
ENDNOTES

1. \$18.439 billion represents the amount appropriated by Congress for Iraq programs in IRRF 2 under P.L. 108-106, enacted in November 2003. Congress had initially appropriated \$18.649 billion to IRRF 2, but also earmarked that \$210 million be transferred to other accounts for programs in Jordan, Liberia, and Sudan. Of the remaining \$18.439 billion, the Administration transferred out of the IRRF to other accounts roughly \$562 million for Iraq-related programs that could be implemented only in other accounts, such as a \$352 million Iraq bilateral debt forgiveness program to the United States that required funding in a Treasury account. Congress was notified of all transfers out of the IRRF. In addition, in FY 2006 appropriations, Congress earmarked that \$9.95 million be transferred into the IRRF from the DoS Economic Support Fund account.
2. These figures do not add up to 100% because of rounding and administrative costs.
3. UN Assistance Mission for Iraq, www.uniraq.org, January 16, 2007.
4. UNHCR, Supplementary Appeal Iraq Situation response, January 2007, p. 3; UN Assistance Mission for Iraq, *Human Rights Report*, September 1-October 31, 2006, pp. 15-17; UNHCR, *Update on the Iraq Situation*, November 2006, p. 1-2.
5. Committee To Protect Journalists, *Special Report 2006*, www.cpj.org, December 20, 2006.
6. PCO-I (Iraq) ceased operations on October 14, 2006 (in conjunction with the change of command), and PCO-W (Washington D.C.) will cease operations in May 2007. The succession orders were signed by Assistant Secretary of the Army (ALT) Bolton on October 13, 2006.
7. All IRRF 2 financial data in Section 2 is derived from the DoS *Iraq Weekly Status* report. At the time of publication, the financial data in these status reports was the most accurate and current information available on IRRF 2 funding.
8. GRD-PCO, response to SIGIR, January 18, 2007.
9. *Department of Defense Secretary of the Army Update*, December 31, 2006.
10. *IRMO Rollup*, Iraq Reconstruction Management System, December 30, 2006.
11. Multi-National Force-Iraq, Commander's Emergency Response Program (CERP) Senior Leader's Meeting, September 20, 2005, p. 8.
12. IRMO, response to SIGIR, January 17, 2007.
13. NEA, response to SIGIR, January 16, 2007.
14. NEA, response to SIGIR, January 16, 2007, and GRD-PCO, response to SIGIR, January 17, 2007, note that 4,500 MW represents the peak pre-war generation capacity and that published generation-capacity numbers have ranged from 4,200-4,500 MW. GRD-PCO reports U.S. projects as having added or restored 2096 MW to Iraq's generation capacity and state that the planned U.S. goal is 2555 MW.
15. IRMO, *Load Served October–December 2006*, December 2006.
16. GRD-PCO response to SIGIR, January 20, 2007, notes that the “Average daily load served is a better measure of how much power is produced for the national grid because it measures generation over a period of time rather than peak produced during the day. Average daily load served does not measure distribution or how much power reaches the consumer.”

17. IRMO, *Load Served October–December 2006*, December 2006.
18. GRD-PCO response to SIGIR, January 20, 2007, notes that hours of power outside Baghdad were 13.5 hours this quarter. GRD-PCO also indicates that pre-war national estimates average 13-15 hours of power per day.
19. IRMO electricity expert, response to SIGIR, December 21, 2006.
20. IRMO electricity expert, response to SIGIR, December 27, 2006.
21. GRD-PCO, response to SIGIR, January 20, 2007, reports that at the end of this quarter, \$144 million in unobligated IRRF 2 GRD funds remain. Of this amount, \$143 million is budgeted as a contingency for ongoing projects. The purpose is to cover the costs of in-scope contract modifications, claims and close-out costs. These funds are essential to ensure the completion of ongoing work and cover contractor closeout claims in the future. Without access to these funds, ongoing projects are at significant risk of incompleteness and cancellation.
