



FIRE AND EMERGENCY SERVICES-NEWFOUNDLAND AND LABRADOR

2015-16 ANNUAL REPORT

PHOTOS:

- 1. Cover Emergency preparedness supplies
- 2. Page 5 Participants of Fire and Emergency Services Training School
- 3. Page 11 Fire Commissioner Derek Simmons instructing at Fire and Emergency Services Training School
- 4. Page 16 Participants of Fire and Emergency Services Training School
- 5. Page 26 Fire Protection Officer Cory Spracklin instructing at Fire and Emergency Services Training School

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MESSAGE FROM THE MINISTER



In accordance with the *Transparency and Accountability Act*, I am pleased to present the Annual Report for Fire and Emergency Services – Newfoundland and Labrador (FES-NL) for the fiscal year ending March 31, 2016. This report was prepared under my direction and as Minister Responsible for FES-NL, a position to which I was appointed effective December 14, 2015, I am accountable for the results that are contained within.

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

To help achieve this vision, FES-NL is responsible for the provision of emergency preparedness and emergency response, planning,

and training, as well as the lead in the coordination and delivery of fire protection and fire prevention services throughout the province. In addition, FES-NL is responsible for developing and maintaining the Business Continuity Plan for the Government of Newfoundland and Labrador and an emergency management plan for the Province. I have also received a public mandate letter from Premier Dwight Ball which is available online.

Over the last year, FES-NL made progress on reviewing and validating the Provincial Emergency Management Plan and continued to work with local governments and emergency management partners on emergency management planning efforts. FES-NL also made progress on promoting the sharing of fire protection services with those communities interested in exploring the possibilities. The following report provides an overview of the achievements and performance results over the reporting period, as well as a summary of the agency's financial report. The 2016-17 objectives noted within will be carried out under the new structure of the Department of Municipal Affairs.

In closing, I would like to thank the staff of FES-NL as well as our many partners for their continued work and dedication. It is because of their commitment to emergency management and fire protection that the safety and well-being of all Newfoundlanders and Labradorians is enhanced. I look forward to working together to seek new opportunities to improve fire and emergency services throughout the province.

EDDIE JOYCE, MHA

District of Humber – Bay of Islands Minister of Municipal Affairs

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 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 the 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 March 31, 2016 FES-NL had a staff complement of 22 staff; 10 females and 12 males. It is headquartered in St. John's (16 staff) and operates offices in Clarenville (1 staff), Grand Falls-Windsor (2 staff), Deer Lake (2 staff) and Happy Valley-Goose Bay (1 staff).

Expenditures in this reporting period were \$8,445,746 and were associated with 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 per cent as per the DFAA cost-shared ratio (more information below under Lines of Business). For 2015-16 DFAA revenue, refer to page 8.

For detailed financial information for the fiscal year ending March 31, 2016, please see Financial Statements at the end of this report.

In this report, consistent with the *Emergency Services Act*, *Fire Protection Services Act* and the *Emergency 911 Act*, "municipalities" includes local service districts and Inuit Community Governments. Other references in this report to local governments and communities are intended to be similarly inclusive of municipalities, local service districts and Inuit Community Governments.



MANDATE

The *Emergency Services Act* (the Act) was proclaimed on May 1, 2009, and established 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 latter being available on line at FES-NL's website). 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*, as amended through the *Emergency 911 Act*.

In the Minister's mandate letter of December 14, 2015, the following priorities were assigned related to FES-NL: "I expect that you will ensure the NL 911 Bureau has implemented a multiagency emergency notification approach for 911 calls in the province" and "The federal government has committed to re-open the Maritime Rescue Sub-Centre in St. John's. I expect you to work with your provincial and federal colleagues to re-establish the Centre in our province".

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 regard 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 predisaster state in the circumstance of an eligible adverse event. Expenditures may be recovered by the Provincial Government under the federal DFAA program. Under DFAA, the Government of 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. Information on the NL-DFAP is available on the FES-NL website at http://www.gov.nl.ca/fes/emo/programs.html#nldfap.

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 assessments (such as a flood).

FES-NL conducts fire protection assessments on municipal, local service district and Inuit Community Government 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 continues to support members of the volunteer fire service through investments for worker's compensation premiums (\$185,700 in fiscal year 2015-16) as well as Accidental Death Insurance premiums (\$19,800 in fiscal year 2015-16).

FES-NL distributes long service awards to firefighters and administers the Firefighter Licence Plate Program. All volunteer and career firefighters throughout the province, who meet eligibility requirements, may apply to FES-NL for these recognitions. The long service award recognizes 20, 25, 30, 35, and 40 years of service; the 40 year long service award was added during this reporting period. 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.

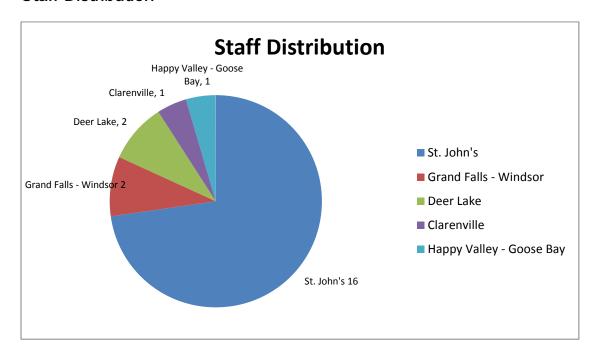
FES-NL provides facilitative and supportive services to Provincial Government departments and relevant agencies for the maintenance of Business Continuity Plans and programs for the Government of Newfoundland and Labrador.

