REBUILDING OF THE SAGRAH SCHOOL
UNDER THE COMMANDER’S EMERGENCY RESPONSE PROGRAM
SAGRAH, ANBAR PROVINCE, IRAQ

SUSTAINMENT ASSESSMENT

SIGIR PA-08-140
APRIL 15, 2009
Summary of Report: PA-08-140

Why SIGIR Did This Study

SIGIR is charged to conduct assessments of Iraq reconstruction projects funded with amounts appropriated or made available for the reconstruction of Iraq. SIGIR is assessing projects funded under the Commander’s Emergency Response Program to provide real-time information on Iraq relief and reconstruction to interested parties to enable appropriate action, when warranted.

The objective of this sustainment assessment was to determine whether the project was operating at the capacity stated in the original contract. To accomplish this objective, SIGIR determined if the project was at full capability or capacity when accepted by the government, when transferred to Iraqi operators, and during the site inspection on 4 November 2008.

What SIGIR Recommends

This report does not contain any recommendations for corrective action by the U.S. government. Although management comments were not required, Multi-National Force – West (MNF-W) visited the Sagrah School and “confirmed the finding” of the SIGIR draft report.

MNF-W issued a letter to the Deputy Governor, Office for Technical Affairs, Al Anbar province, referencing an existing operation and maintenance agreement requiring the Government of Iraq to provide preventive maintenance to facilities rehabilitated or constructed by the U.S. government. MNF-W requested the Deputy Governor’s assistance to “correct the deficiencies in the [electrical] wiring and lavatories to protect the students and faculty from harm.”

For more information, contact SIGIR Public Affairs at (703) 428-1100 or PublicAffairs@sigir.mil

Rebuilding of the Sagrah School

What SIGIR Found

On 4 November 2008, SIGIR performed an on-site assessment at the Sagrah School. Due to security concerns, the time allotted for the site visit was approximately 45 minutes. For security reasons, SIGIR was also denied access to the school’s roof. Consequently, SIGIR performed an expedited assessment. The total of the project invoices paid at the completion of the project was $399,049.

The overall objective of the project was to reconstruct the Sagrah School in Anbar province, Iraq, to benefit children from the surrounding area. The school had been previously destroyed by insurgent activity. The reconstruction of the school will provide a safe and secure educational environment for the children of Sagrah.

The Statement of Work was defined in a handwritten note below the signature line of the contract. A detailed Bill of Quantities comprising 56 items was also to be incorporated into the project. Because the contract did not require detailed design information, this information was not provided with the project documentation. Therefore, SIGIR could not determine some details, including the shape, size, and location of the wiring and air-conditioning units. SIGIR could determine only the number of classrooms constructed and the general quality of construction.

During the site visit, SIGIR observed primary students in class and other children participating in physical education in the schoolyard. The new and existing construction appeared sound, and the reinforced concrete frame of the new construction appeared to be adequate, with no noticeable defects. Several sections of the new construction had exposed concrete masonry units, which appeared to be of above-average quality. The classrooms appeared to be well maintained and relatively clean. There appeared to be enough room for the students without overcrowding.

The electrical components were installed and functioning. Most of the wiring was installed in conduits and appeared adequate. However, SIGIR noticed several inadequate wiring connections, which have the potential to short-circuit and create a hazard of electrocution and fire; however, it appeared these were likely done subsequent to the work performed by the contractor. Individual lavatories were installed in the restrooms; however, there were signs of abuse and most did not function. Although most lavatories appeared to be connected to the septic holding tanks, SIGIR did observe one lavatory discharging directly into the ground.
MEMORANDUM FOR COMMANDING GENERAL, UNITED STATES CENTRAL COMMAND
COMMANDING GENERAL, MULTI-NATIONAL FORCE-IRAQ
COMMANDING GENERAL, MULTI-NATIONAL CORPS-IRAQ
COMMANDING GENERAL, GULF REGION DIVISION, U.S. ARMY CORPS OF ENGINEERS
COMMANDING GENERAL, JOINT CONTRACTING COMMAND-IRAQ/AFGHANISTAN
DIRECTOR, IRAQ TRANSITION ASSISTANCE OFFICE

SUBJECT: Report on the Rebuilding of the Sagrah School, Anbar province, Iraq
(SIGIR Report Number PA-08-140)

