

SPECIAL TOWN COUNCIL MEETING
Town Hall – Council Chambers & Facebook Live
Monday, November 3, 2025 – Immediately following
the Committee of the Whole meeting



AGENDA:

- 1. CALL TO ORDER**

- 2. APPROVAL OF THE AGENDA**

- 3. NEW BUSINESS**
 - 3.1. RFD 061-2025 School Street Waterline Change Order – Director of Public Works

- 4. ADJOURNMENT**

REQUEST FOR DECISION
School Street Waterline Project –
Change Order
RFD#: 061-2025



To: COTW and Special Town Council
From: Adam Verran, Director of Public Works and Ashley Crocker, CAO
Date: November 3, 2025
Subject: School Street Waterline Project - Change Order 001

Guiding Principles for Decision-Making

Accountability Transportation Diversity Sustainability Engaged Informed

References/Attachments

- Change Order 001 - Additional Services and Repairs
- Capital Project Sheet
- Town of Middleton UARB request for approval
- UARB Project Approval

Legislation

- *Nova Scotia Municipal Government Act*
- Town Policy Code A – Procurement and Purchasing Policy
- Town Policy Code A – Budgeting, Financial Forecasting and Capital Expenditure Policy
 - 5.1.8 Once approved/ budgeted expenditures may not be exceeded unless Council approves a Supplemental Budget Request.
 - 5.1.9 In the case of an emergency/ the emergency should be dealt with, and, if necessary, a Supplemental Budget Request provided to Council as soon as possible thereafter.

Recommendation

That Town Council authorize and approve Change Order #1 for the School Street Water Main Upgrade project as presented, totaling \$41,171 + HST.

Background

The design work was completed by CBCL and on July 7, 2025, Council approved a supplemental budget of \$638,200 (before HST) for the School Street Waterline capital project. Council also approved utilizing up to \$259,600 (plus HST) from the Water Depreciation Reserve to fund the School Street Waterline

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Project. On the same evening, Council awarded the tender for the School Street Waterline Project to Meisner Excavation (2020) Ltd. for \$548,000 + HST (RFD 033-2025). The UARB approved the project (see attached decision letter).

The existing School Street watermain was installed many years ago, and the record drawings were not well maintained. As a result, the initial scope for services and laterals required adjustments throughout the course of the project. Additional services were identified along the way, and some were larger in size than originally anticipated. In several cases, services that were believed to connect from Main Street were located on School Street, which resulted in additional work by the contractor. This was not known until the ground was dug and pipes exposed. Some buildings were found to have additional services without curb stops, and several previously unknown vacant lots needed to be reconnected.

The project is now complete, but not all invoices have been received. Staff will follow up with a report to Council in the future on final costs and how the project was funded.

Financial Implications

The original project approved by Council and the UARB for the School Street Waterline Project included a \$54,800 + HST contingency for the construction services. This change order of \$41,171 + HST is covered within the construction contingency.

Strategic Plan/Operating Plan Alignment

Check Applicable	Strategic Priority Area	Comments
	Environment	
X	Infrastructure	Replacing water main along school street
	Economy	
	Community	
	Governance	
	Council Strategic Initiative	

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Alternatives

N/A

Community Engagement/Communication

N/A

CAO Comments

The CAO supports the recommendation of staff.

CAO Initials: AC

Target Decision Date: 3 November 2025



Change Order

Change Order No.: 1 CBCL Project No. 241039.01
 Date: 10-Oct-25
 To: Meisner Excavation (2020) Ltd.
 Contract Name: Middleton School Street Watermain Replacement
 Contract No.: 241039.01
 Refer To: CCO-001R2 dated, October 1, 2025
 Copies To: Adam Verran (Town of Middleton)

You are hereby authorized, subject to the provisions of your contract, to proceed with the following work:	Credit	Extra
13 additional Re-Connections of Existing 19mm Water Services at unit rate of \$3,167.00		\$ 41,171.00
SUB-TOTAL	\$ -	\$ 41,171.00

The amount of the contract price is INCREASED or DECREASED by the sum of \$41,171.00 + HST
Contract time is INCREASED or DECREASED by days 0

Recommended

Engineer/Consultant

Sign

Print

Date

Authorized

Owner

Sign

Print

Date

Acknowledged

Contractor

Sign

Print

Date

Receipt of this change is hereby acknowledged and the terms thereof agreed to.



