

2014-2017 Business Plan

Fire and Emergency Services-NL




Newfoundland
Labrador

Fire and Emergency Services

Message from the Minister



As Minister Responsible for Fire and Emergency Services-NL (FES-NL), I am pleased to present this Business Plan for the period April 1, 2014 to March 31, 2017. In accordance with the *Transparency and Accountability Act*, FES-NL is a category 2 government entity. This plan considered government's strategic directions and was prepared under my direction in accordance with the *Transparency and Accountability Act*. I am accountable for the preparation of the plan and for achieving the goals and objectives contained within this plan.

Public safety is the Provincial Government's top priority in any emergency situation, and the primary role of FES-NL is to develop and maintain a fire and emergency management system for the province in collaboration with our partners and stakeholders. FES-NL's vision is a province where citizens, communities, partners and governments are prepared to deal with, respond to and recover from emergencies, disasters and fires so that our people, property and environment are protected. Everyone has a role to play when it comes to being prepared. And, over the next three years, FES-NL will continue to strengthen its support for municipal fire protection services and emergency management activities.

This business plan was made possible by the hard work and dedication of the staff at FES-NL, and I would like to thank all those involved for their significant contributions.

A handwritten signature in black ink, appearing to be 'S. Kent', written in a cursive style.

HONOURABLE STEVE KENT
Minister

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Business Plan Overview

Fire and Emergency Services-Newfoundland and Labrador (FES-NL) is tasked with developing and maintaining a modern and robust emergency management system in the province, in collaboration with agency partners and stakeholders, in planning against, preparing for, responding to and recovering from emergencies, disasters and fires.

FES-NL is primarily responsible for both the provision of emergency preparedness and emergency response, planning, and training, and for a leadership role in the coordination of fire protection and fire prevention services throughout the province. In addition FES-NL is responsible for the maintenance of a business continuity plan for the Government of Newfoundland and Labrador so as to provide for the availability of its essential services if impacted by a disruption in service or emergency event. FES-NL is also responsible for the maintenance of an emergency management plan for the Province.

As of April 1, 2014 FES-NL has a staff complement of 28; 15 females and 13 males. It is headquartered in St. John's and operates offices in Clarenville, Grand Falls-Windsor, Deer Lake and Happy Valley-Goose Bay.

FES-NL's budget for 2014-15 is \$11,530,700. Expenditures associated with this budget include funding related specifically to Executive Support, Fire Services, Emergency Services, Disaster Assistance, and Fire Protection Vehicles and Equipment. Provincial expenditures related to Disaster Financial Assistance Arrangements (DFAA) may be eligible for partial Federal Government reimbursement, up to 90% as per the DFAA cost-shared ratio.

Mandate

The *Emergency Services Act* (the Act) was proclaimed on May 1, 2009, and established Fire and Emergency Services – Newfoundland and Labrador (FES-NL). The mandate of FES-NL is to develop and maintain a fire and emergency management system in Newfoundland and Labrador to mitigate against, prepare for, respond to and recover from fires and other emergencies. The Act further mandates FES-NL to develop and maintain a business continuity plan for the government of the province and an emergency management plan for the province. The Act further states that the agency has and shall exercise those powers and duties vested in the *Fire Protection Services Act*. The duties and responsibilities of the Fire Commissioner are outlined in the *Fire Protection Services Act*.

Lines of Business

In fulfilling its mandate, FES-NL delivers the following distinct lines of business which encompass a wide variety of programs and services. Please note, some programs and services identified below may be subject to an application process, eligibility requirements, a request, or subject to the availability of resources. For further information, please contact FES-NL at 709-729-3703 or 709-729-1608.

Awareness, Education, Training and Certification

FES-NL is the agency within the Provincial Government that promotes awareness and provides education, training and certification services to the general public, communities, emergency responders and the fire service. The agency assists individuals, communities and governments with the means and knowledge required to prepare themselves for and respond to a future disaster or emergency (emergency preparedness), and delivers various fire safety and public education programs.

With regards to the fire service in the province, FES-NL conducts fire services training, Hazardous Materials Response Training, and certification and testing. Some of its training standards are developed and set by the agency itself while others are adopted from national standards. FES-NL also provides training and education programs such as Basic Emergency Management (BEM), Emergency Operations Center Management (EOCM), Public Information Officer (PIO), and incident management training for emergency response personnel. FES-NL also

works with a variety of external partners to provide advanced accredited fire and emergency management training.

