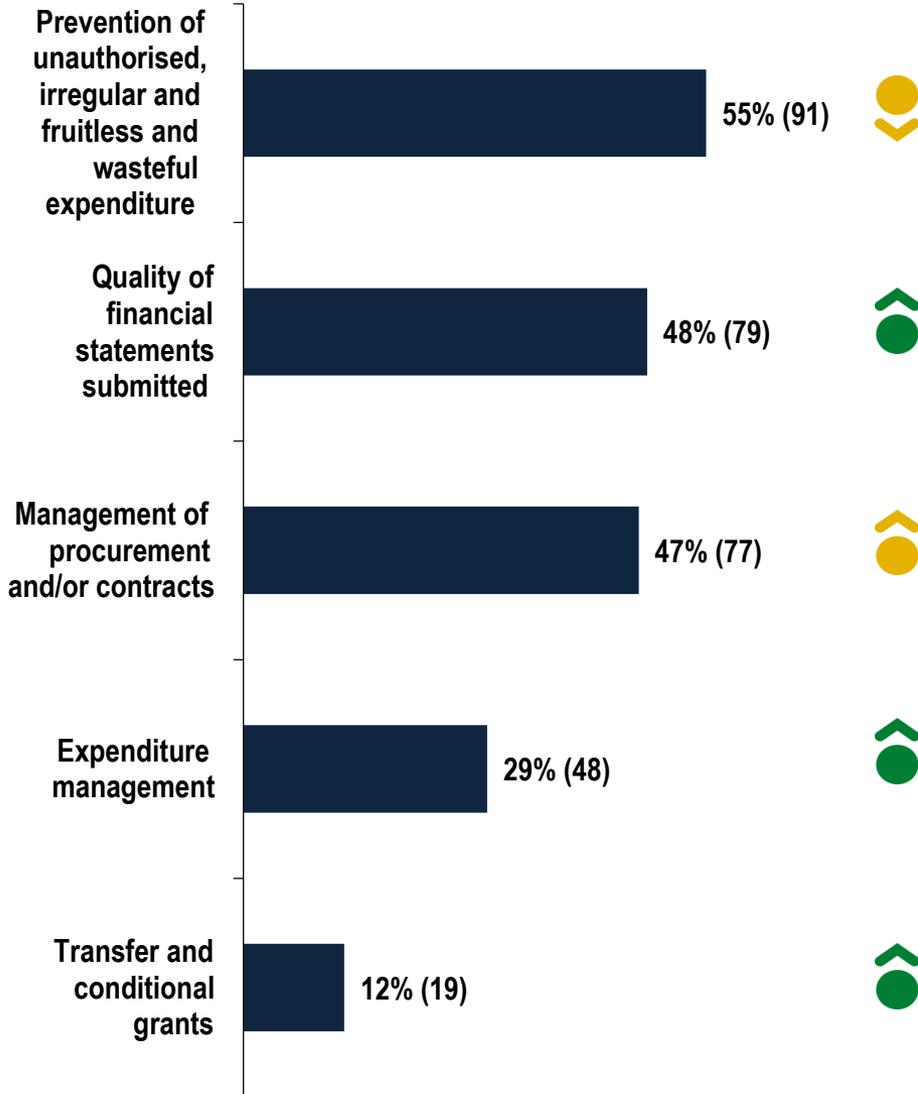
Main findings are:

- Reported achievements not reliable
- Indicators not well-defined
- Performance targets not measurable
- Indicators not verifiable

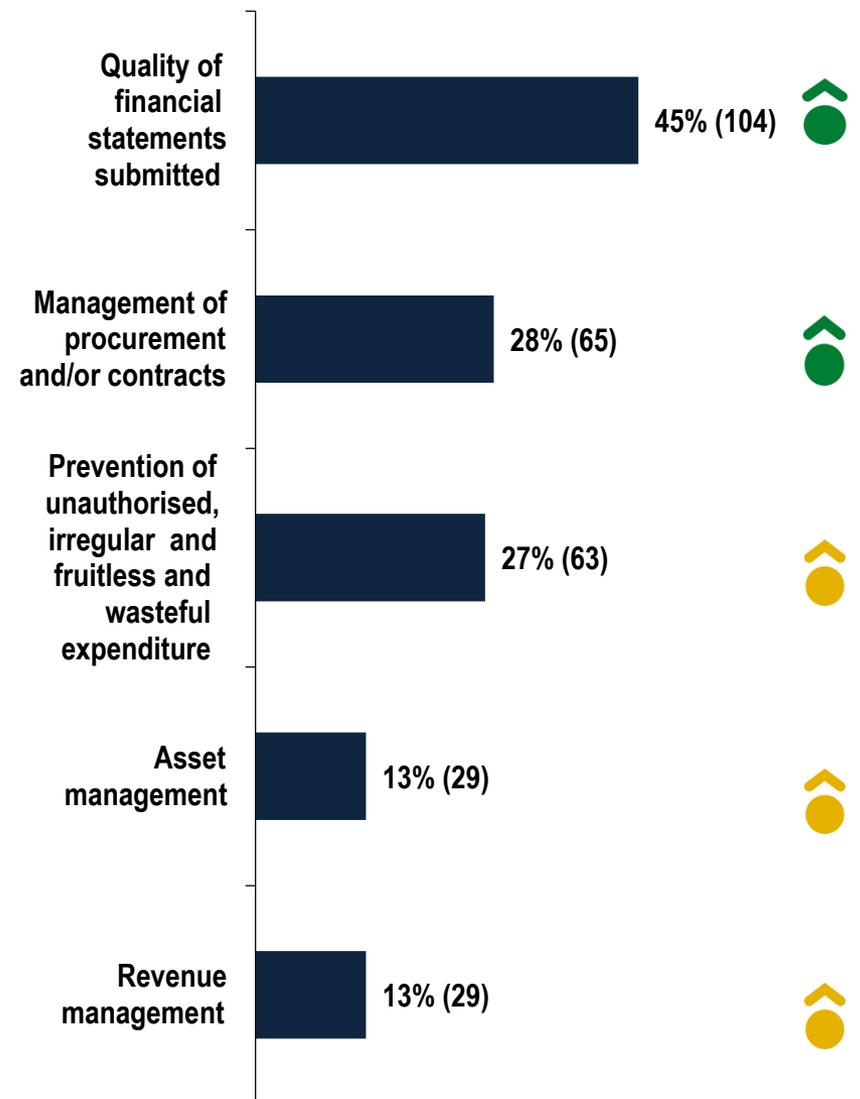
# Improvement over four years in some of the most common non-compliance areas



