



**Region of Queens Municipality Regular Council
Tuesday, October 28, 2025
4:00 p.m.**

Agenda

1.0 Call to Order and Land Acknowledgement

2.0 Approval of Agenda

3.0 In Camera

3.1 Legal

4.0 Adoption of Minutes

4.1 Regular Council Meeting – October 14, 2025

5.0 Public Comment

6.0 Delegations and Presentations

7.0 Unfinished Business

7.1 Administrative Policy No. 56 Utility Assistance Rebate

8.0 Staff Reports

9.0 Bylaws and Policies

9.1 Operational Policy No. 98 – Records Management

9.2 First Reading – Solid Waste Bylaw No. 13

10.0 Correspondence for Action

11.0 Correspondence for Information

12.0 Report from In Camera

13.0 Mayor's Report

14.0 Council Reports

- 14.1 Municipal Planning Strategy and Land Use Bylaw Review
- 14.2 Bylaw No. 3 – Dogs Review

15.0 New Business

- 15.1 Receipting Process – Safety Funding for Fire Departments
- 15.2 Road Trails in Liverpool
- 15.3 Lift Station Upgrades – Town Bridge and Cross Street

16.0 Adjournment



Region of Queens Municipality Regular Council
Tuesday, October 14, 2025
9:00 a.m.

Minutes

Present: Mayor Scott Christian, Chair
 Deputy Mayor Maddie Charlton
 Councillor Roberta Roy
 Councillor Courtney Wentzell
 Councillor Vicki Amirault
 Councillor Stewart Jenkins
 Councillor Wanda Carver

Regrets: Councillor Jack Fancy

Staff: Willa Thorpe, Chief Administrative Officer
 Angela Green, Municipal Clerk

1.0 Call to Order and Land Acknowledgement

Mayor Christian called the meeting to order at 9:01 a.m. and opened the meeting by acknowledging that we work, live, and play in Mi'kma'ki, the traditional territory of the Mi'kmaq people, and that we are all treaty people. As part of our commitment to reconciliation, in November the Region of Queens Council will be meeting with several members of the Wasoqopa'q First Nation Council and looking for opportunities to collaborate.

2.0 Approval of Agenda

It was moved by Councillor Jenkins and seconded by Councillor Amirault:

THAT the Council of Region of Queens Municipality approve the October 14, 2025 agenda as presented.

MOTION CARRIED unanimously.

3.0 Adoption of Minutes

3.1 September 23, 2025 – Regular Council Meeting Minutes

It was moved by Councillor Carver and seconded by Councillor Jenkins:

THAT the Council of Region of Queens Municipality approve the minutes from the Regular Council Meeting held on September 23, 2025 as presented.

MOTION CARRIED unanimously.

4.0 Public Comment

There were no Public Comments.

5.0 Delegations and Presentations

There were no delegations or presentations.

6.0 Unfinished Business

6.1 Council Implementation Report

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT the original motion made on September 23, 2025, be taken from the table.

MOTION CARRIED unanimously.

It was moved by Councillor Amirault and seconded by Councillor Carver:

THAT the Council of Region of Queens Municipality accept the report titled 'Council Implementation Report' for information.

MOTION CARRIED unanimously.

7.0 Staff Reports

There were no Staff Reports.

8.0 Bylaws and Policies

8.1 Administrative Policy No. 56 – Utility Assistance Rebate

It was moved by Councillor Jenkins and seconded by Councillor Wentzell:

THAT the Council of Region of Queens Municipality Administrative adopt Policy No. 56 Utility Assistance Rebate as presented.

It was moved by Deputy Mayor Charlton and seconded by Councillor Amirault:

THAT the motion be tabled, and staff are directed to make the required changes and return at the next council meeting.

MOTION CARRIED unanimously.

8.2 Administrative Policy No. 23 – Respecting Meetings of Council

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT the Council of Region of Queens Municipality approve the amendment to *Policy 23 – Respecting Meetings of Council* to state that the Regular Council Meeting held on the fourth Tuesday of each month, excluding July, August, and December when there are no sessions scheduled, shall include a Closed Session from 4:00 p.m. to 5:30 p.m., followed by the Public Session beginning at 5:30 p.m.

MOTION CARRIED unanimously.

9.0 Correspondence for Action

9.1 Request For Support from CUPW

A request from the Canadian Union of Postal Workers (CUPW) asking municipalities to support efforts to stop proposed federal cuts to Canada Post services. It outlines concerns about job losses, the end of door-to-door delivery, post office closures, and reduced mail service, especially affecting seniors, people with disabilities, and rural communities.

Municipalities are asked to pass a resolution urging the federal government to halt the cuts, delay any mandate review until operations are stabilized, and ensure that any future review includes full public consultation. The document also encourages

municipalities to submit written input during the upcoming review and send copies of their resolutions to the Minister responsible for Canada Post, their Member of Parliament, CUPW, and the Federation of Canadian Municipalities.

It was moved by Councillor Wentzell and seconded by Councillor Carver:

THAT the Council of Region of Queens Municipality express its opposition to the proposed service reductions and closures affecting Canada Post;

AND THAT the Municipality formally write to the Honourable Joël Lightbound, Minister of Government Transformation, Public Works and Procurement, to:

- Demand an immediate halt to the proposed service cuts;
- Request that no mandate review proceed until Canada Post returns to stabilized operations; and
- Insist that any review of Canada Post and the Canadian Postal Service Charter be conducted through a full, transparent, and public consultation process that includes municipal governments, key stakeholders, and residents across all regions of Canada.

MOTION CARRIED with 7 in favour, 1 against.

It was moved by Councillor Wentzell and seconded by Councillor Carver:

THAT a copy of this resolution be sent to:

- The Honourable Joël Lightbound, Federal Minister of Government Transformation, Public Works and Procurement;

- Jessica Fancy, Member of Parliament representing South Shore–St. Margarets;
- Jan Simpson, President, Canadian Union of Postal Workers; and
- Rebecca Bligh, President, Federation of Canadian Municipalities.

MOTION CARRIED with 7 in favour, 1 against.

10.0 Correspondence for Information

10.1 Letter from the Hospital Hustle Organizers

The letter is from Stephanie MacKenzie and Karen Packer, Co-Chairs of the Queens General Hospital 2025 Hustle, addressed to the Region of Queens Municipality.

It expresses gratitude for the Municipality's \$400.00 contribution and support through the use of barriers and waste receptacles during the event. The authors note that The Hustle was highly successful, achieving a record fundraising total, and emphasize that the Municipality's assistance was paramount to that success.

11.0 Report From In Camera

There was no report from In Camera.

12.0 Mayor's Report

- 12.1** The Mayor provided the following update on recent activities and events attended on behalf of the Region of Queens Municipality:

September 24: Attended the Tourism Industry Association of Nova Scotia (TIANS) and Tourism Nova Scotia event launching the new Tourism Sector Strategy. The event provided opportunities to build partnerships with municipal and industry leaders. Early indications

suggest a strong 2025 tourism season, with an extended high season into the fall.

September 29: Accompanied Queens County's Volunteer of the Year, Jean Robinson, at the Provincial Volunteer Awards Ceremony in Halifax. The Mayor congratulated Ms. Robinson and expressed appreciation to all volunteers in Queens County for their contributions. Residents are encouraged to nominate deserving individuals through the Ripple Effect Program.

September 29: Attended the Jane's Place Society information session at the Liverpool Fire Hall regarding plans to establish second-stage housing in Queens County for survivors of domestic violence. Residents interested in supporting the initiative may contact Councillor Fancy for more information.

October 2: Participated in the Queens Community Wellness Network quarterly meeting held at the Liverpool Curling Club. The new Executive Director of South Shore Open Doors Association (SSODA) was introduced, strengthening partnerships to address housing insecurity on the South Shore.

October 7–10: Attended portions of the Aquaculture Review Board hearings in Bridgewater concerning Kelly Cove Salmon's proposed expansion at Coffin Island. The Mayor thanked Queens County residents who provided affidavits and testimony and acknowledged the work of legal counsel representing the Municipality's opposition.

October 8: Attended the official launch of the Steele Athletic Grounds at Liverpool Regional High School, joined by Olympian Sarah Mitton, Premier Tim Houston, Minister Kim Masland, and representatives of Steele Auto Group. The Mayor congratulated the Queens County Track Society, particularly Kris Snarby, Matt Sheffield, Todd Symes, and Councillor Jack Fancy, for their leadership in bringing the project to fruition.

October 9: Participated in the Olympic Wall Induction Ceremony at Queens Place Emera Centre, recognizing Special Olympic Gold Medalist Rebecca Delaney, Jillian Young, and Coach Susan Inglis. Appreciation was extended to Recreation staff, especially Morgan MacDonald, for organizing the event.

Councillor Amirault mentioned that she had received correspondence from the Hospital Hustle organisation due to a personal donation, and that the amount raised by the online auction was \$7,280. With the support of the community and the hard work of volunteers, the previous record of \$28,500 was broken, to raise more than \$34,000 for important hospital equipment.

Mayor Christian also highlighted that Council will soon be launching their series of Town Hall meetings, beginning on Thursday, October 16th at the Liverpool Fire Hall. These meetings will be an opportunity for members of the public to engage with their Council.

13.0 Council Reports

There were no Reports from Council.

14.0 New Business

14.1 White Point Road Sidewalk

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT the Council of Region of Queens Municipality direct staff to contract a third party to manage the sidewalk construction project on White Point Road at a cost of up to \$72,600 + HST.

MOTION CARRIED unanimously.

14.2 Main and Market Study

It was moved by Deputy Mayor Charlton and seconded by Councillor Carver:

THAT the Council of Region of Queens Municipality direct staff to develop a plan to implement the three recommendations of the CBCL Traffic Study final report, which meets present and future accessibility standards, of the intersection of Main Street at Market Street.

MOTION CARRIED unanimously.

14.3 J-Class Roads

It was moved by Deputy Mayor Charlton and seconded by Councillor Wentzell:

THAT the Council of Region of Queens Municipality submit an application to the Province of Nova Scotia for cost-sharing paving of the following J-class road segments:

- 1) 334 metres of 0717 Forest Street, Milton;
- 2) 553 metres of 0684 Emeneau Road, Brooklyn;
- 3) 163 metres of 0655 French Street, South Brookfield.

MOTION CARRIED unanimously.

14.4 Reporting for Grants Outside the CIF

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT Council of Region of Queens Municipality direct staff to draft an operational policy outlining the reporting requirements for grants funded outside the Community Investment Fund.

MOTION CARRIED unanimously.

14.5 Utility Bill Interruption

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT the Council of Region of Queens Municipality grant staff discretion to delay interest application to outstanding Utility bills by 30 days.

MOTION CARRIED unanimously.

14.6 Dwelling Units in Commercial Buildings

It was moved by Councillor Jenkins and seconded by Councillor Carver:

THAT the Council of Region of Queens Municipality give notice of its intention to amend the Land Use Bylaw to change the site plan approval provisions for dwellings in commercial buildings to allow for greater ground floor area to be utilized for residential uses, as identified in Appendix C of the Staff Report;

AND THAT a Public Hearing be held on November 12, 2025, in Council Chamber of the Municipal Building, 249 White Point Road in Liverpool, NS, at 9:00 a.m.

MOTION CARRIED unanimously.

15.0 In Camera

It was moved by Councillor Amirault and seconded by Councillor Roy that the proceedings move to Closed Session at 10.57 a.m. to discuss the following:

15.1 Personnel

15.2 Personnel

15.3 Personnel

15.4 Legal

15.5 Legal

It was moved by Deputy Mayor Charlton and seconded by Councillor Carver that the proceedings exit Closed Session at 11:54 a.m.

It was moved by Councillor Wentzell and seconded by Deputy Mayor Charlton:

THAT Susan McGibbon be appointed to the Planning Advisory Committee as representative for District 3, for a term to expire on October 31, 2027.

AND THAT Joel Baltzer be appointed to the Planning Advisory Committee as representative for District 5, for a term to expire on October 31, 2026.

MOTION CARRIED unanimously.