Fire Services, Emergency Management and Support Services

FES-NL fulfills a number of planning, response, recovery and support functions under its fire and emergency management and support services line of business. As with the previous line of business, it assists individuals, communities, private sector and governments with the means and knowledge required to prepare themselves for and respond to a disaster or emergency. It may also assist in the management of an emergency or disaster in partnership with the affected area. FES-NL may manage and/or support any large scale emergency or disaster and coordinates the activities and operations with first responders and service providers; this includes the coordination of multi-disciplinary and multi-jurisdictional response.

FES-NL delivers the Newfoundland and Labrador Disaster Financial Assistance Program (NL-DFAP) which may provide financial assistance for the restoration of property, land and buildings to pre-disaster state in the circumstance of an eligible adverse event. Expenditures may be recovered by the Provincial Government under the federal DFAA program. Under DFAA, Canada provides financial assistance to provinces and territories when the cost of dealing with an eligible disaster places an undue burden on the provincial economy; funds are received through an application and the claim process is administered by FES-NL and subject to federal eligibility requirements and federal audit.

FES-NL administers an Emergency Air Services Program whereby upon request from policing services, FES-NL will facilitate the access to air support for ground search and rescue activities for lost and missing persons. In these situations, FES-NL authorizes and pays for contracted air support arranged by the Air Services Division of the Department of Transportation and Works. It also authorizes and funds contracted air services to conduct ground search and rescue training, and to conduct adverse event assessment (such as a flood).

FES-NL is in the process of developing a province-wide Basic 911 system. In 2013-14 an implementation team was put in place to meet the public commitment to have the system in place, and begin planning for Next Generation 911, by December 2014.

FES-NL conducts fire protection assessments on municipal fire departments and the results are shared with those departments and their host municipalities. The agency is also a source of advice for fire departments on organizational, technical or tactical issues. The agency also provides cost-shared funding for municipal firefighting equipment and firefighting vehicles under the Firefighting Equipment and Fire Protection Vehicle programs, respectively. These programs are application driven and follow an assessment process to assist municipalities in acquiring necessary firefighting resources.

FES-NL distributes long service awards to firefighters and administers the Firefighter Licence Plate Program. All volunteer and career firefighters throughout the province, which meet eligibility requirements, may apply to FES-NL for these recognitions. The long service award recognizes 20, 25, 30 and 35 years of service. The specialty licence plate, issued by the Motor Vehicle Registration Division of Service Newfoundland and Labrador, acknowledges that a vehicle is registered to a firefighter.

FES-NL provides facilitative and supportive services to Provincial Government departments and relevant agencies for the maintenance of business continuity plans (BCPs) and programs for the Government of Newfoundland and Labrador.

Regulation, Enforcement and Reporting

FES-NL performs a number of assessment, inspection, investigation, report and permit functions in the delivery of the regulation, enforcement and reporting line of business to ensure fire protection and life safety. Examples include compiling the provincial fire loss statistics and annual fire loss report, conducting fire investigations, conducting fire prevention and life safety inspections, fulfilling the legislated responsibility for fire protection services assessment and issuing a variety of permits and orders such as a permit to service fire protection equipment or building capacity orders. Furthermore, when a municipal council, local service district, or region has developed an emergency management plan and has approved it in principle, the plan must be submitted to the Director of Emergency Services for approval prior to adoption by that municipality, local service district, or region.

Values

FES-NL supports the implementation of an emergency management strategy designed to develop and maintain a modern and robust fire and emergency management system in the province, in collaboration with agency partners and stakeholders, in planning against, preparing for, responding to and recovering from emergencies, disasters and fires. In fulfilling this responsibility, the agency fosters an organizational culture based on several core values highlighted below.

The character of the agency is promoted and explained through the core values and the associated action statements. These values guide FES-NL as it delivers its core lines of business.

CORE VALUES	ACTION STATEMENTS
Integrity	Staff promote the use of accurate and unbiased advice and respect the principle of confidentiality
Dedication to Teamwork	Staff are innovative and promote working environments of collaboration, respect, trust and inclusion
Equity	Staff are empathetic to clients and deal fairly and consistently with individuals, communities, organizations, stakeholders
Accountability	Staff take responsibility for their actions while adhering to timeframes and applicable guidelines and standards
Leadership	Staff fulfill a leadership role in the provision of fire and emergency services
Safety	Staff promote safety and responsiveness in order to save life, the environment, and property.

