

NASIRIYAH PRISON FACILITY  
NASIRIYAH, IRAQ

**SIGIR PA-06-054**

**JULY 24, 2006**



## SPECIAL INSPECTOR GENERAL FOR IRAQ RECONSTRUCTION

July 24, 2006

MEMORANDUM FOR COMMANDING GENERAL, MULTI-NATIONAL FORCES -  
IRAQ  
COMMANDER, GULF REGION DIVISION-PROJECT AND  
CONTRACTING OFFICE, U.S. ARMY CORPS OF  
ENGINEERS  
DIRECTOR, IRAQ RECONSTRUCTION MANAGEMENT  
OFFICE

SUBJECT: Report on Project Assessment of the Nasiriyah Prison, Nasiriyah, Iraq  
(Report Number SIGIR-PA-06-054)

We are providing this project assessment report for your information and use. We assessed the in-process construction work being performed on the Nasiriyah Prison, Nasiriyah, Iraq to determine its status and whether intended objectives will be achieved. This assessment was made to provide you and other interested parties with real-time information on a relief and reconstruction project underway and in order to enable appropriate action to be taken, if warranted. The assessment team included an engineer and an auditor.

The draft report did not include any findings or recommendations requiring management comments. However, the Commander, Gulf Region Division-Project and Contracting Office, U.S. Army Corps of Engineers, provided comments containing additional information on contractual actions taken by the Joint Contracting Command-Iraq/Afghanistan. As a result, this final report incorporates pertinent information provided to SIGIR in Gulf Region Division-Project and Contracting Office comments.

We appreciate the courtesies extended to our staff. This letter does not require a formal response. If you have any questions please contact Mr. Brian Flynn at (703) 604-0969 or [brian.flynn@sigir.mil](mailto:brian.flynn@sigir.mil) or Mr. Andrew Griffith, P.E., at (703) 343-9149 or [andrew.griffith@iraq.centcom.mil](mailto:andrew.griffith@iraq.centcom.mil).

Stuart W. Bowen, Jr.  
Inspector General

# Special Inspector General for Iraq Reconstruction

SIGIR PA-06-054

July 24, 2006

## Nasiriyah Prison Facility, Nasiriyah, Iraq

### Synopsis

**Introduction.** This project assessment was initiated as part of our continuing assessments of selected sector reconstruction activities for Facilities and Transportation. The overall objectives were to determine whether selected sector reconstruction contractors were complying with the terms of their contracts or task orders and to evaluate the effectiveness of the monitoring and controls exercised by administrative quality assurance and contract officers. We conducted this project assessment in accordance with the Quality Standards for Inspections issued by the President's Council on Integrity and Efficiency. The assessment team included a professional engineer and an auditor.

**Project Assessment Objectives.** The objective of this project assessment was to provide real-time relief and reconstruction project information to interested parties in order to enable appropriate action, when warranted. Specifically, we determined whether:

1. Project components were adequately designed prior to construction or installation;
2. Construction or rehabilitation met the standards of the design;
3. The Contractor's Quality Control plan and the U.S. Government's Quality Assurance program were adequate;
4. Project results were consistent with original objectives; and
5. Project sustainability was addressed.

**Conclusions.** The assessment determined that:

1. The project buildings and facilities were adequately designed to construct the prison. This project was effectively planned and designed in accordance with the contract's scope of work. Further, the plans and specifications provided an accurate depiction and adaptation of the design to existing site conditions. Additionally, the design considered architectural compatibility of the prison facilities and considered future plans for prison expansion.
2. The observed construction work associated with the prison met the standards of the design. The United States Army Corps of Engineers Project Engineer took a very active role in managing the project to ensure quality of workmanship complied with the task order requirements. If current levels of workmanship are continued in accordance with the design and specifications, the project should result in a fully functional prison for the Iraqi Ministry of Justice.
3. The contractor's Quality Control plan was sufficiently detailed to effectively guide the contractor's quality management program. Further, the contractor's daily Quality Control reports contained required project and work activity information to document construction progress and identify problems and required corrective action. The contractor did not maintain deficiency logs, but

maintained nonconformance reports to document problems noted with construction/renovation activities.

The Government Quality Assurance program was effective in monitoring the contractor's quality control program. The Project Engineer and the Local National Quality Assurance Representative ensured all deficiencies cited during quality assurance inspections were corrected. The quality assurance representative also maintained daily quality assurance reports that contained project-specific information to document construction progress and highlight deficiencies. The quality assurance representative also supplemented the daily reports with detailed photographs supporting the narrative information provided in the reports.

4. Although the Nasiriyah Prison design and construction workmanship assessed by SIGIR is consistent with the original task order requirements, the prison, with a bed capacity for 800 inmates, could not be completed within the required project budget and schedule. The original scope required a prison with a capacity to house 4,400 inmates, but scope changes reduced the prison requirements to a prison with space for 800 inmates, with capability for later expansion. At the time of our on-site assessment on 10 April 2006, the U.S. Army Corp of Engineers Resident Office reported construction at 28 percent complete. The required task order completion date was 15 March 2006. Construction delays during the course of the project resulted in a 410 day schedule slippage and a projected cost overrun of \$23 million. On 12 July 2006, the Joint Contracting Command-Iraq/Afghanistan initiated actions to terminate the task order because of the contractor's failure to achieve critical completion dates resulting in an unaffordable increased cost. However, once another contract is awarded to a local Iraqi firm to finish the prison, the project should result in a functional and modern prison.
5. Sustainability was addressed in the contract requirements. The contract included the contractor to provide and certify the warranties in the name of the appropriate Ministry, for all equipment, which includes any mechanical, electrical and/or electronic devices, and all operations for 12 months after the issuance of the Taking-Over-Certificate.

**Recommendations.** This report does not contain any negative findings or recommendations for corrective action. Therefore, management comments are not required.

**Management Comments.** The Gulf Region Division generally concurred with the conclusions contained in the draft report with one significant exception concerning the contractor's management of the project. The Gulf Region Division did not agree with the conclusion that the contractor effectively managed the project. In addition, Gulf Region Division made specific comments pertaining to specific sections of the report.

**Evaluation of Management Comments.** The final report reflects pertinent information provided by the Gulf Region Division in their Management Comments.

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# **Introduction**

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## **Objective of the Project Assessment**

The objective of this project assessment was to provide real-time relief and reconstruction project information to interested parties in order to enable appropriate action, when warranted. Specifically, we determined whether:

1. Project components were adequately designed prior to construction or installation;
2. Construction or rehabilitation met the standards of the design;
3. The Contractor's Quality Control plan and the U.S. Government's Quality Assurance (QA) program were adequate;
4. Project results were consistent with original objectives; and
5. Project sustainability was addressed.