It was moved by Councillor Amirault and seconded by Councillor Roy:

THAT Charlene Park be appointed to the Accessibility Advisory Committee, for a term to expire on October 31, 2027.

AND THAT Sally Tanner be appointed to the Accessibility Advisory Committee, for a term to expire on October 31, 2026.

MOTION CARRIED unanimously.

It was moved by Deputy Mayor Charlton and seconded by Councillor Jenkins:

THAT Carrie Thorpe be appointed to the Dismantling Discrimination and Hate Committee, for a term to expire on October 31, 2027.

AND THAT Connor MacQuarrie be appointed to the Dismantling Discrimination and Hate Committee, for a term to expire on October 31, 2026.

MOTION CARRIED unanimously.

16.0 Adjournment

The meeting was adjourned at 11:57 a.m.

Mayor Scott Christian, Chair

Angela Green, Municipal Clerk

Date Approved: _____



Region of Queens Municipality Staff Report For the Regular Meeting of October 28, 2025

Date: October 16, 2025
File No: 10350-50-2510-13
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Administrative Policy NO. 56 Utility Assistance Rebate

Prepared by: <i>Jeanne Veinotte</i> J. Veinotte Director of Finance	Supervisor: W. Thorpe Chief Administrative Officer	CAO Concurrence: <i>W. Thorpe</i> W. Thorpe CAO
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RECOMMENDATION:

THAT the Council of Region of Queens Municipality adopt *Administrative Policy No. 56 Utility Assistance Rebate*.

PURPOSE:

To provide some financial relief for Water Utility users based on the anticipated increase in fees as a result of the rate study currently underway by the Nova Scotia Regulatory and Appeals Board.

BACKGROUND:

The 2025-2026 operating budget includes \$15,000 to fund a rebate program for Utility users.

At the June 24, 2025 Regular meeting, Council approved the following motion:

THAT Region of Queens Municipality apply to the Nova Scotia Regulatory and Appeals Board for changes in its rates for water and water service, fire protection to the Region of Queens Municipality and changes to its rules and regulations for customers served by the Region of Queens 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 dated June 16, 2025.

A hearing is scheduled with the Nova Scotia Regulatory and Appeals Board on November 19, 2025 to review the proposed rate changes.

This study was conducted because of the Utility's significant operating deficit. Current rate structure does not support costs associated with supplying reliable, safe, potable water to Utility users. Rate increases are proposed to be approximately 103% year 1, 5% year 2 and 3% year 3. Council recognized the impact these increases, if approved, would have on users of the Utility and included a rebate in the 25/26 operating budget that would mitigate part of the increase for qualifying residents.

This policy was originally brought to Council at the October 14, 2025 meeting where Council requested a small change to the policy, that the requirement for the Utility bill to be paid in full be removed.

ALTERNATIVES/OPTIONS:

1. Council of Region of Queens Municipality adopts Administrative Policy No. 56 Utility Assistance Rebate.
2. Council directs staff to revise to policy.

3. Council directs staff not to implement a rebate program for the Water Utility.

ANALYSIS:

Municipalities in Nova Scotia who operate a Water Utility are required to ensure the Utility does not operate at a financial deficit. At Region of Queens Municipality, the Water Utility is currently in deficit of approximately \$800,000 and requires significant increases in rates to cover operating costs. The rate study includes proposed increases of approximately 103% per residential Water Utility customer in year one, which will result in an estimated average increase from \$82.61 to \$168.06 per quarter (\$330 to \$672 annually).

Should the Nova Scotia Regulatory and Appeals Board approve the proposed rates and Council approve the proposed rebate, the rebate would cover over half (58%) of the estimated \$342 annual increase for eligible residents as outlined in the policy.

The proposed increases for Water Utility customers in year 2 are estimated at 5% and 3% in year 3.

IMPLICATIONS:

Should Council adopt the policy, the rebate would be funded by the 2025-2026 operating budget, where \$15,000 has been approved by Council during budget deliberations. However, should that funding be exhausted, staff will request additional funding from Council as an unbudgeted expense.

COMMUNICATIONS:

The rebate program would be promoted through social media channels and by Finance staff when residents apply for the tax exemption (Administrative Policy No 9).

BYLAWS/PLANS/POLICIES:

- Administrative Policy No. 56 Utility Assistance Rebate

SUMMARY:

Municipalities in Nova Scotia who operate a Water Utility are required to ensure the Utility does not operate at a financial deficit. To ensure Region of Queens meets this requirement, significant increases in rates are predicted in 2026, 2027, and 2028. To assist in offsetting this burden on customers, staff recommends Council of Region of Queens Municipality adopts Administrative Policy No. 56 Utility Assistance Rebate.

ATTACHMENTS/REFERENCE MATERIALS:

- Administrative Policy No. 56 Utility Assistance Rebate
- [Region of Queens Regular Council Meeting – October 14, 2025 - Discussion - Administrative Policy No. 56 Utility Assistance Rebate](#)
- [Administrative Policy No. 9 – Tax Exemptions](#)



Region of Queens Municipality Administrative Policy No. 56 – Utility Assistance Rebate

BE IT ENACTED by the Council of Region of Queens Municipality, under the authority of the Municipal Government Act, S.N.S. 1998, Chapter 18, as follows: This policy shall be known as Policy Number XX and may be cited as “Utility Assistance Rebate”.

POLICY PURPOSE

This policy provides guidelines for establishing and providing a rebate to users of the Water Utility of Region of Queens Municipality. This rebate must be funded separately from the Water Utility annual operations budget. Other funding sources may include operations or surplus funds in reserve.

In addition, this policy covers procedures to:

- a) set the annual qualifying thresholds;
- b) determine the application process for users;
- c) outline responsibility for administration of the rebate.

DEFINITIONS

“Utility” refers to Region of Queens Municipality Water Utility as defined by the Nova Scotia Regulatory and Appeals Board.

“Finance Staff” is any employee of the Finance department at Region of Queens Municipality.

“Rebate” is the applicable amount applied to Utility accounts as a credit.

“Application” is a document to be completed annually by users requesting consideration for the rebate.

“Household Income” is the total income for tax purposes and as disclosed on the Canada Revenue Agency Notice of Assessment for all people residing at the service address.

“Primary Residence” is the residence occupied by the owner year-round.

“Applicant” is the person(s) who have an active Utility account in the applicant’s name or a valid tenant acknowledgement agreement is on file with Region of Queens Municipality.

UTILITY ASSISTANCE REBATES

QUALIFICATIONS

- 1) Primary residents of Region of Queens who are users of the Water Utility,
- 2) Total household income falls below the threshold as approved by Council for the fiscal year.
- 3) All other criteria as outlined in Administrative Policy No. 9 Tax Exemption.

THRESHOLD

The income threshold for this rebate will be the same as the highest income threshold approved by Council annually for Administrative Policy No. 9 Tax Exemption.

REBATE AMOUNT

A rebate of up to \$200 will be applied to the applicant’s Utility account as a credit. This credit will be applied to Utility accounts by Finance staff after the application has been reviewed and approved. Only one rebate per service address or

applicant per fiscal year is available. Rebates will be provided until annual funding has been utilized.

APPLICATION

Region of Queens Municipality will advertise the availability of the program annually. Applications will be available at the Municipal Administration office and on the Region of Queens Municipality website. Applications will be accepted until the end of February of the current fiscal year.

EFFECTIVE DATE

This policy shall take effect from the date of approval by Council.

VERSION LOG

Version Number	Amendment Description	Amendment/Policy Owner	Approved By	Approval Date
1.0	Creation of Policy	Director of Finance	Council	

OFFICIAL CERTIFICATION

THIS IS TO CERTIFY THAT this policy was passed by the Council of Region of Queens Municipality at a duly constituted meeting of said Council held on the XX day of XX, 2025.

SIGNED by the Mayor and Municipal Clerk this XX day of XX, 2025.

Mayor

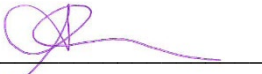
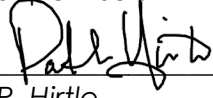

Municipal Clerk

This Policy will be reviewed every four years.



**Region of Queens Municipality
Staff Report
For the Regular Meeting of
October 28, 2025**

Date: October 13, 2025
File No: 10350-50-2510-14
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Adoption of Operational Policy No. 98 – Records Management

Prepared by:  A. Green Municipal Clerk	Supervisor:  P. Hirtle Deputy CAO	CAO Concurrence:  W. Thorpe CAO
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RECOMMENDATION

THAT the Council of Region of Queens Municipality adopt *Operational Policy No. 98 – Records Management*.

PURPOSE

To present to Council the proposed Policy No. 98 – Records Management for approval and formal adoption.

BACKGROUND

Section 34(1–4) of the *Municipal Government Act* grants Councils the authority to adopt policies for the management and destruction of records. All municipalities must ensure that their information management practices align with legislative requirements and recognized best practices for recordkeeping. Historically, records management practices within Region of Queens Municipality have been guided by an informal, internal system loosely based on the Nova Scotia Association of Municipal Administrators (AMANS) Records

Management Manual. The introduction of Policy No. 98 codifies the Manual into a formal policy structure and clarifies roles, responsibilities, and procedures, establishing a comprehensive framework for the creation, maintenance, retention, and disposal of municipal records in accordance with the *Municipal Government Act*.

ALTERNATIVES/OPTIONS

- 1) Council adopt Policy No. 98 – Records Management as presented.
- 2) Council refers the policy back to staff for further review or modification.

ANALYSIS

Operational Policy No. 98 establishes a formal Records Management System for the Municipality that governs the creation, maintenance, access, and disposal of both physical and electronic records. The policy designates a Designated Officer, appointed by the Chief Administrative Officer, who will oversee the management and maintenance of this system.

Key elements of the policy include:

- Adoption of the AMANS Records Management Manual (Fourth Edition) as the foundational reference for retention and disposal practices.
- Compliance requirements mandating that all records, regardless of format, adhere to the established Records Management System and Retention Schedule.
- Defined roles and responsibilities for the Designated Officer, including the authority to create administrative procedures and amend the Manual for municipal use.
- Retention and destruction protocols ensuring that no records subject to investigation, audit, legal claim, or access-to-information requests are destroyed.
- Integrity and authenticity requirements ensuring that records are maintained in their original form and safeguarded against unauthorized alteration or loss.
- Permanent preservation of key records, including minutes, bylaws, policies, and resolutions of Council.

The adoption of this policy will ensure that all departments at Region of Queens Municipality follow a consistent, legally compliant approach to records management, improving accessibility, transparency, and efficiency across the organization.

IMPLICATIONS

There are no direct financial implications associated with adopting this policy. Any associated costs for secure destruction services or software integration will be managed within existing or future departmental operational budgets.

COMMUNICATIONS

Upon adoption of Operational Policy No. 98, staff will begin development of a formal Records Management System in alignment with the new policy. As components of the System are completed, training will be provided to departmental staff to ensure consistent understanding and implementation of the new processes.

BYLAWS/PLANS/POLICIES

The *Municipal Government Act* states that:

- 34 (1) The council may adopt a policy for the management and destruction of records.
- (2) Records that are required by an enactment to be kept and minutes, by-laws, policies and resolutions of the council shall not be destroyed.
- (3) The council may, by policy, specify further classes of records that are not to be destroyed or that are to be kept for specified time periods.
- (4) and Where
- a) a municipal record is destroyed; or
 - b) an original municipal record is not produced in court, and
 - c) the clerk certifies that a reproduction is part of the records of the municipality and is a true reproduction of the original municipal record,
- a photographic, photostatic or electronic reproduction of the record is admissible in evidence to the same extent as the original municipal record and is, in the absence of proof to the contrary, proof of the record.

SUMMARY

The *Municipal Government Act* grants Councils the authority to adopt policies for the management and destruction of records. All municipalities must ensure that their information management practices align with legislative requirements and recognized best practices for recordkeeping. To establish a formal framework for managing all municipal records in compliance with the *Municipal Government Act*, staff recommend that Council approve Operational Policy No. 98 – Records Management.

ATTACHMENTS/REFERENCE MATERIALS

- Policy No. 98 – Records Management (Draft)



Region of Queens Municipality Operational Policy No. 98 – Records Management

TITLE

This Policy may be cited as the “Records Management Policy”.

