



Nackawic-Millville Rural Community
Fire Service Review

June 15, 2026

Project and Report completed by Hennessy Richardson Strategic Services Inc.

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1. Executive Summary

Hennessy Richardson Strategic Services Inc. (HRSS) reviewed the Nackawic-Millville Rural Community (NMRC) Fire Service from March 16 to May 31, 2026. The review evaluated governance, operations and deployment, prevention and inspection, facilities and apparatus, staffing and volunteer sustainability, community risk assessment, and financial planning. HRSS used an approach grounded in evidence-based analysis, stakeholder engagement, and practical implementation planning.

The NMRC Fire Service is resilient. It has shown determination through the 2014 station fires at Nackawic and Millville and through the organizational changes required by municipal amalgamation in 2023. At the core of the Fire Service are dedicated, community-focused frontline and administrative staff.

The Fire Service will need to build on these strengths as it addresses its next set of priorities and challenges. The recommendations focus on strengthening leadership and operations, advancing toward NFPA 1720, growing the volunteer base, and addressing capital asset replacement. A summary of recommendations is provided in Section 3.

The estimated annual cost of recommendations, not including asset replacement, is \$163,960 plus a one-time cost of \$15,000 for a hazard assessment. This includes:

- approximately \$100,000/year for the Fire Chief / Director of Emergency Measures Organization (FC/EMO Director) position, to be hired in 2026–2027;
- approximately \$44,160/year to implement automatic aid with equal remuneration¹; note, this would offset existing call costs (not net new);
- \$13,800 (estimated) in NFPA Level 1 training costs to add three Level 1 firefighters, bringing each Fire Station to a minimum of six in alignment with NFPA 1720;
- approximately \$6,000/year in leadership development training; and,
- a one-time cost of \$15,000 to conduct a Hazard Identification & Risk Assessment.

Apparatus end-of-life planning, for the current fleet, requires an estimated \$1.8 million to \$4.3 Million/year in bridge funding, starting in 2027. Once apparatus replacements are complete, \$0.5 Million to \$0.6 Million/year should be allocated to a fleet reserve to fund the next generation of apparatus. Cost reduction and support measures have been identified.

Based on its engagement with members of the NMRC Fire Service throughout the project, HRSS is confident the organization can meet this challenge. The NMRC Fire Service has the potential to become the model for successful Fire Service integration in amalgamated New Brunswick communities.

¹ Based on 200 calls (\$221/call) and further detailed in Section 10.4

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List of Acronyms

A&E Committee – Apparatus and Equipment Committee

AHJ- Authority Having Jurisdiction

BCP - Business Continuity Plan

COOP – Continuity of Operations

CSA- Canada Standards Association

DNR – Department of Natural Resources

EMO- Emergency Measures Organization

EMS – Emergency Medical Services

EOP - Emergency Operations Plan

FC/EMO Director – Fire Chief / Director of EMO (proposed new position)

GNB- Government of New Brunswick

H&S – Health and Safety

HIRA- Hazard Identification and Risk Assessment

HRSS- Hennessy Richardson Strategic Services Inc.

JPR- Job Performance Requirement

NFPA- National Fire Protection Association

NMRC- Nackawic-Millville Rural Community

PSC – Protective Services Committee

PSCC- Public Safety Communications Centre

R&R Committee – Recruitment and Retention Committee

SCBA- Self-Contained Breathing Apparatus

2. Project Objectives

The objectives for HRSS in the Fire Service Review project included:

- Providing an independent, evidence-based assessment of the Fire Service's current state in accordance with relevant accepted practices (e.g., CSA Z1600 and NFPA 1720)
- Identifying gaps, risks, and opportunities relative to applicable standards and leading practices
- Making informed recommendations respecting deployment models and service level options for the NMRC
- Delivering a phased-implementation roadmap (cost, change management, metrics)
- Maintaining transparency and accountability to Council and residents

3. Summary of Recommendations

Table 1 presents the HRSS recommendations for the NMRC Fire Service. In Section 4, a milestone roadmap is outlined. Recommendation rationale is provided in subsequent discussion sections.

Table 1 – Summary of Recommendations for the NMRC Fire Service

Category	Recommendation
Governance	1) Building upon By-Law S-2026-02, the NMRC Administration and Fire Department to instill a collaborative Fire Service, founded on trust, transparency, and a shared vision
	2) Hire a Fire Chief / Director of EMO, reporting to the CAO. Role has oversight of the three Fire Station Deputy Chiefs and ownership of NB Emergency Measure Act responsibilities
	3) Fill Vacant Millville Deputy Fire Chief Position
	4) Implement leadership development training across the Fire Department and NMRC Administration
	5) Conduct a Community Hazard Identification and Risk Assessment
	6) Adopt NFPA Standard 1720
Operations, Deployment, and Training	7) Ensure each Fire Station has six (6) NFPA 1001 Level 1 firefighters, with progression to six (6) NFPA 1001 Level 2 firefighters by the end of the decade
	8) Adopt automatic aid
	9) Coordinate and collaborate on training across all three Fire Stations
Asset Management	10) Establish Apparatus & Equipment Committee to plan near-term, financially material apparatus replacement needs
Recruitment and Retention	11) Establish Recruitment and Retention Committee to bring focus to the issue and to lead pursued recruitment and retention initiatives
	12) Develop community outreach, marketing, and recruitment plan, leveraging HRSS-identified strategies
	13) Provide equal remuneration for response calls and training across the entire Fire Department
	14) Establish an enhanced financial planning and budgeting process, including a zero-based budgeting approach
	15) Standardize asset inventory and accounting codes across the Fire Department to support performance measurement and continuous improvement
	16) Build Government of New Brunswick (GNB) advocacy plan to support financial initiatives

4. Recommendation Milestone Roadmap

	Governance	Operations, Deployment, & Training	Recruitment and Retention	Asset Management	Fiscal Management
2026 – 2027 Milestones	Collaboratively reviewed By-law S-2026-02 and leadership culture; shared vision alignment <i>R²: CAO, PSC, & Deputy Fire Chiefs</i>	A minimum of six (6) NFPA 1001 Level 1 firefighters per Fire Station <i>R: CAO, Deputy Fire Chiefs, FC/EMO Director³</i>	Recruitment and Retention (R&R) Committee Established <i>R: CAO, Deputy Fire Chiefs, FC/EMO Director³, PSC</i>	Apparatus and Equipment (A&E) Committee established <i>R: CAO, CFO, Deputy Fire Chiefs, FC/EMO Director³</i>	GNB advocacy plan finalization and implementation (e.g., apparatus support, highway response support) <i>R: CAO, CFO, Deputy Fire Chiefs, FC/EMO Director³</i>
	Fire Chief / Director of EMO hired <i>R: CAO</i>	Monthly collaborative training sessions with all Fire Stations <i>R: Deputy Fire Chiefs</i>	Recommended community outreach, marketing, and recruitment strategies reviewed and short-listed <i>R: R&R Committee</i>	Apparatus replacement plan, supported by council <i>R: A&E Committee</i>	Enhanced budget planning process, featuring Zero-based budgeting, implemented <i>R: CAO, CFO, Deputy Fire Chiefs, FC/EMO Director³</i>
	Fire Department Members for H&S Committee Participation identified <i>R: CAO, PSC</i>	Automatic Aid Model adopted <i>R: CAO, FC/EMO Director³, Deputy Fire Chiefs</i>	Planning and execution of short-listed community outreach, marketing, and recruitment strategies <i>R: R&R Committee</i>		
	Completed Hazard Identification and Risk Assessment (HIRA) <i>R: CAO</i>	Initiated/completed Leadership Courses for Fire Department and Administrative Leaders: Effective Communication, Conflict Resolution and/or Public Service Leadership <i>R: CAO</i>	Equal remuneration for calls and training (no remuneration for meetings) <i>R: CAO, CFO</i>		
	All personnel educated on defined Fire Service roles and responsibilities				

² R = Responsible Party(ies)

³ Milestone can be achieved even if the Fire Chief / Director of EMO is not yet in place

	<i>R: CAO, FC/EMO Director³, Deputy Fire Chiefs</i>				
	Governance	Operations, Deployment, & Training	Recruitment and Retention	Asset Management	Fiscal Management
2028 – 2029 Milestones	NFPA Standard 1720 Adopted <i>R: CAO, FC/EMO Director³</i>	A minimum of six (6) NFPA 1001 Level 2 firefighters per Fire Station <i>R: FC/EMO Director</i>	Review / refinement of community outreach, marketing, and recruitment plan <i>R: R&R Committee</i>	Asset Management Program adoption <i>R: A&E Committee</i>	Standardized apparatus and equipment inventory and accounting codes to support continuous improvement <i>R: CAO, CFO, Deputy Fire Chiefs, FC/EMO Director³</i>
	NFPA Standard 1720 performance measurement commenced <i>R: FC/EMO Director</i>			Other milestones as identified by the committee <i>R: A&E Committee</i>	Continued business planning process enhancements and advocacy <i>R: CAO, CFO, Deputy Fire Chiefs, FC/EMO Director³</i>
	Municipal Emergency Response Plan adopted <i>R: FC/EMO Director</i>				
2030+ Milestones	Milestones in 2030 onwards are identified by the high-functioning Fire Service systems and processes identified above. Teams and committees continue towards a shared vision, collaboratively, with an obsessive culture of continuous improvement.				

5. Approach and Methodology

The NMRC Fire Service Review conducted by HRSS featured three phases over an 11-week period:

- Observation and data collection
- Analysis
- Recommendation development

Observation data included ten (10) interviews (APPENDIX C), attendance of two (2) training nights where all stations participated, survey responses from seventeen (17) Fire Department members, and follow-up phone calls and discussions supporting information clarity.

Collection of governance, operational, and asset information was obtained through the HRSS data request.

Information gathered was used to evaluate Fire Service governance, operations, deployment and training, volunteer sustainability, and long-term resource planning.

HRSS established clear governance, open two-way communication, and data collection processes to ensure project alignment from project day one. HRSS conducted rigorous qualitative and quantitative data collection in the identified areas to form unbiased, comprehensive records to support recommendation development. Interviews, site visits, and data requests formed the basis of data collection. The recommendations in this report are based on the assessment of information provided by NMRC benchmarked to industry best-practice standards.

Kick-Off Meeting, March 16, 2026

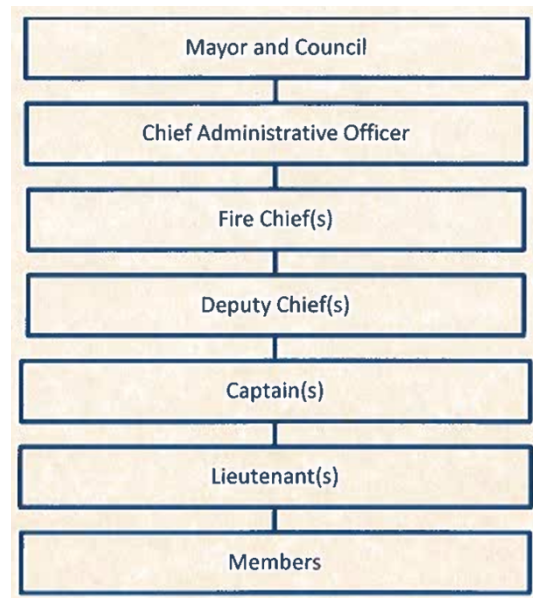


6. Governance and Leadership Discussion

It is evident that the leaders of the Fire Department and the NMRC Administration are committed to serving their community through a strong Fire Service. Municipal amalgamation has been viewed as a positive step for the Fire Service in the region, particularly by smaller stations such as Dumfries and Millville, as it provides a stronger collective voice. However, three-years under Municipal Amalgamation (2023), the Fire Service has not yet fully transitioned to a unified operating model.