## Departments



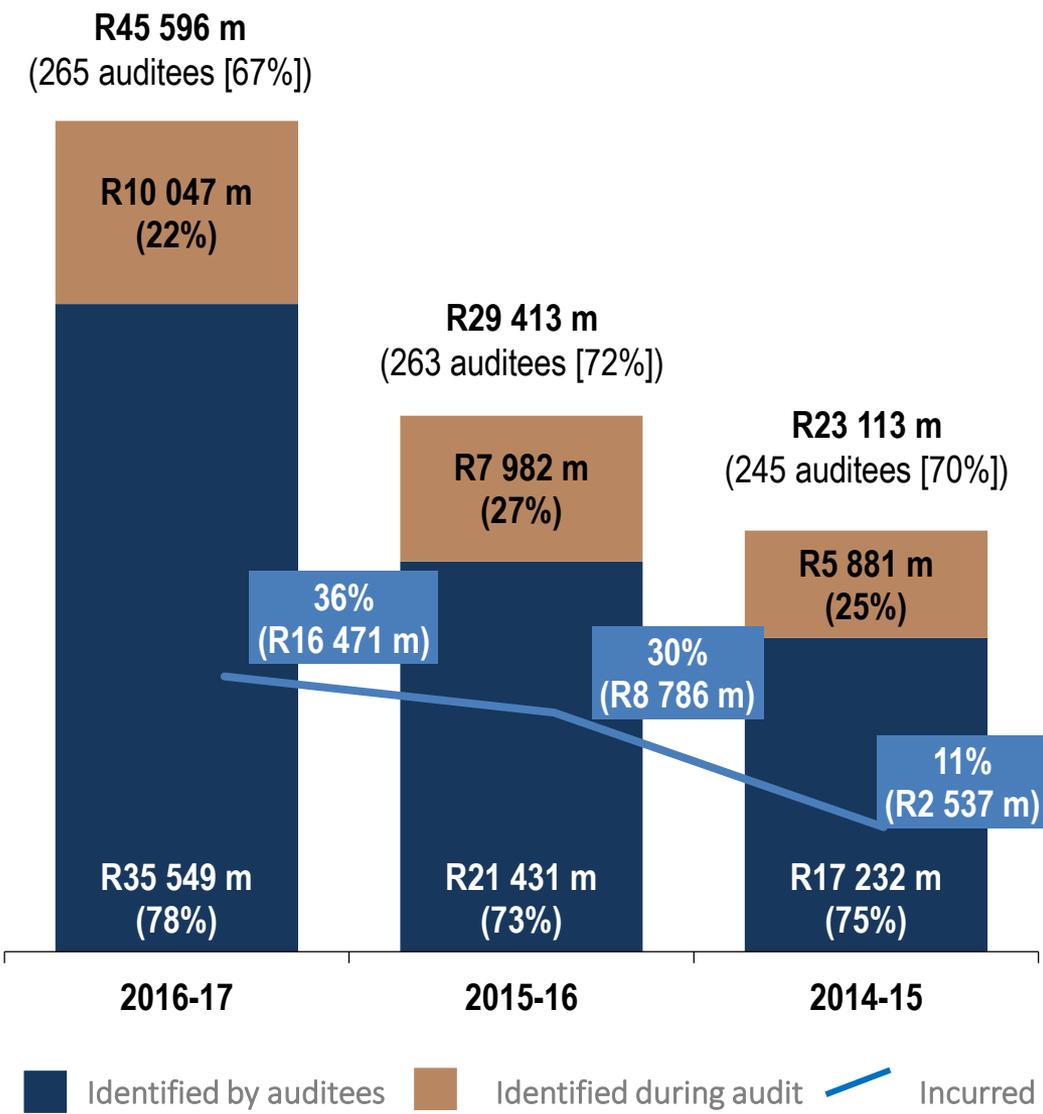
## Public entities



# Irregular expenditure over three years\*

89% (2015-16: 89%) of occurrences were related to **contraventions of SCM prescripts**

With no IE = **33%**



Breakdown of **irregular expenditure** incurred

Portfolio	Amount (million)	Percentage
KZN	R11 346	25%
Nat	R9 647	21%
GP	R5 875	13%
FS	R5 421	12%
NW	R3 625	8%
MP	R3 154	7%
LP	R2 578	6%
EC	R2 376	5%
NC	R1 551	3%
WC	R23	< 1%



\* Excludes outstanding audits such as PRASA

## Highest contributors responsible for 53% of the irregular expenditure

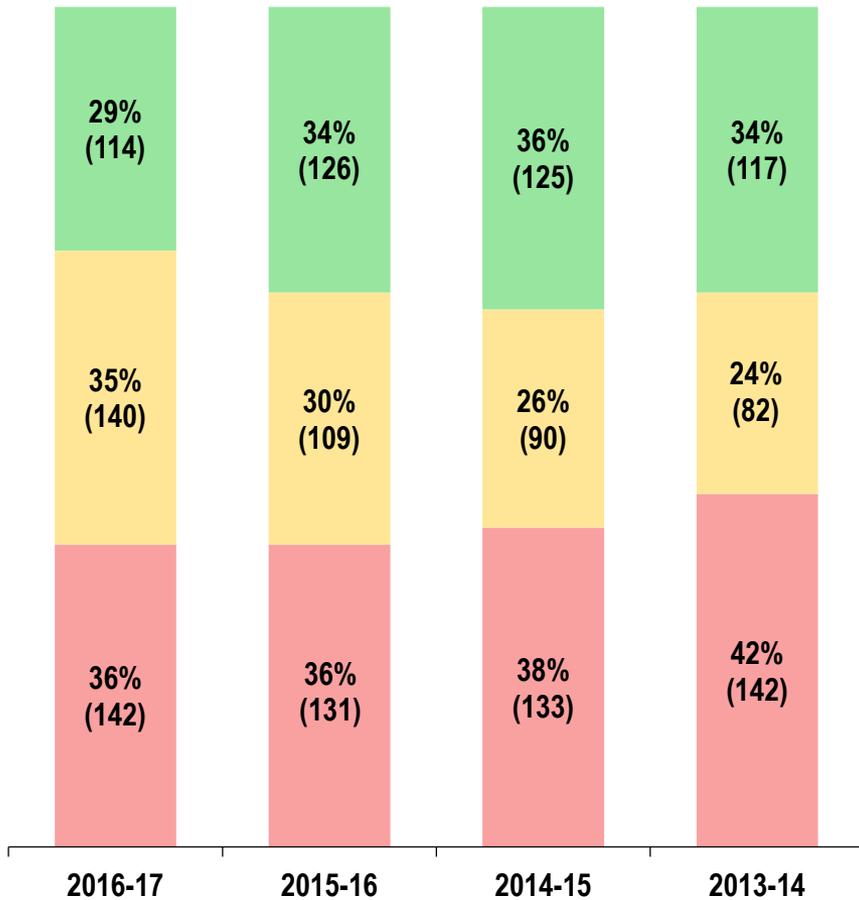
Auditee	Amount (million)	Nature
Transport (KwaZulu-Natal)	R3 952 (2015-16: R477)	Mostly related to a plant hire contract for which <b>preference point system had not been applied</b> . In some instances, <b>deviations were approved even though it was not impractical to go through the competitive bidding process</b> . Of this amount, R2 625 million related to prior years as an <b>exercise was conducted to identify irregular expenditure from prior years</b> . Of the R1 327 million relating to the current year, 55% (R727 million) related to plant hire while 23% (R307 million) related to the inappropriate deviation from procurement processes. Some of the payments for plant hire related to provincial roads maintenance grants.
Health (Free State)	R3 502 (2015-16: R466)	Of the R3 502 million, R3 201 million (91,4%) was irregular expenditure <b>identified to resolve prior year qualifications</b> , while the remaining R301 million related to current year irregular expenditure. Procurement processes were incorrectly applied, as <b>preference points were incorrectly calculated. In some instances, suppliers were incorrectly disqualified and functionality was not correctly determined</b> . Some of these amounts related to money not spent in terms of conditional grants.
Health (KwaZulu-Natal)	R3 025 (2015-16: R2 521)	Of this expenditure, R31,2 million related to the <b>purchase of mobile units to be used for male circumcision</b> . The full amount was funded from the HIV/Aids conditional grant. Most of this amount related to the prior year (i.e. R1 700 million). Included in this amount is R50,3 million paid to the IDT, the implementing agent.
Human Settlements (KwaZulu-Natal)	R2 888 (2015-16: R6)	Most of this amount <b>related to the prior year</b> (i.e. R2 328 million). Of the R560 million relating to the current year, almost 100% related to non-compliance with SCM legislation by <b>municipalities regarding implementing agents on housing projects</b> . Some of the irregular expenditure related to the human settlement development grant.
Roads and Transport (Gauteng)	R2 380 (2015-16: R2 032)	The expenditure resulted from <b>deviations from the competitive bidding process, R2 341 million (98%) of which related to the extension of a bus subsidy</b> .