## **Pre-Site Assessment Background**

### **Contract, Task Order and Costs**

Contract W914NS-04-D-0009, dated 26 March 2004, a cost plus award fee for the base period contract, was awarded for design-build services for Security and Justice Sector projects. The contract was between the Coalition Provisional Authority and Parsons Delaware, Inc., Pasadena, California. On 8 April 2005, an amendment was issued to the contract to change the business name from Parsons Delaware Inc. to Parsons Global Services Inc. Contract W914NS-04-D-0009 minimum, including option periods, is \$500,000 and the maximum total of all orders under the contract is \$900,000,000.

There were 19 modifications to the initial contract:

- Modification # P00001, issued 3 August 2004, included the language for processing invoices.
- Modification # P00002, issued 3 August 2004, included the language for processing invoices.
- Modification # P00003, issued 13 August 2004, corrected the modification number on the last modification issued, dated 3 August 2004, from P00001 to P00002.
- Modification # P00004, issued 18 October 2004, transferred administrative responsibility for task orders issued for this contract to the United States Army Corps of Engineers (USACE) Gulf Region Division (GRD). The contracting officer reserves the right to modify this delegation for specific task orders.
- Modification # P00005, issued 20 October 2004, incorporated an attached letter of instruction regarding procedures for hostage reporting into the contract.
- Modification # P00006, issued 8 November 2004, incorporated the revised Award Fee Plan and adjusted the Award Fee Period. The initial award fee period was extended to 26 December 2004. Beginning 26 March 2005, the six month award fee periods would resume.

- Modification # P00007, issued 3 December 2004, incorporated the Subcontracts (FAR 52.244-2), Competition in Subcontracting (FAR 52.244-5), and Inspection of Services – Cost Reimbursement (FAR 52.246-5) clauses into the contract. In addition, the warranty language in the Task Order issued under the contract is restricted to commercial warranties provided by the original equipment manufacturer. As a result of this modification, there is neither an increase nor a decrease in the total amount of this contract.
- Modification # P00008 was not located in the contract file and the Project and Contracting Office (PCO), the USACE Area Engineer (AE), Resident Engineer (RE), Quality Assurance Representative (QAR), and Parsons Task Manager were contacted regarding Modification #P00008, but were unable to locate the modification. Modification P00015 stated that Modifications P00003, P00005, P00007, and P00008 do not exist.
- Modification # P00009, issued 4 August 2005, incorporated Defense Federal Acquisition Regulation Supplemental 245.505-14 Contract Clause Defense Federal Acquisition Regulation Supplemental 252-245.7001, Reports of Government Property, in the contract.
- Modification # P00010, issued 8 August 2005, transferred administrative responsibility for the task orders issued for this contract to the USACE GRD district offices directly. The Memorandum of Understanding is effective 21 July 2005.
- Modification # P00011, issued 25 August 2005, further amended the Award Fee Plan of the base contract. The changes are made unilaterally and are effective for the award fee period(s) starting after 26 September 2005.
- Modification # P00012, issued 26 October 2005, included the following sentence to the Statement of Work 00020 2.6: “Contractor may obtain fuel from Government sources, when available, in support of this contract.”
- Modification # P00013, issued 29 October 2005, rescinded Modification P00012, effective date 6 October 2005. There is no change to Modification P00012, effective date 26 October 2005.
- Modification # P00014, issued 27 November 2005, is to change the word “fifth” in Section 00020 Statements of Work, Paragraph 2.3.5 to “twentieth”.
- Modification # P00015, issued 27 December 2005, changed modification P00001 to read P00002, effective date as 3 August 2004. Modification P00001 had an effective date of 6 April 2004. Modification P00015 stated that Modifications P00003, P00005, P00007, and P00008 do not exist.
- Modification # P00016, issued 28 December 2005, incorporated the requirements for subcontract and capacity development reporting into the Subcontracting Excellence Program Database in accordance with the Subcontracting Excellence Program Database Standard Operating Procedure PR-127 previously furnished.
- Modification # P00017, issued 12 January 2006, included a warranties section for the contract. Except as described above, all terms and conditions remain unchanged and in full force and effect.
- Modification # P00018, issued 5 February 2006, is the transfer GP#743906-1120 (2000 liter fuel tank) from contract number W914NS-04-D-0009 (Parsons Security & Justice) to contract number W914NS-D-0006 (Parsons Buildings, Health, and Education). All other terms and conditions remain unchanged.
- Modification # P00019, issued 8 February 2006, is to exercise the option for the period of 26 March 2006 through 25 March 2007 in accordance with the option to extend the term of the contract. All other terms and conditions remain unchanged.

TO 0008, dated 11 May 2004, was a design-build, not to exceed \$48,818,700 that consisted of a design/build, procurement, construction, testing, and commissioning of a new maximum/medium security facility to house inmates. The buildings were to include modular inmate housing units, personnel housing, dining, laundry, medical, exercise space, visitation, administration, educational/vocational, industrial, maintenance, support areas, and a limited number of higher security lockups.

TO 0008 currently contains five modifications.

- Modification 01, dated 16 November 2004, increased the limitation of the government liability clause from \$4,881,870 to \$24,409,350. As a result of this modification, there was neither an increase nor a decrease to the task order.
- Modification 02, dated 11 March 2005, definitized the task order. The contractor was to design, build, and furnish the Nasiriyah Prison (Phase I) for a total amount of \$45,884,166. The contractor's proposal, dated 27 February 2005, is incorporated as amended. In addition, Task Order 0008's completion date is 15 March 2006.
- Modification 03, dated 31 March 2005, provided a "no cost" change for the design of the Nasiriyah Prison facility. In addition, the contractor shall remove the doors on the guard tower from the front of the tower, which opens outside the perimeter walls, and replace them with the same functioning door that opens to the rear of the tower, which opens into the area between the wall and the first chain link fence.
- Modification 04, dated 3 December 2005, included labor, security, and associated life support not previously definitized in support of Phase I for 1 November 2005 through 17 February 2006. The task order's obligated funding increased by \$1,900,000 from \$45,884,166 to \$47,784,166, and the definitization will commence upon the completion of the Defense Contract Audit Agency's audit.
- Modification 05, dated 1 February 2006, definitized the scope associated with the notice to proceed on TO 0008, Modification 04, dated 3 December 2005. The modification 04 increased the task order by \$1,303,296 from \$47,784,166 to \$49,087,462.