A unified operating model starts with the right governance structure with clear roles and responsibilities. By-Law S-2026-02, *A By-Law Respecting the Fire Departments of the Nackawic-Millville Rural Community*, enacted March 17, 2026, sets a strong governance foundation. Maintaining and reinforcing this hierarchy will be critical moving forward. Historical practices characterized by station-level autonomy and informal decision-making are not aligned with the expectations of a modern municipal Fire Service.

Figure 1- NMRC Fire Service Organizational Structure (By-Law S-2026-02)



6.1. Fire Service Culture

The NMRC Fire Service delivery will be defined by the culture set by the NMRC Administration and the Fire Department. Leaders throughout this hierarchy need to align and grow from common principles and collaborate towards common goals, all on the important foundation of trust.

Recommendation # 1

Building upon By-Law S-2026-02, the NMRC Administration and Fire Department to instill a collaborative Fire Service, founded on trust, transparency, and a shared vision.

Regular joint working sessions, shared goal definition, and open communication channels will be essential to cultivating the partnership needed for a robust Fire Service.

HRSS deployed a survey questionnaire to the Fire Department volunteer base (Chiefs, Officers, and Firefighters) to gain anonymized perspectives on teamwork and engagement, culture and relationships, training and development, and safety and operational resources. Seventeen (17) members responded; details on this survey can be found in APPENDIX C.

The survey results found strong signals of Fire Station teamwork and engagement, with an 82% positive response rate. While HRSS sees room for improvement in the engagement and culture between Fire Stations (amalgamation has yet to unify the Fire Stations under a single culture)⁴, the intra-Fire Station teamwork and engagement scores are a strength of the Nackawic-Milville Fire Service.

One survey takeaway is the clear need to build trust between the Fire Department and the NMRC Administration, with almost half of respondents expressing concern. Recommendation #1 focuses on this opportunity.

⁴ Feedback on teamwork, engagement, and culture between Fire Stations were not posed directly in the survey questionnaire

6.2. Communication

Communication is the building block of trust within an organization. It creates clarity, consistency, and connection between people. Without effective communication uncertainty prevails and common goals can be lost.

Throughout the project, HRSS identified frequent communication, particularly between the NMRC Administration and Fire Department leadership, as a key opportunity to improve Fire Service effectiveness. Establishing regular Fire Department and Administration meetings is a quick win. These meetings should be in-person or virtual.

Day-to-day communication should prioritize in-person or phone-based; email can be used for follow-up.

6.3. Protective Services Committee

The Protective Services Committee (PSC) plays an important Fire Department oversight role. The committee relies on frequent, comprehensive data from the Fire Department to be effective.

The monthly reporting from Dumfries Station to Council has been well received. HRSS would like to see the same consistency and quality of Fire Department reporting across all Fire Stations. Moving forward, PSC should set clear, measurable reporting expectations for the Fire Department.

High-quality data is essential to informed decisions, operational efficiency, and long-term success. Reliable data helps leaders identify trends, measure performance, assess risks and opportunities, and improve forecasting, goal setting, and resource allocation. In collaboration with the CAO, PSC should support data collection enhancements and Fire Service reporting. Standardized monthly, quarterly, and annual reporting would advance the NMRC Fire Service.

The totality of the recommendations in this report will assist the PSC in strengthening reporting and oversight, while supporting other recommended committees and their mandates. Milestone responsibilities for the PSC are outlined in the roadmap (Section 4).

6.4. Fire Chief/Emergency Measures Organization Director

Recommendation # 2

Hire a Fire Chief / Director of EMO, reporting to the CAO. Role has oversight of the three Fire Station Deputy Chiefs and ownership of NB Emergency Measure Act responsibilities

Role Need

Modern Fire Departments demand strong administrative skills with an increased emphasis on planning, budgeting, training, documenting, and reporting, in addition to traditional emergency response operations. These skills are needed to meet municipal, provincial, and safety requirements.

Fire Department administrative leadership supports Fire Service effectiveness by:

- maintaining standardized firefighter training programs;
- managing apparatus & equipment replacement schedules;
- developing and leading policy instruments (Standard Operating Procedures - SOPs, Guidelines, & Standards), incident reports, inspections, grant applications, and personnel plans; and,
- facilitating emergency management/measures organization duties.

These Fire Department administrative skillsets also help manage risk, control costs, improve communication between municipal administration, improve communication with common Council and the public, and ensure that decisions are based on accurate, unbiased, objective information. Without strong administrative capacity, a Fire Department may struggle with compliance, funding, accountability, recruitment, records management, and long-term planning.

Within the NMRC, the Fire Stations are independently managing their administrative duties with varying methods and approaches as described in APPENDIX A. Based on the current state, HRSS recommends the recruitment of one responsible leader for administrative duties and to lead the

pursuit of standards compliance. This role would report directly to the CAO. Such a role can also be accountable for Emergency Measures responsibilities under the *New Brunswick Emergency Measures Act* (Section 9 of the Act). An organization chart is provided in Figure 2.

Role Duties

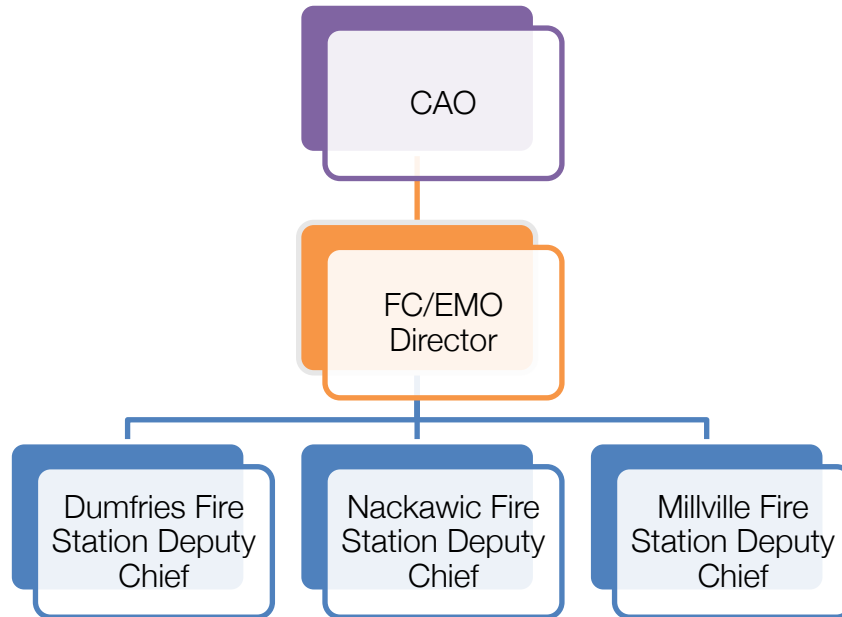
The FC/EMO Director would provide formal administrative and strategic leadership for the NMRC's Fire Service and emergency measures /management responsibilities. This role would serve as the primary municipal lead for Fire Service administration, emergency management coordination, and alignment with legislative and best-practice requirements.

Key responsibilities would include oversight and coordination of Fire Department administration, including training standards, policy development, records management, PSC reporting, inspections, apparatus and equipment planning, grant applications, recruitment support, and long-term service planning. The role would support consistent practices across the three Fire Stations while allowing Deputy Fire Chiefs to remain focused on operational readiness, incident response, station leadership, and firefighter supervision. The three Deputy Fire Chiefs would report to the FC/EMO Director.

In addition, the FC/EMO Director would act as the municipality's designated Emergency Measures representative under Section 9 of the *New Brunswick Emergency Measures Act*. This would include coordinating emergency preparedness, maintaining emergency plans, supporting training and exercises, facilitating emergency response coordination, and serving as the link between the NMRC administration, Council, Fire Stations, partner agencies, and the public during emergency management activities.

Overall, the role would strengthen governance, improve consistency, reduce administrative burden on individual Fire Stations, support compliance, and ensure NMRC has a clear point of accountability for protective services and emergency measures.

Figure 2 – Recommended Organizational Chart with the FC/EMO Director



Pre-hiring checklist

Prior to hiring the FC/EMO Director role, the NMRC Administration should complete foundational work to define position mandate, authority, reporting structure, and initial priorities. This should include compiling current Fire Department records, identifying administrative and compliance gaps, standardizing basic reporting practices, reviewing Emergency Measures obligations, and preparing Deputy Fire Chiefs for the transition.

By organizing existing information and setting clear expectations in advance, the municipality can ensure the new role begins with a strong foundation, a clear mandate, and the support required to improve governance, consistency, compliance, and long-term planning across NMRC's protective services. This pre-hiring checklist is outlined in the following table.

Table 2 - FC/EMO Director Pre-Hiring Checklist

Action	Description
Confirm the FC/EMO Director's mandate and reporting structure	Council and the NMRC Administration to clearly define the purpose of the role, its authority, and its reporting relationship to the CAO. This includes confirming the three Deputy Fire Chiefs as direct reports to the role and that the role will serve as the municipality's Emergency Measures designate.
Develop a clear job description for the FC/EMO Director Role	A detailed role description should be prepared before recruitment or appointment. It can outline responsibilities related to fire administration, emergency measures, policy development, training oversight, reporting, budgeting support, compliance, risk management, and interdepartmental coordination.
Complete an administrative inventory, communicate gaps and prioritize opportunities	The NMRC Administration can gather existing Fire Department documents, practices, and records from each station. This may include SOPs, training records, equipment lists, apparatus replacement schedules, inspection records, incident reporting practices, budgets, grant files, rosters, and emergency plans. Much of this inventory would be available through the information that was submitted during the data collection process of this Fire Service Review Project. The Fire Service Review Report itself would serve as a reference for the municipality to identify immediate gaps, compliance risks, inconsistent practices, and areas requiring action. This would allow the new Director to begin with a clear understanding of current conditions and prioritized initiatives.
Establish interim governance expectations	Until the role is in place, the NMRC Administration should create temporary expectations for regular reporting, documentation, and communication from each Deputy Fire Chief, in alignment with the PSC. This could include monthly updates on staffing, training, incidents, equipment, inspections, budget pressures, and risks.
Clarify the Emergency Measures file	The NMRC Administration can inventory current Emergency Measures responsibilities, plans, contacts, agreements, and legislative requirements. Any existing emergency plan, response structure, contact lists, and mutual aid arrangements should be organized and ready for transition to the new role.

	Consideration should be given if a Hazard Identification Risk Assessment (HIRA) takes place prior to the person being hired for the role. The HIRA would increase understanding of the community risks that would better inform potential candidates and aid the NMRC Administration during selection (i.e., does the candidate have the experience and skills that complement the hazard risk profile of the NMRC).
Prepare Deputy Fire Chiefs and staff for the transition	The NMRC Administration must communicate the purpose of the role early and clearly. This will help position the Director as a support and coordination role rather than simply an added layer of oversight. Deputy Fire Chiefs should understand how the role will support operations, reduce their own administrative burdens, and improve consistency.
Create a first-year work plan framework	Before the role is filled, the NMRC Administration could outline expected first-year priorities, which may include policy review, training standardization, records management improvements, apparatus and equipment planning, EMO compliance, budget alignment, and improved reporting to the CAO and Council.

6.5. Millville Fire Station Formal Leadership

While the Millville Fire Station possesses strong informal leadership, at the time of information gathering, there was no Deputy Fire Chief in-place at the station. Vacant formal leadership creates risk for an organization because it can leave accountability, decision-making, and direction unclear.

When no one is formally responsible for leading the team, important decisions may be delayed, handled inconsistently, or avoided altogether. This can affect day-to-day operations, people's performance, and the organization's ability to respond effectively during urgent or complex situations. The vacancy also limits the CAO's oversight to the Millville Fire Station. Establishing a formal leader helps provide stability, clear authority, accountability, and continuity in service delivery.

Recommendation # 3

Fill Vacant Millville Deputy Fire Chief Position

Depending on the candidate and their experience, the NMRC Administration should seek to ensure the new leader is positioned for success and supported with coaching, mentorship, and appropriate leadership training. The appointment should occur as soon as possible (ideally in 2026).