Regulation, Enforcement, and Reporting

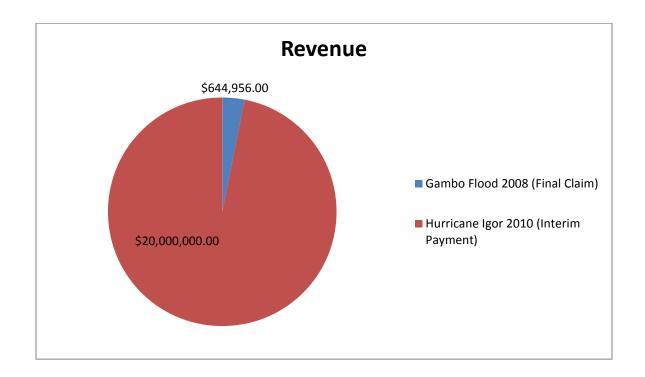
FES-NL performs a number of assessment, inspection, investigation, report and permit functions in the delivery of the regulation, enforcement and reporting line of business to ensure fire protection and life safety. Examples include: compiling the provincial fire loss statistics and annual fire loss 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 including licences to service fire protection equipment and building capacity orders. Furthermore, when a municipal council, local service district, Inuit Community Government 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, Inuit Community Government or region.

STAFF DISTRIBUTION AND FES-NL REVENUE

Staff Distribution



FES-NL Revenue from DFAA in 2015-16



Additional Key Statistics

FES-NL's Fire Service Report Management System (FSRMS) is for the recording and reporting of the number of fire department incident responses and fire loss statistics for Newfoundland and Labrador after fire departments supply that information to FES-NL. The *Fire Protection Services Act* requires municipal fire protection services to report fire losses to the Fire Commissioner. FES-NL worked with the Office of the Chief Information Officer to develop an online reporting system to assist fire departments in the reporting of incidents, which was rolled out on January 20, 2015. Since that time FES-NL has been encouraging and monitoring use of this new online system by fire departments, police detachments and insurance companies.

The following fire fatality statistics represent fire deaths in this province in the calendar year 2015; this is consistent with the reporting period utilized by the Canadian Council of Fire Marshals and Fire Commissioners. FES-NL, through fulfillment of its mandate, works to improve fire safety in the province through such measures as regulation, inspections, training and financial support for firefighting vehicles and equipment.

Place	Date	Cause	Male/Female/Child
Lourdes	January 3, 2015	Undetermined	M – 2 F – 0
Cartwright	March 2, 2015	Undetermined	M – 1 F – 1
Corner Brook	July 24, 2015	Accidental	C – 1
New-Wes-Valley	September 27, 2015	Accidental	M – 0 F – 1

^{*}Please note: NFPA 921 Guide for Fire and Explosive Investigations section 19.2.1.4 states that whenever the cause of a fire cannot be proven to an acceptable level of certainty, the correct classification is "undetermined".

For historical information, the chart below identifies the number of fire fatalities over the last 10 calendar years. (M=Male, F=Female, C=Child).

2006	2007	2008	2009	2010	2011	2012	2013	2014	2015
M-2	M-1	M-4	M-2	M-6	M-2	M-2	M-2	M-3	M-3
F-1	F-0	F-4	F-0	F-1	F-4	F-2	F-1	F-2	F-2
C-0	C-0	C-7	C-0	C-4	C-0	C-0	C-2	C-0	C-1
3	1	15	2	11	6	4	5	5	6

VISION AND MISSION

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 ensure the province is 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 commitment to 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 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



SHARED COMMITMENTS

Shared commitments represent activities within the scope of FES-NL's day to day operations which could not be achieved without the participation and cooperation of its partners. Partners of FES-NL include all stakeholders in the fire and emergency services field including municipalities, fire departments, first responders, critical infrastructure providers, various Federal and Provincial Government departments and agencies, police services, the private sector and many non-governmental organizations in Newfoundland and Labrador. Furthermore, FES-NL shared commitments are linked to maintaining and enhancing emergency preparedness for everyone.

Emergency Management and Fire Protection are by definition areas of shared responsibility. Only through the shared commitment of individuals, governments, and non-governmental organizations can FES-NL deliver on its mandate 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.

In this reporting period, FES-NL continued to focus on two key issues in which it shares commitments with its clients, partners and stakeholders and which are consistent with its Business Plan 2014-17: support for municipal fire protection services; and, emergency management which includes planning, training and exercising and support to the NL 911 Bureau Inc. It also continued ongoing work with various Provincial/Territorial, Federal/Provincial/Territorial, and International working groups.

Province-wide 911

FES-NL was actively engaged with NL 911 Bureau Inc. in helping to expand Basic 911 service throughout the province and begin planning for Next Generation (NG) 911, which provides caller and location information as well as enabling texting and photo sharing. Basic 911 was implemented on March 1, 2015, and a not for profit corporation at arm's length to government – the NL 911 Bureau Inc. – was established to operate the province-wide 911 service. The Minister Responsible for FES-NL is also responsible for the administration of the *Emergency 911 Act*, and FES-NL is the primary point of contact between the Provincial Government and the Bureau. The Bureau is in the

process of being categorized according to the *Transparency and Accountability Act* and is required to develop its own business plan and publicly report on its work and progress. Additionally, as per the commitment in the Minister's December 2015 mandate letter regarding multi-agency emergency notification, the NL 911 Bureau Inc. implemented a form of multi-agency notification effective January 2016, while FES-NL and the Bureau worked together later in the reporting period towards making adjustments to the approach.