22. GRD-PCO, response to SIGIR, January 20, 2007, reports that all projects are started except one transmission project and three small distribution projects that are scheduled to start in January 2007. There are 528 IRRF 2 active GRD projects and 298 (56%) have been completed. All but one project in this sector is expected to be complete by the end of 2007; completion of the remaining project is expected by April 2008.
23. GRD-PCO, response to SIGIR, January 20, 2007, notes that project start is defined as project awarded and the contractor beginning to design, procure equipment, subcontract and conduct, geotechnical surveys and other pre-mobilization work. Others define project start when the contractor has a continued presence at the project site. While more applicable to bricks-and-mortar type work, much of electricity work is done prior to site mobilization.
24. GRD-PCO, response to SIGIR, January 20, 2007, reports that it is managing approximately \$14.4 million of CERP FY 2006 funds allocated to the electrical commodity.
25. GRD-PCO, response to SIGIR, January 19, 2007, notes that a discrepancy may exist in total and completed projects because GRD-PCO and SIGIR have different definitions of “project start.”
26. GRD-PCO, response to SIGIR, January 4, 2007.
27. GRD-PCO, response to SIGIR, January 20, 2007, p. 7 and USACE-GRD, *Bi-Weekly Situation Report*, December 25, 2006, p. 6.
28. USACE-GRD, “Reconstruction Continues in Iraq,” October 2, 2005.
29. GRD-PCO, response to SIGIR, January 4, 2007.
30. GRD-PCO, response to SIGIR, January 20, 2007.
31. USACE-GRD, *Bi-Weekly Situation Report*, December 25, 2006, p. 9.
32. USACE-GRD, *Bi-Weekly Situation Report*, December 25, 2006, p. 9.
33. GRD-PCO, response to SIGIR, January 20, 2007, reports that the 6,000 MW goal is the current U.S. goal. With the remaining IRRF 2 work, non-IRRF funded work and GOI efforts, the forecast is to achieve or surpass 6,000 MW by the end of 2007.
34. Megawatt hour is the measure of electricity generation over time. For example, a generator with a capacity of one megawatt produces one megawatt hour when it runs consistently for one hour.

35. Weelock, Tom and McGuckin, Robyn, “Iraqi Power Sector: CPAs Legacy and Lessons,” Middle East Economic Survey, Volume 47, Number 29, July 18, 2005.
36. DoS, *Iraq Weekly Status*, January 4, 2007, p. 13.
37. Al-Khalisi, Isam, “Iraq’s Electricity Ten-Year Plan—Is it Credible?” November 6, 2006, Middle East Economic Survey, Volume 49, Number 45, p. 1.
38. DoS, *Section 2207 Report*, December 2006, electricity sector, p. I 56.
39. NEA response to SIGIR data call, January 16, 2007.
40. SIGIR, *Quarterly Report to the United States Congress*, October 30, 2006, p. 25.
41. GRD, *Bi-Weekly Situation Report*, November 13, 2006, p. 8.
42. DoS, *Section 2207 Report*, December 2006, electricity sector, p. I 54.
43. GRD-PCO, response to SIGIR, January 20, 2007.
44. IRMO electricity expert, response to SIGIR, December 27, 2006.
45. IRMO electricity expert, response to SIGIR, December 27, 2006.
46. Weelock, Tom and McGuckin, Robyn, “Iraqi Power Sector: CPAs Legacy and Lessons,” Middle East Economic Survey, Volume 47, Number 29, July 18, 2005.
