

## **AGENDA**

1. **CALL TO ORDER**
2. **APPROVAL OF THE AGENDA**
3. **PROCLAMATIONS**
  - 3.1. Volunteer Week – April 27 – May 3, 2025
4. **APPROVAL OF THE MINUTES**
  - 4.1. Committee of the Whole Meeting – March 3, 2025
5. **PRESENTATIONS**
  - 5.1. Annapolis County Affordable Housing – Heather McCormick
6. **ANYTHING BY CITIZENS**

*Procedure: A thirty-minute period will be provided for members of the public to address Council regarding questions, concerns and/or ideas. Each person will have a maximum of two minutes to address Council with a second two-minute period provided there is time remaining within the thirty-minute "Anything by Citizens" period.*

7. **NEW BUSINESS**
  - 7.1. RFD 013-2025 Increase in RCMP Officers – CAO
  - 7.2. RFD 014-2025 Interim Budget – CAO
  - 7.3. RFD 015-2025 Veteran's Crosswalk – CAO
  - 7.4. RFD 016-2025 Procurement and Purchasing Policy – CAO
  - 7.5. RFD 017-2025 Approval of 2025-26 Valley Waste Budget – CAO
8. **INFORMATION/DISCUSSION ITEMS**
  - 8.1. Heart of the Valley Days Transition Notice – Communication and Events Coordinator
  - 8.2. Dangerous and Unsightly Status Report as of March 2025 – CAO
  - 8.3. Community Concerns/Complaints as of March 2025 – CAO
  - 8.4. 2024-25 Capital Projects Update – CAO
9. **CORRESPONDENCE**
  - 9.1. March 17, 2025 Letter from MABA re: Cessation of Operations
  - 9.2. March 19, 2025 Letter from Department of Municipal Affairs re: Code of Conduct
  - 9.3. March 28, 2025 Letter from County of Annapolis re: Recreation Grant Request
10. **ANTHING BY MEMBERS**
11. **ADJOURNMENT**



## *Proclamation*

### **VOLUNTEER WEEK**

**April 27 – May 3, 2025**

#### ***VOLUNTEERS MAKE WAVES***

- WHEREAS** 24 million Canadians give their time through formal or informal types of volunteering, contributing close to 5 billion volunteer hours per year; and
- WHEREAS** volunteers in Middleton mentor our children, support those feeling isolated, beautify our green spaces, and fundraise for our charitable organizations; and
- WHEREAS** volunteers in Middleton have stepped up to support families, friends, neighbors, and strangers, people standing up to systemic racism, and people sharing insights on how to create a more just and equitable society; and
- WHEREAS** Volunteering weaves us together, strengthening the fabric of our community with individuals sharing time, talent and energy to support one another. Let us celebrate our individual and collective actions while helping to maintain a strong, interconnected and vibrant community in Middleton.
- WHEREAS** Middleton's volunteers are individuals, families, workers, retirees, community members of all ages and backgrounds; and
- WHEREAS** the collective result of the work done by our town's volunteers is that Middleton is a more desirable place to live.

**THEREFORE**, I, Gail Smith, Mayor of Middleton do hereby proclaim April 27- May 3, 2025, as Volunteer Week in the Town of Middleton and urge my fellow citizens to recognize and celebrate every volunteer and each contribution they're making to strengthen inclusivity and wellbeing in our communities. Now more than ever, Every Moment Matters!

Dated at Middleton, Nova Scotia  
this 7<sup>th</sup> day of April 2025.

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Gail Smith, Mayor

**COMMITTEE OF THE WHOLE**  
**Monday, March 3, 2025, at 7:00 pm**

A regular monthly meeting of the Committee of the Whole of Middleton Town Council was held in person, via ZOOM and on Facebook Live on Monday, March 3, 2025.

**PRESENT**

Chairing the meeting, Mayor Gail Smith; Deputy Mayor Gary Marshall, Councilors John Bartlett, Dan Smith, Bernadette Knapp, Jonathan Archibald and Sandra Fournier; Chief Administrative Officer, Ashley Crocker, and Recording Secretary, Sara Marceau

Also in attendance: Tara Balcome, Kelley Doucette (left at 7:24pm), Gerry Isenor and Blaine Rooney (left at 8:00pm)

**1. CALL TO ORDER**

Mayor Smith called the meeting to order at 7:00pm.

**2. APPROVAL OF THE AGENDA**

**250303.01:** It was moved and seconded to approve the agenda, as circulated. **Motion carried.**

**3. PROCLAMATIONS**

Mayor Smith read aloud the proclamation and proclaimed March 26, 2025, as Epilepsy Awareness Day in the Town of Middleton

**4. APPROVAL OF THE MINUTES**

Approval of the Previous Meeting Minutes

**February 3, 2025**

No errors or omissions were noted, and the minutes were considered approved.

**5. PRESENTATIONS**

**5.1 Middleton Pool Society**

Tara Balcome and Kelley Doucette from the Middleton Pool Society gave a presentation. Some key take aways from 2024 were:

- Operated 7 days a week

## COMMITTEE OF THE WHOLE

Monday, March 3, 2025, at 7:00 pm

- Partnered with Family Matters, School Plus, Annapolis County Children's Foundation, Activities Communities Fund for various programming
- AKHK Grant allowed to give free youth swims
- Operated a profitable canteen throughout the summer
- Started accepting credit and debit card payments through square
- Opened for school swimming on June 17<sup>th</sup>

### 5.2 Middleton Water Utility Rate Study

Gerry Isenor and Blaine Rooney provided a high-level overview of the Middleton Water Utility Rate Study.

Councillor Archibald asked how the new apartment building would be affected and whether having more customers in Middleton would lower costs for residents.

## 6. ANYTHING BY CITIZENS

Nothing to report.

## 7. NEW BUSINESS

### 7.1 RFD 011-2025 Middleton Water Utility Rate Study

CAO Crocker gave a brief overview of RFD 011-2025 Middleton Water Utility Rate Study.

**250303.02** It was moved and seconded that the Town of Middleton apply to the Nova Scotia Utility and Review Board for changes in its rates for water and water service, fire protection to the Town of Middleton and Annapolis County and changes to its rules and regulations for customer served by the Middleton Water Utility, as set out in the water rate study prepared by G.A. Isenor Consulting Limited in association with Blaine S. Rooney Consulting Limited. **Motion carried.**

### 7.2 RFD 012-2025 Dangerous and Unsightly, 50 School Street

CAO Crocker gave a brief overview of 50 School Street, Dangerous and Unsightly.

There was some discussion about how placing a lien on the property would work and how the Town would ensure they recover their money. CAO will follow up with legal.

**250303.03** It was moved and seconded that Town Council authorize the cleanup of 50 School Street in accordance with the Municipal Government Act Part XV: Dangerous or Unsightly Premises costing approximately \$52,000 plus HST. **Motion carried.**

**8. INFORMATION/DISCUSSION ITEMS**

**8.1 Dangerous and Unsightly Status Report as of February 2025**

CAO Crocker mentioned that 82 Victoria has been inspected by the Administrators and all the engineers' recommendations have been completed. The file is now with the Building Inspectors.

**8.2 Community Concerns/Complaints for February 2025**

CAO Crocker gave a brief overview of the Community Concerns/Complaints for February 2025.

Councillor Archibald inquired whether thicker gravel could be added to the potholes around town. CAO Crocker has already reviewed the matter with the Director of Public Works, and unfortunately, no action can be taken until Spring.

**8.3 2024-25 Capital Projects Update**

CAO Crocker gave a brief overview of the 2024-25 Capital Project Updates.

**9. ANYTHING BY MEMBERS**

Councillor Fournier asked if the information kiosks are being removed. CAO Crocker responded that they are not being removed, but sometimes the locks freeze over winter and staff are unable to access them.

Deputy Mayor Marshall noted that the crosswalk lights near Tim Horton's are not working.

Councillor Smith extended birthday wishes to his father.

Councillor Archibald reported that some of the concrete filling the gaps between the bricks on the sidewalks is becoming loose.

**10. ADJOURNMENT**

The Mayor declared the meeting adjourned at 8:31 pm.

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MAYOR

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RECORDING SECRETARY

# YOUR VOICE MATTERS!



The **Annapolis County Housing Association** wants to hear your ideas on affordable housing in our communities.



The Annapolis County Housing Association (ACHA) is a non-partisan registered non-profit organization. Since 2023, we have been working with government, developers, and other housing groups to explore how to increase affordable, accessible, and sustainable housing in Annapolis County.

**We need your input to ensure that future housing developments meet the needs of the people living and working in our communities.**

## JOIN A COMMUNITY MEETING

- Tuesday, April 8, 6:30-8:00pm, Lawrencetown Fire Hall
- Thursday, April 10, 7:00-8:30pm, Nictaux Fire Hall
- Saturday, April 12, 10:00-11:30am, Wilmot Community Hall
- Monday, April 14, 7:00-8:30pm, Kingston Lions Hall
- Thursday, April 17, 7:00-8:30pm, Middleton Fire Hall
- Wednesday, April 23, 7:00-8:30pm, Bridgetown Firehall

If you are unable to attend, please share your thoughts through our online survey at: **[www.AnnapolisCountyHousing.ca](http://www.AnnapolisCountyHousing.ca)**



**REQUEST FOR DECISION**  
**Increase in RCMP Officers**  
**RFD#: 013-2025**



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**To:** COTW and Town Council  
**From:** Ashley Crocker, CAO  
**Date:** April 7, 2025  
**Subject:** Increase in RCMP Officers for 2025-2026

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**Guiding Principles for Decision-Making**

**Accountability   Transportation   Diversity   Sustainability   Engaged   Informed**

References/Attachments

- Draft Letter to Honourable Becky Druhan, Minister of Justice and Attorney General

Legislation

- N/A

Recommendation

That Town Council approve adding 2 additional RCMP Officers to the Annapolis District RCMP, for which the Town will be responsible for 25% of the costs, totaling approximately \$115,000 for the fiscal 2025-2026 year.