### **Project Objective**

Based on the Task Order scope of work (SOW), the objective of the project was to increase the overall bed count of the Iraqi Corrections Service for the Iraqi Ministry of Justice through the construction of a new, secure prison. The specific objective included the design and construction of a new maximum/minimum security prison facility for up to 4,400 inmates in southeastern Iraq, complete with all furniture, fixtures, equipment, and buildings ready for sustained operation.

### **Description of the Facility (preconstruction)**

The description of the facility (preconstruction) was based on information obtained from the contract and USACE project file. The prison site is located in the Thi Qar Governorate approximately 10 kilometers southwest of the City of Nasiriyah, in a sparsely populated area of the Governorate. The site lies in an alluvial plain several kilometers south of the Euphrates River. The adjacent land use is rural, although the site is in close proximity to a small village. Utilities were unavailable to the prison site, thus the SOW included the design and construction of an on site electrical power generation plant, a water treatment plant, and a package wastewater treatment facility.



## **Scope of Work of the Task Order**

The original task order SOW for the project, dated 11 May 2004, required the contractor to design, build, and commission a new maximum/medium security prison to house up to a total of 4,400 inmates. The SOW requirements for the phased design and construction of the prison included facilities for inmate housing units, personnel housing, dining, laundry, medical, exercise space, visitation areas, administration, educational/vocational, industrial, maintenance, support areas and a limited number of higher security lockups. In response to the Project and Contracting Office's (PCO) request, Parsons submitted a Rough Order of Magnitude (ROM) estimate on 25 May 2004 for design, build, and commission services required by the SOW. The submitted ROM, which included award fees, was for \$118,748,382. Subsequent to the ROM estimate, Parsons submitted a detailed proposal in response to the SOW on 26 November 2004. Parsons' estimated cost for design, build, and commission services for a 4,400 person prison was \$201,974,995.

On 4 February 2005, in response to a request by PCO, Parsons submitted a revised proposal reflecting the contractor's and PCO's efforts to reduce the construction costs associated with the task order requirements. The revised proposal for a prison with a capacity to house 2,000 inmates included a cost estimate of \$97,618,363.

On 27 February 2005, Parsons submitted another revised proposal after further discussions and coordination with PCO. This revised proposal, for work referred to as Phase 1, included a prison sized for 800 inmates and an estimated cost of \$45,884,167. Phase 1 consisted of design and construction of the following facilities:

- Maximum security unit with visitation centers (2 @ 400 inmates each)
- Medical/intake/release building
- Maintenance building
- Kitchen/laundry building
- Prayer room building
- Armory
- Secure sally (entry) port
- Administration/entry building
- External and perimeter roads and visitor/employee parking lot
- Exterior perimeter wall, fences, guard towers and security lighting
- Electrical generation and distribution system
- Water treatment plant, storage and distribution system
- Telephone system
- Wastewater treatment plant and collection system

This proposal was accepted by PCO, and incorporated by reference into the task order requirements with task order modification 2 on 14 March 2005.

The entire prison site consisted of an area of approximately 104,000 square meters, which included areas for expansion within the perimeter wall. At the time of the assessment, there was a pending modification to add another maximum security 400 bed inmate housing unit with visitation center, an industries building, and an education and vocational training building. However, our assessment was limited to the current scope of work within the task order, which includes the listed items above.

## **Current Project Design and Specifications**

The task order's SOW included a requirement for the submittal and approval of all project designs and specifications. The SOW required submission of a 30% design submittal, design development (60%) submittal, and construction documents (90%) for review and approval from the Sector Program Management Office (SPMO) and the USACE Resident/Project Engineer.

The task order also required conformance to the following codes and standards for the design and construction:

- International Building Code (IBC)
- International Plumbing Code (IPC)
- International Mechanical Code (IMC)
- International Fire Code (IFC)
- International Electromechanical Commission (IEC)
- National Fire Protection Agency (NFPA)
- Sheet Metal and Air Conditioning Contractor's National Association (SMACNA)
- ASTM
- American Society of Mechanical Engineers (ASME)
- American Society of Heating Refrigerating and Air conditioning Engineers, Standard 52 (ASHRAE 52)

USACE provided SIGIR with copies of the 90% and 100% prison designs submitted by the contractor. The 100% design included over 400 drawings used for construction of the prison, consisting of civil and site utilities, architectural, electrical, mechanical, plumbing, and structural drawings. In addition, USACE also provided the project's specifications, which were prepared by the contractor in Construction Specifications Institute format.

SIGIR's review of the design drawings and specifications also considered the task order requirements, as well as discussions with the USACE Resident Engineer (RE) and Project Engineer (PE). The overall design took into consideration the sequencing of work and the relationship to other task order work. The design also took into account local availability of materials and labor skills. Based on our review of the drawings and specifications, they appear to be complete and consistent with the task order's requirements and demonstrate the contractor understands of the entire scope of work.

## **Site Assessment**

On 10 April 2006, we performed an on-site assessment of the Nasiriyah Prison project. We were accompanied on the site visit by the USACE Area Engineer and the USACE PE. According to the USACE PE, the project was 28% complete at the time of our assessment, although the construction of the perimeter wall, the guard towers, and the security fencing internal to the perimeter wall were substantially complete.

Many of the other facilities were under construction. The contractor had multiple crews working at building sites throughout the prison. According to the Parsons Construction Project Manager, on any given day, approximately 800 – 1,000 Iraqis were working at the prison construction site. The buildings and facilities under construction included:

- Inmate housing units with visitation center
- Intake/release/medical facility

- Maintenance building
- Kitchen/laundry building
- Prayer building
- Administration building
- Armory
- Visitor/employee parking lot and main access road