AUTHORITY

The Municipal Government Act, section 34 (1-4), allows Council to adopt a policy for the management and destruction of records.

PURPOSE

1. To establish effective management control and administration over the receipt, creation, use, maintenance, storage, and ultimate disposition of all information, regardless of format, and to do so in a manner that is user-friendly and tailored to meet user needs.
2. To support compliance with the Municipal Government Act (MGA) and other Provincial Acts and Regulations.
3. To designate responsibilities and accountability for the management of municipal information, regardless of format.
4. Ensure records management functions are incorporated into existing and future information technology applications.
5. Reduce response burden on the public by eliminating unnecessary collection of information, and to ensure the collection of any personal information is in accordance with the MGA.

6. Ensure all information resources, regardless of format, are subject to timely public access according to the provisions and limitations of the MGA.

INTERPRETATION

In this Policy:

1. "Council" means the council of Region of Queens Municipality;
2. "Designated Officer" means the person designated and authorized by the Chief Administrative Officer of the Municipality, to act on behalf of the Municipality to manage and maintain the Records Management System;
3. "Electronic document / electronic record" is described as data that is recorded or stored on any medium in or by a computer system or other similar device and that can be read or interpreted by a person or a computer system on other similar devices and includes a display, print out or other output of that data, other than a printout. And further refers to documents or records that have been created, used and stored in digital medium, using computer hardware and software as well as human intelligence to create, modify, store, access and retrieve the documents. Hard copies can also be converted into digital records by scanning;
4. "Manual" means the Nova Scotia Association of Municipal Administrators Records Management Manual, third edition, as amended from time to time;
5. "Municipality" means Region of Queens Municipality;
6. "Original record(s)" includes an electronic document/electronic record, and paper copy of a record;
7. "Record(s)" include books, documents, electronic documents/electronic records, maps, drawings, photographs, letters, vouchers, papers and any other thing on which information is recorded or stored by graphic, electronic, mechanical or other means, and may include data within a computer program or any other data created by a mechanism that produces records;

8. "Records Management System" means an electronic or paper-based system used by the Municipality to manage the records of the Municipality from record creation through to records disposal.

RECORDS MANAGEMENT SYSTEM ESTABLISHED

The Records Management System as shown in the Manual by the Nova Scotia Association of Municipal Administrators is established and authorized for use by the Municipality.

COMPLIANCE WITH RECORDS MANAGEMENT SYSTEM

All records and electronic documents in the custody and control of the Municipality are the property of the Municipality and the records must comply with the Records Management System, Manual and this Policy and may constitute as original records.

DESIGNATED OFFICER

The Designated Officer is responsible for the management and maintenance of the Records Management System. The Designated Officer may also develop administrative policies and procedures so as to manage and maintain an effective and efficient system (i.e. coding/numbering of policies, title formatting for ease of retrieval, etc).

ADOPTION OF THE MANUAL

Records of the Municipality must be created, accessed, maintained and disposed of only as provided by the Manual. The Manual includes a Records Retention Schedule that prescribes the period of time that records are kept to meet the operational, legal, regulatory, financial or other requirements of the Municipality. The Records Retention Schedule also provides instructions as to the manner and time of the disposition of a record.

INTEGRITY AND AUTHENTICITY MAINTAINED

The Records Management System must maintain the integrity and authenticity of records made or kept in the usual and ordinary course of business.

AUTHORIZATION TO AMEND MANUAL

The Designated Officer is authorized to amend the Manual for particular use by the Municipality.

DISPOSAL BY DESIGNATED OFFICER

1. When the Designated Officers determine that the retention period for a given record described in the Records Retention Schedule has ended, the Designated Officer may allow the record to be destroyed or otherwise disposed of in accordance with the instructions outlined in the Records Retention Schedule and in consultation with stakeholders within the organization as detailed below:
 - a) The destruction actions must always be authorized, allowing for a record destruction to be stopped if specific issues such as a government investigation, audit, freedom of information access request, litigation or legal claim require the record to be kept. A records destruction approval form as created and approved by the Designated Officer will be used for all records to be destroyed;
 - b) Records pertaining to any actual or pending government investigation, audit, freedom of information access request, litigation or legal claim will not be destroyed. Such record will be held until the action is complete and then kept in accordance with the Manual;
 - c) Records destruction should be undertaken in a manner that preserves the confidentiality of records, including the privacy of information about individuals;

- d) All copies of records that are authorized for destruction, including security, preservation and backup copies, should be destroyed as soon as reasonably possible;
 - e) Destruction of paper records may occur on-site or off-site, with services provided by a shredding and/or recycling company;
 - f) Destruction of electronic records stored in a repository will be presented in a report and deleted;
 - g) A record of destruction will be permanently kept stating the records destroyed, date of destruction and if available a certificate of destruction from the service provider.
2. Records that are required by any enactment to be kept, and all minutes, bylaws, policies, and resolutions of Council will not be destroyed.

VERSION LOG

Version Number	Amendment Description	Amendment/Policy Owner	Approved By	Approval Date
1.0	Creation of Policy	Municipal Clerk	Council	

OFFICIAL CERTIFICATION

THIS IS TO CERTIFY THAT this policy was passed by the Council of Region of Queens Municipality at a duly constituted meeting of said Council held on the XX day of XX, 2025.

SIGNED by the Mayor and Municipal Clerk this XX day of XX, 2025.

Mayor

Municipal Clerk



**Region of Queens Municipality
Staff Report
For the Regular Meeting of
October 28, 2025**

Date: September 29, 2025
File No: 10350-50-2510-15
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Bylaw No. 13 – Solid Waste Management

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RECOMMENDATION

THAT Bylaw No. 13 Solid Waste Management be now introduced and read a first time.

PURPOSE

To update the municipal bylaw respecting management of solid waste in Queens County to reflect changes in waste collection regulations across Nova Scotia.

BACKGROUND

Region of Queens Municipality collects and handles solid waste throughout Queens County. To ensure alignment with evolving provincial regulations, an updated bylaw must be adopted prior to December 1, 2025.

At the Regular meeting on September 9, 2025, proposed amendments to Bylaw 13 were presented to Council for first reading. At that meeting, Council defeated the following motion:

THAT the Council of Region of Queens Municipality accept the proposed bylaw amendments as presented and direct staff to schedule the Second Reading of Bylaw #13 – Solid Waste Management.

At that meeting, proposed changes to Operational Policy 17 Private Road Solid Waste Collection Boxes were also presented. At that meeting, Council passed the following motion:

THAT the Council of Region of Queens Municipality direct staff to consult with the lot owners' associations and Council to workshop ideas around potential amendments to address garbage collection respecting private roads.

To reflect Council's desire to engage residents on private roads before updating operational policies and to ensure alignment with changes to provincial regulations, changes to Bylaw 13 are proposed, while changes to Operational Policy 17 will be submitted to Council at a future meeting.

ALTERNATIVES/OPTIONS

- 1) Council introduces Bylaw No. 13 Solid Waste Management and reads the Bylaw a first time.
- 2) Council directs staff to gather additional information before introducing Bylaw No. 13 Solid Waste Management.

ANALYSIS

The proposed changes to Bylaw 13 will provide clarity to both staff and residents of the Municipality:

- changes to definitions align with industry terminology
- Revisions to clauses 9 and 11 provide clarity
- Revisions to clauses 13,18 and 19 are required to align with the transition to a clear bag system for residual waste
- Revision to clause 20 reflects changes in legislation
- Revision to clause 24 provides clarity for residents and enables staff to enforce contractual obligations
- Revisions to clauses 29 to 31 and 34 to 43 seek to address concerns with increasing complaints of scavenging by wildlife
- New clause 44 is intended to ensure residents are responsible for municipal property in their possession.

- Revision to clause 49 to provide clarity and incorporate existing Operational Policy 17
- New clause 50 seeks to provide constraints around commercial containers to help minimize scavenging by wildlife and preventing leakage
- New clause 52 to provide restrictions around vehicles carrying solid waste to ensure materials are contained to reduce littering or leakage

IMPLICATIONS

Should Council elect not to implement the proposed draft bylaw by December 1, 2025, Region of Queens Municipality would be in contravention of provincial regulations.

COMMUNICATIONS

Staff are developing a communications plan to educate residents and members of the public on all corresponding changes to managing solid waste in Queens County.

BYLAWS/PLANS/POLICIES

2025 - Draft Bylaw 13 Solid Waste Management

SUMMARY

Region of Queens Municipality collects and handles solid waste throughout Queens County. To ensure alignment with evolving provincial regulations, an updated bylaw must be adopted prior to December 1, 2025. Staff recommend that Council introduce and read Bylaw No. 13 Solid Waste Management.

ATTACHMENTS/REFERENCE MATERIALS

- 2025 - Draft Bylaw 13 Solid Waste Management
- [Region of Queens Regular Council Meeting – September 9, 2025 - Bylaw #13 - Solid Waste Management](#)
- [Operational Policy No. 17 Private Road Solid Waste Collection Boxes](#)
- [Bylaw No. 13 “Proper Separation, Storage, Placement for Pick-Up, Collection of Solid Waste”](#)

BYLAW NO. 13

A BY-LAW RESPECTING THE PROPER SEPARATION, STORAGE, PLACEMENT FOR PICK-UP, COLLECTION AND DISPOSAL OF ALL TYPES OF SOLID WASTE

BE IT ENACTED that the Council of the Region of Queens Municipality, under the authority vested in it by the Municipal Government Act, S.N.S. 1998, c 18, as follows:

1. This By-law shall be known as Bylaw Number 13 and may be cited as the **“Solid Waste Management By-law”**.

DEFINITIONS:

2. Words used in this by-law shall take their meaning from their context and from dictionaries of the English (Canadian) language, except those words or phrases specifically defined below:
 - a. **“Administrator”** means a person appointed in writing by the Chief Administrative Officer to administer this by-law, or a person appointed by the Administrator as their designate;
 - b. **“approved storage bin”** means a storage bin which meets the following specifications:
 - i. is constructed of wood or other material in such a manner as to be inaccessible to pests, rodents, vermin, seagulls or animals;
 - ii. is fitted with a securely-hinged lid weighing not more than 5 kilograms; and
 - iii. is not equipped with a self-locking latch;

- c. **“bulky items”** means large items - other than metal items or white goods, including but not limited to, vacuum cleaners, upholstered furniture, mattresses, box springs, plastic barrels, and porcelain bathroom items such as toilets, tubs and sinks;
- d. **“Christmas tree collection”** means the annual collection of any properly- prepared natural Christmas trees on a date to be set each year by the Municipality;
- e. **“collectible waste”** means material originating from eligible premises and placed by the owner or occupant for collection by a collection contractor or by an agent of the Municipality and includes, without limitation, organic materials, recyclable materials, and residual waste;
- f. **“collection contractor”** means any company, person or persons and the agents of such persons under contract with the Municipality to collect collectible waste from eligible premises.
- g. **“collection”** means, in relation to collectible waste, special waste or natural Christmas tree waste from eligible premises as per the controls in this by-law; the acts of picking up at the curb, at an approved off-street location or from an approved storage bin; the loading of same onto or into trucks; and, the transporting of same to a designated disposal site or sites by the Municipality, its contractors or agents;
- h. **“collection day”** means any day which is scheduled by the Municipality for municipal collection of collectible waste.
- i. **“commercial container”** means any container used for the storage of Industrial, Commercial & Institutional (ICI) waste or any container used for the storage of organic materials or recyclable materials originating from industrial, commercial or institutional premises on properties located in the Municipality for collection by a hauler;