And leadership training does not have to be constrained to Fire Department leaders. Leadership training across the entire Fire Service, including Administration Leadership will complement all recommendations and milestones and support an efficient and effective Fire Service.

Recommendation # 4

Implement leadership development training across the Fire Department and NMRC Administration

7. Standards Assessment & Discussion

HRSS analyzed the Nackawic-Millville Fire Department's performance relative to several industry best practice standards. This section features discussion on these standards with further details provided in the related appendices (APPENDIX A provides a summary of all assessed standards).

While many NFPA standards themselves are not law (unless adopted by a jurisdiction), they are widely recognized as industry best-practice and may influence liability, insurance evaluations, accreditation, and legal expectations.

7.1. CSA Z1600:17

CSA Group standard Z1600:17, the *Standard for Emergency and Continuity Management/ Standard on Continuity, Emergency, and Crisis Management*, requires organizations to establish a comprehensive Emergency and Continuity Management Program that unifies governance, risk management, emergency response, and continuity of essential services across all departments within a municipal government.

For a municipal government to be considered CSA Z1600:17 compliant, they must establish an integrated, organization-wide resilience and continuity program that is regularly tested, documented, and improved upon, based on their experience in response and validation. Additional information on this standard is provided in APPENDIX E.

Analysis

In assessing the NMRC documentation, including by-law S-1 Emergency Response Plan, HRSS found that NMRC would not fully meet CSA Z1600:17 compliance requirements. The current by-law does contain several foundational emergency management elements that align with the standard; however, the document is primarily a legal and governance document establishing municipal authority, emergency powers, and organizational structure. For CSA Z1600:17 compliance NMRC requires a broader and more comprehensive Emergency and Continuity Management Program.

Moving Forward

CSA compliance is demonstrated through an integrated suite of plans, adopted policy instruments (by-laws, policies, directives, standard operating procedures, guidelines, & standards), training

records, and governance processes. To move toward CSA Z1600:17 compliance, NMRC would need supporting documents and programs such as:

- HIRA
- Emergency Management Program framework
- Emergency Operations Plan (EOP)
- Business Continuity Plans (BCPs)
- Recovery Framework
- Training and Exercise Program
- Public Information Plan
- Resource Management Plan
- Corrective Action Program
- Annual review/audit process
- Continuity of Operations (COOP) plans
- Critical infrastructure assessments

By-law S-1 Emergency Response Plan can be considered a complimentary document, with opportunity for modernization, as part of a larger program to support the organization moving towards CSA Z1600:17 compliance.

While CSA Z1600:17 compliance is not a recommended path forward at this time, a near term initiative could include the completion of an in-depth HIRA building upon the recently completed *Community Wildfire Resiliency Plan* and the implementation of a Business Continuity Plan for the organization.

Recommendation # 5

Conduct a Community Hazard Identification and Risk Assessment (HIRA)

Medium term opportunities within the scope of the FC/EMO Director would be the creation and adoption of an Emergency Management Program Framework, Emergency Operations Plan, Annual review/audit process and a formal Training and Exercise Program.

Long term opportunities would include adoption of Recovery Framework, Public Information Plan, Resource Management Plan, Corrective Action Program, COOP plans, and Critical infrastructure assessments.

7.2. NFPA 1720

NFPA 1720 is the *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*. To align with NFPA 1720, a municipal government must establish and maintain a fire protection system capable of meeting the operational, staffing, deployment, training, and safety expectations for volunteer and combination Fire Departments. Compliance is generally based on demonstrating that the municipality has evaluated community risks and implemented systems to meet established response objectives. Additional details on NFPA 1720 requirements are outlined in APPENDIX F.

Of all the standards available, the NMRC's pursuit of NFPA 1720 would have the largest positive impact on front-line Fire Service operations and community safety, while maximizing the strengths of the existing Fire Service – its people.

Recommendation # 6

Adopt NFPA Standard 1720

Analysis

NFPA 1720 outlines deployment and response timing guidance. Within the Nackawic-Millville Fire Service, the current deployment model relies on single-station response, with mutual aid requested as needed. Mutual aid is a process based on reciprocity that is intended to be used when a community does not have adequate resources on their own to meet the demands of an incident, and support is given by neighbouring communities. This approach can delay resource mobilization and create inconsistencies in response.

Table 3 illustrates the staffing and response metrics for NFPA 1720 compliance.

Table 3 - NFPA 1720 4.3 - Staffing & Deployment Requirements

Demand Zone	Demographics	Minimum staff to respond	Response time (minutes)	Performance objective (%)
Suburban	193-386 people / sq. km	10	10	80
Rural	< 193 people / sq. km	6	14	80
Remote	Travel distance 12.87 km	4	Distance dependent	90

The current Fire Department coverage by zone has the following population density estimates:

- Nackawic → 121.9 people/sq. km⁵
- Millville → 22.9 people/sq. km⁶
- Dumfries → 1.2 people/sq. km⁷

Figure 3 provides a visual estimate for driving distances 12.87 km from each Fire Station.

⁵ Per <https://www.municipality-canada.com/en/town-nackawic.html>, accessed May 18, 2026

⁶ Per <https://www.municipality-canada.com/en/village-millville.html>, accessed May 18, 2026

⁷ Per <https://www.municipality-canada.com/en/community-paroisse-de-dumfries.html>, accessed May 18, 2026

Figure 3 - NFPA 1720 Driving Distance Map

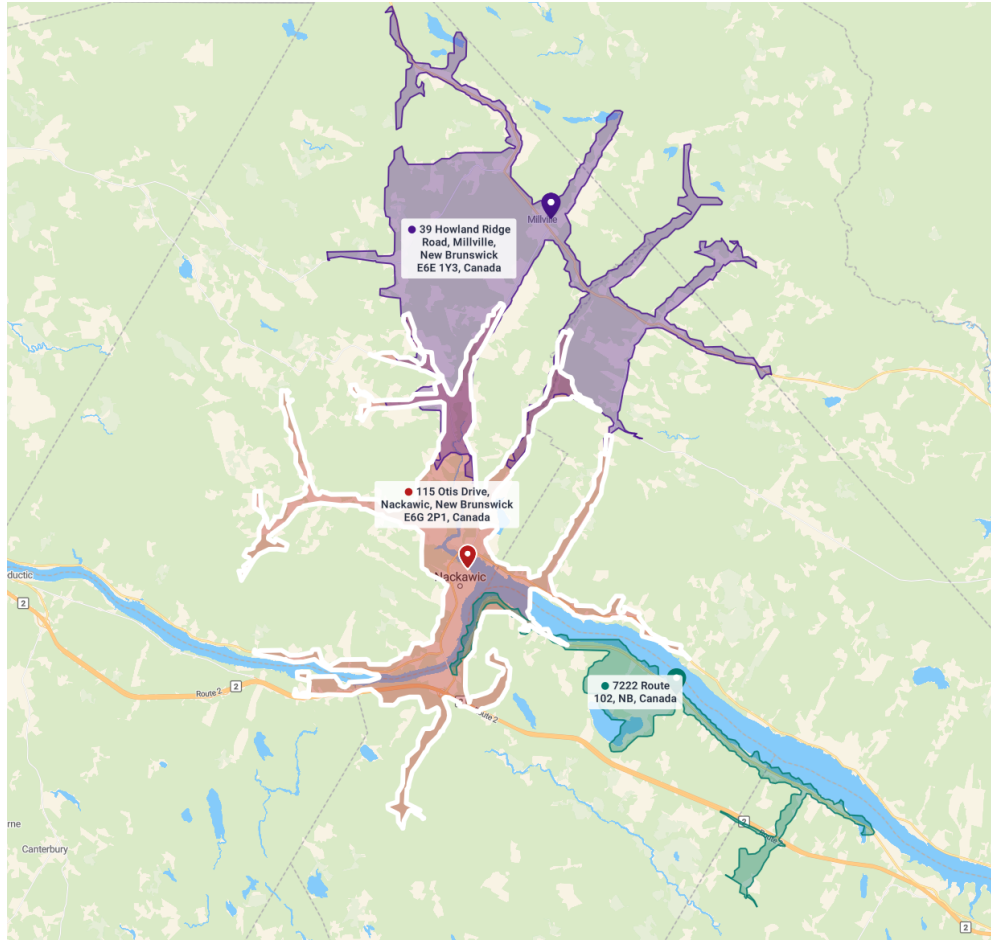


Table 4 illustrates the personnel qualifications by Station, today (i.e., NFPA 1001 Standard for Fire Fighter Professional Qualifications Level 1 & 2).

Table 4 - 1720 Accreditations by NMRC by Fire Station

	Dumfries	Nackawic	Millville
NFPA 1001 Level 1	4	11	5
NFPA 1001 Level 2	4	7	2
Level 1 Minimum Recommended	6	6	6
Variance	(2)	5	(1)

The variance highlighted above demonstrates that Dumfries and Millville cannot meet NFPA 1720 on their own (Dumfries is short two Level 1 firefighters, and Millville is short one). And this is the theoretical minimum. Based on daily availability of volunteer staff, NMRC could expect further variance from compliance. Per the Fire Department survey results (APPENDIX C), 47% of volunteers confirm completing professional development in the last six months.

Recommendation # 7

Ensure each Fire Station has six (6) NFPA 1001 Level 1 firefighters, with progression to six (6) NFPA 1001 Level 2 firefighters by the end of the decade

7.3. Automatic Aid

With municipal amalgamation, NMRC now has three Fire Stations that can work together. These combined resources can be used to improve firefighting response, reduce response times, increase firefighter safety, and provide more consistent service to the public.

Transitioning from single-station response/mutual aid response to automatic-aid model for key incident types (structure fires, motor vehicle incidents, technical rescues, and wildland fires) will improve staffing levels, response times, firefighter safety, and alignment with NFPA 1720.

Recommendation # 8

Adopt automatic aid

Since amalgamation, some Fire Stations have initiated training together. During the Fire Service Review, HRSS observed a joint Millville-Nackawic training night and joint-incident response; one of the highlights of the project. This collaborative approach to training and operations must be the standard for the NMRC Fire Service as it moves forward.

Recommendation # 9

Coordinate and collaborate on training across all three Fire Stations

HRSS would encourage a fixed, coordinated training schedule across all three Fire Stations, led by Deputy Fire Chief collaboration. HRSS would see training outcomes reported to the CAO and to the PSC. Future collaboration and coordination of training will enhance relationships, build stronger firefighter skillsets, increase efficiency in training capacity, and enhance service to the community.

7.4. NFPA 1900

Overview

NFPA 1900, the *Standard for Aircraft Rescue and Firefighting Vehicles, Automotive Fire Apparatus, Wildland Fire Apparatus, and Automotive Ambulances* is an asset management and risk-control standard. The standard affects how Fire Department vehicles are planned for, purchased, inspected, accepted, operated, modified, and eventually replaced. The standard serves as a governance and procurement framework for emergency response vehicles across the full asset life cycle.

Analysis

The current fleet of NRMRC fire assets is mixed with a blend of heavy and light apparatus to support service delivery. HRSS assessed the inspection/testing programs and asset life cycle planning for NRMRC.

Inspection/Testing Programs

The Fire Stations provided documentation showing their apparatus inspection and testing programs. With regards to fleet maintenance and service testing requirements, the programs illustrated effective, best-practice care.

Asset Planning

The NMRC fleet consists of 17 apparatus; 9 Heavy (equipped with mounted pumps and water carry capacity) and 8 Light (not equipped with mounted pumps or capacity to carry water). The Fire Stations have various types of apparatus, with various functional purposes all in different stages of their asset life cycle. In the application of NFPA 1900, the standard identifies two life-cycle benchmarks for apparatus.

- 15-Year Benchmark: Move frontline apparatus to reserve status after 15 years due to advancements in safety (e.g., rollover protection, electronic stability, emissions tech) and increased mechanical wear.
- 25-Year Hard Stop: NFPA recommends that any apparatus exceeding 25 years of age be removed completely from all emergency service vehicles.