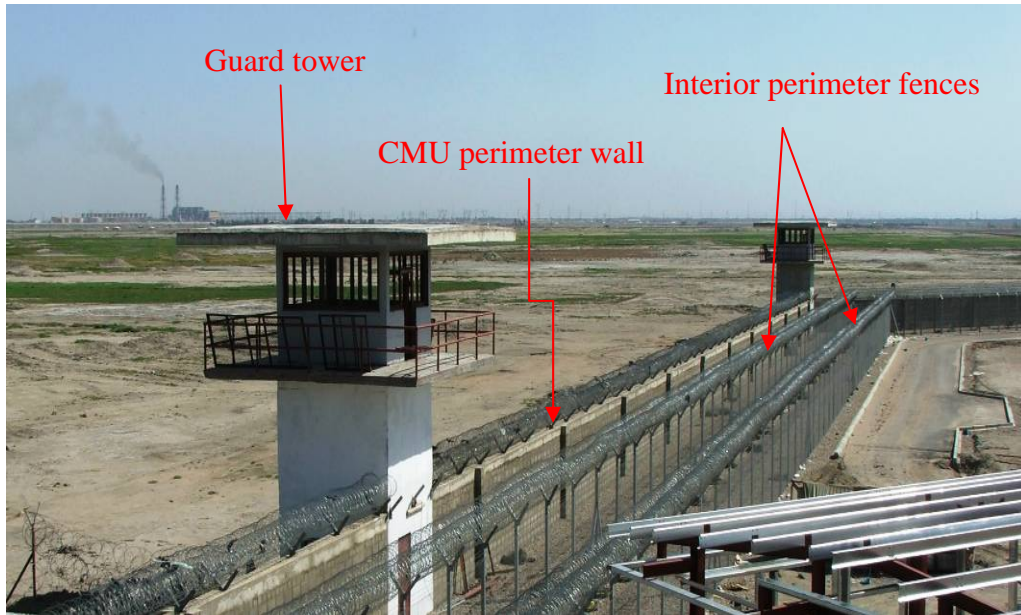
### **Work Completed**

#### **Perimeter Walls, Internal Fencing, and Guard Towers**

The wall design required a three meter (m) high wall along the perimeter of the prison, using 400 millimeter (mm) thick reinforced concrete block supported by a 1 m wide and 1.2 m deep, continuous reinforced concrete footer. Additionally, a reinforced concrete (235 mm by 400 mm) capping beam was required along the top of the wall. For added stability and support, concrete block piers were required every 10 m along the wall. Along the top of the capping beam, three coils of galvanized steel razor wire were required. Inside the perimeter wall, the design required 2 internal chain link fences, 3 m high, and spaced 4 m apart, with three coils of galvanized steel razor wire running along the length of each fence.

The design required 14 guard towers along the perimeter wall. The 9 m high towers, included 200 mm thick reinforced concrete walls and floors. The design also included a reinforced concrete balcony that ringed the interior guard station on the observation level of the tower.

Site Photo 1 shows the guard tower, the perimeter wall and perimeter fence construction. During our site visit, we observed the guard towers were in place and were painted. Due to time constraints, we were not able to closely inspect any of the towers. We also verified the perimeter walls were constructed and the coils of wire were located on top of all perimeter walls. In addition, the interior perimeter fences were in place as designed with the three coils of razor wire on top of the fences.



**Site Photo 1. Guard tower, perimeter wall and interior chain link fences along prison perimeter.**

## **Work in Progress**

### **Inmate Housing Units and Visitation Centers**

#### ***Inmate Housing Units***

The two inmate housing units were under construction at the time of the site assessment. The building design required a reinforced concrete, “X” shaped structure infilled with reinforced concrete block walls. The four wings of each housing unit were designed to contain two floors of inmate cells, with 24 cells per floor in each of the four wings for a total of 192 cells per building. We observed considerable construction activities on both inmate housing units. Although, the structural frame (foundations, beams, columns, and floor slabs) was almost complete, we did not observe any concrete being poured, although forms were in place on the upper floors in preparation for additional pours. The contractor was also laying concrete block on each of the floors. Site Photo 2 shows one of the wings under construction, and also shows the partially constructed exterior block walls. The exterior block wall design required a cavity wall consisting of an inner 200 mm block (single block-width wall), horizontally and vertically reinforced, and anchored to an outer 100 mm block wall. Within the cavity between the walls, the design called for 50 mm of insulation board, and a finish coating of cement plaster and paint on the interior and exterior side of the wall. Site Photo 3 provides a picture of the cavity wall construction.



**Site Photo 2. Exterior view of one of the four wings of an inmate housing unit**



**Site Photo 3 – Exterior cavity wall**

Each inmate cell is designed for two persons, with a sink, an eastern style toilet, a shower, and two beds consisting of a 750 mm by 1800 mm concrete pad on the cell floor as one bed and the other being a wall mounted 750 mm x 1800 mm steel bed frame. The design also required an exercise area at the end of each wing, partially covered with a pre-engineered metal roof structure. Plumbing work had not started yet, so we did not observe any interior finishes within the cells. Additionally, on the ground floor in each of the two inmate housing units, the contractor was still preparing the site prior to pouring a 150 mm reinforced concrete floor slab. Site Photo 4 shows one of the workers compacting the ground floor soil base prior to the construction of the concrete floor slab.



**Site Photo 4. Ground floor soil base being compacted**

The four wings of each inmate housing unit connect to a central core area located on the ground level. The central core area contained a control room and control stations for each wing, a medical office, a pharmacy, rooms for a barber shop, and a commissary for prisoners. At the time of our site visit, the work in this area involved preparing the soil base for the floor slab and interior block wall construction. Site Photo 5 shows the central core area construction in one of the inmate housing units.



**Site Photo 5. Central core area under construction in inmate housing building**

The quality of workmanship exhibited in both inmate housing areas was good. The structural concrete we observed did not have any noticeable cracking, segregation or honeycomb areas. Site Photo 6 shows the reinforced concrete workmanship in one of the inmate housing units. In addition to the structural concrete, the block wall construction also appeared to meet the requirements of the design drawings and specifications.



**Site Photo 6. Structural concrete frame for inmate housing building, second level**

### *Visitation Centers*

A visitation center was co-located with each inmate housing unit. Visitation centers were separate structures adjacent to an inmate housing unit. They were designed as one story, pre-engineered metal buildings, approximately 20.7 m by 32 m in size. The design required a foundation consisting of isolated reinforced concrete pad footings (2 m x 2 m) supporting reinforced concrete column pedestals (400 mm x 400 mm) and the reinforced concrete grade beams around the building perimeter. The concrete pedestals were designed to support the pre-engineered building's structural steel columns, and the grade beams supported the building's exterior walls. At the time of our site visit, both visitation centers had complete foundations and concrete floor slabs, and most of the structural steel frame (steel columns, roof joists, etc.) on each center had been erected. Utility (sanitary and electrical) pipe and conduit were also installed under the concrete slab and stubbed up through the slab. During the site visit, we did not observe any defects with the quality of the visitation center construction. Site Photo 7 shows the construction on one of the two visitation centers.