Contemplated Change Order



Project Name:	Middleton School Street Watermain Replacement	Project No.:	241039.01
Contract Name:	Middleton School Street Watermain Replacement	Contract No.:	241039.01
CCO No.:	001R2	Date:	October 1, 2025
To:	Meisner Excavation (2020) Ltd.		
Refer To:	S03 - REPLACED WATER SERVICES PLAN - MARKED		
Copies To:	Adam Verran		

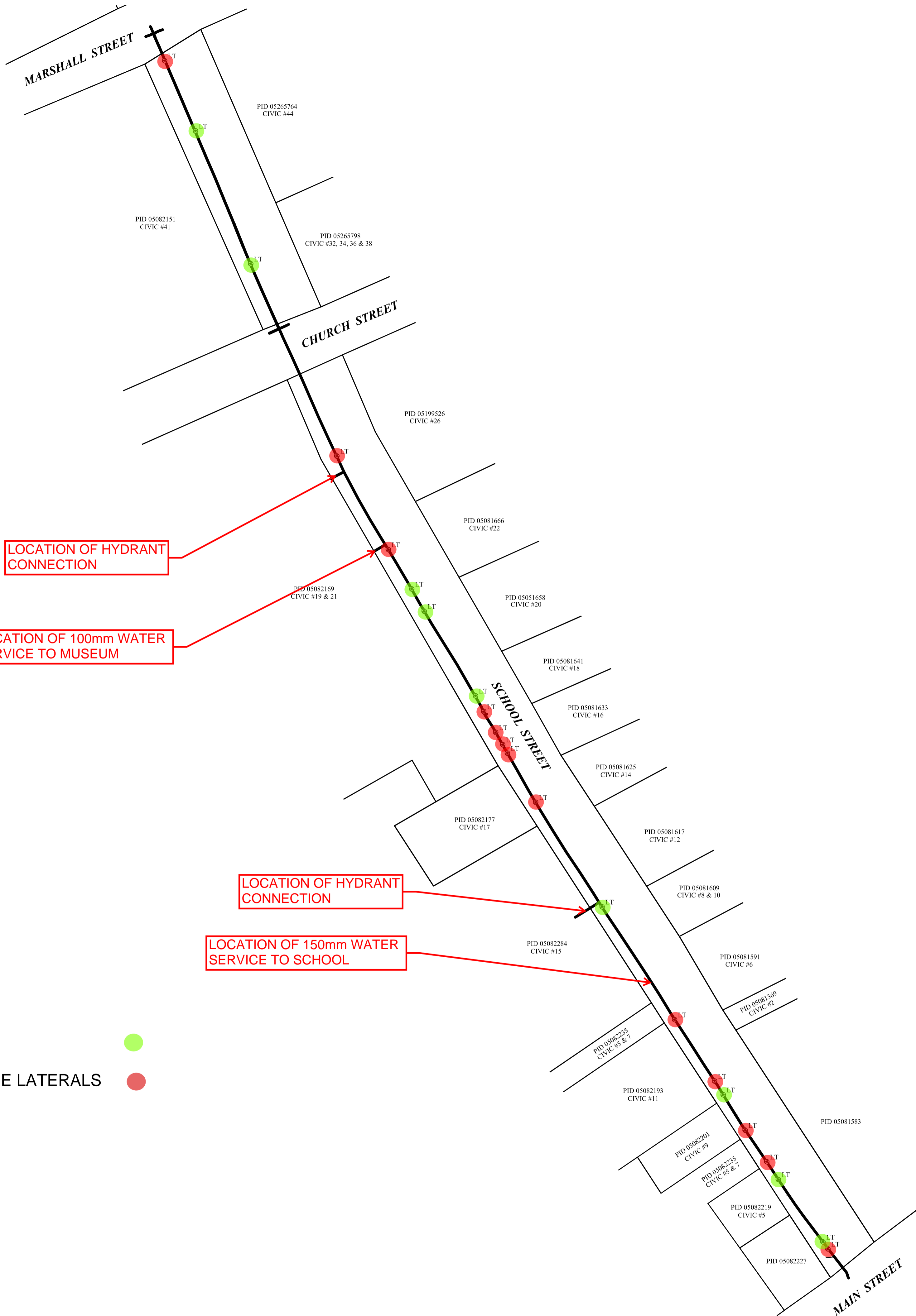
The following items are proposed changes to the contract. The work is not to proceed until authorized by a change order. All material and workmanship are to be as described in the contract documents unless otherwise stated. Please submit an itemized quotation to the **contract value and/or to the project schedule**, and within 7 calendar days of the date hereon.

