

**GOVERNMENT OF THE DISTRICT OF COLUMBIA**  
**Office of the Inspector General**

Inspector General



April 23, 2009

The Honorable Adrian M. Fenty  
Mayor  
District of Columbia  
Mayor's Correspondence Unit, Suite 316  
1350 Pennsylvania Avenue, N.W.  
Washington, D.C. 20004

Dear Mayor Fenty:

Enclosed please find a copy of a Management Implication Report (MIR 09-I-001) issued on January 16, 2009, to the Office of the City Administrator and the Department of Public Works (DPW). The MIR points out that DPW has not been able to determine the operational availability and status of emergency fixed and mobile generators maintained by most District of Columbia government agencies and offices designated as "Emergency Support Function (ESF) Primary Agencies." When the MIR was issued, only 3 of the 12 agencies designated as ESF agencies responded to a DPW survey regarding the operational availability and status of emergency fixed and mobile generators.<sup>1</sup> The lack of information regarding the operational availability and status of these generators may endanger the effectiveness of the District's Response Plan during an ongoing emergency, as well as the District's short and long-term preparation for emergency conditions. The response to the MIR from DPW dated January 26, 2009, is also enclosed.

The OIG learned of this issue while conducting an ongoing inspection of the Homeland Security and Emergency Management Agency (HSEMA) for which a report will be completed later this year. We are providing this information so that you will be aware of the importance of the issues addressed in the MIR and the corrective actions proposed by DPW.

If you have questions, please contact Alvin Wright, Jr., Assistant Inspector General for Inspections and Evaluations, at (202) 727-8452.

Sincerely,

  
Charles J. Willoughby  
Inspector General

CJW/bd

Enclosures

cc: See distribution list

---

<sup>1</sup> After the issuance of this MIR, a representative from the Office of the Chief Technology Officer (OCTO) informed the OIG that OCTO had previously responded to the survey. We referred this representative to DPW and did not attempt to verify this information.

**DISTRIBUTION:**

Mr. Daniel M. Tangherlini, City Administrator and Deputy Mayor, District of Columbia (1 copy)  
Mr. Neil O. Albert, Deputy Mayor for Planning and Economic Development (1 copy)  
The Honorable Vincent C. Gray, Chairman, Council of the District of Columbia (1 copy)  
The Honorable Mary M. Cheh, Chairperson, Committee on Government Operations and the Environment, Council of the District of Columbia (1 copy)  
The Honorable Jim Graham, Chairperson, Committee on Public Works and Transportation (1 copy)  
The Honorable Phil Mendelson, Chairperson, Committee on Public Safety and the Judiciary (1 copy)  
Mr. William O. Howland, Jr., Director, Department of Public Works (1 copy)  
Mr. George S. Hawkins, Director, District Department of the Environment (1 copy)  
Dr. Pierre Vigilance, Director, Department of Health (1 copy)  
Mr. Clarence H. Carter, Director, Department of Human Services (1 copy)  
Mr. Gabe Klein, Acting Director, Department of Transportation (1 copy)  
Mr. Dennis L. Rubin, Chief, D.C. Fire and Emergency Medical Services Department (1 copy)  
Mr. Darrell L. Darnell, Director, Homeland Security and Emergency Management Agency (1 copy)  
Ms. Cathy Lanier, Chief of Police, Metropolitan Police Department (1 copy)  
Mr. David P. Gragan, Chief Procurement Officer, Office of Contracting and Procurement (1 copy)  
Mr. Chris Willey, Interim Chief Technology Officer, Office of the Chief Technology Officer (1 copy)  
Ms. Robin Eve-Jasper, Acting Director, Office of Property Management (1 copy)  
Ms. Amy Ward, Executive Director, Serve DC – The Mayor’s Office on Volunteerism (1 copy)  
Mr. Daniel A. Harrison Sr., Safety Officer, Department of Public Works (1 copy)  
Mr. Andrew T. Richardson, III, General Counsel to the Mayor (1 copy)  
Ms. Carrie Kohns, Chief of Staff, Office of the Mayor (1 copy)  
Ms. Bridget Davis, Director, Office of Policy and Legislative Affairs (1 copy)  
Ms. Mafara Hobson, Director, Office of Communications (1 copy)  
Mr. William Singer, Chief of Budget Execution, Office of the City Administrator (1 copy)  
Ms. Cynthia Brock-Smith, Secretary to the Council (13 copies)  
Mr. Peter Nickles, Attorney General for the District of Columbia (1 copy)  
Dr. Natwar M. Gandhi, Chief Financial Officer (4 copies)  
Mr. Robert Andary, Executive Director, Office of Integrity and Oversight, Office of the Chief Financial Officer (1 copy)  
Ms. Deborah K. Nichols, D.C. Auditor (1 copy)  
Ms. Kelly Valentine, Director and Chief Risk Officer, Office of Risk Management (1 copy)  
Ms. Jeanette M. Franzel, Managing Director, FMA, GAO, Attention: Sandra Silzer (1 copy)  
The Honorable Eleanor Holmes Norton, D.C. Delegate, House of Representatives, Attention: Bradley Truding (1 copy)  
The Honorable Edolphus Towns, Chairman, House Committee on Oversight and Government Reform, Attention: Ron Stroman (1 copy)  
The Honorable Darrell Issa, Ranking Member, House Committee on Oversight and Government Reform (1 copy)  
The Honorable Stephen F. Lynch, Chairman, House Subcommittee on the Federal Workforce, Postal Service, and the District of Columbia, Attention: William Miles (1 copy)