47. IRMO electricity expert, response to SIGIR, December 21, 2006.
48. USAID electricity expert, response to SIGIR, December 31, 2006.
49. USAID electricity expert, response to SIGIR, December 31, 2006.
50. GRD-PCO, response to SIGIR, January 20, 2007.
51. GRD-PCO, “FY 2007: Reconstruction Way Ahead,” July 15, 2006, slide 8.
52. USACE-GRD, *Bi-Weekly Situation Report*, December 25, 2006, p. 6.
53. IRMO, *Weekly Status Report*, Electricity Demand vs. Capacity, December 14–26, 2006.
54. NEA, response to SIGIR, January 16, 2007.
55. IRMO, response to SIGIR, “MW Additions Through 2007 (New/Repairs/Mods),” December 11, 2006.
56. DoE, “Iraq Country Analysis Brief,” December 2005. Available online at <http://www.eia.doe.gov/emeu/cabs/Iraq/Electricity.html>.
57. IRMO electricity expert, response to SIGIR, December 27, 2006.
58. USAID electricity expert, response to SIGIR, December 31, 2006.
59. USAID electricity expert, response to SIGIR, December 31, 2006.
60. IRMO electricity expert, response to SIGIR, December 27, 2006.
61. DoS, *Iraq Weekly Status*, January 4, 2007, p. 13.
62. IRMO compiles Station Performance statistics in spreadsheet format. This figure is the average of the daily fuel shortage amounts reported in the Station Performance spreadsheet.
63. GAO, 06-1094T, “Stabilizing Iraq: An Assessment of the Security Situation,” September 11, 2006.
64. IRMO electricity expert, response to SIGIR, December 27, 2006.

65. DoS oil expert, SIGIR interview, December 14, 2006.
66. DoS electricity expert, SIGIR interview, December 27, 2006.
67. DoS, *Iraq Weekly Status*, December 20, 2006.
68. IRMO, response to SIGIR, January 19, 2007.
69. USEIA, response to SIGIR: "...reporting 2.17 million BPD overstates the amount of Iraqi oil available to world oil markets and for Iraqi oil revenues." EIA states that adding a net (or re-injection) number would be a better way of reporting production and estimating the potential for oil revenues. EIA uses net production estimates for its reporting of Iraqi production.
70. DoS, *2007 Budget Summary*, December 24, 2006, p. 5.
71. IRMO oil expert, response to SIGIR, January 2, 2007.
72. GRD-PCO, response to SIGIR, December 29, 2006. The last construction projects are Qarmat Ali pressure maintenance in Basrah. GRD-PCO oil sector has proposed converting the last five cluster pump stations to Engineering and Procurement, with final installation of pumps by the South Oil Company. If approved, the last construction project is estimated to finish in May 2007, otherwise July 2007.
73. On October 11, 2006, GRD-PCO commented on project assessments by region: "When the projects were set up, PIJV had a northern office in Kirkuk and a southern office in Basrah. In general, the Kirkuk office handled PIJV's northern Projects (NP), and the Basrah office handled southern projects (SP). Where the project was located was secondary to which office handled it. Some projects in the Basrah area were handled by the Kirkuk office."
74. USACE-GRD, *Bi-Weekly Situation Report*, November 13, 2006, p. 11.
75. GRD-PCO, response to SIGIR, January 6, 2007, p. 9.
76. GRD-PCO, response to SIGIR, December 29, 2006.
77. IMF, *Country Report No. 06/301*, August 2006.
78. IRMO oil expert, response to SIGIR, January 19, 2007. IRMO notes that the IMF confirmed to IRMO that it was not concerned about the immediate replacement of the export metering at ABOT for the Stand-By Arrangement. The IMF focus under the SBA is on the metering system in the production and transportation areas.
79. GAO, "Securing, Stabilizing, and Rebuilding Iraq: Key Issues for Congressional Oversight," January 2007, p. 69.
80. IMF, *Country Report No. 06/301*, August 2006.
81. GRD-PCO, response to SIGIR, January 6, 2007, p. 9. IRMO notes that it is unclear whether this project will be completed because of de-obligation requirements to cover contractor liability costs.