That Town Council direct the Mayor and CAO to sign and send the attached draft letter to Honourable Becky Druhan, Minister of Justice and Attorney General.

Background

The Annapolis District RCMP initiated a General Duty Policing Resource Methodology (GDPRM) in 2023 which is conducted by the RCMP. The last time a GDPRM was done in Annapolis County was in 2012. The GDPRM looked at actual statistics from the year 2022. It showed that crime in our area has been on the rise over the past five years and is still increasing. The GDPRM also highlighted that general duty officers have negative “proactive” time when the National benchmark is a minimum of 35%. To bring this percentage up to 35%, an additional 8 officers are required in the Annapolis County District. Currently, the Town of Middleton pays for 25% of the total costs of RCMP in Annapolis District, with the County of Annapolis covering the remaining 75%.

The RCMP recommended adding 4 officers in 2024 (this was done), 2 in 2025 and 2 in 2026.

**REQUEST FOR DECISION**  
**Increase in RCMP Officers**  
**RFD#: 013-2025**



**Financial Implications**

Adding two additional RCMP officers to Annapolis District RCMP will mean the Town will have to pay 25% of the total cost. This is consistent with the cost-sharing model currently in place with the County of Annapolis. The cost per officer in 2024-2025 was approximately \$220,000. The RCMP have not yet communicated what increases may occur in 2025-2026, but assuming a 5% increase, the cost per officer in 2025-2026 could be approximately \$230,000. Two officers would total approximately \$460,000 and the Town’s share at 25% would be approximately \$115,000. Staff are currently working on the draft budget and will add this additional cost in.

**Strategic Plan/Operating Plan Alignment**

Check Applicable	Strategic Priority Area	Comments
	Environment	
	Infrastructure	
	Economy	
X	Community	Adding two additional RCMP officers to the Annapolis District RCMP will increase safety and police presence within the Town
	Governance	
	Council Strategic Initiative	

**Alternatives**

N/A

**Community Engagement/Communication**

N/A

**CAO Comments**

The CAO supports the recommendation of staff.

CAO Initials: AC

Target Decision Date: 7 April 2025



*Office of the Mayor*  
PO Box 340, Middleton, NS B0S 1P0  
Phone: (902) 825-4841 (Town Office)  
Fax: (902) 825-6460  
[gsmith@town.middleton.ns.ca](mailto:gsmith@town.middleton.ns.ca)  
[www.discovermiddleton.ca](http://www.discovermiddleton.ca)

April 7, 2025

Honourable Becky Druhan  
Minister of Justice and Attorney General  
Province of Nova Scotia  
PO Box 7, 1690 Hollis Street Halifax, Nova Scotia  
B3J 2L6  
[justmin@novascotia.ca](mailto:justmin@novascotia.ca)

Dear Minister Druhan:

The Town of Middleton and the Municipality of the County of Annapolis underwent a policing review for under the direction of the Nova Scotia RCMP "H" Division Headquarters to determine the current state and condition of policing within the Annapolis County District. The review was completed, and the results were shared with both municipal councils in February 2024.

The results of the General Duty Policing Resource Methodology (GDPRM) show that crime has increased over the past several years and continues to rise. In addition, the review highlighted that the ability for our officers to do proactive policing was non-existent in 2022 with the current front line policing model of 14 general duty positions. It was evident from the review that more general duty police officers are needed in the Annapolis County District.

To improve these policing conditions and to ensure Annapolis County is provided with an effective and efficient policing service, the Town of Middleton will be budgeting 25% of the total cost of adding 2 general duty officers effective April 1, 2025. This is conditional upon the Municipality of the County of Annapolis also approving their required 75% share of 2 additional officers. This will enable 2 new officers to serve Annapolis County immediately. **We therefore request your approval for the addition of 2 new policing positions in the Annapolis County District effective April 1, 2025.**

Although an increase in the number of officers will be financially challenging, the Town of Middleton is committed to implementing the results of the GDPRM review over the next several years in conjunction with the County of Annapolis. We look forward to your approval of this request, in addition to the application by the County of Annapolis for an increase of 2 general duty officers.

If you wish to discuss this further, please contact me by phone at (902) 825-4841, or by email at [gsmith@town.middleton.ns.ca](mailto:gsmith@town.middleton.ns.ca).

Sincerely yours,

Gail Smith  
Mayor  
Town of Middleton

**REQUEST FOR DECISION  
INTERIM BUDGET FOR 2025-2026  
RFD#: 014-2025**



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**To: COTW and Town Council**  
**From: Ashley Crocker, CAO**  
**Date: April 7, 2025**  
**Subject: Town of Middleton – Interim Budget**

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**Guiding Principles for Decision-Making**

**Accountability   Transportation   Diversity   Sustainability   Engaged   Informed**

[References/Attachments](#)

[Recommendation](#)

That Council approve one-half of the Town General Operating Budget of 2024-2025, in the amount of \$2,194,307, for the purpose of providing spending authority in the new fiscal year 2025-2026.

That Council approve one-half of the Water Operating Budget of 2024-2025, in the amount of \$466,389, for the purpose of providing spending authority in the new fiscal year 2025-2026.

[Background](#)

The approval of an interim budget is required to comply with legislation since the 2025-2026 budget will not be adopted prior to April 1, 2025.

The approval of an interim budget will allow for the payment of expenses for normal operating needs and the provision of services to ratepayers.

Staff are working on the draft 2025-2026 Operating and Capital budgets, but due to vacancies in the Finance Department, a budget will not be ready for Council approval until likely May 2025.

[Financial Implications](#)

There are no direct financial implications.

The approval of the interim budget would allow for a baseline to monitor revenues and expenditures prior to the annual budget being adopted.

No capital expenditures will take place until Council approves the 2025-2026 Capital Budget.

**REQUEST FOR DECISION  
INTERIM BUDGET FOR 2025-2026  
RFD#: 014-2025**



Strategic Plan/Operating Plan Alignment

Check Applicable	Strategic Priority Area	Comments
	Environment	
	Infrastructure	
	Economy	
	Community	
X	Governance	
	Council Strategic Initiative	

Alternatives

N/A

Community Engagement/Communication

N/A

CAO Comments

CAO supports approving an interim budget so that regular business activities can take place.

CAO Initials:     AC    

Target Decision Date:   7 April 2025

**REQUEST FOR DECISION**  
**Approval of Veterans Crosswalk**  
**RFD#: 015-2025**



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**To:** COTW and Council  
**From:** Adam Verran, Director of Public Works  
**Date:** April 7, 2025 and April 22, 2025  
**Subject:** Approve a Veterans Themed Crosswalk at Commercial Street and Main Street

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**Guiding Principles for Decision-Making**

**Accountability    Transportation    Diversity    Sustainability    Engaged    Informed**

References/Attachments

- N/A

Legislation

- N/A

Recommendation

That Council approves the placement of a Veterans Themed Crosswalk in the Town of Middleton, with the Middleton Legion to cover the costs.

Background

A representative for the Middleton Legion reached out to the Town Public Works Staff a few months ago about the possibility of the Legion putting a Veterans themed crosswalk in the Town. Public Works contacted other municipalities that have themed crosswalks to gather more information. Staff found a company called Professional Pavement Markings (PPM Inc.) that specializes in themed crosswalks using a couple of different products (Thermal Plast and Methyl Methacrylate (MMA) that have good traction and hold up to Nova Scotia Weather). The Legion would like to place the Crosswalk at 300 Main Street.

Financial Implications

The Legion has agreed to cover the cost of the Crosswalk. No financial cost to the Town.

**REQUEST FOR DECISION**  
**Approval of Veterans Crosswalk**  
**RFD#: 015-2025**



Strategic Plan/Operating Plan Alignment

Check Applicable	Strategic Priority Area	Comments
	Environment	
	Infrastructure	
	Economy	
X	Community	
	Governance	
	Council Strategic Initiative	

Alternatives

N/A

Community Engagement/Communication

N/A

CAO Comments

The CAO supports the recommendation of staff.

CAO Initials: AC

Target Decision Date: 22 April 2025

**REQUEST FOR DECISION**  
**Procurement and Purchasing Policy**  
**RFD#: 016-2025**



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**To:** COTW and Town Council  
**From:** Ashley Crocker, CAO  
**Date:** April 7, 2025 and April 22, 2025  
**Subject:** Procurement and Purchasing Policy

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**Guiding Principles for Decision-Making**

**Accountability    Transportation    Diversity    Sustainability    Engaged    Informed**

References/Attachments

- Draft Procurement and Purchasing Policy

Legislation

- *Municipal Government Act*
- *Procurement Act*

Recommendation

That Council, on recommendation from the CAO, approve the draft Procurement and Purchasing Policy.

Background

Staff are currently reviewing the Town's policies and have identified that the Procurement and Purchasing policy requires updates. To gain further insights, staff reached out to several other municipalities. One area in need of improvement is incorporating incentives for local companies to participate in our tenders which other municipalities have in their policy.

Staff have made minor updates to the Procurement and Purchasing Policy compared to the previous version. Notably, the Definitions section that was previously Appendix One (1) has been moved to the body of the policy under item number three (3), and Appendix Two (2) has now been re-designated as Appendix One (1).

This presentation will serve as the 7-day notification to Council. This RFD will be presented for Council's consideration and motion at the Town Council meeting on April 22, 2025.

**REQUEST FOR DECISION**  
**Procurement and Purchasing Policy**  
**RFD#: 016-2025**



Financial Implications

N/A

Strategic Plan/Operating Plan Alignment

Check Applicable	Strategic Priority Area	Comments
	Environment	
	Infrastructure	
	Economy	
X	Community	
	Governance	
	Council Strategic Initiative	

Alternatives

N/A

Community Engagement/Communication

N/A

CAO Comments

The CAO supports the recommendation of staff.

