

2. **1335 ROY ROAD - APPLICATION FOR INCLUSION IN SEWER SERVICE AREA**

Report of the Director of Engineering dated April 29, 2025.

To give three readings to "Sanitary Sewer Bylaw, 2006, Amendment Bylaw, 2025, No. 10146" to include the existing dwelling footprints on the property at 1335 Roy Road into the Sewer Service Area.



The Corporation of the District of Saanich

Report

To: Mayor and Council

From: Harley Machielse, Director of Engineering

Date: April 29, 2025

Subject: 1335 Roy Road - Application for Inclusion in Sewer Service Area

RECOMMENDATIONS

1. That Council approve the inclusion of the existing dwelling footprints on the property at 1335 Roy Road (Lot 5, Section 13, Lake District Plan 62435 EXCEPT Plans VIP 66019, 70218, 72669) into Sewer Service Area, and
2. That Council give the first three readings to Sanitary Sewer Bylaw, 2006, Amendment Bylaw 2025, No. 10146 to include the existing dwellings at 1335 Roy Road into the Sewer Service Area.

PURPOSE

The purpose of this report is to seek direction from Council on the subject application for the inclusion of the existing dwellings on the property at 1335 Roy Road, into the Sewer Service Area (SSA). The applicant is Justin Allen of MSR Solutions Inc., representing the owners Christopher, Jeannie, and Suzanne Page.

BACKGROUND

The applicant has applied to extend the sewer service boundary to include the property at 1335 Roy Road.

The property is zoned A-2 with two (2) existing dwellings, 245m² and 93 m² respectively, including a large barn structure at the rear of the property. The dwellings are located outside of the SSA and serviced by an on-site septic system. The existing septic system is located towards the front of the property. This site is a large (0.50ha.) rural parcel within the Carey Local Area on Roy Road adjacent to Strawberry Knoll Park. The property is a designated heritage site, known as Hollyhedge Farm, with the L-shaped dwelling built prior to 1893 being present. The current property is used as the primary dwelling for the owners as well as beekeeping, raising small livestock including chickens, and food production.

The southern portion of the property, 6.0 metres offset from the property line, is contained within the SSA and Urban Containment Boundary (UCB). This small portion of the property represents the historical laneway that is no longer present. The dwellings and the remainder of the property is located both outside the SSA and UCB. Refer to **Figure 1** below.

