INTERNAL AUDIT DIVISION

REPORT 2019/054

Audit of the renovation of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa

Project and procurement management needed to be strengthened to avoid delays

26 June 2019
Assignment No. AN2019/710/01
Audit of the renovation of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa

EXECUTIVE SUMMARY

The Office of Internal Oversight Services (OIOS) conducted an audit of the renovation of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa (ECA). The objective of the audit was to determine whether ECA had established adequate controls to manage the projects as approved by the General Assembly under resolution 70/248. The audit covered the period from March 2018 to February 2019 and included project governance and oversight, project management and related procurement activities.

The independent advisory board and the stakeholder committee were established and operational and ECA was developing the resource mobilization strategy for the project. However, project and procurement management needed to be strengthened to mitigate against project risks including delays.

OIOS made four recommendations. To address issues identified in the audit, ECA needed to:

- Maintain a project schedule to assist with identifying and assigning responsibility for activities that could delay the project;
- In coordination with the Global Asset Management Policy Service (GAMPS), take steps to ensure that owner-requested change orders are minimized;
- In coordination with GAMPS, establish a mechanism whereby all change orders that take place are discussed at quarterly meetings with the independent risk management firm to assess whether they are in alignment with the risk mitigation strategy; and
- In consultation with the Procurement Division, ensure adequate oversight of procurement activities and provide staff involved in the procurement process with appropriate support such as training or backstopping.

ECA accepted the recommendations and has initiated actions to implement them.
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Audit of the renovation of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa

I. BACKGROUND

1. The Office of Internal Oversight Services (OIOS) conducted an audit of the renovation of the Africa Hall and visitors centre construction projects in the Economic Community for Africa (ECA).

2. Africa Hall is the permanent headquarters of ECA. It was built in 1961 and comprises a ground floor, a mezzanine level and a conference hall. The ground floor and the mezzanine level are currently occupied by various service providers to ECA including travel agents, banks and kiosks. In its resolution 70/248, the General Assembly approved the overall project scope, schedule and estimated cost of $56.9 million for the renovation of Africa Hall and the visitors centre. The main objectives of the renovation project are to: (a) address the inadequacies related to building safety and functionality and to transform the Africa Hall into a rejuvenated facility that complies with the highest international standards for conference facilities; (b) preserve and restore the historical and cultural values embedded in its architecture; and (c) include a visitors centre to make Africa Hall one of the leading tourist destinations in Addis Ababa and to highlight its significant role in modern African history.

3. The Africa Hall renovation project was planned to comprise five stages, of which stage 1 (preparation) and stage 2 (design) have been completed. The project is currently at stage 3 (pre-construction) overlapping with stage 4 (early works construction), which commenced in January 2018. Early works include decanting work at the Congo and Nile Buildings. The actual progress status for early works was at 55 per cent as of March 2019. Early works were originally envisaged to be completed by end of 2018. However, an owner-requested change (amendment 2) shifted the completion date to May 2019.

4. The Executive Secretary of ECA is designated as the Project Owner and the Director of Administration as the Project Executive. The Global Asset Management Policy Service (GAMPS) in the Department of Management Strategy, Policy and Compliance (DMSPC) is responsible for overseeing and supporting the project. The dedicated project management and project support team is made up of nine staff members headed by a project manager at the P-5 level.

5. The projected expenditure for 2019 is $17,756,100. Taking into consideration the anticipated unspent balance at the end of December 2018 of $8,825,000, the net funding requirements appropriated for 2019 as per the Secretary-General’s report on progress in the renovation of Africa Hall and the construction of new office facilities at the ECA in Addis Ababa (A/73/355) was $8,931,100. This comprises $7,937,600 under Section 33 of the regular budget for construction, alteration, improvement and major maintenance; $964,500 under Section 18, economic and social development in Africa; and $29,000 under Section 34, safety and security. The actual unspent balance as of 31 December 2018 was $10,125,875.