CAO Initials: AC

Target Decision Date: 22 April 2025



<b>PROCUREMENT AND PURCHASING POLICY TOWN OF MIDDLETON</b>	
<b>Effective Date</b> February 9, 2015	<b>Approved by Council</b> Motion #
<b>Revision Date: September 8, 2015, <u>April 22, 2025</u></b>	

## **1 POLICY STATEMENT**

- 1.1 To provide guidelines for the procurement and purchase of all goods and services for the Town of Middleton based on sound management and public procurement practices. Procurement methods shall be open, fair, transparent and consistent, while being both efficient and effective; procurement methods should reflect the need to make timely decisions and make best use of staff time to reach defensible procurement decisions.
- 1.2 To establish a more efficient and cost effective method of procuring and paying for low dollar value, high volume goods and services, as well as travel expenses, registrations and other corporate affiliated expenses, while maintaining acceptable levels of control and accountability.

## **2 APPLICATION**

- 2.1 This policy applies to all procurement and purchasing activity of the Town of Middleton.
- 2.2 The Chief Administrative Officer (CAO) of the Town of Middleton is responsible for ensuring compliance with this policy.
- 2.3 All Town of Middleton personnel who have responsibility for the procurement of goods, services, construction, or facilities must adhere to this policy. Failure to adhere to this policy may result in a temporary or permanent loss of procurement privileges or in more extreme cases result in disciplinary action and/or dismissal.

## **3 DEFINITIONS**

- 3.1 "*Atlantic Standard Terms and Conditions*" are standard instructions that support public tenders issued by the four Atlantic provinces for goods and services. Supplements may be added if and when required.



- 3.2 *"Best Value"* is evaluating bids not only on purchase price and life cycle cost considerations but also considering items such as environmental and social considerations, delivery, servicing, and the capacity of the supplier to meet other criteria as stated in the tender documents.
- 3.3 *"Bid"* means a supplier response to a public tender notice to provide goods, services, construction or facilities.
- 3.4 *"Construction"* means the construction, reconstruction, demolition, repair, or renovation of a building, structure, road, or other engineering or architectural work, excluding the professional consulting services related to the construction contract unless they are included in the procurement.
- 3.5 *"Construction Contract Guidelines"* means standard instructions developed in consultation with the Construction Association of Nova Scotia that support construction tenders.
- 3.6 *"Goods"* means materials, furniture, merchandise, equipment, stationery, and other supplies required by the Town of Middleton for the transaction of its business and affairs and includes services that are incidental to the provision of such supplies.
- 3.7 *"Facilities (also referred to as Building Leases)"* means all building lease requirements covering the conveyance of the right to use tangible building property for a specified period in return for rent.
- 3.8 *"Procurement Activity"* means the acquisition of all goods, services, construction, or facilities procured by purchase, contract, lease, or long-term rental.
- 3.9 *"Procurement Value"* means the value of the total contract excluding taxes but including all options whether exercised or not. For facilities this value is determined by the monthly lease/rent times the term of the contract.
- 3.10 *"Procurement Web Portal"* means the public website maintained by the Province of Nova Scotia where all public tender notices are posted.
- 3.11 *"Public Advertisement"* means advertising a public tender notice on the procurement web portal.
- 3.12 *"Public Procurement Act (PPA)"* means an act outlining the rules related to the procurement activity of all public sector entities (including municipalities) in the Province of Nova Scotia.



- 3.13 *"Public Tender"* means procurement for goods, services, construction or facilities obtained through public advertisement (see Appendix 3 for an outline of the various tools that can be used for public tender.)
- 3.14 *"Public Tender Notice"* means notice of intended procurement for goods, services, construction, or facilities obtained through public advertisement.
- 3.15 *"Services"* means services required by the Town of Middleton for the transaction of its business and affairs, excluding services provided by an employee through a personal services contract.
- 3.16 *"Standing Offer"* means a contractual arrangement with a supplier to provide certain goods or services on an 'as required' basis, during a particular period of time, at a predetermined price or discount, generally within a predefined dollar limit.
- 3.17 *"Sustainable Procurement"* involves taking a holistic approach to obtain best value. This will be done by integrating the following considerations in the procurement process:
  - a. Environmental considerations: e.g. Green House Gas Reduction, Waste Reduction, Toxic Use Reduction.
  - b. Economic considerations: e.g. Life Cycle Cost, Fiscal Responsibility, Support for the Local Economy.
  - c. Social considerations: e.g. Employee Health and Safety, Inclusiveness and Fair Wage, Health Promotion.

## **4 SPENDING AUTHORITY**

### **Roles and Responsibilities**

#### **4.1 *Chief Purchasing Officer Responsibilities***

- a. The CAO shall be the Chief Purchasing Officer for the Town and shall oversee the purchasing practices of all departments to ensure compliance with the Town's purchasing policy.
- b. The CAO shall issue purchase orders for operational supplies for the general government services department, Emergency Management Office (EMO) and other protective services, public health and welfare services for all departments in accordance with purchasing policy procedures. The CAO shall issue operational purchase order for the other departments in the absence of the director.
- c. *Low value thresholds* – The CAO shall be responsible for approving low value operational purchases of \$10,001 or more for all departments in accordance with Procurement Policy procedures.



- d. *High value thresholds* – The CAO shall prepare and call tenders for all high value purchases of the Town and shall guide the tender opening process through the appropriate procedure, as detailed in this policy.

#### 4.2 Director Responsibilities

- a. Directors should issue all purchase orders for their departments only. All purchases of goods and services shall require a purchase order to be issued.
- b. No director shall charge a purchase to another department without the prior knowledge and approval of the director affected.
- c. *Low Value Thresholds* – Directors of departments shall be responsible for approving low value operational purchases up to and including \$10,000 for their own department in accordance with Procurement Policy procedures.
- d. *High Value Thresholds* – For purchase requirements above high value thresholds set in the Procurement Policy, the director shall submit a set of specifications for inclusion in the public tender call process to the CAO.

## 5 PROCUREMENT PROCESS

### Objectives

- 5.1 The Town of Middleton is committed to:
  - a. Providing for the procurement of goods, services, construction and facilities in a fair, open, consistent and transparent manner resulting in best value.
  - b. Encouraging competition, innovative ideas and solutions, while respecting all Legislative and Trade Agreement obligations.
  - c. Promoting sustainable procurement in procurement decisions, including identifying and exploring opportunities to work with and support social enterprises and businesses that are owned by and employ under-represented populations.
  - d. Ensuring that qualified suppliers have equal opportunity to bid on the Town of Middleton’s procurement activity.
  - e. Being accountable for procurement decisions.

### Thresholds

- 5.2 Low Value Procurement
  - a. Goods up to and including \$25,000
  - b. Services up to and including \$50,000
  - c. Facilities up to and including \$50,000
  - d. Construction up to and including \$100,000



- 5.3 For all low value procurement activity with a procurement value of less than \$1,000:
  - a. The procurement decision must be made by the applicable Department Director or by an employee designated by the Director, and appropriate documentation (e.g. receipts, invoices) must be kept.
  - b. Low value construction, facilities, goods and services may be procured under a standing offer if one exists for the construction, facilities, goods, or services required, and if doing so will provide best value.
  - c. If the construction, facilities, goods, or services are not purchased by a standing offer, they may be purchased from any supplier, unless municipal staff have reason to believe that purchasing the construction, facilities, goods or services from that supplier would not provide best value.
  
- 5.4 For all low value procurement activity with a procurement value between \$1,001 and \$10,000:
  - a. The procurement decision must be made by the applicable Department Director or a manager, supervisor or foreman as designated by the director.
  - b. Construction, facilities, goods and services may be procured under a standing offer if one exists for the construction, facilities, goods or services required, and if doing so will provide best value.
  - c. If the construction, facilities, goods or services are not procured under a standing offer the construction, facilities, goods or services must be procured by a request for quotations where reasonable.
  
- 5.5 For all low value procurement activity having a value of \$10,001 or more:
  - a. The procurement decision must be recommended by the Department Director to the CAO for approval.
  - b. Construction, facilities, goods or services may be procured under a standing offer if one exists for the construction, facilities, goods or services required, and if doing so will provide best value.
  - c. If the construction, facilities, goods or services cannot be procured under a standing offer, the CAO must decide whether the construction, facilities, goods or services must be procured by a request for quotations or by public tender.
  
- 5.6 When selecting the list of suppliers to be provided the opportunity to quote, Town of Middleton personnel will make every effort to ensure a fair and open process is followed. While the Town of Middleton personnel are expected to invite only qualified suppliers, they are not to consistently invite bids from only one of a select group of suppliers. Invitations and bidding opportunities are to be equitably distributed among all potential bidders in an area, and all interested and qualified suppliers are to be evaluated on a consistent and equitable basis. Where increased competition is appropriate, the Town of Middleton personnel may choose to publicly tender for goods, services, construction or facilities that fall within the above thresholds.



5.7 *High Value Procurement*

- a. Goods over \$25,000
- b. Services over \$50,000
- c. Facilities over \$50,000
- d. Construction over \$100,000

5.8 All procurement activity with a procurement value over the thresholds (excluding taxes) outlined above must be obtained through a public tender, which may be preceded by a request or qualifications or request for expressions of interest. See Appendix 3 of this Policy for an outline of tools available for public tender. The only exception to this would be when the Town of Middleton personnel are using Alternative Procurement Practice or are accessing a publicly tendered standing offer. All public tender opportunities must be posted on the Province of Nova Scotia Procurement Web Portal. The Town of Middleton personnel may wish where appropriate to also advertise in local, provincial, or national media; however, there is no obligation to do so. In addition, a notice of tender opportunity may be sent to selected suppliers where required to ensure an adequate degree of competition. The procurement decision must be made by Council.

