

# PROVINCIAL EMERGENCY MANAGEMENT PLAN



Government of Newfoundland and Labrador

**Approved May 2012**  
**Revised January 2014**

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## RECORD OF AMENDMENTS

AMENDMENT NUMBER	DATE AMENDED (YYYY/MM/DD)	AMENDED BY (PLEASE PRINT)	INITIALS
001	2014/01/15	David McCormack – Director, Emergency Services	

# Fire and Emergency Services - Newfoundland and Labrador Provincial Emergency Management Plan - Generation II

## PART I: Introduction and Overview

### Authority

This update of the Newfoundland and Labrador Provincial Emergency Management Plan (PEMP), herein after referenced as “the Plan” has been undertaken in accordance with Section 4 of the *Emergency Services Act*. This section requires that the Plan is to be maintained and this is achieved by a review on a regular basis. The Plan provides for a formal review every three years. The *Emergency Services Act* is appended as Annex 1 to this document.

### Purpose

This Plan reflects the commitment of the Government of Newfoundland and Labrador to the development and maintenance of a modern and robust system of emergency management in the province. This Plan:

- Identifies and directs the Provincial Government’s approach to ensuring appropriate preparedness, response and recovery strategies are in place and tested; and
- Describes the province’s emergency management system and clearly articulates how the Provincial Government will connect with and support all partners in a risk-based, all-hazards focused emergency management system.

### Scope

This Plan describes the Newfoundland and Labrador emergency management system and clarifies the interrelationship of its various components. It comprises of:

- incorporation by reference of the Government of Newfoundland and Labrador Business Continuity Plan, approved municipal/regional emergency management plans and hazard specific plans as developed and maintained by the province or other emergency management partners;
- incorporation of policies and procedures established by the Government of Newfoundland and Labrador which relate to any aspect of the emergency management system, including the policies related to the provision of disaster financial assistance to individuals, businesses, not-for-profit organizations and communities affected by emergencies or disasters;
- definition of the roles and responsibilities of the Provincial Government and emergency management partners in coordinated emergency response;
- direction on procedures and processes to be implemented for the coordination of emergency response; and,
- a commitment to continuous improvement of the Plan and the province’s emergency management system through a process of ongoing engagement with citizens, communities, other governments, non-governmental organizations and private sector partners, all of whom play a critical role in the success of the Plan.

## Strategic Objectives

The strategic objectives of the PEMP are defined to include:

- to save lives and reduce suffering;
- to protect the environment and property;
- to maintain public confidence;
- to reduce economic and social losses; and,
- to enable rapid and comprehensive recovery.

## Planning Principles

In approaching development of the PEMP, Fire and Emergency Services – Newfoundland and Labrador (FES-NL) was guided by the following fundamental principles of emergency management:

*Four Pillars* – Fundamental to an emergency management program is the recognition of the four areas that require attention: *prevention/mitigation, preparedness, response* and *recovery*.

*Comprehensive* – Newfoundland and Labrador has adopted a comprehensive approach to emergency management which seeks to adopt risk-based measures, implement an all hazards approach, build/maintain partnerships and coordinates/balances efforts across the four pillars.

*Partnerships* – Strong partnerships based on clearly defined roles and responsibilities across all of the prevention/mitigation, preparedness, response and recovery functions are essential to a fully functioning emergency management system.

*Coherency of Action* – Emergency management requires collaborative, integrated, coherent and coordinated action by all partners to ensure effective execution of emergency management resources and activities. Coherency of action relies on clarity of roles, responsibilities, authorities and capacities of emergency management partners.

*Risk-Based Approach* – This approach stresses the importance of assessing vulnerability to all hazards to determine the optimal balance of emergency management functions to address vulnerabilities and risk of disaster. Risk management practices facilitate improved decision-making by clarifying the dimensions of risk (causes, probability of occurrence and potential severity of consequence). Placing greater emphasis on risk reduction is a sustainable approach that addresses the trend of rising socio-economic costs of disasters that has occurred under traditional approaches focused on preparedness and response.

