

2008-11

# BUSINESS PLAN



**FIRE AND  
EMERGENCY  
SERVICES -  
NEWFOUNDLAND  
AND LABRADOR**

  
**Newfoundland  
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 2008-2011. This plan considered Government's strategic priorities, was prepared under my direction in accordance with the *Transparency and Accountability Act*, and I am responsible for achieving the goals and objectives contained within this plan.

Our province has experienced its share of natural disasters and fire in recent years. We understand that no single segment of society can meet the complex needs of a major emergency or disaster on its own. Fire and Emergency Services - Newfoundland and Labrador envisions a comprehensive, integrated program of mitigation, preparedness, response and recovery, for emergencies and disasters of any kind. It provides awareness, education, certification and training initiatives within the provincial fire services. Developing and maintaining a fire and emergency management system in Newfoundland and Labrador is part of the continued focus of our provincial government. We continue our efforts to enhance emergency preparedness and fire services throughout the province, for the people of Newfoundland and Labrador.

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 "Dave Denine". The signature is fluid and cursive, with a large initial "D".

**HONOURABLE DAVE DENINE**  
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 leading the development of a provincial Business Continuity Plan (BCP) for the Government of Newfoundland and Labrador.

The agency has a current staff complement of 10 females and 14 males. FES-NL is headquartered in St. John's and operates regional offices located at Clarenville, Grand Falls-Windsor, and Deer Lake.

Budget 2007 provided \$1.2M to establish the agency. This included funding for a BCP Secretariat to lead the development of a provincial BCP for government. Since 2006, government has significantly increased its funding related specifically to executive support, the Office of the Fire Commissioner, emergency measures, and Joint Emergency Preparedness Program (JEPP).

FES-NL's operational and capital budget for 2008-09 is \$15.93M. Expenditures associated with this budget include operational costs (\$3.33M) for Executive Support, Fire Commissioner's Office, Emergency Measure Organization and Joint Emergency Preparedness Projects. Capital costs (\$12.6M) are associated with Disaster Financial Assistance Arrangements (DFAA) under Disaster Assistance. 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 mandate of FES-NL is derived from Cabinet direction (OC2007-084) and under the authority of section 2(d) of the *Emergency Measures Act*, section 3(1) of the *Fire Prevention Act*, section 9 of the *Executive Council Act*, and the Prerogative of the Crown. It is acknowledged that both the *Fire Prevention Act* and the *Emergency Measures Act* are under review and will result in new legislation for Cabinet consideration and approval.

The mandate of the agency 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 major emergencies and disasters, and includes the development of a Business Continuity Plan for the Government of Newfoundland and Labrador (OC2007-210).

## 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 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, the agency 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. The agency also provides training and education programs such as Basic Emergency Management (BEM) and Emergency Operations Center Management (EOCM) for emergency response personnel. FES-NL also coordinates provincial applications for advanced emergency management training at the Canadian Emergency Management College in Ottawa.

## **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 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 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.

Also, FES-NL is responsible for joint contingency planning with all levels of government, the private sector and the civilian population. This is referred to as the Planning and Operations Program.

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 equipment and other resources at the municipal level 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.

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 with 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 recommendations to the Department of Municipal Affairs on possible funding for firefighting infrastructure projects under the Municipal Capital Works program. As well, FES-NL administers the Fire Protection Financial Assistance program.

FES-NL sets and develops fire service training standards or adopts national standards to ensure consistent application. It also distributes long service awards to firefighters.

FES-NL provides facilitative and support services to provincial government departments and agencies for the development of business continuity plans and will develop an overall provincial Business Continuity Plan for the Government of Newfoundland and Labrador.

## **REGULATION, ENFORCEMENT AND REPORTING**

FES-NL performs a number of 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 department inspections 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 has established an emergency measures plan it must be submitted to the Minister for approval prior to implementation.

## VALUES

FES-NL supports 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 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 establishes itself as a new agency within government.