Please provide pricing to supply and install the following:

- Item 7.0 Re-connection of Existing 19mm Water Services: unit rate for the addition of 13 Each, (tender qty of 9 at unit rate of \$3,167.00
For item description see Section 01 22 00 – Measurement and Payment, subsection .7.

Signature: 

Title: Group Lead, Municipal – Linear Infrastructure



LOCATION OF HYDRANT CONNECTION

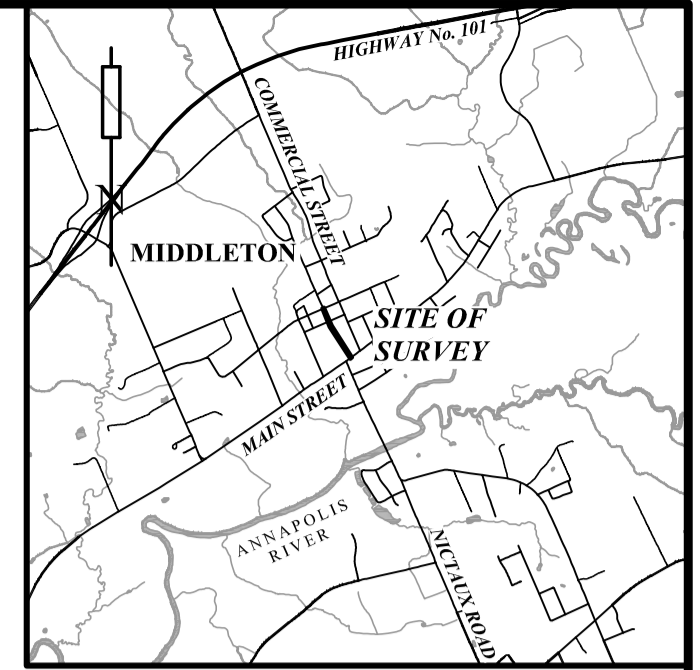
LOCATION OF 100mm WATER SERVICE TO MUSEUM

LOCATION OF HYDRANT CONNECTION

LOCATION OF 150mm WATER SERVICE TO SCHOOL

ORIGINAL DESIGN ●

ADDED WATER SERVICE LATERALS ●



KEY PLAN SCALE 1:50,000

GRID NORTH
3' MTM

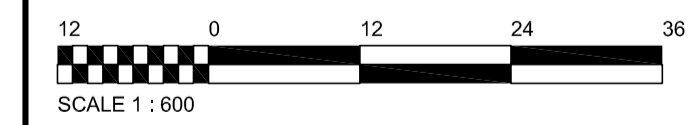
NOTES:
1) PROPERTY LINES ARE APPROXIMATE AND SUBJECT TO A BOUNDARY SURVEY FOR TRUE SIZE AND SHAPE.

LEGEND			
ACTIVE CONTROL STATION	▲ ACS	CALCULATED	(C)
NOVA SCOTIA HIGH PRECISION NETWORK	▲ NSHPN	MEASURED	(M)
SURVEY MARKER	○ SM	PLAN	(P)
IRON PIPE (IRON BAR)	○ IP (IB)	DEED	(D)
CUT CROSS	⊗ CC	SURVEYOR IDENTIFIER	(6000)
CALCULATED POINT	● CP	CHORD	(CH)
PLACED	PL	RADIUS	(R)
FOUND	FD	POINT OF CURVATURE	(PC)
UTILITY POLE	⊕ UP	POINT OF COMPOUND CURVATURE	(PCC)
OVERHEAD WIRES	— OhW —	NON-TANGENTIAL	(NT)
UTILITY POLE GUY	— UPG —	TIE LINE	(TL)
WITNESS	WIT	NEW WATER MAIN	(—)
LATERAL	LT	APPROXIMATE PROPERTY LINE	(---)
ILLEGIBLE	ILL	NOT TO SCALE	(---)

ALL VALUES ARE MEASURED (UNADJUSTED), DERIVED USING GNSS OBSERVATIONS.
DISTANCES SHOWN ON THIS PLAN ARE IN METRES AND ARE HORIZONTAL GRID DISTANCES.
GRID DISTANCES WERE DETERMINED BY MULTIPLYING THE COMBINED SCALE FACTOR AT THE SITE BY THE GROUND DISTANCE (GRID = GROUND X 0.999923).
THE ORIGINAL ELECTRONIC FILE WAS PRODUCED FOR SHEET SIZE A1 (594 mm X 840 mm).