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

This report does not contain any negative findings or recommendations for corrective action. Although management comments were not required, the Multi-National Force-West (MNF-W) provided written comments to the draft report. The planned actions are responsive and addressed 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
Rebuilding of the Sagrah School
Under the Commander’s Emergency Response Program
Sagrah, Anbar Province, Iraq

Synopsis

Introduction. The Special Inspector General for Iraq Reconstruction (SIGIR) is assessing projects funded under the Commander’s Emergency Response Program to provide real-time information on relief and reconstruction projects 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 this objective, SIGIR 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 4 November 2008. This limited scope assessment was conducted in accordance with the Quality Standards for Inspections issued by the Council of the Inspectors General on Integrity and Efficiency. The assessment team comprised two engineers/inspectors and one auditor/inspector.

Project Objective. The overall objective of the project was to reconstruct the Sagrah School in Anbar province, Iraq, to benefit children from the surrounding area. The school had been previously destroyed by insurgent activity. The reconstruction of the school will provide a safe and secure educational environment for the children of Sagrah.

Conclusions. According to the limited available project file documentation, the contractor completed the project on 7 February 2008. The project file lacked any documentation that the U.S. government inspected the facility before determining that the project was complete. In addition, no documentation was available to indicate if or when the U.S. government accepted the project from the contractor or completed the transfer to the Iraqi Ministry of Education.

The Statement of Work was defined in a handwritten note below the signature line of the contract. A detailed Bill of Quantities consisting of 56 items further outlined the items to be incorporated into the project. Because the contract did not require detailed design information, this information was not provided with the project documentation. Consequently, SIGIR could not determine some details, including the shape, size, and location of the wiring and air-conditioning units. Consequently, SIGIR could determine only the number of classrooms constructed and the general quality of construction.

According to the school’s headmaster, the contractor salvaged a section of the school during construction. During the site visit, SIGIR observed that the new and existing construction appeared sound. The reinforced concrete frame of the new construction was exposed and appeared to be adequate, with no apparent or noticeable defects. Several sections of the new construction had exposed concrete masonry units, which appeared to be of above-average quality. The classrooms appeared to be well maintained and
relatively clean. There appeared to be enough room for the students without overcrowding.

The electrical components were installed and functioning. Most of the wiring was installed in conduits and appeared adequate. However, SIGIR noticed several inadequate wiring connections, which have the potential to short-circuit and create a hazard of electrocution and fire; however, it appeared these connections were likely done subsequent to the work performed by the contractor.

Individual lavatories had been installed in the restrooms; however, there were obvious signs of abuse and most did not function. Although most lavatories appeared to be connected to the septic holding tanks, SIGIR did observe one lavatory discharging directly into the ground.

**Recommendations and Management Comments.** This report does not contain any recommendations for corrective action. Although management comments were not required, the Multi-National Force-West (MNF-W) provided written comments to the draft report. MNF-W dispatched a civil affairs team to the Sagrah School to determine the status of the deficiencies identified in SIGIR’s draft report. According to MNF-W’s response, the civil affair’s visit to the school “confirmed the finding” in SIGIR’s draft report.

MNF-W issued a letter to the Deputy Governor, Office for Technical Affairs, Al Anbar province, referencing an existing operation and maintenance agreement requiring the Government of Iraq to provide preventive maintenance to facilities rehabilitated or constructed by the U.S. government. MNF-W requested the Deputy Governor’s assistance to “correct the deficiencies in the [electrical] wiring and lavatories to protect the students and faculty from harm.”

**Evaluation of Management Comments.** SIGIR appreciates the concurrence by MNF-W to the construction deficiencies identified in the draft report. SIGIR agrees the Government of Iraq needs to address the electrical wiring and lavatories in order for this facility to function safely and at optimal capacity.
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## Synopsis

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Introduction

Objective of the Project Assessment

The Special Inspector General for Iraq Reconstruction (SIGIR) 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. The objective of this project assessment was to determine whether the project was operating at the capacity stated in the original contract. To accomplish this objective, SIGIR 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 visit on 4 November 2008.