## Highest contributors responsible for 53% of the irregular expenditure (continued)

Auditee	Amount (million)	Nature
Health (Gauteng)	R2 051 (2015-16: R828)	Of this expenditure, R597 million related to the <b>extension or modification of contracts without appropriate approval</b> while R491 million related to the <b>procurement of construction contracts, security services as well as various contracts</b> . Overall, 35% (R725 million) related to the payment of employee cost, as the budget for the compensation of employee cost was increased without approval by the provincial treasury).
Education (Eastern Cape)	R1 873 (2015-16: R265)	The expenditure resulted from non-compliance <b>across all SCM requirements, inappropriate deviations from the SCM process as well as non-compliance with PFMA requirements when making transfers and subsidies</b> . Most of this expenditure related to the prior year. Of the R784 million relating to the current year, 64% (R468 million) related to infrastructure.
Department of Water and Sanitation (National)	R1 686 (2015-16: R1 711)	A total of R915 million of this expenditure related to <b>non-compliance with SCM legislation by the implementing agent</b> while R431 million related to the <b>regional bulk infrastructure grant, water services infrastructure grant and sanitation contracts</b> . Of this expenditure, R214 million was incurred on the supply, delivery and installation of a <b>desalination plant for the drought-stricken Richards Bay</b> .
Health (Mpumalanga)	R1 642 (2015-16: R1 920)	The incorrect application of procurement processes, as <b>preference points were incorrectly calculated in the prior year on a medical supplies contract</b> , accounted for 94% of the irregular expenditure. A total of 4% of the irregular expenditure related to non-compliance on the implementing agents' contracts and 2% to the department's own SCM processes. Overall, 16% (R267 million) of the total irregular expenditure related to conditional grants.
Roads Agency Limpopo (Limpopo)	R1 195 (2015-16: R49)	A total of 89% (R1 060 million) related to non-compliance with legislation that was identified in the current year <b>relating to the prior year</b> . The entity investigated and quantified the full extent of the non compliance and adequately disclosed this amount in the year under review.

# Supply chain management

## Status of SCM



2016-17 396 auditees  
 2015-16 366 auditees  
 2014-15 348 auditees  
 2013-14 341 auditees

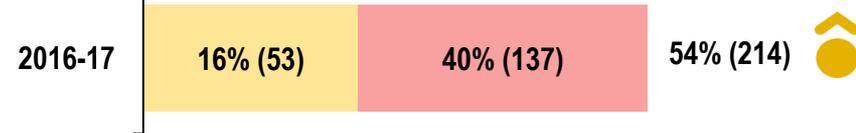
With no findings

With findings

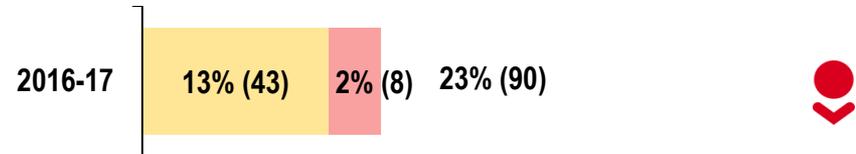
With material findings

## Findings on SCM with movement over 4 years

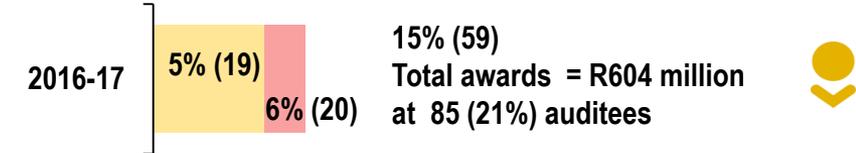
### Uncompetitive or unfair procurement processes



### Inadequate contract management



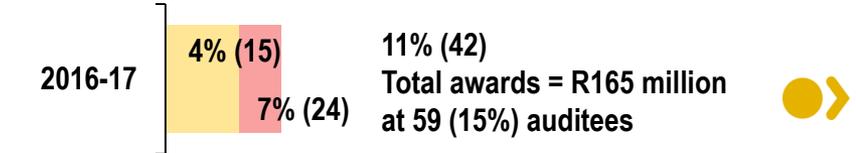
### Awards to close family members of employees



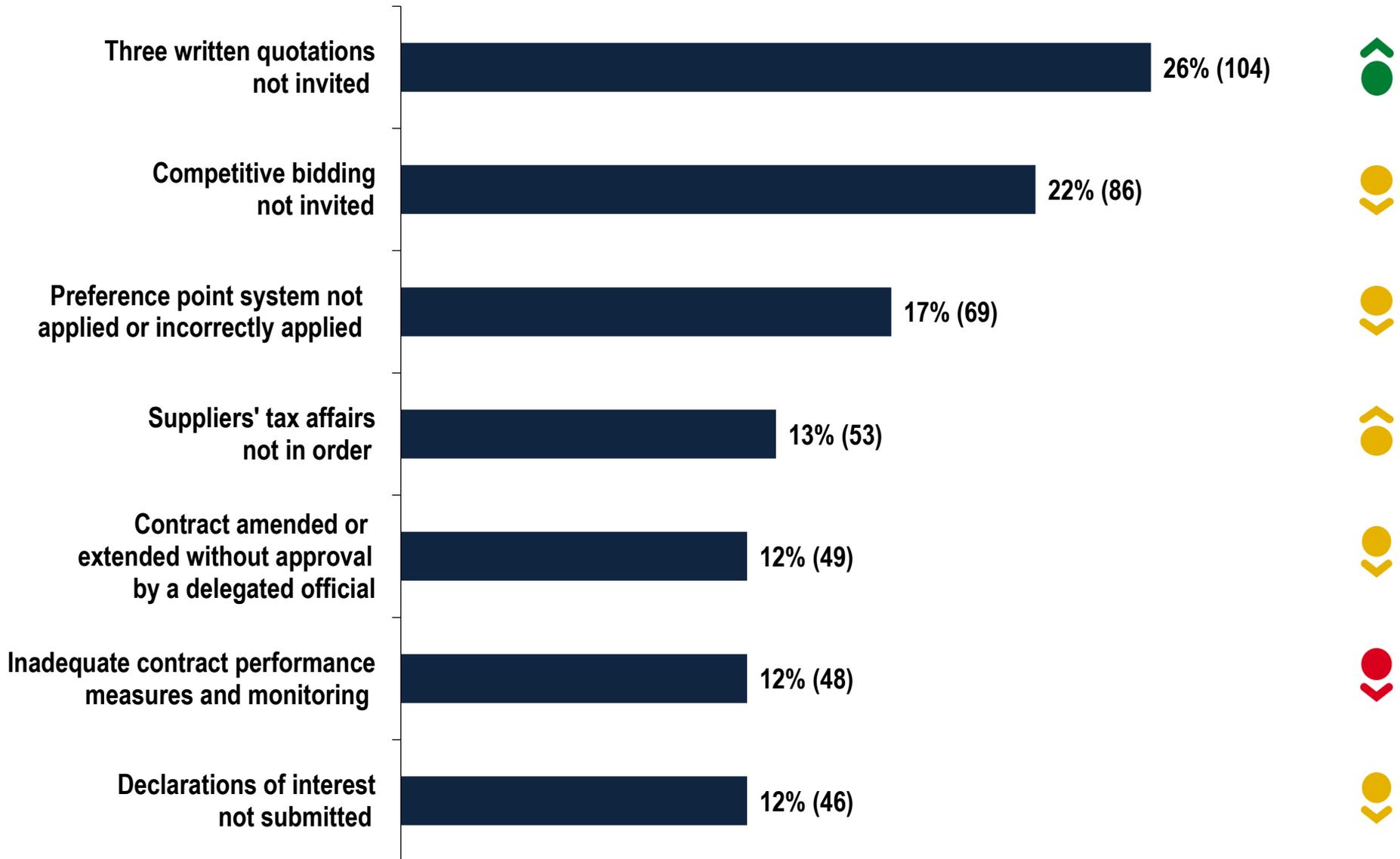
### Limitation in planned scope of audit of awards

