



FINAL CLOSEOUT REPORT

TO 11 – SOUTH SUDAN CONSTRUCTION PROJECTS SUDAN INFRASTRUCTURE SERVICES PROJECT (SISP)

CONTRACT NUMBER 650-I-00-06-00010-00



USAID Juba Compound

Project Start Date: 30 September 2011

Project Finish Date: 31 December 2013

DISCLAIMER

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FINAL REPORT TO II – UPGRADE OF OFFICE AND RESIDENCE COMPOUNDS

I TASK ORDER OVERVIEW

1.1 Background and Summary of Scope of Work

With the January 9, 2011 referendum for the independence of South Sudan decided, the United States Government remained committed to providing continuing support for the peace process. As a result, USAID continued to deal with the challenges of accommodating an expanding workforce.

On September 30, 2011, USAID awarded Task Order 11 to the Louis Berger Group (LBG). The Task Order authorized work for new construction and minor renovations within the office and residential compounds in Juba, South Sudan which included:

- CLIN 01 - Upgrade the Security Emergency Roads
- CLIN 02 - Renovation of Chief of Mission Residence and Construction of a Ball Court
- **CLIN 03** - Assemble New Housing Units and Dispose of the Existing Containers at the Residence Compound
- CLIN 04 - Renovation of State Department Office Building
- CLIN 05 - Renovation of the Dining Facility at the Residence Compound
- CLIN 06 - Renovation of the SSRB building
- **CLIN 07** - Renovation of the New Compound on the Newly Leased Property near the Residential Compound
- **CLIN 08** - Erecting of a Self-Supported Tower on the USAID Office Compound
- CLIN 09 - Landscaping and Irrigation Systems for Both of the Residential Compound and the Office Compound
- CLIN 10 - Construction of a Laundry Building and a Car Wash Station
- CLIN 11 - New Office Building Extension
- **CLIN 12** - General Construction Activities
- **CLIN 13** - FEBR Doors and Windows

USAID emphasized the urgency of the work. As a result, the Contractor was authorized to work a seven day work week at no premium pay in order to meet USAID schedule requirements. Work was projected to be completed on December 31, 2012, but was later extended to December 31, 2013.

Ultimately, many of the envisioned activities would never go beyond the design stage and not undertaken. Those that remained forming the focus of work are emboldened above and include **CLIN 03**, **CLIN 07**, **CLIN 08**, **CLIN 12**, and **CLIN 13**

Of note is that following the completion of these activities, USAID did add a last Physical Security Upgrade project to be undertaken under **CLIN 12**. This activity is fully described later in this document.

1.2 Task Order Objectives and Deliverables

The following are the original CLIN descriptions, which were modified as requested by USAID during the implementation of the Task Order:

CLIN 03 - Assemble New Housing Units and Dispose of the Existing Containers at the Residence Compound

- Assemble and install 96 pre-fabricated modular units (16 living unit) with exterior and interior finishing, window/door fixtures, western standard H/C water bathroom with shower stall,

separate bedroom, kitchen area with sink/water/oven with range, interior wood flooring and screened veranda (lower)/balcony (upper) for thirty two (32) 20'x24'+ veranda/balcony apartments (two apartments – 1 upper and 1 lower in each housing structure). All work shall be performed subject to strict quality and safety control.

- Dispose and erect the existing living containers in the Alamo village in a location to be determined later.

CLIN 07 - Renovation of the New Compound on Newly Leased Property by the Residential Compound

- This project involves partial demolition of existing sites, construction of new perimeter walls, erection of two temporary modular units (supplied by US Government) and the design and installation of supporting infrastructure/utilities to the temporary units. The anticipated duration of this project will be approximately 60 days (approx. 9 weeks). Requirements may warrant Electrical, Mechanical, Civil, and Structural design efforts as some requirements cannot be field verified prior to construction start.