Pre-Site Assessment Background

Contract, Costs and Payments

The Multi-National Force - West (MNF-W), 2nd Marine Expeditionary Force, on 17 October 2007, awarded contract number M67789908MDA2R19, a firm-fixed-price contract, in the amount of $399,050, to a local contractor. According to project file documentation, there were no modifications to this contract. The contract required the contractor to complete the project within six months. The total of the project invoices paid at the completion of the project was $399,049.93.

Project Objective and Pre-Construction Description

The overall objective of the project was to reconstruct the Sagrah School. According to project file documentation, insurgents destroyed the school to intimidate the local community. As a result, Sagrah students and families had to gather in unsafe structures in order to receive an education. The reconstruction of the Sagrah School will provide a safe and secure educational environment.

The school is located in the Sagrah area of Anbar province, Iraq (Figure 1). The project file documentation lacked any photographs or descriptions of the condition of the facility prior to construction other than stating it was in a state of “destruction” due to insurgent activities.
The Statement of Work (SOW) was defined in a handwritten note below the signature line of the contract. A detailed Bill of Quantities (BOQ) consisting of 56 items further outlined the items to be incorporated into the project. Upon review of the SOW and BOQ, a general outline of the project consisted of the following:

- construction of eight classrooms, including electric service, water service, and air conditioning
- construction of site improvements and hardscape
- construction of restroom facilities
- rehabilitation of one administrative area
**Project Design and Specifications**

Detailed design information was not required per the contract and was not provided with the project documentation. SIGIR reviewed the school’s activities during a typical school day and the school appeared to function properly. The school’s headmaster did not express any complaints with the project and stated he was satisfied with the school as constructed.

Based on the inspection, it appears that whatever design was applied, it resulted in a functioning facility. However, it could not be determined if there will be any long term effects on the school’s capacity due to design issues. SIGIR did not find any significant issues with the facility that could be attributed to a lack of detailed specifications; however, due to time limitations at the school, it is unlikely that any issues would have been discovered. It is likely that if any of the components of the project were sub-standard, they will only be discovered upon component failure.

**Site Progress During Construction**

The contract did not require a contractor quality control program; however, the contract did state that the “Project Officer may, from time to time, make unannounced and unscheduled inspections to correct work on the project.” Since SIGIR was not present during construction activities, the inspection team relied upon progress reports and photographs provided by the contractor and the U.S. government to gauge whether the contractor’s performance was most likely completed in accordance with SOW requirements and also to determine if any construction issues were documented. However, the project file documentation lacked progress reports and photographs from the contractor and MNF-W. Consequently, SIGIR could not determine if the contractor encountered any construction issues and if the contractor resolved those issues.

**Condition of School at Turnover**

According to project file documentation, the contractor started on 21 October 2007 and completed the project on 7 February 2008. The available project file documentation lacked any inspection reports by MNF-W, either during construction or at the completion of the project. The only reference to the completion of the project and the quality of the contractor’s work is the following statement:

> “This project was completed by the contractor as expected.”

The project file documentation lacked any form of turnover documentation of the completed project to the Iraqi Ministry of Education.

**Site Assessment**

On 4 November 2008, SIGIR performed an on-site assessment at the Sagrah School. Due to security concerns, the time allotted for the site visit was approximately 45 minutes. For security reasons, SIGIR was also denied access to the school’s roof. Consequently, SIGIR performed an expedited assessment of the areas available; therefore, a total review of all work completed was not possible. The school’s headmaster accompanied SIGIR during the site visit.
During the site visit, SIGIR interviewed the headmaster and visually inspected the project to verify the items required by the contract’s SOW and BOQ were completed. According to the headmaster, the facility is currently being used as both a primary and secondary school. Primary students use the facility in the morning and secondary students attend classes during the afternoon.

At the time of the site visit (mid-morning), primary students were attending school. SIGIR observed students in class and other children participating in physical education in the schoolyard (Site Photos 1 and 2).

*Construction of eight classrooms*

Due to the absence of design requirements or submittals, SIGIR could only determine that the contractor constructed the contract required number of classrooms (eight). Without design drawings to identify the size and the location of items such as electrical wiring, SIGIR could only make observations about the quality of construction.

The headmaster stated that a section of the school still remained after the destruction from insurgents and had been salvaged during construction by the contractor.

