IRAQI ARMY FACILITIES
UNDER THE IRAQ SECURITY FORCES FUND
DIYANAH AND DEBECHA, IRAQ

SIGIR PA-07-114
JANUARY 17, 2008
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COMMANDING GENERAL, JOINT CONTRACTING COMMAND-
IRAQ/AFGHANISTAN
COMMANDING GENERAL, GULF REGION DIVISION, U.S.
ARMY CORPS OF ENGINEERS
DIRECTOR, IRAQ TRANSITION ASSISTANCE OFFICE

SUBJECT: Report on Construction and Renovation of Iraqi Army Facilities at Diyanah and Debecha, Iraq (Project Number SIGIR PA-07-114)

The Office of the Special Inspector General for Iraq Reconstruction is assessing projects funded under the Iraq Security Forces Fund to provide real-time relief and reconstruction information to interested parties to enable appropriate action, when warranted.

We are providing this report for your information and use. It addresses the current status of the Iraqi Army Facilities at Diyanah and Debecha in the Erbil governorate of Iraq. The assessment was made to determine whether funds were used effectively and efficiently.

This report does not contain any negative findings or recommendations for corrective action. As a result, management comments are not required.

We appreciate the courtesies extended to our staff. If you have any questions please contact Mr. Brian M. Flynn at brian.flynn@sigir.mil or at 914-360-0607. For public or congressional queries concerning this report, please contact SIGIR Congressional and Public Affairs at publicaffairs@sigir.mil or at 703-428-1100.

Stuart W. Bowen, Jr.
Inspector General
Introduction. This project assessment was initiated as part of our continuing assessments of Security and Justice reconstruction/construction activities. The overall objective of the project was to determine whether Iraqi Security Forces Funds for a project not yet completed have been effectively and efficiently used thus far. The Office of the Special Inspector General for Iraq Reconstruction conducted this project assessment in accordance with the Quality Standards for Inspections issued by the President’s Council on Integrity and Efficiency.

Project Objective. The objective of the project was to have the contractor provide services to plan, restore, construct, and improve military unit facilities in Iraq. The sites included a mix of new construction and renovation of existing structures and facilities. The Statement of Requirements and Specifications provided that renovation of existing structures, when possible, was preferred. In addition, the United States government encouraged the contractor to use local Iraqi subcontractors as much as possible. Based on a review of quality assurance reports detailing the manpower mix on site, more than 90 subcontractors were Iraqi.

Project Assessment Objectives. The objective of this assessment was to provide real-time relief and reconstruction information about the Iraqi Army facilities in Diyanah and Debecha to interested parties to enable appropriate action, if warranted. Specifically, we determined whether:

1. Construction and sustainability planning were adequate;
2. Contract execution and construction management practices have been adequate; and
3. Asset transfer to the Government of Iraq will likely be completed in a timely manner.

Conclusions. The assessment determined that:

1. Planning for construction and sustainment was adequate. The mix between renovation and new construction appeared to be reasonable in terms of using structurally sound buildings when practical, while providing for new construction when applicable to meet capacity or operational requirements. Numerous details pertaining to materials and design guidelines included in the Statement of Requirements and Specifications will positively affect functionality and durability over the long term. For example, sustainability over the long term should be enhanced by using single-story troop dormitories and stand alone latrines. As a result, the facilities, when completed, should fully meet the overall operational and capacity requirements for battalion-sized units of the Iraqi Army.
2. Contract execution and construction management practices were adequate because a quality management process was effectively implemented from the beginning of construction. For example, the contractor quality control and government quality assurance personnel documented a critical deficiency and worked together to have the subcontractor remove and replace a substantial number of defective lintels (concrete door headers) throughout the Debecha facility. In another case, effective quality control and quality assurance oversight of processes to place backfill and test soil compaction prevented a premature pouring of a concrete floor. In addition, both the Diyanah and Debecha sites were adequately staffed by contractor managers. Each facility had one full-time engineer responsible for construction management and one full-time engineer responsible for quality control. As a result, at the time of the site visit construction appeared to comply with requirements. If the current quality management practices continue, construction should be satisfactory upon project completion.

