

2011-14

BUSINESS PLAN



**Fire and Emergency
Services –
Newfoundland and
Labrador**

MESSAGE FROM THE MINISTER



As Minister Responsible for Fire and Emergency Services–Newfoundland and Labrador (FES-NL), I am pleased to present this Business Plan for the period of 2011-2014. 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.

The impact and ultimate devastation that can result from emergencies and natural disasters are fresh in the minds of many residents of our province. It continues to be understood that no single segment of our society can be expected to meet the complex needs of a major emergency or disaster on its own. It is for that reason Fire and Emergency Services-Newfoundland and Labrador continues to envision a comprehensive, integrated program of mitigation, preparedness, response and recovery, for emergencies and disasters of any kind, as well as awareness, education, certification and training initiatives within the provincial fire services. With this in mind, FES-NL is primarily responsible for developing and maintaining a fire and emergency management system in Newfoundland and Labrador – part of the continued focus of our provincial government in being a driving force to enhance emergency preparedness and fire services throughout the province.

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 that reads "Kevin O'Brien".

HONOURABLE KEVIN O'BRIEN
Minister

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OVERVIEW

Fire and Emergency Services-Newfoundland and Labrador (FES-NL) is tasked with the implementation of an emergency management strategy designed to develop and maintain 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 and/or delivery of fire protection and fire prevention services throughout the province. In addition the agency is responsible for the development and maintenance of both a business continuity plan for the Government of Newfoundland and Labrador and an emergency management plan for the Province.

FES-NL has a current staff complement of 18 females and 12 males. It is headquartered in St. John's and operates regional offices in Clarenville, Grand Falls-Windsor, Deer Lake and Happy Valley-Goose Bay, Labrador.

FES-NL's current and capital budget for 2011-12 is \$32,204,800. Expenditures associated with this budget include funding related specifically to Executive Support, Fire Services (Fire Commissioner's Office), Emergency Services (Emergency Measures Organization), Joint Emergency Preparedness Program (JEPP), Disaster Assistance, and Fire Protection Infrastructure.

Expenditures associated with current costs are \$4,804,800 and includes Executive Support, Fire Services (Fire Commissioner's Office), Emergency Services (Emergency Measures Organization) and the Joint Emergency Preparedness Program. Capital costs (\$27,400,000) are associated with Disaster Financial Assistance Arrangements (DFAA) under Disaster Assistance and Fire Protection Infrastructure. Fire and emergency services projects approved under JEPP are cost shared 50/50 between approved groups and the provincial government, with the Province's 50% share recoverable from the federal government. Provincial expenditures related to DFAA may be eligible for partial federal government reimbursement, up to 90% as per the DFAA cost-shared ratio.

MANDATE

The *Emergency Services Act* was proclaimed on May 1, 2009. Section 3.(1) 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 development and maintain a business continuity plan for the government of the province and an emergency management plan for the province (Section 4.(1) of the *Emergency Services Act* refers).

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 729-3703 or 729-1608.

AWARENESS, EDUCATION, TRAINING AND CERTIFICATION

FES-NL is the agency within the provincial public service that promotes awareness and provides education, training and certification services to the general public, 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, 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), and Public Information Officer (PIO) 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/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 also manages and/or supports any large scale emergency or disaster and coordinates the activities and operations of all first responders/service providers; this includes the coordination of multi-disciplinary and multi-jurisdictional response.

FES-NL is responsible for the planning/implementation of the federal provincial Joint Emergency Preparedness Program (JEPP) which may provide certain financial assistance for emergency preparedness and other resources to respond to emergencies. It is administered on behalf of Canada and has an eligibility requirement.

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

FES-NL delivers an Emergency Air Services Program which assists police forces when requested, in search and rescue activities for lost and missing persons. It also utilizes air services to conduct training and ground search and rescue and to conduct flood assessment.

The agency is a source of advice for fire departments on organizational, technical or tactical issues. The agency also provides funding for municipal firefighting equipment and firefighting vehicles under the Fire Protection Financial Assistance (firefighting equipment) and the Fire Protection Infrastructure (firefighting vehicles) programs. 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 across the province, which meet eligibility requirements, are eligible to apply for a firefighter licence plate from the Department of Government Services. This specialty licence plate acknowledges that a vehicle is registered to a firefighter.

FES-NL provides facilitative and support services to provincial government departments and agencies for the maintenance of business continuity plans (BCP) and is developing an implementation strategy to move Government from plan development to the establishment of a BCP program 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 and disasters. 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 their programs and services who are the principle beneficiaries of its lines of business. These clients include the following: citizens and families; local governments; fire departments and firefighters; first responders; police agencies; individuals impacted by fires, emergencies and disasters; 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, police agencies, the private sector and many Non-Governmental Organizations found in 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 fire, emergencies, and disasters to protect the province's people, environment and property.

MISSION 2017

The Mission statement identifies the priority focus of the Minister over the next 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. At this point in FES-NL's evolution, FES-NL will work toward enhancing the development of a modern and robust emergency management system, building on the work it achieved from its Business Plan 2008-2011.