The Honorable Jason Chaffetz, Ranking Member, House Subcommittee on the Federal Workforce, Postal Service, and the District of Columbia (1 copy)

The Honorable Joseph Lieberman, Chairman, Senate Committee on Homeland Security and Governmental Affairs, Attention: Holly Idelson (1 copy)

The Honorable Susan Collins, Ranking Member, Senate Committee on Homeland Security and Governmental Affairs (1 copy)

The Honorable Daniel K. Akaka, Chairman, Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia (1 copy)

The Honorable George Voinovich, Acting Ranking Member, Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia (1 copy)

The Honorable David Obey, Chairman, House Committee on Appropriations, Attention: Beverly Pheto (1 copy)

The Honorable Jerry Lewis, Ranking Member, House Committee on Appropriations (1 copy)

The Honorable José E. Serrano, Chairman, House Subcommittee on Financial Services and General Government, Attention: Dale Oak (1 copy)

The Honorable Jo Ann Emerson, Ranking Member, House Subcommittee on Financial Services and General Government (1 copy)

The Honorable Daniel K. Inouye, Chairman, Senate Committee on Appropriations, Attention: Charles Houy (1 copy)

The Honorable Thad Cochran, Ranking Member, Senate Committee on Appropriations (1 copy)

The Honorable Richard Durbin, Chairman, Senate Subcommittee on Financial Services and General Government (1 copy)

The Honorable Sam Brownback, Ranking Member, Senate Subcommittee on Financial Services and General Government (1 copy)



**DISTRICT OF COLUMBIA**  
**OFFICE OF THE INSPECTOR GENERAL**  
**CHARLES J. WILLOUGHBY**  
**INSPECTOR GENERAL**

---

**INSPECTIONS AND EVALUATIONS DIVISION**  
***MANAGEMENT IMPLICATION REPORT***

**DEPARTMENT OF PUBLIC WORKS**

**CONCERNS REGARDING THE**  
**AVAILABILITY AND STATUS OF**  
**EMERGENCY FIXED AND MOBILE GENERATORS**

**GOVERNMENT OF THE DISTRICT OF COLUMBIA**  
**Office of the Inspector General**

Inspector General



January 16, 2009

**Via Facsimile**

Daniel M. Tangherlini  
City Administrator and Deputy Mayor  
Office of the City Administrator  
1350 Pennsylvania Avenue, N.W., Suite 533  
Washington, D.C. 20004

William O. Howland, Jr.  
Director  
Department of Public Works  
Frank D. Reeves Municipal Center  
2000 14<sup>th</sup> Street, N.W., 6<sup>th</sup> Floor  
Washington, D.C. 20009

Dear Mr. Tangherlini and Mr. Howland:

This is a Management Implication Report (MIR 09-I-001) to inform you that the Department of Public Works (DPW) has not been able to determine the operational availability and status of emergency fixed and mobile generators maintained by most District of Columbia government (District) agencies and offices designated as “Emergency Support Function (ESF) Primary Agencies.” These agencies and offices need to continue their provision of critical District services in the event of a power outage or other emergency. According to a DPW employee, DPW is responsible for re-fueling generators and bringing mobile generators to sustain emergency operations in District agencies. Generators are only used to maintain critical services, and the buildings in which they are used must be pre-wired for their use. Another employee noted that in the summer of 2008, there was a power outage in a District hospital and, when a generator did not work, DPW employees had to “scramble” to find working generators.