3. Review of file documentation and discussions with contractor and United States government officials disclosed no reasons to prevent asset transfer to the Government of Iraq in a timely manner.

Recommendations and Management Comments. This report does not contain any negative findings or recommendations for corrective action; therefore, management comments were not required. The results of this assessment were discussed with a Multi-National Security Transition Command-Iraq, J-7 (Engineering) representative, and the Officer in Charge, Air Force Center for Engineering and the Environment. Multi-National Security Transition Command-Iraq and Air Force Center for Engineering and the Environment officials reviewed a draft of this report, provided no comments, and offered no additional information.
# Table of Contents

**Synopsis** i

**Introduction**
- Objective of the Project Assessment 1
- Pre-Site Assessment Background 1
  - Project Objective 1
  - Contract and Cost 1
  - Statement of Requirements and Specifications 2

**Quality Management** 2

**Sustainability** 4

**Site Assessment**
- Pre-Construction 5
- Work Completed 8
- Work in Progress 8
- Work Pending 18

**Conclusions** 18

**Recommendations and Management Comments** 19

**Appendices**
- A. Scope and Methodology 20
- B. Acronyms 21
- C. Report Distribution 22
- D. Project Assessment Team Members 24
Introduction

Objective of the Project Assessment

The objective of this assessment was to provide real-time relief and reconstruction information on the Iraqi Army facilities in Diyanah and Debecha to interested parties in order to enable appropriate action, if warranted. Specifically, SIGIR determined whether:

1. Construction and sustainability planning were adequate;
2. Contract execution and construction management practices have been adequate; and
3. Asset transfer to the Government of Iraq will likely be completed in a timely manner.

Pre-Site Assessment Background

Project Objective

The intent of the project was to have the contractor provide services to plan, restore, construct, and improve military unit facilities in Iraq. Sites included a mix of new construction and renovation of existing structures and facilities. The Statement of Requirements and Specifications (SORS) specified that renovation of existing structures, when possible, was preferred. In addition, the United States government (USG) encouraged the contractor use local Iraqi subcontractors to the maximum extent possible. Based on our review of quality assurance (QA) reports, which detail the mix of manpower on site, over 90% of the manpower (management and labor) was Iraqi.

Contract and Cost

Task Order (TO) 0008 of Contract FA8903-06-D-8519, dated 29 September 2006, authorized Toltest, Inc. of Maumee, Ohio to perform work in accordance with the Statement of Work (SOW) and SORS, dated 10 July 2006. Task Order (TO) 0008 was a cost-plus-fixed-fee (CPFF) agreement valued at approximately $21.2 million. However, the contract value of the work applicable to the light infantry battalion facilities at Diyanah and Debecha, Iraq was approximately $9.3 million. The task order was issued and administered by the Air Force Materiel Command. The contracting action followed the government’s Request for Proposals (RFP) dated 27 June 2006 and the contractor’s proposal submission dated 31 July 2006.

Toltest was selected through competition as the best qualified by the Air Force Center for Engineering and the Environment (AFCEE) from its Heavy Engineering Repair and Construction (HERC) pool of contractors. While the initial TO completion period of performance (POP) ended on 7 June 2007, TO Modification No. 4 effective 18 August 2007 moved the POP to 14 April 2008. The extension was at no cost to the USG and for the most part was the result of delays in obtaining local government approval to use selected sites for the renovation/construction projects at Diyanah and Debecha. Actual renovation and construction work started 28 August 2007 at Diyanah and 8 October 2007 at Debecha.
Statement of Requirements and Specifications

The contract included a general SOW and a more detailed SORS. In general, the SOW included administrative requirements related to planning, documenting and reporting requirements. On the other hand, the SORS included more specific instructions and project information related to renovation and new construction requirements. Therefore, the SORS was the primary source document used to baseline contractor requirements during this assessment project. The SORS specified that renovation/construction would not start until the respective plan submittal was reviewed by the Title II1 representative and approved by the contracting officer (CO) or the contracting officer’s representative (COR).