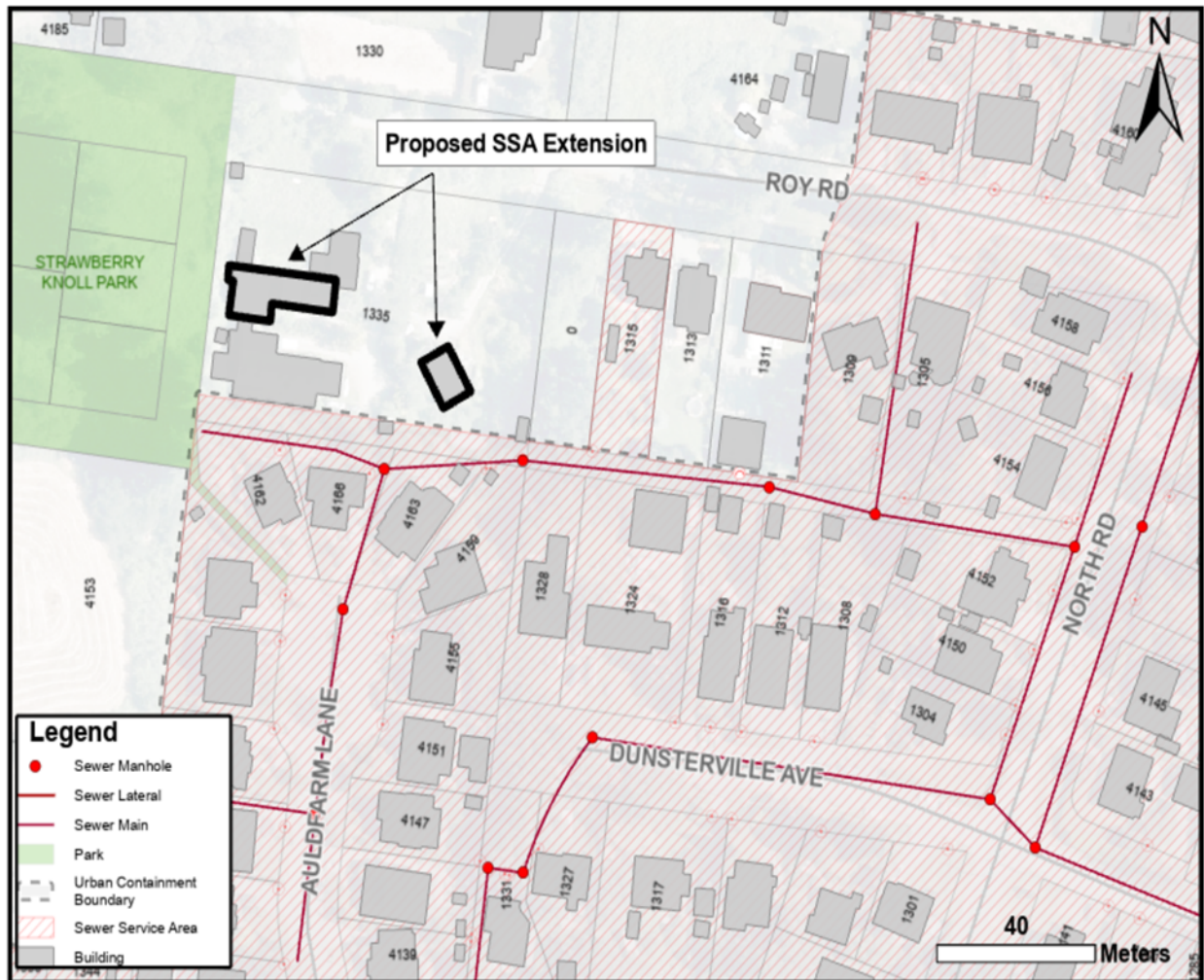


Figure 1: 1335 Roy Road – Proposed SSA Boundary Expansion

DISCUSSION

Island Health Authority (IHA) completed a review of the property at the request of the applicant. During an on-site investigation on February 28th, 2025, IHA confirmed a health hazard from sewage discharging to ground on the property. IHA issued an Order under the Public Health Act to cease and desist the discharge of sewage onto the ground and connect the dwelling to a public sewer system. **See Appendix A.**

The owners have engaged engineering consultants, MSR Solutions Inc. (MSR), to review the property and assess options to replace the existing septic system. They observed that the native soils are underlain by poorly draining clay material that would not be adequate for a new septic system based on the current Sewerage System Regulations. MSR noted that an above ground sand mound system would be the only alternative, however, would require a significant footprint to accommodate the property. Given setback requirements to existing waterbodies and property line, the only location identified would be located adjacent to the existing house and would obstruct access to the barn structure. Additionally, MSR noted that there is a high risk of failure for the proposed system based on the underlying soils. MSR recommends the installation a new private pumped system discharging to the municipal sanitary sewer connection at the property line as the most feasibility solution for the site constraints. **See Appendix B.**

Roy Road contains a sanitary sewer main, located within the south extent of the property within a Saanich Right-Of-Way EL116633. The municipal sewer system on Roy Road has sufficient capacity to support the proposed additional flow from the subject property and proposed new residences. If the SSA boundary extension is not approved, the applicant will need to determine an alternate solution in order to dispose of their sewage.

COUNCIL OPTIONS

1. That Council approve the inclusion of the existing dwellings at 1335 Roy Road (Lot 5, Section 13, Lake District Plan 62435 EXCEPT Plan 66019, 70218, 72669) into Sewer Service Area, and
2. That Council give the first three readings to Sanitary Sewer Bylaw, 2006, Amendment Bylaw 2025, No. 10146 to include the existing dwellings at 1335 Roy Road into the Sewer Service Area.
3. That Council deny the request to extend the Sewer Service Area boundary.

FINANCIAL IMPLICATIONS

Should Council approve this application, extending the Sewer Service Area to include the existing dwellings 1335 Roy Road will result in additional sewer usage fees collected as per Sanitary Sewer Bylaw No.8792. Service connection fees will also be applicable for the installation of new sanitary sewer connections to the property. The applicant would be responsible for all costs associated with the connection to the sanitary sewer system. There are no direct costs to the District to support of this application

PLANNING POLICY IMPLICATIONS

The following Saanich Planning Policies are most applicable to the subject proposal:

Official Community Plan (2024)

- 10.2.2 Consider extending the Sewer Service Area outside the Urban Containment Boundary only as a means to resolve a current health problem if no reasonable alternative if feasible.

Carey Local Area Plan (1999)

- 6.1 Extend the Sewer Enterprise Boundary to include the south Wilkinson Valley, except those parcels to be retained in the ALR as shown on Map 7.1.
- 6.2 Approve minor amendments to the Sewer Enterprise Boundary, other than as identified in Policy 6.1, only if the property can be connected by gravity to a sewer system without replacing or deepening existing sewers.

An IHA Order is issued for the property due to a failed septic system and an existing health hazard due to sewage discharge to the ground. IHA supports municipal sewer servicing for this property given its proximity to existing sewer infrastructure.

The property is not located within the area to be retained as ALR identified in the Carey LAP and is zoned RS-18. The applicant has proposed to install a pumped system onsite between the dwelling and the municipal sewer connection; the service connection from the property line to the main and the sewer main itself are gravity infrastructure elements. Staff believe this format

meets the intent of the LAP policy as no new pumped infrastructure assets are created for the District to manage. In this case, the property owner is assuming all the operational costs and risks associated with the onsite pumped system.