- j. **“construction or demolition materials”** means left-over material generated as a result of any form of construction or renovation and materials generated from demolition activity including, but not limited, to: asphalt, brick, mortar, polystyrene or fibreglass insulation, cellulose, drywall, plaster, shingles, metal and scrap wood, whether or not such other materials are regulated by the Province of Nova Scotia and whether or not such material meets the definition of “construction and demolition debris” per Nova Scotia Environment and Climate Change’s 2003 Solid Waste Management Facility Guidelines for Construction and Demolition Debris Disposal Storage, Transfer, Process and Disposal, as amended from time to time;
- k. **“Council”** means the Council of the Region of Queens Municipality;
- l. **“Depot”** means a place designated to receive recyclable materials under the Extended Producer Responsibility (EPR) for Packaging, Paper Products, and Packaging-like Products (PPP) Regulation
- m. **“dispose”** means any form of removal from use by means of destruction or burial and includes any of the following whether temporary or permanent: deposit, storage, placement, or burial, regardless of whether the material in question is deposited, stored or placed in a bin, box, other container or other containment method;
- n. **“dwelling”** means a building, or a unit in a building, occupied or intended to be occupied as a home, residence or sleeping place by one or more persons, but does not include a hotel, motel, guesthouse or inn;
- o. **“electronic waste”** means computers, cables and all related components, audio or video systems and all cables and related components, and cellular phones, together with such other items as may be designated by the Administrator from time to time;
- p. **“eligible premises”** means those properties within the Municipality which are eligible for collection services and includes all properties in the Municipality, including properties located on private roads which are subject to restrictions as noted elsewhere in this by-law;

- q. **“EPR”** means Extending Producer Responsibility for Packaging, Paper Products and Packaging-Like Products as described in Section 102 of the Environment Act of Nova Scotia.
- r. **“ENVIRO-DEPOT”** means a place registered with the Resource Recovery Fund Board operated for the collection of redeemable beverage containers, post-consumer paint products or other materials;
- s. **“food waste”** means fruit and vegetable peelings, table scraps, cooked or uncooked meat , poultry and fish, shellfish, dairy products, cooking oil, grease and fat, bread, grain, rice and pasta, bones, eggshells, coffee grounds and filters, tea leaves and bags, or other similar items;
- t. **“green cart”** - see definition of “organic materials collection cart”;
- u. **“Grey Box Collection Site”** means a location with one or more approved storage bins and green carts constructed and maintained by the Municipality for the purpose of collecting waste from private roads
- v. **“household hazardous waste”** means any corrosive, flammable, poisonous or reactive material or substance such as oil and oil products, acids, poisons, insecticides or other poisons used for agricultural purposes or for rodent control, any substance or chemical highly lethal to mammalian or aquatic life and any substance or chemical dangerous to the environment, including but not limited to: batteries, paint, paint cans which still contain left-over liquid paint, empty paint cans and covers, left-over corrosive cleaners, pesticides and herbicides, gasoline, fuel oil and used motor oil, solvents and thinners, antifreeze, pharmaceuticals and drugs, aerosol cans which contain hazardous substances, BBQ propane tanks and small propane cylinders or canisters such as those used for camp stoves or propane torches;

- w. **“ICI”** means relating to Industrial, Commercial and Institutional businesses.
- x. **“leaf and yard waste”** means grass clippings, leaves, brush, twigs, house and garden plants, or other similar items;
- y. **“metal items”** means medium to large metal items including metal fencing, hot water tanks, oil tanks, metal barrels and metal containers other than those that were designed to hold anything intended for human consumption or Household Hazardous Waste;
- z. **“mini-bin”** means a small, green plastic container supplied to eligible premises, with the exception of properties located on a private road, by the Municipality for the short-term internal storage of organic materials prior to deposit in an organic materials regulation container;
- aa. **“Municipality”** means the Region of Queens Municipality;
- bb. **“non-collectible waste”** means all material other than collectible waste, special waste or natural Christmas tree waste and, without limiting the generality of the foregoing, includes:
 - i. highly combustible or explosive materials including, but not limited to, celluloid cuttings, motion picture film, oil or gasoline soaked rags, gas containers, chemicals, acids or other combustible residues, ammunition, dynamite, marine flares, or other similar material;
 - ii. bio-medical waste;
 - iii. carcasses or animal parts that died of a reportable disease or as controlled by the Canadian Food Inspection Agency;
 - iv. electronic waste;
 - v. waste listed or characterized as hazardous by any Federal or Provincial law;

- vi. household hazardous waste;
 - vii. transient waste;
 - viii. liquid waste or material that has attained a fluid consistency and has not been drained;
 - ix. soil, rock and stumps;
 - x. construction or demolition materials, other than as exempted under the definition of special waste;
 - xi. tires registered for road use;
 - xii. septic tank pumping, raw sewage or industrial sludge;
 - xiii. radioactive materials;
 - xiv. contaminated soil;
 - xv. industrial waste from factories or manufacturing processes;
 - xvi. human excrement, animal excrement other than that found in used pet litter, diapers or fish processing waste;
 - xvii. lead-acid automotive batteries and propane tanks;
 - xviii. rejected waste; and
 - xix. materials banned from landfill disposal pursuant to the Solid Waste-Resource Management Regulations, N.S. Reg. 25/1996, as amended, other than recyclable materials or organic materials from eligible premises.
- cc. **“N.S.E.C.C”** means Nova Scotia Environment and Climate Change or its successor provincial department;

- dd. **“occupant”** means any person who, in addition to or instead of the owner, resides in or is the lessee of, whether by way of verbal or written lease or other arrangement, a building or on a property located within the Municipality and includes any assignee or legal representative of same;
- ee. **“organic materials”** means food waste, leaf and yard waste, non-recyclable paper or fibre, ashes or soot, branches and bushes, sawdust, wood chips and wood shavings, natural Christmas trees and other material of plant or animal origin as designated by the Administrator from time to time;
- ff. **“organic materials collection cart”** or **“green cart”** means a green plastic cart supplied to eligible premises, with the exception of properties located on a private road, by the Municipality for the short-term external storage of organic materials prior to collection and for the placing out for collection of same;
- gg. **“owner”** refers to the owner of property and includes a part owner, joint owner, tenant in common or joint tenant of the whole or any part of land or a building and, in the case of the absence or incapacity of the person having title to the land or building, a trustee, an executor, a guardian, an agent, a mortgagee in possession or a person having the care or control of the land or building, and, in the absence of proof to the contrary, the person assessed for the property;
- hh. **“recyclable materials”** means paper/fibre recyclables, blue bag recyclables and other materials of a recyclable nature as defined in the EPR for PPP Regulation;
- ii. **“regulation container”** means a green cart or a container as specified elsewhere in this by-law for the placing out for collection of collectible waste, other than minor exceptions for certain forms of residual waste;
- jj. **“rejected waste”** means any type of waste which has been placed for collection but not in accordance with the provisions of this by-

law and which has had a rejection sticker affixed thereto by the Municipality, its contractors or agents;

kk. **“residual waste”** or **“garbage”** means the following:

- i. broken or whole bottles, crockery or glassware, unwanted kitchenware and tools subject to the restrictions imposed elsewhere in this by-law;
- ii. floor sweepings, used pet litter, used disposable diapers, covers removed from hard cover books, discarded clothing and furnishings, broken toys, mats and small carpets, non-recyclable plastic and metal, non repairable household goods and other household waste;
- iii. tires not registered for road use; and
- iv. artificial Christmas trees, subject to controls elsewhere in this by-law.

ll. **“non-recyclable paper or fibre”** means any paper/fibre recyclables when and if they are soiled or wet;

mm. **“solid waste”** means collectible waste, non-collectible waste, special waste, construction or demolition materials, household hazardous waste, residual waste, natural Christmas tree waste, transient waste, and any other waste or discarded tangible personal property;

nn. **“special waste”** means metal items, white goods, bulky items, wood, wooden pallets, barrels or furniture and small quantities of construction or demolition materials subject to restrictions under the “Collection of Special Waste” section elsewhere in this by-law;

oo. **“Organics Transfer Station”** means the Organic Materials Transfer Station operated by the Municipality at the Queens Solid Waste Facility;

- pp. **“transient waste”** means any type of solid waste generated outside the Municipality;
- qq. **“unit”** means a self-contained portion of a building occupied as a separate residence;
- rr. **“used pet litter”** means pet litter which has been used for deposit of bodily wastes from a domesticated pet cat, dog or bird, or other household domesticated pet;
- ss. **“waste disposal fees”** means user fees, per tonne fees or per cubic metre fees charged by the Municipality for the acceptance of applicable residual waste, mixed waste, recyclable materials, and organic materials at designated waste management facilities operated by the Municipality, its contractors or its agents as established by Council
- tt. **“waste management facilities”** means any of the facilities for the management of residual waste, mixed waste, recyclable materials, and organic materials operated by the Municipality, its contractors or its agents and includes, without limitation, the front end processing facility, materials recovery facility, residuals disposal facility, source-separated composting facility(s), transfer station(s) and waste stabilization facility
- uu. **“white goods”** means any large household appliance including, but not limited to, stoves, dishwashers, washers, dryers, hot water heaters, refrigerators, freezers, dehumidifiers and air conditioners

COLLECTION:

3. The Council may:
 - a. divide the Municipality into zones for the purpose of collection of collectible waste from properties within the Municipality on various days of the week;

- b. designate a particular day of the week for, and the frequency of, collection of collectible waste in each zone;
- c. alter the boundaries of zones as deemed necessary on reasonable notice to the public;
- d. design special rules for the collection of collectible waste from properties located on private roads; and
- e. designate areas, streets, roads or collection zones where the collection of waste at roadside shall be one-side collection only.
- f. Approve funding and supplies for litter collection initiatives that do not meet the specifications of this bylaw.

COLLECTION DAYS:

- 4. Regularly scheduled collection of collectible waste from eligible premises other than properties on private roads shall take place once every two (2) weeks commencing at 8:00 a.m.
- 5. When a regularly scheduled day for collection falls on a holiday which has been designated by the Municipality as a non-collection day, there shall be no collection on that day, and the collection day shall be rescheduled.
- 6. Regularly scheduled collection of collectible waste may be rescheduled to an alternate day which may be:
 - a. Saturday;
 - b. combined with another collection day; or
 - c. a day in the week following or preceding the normal collection week.

7. Non regularly scheduled collections of special waste, leaf and yard waste and natural Christmas trees will be held at certain times of the year and announced by the Municipality beforehand.
8. The schedule of exact dates for collection of collectible waste throughout the Municipality will be as described and distributed in a collection calendar.

COLLECTION FROM PROPERTIES LOCATED ON PRIVATE ROADS:

9. Properties located on private roads shall receive collection service. Where collection is not available in front of a residential premise, collection shall take place in the designated Grey Box Collection Site consisting of one or more approved storage bins and one or more green carts located at or near the intersection of said private road and the nearest public highway or another location as determined by the Municipality which is accessible to both properties on private roads and the collection contractor.
10. Collection of collectible waste from approved storage bins servicing properties located on private roads shall take place as scheduled by the Administrator.
11. Notwithstanding the above, all service shall take place in accordance with:
 - a. Operational Policy 17 - Private Road Solid Waste Collection Boxes and;
 - b. Operational Policy 53 - Private Collection & Disposal Of Organics On Private Roads Serviced By Municipal Solid Waste Boxes

CONTAINER and BUNDLING REGULATIONS for recyclable materials:

12. No person shall place, or caused to be placed, blue bag recyclables out for collection other than in a regulation container consisting of a plastic bag which meets the following specifications:
 - a. watertight, transparent, blue plastic of a maximum overall length, when empty, of 1 metre; and
 - b. no smaller than twenty-five by forty centimetres (25 cm x 40 cm) and no larger than seventy-six by one hundred and twenty-two centimetres (76 cm x 122 cm).
13. When set out for collection each bag of blue bag recyclables, including contents, shall be securely tied and not exceed 25 kilogram in weight.
14. With the optional exception provided for corrugated cardboard, as set out below, no person shall place, or caused to be placed, paper/fibre recyclables out for collection other than in a regulation container consisting of a plastic bag which meets the following specifications:
 - a. watertight, transparent, blue plastic, with an overall size of no smaller than 0.65 metres by 0.90 metres and no larger than 0.76 metres by 1.20 metres when empty;
15. When set out for collection each bag of recyclables, including its contents, shall be securely tied and not exceed 25 kilogram in weight.
16. No person shall place, or caused to be placed, corrugated cardboard out for collection in any fashion other than in a regulation container plastic bag, unless it is flattened out into convenient bundles weighing no more than 25 kilograms each and not exceeding 0.6m by 1.0m in dimensions and well-anchored, in some fashion, against the wind.