The contractor was to provide command facilities of the type and size typical for an Iraqi military complex and based on projected tenant units. The contractor was required to use United States Central Command (USCENTCOM) Contingency and Long Term Base Camp Facilities Standards to determine minimum facility size requirements. In general, the battalion-sized facilities included barracks space for approximately 662 enlisted troops, 43 non-commissioned officers, and 54 commissioned officers. In addition, the SORS required battalion and company offices, training center, gymnasium, dining hall, and medical aid facilities. Construction was to comply with International Building Codes described in detail in the SORS. Exceptions had to be approved by the CO or COR.

Quality Management

Quality management (QM) is a process under which quality construction should result from the combined efforts of the construction contractor’s quality control (QC) program and the government’s quality assurance (QA) program. Based on applicable regulations, their mutual goal must be a quality product conforming to the contract requirements and a cooperative and professional working relationship should be established in order to realize this common goal. Based on SIGIR’s review of selected QC/QA documentation, discussions conducted with personnel responsible for QC/QA on-site activities and observations while on site 5 and 6 December 2007, the overall QM at Diyanah and Debecha has been effective.

Although some QA reports at the start of the Diyanah construction were minimally complete, more recent QA reports have been sufficiently detailed and descriptive. The QC activity was well documented from project start. For example, the contractor’s methods at Diyanah to track deficiencies in a real-time mode and ensure corrections as the project progressed were effective. The contractor stated that regular construction coordination meetings between Toltest managers and the sub-contractor were conducted to monitor progress and track deficiencies. SIGIR reviewed the minutes of the 5 December 2007 meeting and found that the documentation was complete and specific in the issues covered (safety, life support, schedule, and building specific construction).

Both QA and QC reporting at Debecha were adequate and effective. For example, the Title II Daily Quality Report dated 21 November 2007 documented that two substantive deficiencies should be addressed. The report cited that lintel beams were not properly placed above openings in block walls (doors and windows) and that backfill and compaction processes were not in accordance with the SORS. The QC and QA personnel have worked together to resolve both issues.

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1 Under a separate contract, AFCEE on-site quality assurance services were provided by Versar International Assistance Projects (VIAP) Iraq.
Site Photo 1 shows one of numerous lintel beams throughout the project that was reworked and cast-in-place to comply with specifications. Site Photo 2 shows where backfill and compaction process have been modified to comply with specifications. Subsequent compaction tests verified by an independent laboratory confirmed that soil compaction requirements were met.

To improve processes to backfill and compact soil, the contractor purchased field soil testing equipment (Kessler Dynamic Cone Penetrometer) to estimate the strength characteristics of fine and granulated soils. To date, QM practices have been effective and provide for reasonable assurance that construction quality at Diyanah and Debecha should be acceptable.

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2 Specifications required that backfilled layers of soil should be compacted every 20 centimeter (7.8”). However, the Title II representative cited that some layers were as thick as 35 centimeter (13.8”). Accordingly, initial laboratory test results confirmed that some backfill soil was not sufficiently compacted.

3 Based on the SIGIR’s observation, Diyanah soils appeared to be medium clay mixed with course sand. Debecha soil appeared to comprise mostly of fine clay. Borehole test before construction verified that undisturbed soils had adequate load bearing capacity.
Sustainability

While the project to renovate and construct facilities did not include options for follow-on operations and maintenance (O&M) support, project planning did include elements that directly link to the sustainability of the facilities over the long term. For example, building and room size requirements were based on criteria specific to military units and stand-alone latrines with eastern-style toilets were specified in the SORS. High water use food preparation areas and latrines were to be tiled from floor to ceiling and the floors in these areas were to be steel troweled, hard finished concrete, sloped in such a manner to ensure fast draining. Floor elevations in water closets and showers were to be lower and sloped on all sides to the eastern styled toilet or drain respectively. To ensure a water tight roof surface, expansion joints were repaired and designed to be waterproof.

Contract terms also required the contractor to provide six months of O&M training in an effort to ensure that Iraqi Army personnel attain a satisfactory level of proficiency. Lastly, the contractor was required to provide six months of warranty service and maintenance oversight following DD Form 1354\(^4\) approval. All O&M and warranty manuals were to be provided in both English and Arabic. Planning for the sustainability of this project, which consisted mostly of single-story concrete block buildings, was adequate.