**Site Photo 7. Structural frame for visitation center building**

### Intake/Release/Medical Building

The medical/intake/release building was another pre-engineered building under construction. The building floor plan included rooms for the processing of new prisoners as well as those inmates being released. In addition to rooms for processing inmates, about 60% of the space in this 20.7 m x 52 m facility was designed as a medical clinic with treatment rooms, an x-ray room, a pharmacy, and a dental office. In addition, the medical facility included holding and quarantine cells for inmates.

The structural design required a foundation consisting of isolated reinforced concrete pad footings (2 m x 2 m) supporting reinforced concrete column pedestals (400 mm x 400 mm) and reinforced concrete grade beams. The structural frame of the building included columns, roof joists, and purlins. When we toured the site, the foundation work and the structural steel frame were substantially complete, as shown in Site Photo 8. Inside the building, the sub-base was being prepared prior to pouring the concrete floor slab. Based on our observations, the construction progress appeared to meet the requirements of the design.



**Site Photo 8. Intake/release/medical building structural frame**

### Maintenance Building

The maintenance building is another pre-engineered building with a similar foundation and structural design as the visitation centers and the intake/release/medical building. The 38 m x 17.1 m maintenance building included a vehicle maintenance area, workshops, as well as equipment and material storage rooms. When we inspected the maintenance building, workers were preparing the floor slab sub-base and installing PVC electrical conduit and PVC sewer pipe prior to the floor slab being poured. Site Photo 9 shows the work activity taking place at the maintenance building. The work we observed appeared to be consistent with the requirements of the design.



**Site Photo 9. Maintenance building structural frame; workers installing under-slab conduit**

### Kitchen and Laundry Building

The 58 m x 26 m kitchen and laundry building structural design was similar to the other pre-engineered buildings. The architectural floor plan showed that approximately 20% of the building will be used for laundry services. The kitchen area floor plan included refrigerated and dry food storage rooms, food preparation and cooking areas, and a dishwashing room. In addition, the floor plan included a dining area for the prison staff. At the time of the assessment, the kitchen and laundry building's reinforced concrete footers and column pedestals had been



constructed and most of the structural steel frame erected as shown in Site Photo 10. Due to time constraints, we did not inspect the kitchen and laundry building other than to verify its location and current construction status.



**Site Photo 10. Kitchen and laundry building structural frame**

### Prayer Building

The 18 m x 10.2 m prayer building architectural design included prayer rooms and ablation facilities. The building is the smallest pre-engineered building at the prison. At the time of the assessment, the prayer building's reinforced concrete footers and column pedestals had been constructed and most of the structural steel frame erected. Utility stub ups were also in place in the floor slab base. Site Photo 11 shows the construction status of the prayer building. We did not closely inspect the building other than to verify its location and current construction status.



**Site Photo 11. Prayer room building structural frame**

### Administration Building

The three story administration building will serve as the main entry point to the prison for visitors and staff. The building's ground floor plan included an entry control area for processing and screening visitors and staff prior to entering the prison. The ground floor plan also required approximately 664 m<sup>2</sup> of space for prison administrative functions, as well as visitor waiting areas, and bathrooms. The second story floor plan consisted of approximately 174 m<sup>2</sup> of administrative space

for offices and computer support areas. The third story floor plan only included a small control room accessed from the floors below by a spiral staircase.

The administration building structural design required a reinforced concrete frame supported by a reinforced concrete foundation consisting of a combination of isolated pad footers and continuous spread footers. The exterior walls, similar to the inmate housing units were designed as cavity walls consisting of an inner 200 mm block wythe, horizontally and vertically reinforced, anchored to an outer 100 mm block wythe. Within the cavity between the walls, the design called for 50 mm of insulation board, and a finish coating of cement plaster and paint on the interior and exterior side of the wall. At the time of our assessment, workers were installing conduits and PVC pipe on the ground floor as well as constructing exterior block walls, and installing forms for window and door lintels. Site Photos 12 and 13 show construction work taking place on the exterior and interior of the building during our inspection.



**Site Photo 12. Exterior wall construction on the 2nd story of the administration building**



**Site Photo 13. Under-slab PVC conduit and pipe being installed in administration building**

We also toured the roof area of the administration building. The roof design required a built up roof consisting of the reinforced concrete roof slab, three felt layers, hot-mopped to serve as a waterproofing membrane, insulation board, two layers of sand and soil to level the roof for drainage, and a cover of concrete roofing tiles, sealed with mastic joints. The built up portion of the roof had not started, but the roof slab and parapet were completed. Also, concrete bases to support the roof top heating, ventilation, and air conditioning (HVAC) units were in place as well as utility stub-ups for HVAC units.

During our inspection of the administration building, we found the quality of workmanship to be good. We did not see any noticeable cracking, segregation, or honeycomb areas in the structural concrete. Also, the exterior block work appeared to be constructed in accordance with the requirements of the design.

#### Other Prison Facilities

We did not inspect the prison armory, which was designed as a two-room, 6.5 m x 5 m reinforced concrete block structure, located adjacent to the administration building. However, we did view the exterior of the building and verified its location. The exterior block walls were constructed and plastering was in progress. The reinforced concrete roof slab and parapet were also constructed, but the built up roof was not complete. Site Photo 14 shows the exterior of the armory.



**Site Photo 14. The prison armory**

The other prison facilities under construction we did not inspect were the access road and the visitor/employee parking lot. The 160-space parking lot was not complete, although the traffic islands, curbing, and pavement base were constructed. As a result of delays caused by the shortage of asphalt, paving operations had not started. For a picture of the parking lot islands, curbing and base preparation, refer to Site Photo 15.



**Site Photo 15. Prison parking lot ready for paving**

### **Work Pending**

Since the overall project was reported as 28% complete at the time of our assessment, there was significant interior and exterior work remaining on the majority of the prison buildings. Other required pending work included the interior road system inside the perimeter, the internal walkways and control facilities between buildings, the secure sally ports, and a vehicle search pit. In addition, construction of the major utility facilities had not started. These included the water well, the treatment, storage and distribution system, the waste water treatment plant

and collection system, the telephone system, and the electrical power generation and distribution system.

### **Subsequent Contract Actions**

The required Task Order 0008 completion date established by Modification 02 was 15 March 2006. On 10 April 2006, the USACE Resident Office reported the project as 28% complete. On 16 June 2006, the Joint Contracting Command-Iraq/Afghanistan (JCC/I-A) issued a “show cause” letter to the contractor citing Parsons’ lack of construction progress, schedule adherence and cost control as a condition endangering performance and grounds for termination. The letter provided Parsons the opportunity to present facts bearing on the question as to why the contract should not be terminated for default. According to GRD-PCO management, on 26 June 2006, Parsons submitted a response to the show cause letter. The response provided a revised project completion date of 10 May 2007. The revised completion represented a 410-day slippage from the original definitized construction completion date.