*All-Hazards* – The all-hazards approach addresses vulnerabilities associated with both natural and human-induced disasters (emergencies or disasters are the result of the interaction between a hazard and a vulnerability to produce a serious consequence that exceeds the ability to cope). Natural disasters include extreme natural events such as floods, hurricanes and forest fires. Human-induced disasters are defined as including both

intentional events (terrorist or cyber-attacks), and non-intentional events such as an electrical power outage or other disruption to a critical infrastructure resulting from accident or human failure.

*Resilience* – Emergency management aims to strengthen the resiliency of citizens, organizations, communities, governments, systems and society by enhancing the capacity to cope with emergencies, recover quickly and learn from disastrous events.

*Duty of Care* – Relevant legal and policy frameworks provide for an appropriate standard of care that emergency managers and other authorities are obliged to uphold to ensure due diligence is exercised in their area of emergency management accountability.

*Clear Public Communications* – Clear public communications is a critical and continuous process before, during and after an emergency. Communications to the public must always be timely, concise and easily understood.

*Continuous Improvement* – After disasters occur, a systematic approach is used to learn lessons from the experience and to improve emergency management best practices and processes.

### **Planning Assumptions**

In approaching development of the PEMP, FES-NL was guided by the following basic planning assumptions.

Emergencies and disasters can result in:

- Casualties;
- Fatalities;
- Displaced individuals;
- Interruption of essential public services;
- Property damage or loss;
- Economic impacts;
- Damage to basic infrastructure, both public and private sector; and
- Significant harm to the environment.

Emergencies vary in scope and intensity, from small, localized incidents with minimal impacts, to multi-jurisdictional disasters resulting in significant impacts on humans and extensive damage to property, infrastructure and the environment.

Emergencies can be categorized as “notice” and “no-notice” events. With respect to a “notice” emergency, prior warning may come from external organizations that have access to scientific methods for predicting severe weather or other natural disasters. Where reliable prediction is possible, emergency management action can be taken before the onset of an emergency. “No-notice” emergency events occur with little or no warning and

can create emergency conditions before authorities or the public know what impacts have or are occurring.

Individuals, community-based organizations and the private sector may offer services and support in time of a disaster.

Emergencies can exceed the capabilities of local authorities, the Provincial Government and private sector infrastructure owners.

The greater the complexity, impact and geographic scope of an emergency, the more likely a multi-agency response will be required.

The combined expertise and capabilities of all levels of government, the private sector, and other non-governmental organizations will be required to prevent, prepare for, respond to and recover from major emergencies.

In major emergencies or disasters, a spontaneous influx of donations, volunteers and supplies may occur and create additional management challenges.

Consequences are typically managed at the geographic, organizational and jurisdictional level that is most appropriate to the scope of the event.

A situation occurring at the national or international level may change the recognized bottom-up approach to emergency response, which would normally start with the individual, then to the local government, then the provincial/territorial government and finally the Federal Government.

Individuals and families are educated and encouraged to be self-sufficient for a minimum of 72 hours as promoted by Public Safety Canada (PSC) in conjunction with the provinces and territories. Please visit <http://www.getprepared.gc.ca/> for more information.

### **Plan Maintenance**

FES-NL is responsible for the management and maintenance of the PEMP. FES-NL will maintain and update this Plan ensuring it remains consistent with changes in legislation and policy, and ensuring incorporation of lessons learned from exercises, evaluations and actual emergencies.

Development of this plan has incorporated the experience gained from extensive interactions with emergency management partners and includes a commitment to ensure continued consultation as the Plan evolves. Partners will be consulted on updates and changes to the plan, all of which will be recorded in the Record of Amendments – which forms part of the plan.

## **PART II: The Newfoundland and Labrador Emergency Management System**

### **Lead Agency**

For the purposes of this Plan, a lead agency is defined as the organization assigned by legislation, regulation, policy or a plan to lead in the management of an emergency associated with a specific hazard. Depending on the nature of the hazard and associated emergency, multiple lead agencies may function under unified command.