6. Comments provided by ECA are incorporated in italics.

II. AUDIT OBJECTIVE, SCOPE AND METHODOLOGY

7. The objective of the audit was to determine whether ECA had established adequate controls to manage the renovation of the Africa Hall and visitors centre construction projects as approved by the General Assembly under resolution 70/248.
8. This audit was included in the 2019 risk-based work plan of OIOS at the request of the General Assembly under various resolutions and due to the risks of delays, wastage and cost overruns inherent in major construction and alteration projects.

9. OIOS conducted this audit in February and March 2019. The audit covered the period from March 2018 to February 2019. Based on the activity-level risk assessment, the audit covered higher and medium risk areas in project governance and oversight, project management and related procurement activities.

10. The audit methodology included: (a) interviews of key personnel, (b) reviews of relevant documentation, (c) analytical reviews of data and (d) sample testing of invoices and change orders.

11. The audit was conducted in accordance with the International Standards for the Professional Practice of Internal Auditing.

III. AUDIT RESULTS

A. Project governance and oversight

The independent advisory board and the stakeholder committee were established and operational

12. As per its terms of reference, the independent advisory board met twice during the reporting period in May 2018 and February 2019. Board members gave advice on the strategies for mobilizing voluntary contributions and for enhancing and strengthening coordination with host country authorities and offered to facilitate the resolution of outstanding host country matters including the donation of an additional parcel of land for use by ECA for visitors parking. At the time of the audit, the lease agreement had already been signed by ECA and was awaiting the city administration’s signature.

13. The stakeholders committee met in July and November 2018 and February 2019 and were updated on the progress of the project by the project team. All meetings held by the advisory board and the stakeholder committee were recorded and summary decisions and action points noted. OIOS concluded that the two committees were operational as recommended by General Assembly resolution 70/248.

The resource mobilization strategy was still being developed

14. In resolution 72/262, the General Assembly requested the Secretary-General to continue his efforts to conduct wide-ranging outreach activities and to report thereon in the context of future progress reports. The Assembly also reiterated the importance of developing a comprehensive and sustainable resource mobilization strategy in the resolution.

15. The Government of Switzerland had expressed an interest in 2017 to contribute approximately $100,000 to support, in part, the costs related to the start-up of the visitors centre and operating the visitors centre during the first year. At the time of the audit, the final agreement had not yet been signed with Switzerland, although they had confirmed their commitment to fulfil the pledge. ECA had revised the draft document based on suggestions from the Swiss Government and resubmitted it in April 2019.

16. In April 2018, ECA sent a note verbale to embassies in Addis Ababa, encouraging Member States to make voluntary contributions. In addition, promotional materials, including a letter from the Executive Secretary appealing for voluntary contributions, were distributed at a Conference of African Ministers of Finance, Planning and Economic Development held in Addis Ababa in May 2018. At the time of the
fieldwork, only one offer for voluntary contribution had been received, which was not followed up as it could potentially limit competitive award of a commercial contract.

17. The Secretary-General, in his last report on the status of the project (A/73/355 of 30 August 2018), indicated that: (a) plans were underway to hold a dedicated voluntary contributions event, coinciding with a milestone in the construction phase of the project; and (b) the Partnerships and Resource Mobilization Section of ECA was developing a comprehensive strategy and related action plan to mobilize resources from the private sector, in accordance with applicable United Nations regulations and rules. However, as the planned event had not yet materialized and the strategy had not been finalized, OIOS is reiterating its previous recommendation in report 2018/050 for ECA to develop and implement an action plan to conduct the planned resource mobilization activities.

A draft business case for the visitors centre had been developed but not yet presented to the stakeholder committee and/or the advisory board for their input.