Municipal Fire Protection Assessments

In 2010-11, FES-NL started a standardized municipal fire protection assessment program to evaluate the operational readiness of fire departments to respond to fire and other emergencies authorized by the local government. FES-NL incorporated an educational component within the municipal fire protection assessment program to assist municipalities in improving the delivery of fire protection services. FES-NL completed the initial base line assessment in 2015 and released the findings in the *Operationalization Readiness of Municipal Fire Protection Services Throughout NL* report dated September 2015. The report was then posted on the FES-NL website.

Alarmed and Ready Campaign

Alarmed and Ready is a fire prevention and public awareness campaign delivered throughout the province and made possible through a partnership involving the Provincial Government, the Insurance Bureau of Canada (IBC), and the Newfoundland and Labrador Association of Fire Services. Now in its fourth phase, this campaign has resulted in firefighters visiting close to 16,000 homes (average of 4,000 homes per year) in 240 communities and distributing approximately 6,000 smoke alarms (average of 1,500 smoke alarms per year) and 4,000 9-volt batteries (average of 1,000 batteries per year). The campaign was made possible again in 2015-16 through \$15,000 in funding (\$60,000 in total funding) from IBC over the four phases of the program. Announced in conjunction with the fourth phase of Alarmed and Ready, the Department of Seniors, Wellness and Social Development contributed \$60,000 toward the purchase of visual smoke alarms for people with impaired hearing. The *Fire Protection Services Regulations* requires all homes, cottages and cabins in the province to have smoke alarms on each level and in each sleeping area.

Municipal Emergency Management Planning

FES-NL has been engaged in an emergency management planning agenda in partnership with municipalities and emergency service providers throughout Newfoundland and Labrador for the past number of years. The *Emergency Services Act* requires that each municipality must have an approved emergency management plan or be part of an approved regional emergency management plan.

At the end of the reporting period, there were 308 communities (an increase from 284 communities in 2014-15) with an approved emergency management plan, representing 93.7 per cent of the province's population. Emergency management plans were nearing completion in

another 48 communities, while an additional 60 had initiated the emergency management planning process. There were 12 communities (down from 24 in 2014-15) that had not initiated emergency management planning, representing less than 1 per cent of the province's population. Throughout 2015-16, FES-NL staff were actively reaching out to these communities to encourage and support them to develop an emergency management plan or join with other communities in their area to form a regional emergency management plan. Of the approved emergency management plans in place, there are 36 regional emergency management plans that encompass 149 communities. FES-NL also continued to encourage and support communities to develop and conduct emergency management exercises. An emergency exercise is a valuable tool to aid communities and their emergency management plans.

Provincial Hazardous Materials Response Program

FES-NL, in partnership with nine host municipal fire department teams as of March 31, 2016, continued to offer a provincial hazardous materials response (hazmat) program in the province. These hazmat teams are located in Channel-Port aux Basques, Corner Brook, St. Anthony, Grand Falls-Windsor, Gander, Marystown, Clarenville, Conception Bay South, and Labrador City. FES-NL also maintained its own hazmat training and response unit out of the Deer Lake office. Approximately \$122,700 was provided to the hazmat teams for required maintenance and operations.

Fire and Emergency Services Training

FES-NL recognizes the value of maintaining a core group of trained, equipped and geographically dispersed individuals specializing in emergency response and fire protection services. FES-NL once again continued to strengthen this on-the-ground capacity by delivering a Fire and Emergency Services Training School, in partnership with municipalities and emergency service providers. The training school was held in Gander from May 23-29, 2015. This school resulted in 322 participants representing 112 organizations participating in a variety of fire and emergency management training workshops encompassing 6,975 instructional hours of training delivery. Workshops included topics such as National Fire Protection Association (NFPA) Firefighter I and II, Fire Operations in the Wildland/Urban Interface, Basic Emergency Management (BEM) and Emergency Operations Centre Management (EOCM).

In addition to the annual Fire and Emergency Services Training School, the Emergency Services Division trained 407 participants through regional and online training events covering a wide variety of emergency management topics such as BEM and EOCM. The Fire Protection Services Division also supported the delivery of various regional training events such as Defensive Firefighting and Self-Contained Breathing Apparatus for 755 participants with funding totaling \$11,500. During 2015-16, FES-NL updated its code of conduct for regional trainers. The Fire Protection Services Division also supported the hazardous materials response program by delivering five Awareness and Operations Level, one (ten day) Technician, and one (three day) Technician Refresher training courses and participated in a hazmat exercise in Gander in June 2015.

Government Partnerships

FES-NL continued its strong partnerships with its Federal/Provincial/Territorial (FPT) counterparts and Provincial/Territorial (PT) partners on a variety of issues related to fire protection and emergency management. While objectives of each group may differ, the outcome continued to be one of open communication and sharing of information amongst jurisdictions. Examples of these forums include SOREM – Senior Officials Responsible for Emergency Management (FPT); the Atlantic Hazardous Materials Interoperability Working Group (four Atlantic provinces with Public Safety Canada); CCEMO – Canadian Council of Emergency Management Organizations (PT); the Canadian Council of Fire Marshals and Fire Commissioners (FPT); the National Fire Protection Association Public Educators Network; and Canadian Fire Service Education, Training and Certification Council. Commencing January 1, 2016, FES-NL's Director of Emergency Services assumed the role of Co-Chair of SOREM and Chair of CCEMO for a two year term. This means that FES-NL's Minister and Chief Executive Officer assume duties of Chairperson whenever their respective forums meet.