The existing site provides significant challenges should an on-site system be considered including poor soil conditions identified by IHA and MSR. The site is additionally constrained by two (2) existing waterbodies and impervious driveway surfaces on the property. An above ground septic system would additionally require the existing driveways and small shed structures to be removed and may inhibit equipment access to the barn structure and other farming activities at the back of the property. Given the high risk identified of the proposed above ground system, the potential hardship on the owners limiting usage of the property, and that a municipal sanitary sewer is located within the property limits, staff believe that connecting to the SSA is reasonable.

While staff have been including the entirety of the property when considering SSA extensions within the Urban Containment Boundary, in alignment with Council direction, staff recommend solely including the existing building footprints as part of the SSA for this application. By doing so, it ensures that future development is restricted to other areas of the property respecting that the property is outside the UCB.

The District's receiving sanitary system has adequate capacity to manage the additional flows generated from the current proposal. As a result there is no direct financial implications for the District through this approval. Based on the above policies and considerations, staff recommend SSA expansion.

The applicant is aware that they are solely responsible for all costs associated with the onsite works and final connection to the sewer system as well as ongoing utility service fees under Sanitary Sewer Bylaw No.8792 and accepts these costs. Attached is Amendment Bylaw, 2022, No. 10146 to amend the Sanitary Sewer Bylaw, accordingly. A reference sketch of the property (excerpt of new Bylaw Map 36) is also provided for Council's information. See **Appendix C**.

CONCLUSION

An IHA Order necessitates municipal sewer servicing due to a failed septic system and a known health hazard. Site constraints like poor soil, existing waterbodies, and driveways limit viable on-site solutions, making municipal connection reasonable. The District's sanitary system can handle additional capacity without financial implication, supporting SSA expansion. The recommendation resolves current health hazards and aligns with planning and infrastructure policies.

Prepared by: Joel Upsdell, Utilities Eng Program Manager

Reviewed by: Lesley Hatch, Senior Manager of Water Resources

Approved by: Harley Machielse, Director of Engineering

Attachments:

Appendix A – 1335 Roy Road, Island Health Report
Appendix B – 1335 Roy Road, MSR Application Report
Appendix C – 1335 Roy Road, Bylaw 10146

ADMINISTRATOR'S COMMENTS:

I endorse the recommendation from the Director of Engineering.

Brent Reems, Chief Administrative Officer



ORDER

Section 31, *Public Health Act*, S.B.C. 2008, Chapter 28 & Section 11 of the Sewerage System Regulation, BC Reg. 326/04

To: Jeannie Page, Christopher Page, and Suzanne Marion Page
1335 Roy Road
Victoria, BC V8Z 2Y3

Pursuant to Section 25 of the British Columbia *Public Health Act*, I Rachel Sabourin, Environmental Health Officer, of the Vancouver Island Health Authority, on February 28th, 2025, conducted a site visit to your property located at 1335 Roy Road and legally described as: Lot 5 Sections 1 And 13 Lake District Plan VIP62435 hereafter referred to as the "Property". The Property is owned by Jeannie Page, Christopher Page, and Suzanne Marion Page.

As a result of my site visit, I have reasonable and probable grounds to believe and do believe that you are in contravention of the Sewerage System Regulation (BC Regulation 326/2004) hereafter referred to as the "Regulation". This opinion is based on the following:

At the time of the inspection on February 28th, 2025, the following was observed:

- A dye test was performed on February 28th, 2025, at 10:23 AM by placing red fluorescent dye into a basement toilet located on the property. Red dye was observed surfacing onto the property at 1335 Roy Rd, Victoria, BC V8Z 2Y3, on March 3rd, 2025, at 2:27 PM. The presence of this dye on the ground confirms the health hazard.

According to Section 3(1) (b) of the Regulation, it is the duty of the owner of every parcel on which a structure is constructed or located to ensure that all domestic sewage originating from the structure does not cause or contribute to a health hazard.

Whereas you have violated that duty, effective upon receipt of this Order, I exercise my authority under Section 31 of the *Public Health Act* and Section 11 of the Regulation and hereby order you to:

1. Cease and desist the discharge of sewage onto the ground.
2. Connect the structure to a community sewer system, to be completed no later than April 11th, 2025. Submit confirmation in a form acceptable to the Health Officer that this has been completed.

Gateway Village Health Unit

201 - 771 Vernon Avenue | Victoria, BC V8X 5A7
Email: Gateway_office@viha.ca

Tel: 250.519.3401 | Fax: 250.519.3402
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It is an offence under Section 99(1) (k) of the *Public Health Act* to fail to comply with an order of a Health Officer, such as this Order.

Section 43 of the *Public Health Act* gives you the right to request the issuing Health Officer to reconsider the Order.

I request your cooperation with this Order.

Dated at Victoria, BC this 3rd day of March 2025.

A handwritten signature in black ink that reads "Rachel Sabourin". The signature is fluid and cursive, with the first name "Rachel" and last name "Sabourin" clearly legible.