Apparatus Replacement Cost

HRSS assessed two capital replacement scenarios for NMRC whereby the first scenario applies the 15-year benchmark to heavy apparatus and 25-year benchmark to light apparatus and the second scenario equalizing all end-of-life cycle to 25 years. APPENDIX D illustrates the by-unit forecast and assumptions for the assessment. Replacement cost estimates are based on the current fleet inventory.

- ii) Under the 15-Year (Heavy Apparatus)/ 25-Year (Light Apparatus) assessment, the organization is estimated to require \$4.3 Million/year in immediate funding to replace current apparatus applied to the standard. With sufficient funding and all apparatus being replaced at the end-of-life cycle, long-term, sustainable funding is forecasted to be \$0.6 Million/year.
- ii) Under the 25-Year (Heavy Apparatus)/ 25-Year (Light Apparatus) assessment, the organization is estimated to require \$1.8 Million/year in immediate funding to replace current apparatus applied to the standard. With sufficient funding and all apparatus being replaced at the end-of-life cycle, long-term, sustainable funding is forecasted to be \$0.5 Million/year.

Moving Forward

Recommendation # 10

Establish Apparatus & Equipment Committee to plan near-term, financially material apparatus replacement needs

The apparatus cost to meet NFPA 1900 are not covered in current NMRC operating and/or capital budgets. Given the current financial landscape, HRSS recommends the establishment of an Apparatus & Equipment Committee to review and consolidate the existing fleet and future asset replacement.

The immediate fleet funding deficit could be reduced, if the NMRC chose to forgo capital replacement and retire select apparatus at the end-of-life. This should be considered. Further, the establishment of a fleet reserve to support future apparatus replacement would position NMRC well for future purchases. The NMRC should explore sale of retired vehicles.

Further, HRSS recommends Government of New Brunswick advocacy (further discussed in Section 10.5) to support apparatus replacement costs, as such replacement costs may have been insufficiently transferred from the Government of New Brunswick under Amalgamation.

The Apparatus & Equipment Committee could be responsible for monitoring of current service testing, inspection, future specification, and cost oversight for the NMRC Fire Department fleet moving forward. The following are example monitoring initiatives that the committee could undertake to improve the apparatus program within the Fire Department.

Apparatus 10% Repair Rule (NFPA 1900)

Adoption of the *NFPA 1900 10% Rule for Repairs* is a practical industry guideline for assessing replacement. If a vehicle's annual repair and maintenance costs exceed 10% of the cost of a comparable new vehicle, the rule recommends replacement over repair.

NFPA 1900 Testing and Out-of-Service Criteria

The NFPA 1900 Testing and Out-of-Service Criteria states that apparatus failing annual performance tests (such as pump tests) under NFPA 1900 must be immediately removed from service, requiring either a rebuild or total retirement.

7.5. NFPA 1500

Overview

NFPA 1500, the *Standard on Fire Department Occupational Safety, Health, and Wellness Program*, establishes the minimum requirements for a comprehensive safety, health, and wellness program for Fire Departments and emergency service organizations. It applies to organizations providing fire suppression, rescue, Emergency Medical Services (EMS), hazardous materials response, special operations, and related emergency services.

NFPA 1500 requires departments to establish an occupational safety, health, and wellness program that includes written policies, defined responsibilities, risk management practices, training, and accountability. It emphasizes that safety must be integrated into both emergency operations and routine activities.

Analysis

The NMRC Fire Stations had varying levels of information regarding their occupational health and safety programs. Information was provided on Personal Protective Equipment (PPE) & equipment testing; however, limited information was provided on a formal health and safety program inclusive of Safety Governance, Risk Management, Training & Competency, Medical & Fitness Requirements, Exposure Control, and Behavioural Health and Stress.

The NMRC Administration is working towards establishing a Health and Safety Policy (Policy P-2026-02) and the policy statement illustrates alignment to NFPA 1500 for the organization. Key alignments include ensuring a work environment that supervisors are responsible for safe work practices, appropriate training is prioritized, effective risk management through reasonable elimination of hazards and risk reduction, and responsibility for safe practices regarding PPE, equipment, & facilities.

Moving Forward

Establishment of the Health and Safety Policy (Policy P-2026-02) will enhance alignment of NMRC to NFPA 1500. Whereby all officers in the Fire Departments would be considered supervisors under WorksafeNB, all officers will need to be educated on the policy and its application. Furthermore, it is recommended each Deputy Fire Chief be a member of the Joint Occupational Health & Safety Committee as they have oversight of their respective personnel, PPE, equipment, vehicles, and Fire Stations (facilities).

It is encouraged that as the Health & Safety Policy and respective formal programs are established, monitored, reviewed, and continuous improved upon to support stronger alignment to NFPA 1500. The suggested areas of focus are:

- Occupational safety and health program management
- Risk management and hazard control
- Fire department administration and member responsibilities
- Training, education, and competency
- Emergency operations and incident management
- Member accountability and communications
- Protective clothing and PPE
- Respiratory protection
- Apparatus and vehicle operations safety
- Facility safety
- Medical, physical, and behavioral health programs
- Wellness and fitness
- Exposure control and contamination reduction
- Incident rehabilitation
- Accident, injury, illness, and exposure investigation/reporting
- Data collection, records, and continuous improvement

8. Recruitment and Retention Discussion

The long-term effectiveness of the Fire Service is directly tied to its personnel and organizational culture.

Recruitment and retention were consistently identified as critical challenges, reflecting broader trends across volunteer organizations. In the Nackawic-Millville context, these challenges are amplified by commuting patterns and competing personal and professional demands, which limit volunteer availability. New housing starts in the region are anticipated to add to Fire Service demands amidst resource constraints. Continued responses on Highway 2, a key trade corridor, also strain the Nackawic-Millville Fire Service. Further, HRSS acknowledges the suite of recommendations in this report around enhanced communication, collaboration, and reporting can add administrative work loads and volunteer time.

As such, recruitment and retention, and the culture built around the people, needs to be a focus going forward.

Recommendation # 11

Establish Recruitment and Retention Committee to bring focus to the issue and to lead pursued recruitment and retention initiatives

Explained further in this section, firefighter recruitment can improve with initiative in the following areas:

- A strong narrative
- Enhanced community visibility and outreach
- “Firefighter and” marketing campaign
- Youth pipeline strategy
- Employer partnerships
- Referral Programs & Other Measures

Recommendation # 12

Develop community outreach, marketing, and recruitment plan, leveraging HRSS-identified strategies.

8.1. NMRC Fire Department Narrative

Leadership narrative refers to the internal and external messages and actions from Fire Service leaders about the Fire Service. It plays a critical role in shaping the culture of an organization as it defines audience perceptions of the Fire Service purpose, vision, priorities, and expectations. The stories leaders tell, the language they use, and the messages they repeat influence member and public sentiment about the organization.

For organizations that rely on volunteers, leadership narrative is especially important to recruitment and retention. People are more likely to join, stay, and remain engaged when they feel connected and the narrative is positive. A strong leadership narrative helps communicate that being a fire service member is not simply about filling out a role or meeting an operational need; it is about service, teamwork, community impact, and that their efforts are valued and appreciated.

A clear and consistent narrative from Common Council, PSC, the NMRC Administration, and Fire Department members will create a culture where volunteers feel respected, supported, and recognized. When leaders speak openly about the importance of member contributions, reinforce shared values, respectfully about each other, and celebrate the impact of service, they help build pride and commitment. This can strengthen morale, reduce turnover, and encourage existing volunteers to become ambassadors who attract others to the organization, ultimately creating an organization to which people gravitate.

8.2. Enhanced Community Visibility and Outreach

The Fire Department is to increase its community presence, both in-person and digitally. The goal is to build awareness of the Fire Department's work and its culture, to support recruitment.

While the Fire Department does outreach today, it is limited and uncoordinated across all Fire Stations. Example events could include food trucks, open-house BBQ's, live demonstrations, ride-alongs, and firefighter competitions. These events could be organized large social gatherings like the Destination Nackawic Bass Open tournament, and/or celebrating key Fire Department milestones (e.g., "Dumfries Station Grand Opening Family BBQ").

Open houses (again, a collaborative initiative with all three stations), could be back-to-back with training exercises to ensure strong Fire Department attendance and a positive and inviting atmosphere for the public. These events are opportunities for the public, and prospective recruits, to observe the culture of the Fire Department.

Roles and responsibilities for event organization could rotate between each station, annually. Accountability would rest with the Fire Station Chiefs. The "Firefighter and" recruitment strategy, discussed below, will help to attract volunteers to support the planning of such events (the strategy aims to recruit for event planning volunteers).

Donations could be accepted at events to support Fire Department finances. With regards to social media, increased post-rates (e.g., on volunteer highlights, response stories, fire prevention education), are recommended.

8.3. "Firefighter and" marketing campaign

HRSS sees an opportunity to build not only firefighter capacity, but capacity in the areas of marketing, social media, administration, management, and event planning. The outcome of the "Firefighter and" strategy is a larger active firefighter base, a key focus area to support NFPA 1720.

Portrayed in Figure 4 below, the recommended "Firefighter and" marketing campaign would focus on volunteer recruitment advertisements for active and non-active firefighter skillsets including:

- Social media storytellers
- Inventory managers
- Business planners
- Event organizers (e.g., community events, training)
- Administrators

The initiative is expected to create a flywheel effect where recruitment of these skill sets builds capacity, supports culture, thereby leading to more recruitment of firefighters and non-active firefighter volunteers.

Figure 4 - Example "Firefighter and" Volunteer Recruitment Advertisement



8.4. Youth Pipeline Strategy

HRSS is aware that junior firefighter development is in place (e.g. Dumfries Fire Station). Formalization of the program across all stations, for 14–18-year-olds, will provide the supervised training needed to allow for full membership at 18, and create a talent pipeline.

8.5. Community Partnerships & Referral Programs

The NMRC could seek local employers (e.g., the mill, J-Lynn's grocer) to allow staff to respond to calls during work hours. In addition, exploring internal opportunities with NMRC Public Works to support emergency response could work as a strategy to support weekday challenges for staffing.

Some Canadian rural municipalities have classified firefighters as casual staff, allowing them to access benefits as a recruitment strategy.

A referral program (e.g., gift cards, Fire Station equipment allowance) creates an incentive for existing volunteers to recruit volunteers; it can be an effective recruitment tool.

8.6. Remuneration Discussion

Remuneration equality is important to the volunteer base, confirmed through interviews as well as reiterated in the Fire Department survey. Table 5 below highlights the current approaches to remuneration, per 2023 data.

Table 5 – Current Remuneration Structure by Fire Station

Remuneration for:	Dumfries	Nackawic	Millville
Chief	- Annual Honorarium - No call Remuneration	- Annual Honorarium - Call, training and meeting remuneration (Hourly Rate)	- Annual Honorarium - Call remuneration
Deputy Chief			Not Specified
Captain			
Lieutenant	Not Specified		
Firefighters	- Remuneration for 1st call - Subsequent calls remunerated at lower value	Call, training and meeting remuneration (Hourly Rate)	- Call remuneration - Fixed remuneration for meetings up to, and over, 40 hours
Member mechanic services	½ and full-day rates based on hourly rate	Hourly rate	Hourly rate

Recommendation 13

Provide equal remuneration for response calls and training across the entire Fire Department

The current hourly rate of the Nackawic Fire Station could be standardized for calls and training for all stations. In Section 10.4, recommendation costs are further discussed.

9. Asset Management

An asset management program is an important tool for strengthening accountability, improving fiscal planning, and supporting responsible municipal service delivery. Fire Departments manage a significant amount of public assets, including vehicles (apparatus), PPE, and other operational resources. These assets represent a substantial investment of taxpayer dollars and must be tracked, maintained, and replaced in a disciplined and transparent manner.