18. In November 2018, the Africa Hall project team, with the support of appointed experts, issued an updated business case for the visitors centre in line with General Assembly resolution 70/248. The main components of the centre will be permanent and temporary exhibitions; lecture gallery and cinema; and a research station. The business case provides for different admission rates for various categories of visitors, with projected income of $570 per day. In view of the interest of the General Assembly on the visitors centre and admission options that would allow for full access for all, the updated business case should be presented to the stakeholder committee and the advisory board so that they can also provide valuable input before finalizing the draft. ECA stated that the revised and updated business case for the Visitor Center will be included in the agenda of the next Stakeholders Committee meeting as well as the Advisory Board. Therefore, OIOS did not make a recommendation on this issue.

B. Project management

There was a need for the ECA project team to maintain and update a project schedule regularly.

19. The construction contractor for early works and the lead consultant firm (LCF) prepared monthly project progress reports as required by the project manual. The construction contractor’s monthly report included key activities and their percentage of completion, labour force on site, inspections conducted for the period, and any delays experienced and the reasons for the delays. The monthly report from the LCF included key activities, programme status including key milestones for the next reporting period and an updated project master schedule. Based on information from the two reports, the project manager identified milestone delays by the construction contractor and, through the Director of Administration, issued a memorandum requesting the construction contractor to advise how they intend to mitigate the project delays. For example, in a 1 March 2019 memorandum, the Director of Administration noted that the completion of some critical milestones was behind schedule in some cases by six to eight weeks. The memorandum also pointed out non-compliance issues such as missed deadlines for the submission of drawings, procurement, and delivery of construction materials that led to the inability to achieve milestone schedules pursuant to Article 8.2 A (a) of the contract. The memorandum requested the construction contractor to submit a proposal on how they intend to remedy the situation, but a response had not been received at the time of audit.

20. The project manager monitored the milestones as presented by the LCF and updated the integrated risk register monthly, and the project master schedule quarterly. However, effective scheduling requires the Africa Hall project team to have its own project schedule, which it can update on a regular basis to bring to the attention of the construction manager any delays, actual or anticipated, on an ongoing basis, instead of waiting for the end-of-month progress reports. This would include schedule risk analyses identifying
activities most likely to delay the project and actions that can be taken to control risks in the schedule. This process will also identify delays outside of the construction contractor’s control and assign responsibilities so that the document can support any cases of disputes that may lead to the imposition of liquidated damages.

(1) **ECA should maintain a project schedule, which should be updated regularly and include a schedule risk analysis to assist with identifying and assigning responsibility for activities that could delay the project.**

*ECA accepted recommendation 1. Recommendation 1 remains open pending receipt of evidence of implementation of actions taken to ensure close and regular monitoring of project schedule.*

The change management process needed improvement

21. The project-specific manual of the renovation of the Africa Hall and visitors centre construction projects included a change management framework. On 10 March 2017, the then Assistant Secretary-General for the Office of Central Support Services (ASG/OCSS) increased the delegation of procurement authority to the Director of Administration for change orders on contracts relating to the Africa Hall renovation project to $500,000.

22. During the audit period, four approved change orders were issued to the LCF and construction contractor for early decanting works costing $296,055 and $174,785 respectively. OIOS noted the following issues relating to change order management:

   (a) **The project team generally consulted with Procurement Division at Headquarters prior to issuing change orders**

23. According to the delegation of procurement authority, ECA should consult with the Procurement Division at Headquarters prior to issuing any change orders to ensure that the proposed change is within the scope of the project and the pricing is reasonable. However, it did not submit one of the four change orders processed during the audit period for upgrading of conference engineering amounting to $283,820. This was caused by the mistaken belief that once GAMPS received the document, they would automatically forward it to the Procurement Division for their evaluation as they were all based in New York. Considering that the other three change orders executed were routed through the Procurement Division and the project team had undertaken that all future changes would be routed through the Division, OIOS did not issue a recommendation on this matter.