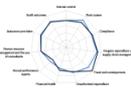


### Awards to employees



# Most common findings on supply chain management





## Employees doing business with the state

**Amended Public Service Regulations prohibit employees of departments from doing business with the state** from 1 August 2016.

The regulations allowed employees that were doing business with the state on 1 August 2016 time until February 2017 to stop the business or resign as an employee.

- Overall, 698 employees at 24 departments took **no action in this transitional period and continued doing business with the state.**
- In addition, 649 employees at 32 departments **secured new awards after 1 August 2016,** even though it is prohibited.

## Local procurement

- In 2015-16, we reported **non compliance with Preferential Procurement Regulations regarding procuring locally** at 20 auditees and committed to increase our audit focus on this important government initiative.
- In 2016-17, we tested compliance at 91 auditees
- **43% of auditees did not comply with the requirements**
- They demonstrated a lack of understanding and awareness of the requirements and even a disregard for them, which could result in government not achieving the objectives of this initiative

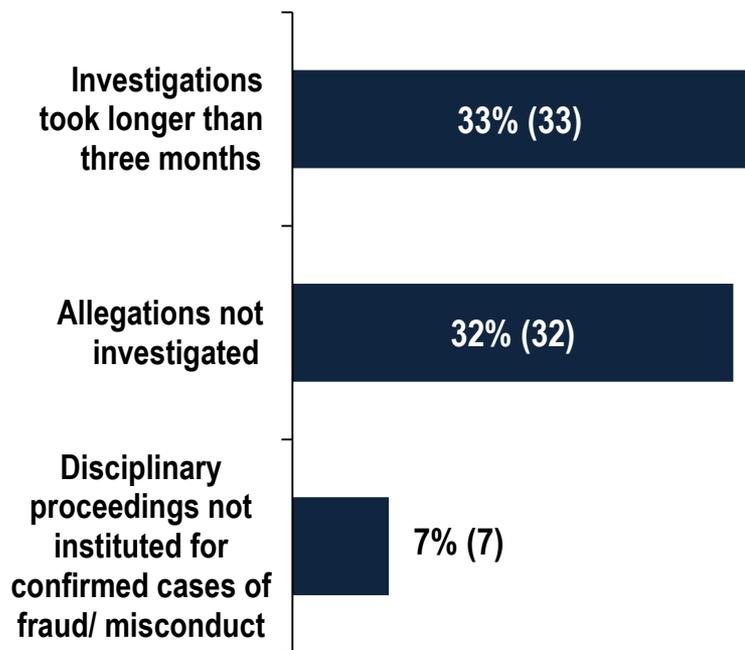


# Fraud and consequence management

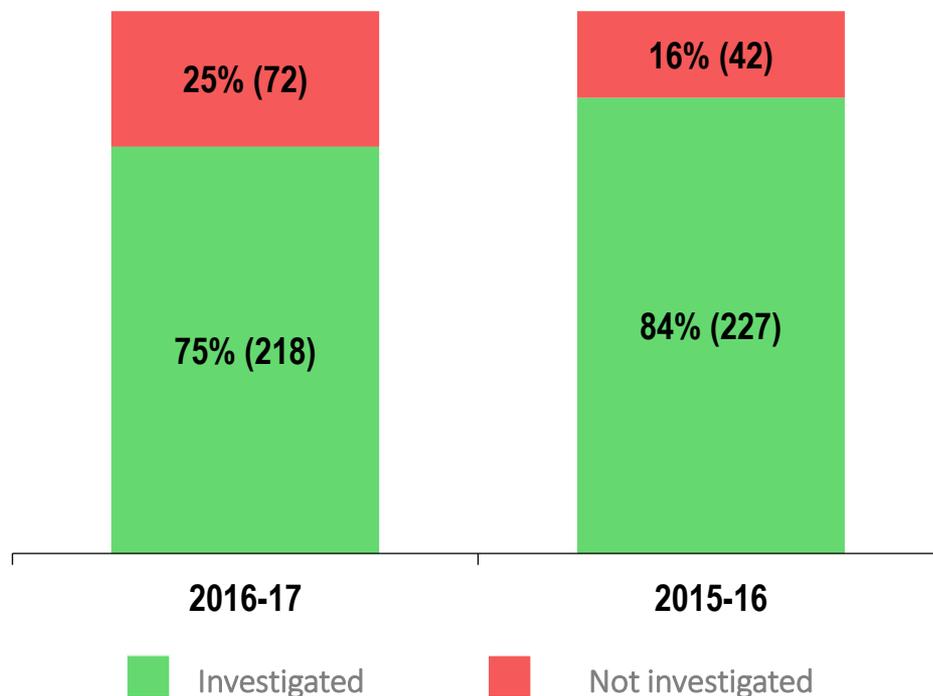
64%

124 auditees had findings on non-compliance with legislation on consequence management for which 31 had material findings

## Allegations of financial and/or fraud and SCM misconduct (99 auditees)



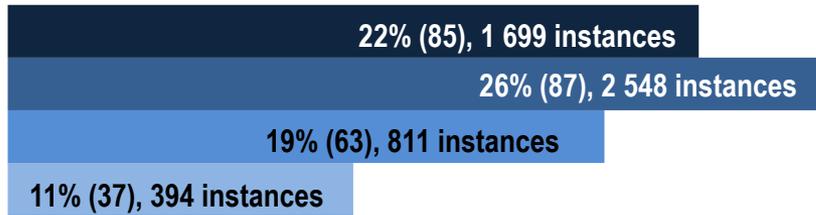
## Previous year unauthorised, irregular and fruitless and wasteful expenditure reported for investigation