CLIN 08 - Erecting of a Self-Supported Tower on the USAID Office Compound

- Design a foundation and assemble a 45 m in height a self-supported tower for communication to consist of 2 portions; a 20 m in height tower and 25 m in height are gin poles. The tower materials will be supplied by US Government

CLIN 12 - General Construction Activities

- Provide engineering, design and construction services for a different activities required by the US mission, these activities will be determined later but it will take place in Juba town, South Sudan. This CLIN was modified significantly to later include the design and construction of a relocated secure perimeter wall, new motorized security gates, bollards, lighting, wedge barriers, canopy extension and the associated control systems.

CLIN 13 - FEBR Doors and Windows

- Arrange for the supply of the required FEBR doors and windows for Juba Office CAC.

Deliverables to this Task Order include the following:

- Site Surveys
- Construction Plans and Project Specifications
- Diary of Construction
- RFA's / RFP's for sub-contracts
- Reports for all studies, assessments and evaluations
- Project Plan w./ Milestones, Timeline
- Security Plan
- Contractor's Quality Control Plan
- Contractor's Construction Manual
- Construction Risk Management Program
- Health and Safety Plan
- Environmental Management Plan
- Commissioning and Testing Plan
- 33% Design Submittal
- 66% Design Submittal
- Final Design Submittal
- Sub-contracting plan
- Contractor's report on equipment recommendation
- Weekly Progress Reports
- Completion of Construction Program
- Design as Built Drawings
- Notification of Potential Change Orders
- Final Report

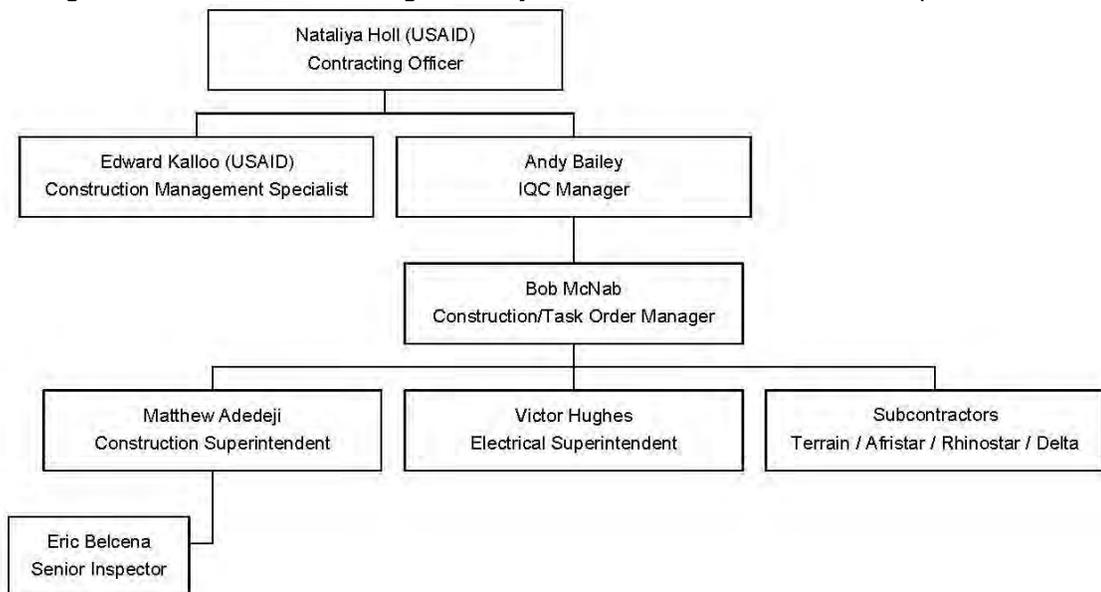
1.3 Task Order Modification History

<u>Mod</u>	<u>Date</u>	<u>Description</u>	<u>Contract</u>	<u>Contract Obligation</u>
Base Contract	9/30/2011	Base Task Order	\$ 19,836,359.00	\$ 4,317,061.00
Mod 1	10/24/2011	Increase obligation		\$ 2,854,332.00
Mod 2	10/28/2011	LBG to purchase items		
Mod 3	2/8/2012	Budget Realignment		
Mod 4	7/26/2012	Increase obligation		\$ 1,452,420.00
Mod 5	9/18/2012	Increase obligation		\$ 6,082,244.00
Mod 6	9/21/2012	Increase obligation		\$ 48,000.00
Mod 7	11/19/2012	Extend PoP, Increase TEC	\$ 2,092,588.00	
Mod 8	2/22/2013	Deobligate from CLIN 4		\$ (1,757,349.00)
Mod 9	5/6/2013	Fix errors, Realign CLIN budgets, Revise Scope of Work, Change title of property to USAID		
Mod 10	10/10/2013	Realign CLIN budgets		
Total			\$ 21,928,947.00	\$ 12,996,708.00