ASBUILT SURVEY PLAN SHOWING
REPLACEMENT MIDDLETON WATER SERVICE
ON
SCHOOL STREET

SCHOOL STREET
MIDDLETON
ANNAPOLIS COUNTY, NS



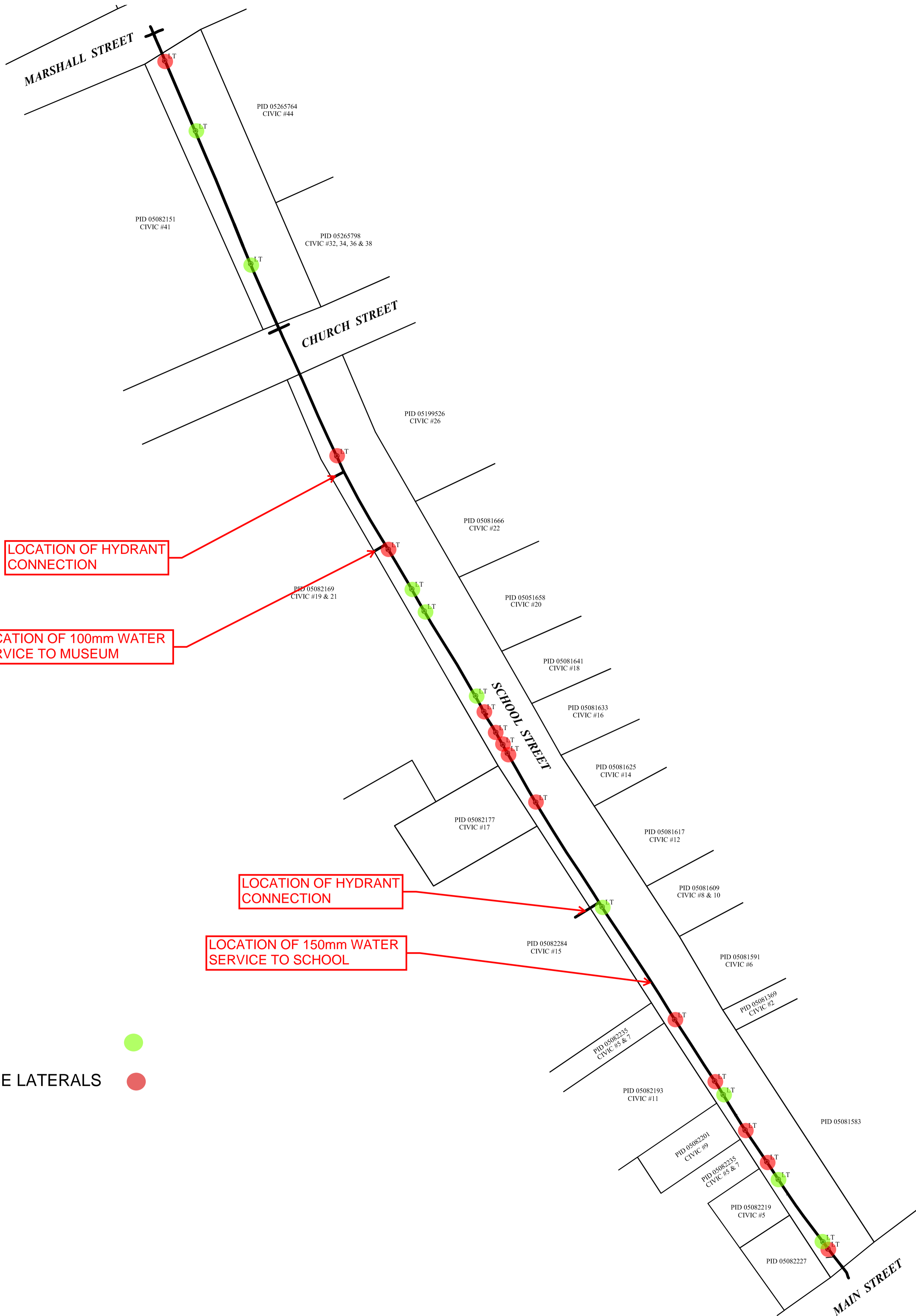
FIELD SURVEYS WERE CARRIED OUT DURING THE PERIOD OF
AUGUST 11, 2025 TO SEPTEMBER 2, 2025