In addition, FES-NL continued to participate as a signatory to the International Emergency Management Assistance Compact as a member of the International Emergency Management Group (IEMG). During 2015-16, FES-NL's Director of Emergency Services continued in the role of Co-Chair for IEMG until June 2015, when the Province of New Brunswick assumed the role. The IEMG is co-chaired by a Canadian and an American jurisdiction. The IEMG is tasked with coordination of inter-provincial and international response to any emergencies that may occur in the Eastern Canadian provinces and New England states for which assistance is requested. FES-NL co-chaired an IEMG meeting in Prince Edward Island from June 2-3, 2015. A major component of this meeting was the conduct of Exercise Eager Beaver. The first phase consisted of a field exercise involving a hazardous material incident on the Confederation Bridge which required response operations from multiple jurisdictions. The second phase consisted of a table top exercise among the IEMG partners to discuss and problem-solve issues arising from the field exercise. 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. A final report was developed and circulated amongst the IEMG partners. A report on the Exercise and other activities of the IEMG was presented to the Conference of New England Governors and Eastern Canadian Premiers at their annual meeting hosted in St. John's, NL by FES-NL's Director of Emergency Services in August 31, 2015, and informed Resolution 39-3 Concerning Mutual Aid in Emergency Situations, available online at http://www.cap-cpma.ca/data/Signed%2039-3En.pdf.

On June 10, 2015, FES-NL hosted a meeting in its Emergency Operations Centre of the Federal Coordination Working Group, consisting of representatives from Federal Government departments in Newfoundland and Labrador. This opportunity was presented to FES-NL through its established relationship with Public Safety Canada. FES-NL provided an overview of the agency, its roles, responsibilities and working relationship with the federal government through Public Safety Canada. Fourteen federal departments or agencies were in attendance.

Emergency Preparedness

During Emergency Preparedness Week, on May 6, 2015, FES-NL conducted its first test of a broadcast intrusive test alert on the National Alert Aggregation and Dissemination System (NAADS); this provides the ability to alert people via radio or television when an emergency is imminent or happening. NAADS is a component of a national public alerting strategy (NPAS) and is considered to be a first step in the development of a NPAS. The NAADS is owned by Pelmorex (parent company of The Weather Network) and is governed by a Council comprised of Pelmorex officials, Federal, Provincial and Territorial Governments, and industry partners and stakeholders.

During the months of November and December 2015, and January and February 2016, FES-NL participated in a number of teleconferences and meetings concerning the Syrian refugees immigrating to Canada. FES-NL was lead point of contact within the Provincial Government that coordinated the exchange of information from the Government of Canada's Emergency Operations Centre to applicable Provincial Government departments, particularly the Office of Immigration and Multiculturalism in the Department of Advanced Education and Skills.

On October 21, 2015, FES-NL hosted a meeting with the United Kingdom Consul General for Canada and the Consular Manager during a visit to St John's. The meeting provided a forum to discuss emergency management issues that affect both countries. The visiting officials shared information about how the Consul General would assist United Kingdom citizens living or visiting Canada if an emergency would occur. FES-NL staff took the opportunity to share information regarding FES-NL's training initiatives including an exercise - Exercise Vigilance - which took place the next day. For further information on this exercise, see page 24. The United Kingdom officials expressed interest in how such a training exercise worked and the Consular Manager agreed to participate as an observer during Exercise Vigilance. Following this exercise, the UK officials provided positive feedback.



HIGHLIGHTS AND ACCOMPLISHMENTS

Firefighting Vehicles and Equipment Funding in 2015-16

The Provincial Government announced \$5.03 million for the procurement of firefighting vehicles and equipment cost-shared with municipalities throughout Newfoundland and Labrador in fiscal year 2015-16. Twenty (20) firefighting vehicles, including rural response units, pumpers, tankers and rescue vehicles were tendered by FES-NL. Of the funds spent, over \$1.2 million was targeted to firefighting equipment such as self-contained breathing apparatuses, portable pumps, radios, pagers and personal protective equipment in 145 municipalities. The funding for new firefighting vehicles and equipment not only provides enhanced fire protection capacity, but also represents significant support to our province's volunteer firefighters who give so freely of their time to protect Newfoundlanders and Labradorians.

Response Outside Municipal Boundaries

Sections 183 and 395 of the *Municipalities Act, 1999* identify the delivery of fire protection services as a local government responsibility. This means that local governments determine the type and level of fire protection the local fire department will provide to its residents. Oftentimes, in the interest of providing assistance in emergencies that occur on provincial roadways, local fire departments also respond. In those circumstances, FES-NL provides compensation to municipalities whose fire departments responded outside their municipal boundaries. In 2015-16, local fire departments responded to 133 incidents, with FES-NL reimbursing fire departments a total of \$65,050.

Disaster Financial Assistance

FES-NL continued to bring closure to outstanding claims under the DFAA program with the Federal Government. During this reporting period, FES-NL worked on two claims: Gambo Flood 2008, and Hurricane Igor 2010. In March 2016, a final payment of \$644,956 was received from the Federal

Government for the Gambo Flood 2008 and that claim is now closed. That same month, FES-NL received an interim payment of \$20,000,000 for Hurricane Igor, bringing the total in interim payments received from the Government of Canada for this claim over time to \$71,000,000. As reported in the previous year, FES-NL submitted its final request for payment for Hurricane Igor on December 31, 2014. During 2015-16, the Federal Government worked towards completion of its final audit of the claim. Once the Federal Government has concluded the final audit, it is anticipated that the final payment for Hurricane Igor will be received in fiscal year 2016-17 and the file can then be closed.