### **Supporting Agency**

For the purposes of this Plan, a supporting agency is defined as an organization assigned by legislation, regulation, policy or a plan to assist in the management of an emergency associated with a specific hazard. Supporting agencies may be tasked to provide general or specialized support to a designated lead agency.

### **Coordinating Agency**

Designation of a coordinating agency is critical to the operation of the emergency management system and the Plan.

The coordinating agency is defined as the organization assigned by legislation, regulation, policy or a plan to coordinate the efforts of governments, support agencies and other emergency management partners in the provision of required assistance to the designated lead agency.

FES–NL is designated as the coordinating agency for the province. Public Safety Canada is designated as the coordinating agency for national emergencies.

### **Hazards**

Newfoundland and Labrador is faced with a wide variety of hazards on a daily basis, any of which could result in the development of an emergency situation requiring a planned and coordinated response by the Government of Newfoundland and Labrador and/or its emergency management partners.

These hazards and the severity of their potential impacts are influenced by a number of factors including geography, demographics, economic and industrial activity, weather patterns, climate change, globalization, international security, community capacity and resilience.

The identification and assessment of hazards, determination of the probability of occurrence and the ability of the broader community to respond to the hazard are fundamental to proper emergency planning.

In Newfoundland and Labrador, hazards are categorized as either “natural” or “human-induced.” Human-induced hazards are further defined as either “intentional” or “non-intentional.”

POTENTIAL HAZARDS	
Natural Hazards	Human-Induced Hazards
Biological	Non-intentional
Human	Human error
Animal/Plant	System failure
Meteorological	
Flood	Intentional
Ice/Snow	Terrorism
Wind	International Tension
Geological	Criminal Acts
Landslide	War
Avalanche	Extremism
Fire	
Tsunami	

### Emergency Management Partners

Emergency management partners include all persons and organizations (governmental and non-governmental) that have a defined role within Newfoundland and Labrador’s emergency management system. These partners include:

#### Individual Citizens

All citizens of Newfoundland and Labrador have a role to play in the province’s emergency management system.

#### First Responders

First responders include practitioners from the fire service, emergency medical service and police service as well as all partners who are trained and equipped to meet the strategic objectives of this emergency plan. These partners may come from government departments/agencies, non-governmental organizations or industry.

#### Municipalities and Regional Emergency Management Committees

Municipalities include: A municipality or Regional Emergency Management Committee within the meaning of the *Emergency Services Act*.

#### Industry/Private Sector

Industry partners will include all industrial and commercial enterprises within

the province which have a stake in the preparedness, response and recovery aspects of emergency management. These include critical infrastructure providers.

FES-NL will take the lead in ensuring the continued engagement of industry and private sector partners to ensure reciprocal understanding of roles and responsibilities, capacity and resource availability.

Critical Infrastructure Sectors

- Energy and utilities
- Finance
- Food
- Transportation
- Government
- Information and Communication technology
- Health care
- Water
- Safety
- Manufacturing



**Figure 1 - Emergency Management Partnerships**

The Provincial Government as an operator/provider of specific aspects of Critical Infrastructure (roads, ferries, etc.) are also included in this section.

Non-Government Organizations

Non-governmental organizations (NGOs) include Ground Search and Rescue organizations, Canadian Red Cross, Salvation Army and various other groups and organizations. NGO's are typically volunteer based and may be activated through existing agreements with government departments and agencies in support of their emergency operations. NGO's may also be part of municipal or Regional Emergency Management Committee (REMC)

response plans and are activated according to these arrangements. NGO's may also be activated by FES-NL in the absence of pre-arranged agreements.

#### Government of Newfoundland and Labrador

The Government of Newfoundland and Labrador includes all departments, agencies, boards and commissions established under provincial legislation.

#### Government of Canada

The Government of Canada includes all federal departments and agencies whose mandates include public safety.