\(^4\) Per AFCEE Standard Operating Procedure 006, dated 18 April 2007, DD Form 1354, Transfer and Acceptance of Real Property, will be used to facilitate timely asset transfer to the Government of Iraq while documenting any and all outstanding project issues requiring resolution.
Site Assessment

Pre-Construction

Land and soil conditions between the Diyanah and Debecha facilities varied considerably. Site Photo 3 shows a portion (about half) of the Diyanah project where the bulk of the work involved the renovation of existing facilities that were structurally sound, but in disrepair. Although the Diyanah site was on a hillside, required pre-construction site excavation or preparation was not extensive because most of the work involved the renovation of existing facilities. The project did call for some new construction; however, planned building sites were previously excavated and flat and should not offer any unusual challenge to the contractor.

Soils at Diyanah were medium clay and course sand and there was evidence of some past erosion. Prior to starting the project, some soil had washed and lodged against walls on the up hill side of several buildings. The contractor’s Senior Program Manager stated that a drainage plan that included retaining walls had been submitted to the government for consideration in accordance with contract terms.

Site Photo 3. North half of Diyanah facility.

Site Photo 4 shows a portion (about a quarter) of the Debecha project that is comprised almost entirely of new construction. The topography at Debecha was very flat and offered no unusual site preparation challenges.
Based on the contractor’s technical survey of the Diyanah site, roofs throughout the complex of buildings were in a deteriorated condition prior to renovation. As a result, there was interior water damage to numerous buildings. Site Photo 5 shows an example of existing cracks in roofs most likely caused by shrinkage of the original concrete roof casting. In addition, expansion joints in the original construction were improperly designed and had to be removed, redesigned, and reconstructed. Subsequent repairs and renovation will be addressed later in this report.
Site Photo 6 shows the “typical” exterior of buildings found to be structurally sound, but in disrepair before renovation at Diyanah.

Site Photo 6. Typical building exterior before renovation at Diyanah. (Photo courtesy of Toltest)

Site Photo 7 shows a food preparation area in a dining facility before the renovation project was started and the absence of a tiled wall surface in the high water use area. The original painted plaster retained moisture and the risk for bacteria growth increased. Subsequent repair and restoration will be discussed later in this report.
Work Completed

At the time of our site visit to the Diyanah facility on 5 December 2007 and the Debecha facility on 6 December 2007, no individual project tasks were reported as complete. However, the Diyanah facility overall completion was approximately 14% at the time of the site visit while the Debecha facility was approximately 17% complete.

Work in Progress

While at both the Diyanah and Debecha sites, SIGIR discussed various aspects of the project renovation and new construction with the contractor’s program manager, project manager, construction managers, and quality control managers. In accordance with contract requirements, each site was manned by a resident construction and quality control manager in addition to subcontractor engineers and supervisors. Site Photos 8 through 15, taken at the Diyanah, show mostly renovation work while Site Photos 16 through 20, taken at Debecha, show new construction work.

Site Photos 8 and 9 show a repaired roof and expansion joint. Site Photo 8 is representative of the condition of all roofs following renovation. The contractor explained and documented the processes used to repair the roofs throughout the facility. All cracks were opened with a grinder to remove loose material and to obtain a beveled shape (wide at the top and narrow at the bottom). Subsequently, the ground-out cracks were inspected and then filled with an epoxy filler designed for such applications.

Some of the original roof edge castings were too high and precluded complete drainage allowing water to leak though cracks in the original roof. To correct the problem, the contractor cut away high edges and grouted to a level that would ensure proper drainage. The roof was inspected by contractor and subcontractor managers before the roof was
sealed with three coats of a roll-on roof sealing material designed specifically for such applications. Site Photo 8 shows a roof top following renovation.

Site Photo 8. Typical roof top following renovation.

Site Photo 9 shows an expansion joint after renovation. The design of the expansion joint and application of a sealer between the building sections should ensure a water tight joint.

Site Photo 9. Renovation included replacing poorly designed original expansion joints that leaked.