5.9 Municipal staff of Council (whoever has authority to award the contract under this Policy) may approve exceptions to the normal purchasing practices outlined in sections [12] to [15] of this Policy:

- a. When a more competitive process normally used for goods and services of higher value, is used; or
- b. When, in accordance with the criteria described in the “alternative procurement practices” provisions in Appendix 2 or exceptions that are provided for elsewhere in this policy, it is necessary to or appropriate that the construction, facilities, goods or services be purchased in accordance with that section.

5.10 *Alternative Procurement Practices*

To balance the need for open, competitive process with demands of urgent or specialized circumstances, Alternative Procurement Circumstances have been developed. These circumstances must be used only for the purposes intended and not to avoid competition or used to discriminate against specific suppliers. To ensure appropriate use, each circumstance must be documented by the Town of Middleton personnel stating the rationale permitting the Alternative Procurement Circumstance and signed by the CAO. All documents must be filed and maintained for audit purposes. See Appendix 2 for a list of the Alternative Procurement circumstances, as well as further requirements on documentation.



5.11 *Bid Opening, Evaluation, and Award*

a. *Bid Opening*

Bids are accepted in accordance with the closing time, date, and place stipulated in the bid request documents. Members of the public may receive the list of bidders electronically after bid opening.

b. *Bid Evaluation*

All bids are subject to evaluation after opening and before award of contract. The bid request documents must clearly identify the requirements of the procurement, the evaluation method, evaluation criteria based on the purpose and objectives of this policy, and the weights assigned to each criterion.

c. *Award*

The winning bidder and contract award amount for high value procurement activity must be posted on the Province of Nova Scotia's Procurement Web Portal. After contracts have been awarded, routine access to information at the vendors' request shall be provided in the following areas:

i. *Bidders list*

- Name of winning bidder
- Award price excluding taxes of the winning bidder
- Access to tender documents or other proprietary information is subject to the provisions of the Freedom of Information and Protection of Privacy Act.

ii. *Supplier Debriefing*

At the request of a supplier who submitted a bid, the Town of Middleton personnel will conduct a supplier debriefing session to provide feedback on the evaluation of the public tender. Suppliers can find out how their proposal scored against published criteria, obtain comments on their bid, and gather information on how future bids may be improved. Bids are not compared to other nor will information on other bids be provided.

iii. *Supplier Complaint Process (SCP)*

When a supplier is not satisfied with the information provided in a supplier debriefing, the supplier may file a complaint in accordance with the Supplier Complaint Process as defined in the Public Procurement Act. The SCP is not a dispute resolution process but rather is intended to handle supplier complaints and to improve faulty or misleading procurement processes. The SCP is an integral part of a fair and open procurement policy.



5.12 *Purchase Order*

- a. Generally, a purchase order serves as a supporting document for a purchase, identifies the purchasing authority and indicates that funds have been committed for a purchase.
- b. A purchase order will be obtained and approved by the CAO, Department Director, or their designate before any order for construction, facilities, goods or services is placed. In case of emergency approval shall be obtained as soon as possible thereafter.
- c. Purchase orders shall be fully completed, and an accurate estimate of the cost is to be given.
- d. Some purchases involve payments of a recurring nature, therefore, after the initial purchase order subsequent purchase orders are not required. They are also not required for legislated mandatory contributions to the Province of Nova Scotia or other levels of government.
- e. A purchase is not to be split into multiple purchase orders to avoid the intent of the purchasing policy and avoid procedures required for the threshold values defined in this policy. Purchase orders are not required where petty cash accounts may be maintained. Petty cash is for minor purchases which typically are of an immediate nature. The finance department establishes petty cash accounts, procedures and limits.

5.13 *Fair Treatment for Nova Scotia Suppliers*

Based on the principle of best value for the Town of Middleton and where deemed to be in their best interest, the Town of Middleton personnel may apply a preference for goods valued up to and including \$25,000 that are manufactured or produced in Nova Scotia. The final decision to apply a preference to a Nova Scotia supplier shall be approved by the CAO. The Town of Middleton personnel may also choose to apply a Nova Scotia preference or restrict the receipt of quotations at or below the low value procurement thresholds to Nova Scotia suppliers. Any decision made by the Town of Middleton personnel should be based on budget considerations and shall be approved by the CAO.

5.14 *Local Preference and Sustainability Considerations*

The Town of Middleton staff must give reference to purchasing goods manufactured or produced and services from local businesses in accordance with the following:

- a. In evaluating which goods or services offer best value to the Town of Middleton, the Town of Middleton must apply a preference of 5% to the price offered by a local business as compared with non-local businesses, such that the price offered by the local business is adjusted lower by 5% for the purpose of evaluating which goods or services offer best value.
- b. All requests for quotations and notices of public tender must state that local preference applies to the procurement.



- c. In accordance with the Atlantic Procurement Agreement, the local preference described above does not apply to high value procurement as outlined in section [14] of this policy.
- d. Pursuant to the *Public Procurement Act*, in evaluating which goods or services offer best value to the Town of Middleton, the Town of Middleton may consider sustainability criteria, meaning environmental considerations, social considerations and economic considerations.
- e. All requests for quotations and notices of public tender must list the sustainability criteria that apply to the procurement.

### **Other Considerations**

#### **5.15 Cooperative Procurement**

The Town of Middleton personnel are encouraged to look for opportunities to collaborate with government agencies when the arrangement may result in overall cost savings or other substantial advantages. For example, joint procurement may be appropriate to procure commonly used goods, services, fuel oil, natural gas, telecommunications, etc.

#### **5.16 Standing Offers**

The Town of Middleton personnel may access all Province of Nova Scotia standing offers, as well as any standing offer established through the Procurement Advisory Group for the Province, should the Town of Middleton personnel wish to make use of the savings opportunities.

### **Obligations under the Public Procurement Act**

5.17 In addition to the areas already covered by this Policy, the following are additional obligations of the *Public Procurement Act* that the Town of Middleton personnel are required to adhere to with their procurement practices.

#### **a. Terms and Conditions**

Every public tender notice must include or have attached the terms and conditions that govern the purchase of goods, services, construction, or facilities. The terms and conditions of every public tender notice must be consistent with the Atlantic Standard Terms and Conditions for the procurement of goods, services, or facilities and the Construction Contract Guidelines developed in collaboration with the Construction Association of Nova Scotia for the procurement of construction.



*b. Posting Tender Notices and Awards*

All opportunities subject to a public tender must be advertised on the Province of Nova Scotia Procurement Web Portal. The Town of Middleton personnel must also post on the Procurement Web Portal the name of the successful bidder for the public tender and the contract amount awarded.

*c. Code of Ethics*

The Town of Middleton personnel and council must ensure their conduct in relation to procurement activity is consistent with the “Duties of public sector entity employees” in the Public Procurement Act. This includes a request for removal from a procurement activity when a personal conflict of interest is perceived.

*d. Other*

*i. Policy Posting*

The Town of Middleton personnel will ensure this policy is posted on the town’s website.

*ii. Supplier Development Activities*

The Town of Middleton personnel will make every attempt where appropriate to participate in vendor outreach activities as requested by the Procurement Governance Secretariat.

*iii. Regulations*

The Town of Middleton personnel will make sure that procurement practices remain consistent with any regulations that are adopted under the *Public Procurement Act*.

## **6 PURCHASING CARDS**

### **Objectives**

6.1 The Town of Middleton is committed to:

- a. Reducing the costs of procuring and paying for low dollar value goods, services and travel expenses by reducing the number of small orders and invoices processed and the number of cheques issued.
- b. Eliminating the issuance of travel and cash advances in addition to separate payments or registration fees, transportation costs, and accommodations.
- c. Maintain the existing levels of discounts negotiated with suppliers for prompt payment by providing a more efficient payment process
- d. Streamline administrative functions and reduce the time spent by departments processing payments.
- e. Maintain an acceptable level of accountability and safekeeping of the Town of Middleton’s assets by setting appropriate limits and restrictions on the use of cards.



## **Roles and Responsibilities**

- 6.2 Purchasing cards may be used by select authorized purchasers for procuring both goods and services for the Town of Middleton. The purchasing card has a transaction limit which is set by the Town of Middleton to meet the cardholder requirements. The CAO shall use discretion in the number of cards in use at the Town of Middleton by reviewing the nature of the positions which have cards and the requirements of their respective departments.
- 6.3 Unless a sperate and different level has been specifically approved by Council, the purchasing card limits shall be as follows:
- a. Mayor - \$5,000
  - b. CAO - \$5,000
  - c. Directors - \$2,500
- These limits are defined as the maximums for individuals the CAO deems appropriate to have a purchasing card. The limits represent the total amount of purchases that can be charged to the card during a one-month billing cycle.
- 6.4 Under no circumstances shall a transaction be split into two or more separate receipts to bypass the transaction dollar limit on the card of the approval limits of the employee.
- 6.5 The purchasing card may not be used to purchase or pay for:
- a. Personal purchases
  - b. Cash advances without approval
  - c. Alcohol
- 6.6 Written agreements shall be made with the bank, including fee schedules and processing procedures. The bank may assign a manager to the Town’s account in addition to the Town’s monitoring mechanisms.

## **Receiving Goods**

- 6.7 The cardholder shall keep a copy of all supporting documentation (e.g. cash register and purchasing card receipts, vendor notices, purchase register, etc.) and attach it to the monthly statement. The cardholder shall certify that the goods have been received by signing the sales slip.



### **Disputed Items and Returns**

- 6.8 Disputed items are purchases that do not accurately reflect the transactions made by the cardholder (e.g. wrong amount, incorrect account number, multiple posting, etc.) The cardholder shall be responsible for reporting these as soon as possible to the bank and the Director of Finance.
- 6.9 Problems with merchants relating to unsatisfactory goods, late delivery, changes from quoted process, etc. shall not be considered disputed items and shall be settled directly with the vendor by the buyer. In the event the goods are to be returned to the supplier, the cardholder shall request a Return Confirmation Number from the supplier along with return instructions and forward the goods back to the supplier in accordance with these instructions. All credits must be processed against the purchasing card; under no circumstances shall a cash refund be permitted.