Rachel Sabourin, CPHI(C)
Environmental Health Officer

RS/ksd

cc: Joanne Lum, Senior Environmental Health Officer
Rory Beise, Land Use/Drinking Water Consultant

March 28, 2025

Joel Upsdell, *Utility Engineering Program Manager*
District of Saanich | Engineering Department
3500 Blanshard Street
Victoria, BC, V8X 1W3

Re: 1331 & 1335 Roy Road - Request for Inclusion in the Sewer Service Area and Sewer Service Connection

Dear Joel,

The owners of the two dwelling residences located at 1331 and 1335 Roy Road are seeking to have their property included in the municipal Sewer Service Area to support a new Sewer Service Connection. Located within the Carey neighbourhood, the shared property sits outside of the Agricultural Land Reserve and is zoned as A-2.

According to the Carey Local Area Plan, Policy 6.2 indicates that Council will approve minor amendments to the Sewer Enterprise Boundary (Sewer Service Area), if the property can be connected by gravity to a sewer system without replacing or deepening the existing sewers. As seen in Figure 1, taken from SaanichMap, a portion of the existing 150 PVC sewer gravity main passes through the south side of the property and offers a convenient sewer service connection point.

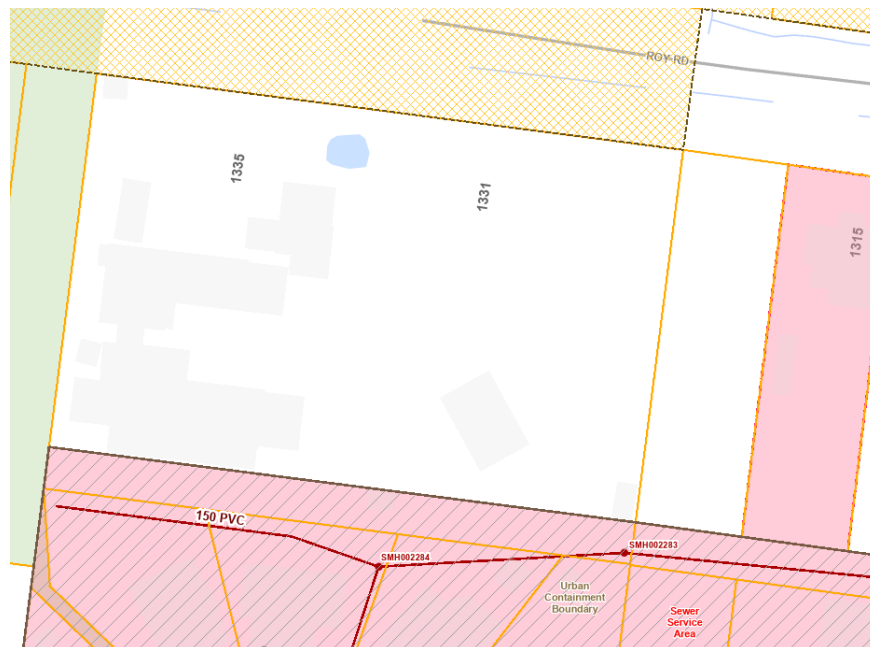


Figure 1. 1331 and 1335 Roy Road Relative to Existing Services According to SaanichMap.

The proposed inclusions and new sewer service connection are made on the basis of recent inspections of the existing onsite sewer disposal systems. Representatives from MSR Solutions visited the property in November 2023 and again in December 2025, in the capacity of being Authorized Persons under the Sewerage System Regulation, to assess the condition of the existing onsite disposal systems.

The existing septic tanks are currently functional, but noticeably aged and will need to be replaced with larger tanks in the future to be compliant with current regulations. The existing soils in the available disposal field areas are relatively shallow, with a vertical separation to the limiting layer of less than 60 cm from the surface. With an assumed lateral depth ranging from 15 cm to 25 cm, the existing system has less than 45 cm of vertical separation available for disposal, which is non-compliant with current requirements.

On February 18th, 2025, representatives from Island Health visited the property to conduct a dye test on the existing septic systems. Red dye was observed surfacing within 4 hours of being introduced into the system, suggesting that either the physical components of the system have failed or that the shallow soil conditions are not allowing adequate drainage. As result of the surfacing dye, Island Health has placed an Order for the homeowners to connect to the community sewer system no later than April 11th, 2025.

This Order is aligned with recommendations provided by MSR Solutions as the construction of new onsite wastewater treatment and disposal systems to serve the two existing residents is not considered feasible. There are two freshwater ponds on site that fluctuate seasonally, attenuating stormwater and attracting local birds, and are considered intermittent freshwater bodies for the purposes of designing a new disposal system. According to the Sewerage System Standard Practice Manual Version 3 (SPM), disposal systems require a 15 m setback from intermittent freshwater bodies. A new disposal system must also consider 3 m setbacks from property lines, 1 m setbacks from all buildings, 6 m setbacks from other disposal systems, and 3 m setbacks from tanks.