Site Photo 10 is representative of buildings following renovation including exterior painting. Substantial repair work preceded the final exterior painting process. Site Photo 11 shows where workers repaired cracks and removed loose exterior plaster/stucco. Large sections of damaged or loose stucco were replaced with new plaster/stucco in preparation of exterior painting. Patch work over cracks and flat surfaces was covered with wire mesh to ensure bonding between the original wall and the fresh plaster/stucco.
Site Photo 10. Typical building exterior following renovation. (Photo courtesy of Toltest)

Site Photo 11. Exterior renovation work in progress.

In accordance with contract requirements, tile was used to cover the walls in high water use areas. Site Photo 12 was taken in the food preparation area of one of the two dining facilities at Diyanah. The photo shows that loose material was removed from the original wall. Then a scratch coat of concrete was applied to form a uniform surface for subsequent tile installation. All tile work observed was satisfactory. All tile joints were
exactly horizontal or vertical and evenly spaced the entire length of the tile because plastic spacers manufactured to uniform dimensions were used. The plastic spacers were placed in the corner of each tile ensuring alignment with the three other adjacent tiles. In addition, the walls were flat.

Site Photo 12. Wall tile work was high quality throughout facility.

While not all tile floors were yet installed in those areas that required Terrazzo tile, SIGIR observed that work completed to date was satisfactory. Individual Terrazzo tiles were reasonably level and joints were evenly spaced and parallel between adjoining rows of tile. Site Photo 13 shows an example of a Terrazzo tile floor following initial installation.
Window frames were renovated and steel door frames were installed. Site Photo 14 shows a steel door frame installed in a food handling area. All door frames appeared to be properly installed. Specifically, the frames were tight, square, and grouted flush with the wall. Therefore, once the doors are installed they should swing level. In addition, SIGIR observed a number of exterior doors with new latch hardware that was compliant with SORS requirements. The hardware was cast of a heavy and hard metal alloy. In addition, the lock assembly was a keyed dead bolt independent of the latch mechanism. Such a design offers durability not generally found in locksets where the latch assembly also functions as the lock.
At the Debecha site, the subcontractor laid the first course of concrete blocks to ensure a square cornered building with level blocks placed at correct elevations. Specifically, string was used to show the line that block layers will use to guide the placement of concrete blocks. Using the string as a guide ensures corners are square, blocks are placed level and at the correct elevation (height), and blocks are placed in a straight line. Site Photo 15 shows the layout and string for the hand washing area outside the dining facility while Site Photo 16 shows a transit used to ensure correct elevations.

Site Photo 15. String at proper height with square corners will guide block layers.
Red paint was used to mark specific measurements necessary for correct placement of window openings, air conditioning units, and elevations. For example, Site Photo 2 included earlier in this report shows that red paint was used to mark the final compacted grade or elevation height of the compacted backfill in the new dining facility. Similarly, Site Photo 17 shows that red marks were used to correctly place the opening for an air conditioning unit. This technique is a practical and effective way for the contractor’s managers to observe completed work while lessening the likelihood of future mistakes.
During the site visit to Debecha, SIGIR observed that several buildings were nearing the stage of construction where corner and wall columns would be cast following form work. Site Photo 18 shows the heavier reinforcement bars used in columns. After the columns are cast and sufficiently cured, workers will construct form work, install reinforcement bars and cast each building’s roof flatwork and horizontal beams to complete the structural aspects of the roof system.
In Site Photo 19, a worker sprays water on the surface of a block wall to ensure that mortar used to fill cracks and spaces between blocks does not dry too fast and shrink. As a result, the walls will be a good surface upon which to apply finish exterior plaster/stucco.
SIGIR Photo 19. Walls were sprayed to prevent excessive shrink in joint mortar.

Site Photo 20 shows the construction office placed on site by the subcontractor for engineers and project supervisors. This will help the subcontractor fulfill its administrative and supervisory responsibilities.
Work Pending

At the time of our site visit, approximately 86% of the work required at Diyanah and 83% of the work required at Debecha remained to be completed. At Diyanah, renovation work continues and all work related to utilities (electrical, water and sewer) is pending. In addition, substantial interior finish work (plastering, tiling, painting, fixture installation, etc.) at Diyanah is unfinished.

At Debecha, various aspects of new construction were pending at the time of the site visit. For example, the dining facility was at the stage of preparing the floor for casting. Throughout the facility, substantial wall construction work remains.