Primary Clients

FES-NL has defined its primary clients as any person, group, or organization served by or using its programs and services. These clients include the following: citizens and families; local governments; fire departments and firefighters; first responders; policing services; individuals impacted by emergency, disasters and fires; government departments and agencies; and the private sector.

Partners of FES-NL include all stakeholders in the fire and emergency service field, including critical infrastructure providers, various federal and provincial government departments and agencies, policing services, the private sector and many non-governmental organizations throughout Newfoundland and Labrador.

Vision

The vision of FES-NL is a province where citizens, communities, partners and governments are prepared to deal with, respond to and recover from emergencies, disasters, and fires to protect the province's people, property and environment.

Mission 2017

The Mission Statement identifies the priority focus of the Minister for two business planning cycles: 2011-2014 and 2014-2017. In Budget 2007, government created FES-NL to help achieve progress towards its vision of a province better prepared to deal with a variety of emergencies, disasters and fires with the mission at that time to work towards the creation of a modern and robust fire and emergency management system. FES-NL will continue its work toward enhancing the development of a modern and robust emergency management system, building on its past achievements.

FES-NL's Mission remains consistent with government's strategic direction of improved emergency preparedness for all and reflects the key longer-term result that the agency is working towards. Emergency preparedness is the foundation to the development of a modern and robust emergency management system. Improving capacity for emergency preparedness is everyone's business – individuals, communities, organizations, businesses, governments, etc. In Newfoundland and Labrador, the fire protection services force is the backbone of our emergency management system – firefighters from municipal fire protection

services are often the very first responders to emergencies of all types. However, firefighters are among many partners involved in emergency preparedness and response activities. There are many clients and stakeholders (see Primary Client section page 9) that need to be better prepared and one of the ways that this can be achieved is to improve communication of all those involved in the emergency management field. Lastly, in an effort to develop and maintain a modern and robust emergency management system, government has a legislative obligation to maintain both a Business Continuity Plan and a Provincial Emergency Management Plan for the Province of Newfoundland and Labrador.

Mission: By March 31, 2017, FES-NL will have further enhanced the development of a modern and robust fire and emergency management system.

Measure: *Modern and robust fire and emergency management system is enhanced.*

Indicators:

- Improved capacity for emergency preparedness
- Improved capacity for fire protection services
- Client and stakeholder communication is improved
- Business Continuity Plan is maintained and exercised
- Provincial Emergency Management Plan is developed

Issues

As FES-NL continues to work to achieve progress on further enhancing the development of a modern and robust emergency management system as indicated in its Mission statement, the following issues have been identified as priorities for the Minister over the next three years.

Issue One: Strengthening Support for Municipal Fire Protection Services

The fire protection services system in Newfoundland and Labrador includes approximately 280 municipal fire departments located across the province. These fire departments include career fire departments, volunteer fire departments, and composite fire departments which are a combination of paid and volunteer firefighters. Regardless of the type of municipal fire department, all are owned and operated by their respective municipalities. FES-NL is the primary source of advice for these fire departments on organizational, technical and tactical issues. FES-NL is also responsible to provide the legislative framework regarding the provision of fire protection services in the province and sets and develops training standards or adopts national standards to facilitate consistent application.

Over the past three years, FES-NL has in cooperation with all municipalities and their fire departments, completed municipal fire protection assessments. These assessments have assisted municipalities to make informed decisions about the type and level of fire protection services that can be provided in their communities. In some instances, this has led to the sharing of fire protection services amongst municipalities through the effective allocation of firefighting equipment and human resources resulting in enhanced service provision. FES-NL will continue to work with willing municipalities to pursue the sharing of fire protection services where appropriate. In addition, FES-NL has completed a review of its fire protection services training programs by consulting with the fire service. This review resulted in a change in the delivery format from offering two fire and emergency services training schools with limited regional training to now offering one fire and emergency services training school per year, supplemented by enhanced regional training opportunities. Furthermore FES-NL introduced a new application process for firefighting equipment and vehicles thereby improving the Provincial Government's evaluation process for awarding municipalities with equipment and vehicles. FES-NL is now in a better position to identify provincial trends in the provision of fire protection services, seek

opportunities to support the sharing of these services and deliver responsive training. This is directly related to the Provincial Government's strategic direction of improved emergency preparedness for all citizens and communities in Newfoundland and Labrador.