Shallow and poorly draining soils observed onsite would require the construction of a special type of sand mound referred to as a sand mantle sand mound, seen in Figure 2 below, to serve the two existing homes.

Figure III- 24. Sand mantle sand mound

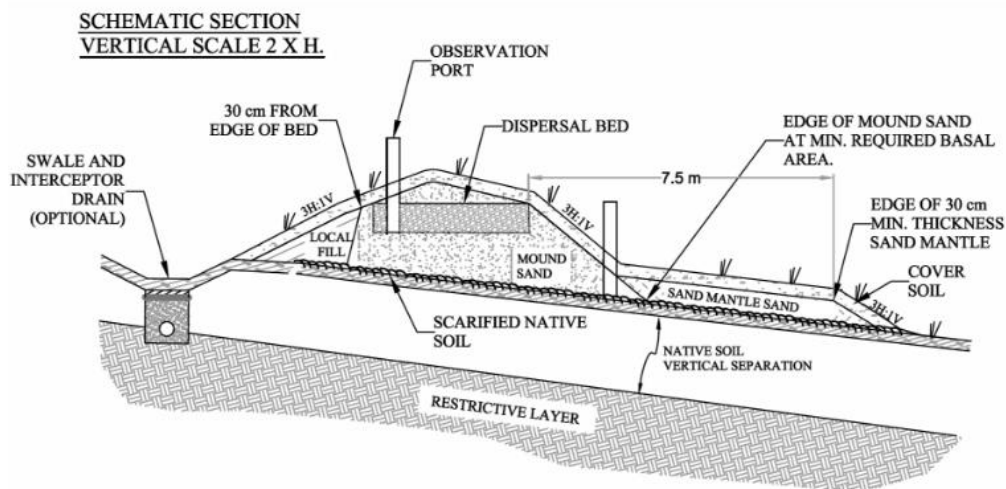


Figure 2. Sand mantle sand mound as per SPM V3.

The sand mantle sand mound is constructed like a typical sand mound but requires a greater thickness of sand with a minimum mound sand thickness of 75 cm below the infiltrative surface and minimum mantle sand thickness of 30 cm plus 10 cm of cover. The imported sand would be placed on top of the existing native ground. With a Hydraulic Loading Rate (HLR) of 30 L/day/m², the required Area of Infiltrative Surface (AIS) for a disposal bed is 77 m², resulting in a basal area of approximately 86 m². With the additional 7.5 m mantle extending from the dispersal

bed, the total footprint of the sand mantle sand mound would be approximately 165 m². Considered alongside the approximate 10 m² footprint required for a new septic tank and pump tank, and the associated 3 m setback between tankage and the new field, there is simply not enough space on the property to accommodate a new onsite wastewater treatment and disposal system that satisfies the criteria of the SPM.

Refer to the attached Site Plan for a visual of the required footprint of the sand mound and required tanks. A footprint sketch on the south side of the property is included to provide general context for space requirements; however, the south side of the property, or even a central location, are not advisable locations for a field for several reasons.

Installation at the southern location would require removal or relocation of an existing shed, while a central location would restrict access to various out buildings on the property. Both locations require driveway reconfiguration including removal of existing and construction of new. This is financially burdensome and anticipated to have negative impacts on the rest of the property as areas used for food production, beekeeping, and housing chickens would have to be relocated to accommodate a new driveway route. Removing portions of the existing driveway and attempting to restore the ground in preparation for a new sand mound provides no guarantees of creating a suitable area for a new disposal area – instead, it places a substantial financial burden on the homeowner with increased risk.

When evaluating the southern and central portions of the lot, we must consider that these areas have been heavily compacted over decades of use as driveways for vehicles and farm equipment. As a result, we anticipate reduced vertical separation (VS) to the restrictive layer and a lower hydraulic loading rate (HLR) compared to the soils in the north. Reductions in both VS and HLR would require increased sand depth and a larger basal area, resulting in an even greater system footprint.

Even with these design adjustments, we expect the risk of breakout in this location to remain high. Continued compaction from adjacent driveway use will further inhibit lateral water movement over time, increasing the risk to human health and the environment – acting contrary to the objectives outlined in the Order from Island Health.

Financial considerations are not always at the forefront of discussions surrounding feasibility; however, they are a critical factor when considering reasonability. Costs well beyond typical expectations would be incurred to attempt to create a viable solution within the constraints described above. Estimated costs for driveway reconfiguration are in the range of \$10,000 to \$15,000 but the viability and overall scope of work are unknown at this time. Estimated costs for construction and installation of a new onsite wastewater treatment system are in the range of \$60,000, in addition to \$15,000 in engineering.