The Director of DPW sent a letter and questionnaire (attached) to these 12 ESF agencies and offices in May 2008 to acquire this information in support of DPW’s responsibilities under ESF #3, Public Works and Engineering, within the District Response Plan (DRP). According to ESF #3, DPW is the primary agency responsible for evaluating and coordinating emergency power support to predetermined facilities.<sup>1</sup> The Director of DPW asked for a response by July, 2008. However, according to information provided to the Office of the Inspector General (OIG), as of January 12, 2009, only 3 of the 12 primary agencies have responded.

The OIG issues MIRs on matters of priority concern that affect multiple District agencies.

---

<sup>1</sup> DISTRICT HOMELAND SECURITY AND EMERGENCY MANAGEMENT AGENCY, DISTRICT RESPONSE PLAN, ESF 3-1 (October 2008).

## Background

On May 29, 2008, the Director of DPW sent a letter to the directors of the following 12 agencies designated as an “ESF primary agency:”<sup>2</sup>

- Department of Health;
- Department of Human Services;
- Department of Public Works;
- District Department of the Environment;
- District Department of Transportation;
- Executive Office of Communications (under the Office of the Mayor);
- Fire and Emergency Medical Services Department;
- Homeland Security and Emergency Management Agency;
- Metropolitan Police Department;
- Office of Contracting and Procurement;
- Office of the Chief Technology Officer; and
- Serve DC (under the Office of the Mayor).

The Director of DPW informed the agencies that an Emergency Power Task Force (EPTF) had been created to “**facilitate the process of reducing the impact of energy system outages at critical facilities to mitigate the loss of life, protect property, and continue to provide constituents with critical services.**” (Letter from William O. Howland, Jr. dated May 29, 2008 (emphasis in the original)).

He attached an EPTF questionnaire to his letter so that each agency could identify necessary information about its critical functions in preparation for the use of fixed and/or mobile generators. Among other things, the questionnaire asked agencies to identify an “Emergency Power Contact Person(s),” describe the agency’s critical functions, and describe their fixed and mobile generators (how many, location, make/model, etc.). The Director of DPW requested that agencies respond by July 1, 2008.

According to a DPW employee, DPW followed up on a lack of response from these agencies by resending the questionnaires twice. However, according to another DPW employee, as of January 12, 2009, only three of the primary agencies have responded: the Department of Public Works, the Department of the Environment, and Fire and Emergency Medical Services. A DPW employee stated that all agencies have been contacted about responding to the questionnaire, and that the issue was raised during training at HSEMA with other agencies.

The OIG believes that a lack of knowledge by DPW and other “primary” agencies and offices about the sufficiency and operational capability of their existing emergency generators (or the need for such generators) is a serious deficiency that endangers the effectiveness of the DRP’s implementation during an ongoing emergency, as well as the District’s short- and long-term preparations for emergency conditions.

---

<sup>2</sup> DISTRICT HOMELAND SECURITY AND EMERGENCY MANAGEMENT AGENCY, DISTRICT RESPONSE PLAN, ESF 1-1 - ESF 16-1 (October 2008).

## Recommendations

The OIG recommends that:

1. The City Administrator direct all affected agencies to respond immediately to the DPW questionnaire and to cooperate expeditiously and fully with the Emergency Power Task Force in quickly identifying and filling their emergency power needs.
2. The Director of DPW coordinate with affected agencies on these activities on a priority basis, and implement procedures and assurance steps necessary to reduce the impact of energy system outages at critical facilities.

Please provide your comments to this MIR by February 13, 2009. Your response should include actions taken or planned, dates for completion of planned actions, and reasons for any disagreement with the concerns and recommendations presented. Please distribute this MIR only to those who will be directly involved in preparing your responses.

Should you have any questions or desire a conference prior to preparing your response, please contact [REDACTED], Director of Planning and Inspections on [REDACTED].