   (b) **There was a need to ensure that changes were within the scope of the project**

24. ECA processed a change order to construct extra space for additional tenants at Congo and Nile Buildings even though it was deemed outside the scope of the project, both by the project manager and GAMPS. GAMPS commented that the change order increased the risk of delay of the handover of the entire worksite for the main works to commence and that such owner-requested change orders had already been identified by the independent risk management firm as a key risk to the project. The project manager estimated that the change order would extend the completion of the early works from March to May 2019, although this was not on the critical path. While there were relatively few change requests during the audit period, OIOS is concerned that as the project enters the main works stage where change orders may be reasonably expected to increase, change orders may become more difficult to control.

(2) **ECA should, in coordination with the Global Asset Management Policy Service in DMSPC, take steps to ensure that owner-requested change orders are minimized, including by**
ensuring that only changes within the scope of the Africa Hall project as approved by the General Assembly are processed.

ECA accepted recommendation 2. Recommendation 2 remains open pending receipt of evidence of steps taken to minimize owner-requested change orders.

(c) Changes to existing contracts should be managed and evaluated in alignment with the risk mitigation strategy

25. While the Procurement Division at Headquarters and GAMPS were being consulted when change orders were issued for their comments and advice, the independent risk management firm was not being notified concurrently to offer independent advice on how the changes requested would impact the risk mitigation strategy. ECA explained that under its current contract, the risk management firm is required only to produce biannual reports on project risks and attend quarterly meetings at which the project team discusses the updated risk register and issue register (register of all issues raised in a quarter of which some result into change orders or are rejected by the project executive). Requiring the risk management firm to review change orders as they occurred would be considered as additional services to the existing contract. However, to ensure that risks are adequately mitigated, the project team should establish a mechanism whereby all change orders are discussed at the quarterly meeting with the independent risk management firm to determine their risks or impact on the project and ensure that appropriate mitigating strategies are implemented.

(3) ECA should, in coordination with the Global Asset Management Policy Service in DMSPC, establish a mechanism whereby all change orders that take place are discussed at the quarterly meeting with the independent risk management firm to assess whether changes are in alignment with the risk mitigation strategy.

ECA accepted recommendation 3. Recommendation 3 remains open pending receipt of evidence that change orders are discussed at the quarterly meetings with the independent risk management firm.

C. Procurement activities

Project expenditures as of 28 February 2019 were within the amounts budgeted and all expenses were supported.

26. The overall expenditure related to the Africa Hall renovation from 1 March 2018 to 28 February 2019 was $5,793,951, consisting of: (a) $1,109,245 for project supervision and management; (b) $4,574,028 for construction and design costs; and (c) $110,678 for security personnel. The largest portion on project supervision and management was related to staff costs at $999,383. The construction and design costs included $319,806 in contingency charges resulting from the different change orders to existing contracts. This was approximately 4 per cent of the approved budgeted contingency of $8,271,100 for the project. At the time of the audit, $1,945,961 was already disbursed, consisting of: (a) $1,030,592 to the LCF; (b) $862,546 to the construction contractor; and (c) $52,823 to the risk management firm.

27. OIOS vouched 11 out of 15 invoices totaling $1,459,706 or 75 per cent of the total disbursed amount and noted that they were all properly authorized for work done, in accordance with the contracts. The unspent balance as at 31 December 2018 was $10,125,875, from the initial appropriations during the period 2016 to 2018. The under-expenditure was attributed to the delay in the commencement of construction works due to protracted procurement (described below). Conversely, the $20,000 travel budget was over-expended by $13,862 or 69 per cent, mainly attributable to the travel undertaken by representatives of the Procurement Division and GAMPS to participate in contract negotiations for the main
work, at the request of the Headquarters Committee on Contracts (HCC). Apart from this exception, OIOS concluded that the amounts expended for the renovation of the Africa Hall during the period under review were within budget and adequately supported and authorized.