2 TASK ORDER EXECUTION

2.1 Task Order Organizational Structure and Management Details

An organizational chart of reflecting LBG Key Personnel for this Task Order is provided below:



2.1.1 Management

IQC Manager and Chief of Party responsibilities remained per other Task Orders. Primary management supervision for this Task Order was the responsibility of the Task Order Manager.

2.1.2 Task Order Manager

The Task Order Manager was the overall authority for this task order implementation and was responsible for all related contract management, client coordination, correspondence, invoicing, mobilization of personnel and other project management activities in coordination with the Electrical Superintendent. He served as the project manager for all phases of implementation to include planning, design and construction. The Task Order Manager was the Contractor's key point of contact for the Employer on all contractual, administrative and technical matters related specifically to this task order. He was based primarily at the site to provide immediate and full-time access to the Employer and subcontractors.

2.1.3 Electrical Superintendent

The Electrical Superintendent was the primary point-of-contact for the day-to-day execution of all electrical works for this task order at the site and had onsite supervisory responsibility to implement and enforce the Electrical requirements of subcontract(s) including adherence to the quality performance standards specified in the design, plans and specifications. He was located full-time at the USAID compound to coordinate electrical installation supervision, quality assurance, subcontractor oversight and documentation. He coordinated, prepared and conducted technical progress meetings at the site on a daily basis with the construction monitoring staff and on a weekly basis with subcontractor(s) project management team. The Electrical Superintendent reported directly to the Task Order Manager.

2.1.4 In-country and home office resources

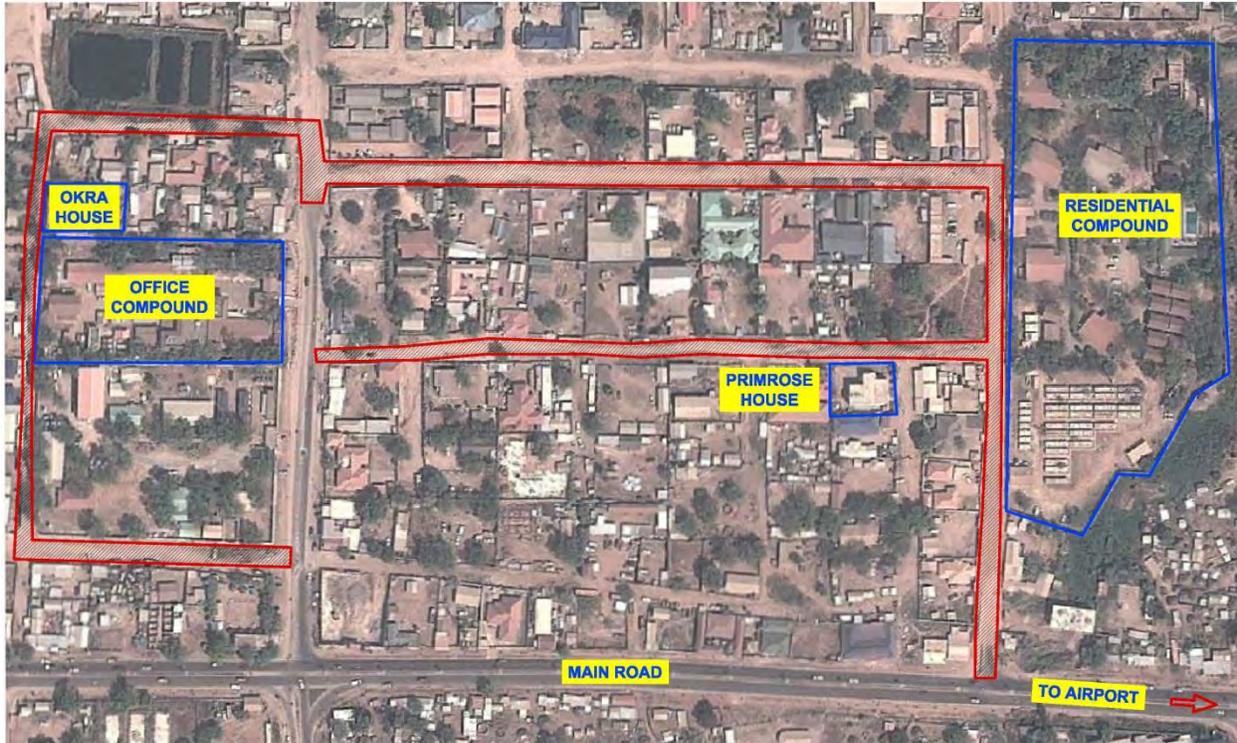
There was a financial, contractual, and IT support based at the LBG Juba office. The IQC Manager and contractual support staff was based in the Louis Berger Group Washington, DC Headquarters. The preparation of invoices and cost reporting functions for the Task Order was also performed by staff at the Louis Berger Group office in Washington, DC and Morristown, NJ. Other home office support included technical reviews and guidance.

