

CORE AREA INFLOW & INFILTRATION MANAGEMENT PLAN

EXECUTIVE SUMMARY

Purpose

The purpose of the plan is to guide the Capital Regional District (CRD) and its municipal partners towards Inflow and Infiltration (I&I) reduction in a responsible, cost effective, integrated and well-planned manner. The primary objective of the plan is to reduce overflows and I&I to less than four times average dry weather flow (4xADWF), based on a five year return period, at Clover Point and the Core Area Wastewater Treatment Plant at McLoughlin Point by 2031.

Background

The core area municipalities are actively managing inflow and infiltration (I&I), a term that describes rainwater and groundwater that mistakenly gets into the sanitary sewer system. Inflow refers to rainwater that enters the sewer through plumbing cross connections and infiltration refers to groundwater that seeps into the sewer through cracks, faulty joints, etc. A certain amount of I&I is unavoidable and is accounted for in routine sewer design. However, too much I&I results in excessive sewer flows which can lead to:

- leaking sewers and overflows that can contaminate the environment and create public health concerns;
- backing up of sewage into buildings and homes that can destroy belongings and require expensive restoration;
- increasing operation and maintenance costs to convey and treat the increased flows; and
- consuming sewer capacity which could require expensive premature upgrades to the system.

The content of the Core Area I&I Management Plan is organized in the following sections: 1) Overview; 2) Overflows; 3) Asset Management; 4) Climate Change; 5) Public Property I&I; 6) Private Property I&I; 7 to 17) Municipal Plans; and 18) Monitoring & Verification.

Regulatory Context

The core area wastewater system is governed by the Core Area Liquid Waste Management Plan (LWMP). This plan was first approved by the Ministry of Environment in 2003. Since that time, there have been a number of amendments to the plan, the most recent being Amendment No. 11 (approved in 2016).

Section 5 of the plan relates to I&I and overflows and includes the following commitments:

The CRD and the participating municipalities commit to the following actions to reduce I&I sufficiently to reduce maximum daily wet weather flows to less than four times the average dry weather flow by 2030:

1. *Continue flow monitoring in each municipality to further refine priority areas for remediation.*
2. *Develop, by the end of 2011, and submit to the Ministry of Environment, comprehensive inflow and infiltration management plans for the core area that will:*
 - *Identify and evaluate options and opportunities that promote the minimization of groundwater and rainwater I&I into municipal sanitary sewers, including I&I originating from service laterals (private and public sections of sewer connections)*
 - *Identify needed changes to legislation and legal authority to enable options and strategies*
 - *Identify opportunities for the inspection of private sewers connected to municipal sewers:*
 - i. *as part of the municipal process in evaluating and issuing renovation and building permits for serviced properties; and/or*

- ii. *at the time of property transfer, and/or*
 - iii. *targeted inspections*
 - *Require the repair or replacement of private sewers that have cross-connections between storm sewers and sanitary sewers or are identified as being in poor condition.*
3. *Update by the end of 2011, and enforce sewer use bylaws to prohibit the construction of rainwater and groundwater connections to sanitary sewers.*
 4. *Implement the overflow reduction plans contained in the sanitary sewer overflow management plan, which was submitted to the Ministry of Environment in June 2008.*

Overflows

In 2014, the CRD submitted an updated core area overflow management plan to the Province. The plan documents the CRD's overflow related commitments and summarizes the significant work carried out related to overflows.

Asset Management

Asset management programs for sewer collection systems generally focus on the planned replacement of infrastructure based on remaining service life. Municipalities need to demonstrate that they are following the Asset Management BC Framework to qualify for federal gas tax funding.

Climate Change

Over the next five years, the CRD will carry out actions supporting a vulnerability assessment of CRD sewer infrastructure due to climate change. The actions include updating the core area sewer model, running the sewer model using climate change scenarios, and providing recommendations based on the results.

Public Property Inflow and Infiltration

I&I and overflow quantification helps municipalities to understand the condition and/or performance of their sewer systems. Quantified measurements can be compared to benchmarking standards and allow municipalities to track I&I performance. The most useful quantification methods are repeatable and follow a standardized approach. Examples of I&I quantification methods proposed in this plan include: statistical analysis of sewer flow data to calculate I&I rates, quantifying overflows based on given storm events, ranking structural integrity of sewer pipes based on closed circuit television (CCTV) inspections, counting cross-connections through smoke testing, documenting manhole condition and calibrating system performance using hydraulic models.