A formal asset management program provides accurate information on what the department owns, where assets are located, their condition, their expected service life, and their replacement requirements. This level of oversight supports better decision-making by ensuring that capital and operating budgets are based on reliable data rather than estimates or reactive requests. It also allows the municipality to plan for equipment replacement over multiple budget cycles, reduce unexpected expenditures, and align Fire Department needs with broader municipal financial planning. In a municipal environment where transparency and stewardship are essential, an asset management program demonstrates that the organization is exercising due diligence over its assets and expenditures.

Overall, an asset management program is not only an operational tool for the Fire Department; it is a governance and financial management tool for the municipality. It supports accountability to Council and the public, improves long-term fiscal planning, protects municipal assets, and helps ensure that Fire Services are delivered safely, efficiently, and sustainably.

At present, asset management programs are inconsistent amongst the NMRC Fire Stations. As described in the NFPA 1900 section (Section 7.4), there is opportunity to adopt programs that align with the fiscal landscape of the NMRC. Furthermore, effective asset management programs would support the Health & Safety Policy and reduce risk for the organization.

The program can be assigned to the FC/EMO Director as a 2028-2029 milestone. This would be an opportunity for the Director to work with the Deputy Fire Chiefs to understand the current state of the assets, identify what is required to be operationally ready, create a plan that supports readiness, and propose that plan to the CAO & PSC for endorsement.

Areas of opportunity identified throughout the project include inter-fire station radio system consolidation (may be opportunity for funding available with provincial NextGen 911 project), bunker gear & other PPE, and self-contained breathing apparatus fleet/ fill-station infrastructure.

10. Fiscal Management

10.1. Enhanced Financial Planning and Budgeting Process

A robust financial framework starts with a thorough financial planning and budgeting process, led by the NMRC Administration. Such a process should include:

- Lead-time (e.g., ensure ample time for Fire Department submission and review in an iterative and collaborative fashion)
- Framing from the Administration (e.g., clarity from the top that savings of 5% are required, which helps set expectations and realistic budgets)
- Fire Department Submission Requirements (e.g., requirement for the Fire Station Deputy Chiefs to provide base, low, and high scenarios, cost-driver explanations, etc.)
- Scrutiny of carry-over budgets by the Administration
- Benchmark against other Fire Departments

HRSS observed that carry-over budgets have influenced the NMRC year-over-year budgets. That is, budgets from the previous year are used as the basis for the next planning year. This can create bloat in the budget setting process. It was also observed that the NMRC planning cycle is condensed to the last quarter of the year and consideration to commence the project sooner (Q2 or Q3) should be considered.

Recommendation 14

Establish an enhanced financial planning and budgeting process, including a zero-based budgeting approach.

10.2. Financial Standardization

The enhanced planning process should be supported by consistent accounting. All Fire Stations should use the same accounting codes, with enough detail to measure performance against standards.

Recommendation 15

Standardize asset inventory and accounting codes across the Fire Department to support performance measurement and continuous improvement

10.3. Financial Reporting

Alignment between the CFO, the PSC, Fire Department Leadership, and the recommended Apparatus and Equipment Committee on the cadence and presentation of financial results against budget (e.g., monthly, or quarterly) is important. Financial reporting plays a key role in the Fire Service financial sustainability. What gets measured, gets managed.

10.4. Cost Drivers and Cost of Recommendations

Per Table 6 below, in 2025, the main cost drivers for the Fire Department were equipment maintenance (37%), truck operations (9%), water costs (8%), alarms and communications (8%), and Fire Department honorariums and call remuneration (7%).

Table 6 - 2025 Fire Department Cost Breakdown

Category	Dumfries	Nackawic	Millville	Total	% of Total
Deputy Fire Chief Honorarium	\$ 1,500	\$ 1,995	\$ 750	\$4,245	1%
Deputy Fire Chief Expenses	\$ -	\$ 269	\$ -	\$ 269	0%
Membership & Association Fees	\$ 375	\$ 1,596	\$ 375	\$ 2,346	0%
Firefighters Honorarium & Calls	\$ 3,567	\$ 22,870	\$ 7,141	\$ 43,578	7%
WorkSafe NB	\$ 9,790	\$ 10,361	\$ 9,460	\$ 29,611	5%
Uniforms	\$ 1,936	\$ 1,086	\$ 2,020	\$ 5,042	1%
Alarm & Communications	\$ 11,176	\$ 24,010	\$ 9,743	\$ 44,929	8%
Fire Investigation & Prevention	\$ 310	\$ 310	\$ 310	\$ 929	0%
Committee / Meeting Costs	\$ 940	\$ 10,387	\$ 1,826	\$ 13,153	2%
Fire Protection Courses & Training 2025	\$ 10,165	\$ 11,269	\$ 7,147	\$ 28,581	5%
Travel & Lodging	\$ 3,249	\$ 4,683	\$ 1,761	\$ 9,694	2%
Training Supplies & Materials	\$ 1,746	\$ 1,605	\$ 1,408	\$ 4,759	1%
Insurance	\$ 1,416	\$ -	\$ 708	\$ 2,124	0%
Station & Buildings	\$ 16,888	\$ 498	\$ 14,517	\$ 31,903	5%
Snow Removal	\$ 6,883	\$ -	\$ 1,564	\$ 8,447	1%
Fire Hall Reports	\$ 100	\$ -	\$ -	\$ 100	0%
Office Supplies	\$ 470	\$ 737	\$ 2,063	\$ 3,270	1%
Truck Operations	\$ 18,934	\$ 17,648	\$ 14,676	\$ 51,259	9%
Truck Insurance	\$ 8,495	\$ 5,515	\$ 3,182	\$ 17,192	3%
Water Costs	\$ -	\$ 49,956	\$ -	\$ 49,956	8%
Medical Equipment & Supplies	\$ -	\$ 945	\$ -	\$ 945	0%
Building Maintenance	\$ -	\$ 25,435	\$ -	\$ 25,435	4%
Equipment Maintenance	\$ 92,492	\$ 40,468	\$ 85,925	\$ 218,886	37%
Small Equipment Maintenance	\$ -	\$ 1,535	\$ -	\$ 1,535	0%
TOTAL	\$ 200,433	\$ 233,179	\$ 164,576	\$ 598,188	100%

HRSS is recommending several key Fire Service enhancements with cost implications, including:

- Hiring a FC/EMO Director
- Establishing automatic aid
- Equal remuneration for calls and training
- Leadership Development training
- Training three (3) Level 1 firefighters (progressing to Level 2 by end of decade)
- Preparing for apparatus end of life (capital replacement)

Leveraging a zero-based budget approach, an example 2027 budget, starting from a zero-dollar position, are reflected in the following table. Note, the cost for training and call remuneration would offset, not be incremental, to the training and call costs presented in Table 6, above.

Table 7 - Cost of HRSS Recommendations

Item	Cost / yr	Notes
FC/EMO Director Salary	\$100,000	Estimated salary level
Establishing Automatic Aid with equal remuneration	\$44,160	Assumption: • 6 respondents per call • 2-hour call • \$18.40 per hour • 200 calls per year
NFPA Level 1 Training	\$13,800	Assumption: • Train three (3) firefighters to meet recommended six (6)-per-Station minimum (two at Dumfries, one at Millville) • 250 hrs/trainee @ 18.40/hr
Leadership Development Training	\$6,000	Estimated \$1,500 per course; four courses per year, spread across Fire Chief, Deputy Chief, and CAO roles
Total Recommendation Cost:	\$163,960/yr + \$15,000 (one-time HIRA cost) = \$178,960	
Total Cost with Apparatus Replacement	\$1,978,960 – 4,478,960	Assuming bridge financing for end-of-life apparatus (see APPENDIX D)

HRSS further recommends working with the Government of New Brunswick (as part of the advocacy discussed in the next section) to seek financial support for Highway 2 emergency

response calls as the Nackawic-Millville Fire Department plays a key role in protecting this important trade corridor. The Fire Service receives similar financial support from the Department of Natural Resources for wildfire response.

10.5. The Role of Advocacy

Government of New Brunswick (GNB) advocacy can help align municipal Fire Service needs with provincial priorities that support public safety, firefighter readiness, and community resilience. Advocacy can result in fairer funding, improved training access, stronger recruitment and retention programs, and clearer roles between municipal and provincial responsibilities. It also helps reduce long-term risk and cost by ensuring Fire Services are planned, equipped, and supported before emergencies occur.

The NMRC could seek a stronger provincial-municipal partnership to support the sustainability, readiness, and effectiveness of local Fire Services in New Brunswick. Municipal Fire Departments are increasingly responsible for an all-hazard response model, including structure fires, motor vehicle collisions, technical rescue, severe weather events, wildland fire risk, hazardous materials incidents, and other community emergencies. At the same time, many departments are facing aging apparatus, rising equipment costs, volunteer recruitment and retention challenges, and increasing training expectations.

Recommendation 16

Build Government of New Brunswick (GNB) advocacy plan to support financial sustainability

Provincial Vehicle Cost-Share Program

A key municipal advocacy priority is the creation of a vehicle cost-share program to support the replacement of aged fire apparatus. Fire apparatus is essential public safety infrastructure, yet replacement costs are often beyond the capacity of local tax bases, particularly in rural and smaller communities. A provincial cost-share program would help municipalities replace aging pumps,

tankers, rescues, and specialty vehicles in a planned and sustainable way, while reducing the need to defer replacement or create significant local tax impacts. These models have been adopted to support municipalities in Manitoba, Newfoundland, and Labrador.

Recruitment and Retention Support

The NMRC can advocate for enhancements to recruitment and retention programs for volunteer Fire Departments. Volunteer firefighters remain the backbone of fire protection in many New Brunswick communities, but departments are experiencing increasing difficulty attracting and retaining members. Provincial support for recruitment campaigns, retention incentives, employer recognition, mental health supports, and family/community engagement would strengthen the local department and improve long-term service sustainability.

Training and Development

Another important priority is leadership development. Fire departments require strong officers and future leaders who can manage modern emergency response, occupational health and safety obligations, training compliance, administration, incident command, and community risk reduction. Provincial investment in leadership development would help build capacity within volunteer and composite departments and support succession planning across the Fire Service.

NMRC could further seek standardized training that is funded and accessible. Training requirements continue to grow, but many volunteer departments face barriers related to cost, travel distance, instructor availability, and time away from work and family. A provincial framework for accessible, consistent, and funded firefighter training would help ensure that all departments can meet core competencies while allowing training to reflect the actual risks and response responsibilities within each community.

HIRA Funding

As municipalities carry responsibility for all-hazard emergency response, they also need provincial support in hazard and risk assessment, planning, and preparedness. Financial support for a NMRC HIRA would strengthen preparedness. The recent Community Wildfire Resiliency Plan supported by the Province of New Brunswick is an example of a hazard specific identification and risk assessment. A holistic assessment of all hazards in the NMRC would enable better decision making and planning moving forward.

Highway 2 Response Funding

The NMRC Fire Service experiences a high volume of calls with regards to Highway Route 2. Highway 2, part of the Trans-Canada Highway and national trade corridor, presents significant risk to the Fire Service due to traffic volume and the transport of dangerous goods. On-highway response means the NMRC Fire Service is serving not only its own residents, but the travelers along Highway 2. Similar to how the Department of Natural Resources provides wildfire response reimbursement to the NMRC Fire Department, the municipality should also seek similar financial support from the Government of New Brunswick for emergency response on Highway 2.

Overall, the Municipality is advocating for a provincial approach that recognizes fire protection and emergency response as shared public safety priorities. A coordinated provincial framework for vehicle cost sharing, volunteer recruitment and retention, leadership development, standardized training, risk assessment, and all-hazard preparedness would help municipalities protect residents, support firefighters, manage local financial pressures, and build safer, more resilient communities across New Brunswick

11. Conclusion

This review provides NMRC with an independent and evidence-based assessment of the current state of its Fire Service, measured against relevant accepted practices, including CSA Z1600, NFPA 1720, and leading practices in municipal emergency service delivery. The findings identify both strengths and areas requiring attention.