**Lapses in the procurement process for the main works delayed the project**

28. The required reviews to ensure the fairness, integrity, transparency and impartiality of the process to procure contractors for the main construction works were conducted by the Local Committee on Contracts (LCC), Procurement Division and HCC in May and July 2018. The LCC recommended the award of the contract to a joint venture. However, neither the LCC nor the ECA Procurement Unit observed the lapses in the technical evaluation of the proposals noted by the Procurement Division, i.e., that none of the three proposals should have been considered as fully technically compliant as they did not meet all the requirements pertaining to previous relevant experience. In addition, a member of the technical evaluation panel had applied a “quality reference check” that was not mentioned in the request for proposal as one of the evaluation criteria. This resulted in the HCC recommending approval of the Procurement Division’s request to reject all three proposals received and enter into negotiations with the three bidders. The HCC further recommended that the then ASG/OCSS may wish to consider having the Procurement Division support ECA in the negotiations. The ASG/OCSS approved both recommendations on 31 July 2018.

29. Given that there was a need to receive revised proposals, officially re-evaluate them, and conduct in-person negotiations, the negotiations lasted until 19 November 2018, and the outcome was submitted to and deliberated by the HCC in early January 2019. There was an initial resubmission of the case to the HCC immediately after the receipt of the final negotiated offer; however, in its 29 November 2018 meeting, the HCC noted that one of the vendors that was to form part of a joint venture was not registered at the appropriate level. Hence, the Procurement Division withdrew the case to ensure that vendors forming the joint venture and the joint venture itself were registered. The HCC ultimately recommended award of the contract to the joint venture for a total not-to-exceed amount of $28,209,540 contingent upon the proper registration of the joint venture. The contract was signed on 10 May 2019 with an execution period of 30 months.

30. The above situation, standing on a critical path, delayed the procurement process by nine months. While the HCC performed its review effectively to ensure the appropriateness of the procurement action, lapses by the ECA Procurement Unit to guide the technical evaluation team and the LCC, in its review of the case, led to deviations in the technical evaluation not being identified earlier. The lapse by the LCC could be attributed partly to inadequate training. While all members had undertaken the LCC basic training, only one had completed the advanced training, necessary for deliberating more complex cases, as of February 2019. Moreover, both ECA and the independent risk management firm had identified delays resulting from contract establishment as a high risk first in September 2016, then in October 2017 and later in January 2019. Had the relevant risk owners been more attentive to the risks identified and the corresponding risk mitigation plan to ensure proper timing and continuous monitoring of the procurement process, this situation could have been avoided. OIOS is concerned that ECA may not have exercised adequate oversight of the procurement for this large and complex construction project.

31. The project team explained that it was assessing value engineering options, in consultation with GAMPS and the independent risk management firm, as the project advances to mitigate any further delays and allow for completion of the revised renovation schedule of October 2021. Furthermore, the Procurement Division was preparing guidelines on the evaluation of complex procurement cases involving construction projects and will increase backstopping activities in future construction procurement actions.

(4) ECA should, in consultation with the Procurement Division, take steps to: (a) ensure adequate oversight of the procurement for the Africa Hall renovation and visitors centre
construction projects; and (b) provide the Procurement Unit as well as other individuals involved in the procurement process with appropriate support such as training or backstopping.

ECA accepted recommendation 4. Recommendation 4 remains open pending receipt of evidence of: (a) mechanisms put in place to monitor timeliness of procurement activities relating to the Africa Hall project; and (b) training and other support provided to individuals involved in the procurement process for construction projects.

IV. ACKNOWLEDGEMENT

32. OIOS wishes to express its appreciation to the management and staff of ECA for the assistance and cooperation extended to the auditors during this assignment.