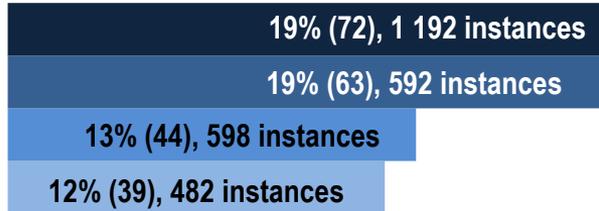
# Supply chain management findings reported to management for investigation

## SCM findings reported for investigation during the (all auditees)

### Supplier submitted false declaration of interest



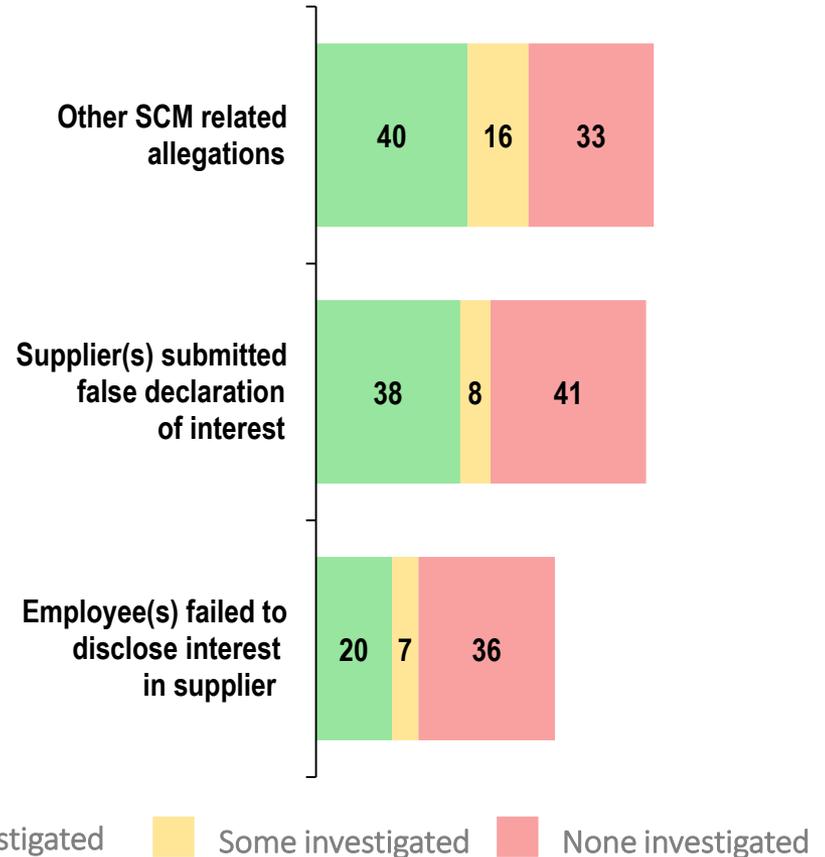
### Employee failed to disclose interest in supplier



### Other SCM findings reported for investigation



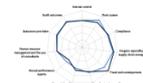
## Follow-up of 2015-16 SCM findings reported for investigations



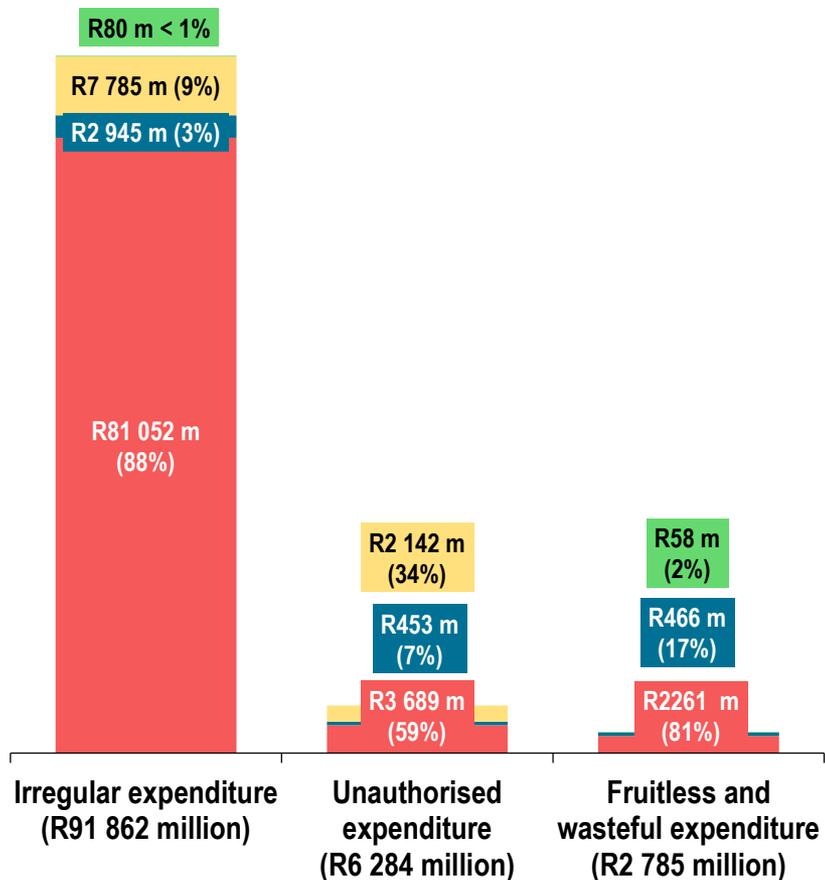
■ All investigated    
 ■ Some investigated    
 ■ None investigated



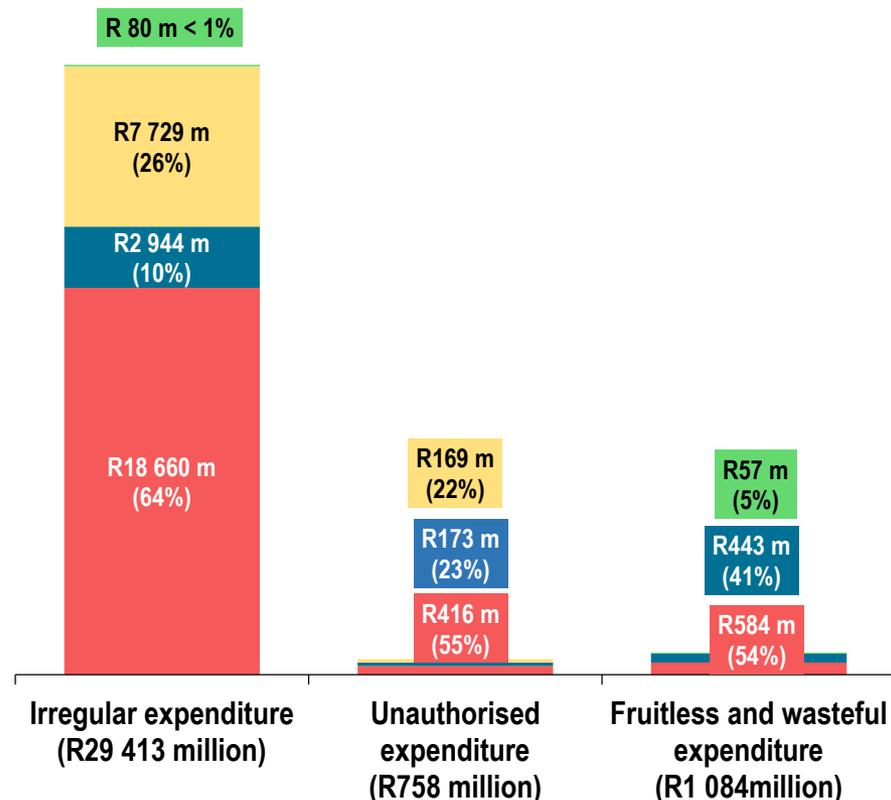
# Movement in unauthorised, irregular and fruitless and wasteful expenditure balances