Support to Communities

In 2015-16, there were a number of small scale events that required FES-NL to assist with coordination of response and recovery efforts. These events were mostly related to community water supplies and included incidents in Hopedale, Black Tickle, Fleur de Lys, Charlottetown (Bonavista Bay), Riverhead (St Mary's Bay), and Daniel's Harbour. These communities were faced with unexpected water supply interruptions and required FES-NL to work with the communities and various emergency management partners to lessen the impacts of these interruptions, explore alternatives for water supply delivery, and identify actions that were required to resolve water supply issues. FES-NL also assisted the Town of Badger in the winter of 2015-16 when water levels on the Exploits River began to rise due to ice formation. While this is not an uncommon occurrence for the Town, it required a concentrated and coordinated response on behalf of numerous emergency management partners to ensure public safety.

Hurricane Briefing

FES-NL hosted a briefing by the Canadian Hurricane Centre (CHC) with its emergency management partners on June 2, 2015. The CHC provided a review of the 2014 hurricane season, predictions for the upcoming 2015 season, and their role in supporting our province should a hurricane enter our region. This session was well-attended and provided an opportunity for the CHC and its emergency management partners to discuss various aspects of hurricane development, forecasting models, and impacts.

Grant for Newfoundland and Labrador Association of Fire Services

FES-NL provided an annual operating grant to the Newfoundland and Labrador Association of Fire Services in the amount of \$41,000 and an additional \$60,000 to support the Learn Not to Burn Program. The Learn Not to Burn Program is a highly recognized and successful fire prevention initiative that teaches primary school-age children how to prevent and escape a fire safely. The NLAFS staffs a position solely dedicated to advancing this initiative throughout Newfoundland and Labrador. The provision of these funds supports the communications and public education efforts of the Provincial Government. FES-NL also sponsored the provincial banquet at the conclusion of the NLAFS convention.

Provincial Fire Service Awards

FES-NL updated the Provincial Fire Service Award policy to introduce a new category recognizing 40 years of service in the provincial fire service. Based on feedback from members of the fire service, FES-NL also replaced the plaque recognizing 35 years of service with bars that can be displayed on firefighter uniforms. During the period April 1, 2015 to March 31, 2016, 364 awards were granted recognizing firefighters' years of service, ranging from 20-40 years of service.

12 Days of Fire Safety

FES-NL introduced the 12 Days of Fire Safety campaign in December 2015. Every weekday, the Provincial Government issued a public advisory providing fire safety tips covering a wide variety of topics, from smoke and carbon monoxide alarms to tips for safely enjoying Christmas trees and lights. The campaign, which included a contest to win a fully-stocked emergency preparedness kit, proved very popular with the public, especially on Twitter. Newspapers, radio stations and television networks throughout the province covered the campaign and helped spread the important safety advice.

Increased Information Accessibility

As part of the Provincial Government's commitment to increased information accessibility, FES-NL made more information easily accessible to Newfoundlanders and Labradorians by proactively disclosing access to information (ATIPP) responses online. FES-NL also proactively disclosed a list identifying 2014-2015 Firefighting Equipment and Fire Protection Vehicle Funding, and the Fire Protection and Detection Equipment Servicing Licence List. In addition, FES-NL will continue to post, on an ongoing basis, future responses to ATIPP requests, annual Firefighting Equipment and Fire Protection Vehicle Funding approvals, and orders issued by the Fire Commissioner under Sections 17, 18, and 21 of the *Fire Protection Services Act*.

Greening Government

During this reporting period, FES-NL participated in the Greening Government Action Plan by introducing a number of greening actions, including but not limited to, having the Multi-Materials Stewardship Board visit its HQ office and conduct a waste audit. With the participation of staff, particularly those at the HQ office, but also including regional staff visiting the HQ office, FES-NL diverted 93 per cent of its waste. In doing so, FES-NL played a significant role in the Provincial Government's accomplishment of diverting approximately 54 per cent of its waste from the landfill.

Inclusion Award

In the last reporting period on March 18, 2015, the Provincial Government announced that a 22 member task force comprised of representatives from the Coalition of Persons with Disabilities-Newfoundland and Labrador (COD-NL), provincial and municipal governments, and emergency

management and community partners had completed its work regarding inclusive emergency planning and response for persons with disabilities. The task force had created two new inclusive emergency planning resources aimed at better equipping municipal planners and first responders, and helping persons with disabilities prepare for an emergency. The planning guide, titled "Shared Responsibility - An Inclusive Emergency Planning Guide: A Resource for First Responders and Community Leaders", and the new Personal Resource for Emergency Preparedness (PREP) Kit, were ideas supported with expertise and experience by three staff from FES-NL. On May 4, 2015, COD-NL contacted FES-NL and advised that each year, COD-NL distributes its Annual Inclusion Awards. These Inclusion Awards acknowledge the outstanding achievements of business, organizations/agencies, individuals and media, who have clearly demonstrated their commitment to encourage, welcome and support persons with disabilities in their workplace, business and community. FES-NL was one of two provincial entities chosen for the 2015 Inclusion Award for Organization/Agency which was presented at COD-NL's Annual General Meeting and Awards Ceremony on May 28, 2015.