According to GRD-PCO management, the contractor was provided every opportunity to recover and complete the project within budget during the course of the project prior to the issuance of the show cause letter. In addition, the contractor revised their submitted schedules to the Government 16 times, each time the completion date slipped further, with the most recent projected completion date of 10 May 2007.

The contractor revised their estimates of total costs at completion of the project nine times, reflecting an increasing trend, with the most current estimate at \$23.0 million over budget.

On 12 July 2006, JCC-I/A announced it is terminating the contract with design-build contractor Parsons Global Services, Inc. for the Nasiriyah Prison. Their decision was based on the contractor’s failure to achieve critical completion dates resulting in an unaffordable increased cost. Construction on the prison will continue via a bridge-contract awarded by JCC-I/A directly to the on-site Iraqi firm doing the majority of construction for Parsons.

## **Project Quality Management**

### **Contractor’s Quality Control Program**

The Nasiriyah Prison facility contract W914NS-04-D-0009 specified the contractor was to perform all quality control throughout the duration of the design, construction, installation, testing, and commissioning. The contractor’s approved quality control plan was to be submitted, and the resident engineer and/or the project engineer were to review the quality control plans and monitor the quality control activities. The contractor provided the United States Army Corps of Engineers (USACE) its Construction Quality Control (QC) Plan on 27 July 2005. This QC Plan consisted of plans, procedures, and organization necessary to produce an end product complying with contractual requirements. The QC Plan included the qualifications of the QC personnel and procedures for tracking deficiencies from identification through corrective action.

The assessment team reviewed the contractor’s QC daily reports. The QC daily reports contained sufficiently detailed information, including the number of Iraqi

workers, the activities performed, and any testing done. However, the contractor did not maintain a QC deficiency tracking log. Instead, the contractor issued nonconformance reports for work deficiencies not corrected. The contractor's nonconformance reports note deficiencies that are reoccurring and have not been corrected. According to GRD-PCO, nonconformance reports were tracked, and were briefed and noted in the minutes at the weekly meetings.

During construction, the contractor stated they utilized a primary and a secondary batch plant for on-site batching of concrete. Site Photo 16 shows the primary plant, located just outside the prison perimeter wall. The use of the concrete batch plants appear to have contributed to more consistent concrete quality.



**Site Photo 16 Primary and secondary batch plants**

The contractor was to perform factory witness tests of primary components, and to be responsible for all testing at the site, which costs were included in the total price. According to the USACE PE, before approving the concrete testing facility, the contractor had an on-site representative inspect the Nasiriyah – Thi Qar testing facility. Then the contractor tested each truck load by cube and slump. In addition, the contractor maintained the testing logs and the test results, both the Arabic and the American translated version, on site.

### **Government Quality Assurance**

The USACE Engineering Regulation (ER) 1110-1-12 and PCO SOP CN-100 specify requirements for a Government Quality Assurance (QA) program. The Government QA program conducted by the USACE was adequate.

The USACE Project Engineer and Local National (LN) Quality Assurance Representative (QAR) were on site during construction events. The USACE LN QAR monitored field activities and completed daily QA reports, which were forwarded to the USACE Project Engineer for review. The LN QAR reports were sufficiently complete, accurate, timely, and incorporated digital photographs of the sites. The USACE LN QAR maintained a QA deficiency log. The QA deficiency logs contained deficiency descriptions, deficiency photos, deficiency dates, LN QA signatures, and a place for the correction to be annotated.

# Project Sustainability

## Commissioning

The task order stated the contractor shall prepare a commissioning plan. In addition, the TO stated the contractor shall submit the plan for review and approval by the sector project management office and the resident engineer and/or the project engineer. The Taking-Over-Certificate, signed by the sector project management office and a representative of the Ministry, will be issued to the contractor after the following tasks have been completed: final inspection of project by the sector project management office, resolution and completion of the final punch list items, delivery and acceptance of final as-built drawings, and certification of security systems.

## Warranties

The contractor is to provide and certify warranties in the name of the appropriate Ministry, for all equipment, including any mechanical, electrical and/or electronic devices, and all operations for 12 months after the issuance of the Taking-Over-Certificate. In addition, the contractor will provide any other commonly offered extended warranties for equipment and machinery purchased.

## Conclusions

Based upon the results of our site visit, we reached the following conclusions for assessment objectives 1, 2, 3, 4, and 5. Appendix A provides details pertaining to Scope and Methodology.

1. Determine whether project components were adequately designed prior to construction or installation.

The project buildings and facilities were adequately designed to construct the prison. This project was effectively planned and designed in accordance with the contract's scope of work. Further, the plans and specifications provided an accurate depiction and adaptation of the design to existing site conditions. Additionally, the design considered architectural compatibility of the prison facilities and considered future plans for prison expansion.

2. Determine whether construction met the standards of the design.

The observed construction work associated with the prison met the standards of the design. The United States Army Corps of Engineers Project Engineer took a very active role in managing the project to ensure quality of workmanship complied with the task order requirements. If current levels of workmanship are continued in accordance with the design and specifications, the project should result in a fully functional prison for the Iraqi Ministry of Justice.

3. Determine whether the Contractor's Quality Control plan and the Government Quality Assurance Program were adequate.

The contractor's Quality Control plan was sufficiently detailed to effectively guide the contractor's quality management program. Further, the contractor's daily Quality Control reports contained required project and work activity information to document construction progress and identify problems and required corrective action. The contractor did not maintain deficiency logs, but maintained nonconformance reports to document problems noted with construction/renovation activities.

The Government Quality Assurance program was effective in monitoring the contractor's quality control program. The Project Engineer and the LN QAR ensured all deficiencies cited during QA inspections were corrected. The QAR also maintained daily QA reports containing project-specific information to document construction progress and highlight deficiencies. The QAR also supplemented the daily reports with detailed photographs reinforcing the narrative information provided in the reports.

4. Determine whether project results were consistent with original objectives.

The original scope required a prison with a capacity to house 4,400 inmates, but scope changes reduced the prison requirements to a prison with space for 800 inmates, with capability for later expansion. At the time of our on-site assessment on 10 April 2006, the U.S. Army Corp of Engineers Resident Office reported construction at 28 percent complete. The required task order completion date was 15 March 2006. Construction delays during the course of the project have resulted in a 410-day schedule slippage and a projected cost overrun of \$23 million. On 12 July 2006, the Joint Contracting Command-Iraq/Afghanistan initiated actions to terminate the task order because of the contractor's failure to achieve critical completion dates resulting in an unaffordable increased cost.