2.2 Execution of Work

The implementation of work was as follows:

2.2.1 Project Location

The project was conducted within the both the USAID Office and Residential Compounds in Juba as located in the figure below:



2.2.2 Project Office

Over the course of Task Order 11 project offices were established in locations that best met multiple criteria in support of the varied activities contained within the Task Order. Initially administrative offices were located at AFEX Rivercamp with a field office located at the RC. Concurrent with the completion of CLIN3 the RC field office was closed and administrative offices moved to Tong Ping as a cost savings measure. Shortly thereafter upon receipt of demobilization instructions, the Tong Ping location was closed and offices were moved to MSI compound where they have remained through the TO11 warranty period. Personnel reductions have accompanied each move as the scope of the Task Order has been reduced.

2.2.3 Design

On issuance of the Task Order on September 30, 2011, a Design Charrette was undertaken to develop conceptual plans and project specifications for the work described within the Task Order. Both architectural drawing and preliminary requirements were developed by LBG and presented to USAID on 23 October 2012. Elements detailed in the Charrette included CLIN 5 – New Kitchen/Dining Facility, CLIN 10 – Laundry/Car Wash Facilities/Sports Court, CLIN 11 – Office Annex Addition, and CLIN 12 – East CAC Sallyport Upgrade. Ultimately only the CLIN 12 East Sallyport Upgrade would be built and the plan would be substantially different.

For the CLIN 12 - East Sally Port renovation, the final design was developed by LBG field personnel, and reviewed by both LBG Architectural Staff in Washington and DOS personnel prior to being issued for construction on 13 April 2013. Note that this project was fast-tracked to meet the need to enhance security at the Embassy as expeditiously as possible.

2.2.4 Construction

With all physical work activities complete, the task order was completed on October 5, 2013. Warranty responsibilities carried on until 31 Dec 2013.

2.2.5 Construction Inspection

Under the terms of the sub-contracts, it was mandatory that subcontractors provide a Quality Control Manager whose sole responsibility for the quality of works. LBG provided a Senior Inspector to work with the QA manager to monitor and inspect all the works. Tests, such as cube testing of concrete, were observed and recorded, with records being kept in the project filing system. Daily inspection reports were conducted to record all site activities.

2.2.6 Security

While the project was performed within the confines of the USAID compounds, there were periodic needs for security supplementation. Most notably this occurred as a consequence of the wall breaching operations inherent in CLIN 7. Additionally security was required for the expatriate housing area at Tong Ping. Both armed and unarmed guards were provided on an as needed basis by VSS (Veterans Security Services).