Public Service Award of Excellence

In June 2015, Sonja Drodge, Program Coordinator with the Fire Protection Services Division, was a recipient of the 2014 Public Service Award of Excellence. Sonja was responsible for administering the 2014-15 Fire Protection Vehicles Program and the Firefighting Equipment Program, which combined had a record \$5.03 million budget. Sonja contributed to the development of revised application forms for the program, managed the high volume of applications, sent the appropriate responses and managed the adjustments to outcomes that were a result of the tender process. These tasks required a high level of commitment, organizational skills, the ability to manage the database, and the ability to assist FES-NL's clients. Sonja's contributions were instrumental in support of funding decisions that resulted in the procurement of 23 fire protection vehicles and new equipment for 110 fire departments throughout the province.

Disaster Dining Challenge

FES-NL was invited to participate in the Canadian Red Cross's Disaster Dining Challenge on May 8, 2015. This occurred during Emergency Preparedness Week. The Disaster Dining Challenge is a contest whereby participants are challenged to create a meal from limited non-perishable food items that could normally be found within an Emergency Preparedness Kit. Five teams (FES-NL, Kent's, Conception Bay South Fire Department, RCMP and the Canadian Red Cross) spent the morning together preparing their entries. FES-NL's team, comprised of the Director of Emergency Services and the Manager of Plans and Operations, took first place.

REPORT ON PERFORMANCE

As indicated in the Minister's mandate letter of December 2015, FES-NL continues to work towards the important mandate of developing and maintaining a modern and robust emergency management system in the province. As indicated in FES-NL's Mission statement in Business Plan 2014-17, the following issues were identified as priorities.

Issue One: Strengthening Support for Municipal Fire Protection Services

The fire protection services system in Newfoundland and Labrador includes 274 municipal fire departments located across the province. These fire departments include career fire departments, volunteer fire departments, and combination (previously referred to as 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 or regional service boards. 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 number of 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 continued to work with willing municipalities to pursue the sharing of fire protection services where appropriate. In 2015-16, FES-NL continued to promote the sharing of fire protection services by developing and sharing a guideline that identifies models for sharing of services, identifying projected costs using a regional service model, and sharing success stories (further details provided below).

FES-NL is now better positioned 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 commitment to improved emergency preparedness for all citizens and communities in Newfoundland and Labrador.

Goal: By March 31, 2017, FES-NL will have supported communities' capacity to provide

enhanced fire protection services

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

Measure: Sharing of fire protection services promoted

Indicators Planned for 2015-16	Actual Performance for 2015-16
A guideline that identifies models for the sharing of fire protection services is developed	The guideline identifying five models for the sharing of fire protection services was made available online at http://www.gov.nl.ca/fes/publications/Shared-Service-Models-2016.pdf. This document also includes key considerations for local governments and their fire departments if they
	wish to explore sharing fire protection services.
The guideline for the sharing of fire protection services is shared with local governments and their fire departments	The guideline was shared with the Newfoundland and Labrador Association of Fire Services and Municipalities Newfoundland and Labrador to distribute to their respective memberships.
Success stories for the sharing of fire protection services are posted on FES-NL's website	Three success stories were made available online at http://www.gov.nl.ca/fes/publications/Shared-Service-Success-Stories-2016.pdf. FES-NL plans to expand this document as more success stories occur.
A cost analysis that identifies the projected costs of delivering fire protection services using a shared model of service delivery is developed	Using the actual operational costs of four rural fire departments with an average town population of 825, FES-NL determined that the projected costs of delivering fire protection services using a shared model of service delivery for those fire departments would be approximately \$32,000 annually. All four fire departments have mutual aid agreements with neighbouring communities; have small two bay garages as a fire hall, as well as a pumper truck and associated firefighting equipment. The \$32,000 projected costs included everything needed to provide offensive interior fire protection, suppression, and rescue. It did not include more specialized services, such as vehicle extrication and ice water rescue, which some fire departments can deliver; inclusion of any specialized services would increase operational costs. This information can be used to inform discussions with local governments and their fire departments that may be interested in exploring a shared model of fire protection services.
Potential areas within the province that present potential opportunities for sharing fire protection services are identified	As a result of findings from the fire protection assessments, some communities requested FES-NL facilitate a general discussion in their area about the possible delivery of fire protection services using a shared model of service. Staff from the Fire Protection Services

Division held a number of meetings with communities throughout the province in 2015-16 to facilitate discussion on sharing fire protection services. While some communities have opted not to pursue at this time, others are exploring the possibility. Meetings were held in the Green Bay area (including Little Bay, St. Patricks, Coffee Cove, and Beachside); Labrador West (Labrador City and Wabush); Bay of Exploits (including: a meeting with Peterview, Botwood, Northern Arm; a meeting with Lewisporte, Embree, and Little Burnt Bay; and a meeting with Birchy Bay, Baytona and Loon Bay); and Trinity Bay (including Winterton and Hant's Harbour).

FES-NL made progress in promoting the sharing of fire protection services during the reporting period. A guideline that identifies models for the sharing of fire protection services was identified and shared with local governments and their fire services, success stories for sharing fire protection services can be found online at FES-NL's website, projected costs of delivering fire protection services using a shared model of service delivery was developed and will help inform future discussions with interested parties and, areas within the province that present potential opportunities for sharing fire protection services were identified. In the upcoming reporting period, FES-NL plans to continue to identify more areas where fire protection services could be shared and begin to review and revise its municipal fire protection assessment process as a means to help enhance fire protection throughout the province and further promote the sharing of fire protection services.