#### Trans-Boundary Partners

Trans-boundary partners include Canadian jurisdictions signatory to the Canadian Council of Emergency Management Organizations (CCEMO) Memorandum of Understanding and Canadian/American jurisdictions signatory to the International Emergency Management Group (IEMG) compact.

### **Emergency Management Functions**

The Newfoundland and Labrador emergency management system seeks to balance its focus across the four pillars of emergency management:

*Prevention and Mitigation* - To eliminate or reduce the impacts of disasters through proactive measures taken before a disaster occurs (land management, public education, protective infrastructure such as flood dykes, cyber-security measures);

*Preparedness* - Readiness to respond to a disaster and manage its consequences through measures taken prior to an occurrence (emergency planning, resource inventories, training);

*Response* - Actions taken during or immediately after a disaster to manage its consequences (emergency public communications, search and rescue, evacuation, emergency medical assistance); and

*Recovery* - Actions taken after a disaster to repair or restore conditions to an acceptable level (reconstruction, financial assistance, trauma counseling).

## Part III – Management of Emergencies

### Emergency Management Activities

#### Command

Command includes those activities associated with overall authority in emergency management. Also, directly related to command are the activities associated with public affairs, health and safety and the liaison with partners.

- Public affairs and crisis communications includes those activities that provide timely, clear and reliable information to the public and emergency management system partners.
- Liaison with partners serves as the point of contact for assisting and coordinating activities between various agencies and groups. This may include, but is not limited to local and Federal Government officials, and law enforcement.

#### Planning

Planning includes those activities associated with the collection, evaluation dissemination of information related to supporting the planning process.

A risk assessment is the first stage of any planning process and should be completed by all partners to inform the roles and responsibilities of the plan.

FES-NL will coordinate all planning for provincial level, cross-government hazard-specific plans, assisting the lead agency in assembling the right planning team, facilitating a logical planning process, review of the finished plan and the coordination of an exercise schedule.

#### Operations

Operations include those activities directly applicable to achieving planned objectives of the emergency management function (prevention/mitigation, preparedness, response and recovery).

#### Logistics

Logistics includes those activities associated with the provision of facilities, services and materials to support the emergency management function.

#### Finance and Administration

This includes those activities related to the financial, administrative and cost analysis aspects of the activity or event.

#### Training, Exercises and Evaluations

Emergency management training is an essential component of the preparedness phase. Training is coordinated at the municipal level by the Director of Emergency Services, with assistance from FES-NL staff. Provincial financial assistance is available for some types of

training and the agency also delivers select courses to municipal officials and emergency management partners.

Emergency management training at the provincial level is coordinated by FES-NL which also coordinates partner and stakeholder participation.

#### Post Operation Review/Lessons Learned and Best Practices Process

This process includes activities related to capturing information, observations and recommendations with a view to supporting continuous improvement and corrective action after an activity, event or incident.

## **Operations and Planning**

### **Government of Newfoundland and Labrador – Common Responsibilities**

All departments and relevant agencies of the Government of Newfoundland and Labrador share a set of common responsibilities within the province's emergency management system. These common responsibilities will be implemented by all departments and relevant agencies and include:

- the responsibility to prepare and maintain a Business Continuity Plan and to assign staff and resources as required to fulfill this function;
- upon request, to designate a representative (and alternates) to the provincial Emergency Operations Centre;
- to appoint a representative to the Provincial Emergency Management Plan Committee;
- at the request of the lead or coordinating agency, provide: personnel to advise or assist the local authority; and services, resources and/or personnel to other departments to assist with emergency operations;
- to account for all costs incurred during emergency operations;
- to provide continuing support to the operation of the machinery of government during emergency operations; and
- to participate in exercises and post-event lessons learned/best practices processes.

### **Government of Newfoundland and Labrador – Responsibilities by Department**

In addition to those responsibilities identified above as common to all, through the Business Continuity Planning process departments and agencies of the Government of Newfoundland and Labrador have identified and accepted responsibility for aspects of emergency management which relate specifically to the provision of programs and services falling under their primary mandates. These responsibilities are outlined in Annex 3 to this Plan.