DeWOLFE & MORSE SURVEYING LIMITED

P.O. BOX 520 MIDDLETON
ANNAPOLIS COUNTY, N.S.
B0S - 1P0
Email: info@demosl.ca

PLAN No: 2025-333P

COORDINATE SYSTEM INFORMATION	
GNSS SURVEY TYPE: NRTK	SOURCE: SMARTNET
HORIZONTAL DATUM: NAD83 (CSRS)	EPOCH: 2010.0 VELOCITY MODEL: V, 7
VERTICAL DATUM: CGVD2013	
PROJECTION: 3° MTM ZONE: 5	CENTRAL MERIDIAN: 64°30'W



LOCATION OF HYDRANT CONNECTION

LOCATION OF 100mm WATER SERVICE TO MUSEUM

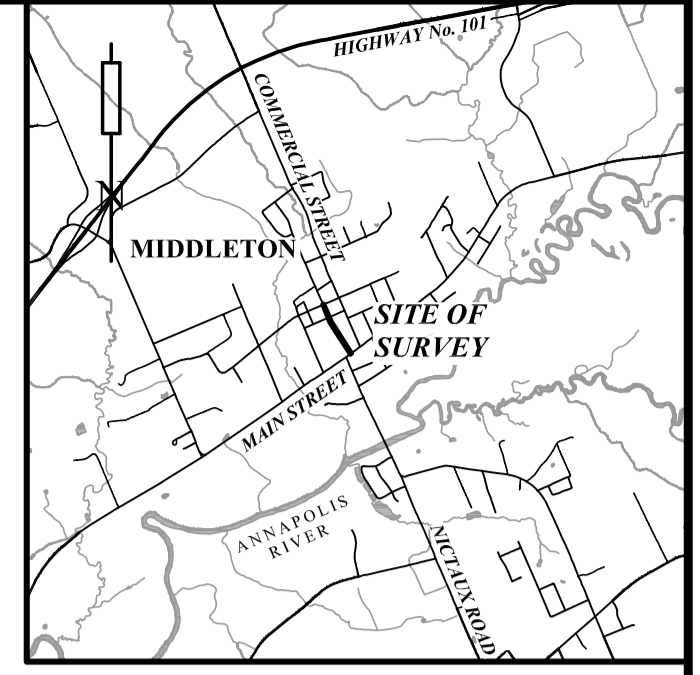
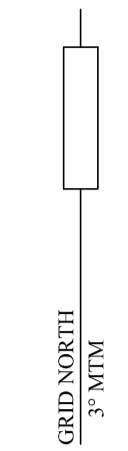
LOCATION OF HYDRANT CONNECTION

LOCATION OF 150mm WATER SERVICE TO SCHOOL

ORIGINAL DESIGN



ADDED WATER SERVICE LATERALS



KEY PLAN SCALE 1:50,000

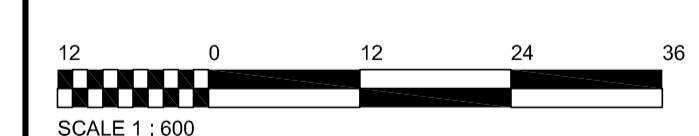
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REPLACEMENT MIDDLETON WATER SERVICE
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Office of the
Chief Administrative Officer
Ashley Crocker
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www.discovermiddleton.ca

May 30, 2025

Nova Scotia Regulatory and Appeals Board

1601 Lower Water Street, Suite 300
PO Box 1692, Unit "M"
Halifax, NS B3J 3P6
Via email: board@novascotia.ca

RE: MIDDLETON WATER UTILITY SCHOOL ST WATERLINE APPROVAL REQUEST

Good afternoon:

Please accept the following application for capital expenditure approval for the Middleton Water Utility to construct a replacement of a section of waterline on School Street for a total estimated cost of \$664k.

Background:

The Middleton Water Utility provides water to the Regional High School (600+students), seven residences and eight local businesses along a 380-metre section of School Street in Middleton. Over the past 18 months, the Town has had eight watermain breaks on this section of School Street, causing disruption to water service in the area. In six of those instances, the breaks have required the High School to close for health and safety reasons.