Movement of unauthorised, irregular and fruitless and wasteful expenditure as a percentage of previous year's closing balance



Movement of unauthorised, irregular and fruitless and wasteful expenditure as a percentage of amount incurred in previous year



Recovered

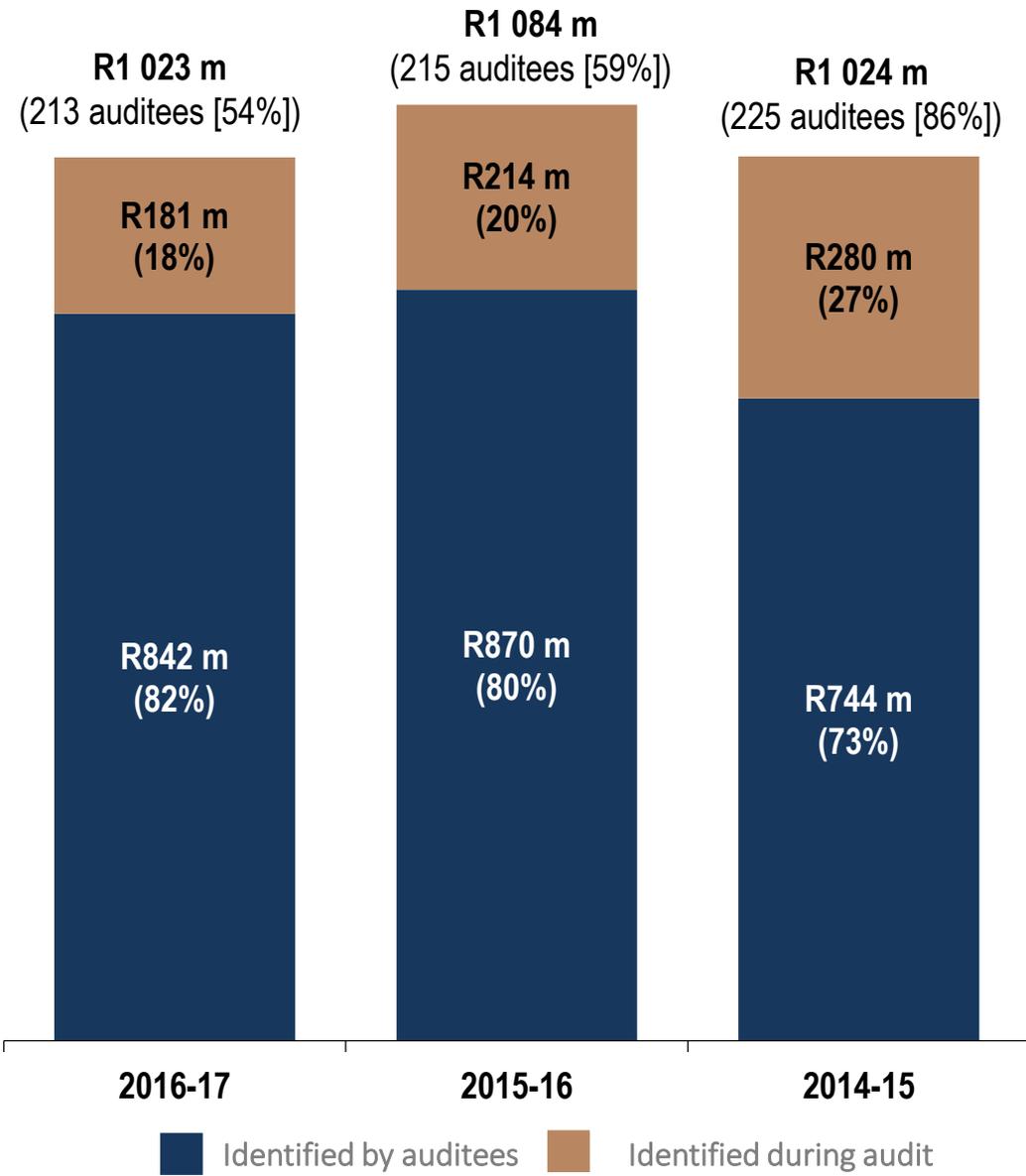
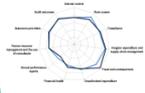
Condoned or authorised through adjustment budget

Written off

Not dealt with

# Fruitless and wasteful expenditure over three years

With no FWE = **46%**

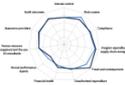


Breakdown of **fruitless and wasteful expenditure** incurred

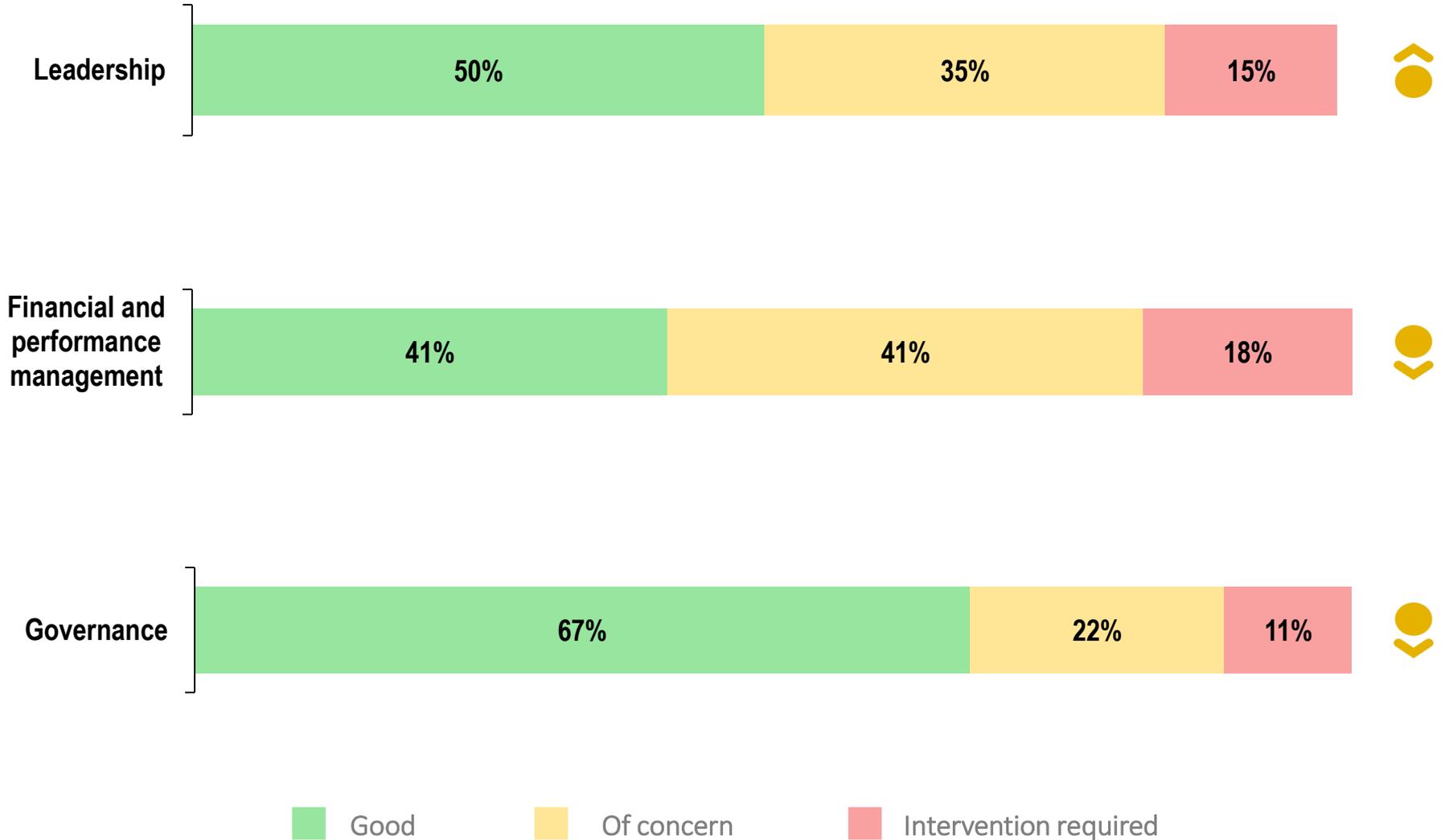
Portfolio	Amount (million)	Percentage
Nat	R527	52%
EC	R142	14%
LP	R139	14%
NW	R115	11%
GP	R57	6%
KZN	R17	2%
NC	R11	1%
FS	R10	< 1%
MP	R5	< 1%
WC	< R0,2	< 1%