Inclusion of this property in the Sewer Service Area is recommended as the most practical and feasible solution to minimize environmental impacts and to ensure long-term protection of human health and the environment. Once a new service connection is complete, it is recommended to decommission the existing system and abandon in place. A new sewer pump tank will be installed, and a sewer force main will convey flows to the sanitary sewer service connection, complete with inspection chamber, as per MCCD S7, allowing flows to transition to gravity conveyance into the existing PVC sewer gravity main. Attached to this letter is a Site Plan detailing the proposed connection, a Site Plan illustrating the setback restrictions of the property and the required footprint for a new field and tanks, and the Order received from Island Health.

In summary, a recent inspection conducted by Island Health has demonstrated that the existing sewer systems on 1331 and 1335 Roy Road are inadequate, resulting in a health Order to connect to the community sewer system. Analysis conducted by MSR Solutions has determined that the construction of a new onsite system is not feasible, demonstrating that connection to the community sewer system is the best option for protecting human health and the environment.

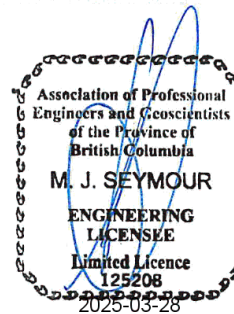
As such, the property owners wish to be included in Saanich's Sewer Service Area and would like to have a new Sewer Service Connection installed. The property owners understand that they are responsible for all costs associated with the connection. Should you have any questions or require further information please do not hesitate to contact the undersigned below.

Prepared By:



Justin Allen, EIT
Project Engineer
justin@msrsolutions.ca

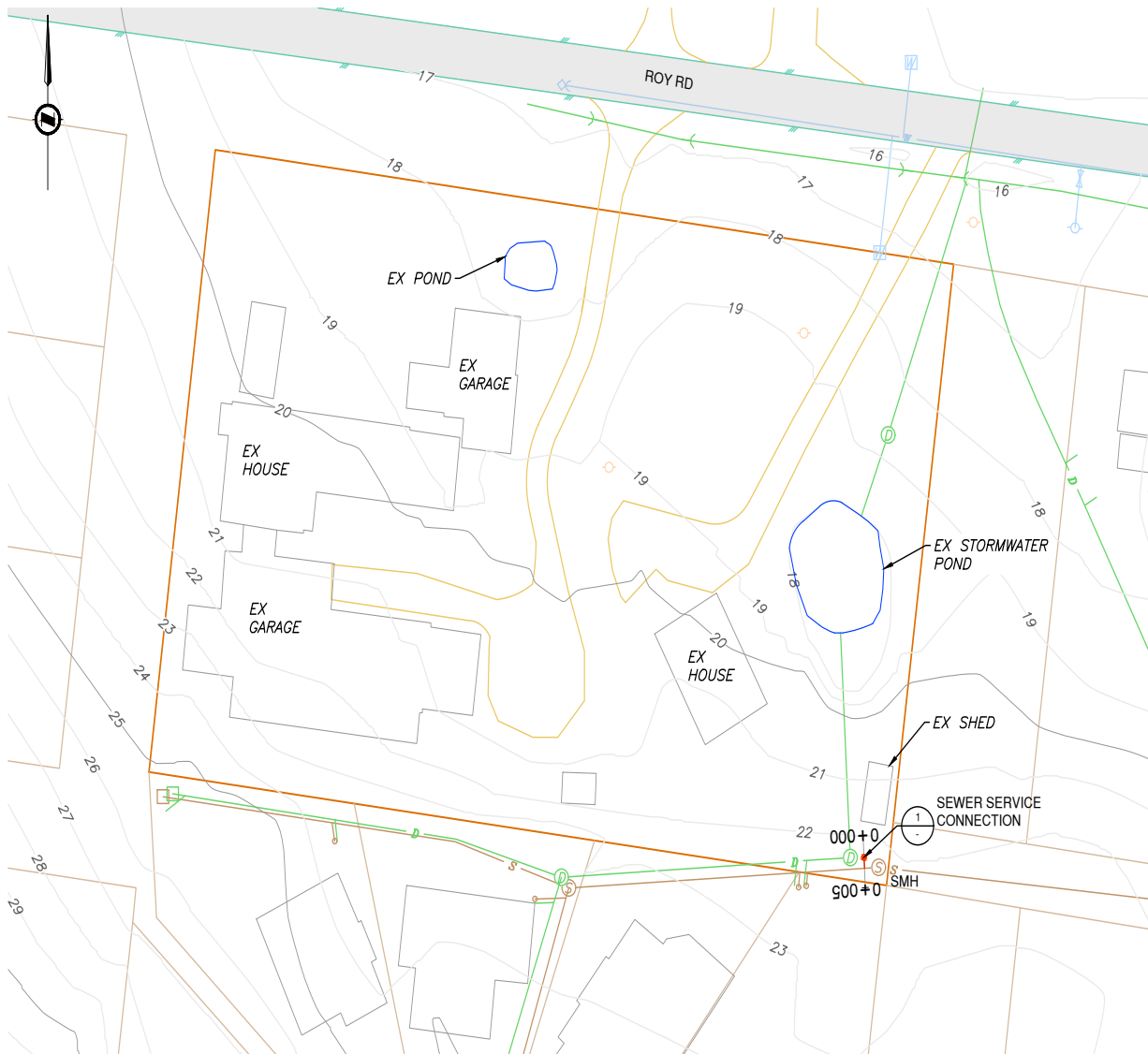
Approved By:



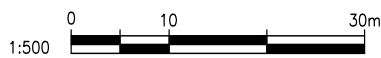
Mike Seymour, P.L. Eng.
Principal
mike@msrsolutions.ca

Attachments:

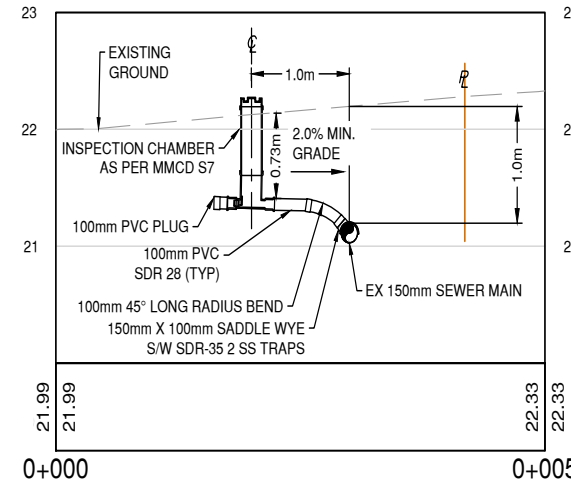
Drawing C01 – Service Connection Site Plan; Drawing C02 – Disposal Field Setbacks; Island Health Order



SITE PLAN
SCALE: 1:500



LOCATION PLAN
SCALE: 1:5000



SEWER SERVICE CONNECTION DETAIL 1
SCALE: 1:50

PRELIMINARY -
FOR DISCUSSION
PURPOSES ONLY
MARCH 2025

DISTRICT OF SAANICH

ISSUED					
1	PRELIMINARY	2025.03.12.	AM	JA	MS
REV.	DESCRIPTION	DATE	DRAWN	CHECKED	APPR



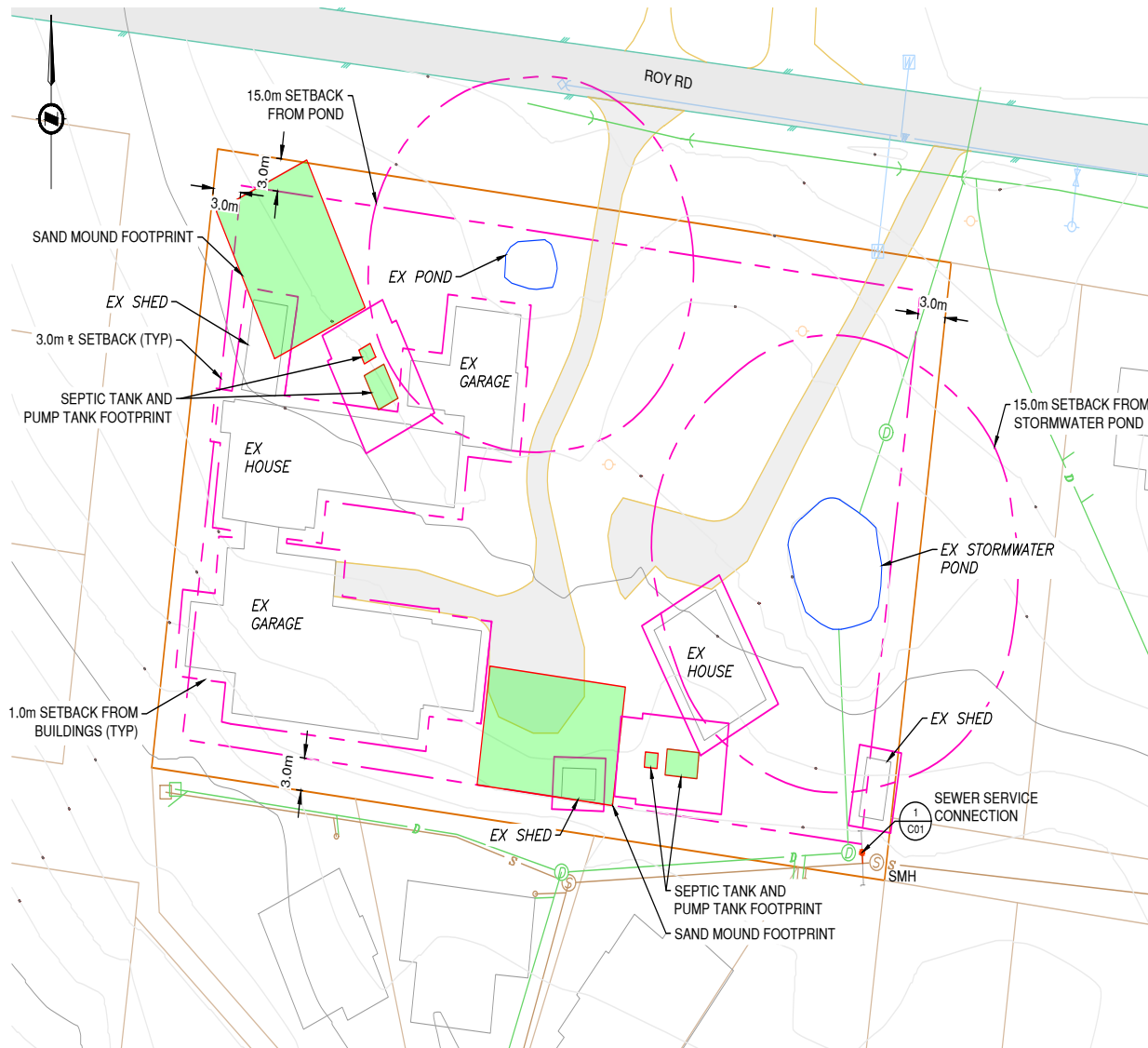
MSR SOLUTIONS INC.
INNOVATIVE ENGINEERING SOLUTIONS
125 - 462 GARDEN AVENUE, LANGFORD
B.C. V9B 0N8
OFFICE: (250) 479-5164
msr@msrsolutions.ca