The public property I&I reduction plans are consistent with the systematic approach noted in the Infraguide for "Infiltration/Inflow Control/Reduction for Wastewater Collection Systems". Infraguide was a partnership between the Federation of Canadian Municipalities, the National Resource Council and Infrastructure Canada. It created best practice reports for municipal infrastructure. The guide proposes that I&I reduction programs be divided into the following three phases:

- Phase 1 - involves flow monitoring and data collection. The data is used to identify catchments that should be targeted for sewer investigation work.
- Phase 2 - involves sewer investigation work to identify specific sources of I&I. The data is used to create rehabilitation plans and to prioritize I&I rehab work.
- Phase 3 - involves sewer rehabilitation work. The rehabilitation work is based on investigation data from Phase 2. If investigation data is not yet available, then archetype I&I rehabilitation programs should be used.

Archetype I&I rehabilitation programs were developed to provide a framework under which any given sewer catchment can be evaluated and related to an actionable plan to move forward with I&I assessments and sewer rehabilitation. These programs are to be used as planning tools. They should be interpreted from a strategic planning level and are suitable for establishing long-range budgets and for steering the development of targeted I&I reduction programs.

Private Property Inflow and Infiltration

The I&I Management Plan (2012) contained a five-year plan for implementing a common private property I&I approach for the core area. The plan was to consult with stakeholders and the public from 2012 to 2014, recommend an approach in 2015 and implement that approach in 2016. Significant effort was made to come up with a common approach. By 2014, it was clear that a common approach wasn't appropriate as the core area municipalities have different I&I rates, different issues and require different solutions. Three of the core area municipalities have older sewers and elevated I&I and they would benefit from strong programs to reduce I&I. The other four municipalities have newer sewers and have low I&I. These municipalities would prefer to focus on I&I prevention activities. The I&I subcommittee agreed that each municipality should implement their own custom approach to suit their needs and should draw on the significant research and support that the CRD has provided.

In late 2014, the CRD Board directed that a sample model bylaw related to the inspection of private sewer laterals connected to municipal sewers be prepared. The sample bylaw was built using past I&I Subcommittee feedback and content from the Pinna Report (2014) which documented the best I&I related language from existing Canadian and American bylaws. It underwent legal review and I&I Subcommittee review for general acceptability. The sample model bylaw was presented to the Core Area Liquid Waste Management Committee on May 13, 2015. The Core Area Liquid Waste Management Committee recommended that the sample bylaw be discussed with the I&I Subcommittee to determine how best to move it forward. The I&I Subcommittee decided that it would be best to incorporate the powers from the sample model bylaw into the existing municipal sewer use bylaws. Subsequently, a gap analysis was carried out comparing the powers from existing municipal sewer bylaws to the draft sample model bylaw and presented to the member municipalities through the I&I Subcommittee.

The next steps for addressing private property I&I include:

- assisting municipalities with the further development of private property I&I reduction plans;
- supporting the implementation of the powers from the sample model bylaw for private property I&I into existing or new municipal sewer bylaws;
- developing common public education materials for use by key industry stakeholders (i.e. plumbers, realtors and home owners);
- updating the general education approach to focus on homeowner protection (i.e. basement flooding) and environmental protection and how I&I plays an integral role; and
- continued collaboration with Metro Vancouver and the National Water and Wastewater Benchmarking Initiative's I&I Task Force.

Municipal Inflow and Infiltration Plans

Each of the core area municipalities has participated in the development of their own individual municipal I&I plans. The municipal plans are organized into eight sections:

1. *Overview*
2. *Catchments* - A list and map of the long-term flow monitoring catchments that will form the basis for evaluation of I&I rates and I&I management planning
3. *Inflow & Infiltration Data* – Summary of historical data collected, current data collected, summary of I&I analyses results, and flow data analyses
4. *Sewer Infrastructure Maintenance & Capital Work* – summary of routine sewer work, notable work completed between 2012 and 2015, and notable work planned for 2016 to 2020

5. *Asset Management* – high level municipal tools, approaches, etc.
6. *Bylaws* – Contains a comparison of the key powers suggested by the CRD Private Property I&I Model Bylaw to those found in each of the municipality's existing sewer bylaws
7. *Budget* – Summary I&I budget related information
8. *Summary* - A high level summary and a graph showing projected peak wet-weather flow (PWWF) relative to 4xADWF for the entire municipality from 2011 to 2031

Monitoring and Verification

Monitoring and verification of I&I Management Plan objectives will be achieved by using the following metrics:

1. Comparison of peak wet weather flow (PWWF) with 4xADWF at Clover Point and the proposed wastewater treatment plant. This will include graphs comparing projected PWWF and ADWF verses actual rates recorded over time.
2. Flow monitoring of all catchments to track I&I rates paying extra attention to measuring flows before and after targeted I&I reduction work to verify results.
3. Tracking overflows by location, frequency, duration and receiving environment sensitivity rating to monitor trends and verify results.
4. Completion of detailed and specific I&I management strategies for each catchment to replace the archetype plans.
5. Reporting of efforts and costs applied towards I&I management on a regular basis.