The report aims to align the NMRC Fire Service delivery with community risk, legislative responsibilities, available resources, and public expectations. The recommendations support decision-making respecting:

- governance, roles, and responsibilities;
- appropriate service levels;
- deployment models;
- personnel considerations;
- asset management;
- fiscal planning and sustainability; and,
- emergency preparedness.

Specifically, strengthening collaboration between the Fire Department and NMRC Administration must be a key first focus. Combined Fire Station training, hiring of the FC/EMO Director, and establishing committees to address key challenges will further set the framework for a successful Fire Service. Regular reporting by NMRC Fire Department Leadership will be important to demonstrate progress, explain investment decisions, and maintain public confidence in the Fire Service. Clear expectations, documented decisions, and ongoing evaluation will help ensure that improvements are measurable, and that resources are being used responsibly. Transparency and accountability remain central to the successful implementation of this report.

The purpose of this report is not only to assess current performance, but to provide the Common Council and NMRC Administration with a practical path forward, which is outlined in Section 4's phased implementation roadmap. A phased approach allows NMRC to prioritize critical risks, plan capital and operating impacts over multiple budget cycles, support change management, and establish performance metrics to monitor progress over time. This approach also provides flexibility for Common Council to make evidence-based policy and service-level decisions.

Overall, this report provides a foundation for strengthening NMRC's Fire Service, allowing it to be more effective and sustainable, in the protection of its community.

APPENDIX A. Standards Assessment Table

Standard	Description	Category	Required Information	HRSS Comments
NFPA 1720	NFPA 1720 sets minimum performance benchmarks for volunteer and combination Fire Departments. The “measurable” components are the items departments must be able to track, document, and report	Governance	• Dispatch time • Turnout time • Travel time • Total response time • Personnel count on First Alarm (Arriving Unit)	• Person count for Millville & Dumfries does not support standard compliance • Low-personnel levels challenge the NMRC in meeting standard • Incident reporting data inconsistent and/or not submitted; consistent reporting to capture timing metrics to align with the standard is an opportunity moving forward
CSA Z1600:17/ NFPA 1600	CSAZ1600:17/ NFPA 1600 establishes measurable criteria for evaluating an emergency management and business continuity program. Unlike response-time standards, NFPA 1600 focuses on whether an organization has documented, exercised, and maintained core program components	Governance	• Written program charter • Defined program scope and objectives • Executive policy statement • Designated program coordinator • Budget and resource allocation • Document control procedures	• Program currently not in place

Standard	Description	Category	Required Information	HRSS Comments
NFPA 1900	NFPA 1900 is the 2024 consolidated standard for Aircraft Rescue and Firefighting Vehicles, Automotive Fire Apparatus, Wildland Fire Apparatus, and Automotive Ambulances. Used as a benchmark for vehicle design, safety, performance, testing, and acceptance requirements for new apparatus	Asset Management	• Apparatus Age • Apparatus Specifications (vehicle type & use) • Fleet replacement planning • Service testing • Inspection reports • Maintenance	• Establish Apparatus and Equipment Committee • Develop apparatus replacement plan, supported by Council • Create Asset Management Program
NFPA 1500	NFPA 1500 establishes measurable organizational requirements to ensure firefighter safety, health, and wellness. Compliance is evaluated through documented programs, policies, training, performance monitoring, and operational procedures rather than individual skill testing	Governance	• Measurable components • Written safety and health policy • Designated Health & Safety Officer • Defined safety responsibilities at all ranks • Safety committee structure • Documented risk management plan • Annual program evaluation	• Alignment with the recently adopted Health and Safety Policy (P-2026-02) • Recommend designate Health and Safety Officers • Recommend Fire Department member on Health and Safety Committee
NFPA 1001	NFPA 1001 sets measurable skills and knowledge requirements for Firefighter professional	Training	• Certifications for all active personnel • List of personnel working towards certification	• Several members do have NFPA 1001 Level 1 & 2

Standard	Description	Category	Required Information	HRSS Comments
	qualifications. Compliance is evaluated through Job Performance Requirements (JPRs) — observable tasks a firefighter must perform safely and effectively			• Recommend setting training objectives that ensure all active responding members have NFPA 1001 Level 1 • Recommend NFPA 1001 Level 2 for any member assigned a supervisory role and/or tactical assignment on an emergency scene
NFPA 1002	NFPA 1002 establishes the measurable skills and knowledge required for fire apparatus driver/operators. Compliance is evaluated through observable and testable JPRs that confirm a driver/operator can safely operate, position, and manage fire apparatus and its systems	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Not adopted • Consideration for professional development
Certified Emergency Vehicle Operators (CEVO)	The CEVO course focuses on measurable driver competencies that demonstrate an operator can safely and effectively drive emergency vehicles under normal and emergency conditions. Performance is evaluated	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Inconsistent • Not adopted by all stations • Several certifications are more than 15 years old • Recommend setting a training objective that all driver operators have certification • Recommend setting a training objective for annual refresher

Standard	Description	Category	Required Information	HRSS Comments
	through knowledge testing and practical driving assessments			
NFPA 1006	NFPA 1006 establishes measurable competencies for technical rescue personnel. Performance is evaluated using JPRs — observable and testable tasks demonstrating the rescuer can perform safely, effectively, and within an incident command structure	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Not adopted • Consideration for professional development • Recommend alignment pending Hazard Identification and Risk Assessment (HIRA) outcome
NFPA 1021	NFPA 1021 establishes measurable competencies for fire officers. Compliance is evaluated through JPRs that assess an officer's ability to lead personnel, manage incidents, supervise operations, and administer organizational functions.	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Not adopted • Consideration for professional development • Opportunity for leadership development
NFPA 1031	NFPA 1031 establishes the measurable	Training	• Certifications or all active personnel	• Not adopted • Consideration for professional development

Standard	Description	Category	Required Information	HRSS Comments
	competencies required for personnel performing fire inspections, code enforcement, and plan reviews. Performance is evaluated using JPRs that confirm an inspector can apply fire codes, identify hazards, and enforce life safety standards		• Or personnel status working towards certification	• Opportunity for increased community engagement
NFPA 1041	NFPA 1041 establishes the measurable competencies required for Fire Service instructors. Compliance is evaluated through JPRs that demonstrate an instructor can plan, deliver, and evaluate training safely and effectively	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Not adopted • Consideration for professional development • Ability for Train-the-Trainer initiatives • Opportunity for leadership development
NFPA 1051	NFPA 1051 establishes the measurable competencies for personnel engaged in wildland and wildland-urban interface (WUI) firefighting. Performance is evaluated through	Training	• Certifications or all active personnel • Or personnel status working towards certification	• AHJ Standard being upheld- GNB Department of Natural Resources Emergency Firefighter Training • Continue collaboration with DNR on skills maintenance and joint interoperability

Standard	Description	Category	Required Information	HRSS Comments
	JPRs; observable and testable skills that demonstrate safe and effective wildland fire operations			
NFPA 1072	NFPA 1072 establishes the measurable competencies required for personnel who respond to hazardous materials (HazMat) and weapons of mass destruction (WMD) incidents. Performance is evaluated through JPRs; observable and testable tasks demonstrating safe and effective response	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Not adopted • Consideration for professional development • Recommend alignment pending HIRA outcome
NFPA 1521	NFPA 1521 establishes the measurable competencies required for personnel serving as an Incident Safety Officer (ISO). These measurables ensure the ISO can identify hazards, manage risks, and protect responder safety during emergency operations	Training	• Certifications or all active personnel • Or personnel status working towards certification	• Not adopted • Consideration for professional development • Opportunity for leadership development

Standard	Description	Category	Required Information	HRSS Comments
NFPA 1201; NFPA 1750	NFPA 1201 establishes organizational-level measurable requirements for Fire Departments related to administration, operations, safety, and service delivery. NFPA 1201 focuses on whether a department has documented systems, procedures, staffing models, and performance monitoring in place	Governance	• Measured elements • Written organizational chart • Defined roles and responsibilities • Chain of command documentation • Standard operating procedures (SOPs) • Policies & procedures • Written administrative policies • Standard operating guidelines • Recordkeeping systems • Document control procedures • Legal & Regulatory Compliance • Compliance with applicable laws • Compliance with labor standards • Insurance coverage documentation • Mutual aid agreements	• Inconsistent • Policy instruments are written and readily accessible for some stations • Adopt organizational chart for current state and desired future state • Define roles and responsibilities • Collaborate on consolidation, drafting, and implementation of NRMCC policy instruments • Legal and regulatory compliance for adopted NFPA standards in province of New Brunswick • Standardize asset management practices to support current inventory and future asset replacement
NFPA 1225	NFPA 1225 establishes measurable performance, reliability, and operational requirements for	Governance	• Dispatch processing time for NRMCC incidents	• Not adopted • Information unavailable • Recommend working with PSCC to better understand available data; this will also

Standard	Description	Category	Required Information	HRSS Comments
	emergency services communications systems, including Public Safety Answering Points (PSAPs), dispatch centers, radio systems, alerting systems, and supporting infrastructure.			support alignment to NFPA 1720 for timing metrics moving forward
NFPA 1250	NFPA 1250 establishes measurable requirements for emergency services risk management programs. It focuses on how organizations identify hazards, assess risk, implement controls, and continuously improve responder safety	Governance	• Measured elements • Written risk management policy • Defined program scope and objectives • Designated risk management coordinator • Leadership oversight responsibilities • Program review cycle • Documentation • Hazard reporting systems • Risk assessment records • Corrective action logs • Program performance reports	• Not adopted • Recommend adoption of CSA Z1600 as the two standards are aligned • Initial recommended steps include HIRA & adoption of a Business Continuity Plan
NFPA 1851	NFPA 1851 establishes measurable requirements for the selection, inspection, cleaning, decontamination, repair,	Asset Management	• Measured components • Written PPE care and maintenance program • Designated program administrator	• Inconsistent • Recommend collaboration in the adoption of PPE care and maintenance plan for NMRC

Standard	Description	Category	Required Information	HRSS Comments
	storage, retirement, and documentation of firefighting protective ensembles and ensemble elements		• Inventory tracking system • Member training on PPE care • Documentation of inspections and maintenance	
NFPA 1852	NFPA 1852 establishes measurable requirements for the selection, inspection, care, maintenance, testing, storage, and retirement of Self-Contained Breathing Apparatus (SCBA) used by emergency services personnel	Asset Management	• Measured components • Written SCBA maintenance program • Designated program administrator • Inventory management system • Member training on SCBA care and use • Documentation and recordkeeping system	• Inconsistent • Recommend collaboration in the adoption of SCBA care and maintenance plan for NMRC
NFPA 1855	NFPA 1855 establishes measurable requirements for contamination control programs to reduce emergency responder exposure to toxic substances, carcinogens, biohazards, and other harmful contaminants	Governance	• Measured components • Written contamination control policy • Designated program manager • Defined program scope and responsibilities • Annual program review • Integration with risk management and safety programs • Documentation Systems	• Not adopted • Information unavailable • Recommend alignment with Health and Safety Policy (P-2026-02) and NFPA 1500

Standard	Description	Category	Required Information	HRSS Comments
			• Exposure reporting system • Contamination tracking logs • Corrective action documentation • Record retention policies	
NFPA 1901 (Pump capacity)	NFPA 1901 establishes measurable design, performance, safety, and testing requirements for new automotive fire apparatus. It ensures apparatus meet minimum operational capability, safety, and reliability benchmarks	Asset Management	• Recommendation for future purchase requirement to meet standard	• Information provided • Recommend collaboration on future asset replacement plan to support needs of the community • Ideally HIRA completed; future apparatus specifications match the risks of the community
NFPA 1911	NFPA 1911 establishes measurable service test procedures to verify that fire apparatus pump systems continue to operate safely and effectively throughout their service life. The standard focuses on annual testing, performance verification, inspection, and documentation	Asset Management	• Service testing records	• Inconsistent • Opportunity of collaboration to consistently test, record, and support in corrective actions when required