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, property, and the environment



## 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, property and the environment.

## MISSION

The Mission statement identifies the priority focus of the Minister over the next three planning cycles; this includes the timeframe up to March 31, 2011. In February 2006, Government appointed a Deputy Minister to conduct a review of emergency preparedness and planning and to develop a comprehensive approach for emergency preparedness within the provincial government. Based upon this review, FES-NL was created. The agency's mission statement reflects the key longer-term result that the new agency will be working towards, is based on this comprehensive review of emergency preparedness and planning within the provincial government, and is directly linked to the agency's strategic direction. While FES-NL acknowledges and works towards the creation of a modern and robust emergency management system, efforts will be continually made to maintain and enhance this system.

**Mission:** By 2011, FES-NL will have worked towards the creation of a modern and robust fire and emergency management system in the province of Newfoundland and Labrador.

**Measure:** *Modern and robust fire and emergency management system*

Indicators:

- FES-NL has identified its organizational structure, is staffed and functioning
- Relationships with various agency partners have been established and/or enhanced including an understanding of respective roles
- Applicable fire and emergency management legislation has been reviewed and changes to legislation recommended
- An all hazards approach has been utilized in business continuity planning efforts within government departments and agencies
- A public communication and awareness program has been developed by the agency

## ISSUES

In 2007, Government created Fire and Emergency Services–Newfoundland and Labrador as a means to improve and enhance the state of fire and emergency services in the province. To this end, the following issues have been identified as key priorities for the Minister over the next three years:

1. Organizational Renewal
2. Communications and Public Education
3. Program and Policy Development
4. Comprehensive Planning

### ISSUE ONE: ORGANIZATIONAL RENEWAL

FES-NL incorporates the role and mandate of both the Office of the Fire Commissioner (OFC) and the Emergency Measures Organization (EMO), with the addition of its own Executive, policy, financial support and information management positions, creation of a project-oriented Business Continuity Planning Secretariat, as well as additional human resources for the agency overall. FES-NL has a provincial focus and operates similar to a central agency within government. To ensure the most effective delivery of services, the agency's resources have been strategically placed throughout the province. FES-NL is experiencing an organizational renewal process, a key component of its strategic direction, and once recruitment activities are finalized and an internal restructuring review including streamlining operations and procedures is complete, it will be better positioned to meet its mission.

**Goal One:** By 2011, FES-NL will have enhanced the capacity required to support the Province's readiness to respond to fire and emergency situations.

**Measure:** *Enhanced capacity*

Indicators:

- Clients, stakeholders and partners are better informed regarding the roles and responsibilities of the agency

- Effective business practices are implemented within the agency
- Staff are better prepared to meet the needs of clients

Objectives:

**1.1** By 2009, FES-NL will have initiated the development of the mechanisms deemed necessary to build the capacity required to support the Province's readiness to respond to fire and emergency situations.

**Measure:** *Initiated the implementation of capacity building mechanisms*

Indicators:

- Roles and responsibilities of staff and the agency as a whole within Government, are defined
- Internal business processes are developed and initiated
- Training and development opportunities for staff are identified and supported

**1.2** By 2010, FES-NL will have further developed mechanisms deemed necessary to build the capacity required to enhance the Province's readiness to respond to fire and emergency situations.

**1.3** By 2011, FES-NL will have implemented mechanisms deemed necessary to build the capacity required to support the Province's readiness to respond to fire and emergency situations.

## ISSUE TWO: PUBLIC EDUCATION AND COMMUNICATIONS

The development of a public education program for programs and services of FES-NL is a brand new initiative and is consistent with the agency's strategic direction. FES-NL will focus its efforts on the development and implementation of an internal communications program throughout government as well as a public awareness program for both emergency preparedness and fire services. FES-NL will also develop a provincial emergency communications plan to support the provincial business continuity plan currently under development.

**Goal Two:** By 2011, FES-NL will have implemented a comprehensive public education program for fire and emergency services.

**Measure:** *Implemented a comprehensive public education program*

Indicators:

- Public Relations Specialist is hired
- Internal communications program is developed and delivered
- Public awareness program for fire and emergency services is developed and delivered

- A provincial emergency communications plan is developed

Objectives:

By 2009, FES-NL will have a draft public education program for both fire and emergency services

**Measure:** *Draft public education program*

Indicators:

- Public Relations Specialist is hired
- The development of a work plan for a comprehensive public education program is initiated
- Emergency Preparedness Week and Fire Prevention Week is celebrated

**2.2** By 2010, FES-NL will have continued implementation of an internal communications program and initiated the development of the provincial emergency communications plan to support the BCP.

