AL SHURHABIL SCHOOL
UNDER THE COMMANDER'S EMERGENCY RESPONSE PROGRAM
ANBAR PROVINCE, IRAQ

SUSTAINMENT ASSESSMENT

SIGIR PA-08-142
JANUARY 21, 2009
**Report Documentation Page**

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Standard Form 298 (Rev. 8-98)  
Prepared by ANSI Bal Z39-18
Al Shurhabil School

What SIGIR Found

On September 21, 2008, SIGIR performed an on-site assessment of the Al Shurhabil School project. The contract cost was $268,000. The contract provided for installment payments and required a final inspection before issuing the final payment.

During the site visit, school was not in session; therefore, SIGIR could not confirm that the school was actually accommodating 400 students. However, the facility appeared to be capable of operating as a fully functioning school.

The overall objective of the project was to renovate the Al Shurhabil School, located in the North Saqlawiyah, Al Sheeha community of Anbar province, to benefit more than 400 students.

During the site visit, SIGIR observed that most of the Statement of Work requirements for the refurbishment of the school appeared to be complete except for the issue of air-conditioning units. The contract’s Statement of Work clearly stated that the contractor was required to “install air-conditioning units”. During the site visit, SIGIR observed air-conditioning mounts but no units. Also, the project file lacked any documentation showing that the air-conditioning units were ever installed.

Also, the operation and maintenance plan signed by the Ministry of Education manager and Falluja Director General of Schools required that at the completion of the project, “the facilities are properly maintained.” However, routine maintenance was not being done.

Further, the school depends completely on permanent power from the national grid to operate the lights, ceiling fans, and pumps for the water. Because the power from the national grid is unreliable and susceptible to surges, generator power should be considered in order to provide sufficiently reliable power.

Although SIGIR found that construction was adequate, the lack of reliable permanent power and routine maintenance will ultimately affect the ability of this facility to sustain full-capacity operations over the long term.

For more information, contact SIGIR Public Affairs at (703) 428-1100 or PublicAffairs@sigir.mil
MEMORANDUM FOR COMMANDING GENERAL, UNITED STATES CENTRAL COMMAND
COMMANDING GENERAL, MULTI-NATIONAL FORCES-IRAQ
COMMANDING GENERAL, MULTI-NATIONAL CORPS-IRAQ
COMMANDING GENERAL, JOINT CONTRACTING COMMAND-IRAQ/AFGHANISTAN
DIRECTOR, IRAQ TRANSITION ASSISTANCE OFFICE

SUBJECT: Report on Refurbishment of the Al Shurhabil School in Anbar Province, Iraq
(Report Number SIGIR PA-08-142)

We are providing this report for your information and use. It addresses the current status of the Al Shurhabil School in Anbar Province, Iraq. The assessment was made to determine whether the project was operating at the capacity stated in the original contract.

We received comments on a draft of this report from the Multi-National Forces-Iraq which addressed the issues raised in the report and recommendations made. The planned actions are responsive and should address the issues we identified. As a result, comments to this final report are not required.

We appreciate the courtesies extended to our staff. If you have any questions please contact Mr. Brian Flynn via e-mail at brian.flynn@iraq.centcom.mil or at DSN 318-239-2485. For public affairs queries concerning this report, please contact SIGIR Public Affairs at publicaffairs@sigir.mil or at 703-428-1100.

Stuart W. Bowen, Jr.
Inspector General
Special Inspector General for Iraq Reconstruction

SIGIR PA-08-142

January 21, 2009

Al Shurhabil School
Under the Commander’s Emergency Response Program
Anbar Province, Iraq

Synopsis

Introduction. The Office of the Special Inspector General for Iraq Reconstruction is assessing projects funded under the Commander’s Emergency Response Program to provide real-time relief and reconstruction information to interested parties to enable appropriate action, when warranted.