The CRD will continue to provide annual reports on the I&I program to the Core Area Liquid Waste Management Committee. Every second year the I&I analyses results will be updated, as is the current practice, and an I&I benchmarking template will be filled out for each of the core municipalities. The benchmarking template is currently in development and will include a number of performance measure criteria to help gauge the level of effort each municipality is applying to I&I management.

Forecasted Inflow and Infiltration Reduction

Additional work will be needed to meet the LWMP commitment of reducing wet weather flows below 4xADWF at Clover Point and the McLoughlin Point Treatment Plant by 2031. However, the gap between 4xADWF and peak wet-weather flow (PWWF) is decreasing, which is significant as it takes a substantial investment of time and resources to reverse the natural trend of I&I increasing with sewer age.

Colwood, Langford, Saanich and View Royal already meet the 4xADWF performance target. This is largely due to having young sewers built with modern materials and good installation practices. These municipalities will need to focus on I&I prevention in order to continue to meet the performance target.

Esquimalt, Oak Bay, and Victoria have older sewers which tend to have elevated I&I rates. If we extrapolate out current I&I rates, it is evident that these municipalities will need to focus on I&I reduction to meet their commitments not to exceed the 4xADWF performance target. This will require increased focus and funding on I&I reduction to achieve their reduction targets. Financial support (i.e. grants) from senior government would help to accelerate the I&I reductions. It is worth noting that:

- Esquimalt rehabilitated all of its sewers and manholes that required structural repairs in the early 2000's. It has also separated almost all of its combined manholes. Esquimalt's next steps for addressing I&I will involve actions related to I&I from sewer laterals and stormwater sewer upgrades.
- Oak Bay's I&I reduction work focused on developing a plan for the separation of the combined sewers in the Uplands area. Oak Bay finalized the separation plan in 2017. This was Oak Bay's highest I&I related priority and was required as part of a LWMP commitment. Oak Bay also completed the significant task of collecting sewer flow data for each of its outstanding catchments using portable meters. Oak Bay's next steps for I&I reduction will be to implement the Uplands' separation project, to

complete the collection of sewer camera inspection data for the municipality and to update its sewer master plan based on the results of the camera inspections.

- Victoria has collected sewer flow data for its outstanding catchments, and has also performed camera inspections and smoke testing throughout the entire municipality. The data will be analyzed and actions put into Victoria's sewer master plan. Updating a sewer master plan is a substantial project. Victoria had to delay the update of its sewer master plan until the location of the core area treatment plant was finalized because some of the locations considered for the plant would have resulted in dramatic changes to the plan. Work on the sewer master plan commenced in late 2016 after the regional treatment plant location was finalized.

The CRD is committed to assisting individual municipalities in the development of suitable private property I&I initiatives. Such initiatives could accelerate a municipality towards meeting its performance targets as it is estimated that 50% of I&I enters the sewer system on private property. Currently, there are no significant private property I&I initiatives in the core area; however, the research needed to develop such commitments is complete.

In addition, it is anticipated that significant progress will be made through the continuation and further development of I&I related education, stakeholder engagement, regulatory mechanisms, permit requirements, time of home sale options and through targeted pilot programs.

Key Future Actions

The next steps for addressing private property I&I include:

- supporting the implementation of the powers from the sample model bylaw for private property I&I into existing sewer municipal bylaws or into a new bylaw;
- assisting municipalities with the development and implementation of municipality specific private property I&I reduction plans;
- developing common public education materials for use by key industry stakeholders (i.e. plumbers, realtors and home owners);
- updating the general education approach to focus on homeowner protection (i.e. basement flooding) and environmental protection and how I&I plays an integral role; and
- continued collaboration with Metro Vancouver and the National Water and Wastewater Benchmarking Initiative's I&I Task Force.

The next steps for addressing public property I&I include:

- identifying "semi-combined" sewers in the core area and developing plans to address them;
- taking leadership on I&I benchmarking and taking action to introduce nationally;
- updating the core area sewer model, running the sewer model using climate change scenarios, and providing recommendations based on the results; and
- ongoing I&I metering, analyses and program development.

Conclusion

The Ministry of Environment reviewed and approved Amendment No. 11 of the Core Area LWMP. The LWMP included four commitments related to I&I and overflow management which are fulfilled by the I&I Management Plan.

The plan is purposeful and guided by a number of federal, provincial, regional and municipal regulatory documents and best practices. It provides the framework for how I&I can be quantified and establishes priority programs and approaches for each municipality and the CRD to follow. A strategy has been developed for moving the issue of private property I&I forward and the whole program will be monitored, verified and reported out using standard metrics and templates.

All core area municipalities assisted in the preparation of the plan and the specific actions and programs were developed based on current CRD and municipal funding levels for I&I and sewer service budgets. Modelling the results of implementing this plan show that the goal of reducing I&I to 4xADWF at Clover Point and the wastewater treatment plant is achievable but will require additional effort.