STAMP

SCALE: AS SHOWN
DESIGN: JA
DRAWN: AM
CHECKED: JA
APPROVED: MS

CLIENT			
CHRISTOPHER PAGE			
PROJECT			
1335 ROY RD 1335 ROY RD SITE PLAN			
PROJECT NO.	SHEET NO.	DRAWING NO.	REVISION NO.
24-931	1 OF 2	C01	1

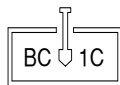
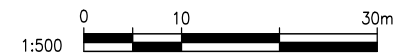
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CALL BEFORE YOU DIG!
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THE CONTRACTOR IS TO CALL BC ONE CALL AND HAVE EXISTING UG SERVICES STAKED PRIOR TO ANY CONSTRUCTION



SITE PLAN
SCALE: 1:500

PRELIMINARY –
FOR DISCUSSION
PURPOSES ONLY
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DISTRICT OF SAANICH



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ISSUED

REV.	DESCRIPTION	DATE	DRAWN	CHECKED	APPR
1	PRELIMINARY	2025.03.28.	AM	JA	MS



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INNOVATIVE ENGINEERING SOLUTIONS
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B.C. V9B 0N8
OFFICE: (250) 479-5164
admin@msrsolutions.ca

STAMP

SCALE: H: 1:500

DESIGN: JA

DRAWN: AM

CHECKED: JA

APPROVED: MS

CLIENT CHRISTOPHER PAGE

PROJECT
1335 ROY RD
1335 ROY RD SITE PLAN
DISPOSAL FIELD SETBACKS

PROJECT NO. 24-931	SHEET NO. 2 OF 2	DRAWING NO. C02	REVISION NO. 2
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ORDER

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To: Jeannie Page, Christopher Page, and Suzanne Marion Page
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Section 43 of the *Public Health Act* gives you the right to request the issuing Health Officer to reconsider the Order.

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Dated at Victoria, BC this 3rd day of March 2025.

A handwritten signature in black ink, reading "Rachel Sabourin". The signature is fluid and cursive, with the first name "Rachel" and last name "Sabourin" clearly distinguishable.

Rachel Sabourin, CPHI(C)
Environmental Health Officer

RS/ksd

cc: Joanne Lum, Senior Environmental Health Officer
Rory Beise, Land Use/Drinking Water Consultant

THE CORPORATION OF THE DISTRICT OF SAANICH

BYLAW NO. 10146

TO AMEND SANITARY SEWER BYLAW, 2006, NO. 8792

WHEREAS the Municipal Council of The Corporation of the District of Saanich wishes to include within Saanich's sanitary sewer service area the residential building footprints having a civic address of 1335 Roy Road Avenue, and legally described as Lot 5, Section 13, Lake District Plan 62435 EXCEPT Plans VIP66019, 70218, 72669;

NOW THEREFORE the Municipal Council of The Corporation of the District of Saanich in open meeting assembled enacts as follows:

1. Sanitary Sewer Bylaw, 2006, No. 10146 is hereby amended by deleting Map 25 from Schedule "D" and replacing it with the new Map 25 dated April 2025 attached to this Bylaw as Schedule "1".
2. This Bylaw may be cited for all purposes as the "**SANITARY SEWER BYLAW, 2006, AMENDMENT BYLAW, 2025, NO. 10146**".

Read a first time this day of, 2025.

Read a second time day of, 2025.

Read a third time day of , 2025.

Adopted by Council, signed by the Mayor and Corporate Officer and sealed with the Seal of the Corporation on the day of , 2025.

Corporate Officer

Mayor