82. IRMO, response to SIGIR, January 19, 2007.
83. GRD-PCO, response to SIGIR, January 6, 2007, p. 10.
84. GRD-PCO, response to SIGIR, January 6, 2007, p. 10.
85. USACE-GRD, *Bi-Weekly Situation Report*, November 13, 2006, p. 11.

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89. USACE-GRD, *Bi-Weekly Situation Report*, November 13, 2006, p. 11.
90. IRMO, Action Memorandum, "Recommended Solutions to Relieve the Ministry of Oil from Hampering Budgetary, Spending, and Procurement Constraints," July 29, 2006, p. 3.
91. DoS, *2007 Budget Summary*, December 24, 2006, p. 3.
92. Assumes a price of \$50 per barrel of crude oil. Source: DoS, *2007 Budget Summary*, December 24, 2006.
93. DoS, *Section 2207 Report*, Oil Infrastructure, October 2006, p. I-66.
94. SIGIR, Audit 06-038, "Unclassified Summary of SIGIR's Review of Efforts To Increase Iraq's Capability To Protect Its Energy Infrastructure," September 27, 2006, p. 1.
95. IRMO, response to SIGIR, January 19, 2007.
96. DoS, *Section 2207 Report*, December 2006, p. 166.
97. IRMO, *Weekly Status Report*, November 28, 2006.
98. DoS oil expert, SIGIR interview, December 14, 2006.
99. IRMO, Senior Consultants Meeting, response to SIGIR, November 28, 2006.
100. DoS oil expert, SIGIR interview, December 14, 2006.
101. IRMO, response to SIGIR, January 19, 2007.
102. IRMO, *Weekly Status Report*, November 14, 2006, p. 6.
103. GRD-PCO, response to SIGIR, November 30, 2006.
104. DoS oil expert, response to SIGIR, January 9, 2007.
105. IRMO, *Weekly Status Report*, November 28, 2006, p. 6.
106. *Platts Oilgram News*, Volume 84, Number 194, October 10, 2006.
107. DoS oil expert, SIGIR Interview, January 11, 2007.
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109. DoS oil expert, SIGIR interview, December 14, 2006.
110. *Iraqi 2005 and 2006 Budget*, November 2006.
111. DoS oil expert, SIGIR interview, December 14, 2006.
112. DoS oil expert, SIGIR interview, December 14, 2006.
113. GAO, "Securing, Stabilizing, and Rebuilding Iraq: Key Issues for Congressional Oversight," January 18, 2007, p. 69.
114. IRMO oil expert, response to SIGIR, January 2, 2007.

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115. DoS oil expert, SIGIR interview, December 14, 2006.
116. DoS oil expert, SIGIR interview, December 14, 2006.
117. GAO, "Securing, Stabilizing, and Rebuilding Iraq: Key Issues for Congressional Oversight," January 18, 2007, p.11.
118. DoS oil expert, SIGIR interview, December 14, 2006.
119. DoS oil expert, SIGIR interview, December 14, 2006.
120. DoS oil expert, SIGIR interview, December 14, 2006.
121. GAO, "Securing, Stabilizing, and Rebuilding Iraq: Key Issues for Congressional Oversight," January 18, 2007, p. 55.
122. DoS NEA expert, SIGIR interview, December 20, 2006.
123. DoS NEA expert, SIGIR interview, December 20, 2006.
124. Global Insight, "Draft Oil Law: Iraqi Prime Minister Says Oil Law 'Ready' to Go to Parliament," November 7, 2006.
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126. IRMO oil expert, response to SIGIR, January 2, 2007.
127. DoS oil expert, SIGIR interview, January 11, 2007.
128. Global Insight, "Draft Oil Law: Iraqi Prime Minister Says Oil Law 'Ready' to Go to Parliament," November 7, 2006.
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130. IRMO budget expert, response to SIGIR, January 19, 2007.