Project Assessment Objective. The objective of this project assessment was to determine whether the project was operating at the capacity stated in the original contract. To accomplish the objective, the assessment team determined whether the project was at full capability or capacity when accepted by the U.S. government, when transferred to Iraqi operators, and during the site inspection on 21 September 2008. SIGIR conducted this limited scope assessment in accordance with the Quality Standards for Inspections issued by the Council of the Inspectors General on Integrity and Efficiency. The assessment team comprised an engineer/inspector and an auditor/inspector.

Project Objective. The overall objective of the project was to renovate the Al Shurhabil School, located in the North Saqlawiyah, Al Sheeha community of Anbar Province, Iraq, to benefit more than 400 students.

Conclusions. The original intent of the Al Shurhabil School refurbishment project was to renovate a school that was destroyed as a result of combat operations against Al Qaeda in Iraq, leaving the area without a school to educate the local children. During the site visit, SIGIR observed that all of the completed work appeared to meet the requirements of the Statement of Work, and the school appeared capable of operating as a fully functioning school. But school was not in session during the site visit; therefore, SIGIR could not confirm that it was actually accommodating 400 students; however, the facility did appear to be capable of operating as a fully functioning school. The project was turned over to the Government of Iraq on 7 February 2008. The Statement of Work appeared to be adequately developed and detailed to address the needs of the facility, but the school completely depends on permanent power from the national grid to operate the lights, ceiling fans, and pumps for water. Because the power from the national grid is unreliable and susceptible to surges, generator power should be considered to ensure continuous power to allow for a more conducive environment for education.

Even though the Statement of Work was well planned, the absence of the requirement for detailed design drawings may result in operation and maintenance problems for the school. For example, electrical and plumbing drawings should have been required; specifically, electrical system one-line diagrams and plumbing plans and details for sanitary sewer systems, which is needed for proper operation and maintenance and future repair and rehabilitation work.
The construction appeared to be adequate and to satisfy the work required by the Statement of Work, except for the issue of air conditioning units. During the site visit, SIGIR observed air conditioning mounting units, but not the actual air conditioning units. According to the school’s Headmaster, the contract did not call for the delivery and installation of the air conditioning units; however, this is contradicted by the Statement of Work, which required the contractor to “install AC [Air Conditioning] units.” The project file lacked any documentation to determine whether the air conditioning units were ever delivered to the school.

In addition, the Project Operation and Maintenance Plan signed by the Ministry of Education manager and Falluja Director General of Schools required that at the completion of the project, “the facilities are properly maintained.” During the site visit, SIGIR identified that routine maintenance of the facilities was not being done.

Although the site visit identified adequate construction, the lack of reliable permanent power and routine maintenance will ultimately affect the ability of this facility to sustain full-capacity operations over the long term.

**Recommendations.** SIGIR recommends that the Commanding General, Multi-National Corps-Iraq, and the Commanding Officer, U.S. Marines Regimental Combat Team determine the status of the air conditioning units - specifically whether the contractor was paid to deliver and install the air conditioning units.

**Management Comments.** The Multi-National Forces-Iraq responded that the Iraqi Director General of Education is in the process of verifying the location of the air conditioning units. Once the Director General of Education completes the verification process, he will send a status report to the Multi-National Forces-West.

The draft report included a second recommendation that detailed design drawings be provided for future similar contracts. The Multi-National Forces-Iraq stated that as-built drawings are important for determining the amount of operations and maintenance funding needed to sustain this project, but stressed that requiring either design drawings or as-built drawings would drive up overall project costs.

**Evaluation of Management Comments.** Management comments addressed the issues raised in the report. Multi-National Forces-Iraq’s planned actions are responsive and should determine the status of the air conditioning units. The appropriate corrective actions will be taken once the status of the air conditioning units is determined.

In view of the response by the Multi-National Forces-Iraq that requiring either design drawings or as-built drawings will drive up overall project costs, SIGIR believes that this would reduce the number of rehabilitations possible under the Commander’s Emergency Response Program and eliminated the second recommendation.
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Introduction

Objective of the Project Assessment

The objective of this project assessment was to provide real-time relief and reconstruction project information to interested parties to enable appropriate action to be taken, when warranted. Specifically, we determined whether the project was operating at the capacity stated in the original contract. To accomplish this, SIGIR determined if the project was at full capability or capacity when accepted by the U.S. government, when it was transferred to Iraqi operators, and during the site inspection.