CONTAINER REGULATIONS for residual waste:

17. No person shall place, or caused to be placed, residual waste out for collection other than in a regulation container consisting of a plastic bag which meets the following specifications:

- a. Watertight, transparent, clear plastic, with an overall size of no smaller than 0.65 metres by 0.90 metres and no larger than 0.76 metres by 1.20 metres when empty;
- b. bags must have a thickness of at least 0.375 millimetres to prevent breakage, tearing or splitting upon collection;
- c. bags shall be non-coloured (transparent)

18. Notwithstanding the above, all bags contained within the larger clear bag shall also be clear other than (1) privacy container per eligible premises per collection cycle consisting of a plastic bag which meets the following specifications:

- a. Made of opaque, white plastic watertight of an overall length of between 0.5 metre and 0.5 metre when empty;
- b. bags must have a thickness of at least 0.375 millimetres to prevent breakage, tearing or splitting upon collection;
- c. must only contain permitted personal hygiene products or medical waste.

19. Each bag shall be securely tied and, including its contents, shall not exceed 25 kilograms in weight.

20. No residence shall place more than four (4) containers as described above per collection cycle

CONTAINER REGULATIONS for organic materials:

21. No person shall place, or caused to be placed, organic materials out for collection in any fashion other than contained within a green cart or mini-bin as provided by the Municipality
22. No person shall place, or caused to be placed, a green cart of organic materials out for collection unless all contents, including leaf and yard waste, are contained entirely within the green cart and the lid properly and fully closed.
23. Notwithstanding clauses 21 and 22 of this by-law, leaf and yard waste may be completely enclosed in a green cart or heavy kraft paper bags for the purposes of the special twice yearly scheduled collections of leaf and yard waste. Plastic bags are not permitted.

PLACEMENT OF COLLECTIBLE WASTE FOR COLLECTION:

24. For property located on a public road, no person shall place collectible waste out for collection in a location other than at the end of the driveway servicing the premises from which the collectible waste was generated subject to the following conditions:
 - a. Waste must be in a container as defined herein and must be placed along the shoulder of the street, road or highway which abuts that premises and in a manner which does not obstruct pedestrian traffic, vehicular traffic or snow removal operations on said street, road or highway.
 - b. Waste must be between 1.0m and 3.0m from the edge of the roadway as above
 - c. Waste streams must be separated by at least 0.6m

25. In the case of a property located on a private road, no person shall place collectible waste out for collection other than in an approved storage bin or green cart located at or near the intersection of said private road and the nearest public highway.

COLLECTIBLE WASTE-PREPARATION AND RESTRICTIONS:

26. No person shall place, or cause to be placed, any collectible waste out for municipal collection on any one collection day unless done so in accordance with the following restrictions:

- a. broken bottles, crockery, glassware kitchenware, tools and sharp metal items shall be tightly wrapped in cardboard or other suitable material and clearly marked to prevent injury to collection personnel;
- b. ashes and soot shall be completely cooled; and

27. Artificial Christmas trees intended to be placed out for collection on regular collection days must be disassembled and placed in a regulation container for residual waste, as set out in Section 17 of this bylaw.

28. There is no limit on the number of blue bags which may be placed for collection from eligible premises on any one collection day, however, there is an aggregate total volume limit applicable to all waste placed out for collection from any one eligible premises of 2 cubic metres.

29. No person shall place, or cause to be placed, any collectible waste out for municipal collection before 7:00 pm of the day immediately preceding the scheduled collection day.

30. No person shall place, or cause to be placed, any collectible waste out for municipal collection after 8:00 a.m. of the day scheduled for collection.

31. No person shall permit any empty or rejected regulation container or any rejected materials to remain at the collection placement spot after 9:00 pm of the collection day.
32. No person shall place, or cause to be placed, any non-collectible waste in, at or near the locations described above as being appropriate for the placement of collectible waste for collection.
33. Collectible waste shall not be stored on eligible premises for a period of more than fourteen (14) days unless an interruption in collection schedule has occurred on the designated collection day in which case the waste must be placed for collection on the subsequent collection day

COLLECTION OF SPECIAL WASTE:

34. The Administrator may designate a day or days for collection of special waste.
35. No person shall place, or caused to be placed, special waste out for collection unless done in accordance with the following restrictions:
 - a. any oil tank shall not exceed 0.75 cubic meters in capacity, and shall be drained, cleaned and cut in half;
 - b. any quantities of construction or demolition materials that are placed out for special waste collection shall be packaged, bundled or boxed so as to facilitate removal and handling and each individual package, bundle or box shall not exceed 45 kilograms in weight nor exceed 2 metres in any dimension; and
 - c. the total volume of special waste, per eligible premises, placed out for collection on any one day shall not exceed 3 cubic metres.
36. No person shall place, or cause to be placed, any special waste out for collection before 7:00 pm of the day immediately preceding the collection day.

37. No person shall place, or cause to be placed, any special waste out for collection after 8:00 a.m. of the collection day.

38. No person shall permit any rejected or residue special waste to remain at the collection placement spot after 9:00 pm of the collection day.

COLLECTION OF NATURAL CHRISTMAS TREES:

39. The Administrator may designate a day or days for collection of natural Christmas trees.

40. No person shall place, or caused to be placed, a natural Christmas tree out for collection unless it meets the following restrictions:

- a. it is to be unpackaged and undecorated, including the removal of all lights any tree stand or other artificial material;
- b. it shall have no wires or nails attached; and
- c. it must not exceed 3 metres in length.

41. No person shall place, or cause to be placed, any natural Christmas tree out for collection before 7:00 pm of the day immediately preceding the collection day.

42. No person shall place, or cause to be placed, any natural Christmas tree out for collection after 8:00 a.m. of the collection day.

43. No person shall permit any rejected natural Christmas tree to remain at the collection placement spot after 9:00 pm of the collection day.

RESPONSIBILITIES OF OWNERS and OCCUPANTS:

44. Every owner or occupant shall:

- a. use only regulation containers as prescribed in the by-law for the storing, and placement for collection, of residual waste, recyclable materials and organic materials;
- b. provide a sufficient number of regulation containers to contain all of the collectible waste generated at the subject eligible premises between regularly scheduled collection dates;
- c. maintain such regulation containers in good repair and in a sanitary condition;
- d. take all reasonable measures to ensure that each regulation container is covered and secured at all times except when being emptied or filled;
- e. clean up any type of solid waste which has escaped from its container, whether it be a regulation container or not;
- f. store collectible waste outside the main building on the eligible premises in secured regulation containers made inaccessible to pests, rodents, vermin, seagulls or animals;
- g. Store plastic bags for waste in outdoor, roadside boxes or bins, provided they meet the following specifications:
 - i. a box or bin constructed of wood or other material as long as the box or bin is rodent and animal proof;
 - ii. waste streams must be clearly separated inside of boxes or bins;
 - iii. boxes or bins must be affixed with a lid weighing not more than 5 kilograms;
 - iv. boxes or bins shall be maintained in a neat and sanitary condition and kept in good repair at all times

- v. Boxes or bins must be placed between 1 metre and 3 metres from the travelled portion of the road.
- vi. Boxes or bins must be of original construction for the intended use
- h. store any waste refrigerator or freezer either inside an enclosed and locked building or with the refrigerator or freezer doors removed;
- i. ensure the proper preparation of all collectible waste in accordance with this by- law;
- j. ensure that collectible waste or special waste is placed for collection in accordance with this by-law.
- k. be responsible for the care and cleaning of each organics collection cart and mini-bin which have been assigned to their eligible premises.
- l. the repair or replacement of cart(s) or mini-bin(s) assigned to eligible premises due to misuse, alterations or abuse involving the owner or occupant of the eligible premises.
- m. be responsible for the cart(s) and mini-bin(s) assigned to the premises and used by tenants who are renting or leasing the premises

REJECTION OF WASTE:

45. Any type of solid waste which has been set out for collection is subject to inspection by the Municipality or its agents or contractors and any such solid waste found or deemed by same to not be set out in accordance with the requirements of this by-law may be rejected and not collected.
46. In the event that collection of solid waste is rejected by the Municipality or its agents or contractors, a tag may be affixed to each such container, bag or bundle indicating the reason or reasons for rejection and a written

record of such rejection, and the reasons therefore, may be kept by the Municipality.

PROPERTIES LOCATED ON PRIVATE ROADS:

47. Every person residing on a private road shall place all organic waste into a green cart and ensure that said green cart is placed at or near the intersection of said private road and the nearest public highway at the appropriate time for collection.
48. Every person residing on a private road shall transport all other collectible waste generated from an eligible premises to an approved storage bin and deposit same inside that approved storage bin.
49. The Municipality may, as per Operational Policy 17, establish a Grey Box Collection Site for owners and occupiers of the eligible premises on any private road, but otherwise the owners and occupants of the eligible premises on the said private road shall ensure that one or more approved storage bins, meeting the definition as contained in this by-law, is/are constructed to a size sufficient to handle the quantity of collectible waste generated from the eligible premises involved.
50. In both cases described in clause 50 of this by-law, the owners and occupiers of the eligible premises on any private road shall ensure that any approved storage bin is located at or near the intersection of said private road and the nearest public highway and ensure that any approved storage bin is maintained at all times in a neat and sanitary condition and kept in good repair.

COMMERCIAL CONTAINERS

51. The following provisions apply to commercial containers:

- a. Any person who makes use of a commercial container for the temporary storage of waste shall ensure that such a commercial container:
- i. is sturdily constructed of weather-proof and animal proof material and is capable of containing the material deposited within;
 - ii. is equipped with a tight-fitting lid with a positive closing device which shall be kept closed except when the container is being loaded or unloaded;
 - iii. meets the performance requirements set out in clause 3 of the American National Standards Institute Z245.3-1977, Safety Requirements for the Stability of Refuse Bins as updated and amended from time to time; (iv) is placed on a hard level surface and is loaded uniformly and has displayed thereon the following message or similar: "CAUTION: DO NOT PLAY ON OR AROUND";
 - iv. has displayed thereon the name and telephone number of the owner of the container and the type of material to be deposited therein;
 - v. is cleaned out regularly and periodically, as necessary, to avoid the build-up of odours;
 - vi. where tenants are required to place materials in the container, the container shall be designed and situated so as to be reasonably accessible for this purpose.
 - vii. has displayed thereon the following message "GARBAGE" or "WASTE" or "REFUSE", where ICI waste is to be deposited in the commercial container;
 - viii. has displayed thereon the following message "RECYCLABLES" or "BLUE BAG RECYCLABLES", where blue bag recyclables are to be deposited in the commercial container;

- ix. has displayed thereon the following message "PAPER" where paper is to be deposited in the commercial container, and has displayed thereon the following message "CARDBOARD ONLY" or "CARDBOARD" where corrugated cardboard is to be deposited in the commercial container;
- x. has displayed thereon the following message "ORGANICS" or "COMPOST", where organic materials are to be deposited in the commercial container;
- xi. any message required by this section that is placed directly on commercial container(s) of less than 365 litres in volume shall use lettering that is at least 5 cm in height and 2.5 cm in width and any message required by this section that is placed on larger commercial container(s) or posted within 3 metres of the commercial container(s) shall use lettering that is at least 10 cm in height and 4 cm in width.
- xii. any message required by this section shall use lettering that is at least 10 centimetres in height and 4 centimetres in width.

b. The owner of any premises on which a commercial container is placed shall ensure that:

- i. where possible, any such container is kept behind or beside the building which it serves;
- ii. if kept in front of the building due to lot size and/or property configuration, such container is located at least 6 metres from the front property line;
- iii. any such container is screened so as not to be visible from any street; any such container is kept in a manner that is not unsightly and does not cause a nuisance or health-related problem.