Goal One: By March 31, 2017, FES-NL will have supported communities' capacity to provide enhanced fire protection services

Measure: Supported communities' capacity to provide enhanced fire protection services

Indicators:

- Municipal fire department assessment results are analyzed and trends identified
- Appropriate standards of service for municipal fire departments are identified
- Alternative approaches for fire protection services in regions of the province are explored and promoted
- Emergency response zones for municipal fire departments are identified
- An electronic incident management reporting system for the fire service is implemented
- Training for fire protection services is provided each year based on identified need

Objectives:

1.1 By March 31, 2015 FES-NL will have provided information to local governments and their fire departments to support improvements in the delivery of municipal fire protection services and will have offered training

Measure: Information is provided to local governments and their fire departments and training is offered

- Results of the analysis of the municipal fire department assessments are made public and shared with local governments and their fire departments
- Some appropriate standards of service are identified for municipal fire departments
- Emergency response zones for municipal fire departments are identified
- Training for fire protection services is provided with a regional focus

1.2 By March 31, 2016 FES-NL will have promoted sharing of fire protection services

1.3 By March 31, 2017 FES-NL will have further continued to promote sharing of fire protection services

Issue Two: Emergency Management

Over the past three years, FES-NL has successfully embarked upon an aggressive emergency management agenda. FES-NL, in partnership with internal departments and agencies, produced the first provincial emergency management plan (PEMP). The PEMP has since been revised and updated in accordance with sound emergency management practices. FES-NL is now better positioned to expand the PEMP to include external emergency management partners and stakeholders. In addition, real life events and 'table top exercises' have occurred that have validated the PEMP and led to ongoing enhancements. A table top exercise is a group discussion guided by a simulated emergency event or disaster designed to review the procedures and processes that would be used in a real emergency event or disaster.

FES-NL has also actively engaged many municipalities in the emergency management planning process with 97% of the population currently covered by either an approved emergency management plan, or within a municipality that has initiated the emergency management planning process. In some cases, the emergency management plan is a regional one which encompasses two or more municipalities. For smaller municipalities, FES-NL has modified the municipal emergency management planning process to address their unique circumstances. While some municipal emergency management plan validation has occurred, more municipalities need to participate in exercising their emergency management plans. FES-NL will now focus its efforts upon assisting more municipalities to validate their emergency management plans through a combination of training and exercising, and encouraging municipalities to include their local emergency management stakeholders in these processes. FES-NL will also adapt its training program as necessary to support this new focus on municipal emergency plan validation. All of these actions are consistent with the Provincial Government's strategic direction of improved emergency preparedness for all citizens and communities in Newfoundland and Labrador.

Finally, FES-NL has been actively engaged in helping to meet the Provincial Government's commitment that, by the end of 2014, Basic 911 service via landline telephones will be expanded throughout the province and planning for Next Generation (NG) 911 (which provides caller and location information as well

as enabling texting and photo sharing) will have commenced. While it is anticipated, once legislation has been proclaimed, that a not for profit corporation at arm's length to government – NL 911 Bureau Inc. - will be created to establish and operate the province-wide 911 service on a go forward basis, FES-NL will continue to be engaged as the primary point of contact between the Provincial Government and the Bureau.

Goal One: By March 31, 2017, FES-NL will have enhanced the emergency management capacities of partners, communities and governments

Measure: Emergency management capacities enhanced

Indicators:

- Emergency management planning activities are expanded
- Emergency management training is improved to meet identified needs
- 911 services are enhanced

Objectives:

2.1 By March 31, 2015 FES-NL will have supported municipal emergency management capacity

Measure: Municipal emergency management capacity supported

Indicators:

- Increase municipal participation in emergency management plan validation processes
- Encourage local emergency management partner involvement in the municipal emergency management plan validation processes
- Offer Incident Command System (ICS) training, level 100 and 200
- Implement province wide Basic 911 service
- Support the work of the NL 911Bureau Inc. in planning for Next Generation 911

2.2 By March 31, 2016 FES-NL will have advanced provincial emergency management plan validation

2.3 By March 31, 2017 FES-NL will have strengthened emergency management partnerships with our internal and external stakeholders

Strategic Direction 2014-2017

Title: Emergency Preparedness

Strategic Direction: Improved emergency preparedness for all citizens and communities in Newfoundland and Labrador

Clarifying Statement: This outcome supports the policy direction of government and requires systematic intervention by Fire and Emergency Services-Newfoundland and Labrador in the areas of:

Strategic Direction Components	Business Plan	Operational Plan	Divisional Work Plan
Emergency Management	X		
Fire Protection Services	X		
Province-wide 911	X		