Pre-Site Assessment Background

Contract, Costs and Payments

The U.S. Marines Regimental Combat Team (RCT) 6, using Commander’s Emergency Response Program funding, awarded a contract to a local contractor on 21 November 2007 in the amount of $268,000.

The contract’s provisions for payment were on an installment basis, with a final inspection required prior to issuance of the final payment.

The contract required the contractor to complete the project in less than 90 days. According to Multi-National Corps-Iraq (MNC-I) documentation, the project was completed on 12 March 2008.

Project Objective and Pre-Construction Description

The objective of this project was to renovate the Al Shurhabin School, which was, at the time, an unsatisfactory and ineffective environment for educating local children. As a result of combat operations by Coalition Forces aimed at Al Qaeda in Iraq, the school was in a state of disrepair, leaving the area’s children an inadequate location in which to obtain an education. There were reportedly over 400 children who had attended this school regularly who now had to go to schools outside the area, resulting in the overcrowding of those schools. The city mayor and Director General (DG) of Education identified the repair of this school as a “high priority” for the area.

The school is located approximately 45 miles west of Baghdad, in the North Saqlawiyah, Al Sheeha community of Anbar Province, Iraq (Figure 1 and Site Photo 1). Site Photos 2-5 document the destruction the school experienced during combat operations.
Site Photo 1. Entrance to the Al Shurhabil School

Figure 1. Aerial imagery of the Al Shurhabil School
(Photo courtesy of MNF-I)

Site Photos 2 and 3. Condition of the Al Shurhabil School prior to refurbishment
(Photos courtesy of MNF-I)
Site Photos 4 and 5. Condition of the Al Shurhabil School prior to refurbishment
(Photos courtesy of MNF-I)

Statement of Work and Requirements

The Statement of Work (SOW) to repair the school required the following:

- replacement of concrete roofing tiles, damaged/missing building walls, damaged concrete interior flooring, and concrete walkways around the school
- replacement of existing electrical wiring system
- installation of lighting fixtures, electrical switches, ceiling fans, air conditioning (A/C) units, and main circuit board
- repair of bathroom facilities

The SOW’s list of items to be replaced and/or repaired appeared to be well planned and focused on high priority needs. However, this school is solely dependent on permanent power from the national grid to operate the lights, ceiling fans, and A/C units, and pump water to the roof for usage and storage. The power from the national grid is unreliable and generally available only for short periods of time. Consequently, the students will have to endure the extremely hot summer temperatures in a school without reliable electricity to cool the classrooms and provide water for the bathroom facilities.

Project Design

The SOW did not require project designs or specification submittals, and the contractor did not submit any project designs. Considering this project required the replacement of the existing electrical wiring system and repair of bathroom facilities, electrical and plumbing drawings should have been required; specifically, electrical system one-line diagrams and plumbing plans and details for sanitary sewer systems, which is needed for proper operation and maintenance and future repair and rehabilitation work. Even though the SOW was well planned, the absence of the requirement for detailed design drawings may result in operation and maintenance problems for the school.
Site Progress During Construction

According to the contract, the Marine resident Civil Affairs Team, Detachment 3, Team 4 was responsible for monitoring this project. Throughout the renovation project, the Civil Affairs Team provided numerous progress photographs. SIGIR reviewed and subsequently relied on selected photographs to document examples of construction performance before the project was turned over to the Government of Iraq on 7 February 2008.

Site Photos 6 and 7 document the installation of electrical wiring within the main circuit board and general building construction.