2.3 Subcontracts and Major Procurements

The major subcontracted work elements for this Task Order are as follows:

Design

Hankins & Anderson (Detail Design Mechanical/Electrical/plumbing)

Provided Civil, Structural, Mechanical, Electrical, Fire Protection, and Plumbing engineering design services necessary to furnish construction documents for the Task Order for the following CLINs:

1. Initial Site Survey and 15% Schematic Designs for all CLINs (per 2011 Site Visit)
2. CLIN-03 (Electrical Design and Foundation Review)
3. CLIN-04 (Complete IFC)
4. CLIN-07 (Complete IFC)
5. CLIN-08 (Foundation Design)
6. CLIN-11 (Alternative 15% Schematic Designs)

Faithful and Gould - Estimating/BOQ

Faithful and Gould conducted the estimating/BOQ for the following CLINs:

1. CLIN-04 (Based on Schematic and Completed IFC Designs)
2. CLIN-05 (Based on 10/12 Schematic (15%) Design)
3. CLIN-10 (Based on 10/12 Schematic (15%) Design)
4. CLIN-11 (Based on 10/12 Schematic (15%) Design)
5. CLIN-12 (Based on 10/12 Schematic (15%) Design)

Construction

Afristar - CLIN 3

LBG subcontracted with Afristar to construct the containerized housing facilities in the residential compound, commonly referred to as Alamo Village. Afristar was tasked to construct, supply, install, test, commission, and warranty functional two-story residential structures. The new building was a reinforced concrete building built to USAID specified structural and security standards.

Terrain – Construction

LBG subcontracted with Terrain to construct the following CLINs under this Task Order:

CLIN-07 (New Compound in the leased property to the rear of the Residential Compound) -

LBG subcontracted with Terrain to construct the new compound, which was located to the rear of the Residential Compound. The work involved the construction of a new secure perimeter wall, access gate, FE/BR entry door, site work, stream delineation, bridge construction, building rehabilitation and the construction of lighting, electric, water and sanitary sewer provisions. The work also included the rehabilitation and installation of containerized office facilities, HESCO structures and miscellaneous foundations for structures to be installed by others.

CLIN-08 (Self-Supported Tower for the USAID Residential Compound) –

LBG subcontracted with Terrain to dismantle and rehabilitate an existing communications tower located within the Residential compound. The work also included the construction of a new foundation and the installation of the tower structure.

CLIN-12 (New access gate and Sallyport for the east access to the Office Compound) -

LBG subcontracted with Terrain to construct the new access gate and sallyport for the east access of the Office Compound. The work involved staged construction in order to maintain pedestrian and vehicular access. A new secure perimeter wall was constructed outside the existing secure wall, which required ditch relocation and the installation of impact-resistant planter boxes. A new gate was installed prior to the interior work being commenced, which included the installation of new wedge barriers, bollards, interior gate, lighting, signalization and the extension of the existing sallyport canopy structure. The inner and outer gates were motorized therefore control systems were installed for the operation of the motorized gates and the wedge barriers.

Delta Scientific – CLIN 12

Delta was contracted to provide specialized construction services for the wedge barriers including the Testing and Commissioning.

DPL Danphil General Contractors Ltd – CLIN 3

DPL was contracted with for the improvement to the USAID Residence Compound, to construct a roof cover, stair, and landing to AFEX living cabins.

ROKO – CLIN 4

ROKO was contracted with to provide engineering, design, and construction services for the renovation of the existing single-story office building and ablution building on the USAID Office Compound in Juba.

Rhino Stars – CLIN 12

Rhino was contracted with for the construction of a 5M diameter Pagola at Alamo Village, at the center of the new apartments.

NAT/Dreamline – CLIN 12

These two companies were contracted with for the lease of vehicles.

Life Support

LBG contracted with Africa Expeditions (AFEX) to provide accommodations during the initial phase of the project. Accommodations were later relocated to the Tong Ping Facility and (after being requested by USAID to depart) eventually relocated to the Rainbow Hotel. .