### **Billing and Statements**

- 6.10 Purchases made on the purchasing card shall be the liability of the Town of Middleton. Upon receipt of a monthly bill, the Finance Department will ensure payment is affected promptly to avoid financing charges.

### **Card Issuance**

- 6.11 Cards shall be issued in the name of the Town of Middleton and the individual designated by the CAO. The Director of Finance shall be responsible for ensuring that the individual is familiar with the guidelines for the use of this card as outlines in this document. Cardholders should be fully trained on the responsibilities associated with the purchasing cards, including telephone, fax and internet purchases, as well as the repercussions if they abuse the card.

### **Card Cancellation**

- 6.12 Purchasing cards will be cancelled when the cardholder no longer holds a position approved for a card, no longer requires the card, the card is lost or stolen or when the cardholder has terminated employment with the Town of Middleton. The card may also be cancelled if it is not used in accordance with the guidelines outlined in this document. Any card can be cancelled at any time by the Director of Finance, or the cardholder's manager.



- 6.13 A written request from the cardholder’s manager shall be forwarded to the Director of Finance with the name of the cardholder and the reason for cancellation. The Director of Finance shall contact the bank and shall confirm the cancellation. It shall be the responsibility of the manager to ensure that terminated employee’s cards are cancelled immediately upon termination from the Town of Middleton. It shall also be the manager’s responsibility to ensure that cancelled purchasing cards are returned to the Director of Finance for destruction.

### **Lost or Stolen Cards**

- 6.14 All purchasing cards shall remain the property of the Town of Middleton and must be protected in the same way as a personal purchasing card. Should the card be lost or stolen, it shall be the cardholder’s responsibility to report the event immediately to the bank and to the Director of Finance. If the cardholder requires assistance with statements, disputed items or other issues, they call contact the Director of Finance.

### **Roles and Responsibilities**

- 6.15 Director of Finance shall be responsible to:
- a. Administer and audit the purchasing card program
  - b. Maintain a master list for all cards
  - c. Maintain all original cardholder agreements
  - d. Ensure monthly billings are paid in a timely fashion
  - e. Ensure cardholders are completing statement reconciliations accurately
  - f. Offer training and support to cardholders when issues occur during the process
  - g. Monitor employee activities, print reports, and adjust spending levels
  - h. Perform random audits of purchasing card transactions
  - i. Track historical data to monitor program performance and ensure cost control targets are reached
  - j. Overall administration of purchasing card program.
- 6.16 Cardholder shall be responsible for:
- a. The security of their card and should not share the purchasing card or the card number with other individuals
  - b. The use of the card in accordance with the guidelines outlines in this document and other related policies and procedures
  - c. Confirm budget allocation for items being purchased
  - d. Keep supporting documents (e.g. cash register and purchase card receipts, vendor notices, packing slips, etc.) related to all purchases made with the card for reconciliation
  - e. Contacting the supplier if there are any problems with the order received and address disputes for a resolution

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- f. Ensure all returns are credited to the statement
- g. Reporting lost or stolen cards to the bank and the Director of Finance
- h. Returning the card when requested to do so.



## **Appendix 1 – Alternative Procurement**

Only those holding the appropriate role/position may delegate signing authority.

### *1) Low Value Purchase*

The CAO may delegate signing authority for low value Alternative Procurement transactions to the head of a given business area. No further approvals will be necessary. The CAO will ensure persons with delegated signing authority will be held accountable for their actions and that all procurement activities by Town of Middleton personnel are properly documented and filed for follow up and audit. The CAO shall remain accountable for the proper use of alternative procurement transactions

### *2) High Value Purchase*

Town of Middleton personnel wishing to make us a high value Alternative Procurement practice (with the exception of an emergency) must consult with the CAO to obtain his or her approval and identify the most appropriate means by which to proceed with the satisfaction of the requirement. If in agreement, CAO may direct Town of Middleton personnel to proceed with the procurement. The CAO may wish to confer with provincial government procurement officials for discussion, validation, and/or alternative options. The CAO may delegate signing authority for high value alternative procurement transactions to an Acting CAO in their absence. All appropriate documentation will be maintained on file for audit purposes. The CAO will ensure persons with delegated signing authority will be held accountable for their actions. The CAO shall remain accountable for the proper use of alternative procurement transactions.

## **Alternative Procurement Circumstances**

### *3) No Threshold Restrictions*

Town of Middleton personnel may use the following Alternative Procurement practices described below for the procurement of goods, services, construction or facilities, with no threshold restrictions:

- a. Where an unforeseeable situation of urgency exists and the goods, services, or construction cannot be obtained in time by means of open procurement procedures. Entities must ensure inadequate planning does not lead to inappropriate use of this exemption.



- b. Where goods or consulting services regarding matters of a confidential or privileged nature are to be purchased and the disclosure of those matters through an open tendering process could reasonably be expected to compromise government confidentiality, cause economic disruption, or otherwise be contrary to the public interest.
- c. Where compliance with the open tendering provisions set out in this Policy would interfere with a Party's ability to maintain security or order, or to protect human, animal, or plant life or health.
- d. In the absence of tenders in response to an open or selective tender, of when the tenders submitted have been collusive, or not in conformity with the essential requirements in the tender.
- e. To ensure compatibility with existing products, to recognize exclusive rights, such as exclusive licenses, copyright, and patent rights, or to maintain specialized products that must be maintained by the manufacturer or its representative.
- f. Where there is an absence of competition for technical reasons and the goods or services can be supplied only by a particular supplier and no alternative or substitute exists.
- g. For the procurement of goods or services the supply of which is controlled by a supplier that is a statutory monopoly.
- h. For the purpose of goods on a commodity market.
- i. For work to be performed on or about a leased building or portions thereof that may be performed only by the lessor.
- j. For work to be performed on property by a contractor according to provisions of a warranty or guarantee held in respect of the property or the original work.
- k. For the procurement of a prototype or a first good or service to be developed in the course of and for a particular contract for research, experiment, study or original development, but not for an subsequent purchases.
- l. For the purchase of goods under exceptionally advantageous circumstances such as bankruptcy or receivership, but not for routine purchases.
- m. For the procurement of original works of art.
- n. For the procurement of subscriptions to newspapers, magazines, or other periodicals.
- o. For the procurement of real property.
- p. For the procurement of goods intended for resale to the public.
- q. For the procurement from philanthropic institutions, prison labour, persons with disabilities, sheltered workshop programs, or through employment equity programs.
- r. For the procurement from a public body or non-profit organization.
- s. For the procurement of services of expert witnesses, specifically in anticipation of litigation or for the purpose of conducting litigation.



#### 4) *Threshold Restrictions*

Town of Middleton personnel may use the following Alternative Procurement described below, up to the high value thresholds of this Policy:

- a. For the procurement of goods or services for the purpose of evaluating or piloting new or innovative technology with demonstrated environmental, economic, or social benefits when compared to conventional technology, but not for subsequent purchases.
- b. For procurement that fosters the development of minority businesses.

#### **Alternative Procurement Justifications.**

- 1) Services that may, under the applicable laws of the province, only be provided by the following licensed professionals: medical doctors, dentists, nurses, pharmacists, veterinarians, accountants, lawyers, and notaries.
- 2) Prior open competitive process (by the Municipality or other organizations in the public sector) have clearly pointed to one of a few suppliers and the CAO is confident that the issuance of an Open Competition would return similar results.
- 3) Where the cost (administrative, consulting, etc.) of an Open Competition is felt to outweigh any cost savings that may be enjoyed as a result of the process (this will be in large part measured by the amount of work necessary to ensure the document specifications are accurate and complete so as to validate the Open Competition). This includes the extensions of contracts to Entrenched Incumbents.
- 4) Where the number of potential Suppliers who could reasonably provide the Goods, Services or Constructions are limited such that it is more efficient to selectively invite quotations/proposals rather than issue an Open Competition.



## **Appendix 2 – Procurement Tools**

Below is an outline of some of the various tools available for use when issuing a public tender.

### *1. Request for Proposal (RFP)*

Used when a supplier is invited to propose a solution to a problem, requirement, or objective. Suppliers are requested to submit detailed proposals (bids) in accordance with predefined evaluation criteria. The selection of the successful proposal is based on the effectiveness, value, and price of the proposed solution. Negotiations with supplier may be required to finalize any aspect of the requirement.

### *2. Request for Construction (RFC)*

Used to publicly tender for a construction, reconstructions, demolition, remediation, repair, or renovation of a building, structure, road, bridge, or other engineering or architectural work. When a supplier is invited to bid on a construction project the tender documents usually contain a set of terms and conditions and separate bid forms that apply to that specific project. Suppliers are requested to submit a response (bid) in accordance with predefined criteria. The selection of the successful proposal is based on a number of factors as described in the tender documents. A request for construction usually does not include professional consulting services related to the construction contract, unless they are included in the specifications.

### *3. Request for Quotation (RFQ)*

A request for quotation on goods or products with a minimum specification. Award is usually made based on the lowest price meeting the specifications. An RFQ does not normally but may sometimes include evaluation criteria.

### *4. Request for Standing Offer (RSO)*

A public tender to provide commonly used goods or services. The term of the standing offer can vary in duration but will be clearly defined in the tender documents. RSO's may include evaluation criteria depending on the requirement.

### *5. Request for Expression of Interest (REI)*

The Request for Expression of Interest is similar to the Request of Proposal and is sometimes referred to as a Pre-Qualification, where suppliers are invited to propose a solution to a problem. The REI, however, is only the first stage in the procurement process. Bidders responding to the REI will be shortlisted according to their scoring in the evaluation process. The short-listed firms will then be invited to respond to a subsequent Request for Proposal. A REI does not normally include pricing as a price is key evaluation criteria used in the second stage RFP process.