Standard	Description	Category	Required Information	HRSS Comments
NFPA 1932	NFPA 1932 establishes measurable requirements for the inspection, maintenance, service testing, and safe use of in-service Fire Department ground ladders. It ensures ladders remain structurally sound and safe throughout their service life	Asset Management	• Service testing records	• Inconsistent • Opportunity of collaboration to consistently test, record, and support in corrective actions when required
NFPA 1962	NFPA 1962 establishes measurable requirements for the inspection, care, maintenance, testing, and safe use of fire hose, hose couplings, nozzles, and fire hose appliances used by Fire Departments	Asset Management	• Service testing records	• Inconsistent • Opportunity of collaboration to consistently test, record, and support in corrective actions when required

APPENDIX B. Interviews and Engagements Conducted

Engagement Type	Interviewee	Date	Location
Kick-off Meeting	All Stakeholders	March 16, 2026	Town Hall
Interview	Mayor Fox	March 16, 2026	Town Hall
Interview	CAO Clark	March 17, 2026	Town Hall
Interview	CFO Carr	March 17, 2026	Town Hall
Interview	Councilor Trail	March 16, 2026	Town Hall
Interview	Councilor Simpson	March 17, 2026	Town Hall
Interview	Councilor Meldrum	March 16, 2026	Town Hall
Interview	Millville Chief McGuigan	March 19, 2026	Remote
Interview	Millville Fire Station Leadership Development Team (4 personnel)	March 16, 2026	Millville Fire Station
Interview	Dumfries Chief Boonstoppel & Deputy Chief Stevens	March 16, 2026	Dumfries Fire Station
Interview	Nackawic Chief Hopkins, Deputy Chief Barrow, Captains & Lieutenants (5 personnel)	April 14, 2026	Nackawic Fire Station
Dumfries Training Night Observation	Multiple members from the Dumfries Station	March 17, 2026	Dumfries Fire Station
Nackawic/Millville Collaborative Training Night Observation	Multiple members from the Nackawic and Millville Stations	April 14, 2026	Nackawic Fire Station
Fire Department Engagement Survey	Fire Department Staff (Leaders & Firefighters)	April 28 th – May 16 th	Online
Presentation to Council	Common Council	July 6th	July 6th
Leadership Workshop	Fire Service Leadership	July (date TBC)	Town Hall (TBC)

APPENDIX C. Fire Department Survey Results Summary

Nackawic-Millville Fire Department — Survey Results Summary

HRSS Analysis | May 2026 | 17 respondents across Nackawic, Millville & Dumfries stations

Survey Question (short label)	Agree (count)	Strongly Agree (count)	Answered (n)	% Agree or Strongly Agree	Theme Average	Status
Training & Development				Mixed		
Q3: Dept dedicated to professional development	8	4	13	92%		
Q4: Pleased with advancement opportunities	9	4	16	81%		
Q5: Satisfied with job-related training offered	6	4	16	63%		
Q6: Satisfied with investment in training	6	4	16	63%		
Q7: Training is standardized	7	3	16	63%		
Q8: Completed PD training in last 6 months	3	4	15	47%		
Theme average — Training & Development					68%	
Teamwork & Engagement				Strong		
Q9: Completely involved in fire dept work	5	4	14	64%		
Q10: Determined to give best effort	7	5	14	86%		
Q11: Completely focused on job duties	6	5	14	79%		

Q12: Firefighters keep going when things get tough	5	8	14	93%
Q13: Teammates take initiative to help others	4	7	14	79%
Q14: Willing to take on new tasks (if trained)	9	5	14	100%
Q15: Officers and firefighters accept change	8	2	14	71%
Theme average — Teamwork & Engagement				82%
Remuneration				Mixed
Q16: Satisfied with overall remuneration	7	2	14	64%
Theme average — Remuneration				64%
Internal Culture & Relationships				Strong
Q17: Officer-firefighter communication is good	6	6	14	86%
Q18: Officers recognize strong job performance	7	4	14	79%
Q19: Good supervisor working relationship	6	5	14	79%
Q20: Good peer working relationships	9	4	14	93%
Q21: Firefighters and officers trust each other	5	8	14	93%
Q22: Firefighters treat each other with respect	8	4	14	86%
Q23: There is a good culture at the dept	7	5	14	86%
Theme average — Internal Culture & Relationships				86%

Relationship with Municipal Administration				Key Gap		
Q24: Feel respected by municipal administration	3	2	14	36%		
Q25: Trust the municipal administration	4	1	14	36%		
Q26: Communication with administration is strong	1	1	14	14%		
Theme average — Relationship with Municipal Administration					29%	
Safety & Operational Resources				Mixed		
Q27: Fire dept has a safe work environment	8	4	14	86%		
Q28: Fire dept is adequately resourced	1	1	14	14%		
Q29: Fiscal well-being is stable	3	2	14	36%		
Q30: Dedicated to diversity and inclusiveness	4	4	14	57%		
Theme average — Safety & Operational Resources					48%	

Legend: Green = 70%+ agree or strongly agree | Amber = 50–69% | Red = below 50%

APPENDIX D. Apparatus Asset Management

NFPA 1900 is the *Standard for Aircraft Rescue and Firefighting Vehicles, Automotive Fire Apparatus, Wildland Fire Apparatus, and Automotive Ambulances*. This section provides details on the 15- and 25-year benchmark scenarios and associated assumptions.

Common Scenario Assumptions

Apparatus Classification

- *Heavy Classification* is any apparatus with a water tank and pump
- *Light Classification* is any apparatus without a water tank and/or pump

Useful Life (Years)

- Remaining years unit has until it has reached its Asset Life Cycle
- Any number with “()” identifies years part Asset Life Cycle

Replacement Cost

- Estimated current asset replacement cost in forecasted replacement year based on a *4% cost growth rate*

15-Yr Benchmark Scenario

15-Year Benchmark: Move frontline apparatus to reserve status after 15 years

DEPARTMENT	UNIT IDENTIFIED	APPARATUS CLASSIFICATION	YEAR	ASSET LIFE CYCLE	ESTIMATED REPLACEMENT VALUE IN 2026	REPLACEMENT YEAR	USEFUL LIFE (YEARS)	REPLACEMENT COST (4% ANNUAL GROWTH RATE)	BRIDGE FUNDING	SUSTAINABLE FUNDING
DUMFRIES	PUMPER 250	HEAVY	2010	15	\$ 1,000,000	2025	(1)	\$ 1,000,000	\$ 1,000,000	\$ 66,667
DUMFRIES	PUMPER 251	HEAVY	2004	15	\$ 1,000,000	2019	(7)	\$ 1,000,000	\$ 1,000,000	\$ 66,667
DUMFRIES	RESCUE 252	LIGHT	2005	25	\$ 150,000	2030	4	\$ 175,479	\$ 43,870	\$ 7,019
DUMFRIES	RESCUE 253	LIGHT	2023	25	\$ 150,000	2048	22	\$ 355,488	\$ 16,159	\$ 14,220
DUMFRIES	MINIPUMPER	HEAVY	2024	15	\$ 450,000	2039	13	\$ 749,283	\$ 57,637	\$ 49,952
MILLVILLE	ENGINE 20	HEAVY	2015	15	\$ 1,000,000	2030	4	\$ 1,169,859	\$ 292,465	\$ 77,991
MILLVILLE	TANKER 20	HEAVY	1990	15	\$ 550,000	2005	(21)	\$ 550,000	\$ 550,000	\$ 36,667
MILLVILLE	TRAILER	LIGHT	2025	25	\$ 20,000	2050	24	\$ 51,266	\$ 2,136	\$ 2,051
MILLVILLE	UNIT 20	LIGHT	2011	25	\$ 150,000	2036	10	\$ 222,037	\$ 22,204	\$ 8,881
MILLVILLE	UNIT 21	LIGHT	2011	25	\$ 100,000	2036	10	\$ 148,024	\$ 14,802	\$ 5,921
NACKAWIC	RESCUE 1	HEAVY	2013	15	\$ 450,000	2028	2	\$ 486,720	\$ 243,360	\$ 32,448
NACKAWIC	ENGINE 2	HEAVY	2014	15	\$ 1,000,000	2029	3	\$ 1,124,864	\$ 374,955	\$ 74,991
NACKAWIC	TANKER 3	HEAVY	2015	15	\$ 550,000	2030	4	\$ 643,422	\$ 160,856	\$ 42,895
NACKAWIC	RESCUE 4	HEAVY	2013	15	\$ 1,000,000	2028	2	\$ 1,081,600	\$ 540,800	\$ 72,107
NACKAWIC	UNIT 8	LIGHT	2025	25	\$ 150,000	2050	24	\$ 384,496	\$ 16,021	\$ 15,380
NACKAWIC	COMMAND TRAILER	LIGHT	2016	25	\$ 20,000	2041	15	\$ 36,019	\$ 2,401	\$ 1,441
NACKAWIC	RESCUE 7	LIGHT	2014	25	\$ 40,000	2039	13	\$ 66,603	\$ 5,123	\$ 2,664
									\$ 4,342,788	\$ 577,960

Scenario Assumptions

Asset Life Cycle

- **15 years** for Heavy Apparatus
- **25 years** for Light Apparatus

Bridge Funding

- Requisite immediate annual funding to fund current heavy replacement within NFPA 1900 frontline asset life cycle for heavy apparatus

Sustainable Funding

- Requisite long-term funding when all assets have been replaced and future asset replacement follows NFPA 1900 frontline asset life cycle for heavy apparatus

25-Year Benchmark Scenario

25-Year Hard Stop: NFPA recommends that any apparatus exceeding 25 years of age be removed completely from all emergency service.

DEPARTMENT	UNIT IDENTIFIED	APPARATUS CLASSIFICATION	YEAR	ASSET LIFE CYCLE	ESTIMATED REPLACEMENT VALUE IN 2026	REPLACEMENT YEAR	USEFUL LIFE (YEARS)	REPLACEMENT COST (4% ANNUAL GROWTH RATE)	BRIDGE FUNDING	SUSTAINABLE FUNDING
DUMFRIES	PUMPER 250	HEAVY	2010	25	\$ 1,000,000	2035	9	\$ 1,423,312	\$ 158,146	\$ 56,932
DUMFRIES	PUMPER 251	HEAVY	2004	25	\$ 1,000,000	2029	3	\$ 1,124,864	\$ 374,955	\$ 44,995
DUMFRIES	RESCUE 252	LIGHT	2005	25	\$ 150,000	2030	4	\$ 175,479	\$ 43,870	\$ 7,019
DUMFRIES	RESCUE 253	LIGHT	2023	25	\$ 150,000	2048	22	\$ 355,488	\$ 16,159	\$ 14,220
DUMFRIES	MINIPUMPER	HEAVY	2024	25	\$ 450,000	2049	23	\$ 1,109,122	\$ 48,223	\$ 44,365
MILLVILLE	ENGINE 20	HEAVY	2015	25	\$ 1,000,000	2040	14	\$ 1,731,676	\$ 123,691	\$ 69,267
MILLVILLE	TANKER 20	HEAVY	1990	25	\$ 550,000	2015	(11)	\$ 550,000	\$ 550,000	\$ 22,000
MILLVILLE	TRAILER	LIGHT	2025	25	\$ 20,000	2050	24	\$ 51,266	\$ 2,136	\$ 2,051
MILLVILLE	UNIT 20	LIGHT	2011	25	\$ 150,000	2036	10	\$ 222,037	\$ 22,204	\$ 8,881
MILLVILLE	UNIT 21	LIGHT	2011	25	\$ 100,000	2036	10	\$ 148,024	\$ 14,802	\$ 5,921
NACKAWIC	RESCUE 1	HEAVY	2013	25	\$ 450,000	2038	12	\$ 720,464	\$ 60,039	\$ 28,819
NACKAWIC	ENGINE 2	HEAVY	2014	25	\$ 1,000,000	2039	13	\$ 1,665,074	\$ 128,083	\$ 66,603
NACKAWIC	TANKER 3	HEAVY	2015	25	\$ 550,000	2040	14	\$ 952,422	\$ 68,030	\$ 38,097
NACKAWIC	RESCUE 4	HEAVY	2013	25	\$ 1,000,000	2038	12	\$ 1,601,032	\$ 133,419	\$ 64,041
NACKAWIC	UNIT 8	LIGHT	2025	25	\$ 150,000	2050	24	\$ 384,496	\$ 16,021	\$ 15,380
NACKAWIC	COMMAND TRAILER	LIGHT	2016	25	\$ 20,000	2041	15	\$ 36,019	\$ 2,401	\$ 1,441
NACKAWIC	RESCUE 7	LIGHT	2014	25	\$ 40,000	2039	13	\$ 66,603	\$ 5,123	\$ 2,664
									\$1,767,301	\$ 492,695