The pipe is over 60 years old and of multiple diameters (100mm, 150mm and 200mm DIA), at times causing pressure issues and limiting any future development. There are also several water valves in the area that are not working properly.

The Utility sent an RFP to 3 engineering firms and had the design work completed, for a total cost of \$23k, including non-rebateable HST. The Utility plans to replace the deteriorated sections and upgrade the line so that it is all 200mm diameter to help reduce pressure issues and support future developments needing sprinkler systems for fire suppression.

The Utility issued tenders for the construction phase of the project. The RFP closed on May 27, 2025, and several bids were received. The contract will not be awarded until the project is approved by the Board.



Office of the
Chief Administrative Officer
Ashley Crocker
 Ph: (902)825-4841 | Fax: (902)825-6460
 Email: acrocker@town.middleton.ns.ca
www.discovermiddleton.ca

The Utility submitted a grant application under the Provincial Capital Assistance Program (PCAP), requesting a grant equal to 50% of the then-estimated cost of the project. We have not been advised on the status of our grant application.

If successful in obtaining the grant, the balance of the cost would be funded from the Water Depreciation Reserve. In the absence of grant approval, the Utility would either use an equivalent amount from the Town’s Canada Community Building Fund, (CCBF) Capital Reserve, or delay the project until such time as the Water Depreciation Reserve account contained sufficient funds.

Project Description:

The Engineering Design work has been completed. The project will replace 380m of watermain with 200 mm dia. PVC DR-18, 10 gate valves, 2 hydrants, and the various connections with the existing system and existing water services. Other components include temporary water service, testing and commissioning, environmental protective measures, etc.

Project Cost by Major Category:

The table below assumes the contractor is responsible for the cost of materials and labor.

Category	Cost	Previous Spending	Project Total
Construction costs	548,000		548,000
Construction contingency	54,800		54,800
Engineering costs	10,650		10,650
Engineering contingency	1,065		1,065
Engineering and design		22,260	22,260
Subtotal	614,515	22,260	636,775
Non-rebateable HST	23,700	1,000	27,300
	638,215	23,260	664,075



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Project Funding:

Previous Spending of \$23k plus HST was funded from the Water Depreciation Reserve.

As previously noted, the Utility applied for a PCAP grant for \$259,644, being 50% of the previously estimated cost of construction. The balance of the project would be funded from the Water Depreciation Reserve.

The Utility had previously planned to fund 100% of the project from the Water Depreciation Reserve, but the project was not scheduled to occur until 2026/27, when the Reserve would have accumulated sufficient funds to cover the project cost.

However, given the urgency of the project, if the PCAP grant application is not successful, then the equivalent amount could be funded from the CCBF Capital Reserve fund. This will require a Council Resolution, as the draft capital budget assumes receiving PCAP funding.

Impacts of the Project on the revenues and expenditures of the water utility plus an estimate of the impact on the water rates:

The watermain replacement will not generate any new revenue. However, it will permit the Town to reliably support new housing or commercial developments, which will generate additional revenue for the water utility.

The estimated annual depreciation expense is \$9k. However, operating expenses related to water main breaks are expected to be reduced, which will offset a portion of the cost. As a result, the Utility expects nominal impact on the water rates.

No debt is required for this project. The primary financial consequence will be the reduction in the Depreciation Reserve account balance, leaving less funds available for other future projects. However, none of the other capital projects planned for future years are as critical as this project.

Thank you for your consideration of this project.

Yours sincerely,

Ashley Crocker

Ashley Crocker, MBA, CPA
Chief Administrative Officer



June 27, 2025

acrocker@town.middleton.ns.ca

Ashley Crocker, MBA, CPA
Chief Administrative Officer
Town of Middleton
131 Commercial Street
PO Box 340
Middleton, NS B0S 1P0

Dear Ms. Crocker:

M12302 - Middleton Water Utility – School St. Waterline Replacement

On May 30, 2025, the Middleton Water Utility asked the Board to approve \$664,000 in capital spending to replace the School Street Waterline. This amount includes a 10% contingency and net HST.