**2.3** By 2011, FES-NL will have completed a provincial emergency communications plan.

### **ISSUE THREE: PROGRAM AND POLICY DEVELOPMENT**

FES-NL will concentrate its efforts on the development of a program and policy framework which strengthens and sustains both the fire services in the province and emergency preparedness. This is a critical component of the agency's strategic direction. The streamlining of operations and the development of programs and policies to support FES-NL services will ensure a consistent and equitable approach to service delivery. Developing a provincial disaster financial assistance program which mirrors the federal government's Disaster Financial Assistance Arrangements (DFAA) program is a key initiative under program and policy development.

**Goal Three:** By 2011, FES-NL will have initiated the development of policies and programs for the efficient delivery of emergency preparedness response and recovery.

**Measure:** *Initiated the development of policies and programs*

Indicators:

- A provincial disaster financial assistance program is operational
- Provincial fire services is assessed
- The agency's capability to effectively manage DFAA regulations is enhanced

Objectives:

**3.1** By 2009, FES-NL will have implemented processes that support the development

of policies and programs for the efficient delivery of emergency preparedness response and recovery

**Measure:** *Implemented processes*

Indicators:

- Requirements for a provincial disaster financial assistance program are assessed
- A cross country review of disaster financial assistance programs available in other jurisdictions is undertaken and considered
- A detailed assessment of provincial fire services is initiated
- Streamlined claims procedures are implemented for the federal review process under DFAA

**3.2** By 2010, FES-NL will have implemented further procedures to support efficient policy and program delivery of emergency preparedness response and recovery.

**3.3** By 2011, FES-NL will have initiated the development of policies and programs for the efficient delivery of emergency preparedness response and recovery.

## **ISSUE FOUR: COMPREHENSIVE PLANNING**

An essential element of developing a modern and robust fire and emergency service system is comprehensive planning and comprehensive planning is directly linked to the agency's strategic direction. As part of this process, FES-NL is leading the development of a Business Continuity Plan (BCP) for the provincial government that will identify essential services, critical infrastructure, and information management / information technology required to ensure that essential government services will remain available if impacted by a natural, human or technological event or disaster. FES-NL is also focusing on providing assistance and support for municipalities in the development of their own business continuity and emergency plans. These elements, in combination with others, will comprise the core of a provincial emergency plan.

**Goal Four:** By 2011, FES-NL will have introduced enhanced processes to support comprehensive planning.

**Measure:** *Introduced enhanced processes*

Indicators:

- Government's business continuity plan is developed
- The development of municipal business continuity and emergency plans are supported
- The development of the provincial emergency management plan is initiated

Objectives:

- 4.1** By 2009, FES-NL will have a draft provincial Business Continuity Plan and have initiated capacity enhancement to further support the development of municipal business continuity and emergency plans.

**Measure 1:** Draft provincial Business Continuity Plan

Indicators:

- All government departments and agencies will have their own draft business continuity plans
- Departmental and agency business continuity plans are integrated into the draft provincial Business Continuity Plan

**Measure 2:** Initiated capacity enhancement to support the development of municipal business continuity and emergency plans

Indicators:

- Resources are assigned to support municipal efforts
  - Training is initiated to support the development of municipal business continuity and emergency plans
- 4.2** By 2010, FES-NL will have supported the development of municipal business continuity plans and emergency plans.
- 4.3** By 2011, FES-NL will have enhanced processes to support comprehensive emergency planning.

# STRATEGIC DIRECTIONS 2008-2011

**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 systemic intervention by Fire and Emergency Services – Newfoundland and Labrador in the areas of:

STRATEGIC DIRECTION COMPONENTS	<i>Individual Component is Addressed in the Entity's...</i>		
	BUSINESS PLAN	OPERATIONAL PLAN	BRANCH / DIVISIONAL WORK PLAN
Organizational Renewal	x		
Comprehensive Planning	x		
Policy and Program Development	x		
Legislative and Regulatory Reform		x	
Communications and Public Education	x		