### **Responsibilities of Emergency Management Partners**

Emergency management partners include all persons and organizations (governmental and non-governmental) that have a defined role within Newfoundland and Labrador's emergency management system.

### Individual Citizens

Critical to the success of the emergency management system is that citizens are prepared for the first 72 hours. To support this concept, the following actions are required:

- Know the risks. Although the consequences of disasters can be similar, knowing the risks specific to the community and region can help you better prepare.
- Make a plan. Every household needs an emergency plan. It will help you and your family know what to do if disaster strikes.
- Get a kit. An emergency kit helps ensure you and your family are ready to cope on your own for at least the first 72 hours of an emergency.

### Municipalities and Regional Emergency Management Committees (REMCs)

The responsibilities of municipalities and REMCs are pursuant to the *Emergency Services Act* and include:

- Preparation and maintenance of an approved municipal or regional emergency management plan; and,
- The direction and control of the municipal or regional emergency response unless the province assumes such direction and control under sections 6, 8 or 9 of the *Emergency Services Act*.

### Nunatsiavut Government

The Nunatsiavut Government may make laws in relation to emergencies and search and rescue services, but if there is a conflict between these Inuit Laws and a law of general application (such as the *Emergency Services Act*), the law of general application prevails to the extent of the conflict.

### Industry/Private Sector

Industry will respond in accordance with applicable provincial and federal policy, legislation and regulation. It is the responsibility of industry to understand and be prepared to meet the full extent of their emergency management responsibilities. Industry partners should consult FES-NL or their designated regulatory department or agency for additional information regarding responsibility for emergency management.

### Non-Government Organizations

Non-government organization responsibilities include:

- Participation in the preparation and maintenance of emergency management plans at the municipal regional and provincial levels; and,
- Provision of response assistance as set out in Memoranda of Understanding with the province or other emergency management partners.

### Government of Canada

Federal responsibilities include:

- Provision of assistance by federal departments responsible for public safety and national defence; and,

- Support for appropriate emergency management capacity development and training in Newfoundland and Labrador First Nations Reserves.

### **Procedures for the Coordination of Emergencies**

Coordination procedures as defined in the Incident Command System will apply.

#### Response by Municipalities and REMCs

Most emergency response efforts are conducted at the municipal or regional level. Prior to the response, municipalities or REMCs will have in place their Municipal/Regional Emergency Plan and regional/mutual aid agreements. The local authority will respond to a disaster or emergency using their local first response resources, obtaining additional resources and response through their mutual aid arrangements and as necessary, from the province.

#### Provincial Response

FES–NL is available to receive emergency calls and to provide support services on a 24/7/365 basis when communities and emergency management partners call 709-729-3703.

Provincial Government assistance is available to municipalities for emergencies and disasters when their resources have been or are likely to be overwhelmed. When the scale or complexity of an event reaches the threshold described below, FES-NL may activate the provincial Emergency Operations Centre (EOC):

- The threat has affected more than one municipality and requires provincial coordination.
- Municipality(s) cannot adequately respond to the disaster and formally request provincial assistance.
- The Lead Agency has requested the activation in accordance with a Hazard-specific Plan.
- A planned event requires activation.
- A developing major public emergency must be monitored to ensure Provincial Government resources are in a state of readiness.
- The Lieutenant Governor in Council has declared a provincial emergency to exist for some, or all, of the province.

The provincial EOC has three levels of activation\*:

- Level I – active monitoring and sharing of information pertaining to a pending or potential emergency. This monitoring is done by FES-NL staff. There is no requirement for designated government or private sector representatives to report to the EOC.
- Level II – information on a pending or potential emergency dictates that designated government or private sector representatives report to the EOC to commence deliberations and coordinate actions in anticipation of an emergency event occurring. Or a small scale, localized emergency has occurred that requires a level of coordinated, multi-agency deliberations and response to support this type of emergency.