Both the new and existing construction appeared sound. The reinforced concrete frame of the new construction was exposed and appeared to be adequate, with no apparent or noticeable defects (Site Photo 3). Several sections of the new construction had exposed concrete masonry units, which appeared to be of above average quality (Site Photo 4).
The classrooms appeared to be well maintained and relatively clean. There appeared to be enough room for the students without overcrowding. In addition, there were an adequate number of desks, books, blackboards, and associated school items.

The doors and hardware were installed and functioning. The window glazing appeared to be intact, and latching hardware had been installed (Site Photo 5). The concrete courtyard appeared to be well constructed with no areas of settlement or indications of ponded water (Site Photo 6).

The electrical components were installed and functioning. Most of the wiring was installed in conduits and appeared adequate. Also, the main power panel, fluorescent lighting, and ceiling fans were properly installed (Site Photos 7 and 8).
SIGIR observed two types of air-conditioning units installed at the school. The majority of the classrooms were cooled by wall mounted units (Site Photo 9); while some were cooled by split air-conditioning units (Site Photo 10).

SIGIR noticed several deficient wiring connections (Site Photo 11), which have the potential to short circuit and create a hazard for electrocution and fire.
**Construction of restroom facilities**

During the site visit, SIGIR inspected the newly constructed restroom facility and septic holding tank. The restrooms were supplied with eastern-style toilets, which appeared to function (Site Photo 12).

Individual lavatories were installed in the restrooms; however, there were signs of abuse and most did not function (Site Photo 13). While most lavatories appeared to be connected to the septic holding tanks, SIGIR did observe one lavatory discharging...
directly into the ground. The required hot water heater had been installed (Site Photo 14).

General Observations

According to the school’s headmaster, the Sagrah School is also currently being occupied by the Iraqi police. A very small Iraqi police station is located adjacent to the school property (Figure 1). In order to secure the students of the school and citizens of the surrounding area, the Iraqi police moved into the newly constructed facility. The headmaster stated that when a new police station is constructed, the primary school will occupy the entire facility again; however, it was unknown when the new police station will be built.

The headmaster stated that security in the surrounding area has improved significantly since the start of the project. Specifically, there have been no recent attacks and/or attempts at intimidation of the neighborhood.

In addition, the headmaster stated that the Government of Iraq has awarded a contract to construct a female only primary school nearby (Figure 1).

Conclusions

According to the limited available project file documentation, the contractor completed the project on 7 February 2008. The project file lacked any documentation that the U.S. government inspected the facility before determining that the project was complete. In addition, no documentation was available to indicate if or when the U.S. government accepted the project from the contractor or completed the transfer to the Iraqi Ministry of Education.

The Statement of Work was defined in a handwritten note below the signature line of the contract. A detailed Bill of Quantities consisting of 56 items further outlined the items to be incorporated into the project. Because the contract did not require detailed design information, this information was not provided with the project documentation.
Consequently, SIGIR could not determine some details, including the shape, size, and location of the wiring and air-conditioning units. Consequently, SIGIR could determine only the number of classrooms constructed and the general quality of construction.

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Individual lavatories had been installed in the restrooms; however, there were obvious signs of abuse and most did not function. Although most lavatories appeared to be connected to the septic holding tanks, SIGIR did observe one lavatory discharging directly into the ground.

**Recommendations**

This report does not contain any recommendations for corrective action. Therefore, management comments are not required.

**Management Comments**

Although management comments were not required, the Multi-National Force - West (MNF-W) provided written comments to the draft report. MNF-W dispatched a civil affairs team to the Sagrah School to determine the status of the deficiencies identified in SIGIR’s draft report. According to MNF-W’s response, the civil affair’s visit to the school “confirmed the finding” in SIGIR’s draft report.

MNF-W issued a letter to the Deputy Governor, Office for Technical Affairs, Al Anbar province, referencing an existing operation and maintenance agreement requiring the Government of Iraq to provide preventive maintenance to facilities rehabilitated or constructed by the U.S. government. MNF-W requested the Deputy Governor’s assistance to “correct the deficiencies in the [electrical] wiring and lavatories to protect the students and faculty from harm.”

**Evaluation of Management Comments**

SIGIR appreciates the concurrence by MNF-W to the construction deficiencies identified in the draft report. SIGIR agrees the Government of Iraq needs to address the electrical wiring and lavatories in order for this facility to function safely and at optimal capacity.