Site Assessment

On 21 September 2008, SIGIR performed an on-site assessment of the Al Shurhabil School project. SIGIR was escorted to the site by the local U.S. Marine unit and was accompanied by the school’s Headmaster. At the time of the site visit, the school year had not started; consequently, there were no school children present.
General Observations

During the site assessment, SIGIR observed that the following elements of the SOW requirements were functional and/or completed:

- removal of all debris on building premises
- repair of perimeter wall
- replacement of interior/exterior doors
- laying of new courtyard landscaping
- replacement of damaged windows

Replacement of roof, building walls, and interior flooring

During the site visit, SIGIR observed the construction of the new classroom buildings. The roof tiles appeared to be in good condition throughout the expanse of the roof (Site Photo 8). There were drainage holes at the roof’s edges, which will allow water to drain from the roof. The exterior and interior walls appeared to be adequately repaired/replaced (Site Photos 9 and 10). The majority of the interior tile and concrete floor work was good; however, there were areas of missing and broken tiles, as well as, uneven floors (Site Photo 11).

Site Photo 8. Condition of the roof tiles after renovation
Site Photos 9 and 10. Adequately repaired exterior and interior school building walls

Site Photo 11. Example of uneven and broken floor tiles

Replacement of existing wiring system and installation of lighting fixtures, electrical switches, ceiling fans, A/C units, and main circuit board

SIGIR verified the existence of the replaced wiring system by testing the newly installed switches, lighting fixtures, and ceiling fans (Site Photos 12 and 13). While going through the classrooms, SIGIR periodically tested the lights and ceiling fans and found them functioning properly. Although the mounts were constructed to hold A/C units, the actual A/C units were missing (Site Photo 14). It did not appear that the A/C units were ever installed. SIGIR asked the school’s Headmaster about the A/C units; he responded
that the units were not part of the contract. However, according to the contract’s SOW, the contractor was required to “install AC units.” SIGIR also observed the main electrical circuit board, which appeared to be adequately installed.

During the site visit, SIGIR did not detect any instances of potentially harmful electrical system tampering.

![Site Photo 12. Installed light switches](image1)

![Site Photo 13. Newly installed ceiling fan and interior lighting](image2)

![Site Photo 14. Properly installed A/C mounts; however, no A/C units](image3)

**Repair of bathroom facilities**

The school’s bathroom facilities consisted of an inside bathroom for the teachers and administration staff and an outside bathroom for students. The inside bathroom consisted of four eastern-style toilets and a single sink (Site Photos 15 and 16). There were instances of crude construction techniques used in the inside bathroom, such as the tile installation securing of plumbing; however, the toilets and sink were functional and operational when tested.
The outside bathroom facility consisted of eastern-style toilets, a sink, and a concrete bench to wash feet (Site Photo 17). This facility was more difficult to assess because of a significant amount of dirt throughout (Site Photo 18). Some of the toilets were clogged with debris from a lack of routine maintenance.
Site Photo 18. Evidence of no routine maintenance performed - excessive amount of dirt within the bathroom facility

Project Operation and Maintenance Plan

As part of this plan, the Ministry of Education manager and Falluja DG of Schools signed an agreement with the RCT 6 pledging to provide:

“enough staff to keep the school running and sufficient amount of personnel to conduct maintenance on the school. The Headmaster will ensure that all required personnel are paid and that the facilities are properly maintained. IF this school deteriorates after the coalition forces renovate it, it will be the Ministry of Education’s job to correct the deficiency.”

During the site visit, there were obvious signs that the school was not being properly maintained. For example, in the outside bathroom facility, a large bird’s nest (Site Photo 19) and a significant amount of dirt and dust were observed. According to the Headmaster, school was to begin approximately one week after the site visit. In order to be ready for the first day of school, a considerable amount of cleaning is required.
Conclusions

The original intent of the Al Shurhabil School refurbishment project was to renovate a school that was destroyed as a result of combat operations against Al Qaeda in Iraq, leaving the area without a school to educate the local children. During the site visit, SIGIR observed that all of the completed work appeared to meet the requirements of the Statement of Work, and the school appeared capable of operating as a fully functioning school. But school was not in session during the site visit; therefore, SIGIR could not confirm that it was actually accommodating 400 students; however, the facility did appear to be capable of operating as a fully functioning school. The project was turned over to the Government of Iraq on 7 February 2008. The Statement of Work appeared to be adequately developed and detailed to address the needs of the facility, but the school completely depends on permanent power from the national grid to operate the lights, ceiling fans, and pumps for water. Because the power from the national grid is unreliable and susceptible to surges, generator power should be considered to ensure continuous power to allow for a more conducive environment for education.