Assumptions

Asset Life Cycle

- **25 years** for Heavy Apparatus
- **25 years** for Light Apparatus

Bridge Funding

- Requisite immediate annual funding to fund current apparatus replacement within NFPA 1900 25-year hard-stop asset retirement framework

Sustainable Funding

- Requisite long-term funding when all assets have been replaced and future asset replacement follows NFPA 1900 25-year hard-stop asset retirement framework

Relevant NFPA 1900 Rules

- **The 10% Rule for Repairs:** A practical industry guideline for assessing replacement. If a vehicle's annual repair and maintenance costs exceed 10% of the cost of a comparable new vehicle, replacement should be strongly prioritized over repair.
- **Testing and Out-of-Service Criteria:** Even before reaching the 15-year mark, failing annual performance tests (such as pump tests or aerial device non-destructive testing) under NFPA 1910 dictates that an apparatus must be immediately taken out of service, requiring either a rebuild or total retirement.

APPENDIX E. Details for CSA Z1600:17

CSA Group standard CSA Z1600:17, the *Standard for Emergency and Continuity Management/ Standard on Continuity, Emergency, and Crisis Management*, requires organizations to establish a comprehensive Emergency and Continuity Management Program that unifies governance, risk management, emergency response, and continuity of essential services across all departments within municipal government.

Key components of the program include:

1. Leadership and Governance

Municipal leadership must formally establish and support the program by:

- Defining emergency management policies and objectives
- Assigning authority, accountability, and responsibilities
- Establishing a governance structure
- Ensuring legal and regulatory compliance
- Senior administration and council must demonstrate ongoing support and oversight

2. Risk Assessment and Hazard Identification

The municipality must conduct an “all-hazards” risk assessment that identifies:

- Natural hazards (floods, wildfires, severe weather, pandemics)
- Technological hazards (power outages, cyberattacks, infrastructure failure)
- Human-caused incidents (terrorism, civil unrest, hazardous materials incidents)

This process should evaluate:

- Probability of occurrence
- Consequences to people, infrastructure, environment, and services
- Vulnerabilities and critical dependencies
- Results guide planning priorities and mitigation efforts.

3. Prevention and Mitigation

Municipalities must implement measures to reduce risks and impacts, such as:

- Infrastructure protection and redundancy
- Flood mitigation and wildfire interface planning
- Cybersecurity controls
- Protective by-laws and land-use planning
- Public education and resilience initiatives
- Mitigation activities should be integrated into municipal planning and capital programs

4. Emergency Preparedness

Preparedness requirements include:

- Developing emergency response plans
- Establishing an Emergency Operations Centre (EOC)
- Defining Incident Command System (ICS) structures and roles
- Creating evacuation, sheltering, and public warning procedures
- Maintaining resource inventories and contact lists
- Preparedness also includes continuity planning for municipal operations.

5. Business Continuity / Continuity of Operations

Municipal governments must ensure critical services continue during disruptions. This includes:

- Identifying critical functions and essential services
- Developing continuity and recovery strategies
- Establishing alternate worksites and backup systems
- Protecting vital records and IT systems

Examples of essential services may include:

- Water and wastewater
- Emergency services
- Public works
- Communications
- Payroll and finance systems

6. Emergency Response Capability

The municipality must have coordinated operational response procedures for:

- Incident management
- Multi-agency coordination

- Resource deployment
- Public information and media management
- Emergency social services

7. Recovery Planning

Recovery planning must address:

- Restoration of municipal services
- Infrastructure repair
- Financial recovery and disaster assistance
- Community recovery coordination
- Mental health and employee support
- After-action reviews and lessons learned

8. Training, Exercises, and Competency

Municipal personnel must receive:

- Emergency management training (e.g., ICS Canada, role specific instruction, etc.)
- Regular exercises, simulations, and continuous learning opportunities for skills application

Exercises should test:

- Plans
- Communications
- Decision-making
- Interagency coordination
- Business continuity procedures

9. Communications and Public Information

The municipality must maintain systems for:

- Internal communications
- Emergency public alerts and warnings
- Media relations
- Stakeholder coordination

10. Documentation and Records Management

CSA Z1600:17 requires documented processes and records, including:

- Policies and plans
- Risk assessments
- Training records
- Exercise reports
- Corrective action plans
- Audit and review findings
- Documentation must be controlled, maintained, and regularly updated

11. Evaluation and Continuous Improvement

The municipality must continually evaluate and improve the program through:

- Audits and self-assessments
- Performance metrics and management reviews
- Adopting corrective and preventive actions
- Actioning lessons learned from incidents and exercises

12. Coordination with External Partners

Municipal governments must coordinate with:

- Provincial emergency management organizations (New Brunswick EMO)
- Utilities
- External First Responders (Ambulance New Brunswick & Royal Canadian Mounted Police)
- Healthcare agencies
- NGOs and volunteer organizations
- Neighboring municipalities
- Private-sector critical infrastructure operators

Formal agreements and interoperability procedures are strongly encouraged.

APPENDIX F. Details for NFPA 1720

This appendix outlines the components required for NFPA 1720 Compliance, the *Standard for the Organization and Deployment of Fire Suppression Operations, Emergency Medical Operations, and Special Operations to the Public by Volunteer Fire Departments*.

1. Community Risk Assessment

The municipality must conduct and maintain a formal assessment of community hazards and service demands, including:

- Population density
- Geographic response area
- Types of occupancies and hazards
- Critical infrastructure
- Wildland/urban interface risks
- Historical call volume and trends
- EMS and rescue demands

This assessment determines the department's required staffing, apparatus, and response objectives.

2. Establishment of Service Levels

Municipal leadership must formally define:

- The level of fire suppression services
- EMS response capabilities
- Rescue and special operations services
- Fire prevention and public education functions
- Mutual aid expectations

These service levels should be approved through municipal governance processes and integrated into strategic planning.

3. Staffing and Response Performance Objectives

NFPA 1720 establishes recommended response benchmarks based on risk classification and population density.

Municipalities must:

- Define turnout and travel time objectives
- Ensure enough trained responders arrive within target times
- Monitor actual performance against targets
- Maintain documentation and corrective action plans when benchmarks are not achieved

Typical components include:

- Minimum responder staffing on apparatus
- Automatic aid or mutual aid agreements
- On-call volunteer response systems

4. Fire Department Organizational Structure

The municipality must establish:

- A clearly defined Fire Department structure
- Roles and responsibilities
- Command authority
- Policies and procedures
- Succession and continuity planning

This includes governance relationships between council, administration, and fire leadership.

5. Incident Command System (ICS)

The Fire Department must implement a standardized incident management system consistent with:

- Incident Command principles
- Accountability systems
- Span-of-control requirements
- Communications interoperability

- Unified command (example. multi-jurisdictional response) where required

Departments typically align with systems such as the Incident Command System Canada and emergency management frameworks.

6. Training and Competency Programs

Municipalities must ensure firefighters are:

- Properly trained for assigned duties
- Evaluated for competency
- Participating in ongoing training programs
- Training areas include:
 - Structural firefighting
 - Medical response
 - Hazardous materials
 - Technical Rescue (vehicle extrication, off-road rescue, water rescue, etc.)
 - Incident command
 - Apparatus operations
 - Safety and survival

Records of all training and certifications must be maintained.

7. Occupational Health and Safety Program

NFPA 1720 requires a comprehensive firefighter safety system, including:

- Respiratory protection programs
- PPE standards and maintenance
- Rehabilitation during incidents
- Medical evaluations
- Exposure control
- Infection prevention
- Behavioral health support
- Accountability systems

New Brunswick occupational health and safety legislation must also be integrated.

8. Apparatus, Equipment, and Facilities

The municipality must provide and maintain:

Fire apparatus appropriate to community risks

- Reliable communications systems
- PPE and SCBA
- Hose, ladders, rescue tools, and medical equipment
- Fire stations strategically located for response objectives

Inspection, testing, and maintenance programs must be documented.

In New Brunswick, the following are legislated in Regulation 91-191 under the *Occupational Health and Safety Act* (O.C. 91-1035):

- NFPA 1904, *Standard for Testing Fire Department Aerial Devices*
- NFPA 1931, *Standard on Design of and Design Verification Tests for Fire Department Ground*
- NFPA 1932, *Standard on Use, Maintenance and Service Testing of Fire Department Ground Ladders*
- NFPA 1971, *Standard on Protective Clothing for Structural Fire Fighting*
- NFPA 1972, *Standard on Helmets for Structural Fire Fighting*
- NFPA 1973, *Standard on Gloves for Structural Fire Fighting*
- NFPA 1974, *Standard on Protective Footwear for Structural Fire Fighting*
- NFPA 1981, *Standard on Open-Circuit Self-Contained Breathing Apparatus for Fire Fighters*
- NFPA 1982, *Standard on Personal Alert Safety Systems (PASS) for Fire Fighters &*
- NFPA 1983, *Standard on Fire Service Life Safety Rope and System Components*

9. Communications and Dispatch Systems

Compliance requires:

Reliable emergency call receiving and dispatching

- Redundant communications capability
- Alerting systems for volunteers
- Interoperability with mutual aid partners

- Dispatch performance monitoring

Dispatch systems should support rapid turnout and tracking of response performance.

10. Water Supply and Fire Protection Infrastructure

Municipalities must evaluate and maintain:

- Hydrant systems
- Rural water shuttle capabilities
 - This would include performance aligned with Fire Underwriter Survey (FUS) accredited Superior Tanker Shuttle Service (STSS)
- Static water sources
- Fire flow requirements
- Water supply pre-planning

11. Policy Instruments (Bylaws, Policies, Directives Standard Operating Procedures, Guidelines, Standards, etc.)

Written policy instruments are required for:

- Emergency response
- Fireground operations
- Safety procedures
- Training requirements
- Apparatus operations
- Incident accountability
- Mutual aid operations

Policies must be reviewed, personnel must be educated on them, and documentation must be updated regularly.

12. Data Collection, Records, and Continuous Improvement

Municipalities must track:

- Response times
- Staffing levels

- Incident outcomes
- Training records
- Equipment maintenance
- Safety incidents
- Call statistics

NFPA 1720 emphasizes continuous assessment and corrective action planning when performance objectives are not met.

13. Mutual Aid and Automatic Aid Agreements

Formal agreements should exist with neighboring jurisdictions to address:

- Staffing shortages
- Large-scale incidents
- Specialized response requirements
- Sustained operations

These agreements should define operational responsibilities and interoperability expectations.

14. Fire Prevention and Public Education

NFPA 1720 supports:

- Fire inspections
- Code enforcement coordination
- Public education programs
- Community risk reduction initiatives

These programs reduce incident frequency and improve overall community resilience.

15. Municipal Governance Responsibilities

Municipal councils and administrations are responsible for:

- Funding and resource allocation
- Policy approval

- Strategic oversight
- Ensuring legal and regulatory compliance
- Supporting continuous improvement

The municipality must demonstrate due diligence by aligning resources and operational capability with identified community risks.