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I, \_\_\_\_\_, **Chief Administrative Officer of the Town of Middleton**, do hereby certify that the Policy, of which the foregoing is a true copy, was duly passed at a duly called meeting of the Town Council of the Town of Middleton held on the ~~16<sup>th</sup>~~<sup>22<sup>nd</sup></sup> day of ~~December~~<sup>April</sup> 2024~~5~~.

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\_\_\_\_\_  
Chief Administrative Officer

Policy Adoption	
Date of 7-day notification to Council	<del>February 9, 2015</del> April 7, 2025
Date of Approval	April 22, 2025

**REQUEST FOR DECISION**  
**Approval of 2025-26 Valley Waste Budget**  
**RFD#: 017-2025**



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**To:** COTW and Council  
**From:** Ashley Crocker, CAO  
**Date:** April 7, 2025 and April 22, 2025  
**Subject:** Approval of 2025-2026 Valley Waste Budget

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**Guiding Principles for Decision-Making**

**Accountability   Transportation   Diversity   Sustainability   Engaged   Informed**

References/Attachments

- Valley Waste 2025-2026 Budget Presentation

Legislation

- Valley Region Solid Waste-Resource Management Authority Inter-Municipal Services Agreement

Recommendation

That Council approve the draft Valley Waste Operating and Capital budget for the 2025-2026 fiscal year.

Background

Per the Valley Region Solid Waste-Resource Management Authority (Authority) Inter-Municipal Services Agreement, the Parties must ratify the annual operating plan and budget approved by the Authority.

Financial Implications

The annual contribution of \$180,079 will be included in the Town's draft 2025-26 Operating Budget. The 2024-2025 budget was \$151,837 so this is increasing by almost 20%. Please refer to the attached presentation for details.

**REQUEST FOR DECISION**  
**Approval of 2025-26 Valley Waste**  
**Budget**  
**RFD#: 017-2025**



Strategic Plan/Operating Plan Alignment

Check Applicable	Strategic Priority Area	Comments
	Environment	
	Infrastructure	
	Economy	
	Community	
X	Governance	
	Council Strategic Initiative	

Alternatives

N/A

Community Engagement/Communication

N/A

CAO Comments

The CAO supports the approval of the budget.

CAO Initials: AC

Target Decision Date: 22 April 2025



# Budget Presentation

FY 2025-2026

Operating and Capital Budget

January 21, 2025

# OVERVIEW OF ORGANIZATION

- ▶ Services provided
    - ▶ Operation of two Management Centres
    - ▶ Education and enforcement
    - ▶ Administration of contracted services
  - ▶ Contracted Services
    - ▶ Curbside collection
    - ▶ Landfill disposal
    - ▶ Organics processing
    - ▶ Recycling processing
    - ▶ Transportation services (landfill, recycling)
    - ▶ Hazardous waste processing
    - ▶ Construction & demolition debris processing
- 

# F2025 BUDGET FORECAST & F2026 PROPOSED BUDGET

## Valley Region Solid Waste-Resource Management Authority Total Contributions from Municipal Parties

2026		2025-2026 Budget	2024-2025 Budget	2024-2025 Projected True-Up	2024-2025 Total	2025
58.28%	<b>Municipality of Kings</b>	5,512,343	5,035,156	(286,158)	4,748,998	74.03%
8.10%	<b>Town of Kentville</b>	765,793	708,444	(50,296)	658,148	10.26%
7.19%	<b>Town of Wolfville</b>	680,303	675,804	(113,734)	562,070	8.76%
2.71%	<b>Town of Berwick</b>	256,588	211,137	10,311	221,448	3.45%
1.90%	<b>Town of Middleton</b>	180,079	139,387	17,084	156,471	2.44%
0.84%	<b>Town of Annapolis Royal</b>	79,724	89,638	(21,474)	68,164	1.06%
20.98%	<b>Municipality of Annapolis</b>	1,984,351	n/a	n/a	n/a	
		<b>9,459,180</b>	<b>6,859,565 *</b>	<b>(444,266)</b>	<b>6,415,299</b>	

\* Note: F2025 budget does not include costs Annapolis County is paying for curbside collection.

## Change in Operational Funding - 2025 Budget to 2025 Forecast

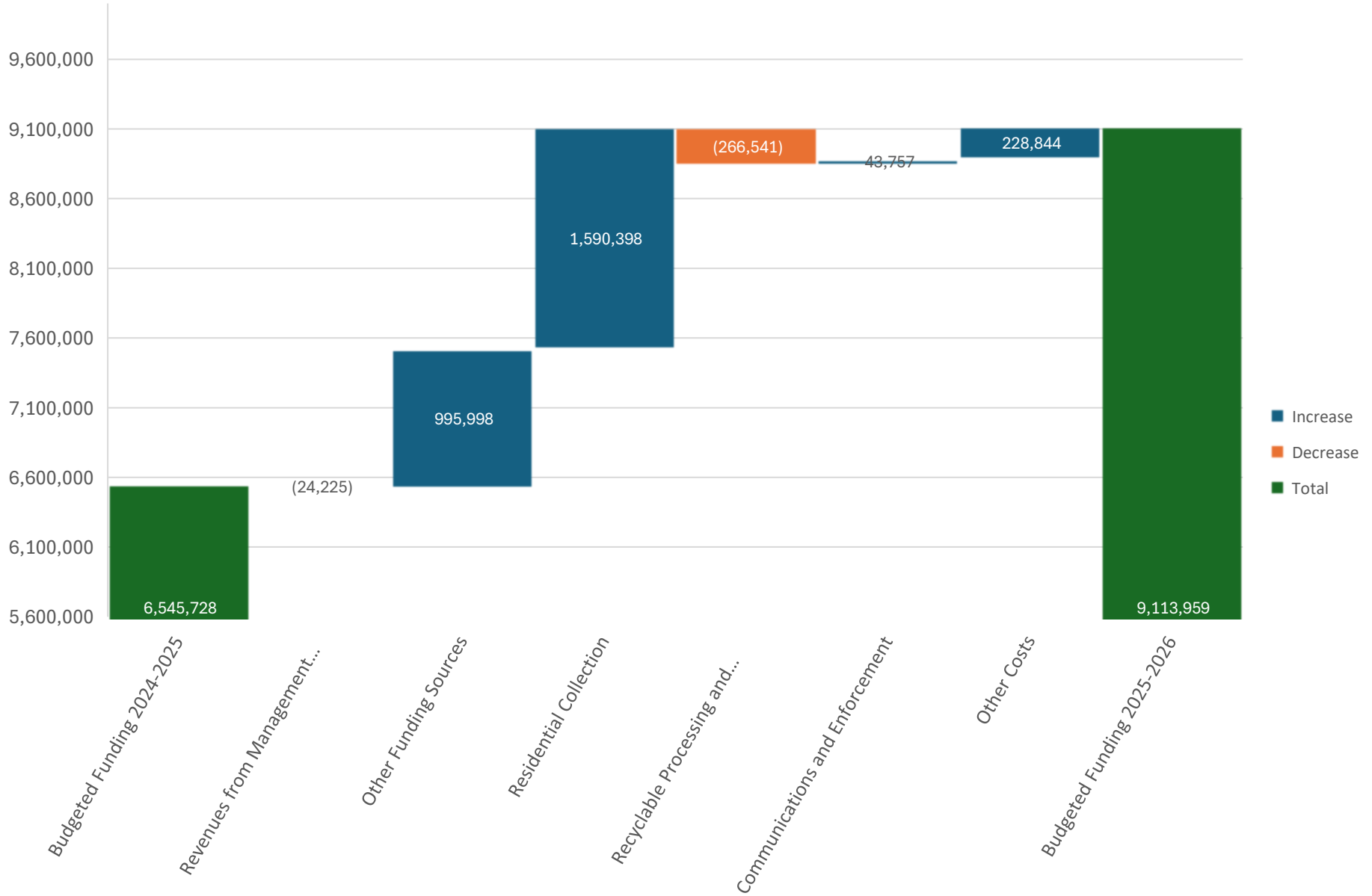


# KEY INFLUENCES TO FORECAST


- \$243,00 – higher than anticipated tipping fee revenues from mixed construction & demolition debris (C&D) and Scotia Recycling
- \$147,000 – diversion credit adjustment and bank interest
- (\$209,000) – higher than anticipated C&D processing volumes
- \$128,000 – lower Management Centre costs due to staff vacancies, fuel and site repairs. Equipment repairs higher than budgeted.
- \$56,000 – staff vacancy in Communications and Enforcement
- \$55,000 - lower than budgeted recycling processing



## Change in Operational Funding - 2025 Budget to 2026 Budget



# KEY BUDGET INFLUENCES


- ▶ Decrease in operational revenues from Annapolis County; however, the county would pay ~21% of municipal contributions should they return as a member.
  - ▶ Employee Compensation \$175,000
    - ▶ 2.80% Cost of living increase based on 12-month average NS CPI (Oct 23 – Sept 24)
    - ▶ An overall FTE staff increase of 1.0 position
    - ▶ Includes potential step increases
      - ▶ Majority of staff (63%) have worked fewer than 5 years with organization
- 

# MAJOR CONTRACTS

- ▶ Overall increase of ~ \$1,439,000 increase
  - ▶ Curbside Collection \$1,620,000
    - ▶ New contract. Increase of approximately 18% after combining current Valley Waste and Annapolis County contracts
    - ▶ EPR cost recovery included from December – March, F2026
  - ▶ Landfill Disposal \$43,000, reduced tonnage, higher contract price
  - ▶ Recycling Processing & Transportation (\$267,000) – EPR cost recovery
  - ▶ Organics Processing \$23,000 - annual contract increase
  - ▶ C&D Debris Processing - \$32,000 – higher volume, internal cost recovery
  - ▶ Hazardous Waste Processing – (\$12,000) – EPR cost recovery

# CAPITAL BUDGET

## ▶ Three elements:

- ▶ Rolling Stock - regular replacement capital for equipment
  - ▶ New Equipment
  - ▶ Building and Infrastructure - site capacity upgrades
- 