- c. Where it is physically impossible for the owner to comply with the requirements of 51 (b) or in the case where the premises does not contain a building, the owner may keep the commercial container at a location on the premises which is not unsightly and does not cause a nuisance or health-related problem.
- d. A commercial container may be placed on a premises for a temporary period of time not longer than one month when the placement is in relation to the construction or repair of a building or structure, provided the commercial container is removed as soon as the construction or repair ceases or if it is to remain on the premises, the commercial container is made to comply with the provisions of this By-Law.
- e. The owner of any commercial container shall keep such a container clean and in good condition and the cover shall be kept in good working order.
- f. No person shall place a commercial container on any surface unless the surface is hard, level and weather resistant.
- g. No person shall place a commercial container on any public street within the Municipality without the written permission of the Municipality.
- h. The owner of any premises on which a commercial container is located shall be responsible to ensure that any such container is loaded uniformly and is loaded such that waste material is completely contained within the container when closed.
- i. The owner of any premises upon which a commercial container is located shall be responsible to:
 - i. keep the area surrounding any such container free from litter and waste;
 - ii. cause any such container to be emptied at least once in every seven (7) days or more frequently if the container

becomes filled before the seven-day period elapses unless the material is of a nature such that longer storage will not cause a nuisance or health related problem (e.g. dry or inert type materials, recyclables, scrap metals, etc.);

iii. cause such a container to be normally covered while containing waste.

j. The owner of any industrial, commercial or institutional (ICI) premises may make use of aerated or other commercial container(s) specifically designed for containing organic materials and commercial container(s) such as wheeled totes for containing blue bag recyclables, plastic bags to contain paper or such other commercial container(s) specifically designed to contain materials and approved by the Administrator for the storage and collection of source-separated organic or recyclable materials from ICI premises provided that the owner shall not use any commercial container provided for pursuant to this section for the storage of ICI waste and provided that the owner complies with the other applicable requirements of this Section 52(a).

k. No person shall place waste in any commercial container without permission of the owner of the container.

l. The one month time limit in 51 (d) above can be extended with permission of the Administrator.

m. The owner of any ICI premises shall ensure that commercial containers on the premises:

i. accommodate source-separated waste generated at that location;

ii. are designed and constructed such that the waste (i.e. ICI waste, organic materials, blue bag recyclables, paper and corrugated cardboard) remains in a source-separated condition; and

- iii. are easily accessible to the occupants

VEHICLES CARRYING WASTE:

52. The following provisions apply to vehicles carrying waste materials:

- a. Persons who collect, transport and dispose of waste materials, ICI waste, mixed waste, organic materials and recyclable materials shall do so in a sanitary manner; any fluid matter shall be transported in watertight containers having tight-fitting covers.
- b. Every vehicle used for the collection and transportation of solid waste materials shall have a tailgate or other restraining device and shall be closed or equipped with a tarpaulin, and such tarpaulin shall be used to cover such solid waste materials while the same is being transported.
- c. All solid waste materials shall be transported in such a manner that materials shall not spill or scatter from the vehicle containing the same.
- d. Solid Waste materials shall generally not remain in a vehicle overnight but shall be transported and disposed of on the same day as collected except in circumstances such as poor weather conditions, occasional equipment breakdowns, facility closures, etc. where delays shall be minimized, and disposal shall occur as soon as reasonably possible.
- e. All vehicles or containers used for the transportation of waste materials, ICI waste, mixed waste and organic materials shall be hosed down as required and kept in a sanitary condition.
- f. All vehicles or containers used for the transportation of recyclable materials shall be kept in a sanitary condition.

- g. The Administrator or designate may inspect vehicles used for the collection or carriage of waste materials at all reasonable times to ensure compliance with this By-Law.
- h. The municipal collection contractor has responsibility for and care of all solid waste materials from the collection point until the material is delivered to the designated receiving facility.

LEGAL and ILLEGAL DISPOSALS:

53. Other than the placement of collectible waste for collection in accordance with this by-law, no person shall dispose of, or cause or permit the disposal of, collectible waste, special waste or non-collectible waste at any location or manner in the Municipality except as follows:
- a. short-term internal (mini-bin) and short-term external (green cart) storage of organic materials prior to collection;
 - b. backyard composting of organic materials, so long as it is carried out in such a manner which does not constitute a nuisance;
 - c. subject to any Federal or Provincial law to the contrary, the disposal of waste trees, brush or portions thereof or other organic farm or forestry waste on privately-owned forest or farmland in such a manner as to not constitute a nuisance;
 - d. construction or demolition materials shall not be stock piled, stored or disposed of in any other fashion on private property; and
 - e. subject to any Federal or Provincial law or other Municipal By-laws to the contrary, the disposal of aggregate, soil, bricks, mortar, concrete or asphalt pavement as fill in such a manner as to not constitute a nuisance.
54. No person shall dispose of, or cause or permit the disposal of, any solid waste in, at or near an approved storage bin if that person is not an

owner or occupier of an eligible premise on the private road serviced by that approved storage bin.

55. No person shall dispose of, or cause or permit the disposal of, any solid waste at, near, on top of or otherwise outside an approved storage bin.
56. No person shall dispose of, or cause or permit the disposal of, any non-collectible or rejected solid waste at an approved storage bin.
57. No person shall dispose of, or cause or permit the disposal of, construction or demolition materials at any location in the Municipality except at the approved Construction and Demolition Materials Landfill Site operated by the Municipality at the Queens Solid Waste Facility.
58. No person shall dispose of, or cause or permit the disposal of, household hazardous waste at any location in the Municipality except at the approved Household Hazardous Waste Depot at the Queens Solid Waste Facility.
59. No person shall dispose of collectible waste at the Queens Solid Waste Facility operated by the Municipality anywhere other than as directed by authorized staff of the Municipality.
60. No person shall engage in salvage or scavenging activity at either the Queens Solid Waste Facility operated by the Municipality or the Construction and Demolition Materials Landfill Site operated by the Municipality.
61. No person shall transport solid waste within the Municipality unless same is well secured against spillage or upset and in a manner that meets or exceeds any Federal, Provincial or other regulatory requirement.
62. Proof that any type of solid waste, which was disposed of in contravention of this by-law, originated from a particular person, or from the property of a particular person, shall, in the absence of evidence sufficient to convince a court to the contrary, be sufficient evidence for a court to infer that the said particular person disposed, or caused or permitted the disposal, of that solid waste or a portion of that solid waste.

HOUSEHOLD HAZARDOUS WASTE DEPOT:

63. Every owner or occupant shall store any household hazardous waste generated by same in a safe and secure manner and place and shall deliver same, as soon as is reasonably possible, to the Household Hazardous Waste Depot at the Queens Solid Waste Facility operated by the Municipality.
64. No person shall dispose of - or cause or permit the disposal of - any type of household hazardous waste in or adjacent to the Household Hazardous Waste Depot ("HHW Depot") in the following circumstances:
- a. when the said HHW Depot is not open and operational; or
 - b. after authorized municipal staff of the HHW Depot has refused to accept same.

CONSTRUCTION OR DEMOLITION MATERIALS LANDFILL SITE:

65. The operator or other authorized municipal staff of the Construction or Demolition Materials Landfill Site operated by the Municipality may refuse a load of solid waste under the following circumstances:
- a. when it is comprised of, or contains, solid waste other than the type of solid waste for which that facility has been designed;
 - b. for which a tipping fee has not yet been set or negotiated with the solid waste generator or collector;
 - c. for which a tipping fee has not yet been paid to the facility; or
 - d. for which tipping fee payment arrangements, satisfactory to the Municipality, have not yet been made.

66. No person shall dispose of, or cause or permit the disposal of, any type of solid waste in or adjacent to the Construction or Demolition Materials Landfill Site in the following circumstances:

- a. when the landfill site is not open and operational; or
- b. after authorized municipal staff of the landfill site has refused to accept same.

GENERAL PROHIBITIONS:

67. No person shall pick over, remove, collect, disturb or otherwise interfere with any type of, solid waste or regulation container which has been placed out for collection.

68. No person shall pick over, remove, collect, disturb or otherwise interfere with any type of solid waste or regulation container which has been placed in an approved storage bin.

69. The prohibitions in clauses 68 and 69 of this by-law do not apply to:

- a. the person who placed the solid waste or regulation container either out for collection or into the approved storage bin; or
- b. waste wood material, appliances or furniture.

70. No person shall pick over, remove, collect, disturb or otherwise interfere with waste wood material, appliances or furniture without immediately thereafter cleaning up any mess created and, if deciding to not remove the item, then returning it to its former location.

71. No person shall dispose of any type of solid waste by the burning of same except for brush or tree limbs and clean wood (untreated, unstained, unpainted) and only in such place and under such conditions as are permitted by any applicable municipal by-law or Provincial or Federal laws.

ENFORCEMENT and PENALTIES:

72. Any person who disposes of Construction or Demolition materials or Household Hazardous waste other than in accordance with this by-law is guilty of a summary offense and is liable, upon conviction, to a fine of not less than Five Hundred Dollars (\$500.00) and not more than Five Thousand Dollars (\$5,000.00), and in default of payment to a term of imprisonment not to exceed ninety (90) days.
73. Any person who disposes of or causes or permits the disposal of collectible waste, special waste or non-collectible waste at a location or in a manner contrary to section 54 of the by-law is guilty of a summary offense and is liable, upon conviction, to a fine of not less than Five Hundred Dollars (\$500.00) and not more than Five Thousand Dollars (\$5,000.00), and in default of payment thereof to a term of imprisonment not to exceed ninety (90) days.
74. Any person who violates any other provision of, or permits anything to be done in violation of, this by-law is guilty of a summary offense and is liable, upon conviction, to the following:
 - a. for a first offense, a fine of not less than One Hundred Dollars (\$100.00) and not more than One Thousand Dollars (\$1,000.00) and in default of payment thereof to a term of imprisonment not to exceed thirty (30) days;
 - b. for a second offense, a fine of not less than Two Hundred and Fifty Dollars (\$250.00) and not more than Two Thousand Dollars (\$2,000.00) and in default of payment thereof to a term of imprisonment not to exceed sixty (60) days;
 - c. for each subsequent offense, a fine of not less than Five Hundred Dollars (\$500.00) and not more than Five Thousand Dollars (\$5,000.00) and in default of payment thereof to a term of imprisonment not to exceed ninety (90) days.

75. Any person who obstructs or hinders any person in the performance of their duties under this by-law is guilty of a summary offence and is liable, upon conviction, to a fine of not less than Five Hundred Dollars (\$500.00) and not more than Five Thousand Dollars (\$5,000.00), and in default of payment to a term of imprisonment not to exceed ninety (90) days.
76. Pursuant to the provisions of the Municipal Government Act, in addition to a fine imposed for violation of this by-law a judge may order the person to comply with this by-law within a time period specified in the order.
77. Each day that a person commits any offence, or permits an offence, under this by-law constitutes a separate offence.
78. Where a person is convicted of an offence under this by-law and the court is satisfied that, as a result of the commission of the offence, clean-up or site remediation costs were incurred, whether by the Municipality or by a person, the Court may order the offender to pay, in addition to all other fines and penalties, restitution to the Municipality or person in an amount equal to the said clean-up or remediation costs.

REPEAL:

79. Bylaw No. 13 - Proper Separation, Storage, Placement for Pick Up, and Collection of Solid Waste, and all amendments thereto, are hereby repealed upon publication of this Bylaw, in accordance with Section 169 of the *Municipal Government Act*, R.S.N.S. 1998, c. 18, as amended.
80. The repeal of the former Bylaw shall not affect or invalidate any action taken, right accrued, fine incurred, or proceeding commenced under the authority of that Bylaw prior to the effective date of this Bylaw.

THIS IS TO CERTIFY THAT this bylaw was passed by the Council of the Region of Queens Municipality at a duly constituted meeting of said Council held on ___ day of _____ 2025.

SIGNED by the Mayor and Chief Administrative Officer this ___ day of _____ 2025

Mayor

Chief Administrative Officer

DRAFT



**Region of Queens Municipality
Staff Report
For the Regular Meeting of
October 28, 2025**

Date: October 16, 2025
File No: 10350-50-2510-16
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Receipting Process – Safety Funding for Fire Departments

Prepared by: <i>J. Veinotte</i> J. Veinotte Director of Finance	Supervisor: W. Thorpe Chief Administrative Officer	CAO Concurrence: <i>W. Thorpe</i> W. Thorpe CAO
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RECOMMENDATION

THAT the Council of Region of Queens Municipality directs staff to continue the requirement that fire departments provide receipts for annual safety funding, and the Municipality holds funds for the subsequent fiscal year until receipts are submitted.