Even though the Statement of Work was well planned, the absence of the requirement for detailed design drawings may result in operation and maintenance problems for the school. For example, electrical and plumbing drawings should have been required; specifically, electrical system one-line diagrams and plumbing plans and details for sanitary sewer systems, which is needed for proper operation and maintenance and future repair and rehabilitation work.

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In addition, the Project Operation and Maintenance Plan signed by the Ministry of Education manager and Falluja Director General of Schools required that at the completion of the project, “the facilities are properly maintained.” During the site visit, SIGIR identified that routine maintenance of the facilities was not being done.

Although the site visit identified adequate construction, the lack of reliable permanent power and routine maintenance will ultimately affect the ability of this facility to sustain full-capacity operations over the long term.

**Recommendations**

SIGIR recommends that the Commanding General, Multi-National Corps-Iraq, and the Commanding Officer, U.S. Marines Regimental Combat Team determine the status of the air conditioning units - specifically whether the contractor was paid to deliver and install the air conditioning units.

**Management Comments**

The Multi-National Forces-Iraq responded that the Iraqi Director General of Education is in the process of verifying the location of the air conditioning units. Once the Director General of Education completes the verification process, he will send a status report to the Multi-National Forces-West.

The draft report included a second recommendation that detailed design drawings be provided for future similar contracts. The Multi-National Forces-Iraq stated that as-built drawings are important for determining the amount of operations and maintenance funding needed to sustain this project, but stressed that requiring either design drawings or as-built drawings would drive up overall project costs.

**Evaluation of Management Comments**

Management comments addressed the issues raised in the report. Multi-National Forces-Iraq’s planned actions are responsive and should determine the status of the air conditioning units. The appropriate corrective actions will be taken once the status of the air conditioning units is determined.

In view of the response by the Multi-National Forces-Iraq that requiring either design drawings or as built drawings will drive up overall project costs, we believe that this would reduce the number of rehabilitations possible under the Commander’s Emergency Response Program and eliminated the second recommendation.
Appendix A. Scope and Methodology

SIGIR performed this project assessment from July through December 2008 in accordance with the Quality Standards for Inspections issued by the President’s Council on Integrity and Efficiency. The assessment team comprised an engineer/inspector and an auditor/inspector.

In performing this Project Assessment SIGIR:

- Reviewed contract documentation to include the following: Contract, Statement of Work, invoices, and project photos;
- Interviewed the Multi-National Corps-Iraq personnel; and
- Conducted an on-site assessment on 21 September 2008 and documented results at the Al Shurhabil School refurbishment project in Anbar Province, Iraq.

Scope Limitation. Due to security concerns, SIGIR performed an expedited assessment. The time allotted for the site visit was approximately one hour; therefore, a complete review of all work completed was not possible.
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Appendix C. MNF-I Comments on Draft Report

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MNF-I RESPONSE TO 20081223-009 (MNF-I CT-3432)
SIGIR Draft Report “Renovations of the Al Shurhabil School under the Commander’s Emergency Response Program, Anbar Province, Iraq” (PA-08-142).

BACKGROUND: The objective of this project assessment was to determine whether the project was operating at the capacity stated in the original contract. To accomplish the objective, the assessment team determined whether the project was at full capability or capacity when accepted by the U.S. government, when transferred to Iraqi operators, and during the site inspection on 21 September 2008. SIGIR conducted this limited scope assessment in accordance with the Quality Standards for Inspections issued by the President’s Council on Integrity and Efficiency. The assessment team comprised an engineer/inspector and an auditor/inspector.

QUESTION:
To collect MNC-I comments on the SIGIR Draft Report. Response must address recommendations on page 11 of the draft report. Coordinate your comments with the Marine RCT6 unit mentioned in the report. This input will be used by SIGIR to help build the Final Report.