# CAPITAL BUDGET

- ▶ Rolling Stock

- ▶ Wheel loader \$400,000

- ▶ Replaces 2013 loader

- ▶ New Equipment

- ▶ Small loader to assist with construction & demolition debris diversion \$200,000

- ▶ One mobile generator and hookups for each Management Centre

- ▶ To operate during extended power outages (disaster preparedness)




# BUILDINGS & INFRASTRUCTURE

- ▶ *Eastern Management Centre tipping floor expansion \$2,600,000*
  - ▶ *To accommodate growth and improve safety for customers and staff*
  - ▶ *Engineering of expansion included in F2025 budget*
  
- ▶ *EMC – Expansion of construction and demolition debris pad \$450,000*
  - ▶ *To accommodate increased volumes and relocation of scrap metal pile*
  - ▶ *Engineering of expansion included in F2025 budget*

NOTE: Authority has an Infrastructure Replacement Reserve with a current value of ~\$3,300,000

# BUILDINGS & INFRASTRUCTURE

- ▶ WMC - Replacement of hazardous waste building and installation of pre-fabricated steel shelter \$ 310,000
    - ▶ Current building corroding
  - ▶ WMC – Replacement of compaction equipment \$120,000
    - ▶ Current equipment old, needs repairs often
  - ▶ WMC – Installation of a tunnel door in loading bay \$85,000
    - ▶ To keep thieves from entering facility
  - ▶ WMC – Warehouse \$350,000
    - ▶ To store equipment, provide shelter for stewardship programs
- 

## ▶ Existing Capital Replacement Reserve

- ▶ Current value: \$3,292,134
- ▶ Budget includes a contribution of \$345,221 as per approved policy

## ▶ Existing Sale of Surplus Equipment Reserve

- ▶ Current value: \$404,858

## **Council Notice – Heart of the Valley Days Transition**

**Subject:** Transition of Heart of the Valley Days to Town Oversight

**To:** Middleton Town Council

**From:** Gina K. Pearson, Communications & Events Coordinator

**Date:** April 7, 2025

Middleton's Heart of the Valley Days has been a cherished community tradition, historically organized and managed by a volunteer committee. However, in recent years, the challenges of running the event solely through volunteer efforts have become increasingly apparent. Jamie Peppard, the lead organizer, has notified us that he is stepping down and there are no other volunteers available. There is now an opportunity for the Town of Middleton to assume oversight of this important event to ensure its continued success.

Given the time constraints, the Town is unable to organize a full-scale Heart of the Valley Days event for 2025. Instead, we propose to pause the event this year to allow for proper planning, increased community involvement, and a stronger overall event in 2026.

To ensure that we continue to provide a vibrant and inclusive community event in 2025, we will be branding the Middleton Multicultural Festival as the Heart of the Valley Multicultural Festival. This one-day event will highlight cultural diversity, entertainment, and community spirit while we lay the groundwork for an expanded Heart of the Valley Days in 2026.

Our goal is to elevate and revitalize Heart of the Valley Days, incorporating more community-driven activities, partnerships, and entertainment. We will engage with residents, businesses, and organizations in the coming months to shape the future of this event.

**DANGEROUS AND UNSIGHTLY 2023**

**Complaints and Status Report**

Complaint #	Date Complaint Received	Address of Owner	Complaint Form Completed	Property Inspection and Form Completed	Initial Notice Sent	Complainant Updated	Follow-up Inspection Must Be Done By:	Follow-up Property Inspection Completed	Is Clean Up Required? Y / N	Estimate of Cost for Clean Up \$\$	Council Approval for Clean Up Y / N	Notice to Owner of Clean Up	Owner Invoiced for Costs or Lien Placed	STATUS	Mark Complete When File is Closed
23-DU006	6-Jun-23	121 Main	7-Jun-23	7-Jun-23	30-Jun-23	2-Aug-23	15-Jul-23	25-Jul-23 29-Nov-24	N	n/a	n/a	n/a	n/a	Property Owner intends to demolish section of building that is unsightly. A permit form was given to the Property Manager, but was never returned. Nov 29/24 - Administrators visited property. Building is still standing. Staff issued a letter asking for an update and no response received.	
23-DU007	7-Jun-23	75 Victoria	7-Jun-23	7-Jun-23	30-Jun-23		15-Jul-23	29-Nov-24						Property is changing hands. Property was re-visited on May 30/24 and is still dangerous/unsightly. Nov 29/24 - Administrators visited property. Looks like they're trying to clean up property. Staff will check to see when ownership changed, and ask new owners for an update. No response from property owner.	
23-DU011	16-Jun-23	174 Main	16-Jun-23	31-Aug-23	7-Jun-24		24-Jun-24	29-Nov-24						Property was re-visited on May 30/24 and is still unsightly. Letter was sent. Nov 29/24 - Administrators re-visited property. Need to discuss path forward.	
23-DU013	16-Jun-23	28 Bridge	16-Jun-23	31-Aug-23	7-Jun-24		24-Jun-24	29-Nov-24						Property was re-visited on May 30/24 and is still unsightly. Letter was sent. Nov 29/24 - Administrators visited property. No change. Letter to be re-issued. Letter was issued after postal strike. No response from property owner.	
23-DU016	16-Jun-23 1-Aug-23 8-Aug-24 30-Sep-24	8 Spring Garden	16-Jun-23	29-Aug-23	7-Jun-24		24-Jun-24	29-Nov-24						Property was re-visited on May 30/24 and is still unsightly. Letter will be sent. Jun 12/24 - Renter called and stated that in her rental agreement, the landlord is supposed to be taking care of all yard work. Nov 29/24 - Administrators visited property. No change. Letter to be re-issued. Letter was issued after postal strike. No response from property owner.	
23-DU018	16-Jun-2023 13-May-2024	5 George	16-Jun-2023 13-May-2024	31-Aug-23	7-Jun-24		24-Jun-24	29-Nov-24						Property was re-visited on May 30/24 and is still unsightly. Letter was sent. Nov 29/24 - Administrators visited property. No change. Will contact Building Inspectors on next steps as it appears unsafe. Contacted building inspectors and building inspector does not believe anyone lives there currently.	
23-DU019	5-Jun-23	54 School	16-Jun-23	7-Jun-23	25-Jul-23		8-Aug-23	30-May-24 29-Nov-24						Met with property owner on Jul 31/23 and they communicated that the conveyor belt will be removed by mid-November. Property was re-visited May 30/24 and conveyor belt has not been removed. Reminder letter to be issued. Nov 29/24 - Administrators visited property. No change. Conveyor belt has not been removed.	

**DANGEROUS AND UNSIGHTLY 2024**

**Complaints and Status Report**

Complaint #	Date Complaint Received	Address of Owner	Complaint Form Completed	Property Inspection and Form Completed	Initial Notice Sent	Complainant Updated	Follow-up Inspection Must Be Done By:	Follow-up Property Inspection Completed	Is Clean Up Required? Y / N	Estimate of Cost for Clean Up \$\$	Council Approval for Clean Up Y / N	Notice to Owner of Clean Up	Owner Invoiced for Costs or Lien Placed	STATUS	Mark Complete When File is Closed
24-DU004	24-May-24	16 Bridge Street	24-May-24											Nov 29/24 - Administrators visited property. There is a barricade around the property. Need to re-visit property and fill out forms.	



**COMMUNITY COMPLAINTS & CONCERNS 2025**

**Status Report**

Complaint #	Date Complaint Received	Method of Complaint	Description of Concern/Complaint	Department Responsible	Complainant Updated	Staff Update	Status
25-005	17-Jan-25	Email	Residents are now dumping items where the Diabetes Bin used to be on Main Street at the Foodland	Administration	20-Jan-25	Staff informed the resident that the Town will give the Foodland a chance to address the issue and if not addressed, the complaint will be moved to Dangerous and Unsightly	In-Progress
25-006	20-Jan-25	In-person	Poop bags are not being refilled at the dispenser at Rotary Park. There are no poop bag dispensers or garbages at the Wetland Trail.	Public Works/Parks	30-Jan-25	Jan 30/25: Two dispensers were ordered on for the Wetland Trail, as well as more poop bags for the dispenser at Rotary Park. Feb 28/25: Dispensers have arrived, staff waiting for warm weather to install them. Apr 1/25: New dispensers have been installed, Facility Manager checking regularly to fill bags.	Complete
25-008	28-Jan-25	Facebook Messenger	The location of the crosswalk at the end of Bridge Street by the Needs Store is very challenging to stop behind. When turning left, it's very hard to see oncoming traffic on Main Street due to the sign and cars parked in the Needs parking lot.	Public Works/Parks		Staff to investigate	In-Progress
25-013	20-Feb-25	Email	Resident is concerned about the state of the roads and potholes. The are by the hospital and Napa autoparts is particularly bad, as is the area between the salvation army store and the currently vacant building.	Public Works/Parks		Feb 26/25: Signage has been placed on Main Street to warn users of potholes. Apr 1/25: Staff have engaged a contractor to perform some early patch paving in this area.	In-Progress
25-014	24-Feb-25	Email	Roads are not plowed in a timely manner.	Public Works/Parks		Staff to investigate	In-Progress
25-017	3-Mar-25	Phone	A resident called to say there is a depression and cracks in the sidewalk that have been getting worse. She wanted to make sure the town was aware so we could look into fixing it before someone has a bad stumble/trip. Specifically said this is less of a complaint and more so wanting to make sure we were aware for when we are doing repairs this year.	Public Works/Parks		Staff to investigate	In-Progress
25-018	18-Mar-25	Phone	A resident called to say that she saw two ATVs at the Wetlands Park, bypassing the concrete barricades. She stopped them as they exited the park by the phone tower and told them that the park is off limits to motorized vehicles. She said that she would like to see more concrete barricades placed at the park.	Public Works/Parks		Staff to investigate	In-Progress
25-019	19-Mar-25	Phone	A resident called and said she is very concerned about why the town is struggling to maintain the roads and why the town looks like it's falling apart.	Public Works/Parks		Mar 19/25: Phoned the complainant and explained the reason for the condition of the roads and why we have potholes particularly bad this year is due to a lot of ice during the winter. It was communicated that paving should be able to take place in June sometime. The complainant was thankful for the call and very understanding.	In-Progress
25-020	24-Mar-25	In-person	Complainant is concerned about the sidewalk that goes from Tim Horton's to Needs. They stated that it is dangerous to people with mobility issues. They also said that the sidewalks on Commercial Street are dangerous due to cracks and holes, particularly for people that use mobility aids.	Public Works/Parks		Mar 25/25: Called Complainant - No answer.	In-Progress
25-021	27-Mar-25	Phone	Complainant would like a streetlight replaced. It was damaged in Dorian and then it was removed. Complainant mentioned that they got signatures from other residents on the street in support of getting a new light.	Public Works/Parks		Apr 2/25: No Answer - Left a Voicemail.	In-Progress