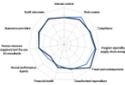
# Status of internal control



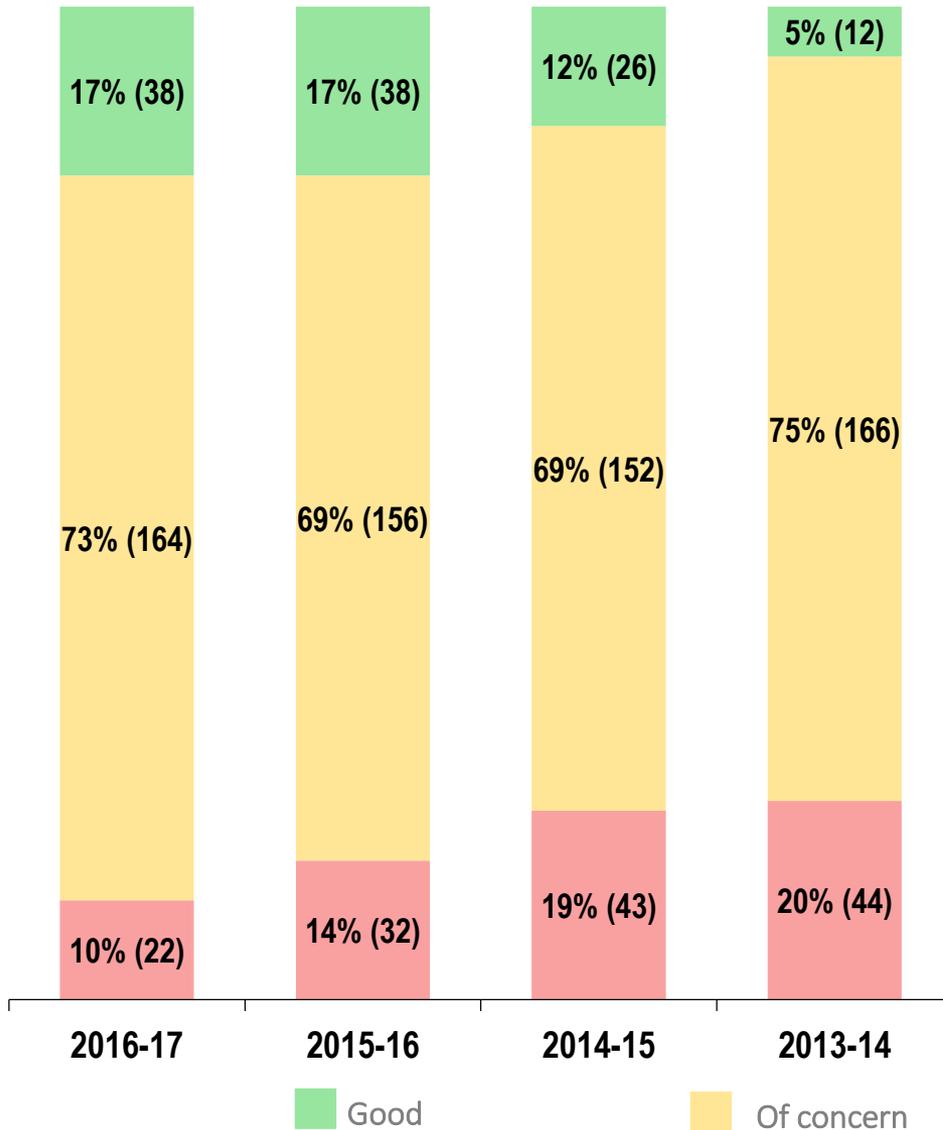
Good controls = **30%**



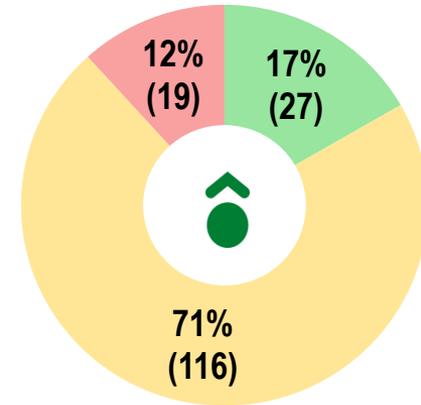
# Information technology controls



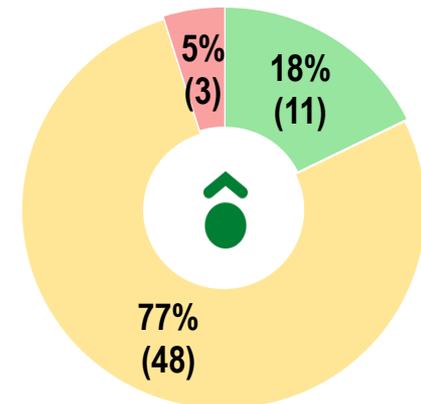
Good controls = **17%**



*Departments*  
(162)