Objective: By March 31, 2017 FES-NL will have further continued to promote sharing of fire

protection services

Measure: Sharing of fire protection services further promoted

Indicators:

- The municipal fire protection assessment process is reviewed and revised
- Staff are prepared and have the resources to support fire departments through the revised assessment process
- Using the revised process, assessments are conducted on 20 per cent of fire departments in the province
- Potential areas in the province that may present opportunities for sharing fire protection services are identified

Issue Two: Emergency Management

Over the past number of 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 was then revised and updated in January 2014 in accordance with sound emergency management practices and is in the process of being reviewed and updated once again. 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' occurred that have validated the PEMP and led to ongoing enhancements.

FES-NL also actively engaged many municipalities in the emergency management planning process as indicated on page 12. 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 and FES-NL made progress in this regard in 2015-16. FES-NL has focused 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 has adapted its training program as necessary to support this new focus on municipal emergency plan validation. In 2015-16, 20 emergency management exercises were held; this is an increase from 17 in 2014-15. The 20 exercises involved 664 participants from communities and emergency management partners. All of these actions are consistent with the Provincial Government's commitment to improved emergency preparedness for all citizens and communities in Newfoundland and Labrador.

Goal: By March 31, 2017, FES-NL will have enhanced the emergency management

capacities of partners, communities, and governments

Objective: By March 31, 2016 FES-NL will have advanced Provincial Emergency Management

Plan validation

Measure: Provincial Emergency Management Plan validation advanced

Indicators Planned for 2015-16 Roles and responsibilities of FES-NL staff are clarified prior to activation of the Provincial Emergency Operations Centre FES-NL used three approaches to meet this indicator. First, FES-NL conducted a table top exercise, titled Hurricane Tilley, which allowed for problem solving and discussion regarding roles and responsibilities of FES-NL staff in the Emergency Operations Centre (EOC) during activation. Second, FES-NL undertook monthly checks of equipment, systems and supplies within and associated with the EOC. Additionally,

at a minimum, quarterly checks were conducted

on the auxiliary power system for the EOC. It should be noted that certain staff are assigned these duties. Last, FES-NL's Business Continuity Plan (BCP) was updated and discussed at a full staff meeting on February 23, 2016, and roles and responsibilities were a key component of this discussion. Maintaining the EOC and FES-NL staff in a state of readiness requires periodic review of EOC roles and responsibilities. An emergency management plan exercise to FES-NL validated the Provincial Emergency validate the Provincial Emergency Management Management Plan through the conduct of a Plan is completed functional exercise of the Provincial EOC during Exercise Vigilance from Oct 16 – October 22, 2015. A functional exercise focuses on the application of emergency plans, policies, and procedures in responding to a simulated emergency. Exercise Vigilance saw participating EM partners deploy personnel to their respective EOCs and practice communication with other EOCs. The exercise focused on a major hurricane that impacted the northeast Avalon. All levels of government, non-government organizations, industry, utilities, health and volunteer sectors participated. FES-NL activated the Provincial EOC and various emergency management partner representatives were present in the EOC and worked through various scenarios to problem solve, provide solutions, and discuss roles and responsibilities of all participants. Exercise Vigilance also provided an opportunity for all emergency management partners to use the Multi-Agency Situational Awareness System (MASAS). This system allowed participants to share and access exercise information simultaneously and in real time during the exercise. MASAS was used in the exercise so that multiple EOCs could view each other's EOC entries at the same time. In addition, FES-NL hosted a joint meeting with representatives from the PEMP committee and departmental BCP coordinators and leads on April 17, 2015. This was an opportunity to highlight the connection that exists between the PEMP and the BCP and helped to inform the conduct of Exercise Vigilance. A review of the Provincial Emergency In the fall of 2015, FES-NL initiated an internal Management Plan is initiated review of the PEMP. Best practice in the

emergency management field indicates that

	plans should be reviewed on a periodic or regular basis. FES-NL's internal review resulted		
	in the development of policies regarding the		
	maintenance and updating of emergency		
	management plans, for example, FES-NL now		
	has a policy that indicates the PEMP is to be		
	reviewed every three years. Also, commencing in		
	December 2015, the Office of the Auditor		
	General (AG) conducted a review of the PEMP.		
	Final results from the AG are expected to be		
	available in the next reporting period and will		
	inform the ongoing review of the PEMP.		
A review of the <i>Emergency Services Act</i> is	During the third quarter, FES-NL senior staff		
initiated	commenced an internal review of the <i>Emergency</i>		
	Services Act (the Act). This review included a		
	line by line review of parts I to V of the Act. As		
	planned, FES-NL's senior staff will complete the		
	review in the next reporting period.		

FES-NL is pleased with the progress it made in 2015-16. Roles and responsibilities of FES-NL staff were clarified and EOC operations were understood by all, emergency management exercises were conducted which validated the PEMP and provided an opportunity to activate the EOC, a review of the PEMP was initiated and related policy development occurred, and all but one part of the *Emergency Services Act* was reviewed. FES-NL will finalize the review of the *Emergency Services Act* and the PEMP review in the upcoming reporting period. Furthermore, FES-NL will focus efforts on its partnership with the Federal Government and other provinces and territories, and encourage the exercising of emergency management plans in the many communities in Newfoundland and Labrador.