The current Mission remains consistent with FES-NL's strategic direction of improved emergency preparedness for all and reflects the key longer-term result that the agency will be 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 one of many involved in emergency preparedness and response activities. There are many clients and stakeholders (see Primary Client section page 8) 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 assumed a legislative obligation to develop 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

STRATEGIC ISSUES

Issue One – Fire Protection Services

The fire protection services system in Newfoundland and Labrador includes almost 300 municipal fire departments located across the province. These fire departments include career fire departments, volunteer fire departments, and composite fire departments (combination of paid and volunteer firefighting force). Regardless of the type, all fire departments in the province are owned and operated by their respective municipalities while FES-NL is a source of advice for those fire departments on organizational, technical or tactical issues. FES-NL also has the responsibility to legislate and regulate the provision of fire protection services in the province and sets and develops training standards or adopts national standards to ensure consistent application.

Over the past several years, significant investments have been made to support the volunteer fire service. For example, Budget 2010 doubled the investment in firefighting equipment from \$500,000 to \$1 million, while also increasing expenditures on firefighting vehicles to a total of \$2.5 million. Additionally FES-NL delivers two fire and emergency management training schools per year, one in the spring and one in the fall, in different locations in the province. However, FES-NL recognizes that funding and training alone is not enough. It is time to reflect and take stock of the state of the current fire protection services delivery system and move towards modernizing and rationalizing the delivery of these services throughout Newfoundland and Labrador. This is directly related to FES-NL's strategic direction of improved emergency preparedness for all citizens and communities in Newfoundland and Labrador. Municipal fire protection services need to be assessed paying close attention to both the asset base (firefighting vehicles and equipment) and the training requirements of our volunteer firefighters. This approach will assist those communities that own and operate municipal fire protection services to make evidence based decisions about the type of fire protection services it can provide, and will assist FES-NL to evaluate and revise the current training model for fire protection services so that collectively we can influence the likelihood of enhanced fire protection services for our province's citizens.

Goal One: By March 31, 2014, FES-NL will have supported local communities in their ability to provide enhanced fire protection services by providing information and recommendations to support evidence-based decision making.

Measure: Information and recommendations provided to support evidence-based decision making.

Indicators:

- Municipal fire protection services are assessed
- Information and recommendations provided to local communities
- Information and recommendations provided to Government
- Training for fire protection services is enhanced

Objectives:

- 1.1 By March 31, 2012, FES-NL will have assessed fire protection services and training requirements and provided recommendations to communities.

Measure: Fire protection services and training requirements are assessed and recommendations provided to communities

Indicators:

- Some municipal fire protection services assessments complete
 - Municipal fire protection services assessments are analyzed
 - Recommendations from the municipal fire protection services assessment are provided to the communities
 - Current training model for fire protection services is reviewed
 - Fire protection services training opportunities are provided
- 1.2 By March 31, 2013, FES-NL will have provided recommendations to additional communities and enhanced training delivery.
- 1.3 By March 31, 2014, FES-NL will have further enhanced training delivery and provided recommendations to Government and remaining communities regarding delivery of fire protection services.

Issue Two – Emergency Management

FES-NL has embarked upon an aggressive emergency management planning agenda which is reflective of its strategic direction for emergency preparedness and specifically the commitment to assist with comprehensive planning. It is engaged in emergency management planning on a provincial level by working on the development of a Provincial Emergency Management Plan and making progress on the Province's Business Continuity Plan. FES-NL is also actively engaged with many communities across the province and is providing assistance to these communities to develop their own emergency management plans or to join together and create a regional emergency management plan. Furthermore, much time and effort is focused on the development and delivery of various emergency management training opportunities, both at a local level and at bi-annual fire and emergency management training schools. All these activities are about capacity - helping to build the capacity of individuals, communities, emergency management partners, and governments to be better positioned and better prepared when an emergency occurs. FES-NL believes that enhancing emergency management capacity is about giving the right tools and where-with-all to act in all kinds of emergencies; this work encompasses a wide variety of emergency management planning activities and providing opportunities for emergency management training.

Goal Two: By March 31, 2014, FES-NL will have enhanced the emergency management capacities of partners, communities and governments

Measure: Enhanced emergency management capacities

Indicators:

- Emergency management planning activities supported
- Enhanced emergency management training

Objectives:

2.1 By March 31, 2012, FES-NL will have advanced planning and training activities related to emergency management

Measure: Advanced emergency management planning and training activities

Indicators:

- Local and regional planning activities are advanced
- Provincial emergency management plan is developed
- Progress is made on business continuity planning
- Emergency management training opportunities are continued

- 2.2 By March 31, 2013, FES-NL will have further advanced emergency planning activities and evaluated training
- 2.3 By March 31, 2014, FES-NL will have further enhanced planning and training activities

Strategic Directions 2011-2014

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
Comprehensive Planning	X		
Policy and Program Development	X		
Communications and Public Education			X