Although the Nasiriyah Prison design and construction workmanship assessed by SIGIR are consistent with the original task order requirements, a prison with a bed capacity for 800 inmates could not be completed within the required project budget and schedule. However, once another contract is awarded to a local Iraqi firm to finish the prison, the project should result in a functional and modern prison.

5. Determine if project sustainability was addressed.

Sustainability was addressed in the contract requirements. The contract required the contractor to provide and certify the warranties in the name of the appropriate Ministry, for all equipment, which includes any mechanical, electrical and/or electronic devices, and all operations for 12 months after the issuance of the Taking-Over-Certificate.

## **Recommendations**

This report does not contain any negative findings or recommendations for corrective action.



## **Management Comments**

The Gulf Region Division generally concurred with the conclusions contained in the draft report with one significant exception concerning the contractor's management of the project. The Gulf Region Division did not agree with the conclusion that the contractor effectively managed the project. Specific comments from Gulf Region Division are contained below as well as responses from SIGIR.

## **Evaluation of Management Comments**

### **Additional Comments from Gulf Region Division and responses from SIGIR**

#### **Item 1.**

Draft Report. (Page i and ii, Section 3) The contractor did not maintain deficiency logs, but maintained nonconformance reports to document problems noted with construction/renovation activities.

GRD-PCO Comments. GRS gets two QC reports daily from the contractor. Although the contractor did not maintain a deficiency log, GRS local national employees maintained a deficiency log that was corroborated with the contractor. Between the GRS deficiency logs and the contractor's nonconformance reports, all QC issues were properly handled.

SIGIR Response. The additional information regarding corroboration of the GRS deficiency log and the contractor's nonconformance reports is noted.

#### **Item 2.**

Draft Report. (Page ii) 4. The Nasiriyah Prison design and construction to date have been consistent with the original task order objectives. Although the original scope required a prison with a capacity to house 4,400 inmates, the scope changes reduced the prison requirements to a prison with space for 800 inmates, with capability for later expansion. If the current quality of construction and effective project management continues, a prison with a bed capacity for 800 inmates will be completed.

GRD-PCO Comments. GRD-PCO does not agree with the draft report conclusion that project results were consistent with the original objective and the contractor effectively managed this project. The contractor's management was unable to deliver timely, accurate construction schedules and successfully control costs for this critical subject project. The contractor's 26 June 2006 letter to revise the completion date, places the new project completion date at 10 May 2007. This represents an untenable 410-day slippage from the definitized construction completion date. It also represents a 246-day schedule slippage from the schedule recovery plan submitted on 27 February 2006 in response to the Government's Letter of Concern (LOC) dated 17 February 2006. This latest in a series of recovery plans established an estimated completion three years after the Notice to Proceed and an estimated \$23.0M over budget. A summary of project completion submittals is listed below.

<b>Task Order</b>	<b>Design Notice to Proceed (NTP)</b>	<b>Definitized Construction Contract Start Date</b>	<b>Definitized Construction Completion Date</b>	<b>Estimated Completion Parsons LOC Response 27 Feb 06</b>	<b>Revised Completion Parsons Letter 26 Jun 06</b>
8	11 May 2004	14 March 2005	26 March 2006	06 September 2006	10 May2007

GRD-PCO has provided the contractor every opportunity to recover and complete the project within budget. After repeated project recovery actions and consistent feedback, the contractor's cost and schedule remained unchecked. Specifically, the contractor revised their submitted schedules to the Government 16 times as indicated in the table; *Contractor Revised Schedules*. In addition, the contractor reported increased costs 9 times as shown in the table; *Contractor Increased Costs*. The Government cannot afford the additional costs required to fund the new proposed recovery actions and has lost confidence in the contractor's ability to successfully implement new corrective actions. At our request, Joint Contracting Command-Iraq issued the contractor a show cause letter on 16 June 2006. The contractor submitted a reply on 26 June 06, and at this time we are evaluating their response. Based on the above development, we cannot concur with the draft report's conclusion that the contractor effectively managed this project and project results were consistent with original objectives.

### ***Contractor Revised Schedules***

<b>No</b>	<b>Status Reports &amp; Schedule Date</b>	<b>Completion Date</b>
1	23-Sep-05	28-Feb-06
2	7-Oct-05	28-Feb-06
3	14-Oct-05	5-Mar-06
4	21-Oct-05	28-Feb-06
5	25-Nov-05	28-Feb-06
6	2-Dec-05	28-Feb-06
7	9-Dec-05	9-Mar-06
8	16-Dec-05	14-Mar-06
9	23-Dec-05	21-Mar-06
10	30-Dec-05	21-Mar-06
11	6-Jan-06	22-Apr-06
12	10-Jan-06	12-Jun-06
13	17-Jan-06	26-Apr-06
14	27-Jan-06	30-May-06
15	3-Feb-06	5-Jun-06
16	10-Feb-06	5-Jun-06
17	24-Feb-06	18-May-06
18	10-Mar-06	26-Sep-06
19	31-Mar-06	30-Nov-06
20	26-May-06	26-Dec-06
21	2-Jun-06	2-Jan-07

No	Status Reports & Schedule Date	Completion Date
22	16-Jun-06	16-Jan-07
23	20-Jun-06	10-May-07

***Contractor Increased Costs***

Submitted Cost Report	Reported Estimate at Completion (EAC)
12/20/2005	\$4,033,160.00
1/20/2006	\$2,133,160.00
2/20/2006	\$8,489,797.00
3/20/2006	\$8,628,086.00
4/20/2006	\$8,105,296.00
5/20/2006	\$8,105,296.00
6/20/2006	\$10,886,795.00
6/21/2006	\$13,863,094.00
6/27/2006	\$23,000,000.00

SIGIR Response. SIGIR’s project assessments focus on design, construction, quality management, and sustainability. Schedule adherence and cost control are not integral metrics routinely associated with the SIGIR project assessment objectives. Our assessments report on the original contract or task order construction cost and costs of subsequent modifications. SIGIR project assessments typically do not address other cost components (administrative task order, supervision and administration, etc.) associated with a cost plus, indefinite delivery/indefinite quantity contract. Subsequent to the review of the draft report, the Gulf Region Division-Project and Contracting Office provided additional information demonstrating the impacts of the contractor’s schedule slippage and accelerating cost growth on the viability of the project. SIGIR regards the schedule slippage and cost control problems as substantial barriers to project completion. The final report conclusion reflects the additional information provided by Gulf Region Division-Project and Contracting Office. Further, an additional subsection in the final report explains the contracting actions, and their rationale, taken by the Government.