PURPOSE

To confirm the level of service and financial controls Council would like to maintain for funds disbursed to the fire departments in Queens County.

BACKGROUND

The 2023-2024 Region of Queens Municipality operating budget included \$8,000 allocated to each fire department for the purchase of safety equipment (\$40,000 in total). During the budget process, staff were directed by Council to request receipts at the end of each fiscal year before distributing any safety

funding for the subsequent year. Prior to 2023, receipts were required for funds to be disbursed.

In the fall of 2025, Fire Chiefs requested Region of Queens Municipality staff stop this practice of requiring receipts prior to disbursing funds, to help reduce administrative tasks from volunteers supporting the fire departments.

ALTERNATIVES/OPTIONS

- 1) Council directs staff to continue the requirement that fire departments provide receipts for annual safety funding, and the Municipality holds funds for the subsequent fiscal year until receipts are submitted.
- 2) Council directs staff to require that fire departments submit receipts before funds are disbursed.
- 3) Council directs staff to disburse funds to fire departments without requiring receipts.

ANALYSIS

Annual funding for safety-related equipment and training (\$40,000 in total) is available to the fire departments, in addition to the grant funding disbursed to departments annually (\$692,450 in the 2025 – 2026 fiscal year). Currently, departments submit receipts to the Finance department to confirm that the funds were expended on safety equipment or training in the fiscal year. Once confirmed, the department's safety allocation for subsequent years is disbursed.

Though removing the requirement for receipt submission reduces administrative burden from volunteers who operate the fire department, it also reduces transparency and accountability for tax dollars that are disbursed. Currently, fire departments submit financial information annually. However, Finance staff only complete a cursory review of the submitted numbers; there is no audit or verification completed, and fire departments do not provide external support documents or supplemental information.

As funding for safety equipment and training is disbursed as an equal amount for each department, that funding cannot be included in the grant payment, as the grant payment is disbursed as a percentage.

IMPLICATIONS

Removing the requirement for receipt submission removes the accountability that funds need to be expended where Council intended. Financial best

practice would be to require receipts to provide evidence that funds disbursed by Council were expended to support the identified purpose.

The annual audit of the Municipality does not included expenditures of funded organizations, only that the funds were disbursed and that the disbursement was in line with the Council approved budget.

COMMUNICATIONS

Council decision will be communicated to the fire departments.

BYLAWS/PLANS/POLICIES

[Operational Policy No. 82 - Fire Department Capital Purchases and Operating Grants](#)

SUMMARY

In the fall of 2025, Fire Chiefs requested Region of Queens Municipality staff stop this practice of requiring receipts prior to disbursing funds, to help reduce administrative tasks from volunteers supporting the fire departments. In the spirit of following best practice, staff recommend that Council directs staff to continue the requirement that fire departments provide receipts for annual safety funding, and the Municipality holds funds for the subsequent fiscal year until receipts are submitted.



**Region of Queens Municipality
Staff Report
For the Regular Meeting of
October 28, 2025**

Date: September 23, 2025
File No: 10350-50-2510-17
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Road Trails in Liverpool

Prepared by: R. Lane Project Officer	Supervisor: P. Hirtle Deputy CAO	CAO Concurrence: W. Thorpe CAO
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RECOMMENDATION[S]

That Council for Region of Queens Municipality direct staff to draft a bylaw that designates five sections of road trails on public roads in Liverpool.

PURPOSE

This report includes the committee's findings of the from researching the designation of five road trail sections of municipal roads in Liverpool.

BACKGROUND

Road trails are sections of highway where permission has been granted to travel by off-highway vehicles with the purpose of connection between trailheads for onward travel, or access to services for off-highway vehicles (OHV) users. The provincial *Road Trails Act (2023)*, together with the *Motor Vehicles Act (1989)*, and the *Off-highway Vehicles Act (1998)* define the regulations surrounding designation of road trails and the use thereof. The *Road Trails Act (s.5(2))* allows municipalities, by bylaw, to designate road trails on roads in their jurisdiction. It

should also be noted that application to the Province for designation of road trails on provincial roads, where they connect to municipal roads, will only be considered if a municipal bylaw permitting use exists.

For several years, the Queens County All-Terrain Vehicle (ATV) Association and Queens Rails-to-Trails Association has encouraged Council for Region of Queens Municipality to allow travel by OHV throughout Queens County.

Currently, there are over 40 road trails designated in Nova Scotia. Connectivity is almost complete along the entirety of the South Shore, with Liverpool remaining a major broken link in the chain. The economic impact of traveling ATV users is undoubtable, and the local ATV groups have successfully attracted over \$500,000 in trail development funding for Queens in the 2024 and 2025 construction seasons

At the Regular meeting on February 25, 2025, Council passed a motion to create an ad hoc committee to research and make recommendations about the designation of 'road trails' in Queens County.

The Council motion indicated that the committee consider connectivity from the Trestle Trail as it comes into Liverpool from the west to Hank Snow Drive. Several other road trail sections were requested by the ATV user groups and were considered at the same time. At the April 22, 2025 Regular meeting, Council passed a motion expanding the scope of the committee research to include Routes 1, 2, and 5.

ALTERNATIVES/OPTIONS

1. Council directs staff to draft a bylaw that designates five sections of road trails on public roads in Liverpool.
2. Council directs staff to draft a bylaw that designates fewer than five sections of road trails on public roads in Liverpool.
3. Council directs staff to research further information before drafting a bylaw for designating road trails on public roads in Queens County.

ANALYSIS

Route #1

From the rail trail as it enters Liverpool from the Shelburne direction and emerges from the walking trail behind the municipal office at 249 White Point Road, the

road trail would allow a right turn onto West Street and left onto Harley Umphrey Drive. The road trail would then cross Hwy 3 and join the Trestle Trail, the road trail would also continue along George Street and end at the intersection with Old Port Mouton Road.

Route #2

Diverging from the Trestle Trail, the road trail would turn right onto King Street, left onto Lawrence Street, and right onto Wolfe Street until rejoining the Trestle Trail at Central Boulevard. The purpose of this road trail would be to avoid travel through a residential backyard and a section with poor sight lines and steep gradient.

Route #3

From the Trestle Trail as it crosses Main Street, the road trail would allow a left turn as far as the end of municipal street jurisdiction at Mersey Place Court. This would allow access to the Cowie Well and prepare for connection to the Trestle Trail from outside town limits via Milton, should an application be submitted to the Province of Nova Scotia for access in the future.

Route #4

From the Trestle Trail, the road trail would allow a right turn onto Brunswick Street, slight left on Main Street and right onto Henry Hensey Drive as far as the Visitor Information Centre. No access to Market Street, Bristol Avenue, or Main Street would be available. This road trail would enable access to parking, shops, and services including the Visitor Information Centre.

Route #5

Following the Trestle Trail until a left turn onto an access road at 31 Milton Road, the proposed road trail joins Milton Road with a right turn to the traffic light. From the traffic lights, the route allows a right turn onto Bristol Avenue, and a left turn onto Hank Snow Drive - no further travel on Bristol Avenue would be permitted. The route also enables riders to go straight through the traffic light, or to turn left and then left again onto Queens Place Drive. The inclusion of Old Cobbs Barn Road enables future road trail designation of a section of Hwy 3 toward Brooklyn, should an application be submitted to the Province of Nova Scotia in

the future. This route would enable access to multiple shops, gas stations, accommodation, and amenities such as the Hank Snow Hometown Museum and Queens Place Emera Centre.

Public Consultation

To gauge public opinion and invite comments on the project, public consultation methods included a drop-in session, online survey, and door-to-door visits with residents and businesses. Members of the public demonstrated strong support for road trails and confirmed that a robust education program around the use of road trails will be needed for all road user groups.

Drop-in Consultation Session

The Queens County ATV Association, Queens Rails-to-Trails Association, and RQM hosted an in-person drop-in consultation session between 4pm and 8pm on July 29 at the Liverpool Fire Hall.

Each of five stations displayed a printed map of a road trail section and a team member was on hand to answer any questions. The public were invited to sign a petition sheet indicating their approval or disapproval of each section separately. The session was very well attended and produced the following petition results:

Route #1 – 177 votes in favour, 0 opposed

Route #2 – 173 votes in favour, 0 opposed

Route #3 – 176 votes in favour, 0 opposed

Route #4 – 178 votes in favour, 0 opposed

Route #5 – 180 votes in favour, 0 opposed

Online Survey

An online survey was available between July 30 and August 10. The survey asked respondents where they live and whether they are an OHV user. For each proposed route, it then asked whether the respondent thought the route was a good idea, a bad idea, or held no strong feeling, and invited comments on that opinion. The survey was promoted via the RQM social media channels and gathered 394 responses:

85% of respondents live in Queens County.

74% were OHV users with 26% of respondents not OHV users.

Route #1 – 84% thought the proposed route was a good idea. 168 comments were provided.

Route #2 – 79% thought the proposed route was a good idea. 145 comments were provided.

Route #3 – 78% thought the proposed route was a good idea. 126 comments were provided.

Route #4 – 74% thought the proposed route was a good idea. 130 comments were provided.

Route #5 – 78% thought the proposed route was a good idea. 134 comments were provided.

While the comments were mostly positive, several indicated a lack of knowledge of the rules and regulations around road trails, and some concern was expressed around policing and enforcement. Some commenters felt that OHV vehicles simply have no place on public roads, and some concern was expressed around the level of existing vehicular traffic on Bristol Avenue.

If a bylaw is adopted, an education campaign is recommended for general road users, as well as OHV users. Policing of the rules will be a collaborative effort between RCMP enforcing provincial statutes and the ATV user groups. In other communities, self-regulation by ATV users educating and insisting on responsible use, is key.

Door-to-Door Consultation

ATV Association members carried out door-to-door consultations with households where road trails are proposed in close proximity and included some proposed routes outside of municipal jurisdiction. 429 homes were visited, and 350 responses were gathered. Of particular note to the current project, the following data were recorded:

Brooklyn (Nickerson's Pond to Old Cobbs Barn Road) - 84% in favour.

Trestle Trail diversions (Route #2) – 90% in favour.

Milford Street to West Street to Mersey Place Court (Route #3) - 88% in favour.

Other Consultation

Municipal Traffic Authority

The local Traffic Authority summarized their concerns:

“The segment of Milton Road proposed functions as a key collector route with significant vehicular traffic volumes and regular use by commercial vehicles. In the opinion of the Municipal Traffic Authority, adding ATV traffic along or across this corridor will increase the interactions between mixed road users (as proposed) and in exchange lead to an increase in risk all roadway users given the variability in operating speeds, visibility, and maneuverability between ATVs and conventional vehicles. The provincially regulated speed limit of 25 km/h for ATVs operating on public roadways, combined with an ATVs ability to rapidly accelerate, could further contribute to considerable speed differentials that may introduce driver frustration, unexpected braking, or overtaking manoeuvres in higher-volume traffic areas.

Specific attention may be warranted at the intersection of Milton Road and Bristol Avenue, where the Region has already received reports of inconsistent traffic movements and near-conflict incidents involving turning vehicles and pedestrians. The addition of ATV traffic at or near this signalized location could contribute to additional movement inconsistencies and may increase the potential for driver hesitation or confusion, particularly where ATVs are entering or exiting the roadway from trail connections. In meeting with the Provincial Traffic Authority in 2024, they raised the same concerns unprovoked.

Additionally, current signal timing and intersection geometry were not designed to accommodate ATV operations, and there may be uncertainty as to how these vehicles would interact with existing signal phasing and detection systems. Without defined crossing controls or dedicated infrastructure, there could be an increased likelihood of unpredictable interactions between ATVs and other road users.