ACTIONS REQUIRED –
1. NLT 31 December 2008, send your reply to SIGIR: Kevin O’Connor at kevin.oconnor@iraq.centcom.mil and Brian Flynn at brian.flynn@iraq.centcom.mil.
2. NLT 6 January 2009, send a copy of the reply to CCIG e-mail at ccigaudit@centcom.mil (unclas only).

MNF-I RESPONSE: MNF-I responds with the following:

1. MNF-W is awaiting further information from the DG of Education who is physically verifying the location of the AC units. Based on USG paperwork the contractor delivered and installed the AC units per the scope of work. MNF-W will send “status” of AC units once DG of Education makes physical verification.

2. Requiring design drawings for schools would increase costs while having little added benefit. Schools in al Anbar are relatively straight forward, easy construction projects so adding additional costs up-front for design drawings would be a waste of taxpayer dollars. Instead of design drawings, it would make more sense to have “as-built” drawings so you can determine the amount of operations and maintenance funding/effort needed to sustain the project in the long-term. However, as-built drawings for operations and maintenance of mechanical, electrical and plumbing (“MEP”) is not necessary due to the means in which Iraqi construction companies surface mount the electrical and plumbing runs (see figures 8, 14 – 18, 20, 24 for surface mounted electrical wiring runs in what appears to be series and see figures 21 – 23 for surface mounted plumbing pipe runs). The surface mounted electrical and
Appendix C. MNF-I Comments on Draft Report

UNCLASSIFIED

plumbing runs significantly reduces any maintenance costs due to immediately seeing the pipe or wiring.
Appendix D. Report Distribution

Department of State
Secretary of State
  Senior Advisor to the Secretary and Coordinator for Iraq
  Director of U.S. Foreign Assistance/Administrator, U.S. Agency for
  International Development
    Director, Office of Iraq Reconstruction
  Assistant Secretary for Resource Management/Chief Financial Officer,
    Bureau of Resource Management
U.S. Ambassador to Iraq
  Director, Iraq Transition Assistance Office
  Mission Director-Iraq, U.S. Agency for International Development
Inspector General, Department of State

Department of Defense
Secretary of Defense
Deputy Secretary of Defense
Under Secretary of Defense (Comptroller)/Chief Financial Officer
  Deputy Chief Financial Officer
  Deputy Comptroller (Program/Budget)
Deputy Assistant Secretary of Defense-Middle East, Office of Policy/International
  Security Affairs
Inspector General, Department of Defense
Director, Defense Contract Audit Agency
Director, Defense Finance and Accounting Service
Director, Defense Contract Management Agency

Department of the Army
Assistant Secretary of the Army for Acquisition, Logistics, and Technology
  Principal Deputy to the Assistant Secretary of the Army for Acquisition,
    Logistics, and Technology
  Deputy Assistant Secretary of the Army (Policy and Procurement)
    Commanding General, Joint Contracting Command-Iraq/Afghanistan
Assistant Secretary of the Army for Financial Management and Comptroller
Chief of Engineers and Commander, U.S. Army Corps of Engineers
  Commanding General, Gulf Region Division
  Chief Financial Officer, U.S. Army Corps of Engineers
Auditor General of the Army

U.S. Central Command
Commanding General, Multi-National Force-Iraq
  Commanding General, Multi-National Corps-Iraq
  Commanding General, Multi-National Security Transition Command-Iraq
Commander, Joint Area Support Group-Central
Other Federal Government Organizations
Director, Office of Management and Budget
Comptroller General of the United States
Inspector General, Department of the Treasury
Inspector General, Department of Commerce
Inspector General, Department of Health and Human Services
Inspector General, U.S. Agency for International Development
President, Overseas Private Investment Corporation
President, U.S. Institute for Peace

Congressional Committees

U.S. Senate

Senate Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Foreign Relations
Senate Committee on Homeland Security and Governmental Affairs

U.S. House of Representatives

House Committee on Appropriations
House Committee on Armed Services
House Committee on Oversight and Government Reform
House Committee on Foreign Affairs
Appendix E. Project Assessment Team Members

The Office of the Assistant Inspector General for Inspections, Office of the Special Inspector General for Iraq Reconstruction, prepared this report. The principal staff members who contributed to the report were:

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