**Item 3.**

Draft Report. (Page 1) The Nasiriyah Prison Facility project was completed under Contract W914NS-04-D-0009, dated 26 March 2004, Task Order (TO) 0008, as a cost plus award fee for the base period. The contract was between the Coalition Provisional Authority and Parsons Delaware, Inc., Pasadena, California.

GRD-PCO Comments. The contractor for the Nasiriyah Prison Facility was Parsons Global Services, Inc.

SIGIR Response. Comment noted. The contractor name is changed in the final report to Parsons Global Services, Inc.

**Item 4.**

Draft Report. (Page 3) Modification 02, dated 11 March 2005, definitized the task order. The contractor was to design, build, and furnish the An Nasiriyah Prison (Phase I) for a total amount of \$45,884,166. The contractor's proposal, dated 27 February 2005, is incorporated as amended. In addition, Task Order 0008's completion date is 15 March 2006.

GRD-PCO Comments. Modification 02 shows the completion date for the project was 15 March 06. The completion date is correct, but the timeliness of construction schedule was not mentioned in the report.

SIGIR Response. The final report includes discussion regarding the schedule delays and resulting contract actions.

**Item 5.**

Draft Report. (Page 16) The assessment team reviewed the contractor's QC daily reports. The QC daily reports contained sufficiently detailed information, including the number of Iraqi workers, the activities performed, and any testing done. However, the contractor did not maintain a QC deficiency tracking log. Instead, the contractor issued nonconformance reports for work deficiencies not corrected. The contractor's nonconformance reports note deficiencies that are reoccurring and have not been corrected. However, the nonconformance reports do not provide a continuous method for tracking construction deficiencies to assure acceptable corrective action and ensure that an audit trail is maintained.

GRD-PCO Comments. The report states that there was not a continuous method for tracking deficiencies. We disagree. Nonconformance reports were tracked, and were briefed and noted in the minutes at the weekly meetings.

SIGIR Response. The final report includes additional information noted in the GRD-PCO comment.

**Item 6.**

Draft Report. (Page 18, Conclusions, Section 4)

4. Determine whether project results were consistent with original objectives.

The Nasiriyah Prison design and construction to date have been consistent with the original task order objectives. Although the original scope required a prison with a capacity to house 4,400 inmates, the scope changes reduced the prison requirements to a prison with space for 800 inmates, with capability for later expansion. If the current quality of construction and effective project management continues, a prison with a bed capacity for 800 inmates will be completed.

GRD-PCO Comments. The report stated that the project is consistent with the original task order objectives. Though the design was consistent, the construction schedule was not consistent with the Task Order completion date of 15 March 2006.

SIGIR Response. The final report conclusion reflects the additional information provided by Gulf Region Division-Project and Contracting Office.

## **Appendix A. Scope and Methodology**

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We performed this project assessment from March through May 2006 in accordance with the Quality Standards for Inspections issued by the President's Council on Integrity and Efficiency. The assessment team included a professional engineer and an auditor.

In performing this Project Assessment we:

- Reviewed contract documentation to include the following: contract, contract modifications, Task Order, Task Order Modifications, and scope of work;
- Reviewed the design package (drawings and specifications), Quality Control Plan, Contractor's Quality Control Reports, U.S. Army Corps of Engineers Quality Assurance Reports, Construction Progress Photos, Punch Lists, and Turnover Letters;
- Interviewed the U.S. Army Corps of Engineers Area Engineer, Resident Engineer, Project Engineer, and the Contractor's Project Manger and Project Superintendent; and
- Conducted an on-site assessment and documented results at the Nasiriyah Prison Project in Nasiriyah, Iraq.

## **Appendix B. Acronyms**

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AE	Area Engineer
GRS	Gulf Region South District
HVAC	Heating, Ventilation and Air Conditioning
JCC-I/A	Joint Contracting Command-Iraq/Afghanistan
km	Kilometer
LN	Local National
M	Million
m	Meter
PE	Project Engineer
QA	Quality Assurance
QAR	Quality Assurance Representative
QC	Quality Control
RE	Resident Engineer
SOW	Scope of Work
USACE	United States Army Corps of Engineers

## **Appendix C. Report Distribution**

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### **Department of State**

Secretary of State

Senior Advisor to the Secretary and Coordinator for Iraq

U.S. Ambassador to Iraq

Director, Iraq Reconstruction Management Office

Inspector General, Department of State

### **Department of Defense**

Secretary of Defense

Deputy Secretary of Defense

Director, Defense Reconstruction Support Office

Under Secretary of Defense (Comptroller)/Chief Financial Officer

Deputy Chief Financial Officer

Deputy Comptroller (Program/Budget)

Inspector General, Department of Defense

### **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)

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

Auditor General of the Army

### **U.S. Central Command**

Commanding General, Multi-National Force - Iraq

Commanding General, Joint Contracting Command – Iraq/Afghanistan

Commanding General, Multi-National Corps – Iraq

Commanding General, Multi-National Security Transition Command – Iraq

Commander, Joint Area Support Group – Central

### **Other Defense Organizations**

Director, Defense Contract Audit Agency



## **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, Health and Human Services  
Inspector General, U.S. Agency for International Development  
Mission Director – Iraq, U.S. Agency for International Development

## **Congressional Committees and Subcommittees, Chairman and Ranking Minority Member**

### **U.S. Senate**

Senate Committee on Appropriations  
    Subcommittee on Defense  
    Subcommittee on State, Foreign Operations and Related Programs  
Senate Committee on Armed Services  
Senate Committee on Foreign Relations  
    Subcommittee on International Operations and Terrorism  
    Subcommittee on Near Eastern and South Asian Affairs  
Senate Committee on Homeland Security and Governmental Affairs  
    Subcommittee on Federal Financial Management, Government Information and International Security  
    Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia

### **U.S. House of Representatives**

House Committee on Appropriations  
    Subcommittee on Defense  
    Subcommittee on Foreign Operations, Export Financing and Related Programs  
    Subcommittee on Science, State, Justice and Commerce and Related Agencies  
House Committee on Armed Services  
House Committee on Government Reform  
    Subcommittee on Management, Finance and Accountability  
    Subcommittee on National Security, Emerging Threats and International Relations  
House Committee on International Relations  
    Subcommittee on Middle East and Central 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 members who contributed to the report were:

Angelina Johnston

Andrew Griffith, P.E.