**2024-2025 CAPITAL BUDGET**

Project Name	Brief Description	Budgeted Cost	Project #	Costs to Date	Status
<b>TOWN GENERAL PROJECTS</b>					
ROTARY PARK PAVILION ROOF	Replace shingles	14,600	22-03	14,600	Project completed and paid in full.
PUBLIC WORKS SAND & SALT BUILDING - ROOF & LIGHTING	Replace shingles	9,900	22-08	10,429	Project completed and paid in full.
ROSA M. HARVEY LIBRARY ROOF	Replace shingles half roof	8,800	24-01	8,864	Project completed and paid in full.
HEAT PUMP - PUBLIC WORKS OFFICE	Heat pump - PW	2,900	24-04	2,911	Project completed and paid in full.
LINE PAINTER	Crosswalks, parking, stop	8,900	24-08	8,550	Project completed and paid in full.
SCADA FOR 4 LIFT STATIONS	Sewer SCADA	30,000	23-04	26,058	Project completed and paid in full.
LIFT STATION PUMP REPLACEMENT	Sewer pump	8,300	23-05	8,547	Project completed and paid in full.
HOSPITAL LIFT STATION SUCTION LINE	Sewer upgrade	4,200	24-07	502	Updated quote received. Please see note below. Nova Millrights proceeding with pipe production.
MARSHALL ST SEWER PIPE AND MANHOLE REPLACEMENT	Sewer - Marshall St	20,000	23-12	-	Project will not be moving forward. Not necessary at this point in time.
SANITARY SEWER MAIN & MANHOLE - BRIDGE STREET	Sewer - Bridge St	20,000	24-13	13,885	Project completed and paid in full.
SIDEWALK REPLACEMENTS	Section on Comm & Gates	25,000	22-14	12,633	Project completed and paid in full.
VEHICLE REPLACEMENT - PUBLIC WORKS	Public works truck	50,000	24-06	51,485	Project completed and paid in full.
<b>TOTAL TOWN</b>		<b>\$ 202,600</b>		<b>\$ 158,465</b>	
<b>WATER UTILITY PROJECTS</b>					
HEAT PUMP - WATER TREATMENT BUILDING	Temperature control	7,200	24-03	7,196	Project completed and paid in full.
SCHOOL STREET RECONSTRUCTION - REPLACE WATER LINES	Engineering work this year	35,000	22-21	20,914	Engineering design 90% complete at end of February. Final invoice is still outstanding.
FIRE HYDRANT REPLACEMENTS	Hydrants - 3 per year	18,000	22-10	8,158	Two hydrants were replaced. This year's project completed and paid in full.
WATER METER REPLACEMENTS	Replace 40 meters & wand	12,200	22-11	11,628	Project completed and paid in full.
WATER RESERVOIR	Reservoir - 2 year project	1,553,200	22-12-A	996,579	Piping under the pump building has been installed and the concrete walls have been poured. Final March invoice outstanding.
WELL PUMP REPLACEMENT	Replace Pump #3	25,000	24-09	-	Project has been deferred to 2025.
BOOSTER PUMP REBUILD	Water booster pump	4,000	24-11	3,993	Project completed and paid in full.
<b>TOTAL WATER</b>		<b>\$ 1,654,600</b>		<b>\$ 1,048,468</b>	
<b>TOTAL 2024-2025 CAPITAL PROJECT EXPENDITURES APPROVED JULY 29, 2024</b>		<b>\$ 1,857,200</b>		<b>\$ 1,206,934</b>	
<b>SUPPLEMENTAL PROJECTS APPROVED BY COUNCIL</b>					
HEAT PUMP - FIRE DEPARTMENT	Temperature control	20,000	24-14	9,383	Project completed and paid in full.
STALLS- FIRE DEPARTMENT	Replace wooden stalls	20,000	24-15	20,793	Project completed and paid in full.
<b>TOTAL SUPPLEMENTAL</b>		<b>\$ 40,000</b>		<b>\$ 30,176</b>	
<b>TOTAL 2024-2025 CAPITAL PROJECT EXPENDITURES</b>		<b>\$ 1,897,200</b>		<b>\$ 1,237,110</b>	



<https://www.middletonareabusinessassociation.ca/>  
[info@middletonareabusinessassociation.ca](mailto:info@middletonareabusinessassociation.ca)

Town of Middleton Mayor,  
Council, CAO, and CFO  
131 Commercial St.,  
Middleton NS B0S 1P0

March 17, 2025

To The Mayor, Council, CAO, and CFO of the Town of Middleton

I am writing to inform you that the Middleton Area Business Association Board of Directors has moved to cease operations as of February 28, 2025. After careful consideration, we made this decision primarily due to time constraints and limited engagement from local businesses.

We appreciate the support and collaboration of the Town Council over the past two years in fostering local business growth.

Thank you for your partnership and commitment to our community.

Funds remaining in our account will be returned to the Town.

Yours sincerely,

Amy Holloway, Chair – [www.amyhollowayphotography.com](http://www.amyhollowayphotography.com)  
Howard Selig, Treasurer – [www.flaxflour.com](http://www.flaxflour.com)  
Jonathan Archibald, Secretary – [www.blue-griffin-books.business.site](http://www.blue-griffin-books.business.site)



NOVA SCOTIA  
**Municipal Affairs**  
**Office of the Minister**

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PO Box 216, Halifax, Nova Scotia, Canada B3J 2M4 • Telephone 902 424-5550 Fax 902 424-0581 • [novascotia.ca](http://novascotia.ca)

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March 19, 2025

Dear Mayors, Wardens and Chairs:

I am writing to update you about the progress related to the mandatory Code of Conduct (Code) training for all local elected officials in Nova Scotia.

As you are aware, in December, all municipalities and villages adopted the provincial Code of Conduct. I would be remiss in not recognizing the hard work and commitment from councils and commissions that have been put forth in this effort.

The Nova Scotia Federation of Municipalities (NSFM) is leading the design, development and delivery of the training. To support elected officials in understanding the requirements under the Code, the NSFM organized in-person training sessions across the province and created an online training module that must be completed by all elected officials. For more information about the online training module please visit the NSFM website at <https://nsfm.ca/municipal-code-of-conduct-in-person-training-sessions.html>

The Code regulations will be amended on April 1, 2025, to make this online training mandatory. Following the recommendation from the Code of Conduct Working Group, this online training must be completed within 30 days. The regulations will also require that any newly elected official must complete this training within 30 days of being elected. A failure to complete the training within this timeframe will be considered a breach of the Code.

The Code framework and training module are based on the recommendations put forth by the Working Group. As with any new framework, time and experience will be instrumental in its evaluation.

I would also like to mention that the Association of Municipal Administrators of Nova Scotia (AMANS) has developed a list of qualified individuals whom municipalities and villages may appoint as Code investigators. The list can be found on their website at <https://amans.ca/amans-qualified-list-of-investigators-municipal-code-of-conduct.html>.

Mayors, Wardens and Chairs  
Page 2

In closing, I would like to extend my appreciation to both the NSFM and AMANS for their collaborative efforts and leadership in the implementation of the Code. This initiative is an example of how we can collectively foster a positive environment and enhance accountability around council tables.

Sincerely,



Honourable John Loh  
Minister of Municipal Affairs

c: Chief Administrative Officers  
Village Clerk Treasurers  
Juanita Spencer, Chief Executive Officer, NSFM  
David Campbell, Executive Director, AMANS



COUNTY of ANNAPOLIS  
NATURALLY ROOTED

752 St. George Street, PO Box 100  
Annapolis Royal, Nova Scotia, Canada B0S 1A0  
Phone: (902) 532-2331 Fax: (902) 532-2096  
Website: AnnapolisCounty.ca

March 28, 2025

Mayor Gail Smith  
Town of Middleton  
P.O. Box 340  
Middleton, Nova Scotia  
B0S 1P0

Dear Mayor Smith:

Thank you for your letter of February 6, 2025, respecting the Town of Middleton's request for an \$80,000 grant in 2025-2026, similar to last fiscal year for the provision of recreation services within the Town. This request reflects the fact that many county residents use Town facilities and programs, especially during the summer.

The matter was discussed by Council during its recent budget deliberations and a decision was made to grant the Town of Middleton \$20,000 in 2025-2026 for recreation services and to provide a capital grant of \$60,000 to the Middleton District Rink Commission to assist with their fund-raising campaign that estimates nearly \$900,000 of repairs and upgrades are required over the next few years.

Our budget deliberations were difficult this year as we tried to balance the needs of over 100 communities within the county while also supporting the requests of the two towns, a village and community groups. While I know this is not the answer you were expecting, we hope this financial contribution will help offer some recreation services in the Town during the upcoming year.

Thank you for continuing to partner with us on important community programs and services.

Yours sincerely,

Diane Le Blanc  
Warden

c. Municipal Council

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