- Level III – multi-agency (and in some cases multi-jurisdictional) events require designated government or private sector representatives report to the EOC to commence deliberations, activate resources and provide situational reports. This coordinated command and control structure allows for the necessary preparedness and response activities required to deal with an imminent or actual large scale emergency.

*\*The provincial EOC will remain activated as necessary throughout the response to an emergency and the initial stages of recovery from the impacts of an emergency. The focus of the EOC may transition to full recovery operations and the designated government or private sector representatives may change from those involved in the preparedness and response activities.*

#### Government Field and Liaison Personnel

Assistance to local authorities from the province may come in many forms, such as:

- A Regional Emergency Management and Planning Officer (REMPO), Fire and Emergency Services Officer (FESO) or Fire Protection Officer (FPO) can assist and advise in the activation of Municipal/Regional Emergency Plans, and provide general assistance with overall planning, coordination and conduct of operations.
- Facilitation of on-site coordination and control in order to support a positive outcome and to facilitate acquisition of resources beyond those available to the local authority.
- Coordination of support services available for emergency management partners in support of the local authority.

#### Municipal or Regional Emergency

In accordance with the *Emergency Services Act*, an emergency can be declared by a municipality, a Regional Emergency Management Committee or the Minister. Written notification of the declaration will be provided by the municipality to the Minister through FES-NL. The declaration is made by the elected official(s) within the appropriate jurisdiction, generally in consultation with FES-NL.

An emergency is declared in order to exercise specific powers as outlined in the *Municipalities Act* or other applicable legislation, without which a timely response could not be achieved, or in situations which may jeopardize life, the environment and/or property.

#### Provincial Emergency

A provincial emergency can be declared only by the Lieutenant Governor in Council (Cabinet). Section 11 of the *Emergency Services Act* provides for activation of the provincial emergency management plan and the business continuity plan and further prescribes the authority of the Lieutenant Governor in Council to do and authorize those things necessary for the protection of persons, the environment and property from injury or loss arising from an emergency.

Section 12 provides for the termination of a provincial emergency by the Lieutenant Governor in Council (Cabinet).

## Logistics

### General Support Concept

FES-NL will coordinate access to resources required by one or more local authorities affected by an emergency or disaster.

Agency coordination of logistics will provide:

- A single window for requests for resources from local authorities;
- Co-ordination of the sourcing, mobilization, and deployment of resources in support of local authorities and lead/supporting agencies; and
- Tracking the availability of major government resources deployed in support of requests.

For the purposes of the Plan, resources include, but are not limited to the following:

- Trained and equipped personnel;
- Services;
- Equipment;
- Supplies and consumables;
- Infrastructure; and
- Information.

## Finance

Financial resources will be managed in a manner consistent with provisions of the *Financial Administration Act*, *Emergency Services Act* and other relevant Provincial Government legislation, regulation and policies.

All partners are responsible for tracking costs incurred in the implementation of this Plan.

In accordance with the Disaster Financial Assistance Policy of the Government of Newfoundland and Labrador, and in the event a Disaster Financial Assistance program is applied to an emergency or disaster event, all partners will be responsible for accurate tracking, documentation and reporting of their emergency operations costs to FES-NL.

### Disaster Financial Assistance Program

Disaster financial assistance programs provide financial assistance to municipalities and citizens who incur uninsurable losses as a result of disastrous events. The programs are designed to assist municipalities and individuals by ensuring that the cost of these events are shared by all Newfoundlanders and Labradorians, and where applicable, by all Canadians through cost-sharing arrangements with the Government of Canada.

Disaster financial assistance is administered by FES-NL and programs are authorized by the Lieutenant Governor in Council. Generally, such authority is provided when an emergency or disastrous event meets the following criteria:

- An event is likely to be determined as eligible for federal assistance under the federal Disaster Financial Assistance Arrangements (DFAA) program;
- There is evidence of widespread damages associated with an event; and
- Private insurance is not reasonably or readily available;
- The event is considered extraordinary.

Formal declaration of an emergency pursuant to the *Emergency Services Act* is not a prerequisite to the provision of disaster financial assistance.