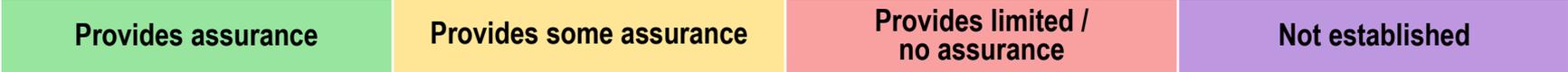
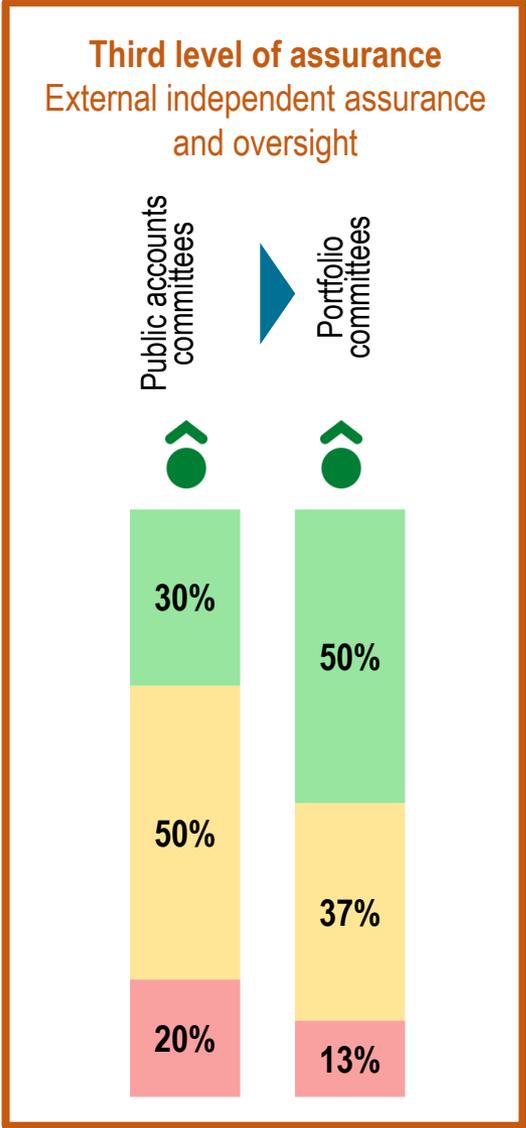
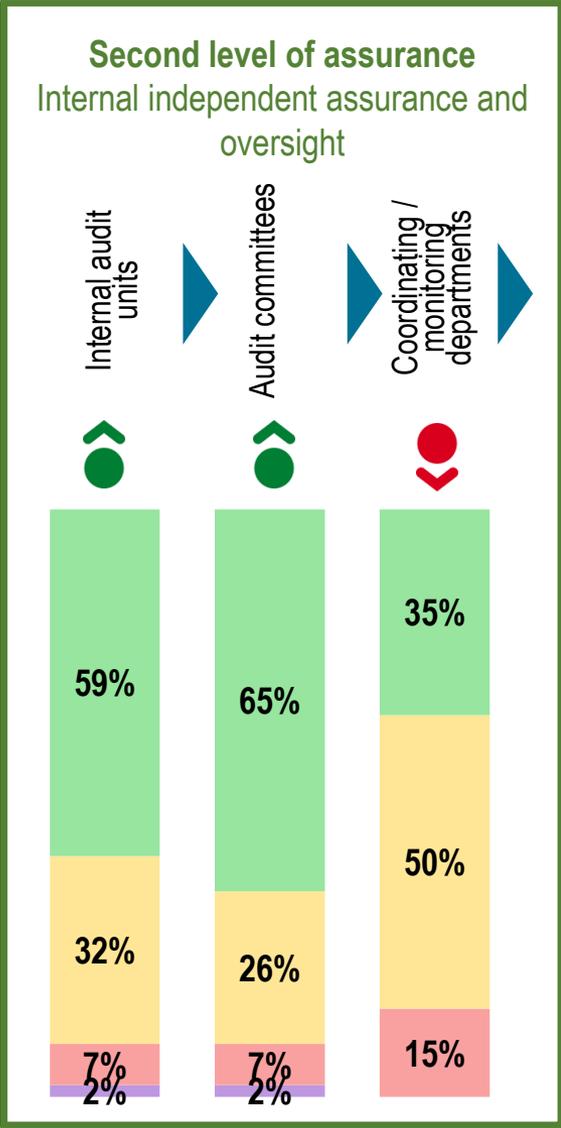
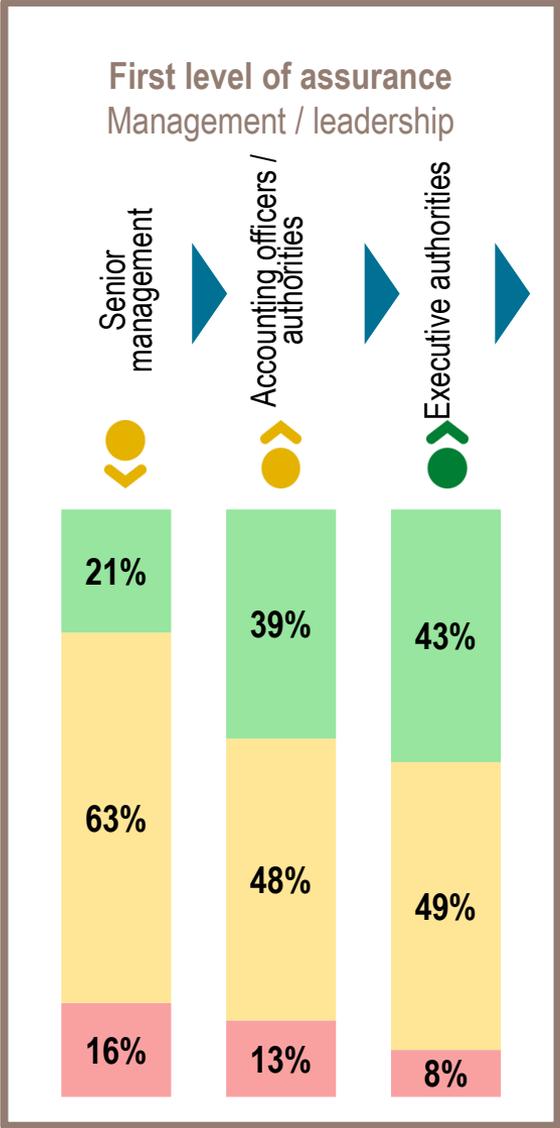
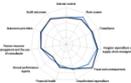


*Public entities*  
(62)



# Assurance providers

43%



# Root causes

Best practices =

30%

Slow response to improving key controls and addressing risk areas

85%  
(230)



Management (accounting officers/ authorities and senior management), the political leadership (executive authorities) and oversight bodies (SCOPAs and portfolio committees) do not respond **with the required urgency** to our messages about **addressing risks and improving internal controls**.

Instability or vacancies in key positions

54%  
(147)



If officials who deliberately or negligently ignore their duties and contravene legislation are **not held accountable** for their actions, such **behaviour can be seen as acceptable and tolerated**.

Inadequate consequences for poor performance and transgressions

39%  
(105)



The **instability and prolonged vacancies in key positions** can cause a **competency gap** and affect the rate of improvement in audit outcomes.





CORRUPTION

C

=

M

+

D

-

A

MONOPOLY

DISCRETION

ACCOUNTABILITY

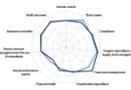


#AGSA

#AntiCorruption

Source: Robert Klitgaard (academic anti-corruption research)

ACCOUNTABILITY = PLAN + DO + CHECK + ACT



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