Conclusions

SIGIR reached the following conclusions for assessment objectives 1, 2, and 3. Appendix A provides details pertaining to Scope and Methodology and the limitations of this project assessment.

1. Determine whether construction and sustainability planning were adequate.

Planning for construction and sustainment was adequate. The mix between renovation and new construction appeared to be reasonable in terms of using structurally sound buildings when practical, while providing for new construction when applicable to meet capacity or operational requirements. Numerous details pertaining to materials and design guidelines included in the Statement of Requirements and Specifications will positively affect functionality and durability over the long term. For example, sustainability over the long term should be enhanced by using single-story troop dormitories and stand alone latrines. As a result, the facilities, when completed, should fully meet the overall operational and capacity requirements for battalion-sized units of the Iraqi Army.

2. Determine whether contract execution and construction management practices have been adequate.

Contract execution and construction management practices were adequate because a quality management process was effectively implemented from the beginning of construction. For example, the contractor quality control and government quality assurance personnel documented a critical deficiency and worked together to have the subcontractor remove and replace a substantial number of defective lintels (concrete door headers) throughout the Debecha facility. In another case, effective quality control and quality assurance oversight of processes to place backfill and test soil compaction prevented a premature pouring of a concrete floor. In addition, both the Diyanah and Debecha sites were adequately staffed by contractor managers. Each facility had one full-time engineer responsible for construction management and one full-time engineer responsible for quality control. As a result, at the time of the site visit construction appeared to comply with requirements. If the current quality management practices continue, construction should be satisfactory upon project completion.
3. **Determine whether asset transfer to the GOI will likely be completed in a timely manner.**

Review of file documentation and discussions with contractor and United States government officials disclosed no reasons to prevent asset transfer to the Government of Iraq in a timely manner.

**Recommendations and Management Comments**

This report does not contain any negative findings or recommendations for corrective action; therefore, management comments are not required. The results of this assessment were discussed with a Multi-National Security Transition Command-Iraq, J-7 (Engineering) representative, and the Officer in Charge, Air Force Center for Engineering and the Environment. Multi-National Security Transition Command-Iraq and Air Force Center for Engineering and the Environment officials reviewed a draft of this report, provided no comments, and offered no additional information.
Appendix A. Scope and Methodology

SIGIR announced this project 29 October 2007 and concluded fieldwork discussions on 10 December 2007. The project was performed in accordance with the Quality Standards for Inspections issued by the President’s Council on Integrity and Efficiency.

In performing this Project Assessment SIGIR:

- Reviewed contract documentation to include the following: Request for Proposal, the Task Order/Contract, Statement of Work, Statement of requirements and Specifications;
- Reviewed selected design package drawings and specifications, the quality control plan, and selected quality control and quality assurance reports;
- Conducted on-site discussions with the contractor’s senior program manager, project engineer, construction managers, quality control managers, and USG quality assurance representatives;
- Conducted an on-site assessment on 5 and 6 December 2007;
- Briefed the results of fieldwork observations and documentation analysis with the OIC-AFCEE and the MNSTC-I (J-7) representative that accompanied the inspector during the site visit; and
- Briefed this report to AFCEE and MNSTC-I officials on 10 December 2007.
## Appendix B. Acronyms

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<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>AFCEE</td>
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<td>CO</td>
<td>Contracting Officer</td>
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<td>COR</td>
<td>Contracting Officer’s Representative</td>
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<td>CPFF</td>
<td>Cost Plus Fixed Fee</td>
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<td>HERC</td>
<td>Heavy Engineering Repair and Construction</td>
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<td>POP</td>
<td>Period of Performance</td>
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<td>O&amp;M</td>
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<td>United States Central Command</td>
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<td>USG</td>
<td>United States Government</td>
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Appendix C. Report Distribution

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  Director of U.S. Foreign Assistance/Administrator, U.S. Agency for International Development
  Director, Office of Iraq Reconstruction
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House Committee on Foreign Affairs
  Subcommittee on International Organizations, Human Rights, and Oversight
  Subcommittee on the Middle East and South Asia
Appendix D. 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 member who contributed to the report was:

Lloyd Wilson