Major Procurements

The following table illustrates the various firms involved with the procurement activities throughout the life of the Task Order:

Delta Scientific Inc	Wedge Barriers
Nationwide	Various Electrical equipment
Ramset	Gate Motors
Logenix	Shipping of the various electrical items
Benfield	Electrical Equipment
Afristar	Housing Furniture
International Supply Group	Panels and Doors for CLIN 3
WESCO	Miscellaneous Electric Items
Fabrication Designs, Inc.	FEBR Doors/Windows
Norsheild	Security Products

2.4 Task Order Budget and Expenditures

The Task Order budget, actual incurred costs, and accruals, projections and contingencies through December 2013 are summarized in Table 1.

Table 1 –Budget and Cost Summary Overall Task Order 11 Including Modifications

Description	Budget	Total Billed to the Client as of December 2012
1. PROGRAM SUPPORT COSTS		
<i>A. Salaries and Wages</i>		\$1,480,652.17
<i>B. Overhead & Fringes</i>		\$1,333,190.11
<i>C. Travel, Transportation and Per Diem</i>		\$264,087.67
<i>D. Allowances (Post diff, danger pay, SMA)</i>		\$541,313.12
<i>E. Other Direct Costs (incl. Equip./Supp)</i>		\$2,381,972.95
2. Subcontractors		\$5,544,307.55
3. G&A		\$320,711.92
4. Subtotal Costs		\$11,856,384.62
Fixed Fee		\$474,254.80
5. TOTAL PROGRAM COST	\$21,928,947.00	\$12,330,639.89

2.5 Government Property Summary

During the closing stages of the Task Order, security concerns necessitated the evacuation of the project personnel from Juba, South Sudan. All of the project assets were located in the project office located in the MSI compound, except for a 40' container used for archiving the hard copy documents, located at the AFEX compound. At the time of this report preparation, this is an outstanding item that will be finalized when it's safe for the staff to return. Upon their return, a final inventory will be conducted as well as the identification of potential recipients.

3 SAFETY PROGRAMS/PLANS

LBG was operating under a SISP-wide general safety program. A site-specific plan was developed for each of the Task Orders, including Task Order 11. The implementation of a safety program at this site was the responsibility of the construction subcontractors with oversight and guidance provided by qualified LBG professionals. The Task Order Manager monitored the construction contractor's safety procedures, reviewed the safety plan, and made periodic reports on safety. Any safety-related issues were included as part of the weekly meetings with each of the construction subcontractors. The Task Order Manager made occasional safety inspections to ensure that the subcontractor and the Task Order Manager are satisfying regulatory and contractual safety requirements.

4 QUALITY CONTROL PROGRAM/PLAN

LBG was operating under a SISP-wide general quality assurance/quality control program. A site-specific plan was developed for each of the Task Orders, including Task Order 11. The implementation of the subcontractors' QC program on site was provided with oversight and guidance by qualified LBG professionals. LBG provided a QA program with on-site personnel.

5 STATEMENT OF NO PATENTS, ROYALTIES OR CLASSIFIED MATERIALS

There were no patents, royalties or classified materials obtained or generated under the activities of this task order.

6 LESSONS LEARNED

Major Lessons Learned:

Issue	Lesson	Recommendation
Costly delays were encountered during the construction phase due to difficulties with customs clearance for the projects	The administrative complexity and instability of the tax exemption procedures makes acquiring the relevant documentation difficult for NGO's or Contractors	A greater involvement is needed by relevant authorities to streamline the process, yet maintain the integrity for the organizations that are entitled to exemptions
As circumstances surrounding the use of the compound changed, so did the security requirements that caused costly delays	It is understood that security measures are necessary; however sudden changes cause unnecessary delays as relevant parties work out the best way to comply.	Clear guidelines and rules need to be set prior to the commencement of any works and any changes need to be communicated in a timely manner so all involved can co-operatively work on means to meet requirements without compromising security.
Under the IQC, the contractor is required to follow government requirements to purchasing.	The purchasing and shipping of electrical items (work that was self-performed) became arduous especially when it becomes repetitive to the same suppliers.	There needs to be a review of the purchasing system to allow for Standard Offer Arrangements (SOA's) to some suppliers and shipping companies to reduce the risk of costly delays while going through the procurement process
Some of the design items are not available in East Africa	The specification of materials that are not available locally cause unnecessary delays and additional costs	Drawings and Documents to be reviewed by a suitable experienced person familiar with East African conditions.
To export regulated security items such as FEBR components require an ITAR License. Acquiring these can take more than 3 months which is a delay before shipping.	Due to ITAR, FEBR items become very long lead items. It is difficult to order early until after the design is finalized.	Either the USG should procure the equipment since they do not require an ITAR license or the purchase needs to be programmed as soon as possible after design to give sufficient time for the material to arrive on site.
High Cost	The cost to undertake the CLINs was higher than originally envisioned.	There were three important factors that led to the significant cost increases: 1. The original intent was to undertake the CLINs in parallel so that the general and technical support resources