The Traffic Authority also notes that there is limited local experience in assessing or managing these types of mixed-use traffic conditions. The considerations outlined are not intended as opposition to the concept but are being identified to ensure that public safety remains paramount as Council reviews potential routes and operational guidelines for ATV use on public streets.”

All-Terrain Vehicle Association of Nova Scotia (ATVANS)

As the principal body representing off-highway vehicle users in Nova Scotia, ATVANS were asked to summarize the current situation regarding road trails:

"The first seven road trails in Nova Scotia were implemented in 2018 as a pilot project after many years of discussions with various government departments and political leaders. These sites were deemed permanent road trails in September 2023 when the provincial government proclaimed the Nova Scotia Road Trails Act. Since then, the All-Terrain Vehicle Association of Nova Scotia has, on behalf of its member clubs, submitted applications to DPW for more road trail designations and we now have 47 road trails at 43 locations totaling 123 km of road trails on provincial highways. In addition to provincial road trails, five Nova Scotia communities have passed bylaws permitting OHV travel on a total of 17 km of their roadways allowing OHV access to amenities and providing trail connectivity through their communities.

In the seven years since the first road trail designations there have been no reported negative interactions between pedestrians or motor vehicles. In fact, some authorities have reported improved behavior by the OHV community as they are now permitted to ride in these areas and are not concerned about interactions between enforcement officers or residents. It is not uncommon to see OHV users travelling in groups of 5 or more vehicles and businesses which cater to OHV users have reported increased sales and look forward to seeing all terrain vehicles and side-by-sides pull up in front of their establishments.

Road trails have proven to be a great addition to the province of Nova Scotia, and the OHV community looks forward to increasing access to amenities and improving trail connectivity with the addition of more road trails."

Municipalities

Five municipal units were consulted with questions about the road and traffic research carried out prior to implementation, public opinion during consultation and after implementation, description of the road trails designated, and the structure and content of their bylaw. A brief summary follows:

Town of Oxford – implementation has been seen as so successful that there is a desire to open the entire town to OHV traffic. A traffic study was not necessary as the local traffic authority was comfortable with the initial road trail plan.

Town of Pictou – had some initial concerns over wear to travelled surfaces, but this has proven minor. Their local traffic authority preferred to have OHVs on road than trails, as it was seen as easier to monitor.

Town of Shelburne. No traffic study was required. The municipal Bylaw Officer oversaw the project implementation which was approved by the RCMP acting as the Traffic Authority. The Bylaw Officer was very enthusiastic about the success of the road trails project to date.

Town of Yarmouth. We have not received a full response at the time of reporting, but verbally, implementation has been without incident and well received.

City of Corner Brook, Newfoundland. Road trails incorporate six sets of traffic lights, and a far higher vehicle count as the local population is approximately 20,000 vs. 3,000 in Liverpool. Implementation has been considered a success. No traffic study was felt necessary, instead they stressed a risk-based approach with mitigation measures focused on signage.

Sussex, New Brunswick. Sussex is another larger centre of population with road trails incorporating three sets of traffic lights and a daily vehicle count of approximately 13,000. Road trails have become a central tenet of their visitor attraction strategy.

Royal Canadian Mounted Police (RCMP)

The committee approached the RCMP to discuss any concerns and mitigation measures that could be addressed. To date, we have not received a response.

Traffic Engineer Consultants

Early in the project, it was suggested that some form of traffic study be carried out. Discussion about this took place with a prominent firm of traffic engineer consultants. To their knowledge, there have been no traffic studies relating specifically to road trails in Nova Scotia. They indicated that other than carrying out traffic counts to confirm that no routes contravened provincial policy, and that without a precedent it would be difficult to deliver an objective opinion on the 'safety' of routing a road trail. Traffic counts were carried out in 2024 by the Province around the intersection of Highway 8 and Highway 3. Annual average daily traffic (AADT):

Location	AADT
50m east of Old Falls Road	6450
200m west of Elm Street	4220

Although some congestion and high traffic rates are anecdotally experienced in that area, the traffic counts are substantially lower than on some other jurisdictions' designated road trails (some of which also travel through light-controlled junctions) and are within the provincial policy guidelines. The relevant provincial policy statement PO1113, section 1.1 d) iii. states that the eligibility for consideration of a provincially designated road trail is 2km in length where the AADT is over 1000 vehicles per day but does not define an upper limit of AADT. Note, municipalities are not obliged to follow the same policy but would generally do so where guidance is required.

Legal Opinion

Legal opinion was sought on considerations for structure and content of any resulting bylaw, and for the extent of any liability to which the Municipality would be exposed to. The lawyer, whilst acknowledging that any activity holds a degree of risk, especially around traffic, pointed out that liability should not be found for legislation validly passed within Council's jurisdiction – municipal negligence is supposed to arise from operational, not policy decisions. In addition, the Road Trails Act s.11(1) and (2) reads:

"11 (1) Notwithstanding any other enactment, a driver or passenger on an off-highway vehicle on a road trail is deemed to have willingly assumed all risks related to the operation of the vehicle on the road trail.

(2) For greater certainty, neither the Minister, the Crown in right of the Province, nor any Department or official of the Government nor any municipality is liable for any damage, death or injury resulting from the operation of an off-highway vehicle on a road trail."

The legal opinion was that although no disclaimer can be considered free from legal challenge, this wording seemed fairly strong. The question was also posed as to whether there were any other actions that would minimise the risks to the Municipality, the only suggestion was to ask the RCMP to be vigilant about policing traffic violations.

IMPLICATIONS

If Council adopts a road trails bylaw, two aspects of this project would require money to be spent:

- Improvements to the section of off-road trail behind the municipal office, between the existing rail trail and West Street, would involve trail widening, bed installation, and a trailhead gate to stop OHV access to the RQM parking lot. Cost is estimated at \$11,000.
- Supply and installation of directional and interpretive signage, cost estimated at \$8,000.

Note: Staff will actively seek out funding assistance for this work.

COMMUNICATIONS

Staff will follow public communications requirements as outlined in the bylaw process.

BYLAWS/PLANS/POLICIES

N/A

SUMMARY

In February 2025, Council directed staff to create an ad hoc committee to research and make recommendations about the designation of 'road trails' in Queens County. Staff engaged with a variety of public engagement tools and consulted with the Traffic Authority and other municipalities. Staff recommend that Council for Region of Queens Municipality direct staff to draft a bylaw that designates five sections of road trails on public roads in Liverpool.


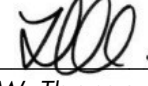
ATTACHMENTS/REFERENCE MATERIALS

- [Survey on Proposed Road Trails in Liverpool](#)
- [Road Trail Designations within the Town of Liverpool Proposed Route #1](#)
- [Road Trail Designations within the Town of Liverpool Proposed Routes #2 and #3](#)
- [Road Trail Designations within the Town of Liverpool Proposed Routes #4 and #5](#)



**Region of Queens Municipality
Staff Report
For the Regular Meeting of
October 28, 2025**

Date: October 16, 2025
File No: 10350-50-2510-18
To: Mayor and Council
From: Willa Thorpe, CAO
Subject: Lift Station Upgrades – Town Bridge and Cross Street

Prepared by:  A. Grant Director of Infrastructure	Supervisor: W. Thorpe Chief Administrative Officer	CAO Concurrence:  W. Thorpe CAO
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RECOMMENDATION

THAT Council for Region of Queens Municipality direct staff to proceed with the prepurchase of lift station equipment and fibreglass enclosures for Town Bridge and Cross Street at a cost of \$500,415 + HST.

PURPOSE

To improve wastewater handling in the South Queens wastewater collection system with upgrades to Town Bridge and Cross Street lift stations.

BACKGROUND

As part of the plan for expanding municipal services into Mount Pleasant, CBCL Ltd. determined that three municipal lift stations are currently underperforming, including Town Bridge, Cross Street, and Hank Snow. To accommodate the growth in the expansion area, the substantial replacement of two lift stations (Cross Street and Town Bridge) and upgrade to one other (Hank Snow) is required. Lift stations at Cross Street and Town Bridge have been identified as

requiring the most immediate attention, whereas the upgrade to the lift station at Hank Snow can be explored in the future. CBCL confirmed that regardless of the system expansion, these stations are all in need of upgrade and repair to accommodate future operation as well as changes in the existing system.

ALTERNATIVES/OPTIONS

- 1) Council directs staff to proceed with the prepurchase of lift station equipment and fibreglass enclosures for Town Bridge and Cross Street at a cost of \$500,415 + HST.
- 2) Council directs staff to proceed with the prepurchase of lift station equipment for Town Bridge and Cross street at a cost of \$275,415 + HST.
- 3) Council directs staff to proceed with the prepurchase of lift station enclosures for Town Bridge and Cross street at a cost of \$225,000 + HST.
- 4) Council directs staff to conduct further research prior to recommending purchase of lift station equipment or enclosures.

ANALYSIS

Option 1: Will provide the municipality with near identical equipment to which it currently operates at these existing lift stations as well as more than twelve others and will expedite project completion. Currently, the Municipality operates 26 lift stations throughout the county, roughly half of these are above ground stations, manufactured by the same company to which is currently being pursued. There is inherent value in maintaining similar equipment both in maintenance and operation by reducing the variation of spare parts as well as operator training and confidence as it relates to a specific style and brand of equipment. Pre-purchasing the equipment assures that the Municipality will receive the highest quality of equipment and will expedite the project. The current window for delivery of this equipment is 16 weeks from time of award, and the tender for construction and installation is expected to be released later this fall. With award of the construction tender from Council expected in early 2026 at the current cadence, pre-ordering equipment in this format is expected to expedite the overall project by 10-12 weeks.

Current styles of lift station enclosures vary throughout the Municipality. Though the existing Town Bridge station has a very basic fibreglass cover which provides

shelter to the equipment, it offers little ability for maintenance without disassembling the structure and provides minimal aesthetics. Across the Mersey River from the Town Bridge, Lane’s Lift Station has a much more robust enclosure which allows for maintenance of equipment while also offering an aesthetic to our community.



Town Bridge Lift Station



Lane’s Lift Station

In discussion with the vendor, they have offered the following example of structures created for other Municipalities and also shared that they can tailor a solution to fit our requirement:



Recognizing that the lift station proposed for the Town Bridge site is in a very prominent area of downtown Liverpool and will be constructed to incorporate sea-level rise protection, it is important to develop a design that fits our community. Whereas the ground level of the existing station is approximately

1.80m and is regularly inundated during serious storm surge events, the new station will be constructed at a more resilient elevation of 3.10m as determined from the 2019 Waterfront Flooding Study. To ensure that the most appropriate structure for the Town Bridge site is constructed, it is recommended that Council direct staff to work with this vendor to design and prefabricate a fibreglass structure which resembles both the Visitor Information Center and Lane's Pump Station for the Town Bridge site. It is proposed that the enclosure for Cross Street will be similar to the photo. These fibreglass structures are constructed of low maintenance and durable materials, include the required electrical and ventilation equipment, and have been developed exclusively for this application. The estimate for a 14'x18' structure as described is \$86,700, staff are recommending an additional allowance to a total of \$225,000 for both enclosures.

Option 2: Reduces the financial investment of the Municipality but does not secure municipal assets or protect the assets from weather.

Option 3: Reduces the financial investment of the Municipality but does not provide control to the Municipality to ensure the most effective equipment is obtained.

Option 4: Delays the work necessary to ensure that the most appropriate, secure and protected equipment is in use at municipal lift stations.

IMPLICATIONS

The proposed expenses are included as part of the \$4.1 million budgeted by Council in the 2025-2026 Capital Improvement Fund, identified as MPSE – Wastewater Lift Station Upgrading.

COMMUNICATIONS

N/A

BYLAWS/PLANS/POLICIES

N/A

SUMMARY

As part of the plan for expanding municipal services into Mount Pleasant, CBCL Ltd. determined that the municipal lift stations at Town Bridge and Cross Street require replacement. Staff recommends Council directs staff to proceed with

the prepurchase of lift station equipment and fibreglass enclosures Town Bridge and Cross Street at a cost of \$500,415 + HST.

ATTACHMENTS/REFERENCE MATERIALS

[Liverpool Coastal Flood Mitigation Study](#)