Sincerely,



Charles J. Willoughby  
Inspector General

CJW/bd

cc: George S. Hawkins, Director, District Department of the Environment  
Dr. Pierre Vigilance, Director, Department of Health  
Clarence H. Carter, Director, Department of Human Services  
Frank Seales, Jr., Interim Director, Department of Transportation  
Dennis L. Rubin, Chief, D.C. Fire and Emergency Medical Services Department  
Mafara Hobson, Director, Office of Communications – Executive Office of the Mayor  
Darrell L. Darnell, Director, Homeland Security and Emergency Management Agency  
Cathy Lanier, Chief of Police, Metropolitan Police Department  
David P. Gragan, Chief Procurement Officer, Office of Contracting and Procurement  
Vivek Kundra, Chief Technology Officer, Office of the Chief Technology Officer  
Robin Eve-Jasper, Acting Director, Office of Property Management  
Amy Ward, Executive Director, Serve DC – The Mayor's Office on Volunteerism  
Daniel A. Harrison Sr., Safety Officer, Department of Public Works

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DISTRICT DEPARTMENT OF PUBLIC WORKS



Office of the Director

May 29, 2008

Dear Agency Director:

The purpose of the Emergency Power Plan is to develop a framework for Emergency Support Function (ESF) #3 to provide temporary standby power sources to District - managed critical facilities during an extended period without power.

The Emergency Power Task Force (EPTF) was created to assist in identifying critical District Agency functions and their needs in regards to emergency power. Their mission is to **"facilitate the process of reducing the impact of energy system outages at critical facilities to mitigate the loss of life, protect property, and continue to provide constituents with critical services."**

In order to accomplish this mission, we need your assistance. Attached is an EPTF Questionnaire that deals specifically with your agency and its critical functions. Your agency Emergency Power contact person or Lead Emergency Liaison Officer (ELO) should complete this questionnaire. Please insure that this questionnaire is completed and returned to the EPTF contact person, [REDACTED] at [REDACTED]@dc.gov, no later than July 1, 2008.

The EPTF's regularly scheduled meetings are every 2<sup>nd</sup> Tuesday of the month at 10:00 am. The next scheduled meeting will be at the Reeves Center, 2000-14<sup>th</sup> St. NW Washington, DC 20009, 6<sup>th</sup> floor DPW main conference room, on July 8. We look forward to your agencies participation and attendance. I have asked [REDACTED] to oversee this project, if you have any questions please contact him at 202-671-[REDACTED] or [REDACTED]@dc.gov.

Sincerely,

  
William O. Howland, Jr.  
Director

Attachments

DPW's Emergency Power Task Force (EPTF) Questionnaire is not included in the MIR as the supplied document was a confidential draft.

GOVERNMENT OF THE DISTRICT OF COLUMBIA  
DEPARTMENT OF PUBLIC WORKS



RECEIVED  
1/26/09  
#10374

Office of the Director

January 26, 2009

Via facsimile (727.9846) & regular mail

Inspector Charles J. Willoughby  
717 14<sup>th</sup> Street, 5<sup>th</sup> Floor  
Washington, DC 20005

Dear Mr. Willoughby:

**RE: Management Implication Report (MIR-09-I-001)**

Thank you for your letter of January 16, 2009, containing describing the obligation of the Department of Public Works ("DPW") to help provide and refuel generators for Emergency Support Function primary agencies during a power outage or other emergency. Before responding to the substance of that letter, please let me correct one piece of information referred to in that letter. DPW did not work during the summer of 2008 to find a working generator for a hospital during a power outage. If anyone on my staff created that impression that DPW did so, I apologize.

As you noted, DPW sent a questionnaire to the primary agencies several times for information about the equipment and for site information needed in order to plan for the use of mobile generators. DPW has also made follow up inquiries to the agencies that did not respond to the questionnaire. Unfortunately, nine of the twelve primary agencies still have not responded to DPW's questionnaire.

I agree wholeheartedly with your recommendation that the City Administrator should instruct all primary agencies to respond to DPW's questionnaire. I ask that the City Administrator also instruct the primary agencies to answer any follow up questions posed by DPW. With these responses, DPW can work to provide and refuel generators. This will contribute to the continued performance of key government functions during emergencies and I thank you for your attention to this important issue.

Yours truly,

William O. Howland, Jr.

cc: Safety Officer, DPW  
 Assistant Attorney General, DPW