		<p>could be shared. This did not occur since NTPs for design and later construction were staggered.</p> <ol style="list-style-type: none"> 2. The TO (#1) for general support was closed in mid-2013. All these general support costs (admin staff, office costs, security, etc) therefore had to be re-allocated to TO-11 and the various CLINs. 3. The original costs were a Rough Order of Magnitude (ROMs) hat assumed parallel construction and TO-1 remaining active. Since the ROMs were based on conceptual designs, they were not considered a close estimate of the final costs. <p>The above should have been explained to USAID at a much earlier time so that reasons for the high costs could be understood and prevented. A lot of comparisons were made to the original cost estimates, which should not have been done when the implementation changed dramatically from the originally intended method to implement the work.</p>
<p>Some Key Personnel were not viewed favorably by USAID.</p>	<p>During meetings held near the closeout of the project, LBG was informed that USAID had issues with some of the key personnel.</p>	<p>The message from USAID came too late to make a change in staffing. Direct meetings between LBG management and the CO and COR should be held every 2 to 3 months (without the presence of the site personnel) in order to have frank and open discussions early enough to make corrective actions.</p>

7 OUTSTANDING ISSUES

Warranty

The construction of the various CLINs were all substantially completed before December 2013. A table indicating the dates of substantial completion and the expiration of the warranties was forwarded to the COR. Some of the warranty periods extended beyond the completion date of the Task Order. USAID informed LBG that they would undertake all monitoring efforts during the warranty period. A final inspection was conducted in November of 2013 by LBG's Project Manager. A number of issues were noted and the subcontractors were all instructed to perform the repairs. A list of punchlist items for each of the CLINs was prepared and forwarded to the construction subcontractor as well as the COR. Nearly all of these items were corrected before the security situation deteriorated in late November and the staff evacuated. Since these notifications were issued during the warranty periods for each of the CLINs, the construction subcontractors are responsible to make the corrective repairs. It is strongly suggested that a final inspection be conducted prior to the expiration of each of the CLINs' warranties in order to determine whether there are any defects that may later become apparent.

Outstanding Consent Requests

As of 27, January 2014, there remain a number of Requests for Consent (RFC) that have not yet been responded to. During the 8, November meeting with LBG's PM and USAID's CO, COR and other specialists, a number of action items were discussed. LBG was requested to submit a number of RFCs, which was done in the weeks that followed. The priority items included RFCs for closeout modifications for the construction subcontractors for CLINs 7 and 12. These included extension of time requests (including LBG's assessment and recommendation) and costs for the additional work items. The construction subcontractors have not been paid for the additional work and the cost impacts due to the extension of times and have repeatedly inquired about this. LBG's policy is to pay their subcontractors after receiving reimbursement from USAID. Until USAID provides their consent for these subcontract modifications, LBG is unable to issue subcontractor modifications, receive their invoices and invoice USAID for this. This has resulted in LBG being unable to pay their subcontractors for work that has been completed months ago.

8 CONCLUSION

In conclusion, the entire SISF and Task Order 11 staff would like to express its gratitude to the professionals who for over two years dedicated themselves to the completion of this challenging project. In addition, our gratitude goes out to USAID and OBO for their professional oversight and directions as our client, and a special thanks to the government and people of South Sudan, without whose support the construction of the various CLINs would not have been possible.