Comments received from MNF-W are provided verbatim in Appendix D.
Appendix A. Scope and Methodology

SIGIR performed this project assessment from July 2008 through February 2009 in accordance with the Quality Standards for Inspections issued by the Council of the Inspectors General on Integrity and Efficiency. The assessment team comprised two professional engineers/inspectors and one auditor/inspector.

In performing this Project Assessment, SIGIR:

- Reviewed contract documentation to include the following: Contract M67789908MDA2R19, Statement of Work, Bill of Quantities, and contractor invoices; and
- Conducted an on-site assessment and documented the results at the Sagrah School, in Sagrah village, Anbar province, Iraq.

Scope Limitation. Due to security concerns, an expedited assessment was performed. The time allotted for the site visit was approximately 45 minutes; therefore, a complete review of all work completed was not possible.
## Appendix B. Acronyms

<table>
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<tr>
<th>Acronym</th>
<th>Description</th>
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<tr>
<td>BOQ</td>
<td>Bill of Quantities</td>
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<td>SOW</td>
<td>Statement of Work</td>
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Appendix C. 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 D. Management Comments

FIRST ENDORSEMENT ON Segrath Assessment Ltd 11 March 09

From: Colonel Robert Lanham, Assistant Chief Of Staff, G3
To: Deputy Governor, Office for Technical Affairs, Al Anbar Province, Iraq.

SUBJ: REQUEST TO CORRECT Segrath School Wiring Hazard And Insanitary Conditions Of Lavatories

1. On 9 March 2009, the Special Inspector General for Iraq Reconstruction conducted an assessment of the Segrath School in Segrath, Al Anbar Province, Iraq. The report notified Coalition Forces that an unsafe condition existed due to several inadequate wiring connections, which could cause electrocution and/or cause a fire. The report also noted that all of the lavatories were dilapidated and full of excrement causing potential health risks to students.

2. Upon receipt of the report, Coalition Forces dispatched a civil affairs team which confirmed the findings in the Special Inspector General report.

3. As per the operation and maintenance agreement, I respectfully request your assistance to take appropriate action to correct the deficiencies in the wiring and the lavatories to protect the students and faculty from harm.

4. The point of contact is Major Henry Centeno at bentco9ar.enf-wiraq.unm.mil.

R W Lanham
Appendix D. Management Comments (Continued)

2/10 DET West
CERP ASSESSMENT

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<td>Population benefited by the program:</td>
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Current status of the Business

The school’s structure is in good shape. There are minor cracks and holes in some of the outside walls however they do not appear to be serious and are no different than the marks present in the majority of the local construction. The grounds of the school contain a great deal of construction materials such as cement blocks and scrap metal. In one location there is wiring running on the outside of the building that does not appear to be going to anything. No other electrical outlets or wires appeared to be unsafe. The entire structure did not have working electricity. The students’ restroom is in complete disarray. None of the three sinks are functional, and judging by the level of dirt on them, they do not appear to have ever been used. All three toilet stalls appeared to be clogged and were full of excrement. There were also windows missing to the restroom structure. All the classrooms were in good condition and contained desks and chalk boards. There is also a large stack of extra desks in one of the hallways. The teacher’s lounge area was in good condition. The teacher’s restroom had no problems and was in good working order.

The school was not in session so CA did not meet with the headmaster or any of the teachers.

CAG Team’s assessment.

CA believes that overall the school is functioning however the discrepancies with the student’s restroom present a major health hazard. The sewage problems are tied to the water problems Sagrah and the rest of the area are having. The teacher’s restroom, however, is functional. The scrap metal, trash, and construction materials might present an unsafe environment for children to play. Clearly, the construction debris was not removed by the contractor. The excrement and filth are the result of neglect and zero execution of an Iraqi O&M budget.

Follow on Actions

CA is in the process of uploading pictures to supplement the above report.
Appendix D. Management Comments (Continued)
Appendix D. Management Comments (Continued)
Appendix D. Management Comments (Continued)

[Image of a room filled with desks and chairs, indicating a classroom setting.]
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:

Angelina Johnston
Shawn Sassaman, P.E.
Todd Criswell, P.E.
Kevin O’Connor