In its request, the Utility explained that the waterline in question sustained eight breaks in the past 18 months, causing service disruptions in the area. In several cases, these disruptions required the local high school to close for health and safety reasons. The waterline is over 60 years old and made up of various diameters of piping ranging from 100mm to 200mm, which is limiting the ability for future development and causing water pressure issues. In addition, several valves in the area are not working properly. This project will replace 380 metres of watermain with 200 mm diameter PVC pipe, 10 gate valves, 2 hydrants, and various connections to the existing system.

Originally, as included in the Utility's rate application, currently under review, the Utility planned to do this work in 2026/27 and use depreciation funds exclusively. Due to the recent breaks, it prefers to do the work in 2025/26. The Utility plans to fund the project using a \$259,644 Provincial Capital Assistance Program (PCAP) grant, which has been applied for but not yet confirmed. The rest would be funded from the depreciation fund. If the grant is not approved, the Utility may use money from the CCBF capital reserve instead. Moving the project up in the schedule will also allow the Utility to include its costs in the water rates for the year the work will now occur. Since the depreciation fund isn't as large now as it is expected to be in 2026/27, the grant is important for funding the project.

Board staff issued Information Requests (IRs) on June 3, 2025. The Utility provided its responses to the Board on June 24 and June 25, 2025. In its IR responses, the Utility confirmed that the lowest of the three tender bids has been selected and it will award the job once the Board approves the application. Work is expected to start on July 2, 2025, and finish by August 31, 2025.

In its IR responses, the Utility also indicated that if the PCAP grant funding is not available, it will use a portion of its accumulated surplus as a funding source. The Utility will also fund

any cost overruns that do not meet the threshold for Board approval with its accumulated surplus.

In response to IR-3b), the Utility provided an updated cost estimate, which reflects a decrease in the cost of engineering services during construction. The updated total project is now estimated to cost \$661,433.

Based upon the information provided, the Board approves this project and its funding at the revised total of \$661,433.

Yours truly,



Julia E. Clark, LL.B.
Vice Chair



Project Name: SCHOOL STREET RECONSTRUCTION - REPLACE WATER LINES

Project # 22-21

Department: Water **Unit:** Water **Asset Class** Water Distribution mains

Type of Asset: Replacement **Reason:** End of life asset replacement **Expected Useful Life:** 75 years

Project Description: Replace 380m water distribution lines along School Street. Designed in 24/25, tender and construct in 25/26

Need for Project: Waterlines were installed over 50 years ago and there have been 8 watermain breaks on School Street in the past 18 months, several of which required the high school to close for health and safety reasons. There are 3 different pipe diamters which results in water pressure issues and which limit both residential and commercial development here.

Project Funding: PCAP grant \$259k, Water Depreciation Reserve \$ and Water Operating Surplus. If PCAP grant not received, then equivalent amount from Water Operating Surplus

Carry-over Project n/a

Additional Operating Expense n/a

	Total up to	Budgeted for	Total up to	New Spending					Total	Project Total
	3/31/2024	2024/25	3/31/2025	2025/26	2026/27	2027/28	2028/29	2029/30		
Annual Operating Impact:										
Operating Expenses	-	-	-	-	-	-	-	-	-	-
Interest expense	-	-	-	-	-	-	-	-	-	-
Interest expense - interfund	-	-	-	-	-	-	-	-	-	-
Depreciation expense	-	-	-	8,509	8,509	8,509	8,509	8,509	42,547	42,547
Loan principal	-	-	-	-	-	-	-	-	-	-
Loan principal - interfund	-	-	-	-	-	-	-	-	-	-
Total Operating Impact	-	-	-	8,509	8,509	8,509	8,509	8,509	42,547	42,547
										Project Total
Capital Budget:	3/31/2024	2024/25	3/31/2025	2025/26	2026/27	2027/28	2028/29	2029/30	Total	Project Total
Capital cost	-	23,200	23,200	638,200	-	-	-	-	638,200	661,400
Funding:										-
Operating	-	-	-	119,000	-	-	-	-	119,000	119,000
Grants	-	-	-	259,600	-	-	-	-	259,600	259,600
Drawdown Reserves	-	23,200	23,200	259,600	-	-	-	-	259,600	282,800
Borrow from Reserves	-	-	-	-	-	-	-	-	-	-
Long-term debt	-	-	-	-	-	-	-	-	-	-
Other	-	-	-	-	-	-	-	-	-	-
Total funding	-	23,200	23,200	638,200	-	-	-	-	638,200	661,400