(Signed) Eleanor T. Burns
Director, Internal Audit Division
Office of Internal Oversight Services
## STATUS OF AUDIT RECOMMENDATIONS

Audit the renovation of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa

<table>
<thead>
<tr>
<th>Rec. no.</th>
<th>Recommendation</th>
<th>Critical$^1$/ Important$^2$</th>
<th>C/ O$^3$</th>
<th>Actions needed to close recommendation</th>
<th>Implementation date$^4$</th>
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<td>1</td>
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<td>O</td>
<td>Submission of evidence that change orders are discussed at the quarterly meetings with the independent risk management firm.</td>
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<td>ECA should, in consultation with the Procurement Division, take steps to: (a) ensure adequate oversight of the procurement for the Africa Hall renovation and visitors centre construction projects; and (b) provide the Procurement Unit as well as other individuals involved in the procurement process with appropriate support such as training.</td>
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$^1$ Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

$^2$ Important recommendations address important (but not critical or pervasive) deficiencies in governance, risk management or control processes, such that reasonable assurance may be at risk regarding the achievement of control and/or business objectives under review.

$^3$ C = closed, O = open

$^4$ Date provided by ECA in response to recommendations.
APPENDIX I

Management Response
INTEROFFICE MEMORANDUM

To: Ms. Muriette Lawrence-Hume  
Chief, New York Audit Service  
Internal Audit Division, OIOS

From: Vera Songwe  
Executive Secretary, ECA

Date: 17 June 2019  
Ref: DOA26-05-01-01-235

Subject: Comments on the Draft Report on Audit of the Renovation of the Africa Hall and Visitor Centre Construction Projects in Economic Commission for Africa (Assignment No. AN2019/710/01)

1. This is with reference to your memo dated 4 June 2019 Ref. OIOS-2019-01217 whereby ECA is requested to provide comments on the recommendations included in Appendix 1.

2. Accordingly, please find attached our comments under each item mentioned in the recommendations section.

3. Thank you.

Enclosed: Response to recommendation on the draft report

CC: Mr. Carlos Haddad, Director, Division of Administration, ECA
Ms. Eskedar Nega, Chief of Evaluation Section, Strategic Planning, Oversight and Results Division, ECA
Mr. Dimitri Dovgopoly, Director, Procurement Division, Office of Supply Chain Management, DOS
Mr. Jack Howard, Chief, Global Asset Management Policy Service, Field Operation Finance Division, OPPFB
Ms. Bakissa Sidkou-Sow, Audit Focal Point, Field Operation Finance Division, OPPFB
Mr. Zachary Ikiara, Chief, Chief, Oversight and Coordination Support section, DMSPC
Mr. Arnold Valdez, Chief, Field Audit Section, Internal Audit Division, OIOS
Ms. Cynthia Avena-Castillo, Professional Practice Session, Internal Audit Division, OIOS
## Management Response

Audit the renovation of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa

<table>
<thead>
<tr>
<th>Rec. no.</th>
<th>Recommendation</th>
<th>Critical¹/Important²</th>
<th>Accepted? (Yes/No)</th>
<th>Title of responsible individual</th>
<th>Implementation date</th>
<th>Client comments</th>
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<td>Africa Hall Project Manager</td>
<td>September 2019</td>
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<td>September 2019</td>
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<td>ECA should, in coordination with the Global Asset Management Policy Service in DMSPC, establish a mechanism whereby all change orders are discussed at the quarterly meeting with the independent risk management firm to assess whether changes are in alignment with the risk mitigation strategy.</td>
<td>Important</td>
<td>Yes, with comments</td>
<td>Africa Hall Project Manager</td>
<td>December 2019</td>
<td>In order to accept the recommendation, ECA considers that it should be read as follows: ECA should, in coordination with the Global Asset Management Policy Service in DMSPC, establish a mechanism whereby all change orders that take place are shared at the quarterly meeting with the independent risk management firm to assess whether changes are in alignment with the risk mitigation strategy.</td>
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¹ Critical recommendations address critical and/or pervasive deficiencies in governance, risk management or control processes, such that reasonable assurance cannot be provided with regard to the achievement of control and/or business objectives under review.

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## Management Response

**Audit of the Africa Hall and visitors centre construction projects in the Economic Commission for Africa**

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<td>Yes, with comments</td>
<td>Chief Procurement Officer</td>
<td>December 2019</td>
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