Objective: By March 31, 2017 FES-NL will have strengthened emergency management

partnerships with our internal and external stakeholders

Measure: Emergency management partnerships with internal and external stakeholders

strengthened

Indicators:

- Working with the Federal Government and other provinces and territories, the updating of the Emergency Management Framework for Canada is initiated
- The review of the *Emergency Services Act* is completed
- The Provincial Emergency Management Plan is updated
- Exercising of community emergency management plans are encouraged



OPPORTUNITIES AND CHALLENGES AHEAD

During 2015-16, an audit of Emergency Services was initiated by the Office of the Auditor General, with public release of the results anticipated during 2016-17. FES-NL cooperated with the Office of the Auditor General throughout the audit which focused on the Provincial Emergency Management Plan, the Business Continuity Plan for the Provincial Government, and municipal emergency management plans. FES-NL welcomes suggestions for improvement in emergency management planning and will respond to any recommendations made by the Auditor General arising from the audit in 2016-17.

As noted in the shared commitments section, FES-NL's Director of Emergency Services assumed the role of Co-Chair of SOREM and Chair of CCEMO for a two year term in January 2016. This meant that FES-NL's Minister and Deputy Minister (formerly known as the Chief Executive Officer) assumed the duties of Chairperson whenever their respective forums meet. Consequently, the Minister Responsible for FES-NL was scheduled to co-chair a meeting of FPT Ministers Responsible for Emergency Management on May 5-6, 2016 in Toronto; this meeting did occur. FES-NL has assumed a leadership role in advancing the FPT Ministers' national emergency management agenda including work associated with the Emergency Management Framework for Canada and an Emergency Management Plan for Canada, both of which will continue in 2016-17.

FES-NL is focusing attention on reviewing and revising the Newfoundland and Labrador Disaster Financial Assistance Program (NL-DFAP) Guidelines in 2016-17. At the current time, the NL-DFAP Policy Statement can be found on FES-NL's website; FES-NL aims to post the NL-DFAP Guidelines as well in the upcoming fiscal year. FES-NL also endeavours to develop an operational manual which would provide in-house instructions to staff in the delivery of the NL-DFAP. Documenting program guidelines and procedures is vital for the future delivery of the NL-DFAP as adverse events occur more regularly and impacts can be more severe due to the effects of climate change. It is only a matter of time before another adverse event impacts our province and FES-NL must be ready to respond in a timely fashion.

Many local fire departments throughout the province continue to experience challenges in addressing aging equipment and infrastructure. The demand for funding from the Provincial Government to assist municipalities to acquire firefighting vehicles and equipment continues to rise, with demand far exceeding available funding. In the upcoming year, FES-NL would need to balance resources with increased demand while supporting efforts towards sharing of fire protection services.

FINANCIAL STATEMENTS

Expenditure and revenue figures included in this document are based on public information provided in the Report on the Program Expenditures and Revenues of the Consolidated Revenue Fund for Fiscal Year Ended 31 March 2016

		<u>Estimates</u>		
	<u>Actual</u>	<u>Amended</u>	<u>Original</u>	
	\$	\$	\$	
6.1.01. EXECUTIVE SUPPORT				
01. Salaries	806,546	807,200	696,900	
Operating Accounts:				
Employee Benefits	85	3,000	3,000	
Transportation and Communications	14,175	23,500	23,500	
Supplies	7,849	12,000	12,000	
Professional Services	-	35,500	150,000	
Purchased Services	372,449	392,700	400,700	
Property, Furnishings and Equipment	500	2,000	2,000	
02. Operating Accounts	395,058	468,700	591,200	
Total: Executive Support	1,201,604	1,275,900	1,288,100	
6.1.02. FIRE SERVICES				
01. Salaries	650,989	651,700	543,800	
Operating Accounts:				
Employee Benefits	12,724	7,000	7,000	
Transportation and Communications	102,938	122,100	122,100	
Supplies	102,032	72,300	72,300	
Purchased Services	231,346	258,300	250,300	
Property, Furnishings and Equipment	2,754	2,300	2,300	
02. Operating Accounts	451,794	462,000	454,000	
09. Allowances and Assistance	185,700	185,700	171,200	
10. Grants and Subsidies	241,280	241,500	241,500	
Total: Fire Services	1,529,763	1,540,900	1,410,500	

FINANCIAL STATEMENTS CONTINUED

		<u>Estimates</u>		
	<u>Actual</u>	<u>Amended</u>	<u>Original</u>	
	\$	\$	\$	
6.1.03. EMERGENCY SERVICES				
01. Salaries	356,981	368,300	445,700	
Operating Accounts:				
Employee Benefits Transportation and	713	800	800	
Communications	190,857	227,300	127,300	
Supplies	18,060	34,500	34,500	
Purchased Services Property, Furnishings and	32,326	30,400	30,400	
Equipment	4,899	9,400	9,400	
02. Operating Accounts	246,855	302,400	202,400	
	603,836	670,700	648,100	
02. Revenue - Provincial	(2,254,004)	(1,500)	(1,500)	
Total: Emergency Services	(1,650,168)	669,200	646,600	
6.1.04. DISASTER ASSISTANCE				
01. Salaries	81,106	92,100	92,100	
Operating Accounts:				
	81,106	92,100	92,100	
01. Revenue - Federal	(20,644,956)	(33,261,400)	(33,261,400)	
Total: Disaster Assistance	(20,563,850)	(33,169,300)	(33,169,300)	
6.1.05. FIRE PROTECTION VEHICLES AND EQUIPMENT				
10. Grants and Subsidies	5,029,437	5,030,000	5,030,000	
Total: Fire Protection Vehicles and Equipment	5,029,437	5,030,000	5,030,000	
TOTAL: FIRE AND EMERGENCY SERVICES - NL	(14,453,214)	(24,653,300)	(24,794,100)	

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