131. GRD-PCO, response to SIGIR, January 18, 2007.
132. IRMO, *Weekly Status Report*, January 2, 2007, p. 14.
133. GRD-PCO, response to SIGIR, October 4, 2006.
134. Iraq Reconstruction Management System, October 6, 2006.
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136. IRMO, Information Memorandum from Acting IRMO Director to Deputy Chief of Mission, April, 2006.
137. GRD-PCO, response to SIGIR, October 4, 2006.
138. USACE-GRD, *Bi-Weekly Situation Report*, March 17, 2006, p. 12.
139. USACE-GRD, *Bi-Weekly Situation Report*, December 25, 2006.
140. GRD-PCO, response to SIGIR, January 4, 2007, p. 11.
141. GRD-PCO, response to SIGIR, January 4, 2007, p. 11.
142. SIGIR Inspection PA-06-074, January 31, 2007. Government and contractor officials indicated that the failure of the clarifier tank sweep-arm was caused in part or completely by the operators of the Iraqi Waste Water Treatment Plant. It is likely that the operators were not sufficiently trained in large part because of the reduced testing period and the contractor's quick departure from this site.
143. USAID, response to SIGIR, January 18, 2007.
144. USAID, response to SIGIR, January 18, 2007.

145. GRD-PCO, response to SIGIR, January 4, 2007, pp. 12-13.
146. GRD-PCO, response to SIGIR, March 24, 2006.
147. GRD-PCO, response to SIGIR, January 4, 2007, pp. 12-13.
148. IRMO, response to SIGIR, January 19, 2007.
149. Although the ideal measure for U.S. reconstruction efforts in the water and sanitation sector would be the increased number of Iraqis who have access to potable water and sanitation services after the completion of U.S. projects in this sector, the lack of comprehensive data on pre-war water access makes any comparison speculative. Consequently, efforts to accurately assess the impact of U.S. reconstruction efforts on water and sanitation services are limited. Initially, IRMO measures of U.S. reconstruction efforts overestimated the amount of potable water reaching Iraqi households, mostly because significant loss occurs when water moves from treatment plants to consumers.
150. IRMO, Water and Sanitation Metrics, response to SIGIR, December 6, 2006. IRMO defines additional system capacity—both new and rehabilitated—as “the maximum increase in system capacity over the pre-project conditions that would result if all of the post-project system capacity were utilized.” This metric is a best-case scenario and assumes that all installed system capacity can and will be used. IRMO defines maximum additional persons served considering actual conditions as “the potential beneficiaries rather than actual number of individuals who are receiving improved water or sewer services.”
151. IRMO, response to SIGIR, December 21, 2006.
152. IRMO budget expert, response to SIGIR, January 19, 2007.
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154. GRD-PCO, SIGIR interview, November 29, 2006. GRD-PCO does not provide a definition for acceptable level of service.
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165. Provincial Reconstruction Teams in Iraq, Center for Army Lessons Learned, November 2006, version 2.1.
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167. IRMO PRT expert, response to SIGIR, January 16, 2007.
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177. DoS, *Section 2207 Report*, p. I-37.
178. USAID, "Audit of USAID/Iraq Civil Society Activities," November 5, 2006, p. 2.
179. USAID, response to SIGIR data call, January 2, 2007.
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181. USAID, "Audit of USAID/Iraq Civil Society Activities," November 5, 2006, p. 27.
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185. DoD, "Measuring Stability and Security in Iraq," November 2006, p. 6.
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189. GAO 06-697T, "Rebuilding Iraq: Governance, Security, Reconstruction, and Financing Challenges; Testimony of David Walker, Comptroller General of the United States," April 25, 2006, p. 47.
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299. GAO Audit 07-30R, “Rebuilding Iraq—Status of DoD’s Reconstruction Program,” December 15, 2006, pp. 4, 7.
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326. DoD, “Measuring Stability and Security in Iraq,” December 18, 2006, p. 27.
327. GAO Audit 07-308SP, “Securing, Stabilizing, and Rebuilding Iraq,” January 9, 2007, p. 23.
328. DoS, *Iraq Weekly Status*, January 4, 2007, p. 6.
329. DoD, “Measuring Stability and Security in Iraq,” December 18, 2006, p. 32.
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349. DoD, "Measuring Stability and Security in Iraq," December 18, 2006, p. 29.
350. GAO Audit 07-308SP, "Securing, Stabilizing, and Rebuilding Iraq," January 9, 2007, pp. 20-21.
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476. DoS OIG, *Review of U.S. Support to the International Police Task Force in Bosnia*, Memorandum Report AUD/PPA-02-20, March 2002.
477. U.S. Government Accountability Office, *Contract Management: DOD Vulnerabilities to Contracting Fraud, Waste, and Abuse*, GAO-06-838R, July 7, 2006.
478. The remaining three contracts were a \$100,000 contract for consumable medical supplies (for expedited delivery); a \$63,000 contract for copiers and printers; and a \$379,000 contract for furniture assembly.
479. GRD told us that only 118 sets of consumables were ordered for the 150 PHCs due to funding constraints at the time of the order. The expectation was that the quantity of consumables procured would be sufficient for “start-up” and that the remaining consumables could be procured later when funding constraints were removed.
480. SIGIR-06-005, “Follow-up on Recommendations Made in SIGIR Audit Reports Related to Management and Control of the Development Fund for Iraq,” April 28, 2006.
481. Bechtel National, Inc., a Bechtel Corporation business entity based in Frederick, Maryland, specializes in large, complex projects related to defense, energy, security, and the environment. Bechtel is a leading provider of services to the U.S. government.
482. The word *disposition* is broadly defined to cover various categories: transferred, lost, damaged, stolen, or destroyed (scrapped) property.

483. *Report on Material Existence Performed at Bechtel National, Inc. (BNI) on Iraq Infrastructure Reconstruction Phase I Contract No. EEE-C-00-03-00018-00 and Phase II Contract No. SPU-C-00-04-00001-00* (DCAA Report No. 2131-2005R10320003), September 11, 2005; *Report on Purchases Existence and Consumption—FY 2005 Bechtel National, Inc.—Iraq Infrastructure Reconstruction Contract USAID Prime Contract Nos. EEE-C-00-03-00018-00 and SPU-C-00-04-00001-00* (DCAA Report No. 4281-2005D10320002, Revised), September 23, 2005.
484. SIGIR-06-037, *Interim Audit Report on Improper Obligations Using the Iraq Relief and Reconstruction Fund (IRRF 2)*, September 22, 2006.
485. A design-build contract places the design and building phases of a project under the same contract.
486. This official is now the USACE CFO.
487. Of the \$389.2 million in expired funds, GRD controlled \$385.2 million, and other agencies controlled the balance of \$4 million.
488. The International Compact for Iraq is a joint GOI-UN effort launched in July 2006 to bring together the international community and multilateral organizations to spur political, economic, and social development in Iraq.
489. SIGIR report, PA-06-078.1 & 079.1, “Quick Reaction Report on the Baghdad Police College, Baghdad, Iraq,” September 27, 2006.
490. A cleanout is a soil (wastewater) pipe fitting and associated piping connected to a building sewer or lateral sewer line.
491. The Project and Contracting Office was transferred to the U.S. Army Corps of Engineers Gulf Region Division on December 4, 2005.
492. SIGIR uncovered this scheme to defraud the CPA of more than \$8.6 million. For complete details of this conspiracy, see the SIGIR October 2006 Report, Appendix J.
493. On August 4, 2006, Salam pled guilty to one count of a violation of the Foreign Corrupt Practices Act of 1997.
494. IIGC members: SIGIR (Chair), DoS IG (Co-Vice Chair), DoD IG (Co-Vice Chair), Army IG, USAID IG, Treasury IG, DoC IG, DCAA, USAAA, GAO (observer member), USACE Chief Audit Executive (observer member).

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