

## MEMORANDUM

---

To: Michigan Department of Environmental Quality (MDEQ)  
Revolving Loan Section, Attn: Izabel Hartman

From: Sally Duffy, PE  
Hubbell, Roth & Clark, Inc.

CC: Mr. Gary Nigro, PE  
Oakland County Water Resources Commissioner

Date: October 31, 2017

Re: Acacia Park CSO Drainage District  
MDEQ Stormwater, Asset Management and Wastewater (SAW) Grant #1221-01  
Summary of Wastewater Asset Management Plan

---

The following is a summary of the work completed under the MDEQ SAW Grant work performed by the Oakland County Water Resources Commissioner's office on behalf of the Acacia Park CSO Drainage District. It includes a summary of the project scope, results and findings of activities covered by the grant, grant amount spent and match amount, and contact information. It has been prepared as required under Section 603 of Public Act 84 of 2015, and follows recent MDEQ guidance.

## GRANTEE INFORMATION

Acacia Park CSO Drainage District, SAW Grant Project #1221-01

Project Grant Amount: \$656,118

Applicant Match Amount \$65,612

Authorized Representative  
Jim Nash, Birmingham Drainage  
District, Chairman  
Oakland County Water  
Resources Commissioner  
One Public Works Drive,  
Building 95 West  
Waterford, MI 48328  
(248) 858-0958  
wrc@oakgov.com

Consultant Contact  
Sally Duffy, Sr. Proj. Engineer  
Hubbell, Roth & Clark, Inc.,  
555 Hulet Drive  
PO Box 824  
Bloomfield Hills, MI 48303  
(248) 454-6300  
sduffy@hrcengr.com

WRC Project Manager  
Gary Nigro, Chief Engineer  
Oakland County Water  
Resources Commissioner  
One Public Works Drive,  
Building 95 West  
Waterford, MI 48328  
(248) 858-5243  
nigrog@oakgov.com

## **EXECUTIVE SUMMARY**

The Acacia Park CSO Drainage District applied for and received a grant to further develop an Asset Management Plan (AMP) for its combined sewerage collection and treatment system through the Michigan Department of Environmental Quality's (MDEQ) Stormwater, Wastewater and Asset Management (SAW) program. Because the SAW program was funded through monies appropriated for water quality, other related infrastructure systems, such as drinking water, were not eligible for funding through the grant, but are considered in analysis and recommendations where appropriate.

The Acacia Park CSO Drainage District was established pursuant to Chapter 20 of the Michigan Drain Code of 1956. As such, it is governed by the Drainage Board of the Acacia Park CSO Drainage District and the is operated and maintained by the Oakland County Water Resources Commissioner (WRC) in accordance with applicable provisions of the Drain Code. The WRC has various tools used to manage the assets it owns or operates and maintains, including a GIS geodatabase, collaborative asset management system, hydraulic models, condition assessment methods, risk and prioritization models, capacity studies, asset deterioration models, and an operating and capital improvement project prioritization model. These tools are used to guide the short and long-term strategies for WRC to operate the various systems in a sustainable manner that meets the required level of service, with a focus on prioritizing assets that are most critical and being cost-effective. The funding strategy for each fund is also evaluated annually through WRC's "Long-Term Plan" (LRP) process that includes a review of the current rate structure, fund balances and anticipated future funding needs.

The WRC "Common to All" approach was generally followed with in development of the asset management plan for this system. The following is a summary of the AMP, as required by the grant, which includes a brief discussion of the five major AMP components, a list of the plan's major identified assets, and contact information for the grant.

## **WASTEWATER INVENTORY**

WRC uses its existing Geographic Information System (GIS) geodatabase as the primary means to inventory and map the assets in the system. The geodatabase includes key attributes associated with each asset, such as installation date (age), size, material, along with other information as needed for a given asset type.

WRC currently uses the Cityworks software package for its Computer Maintenance Management System (CMMS,) which then collaborates with the GIS to present a single interface to the user via the Collaborative Asset Management System (CAMS.) CAMS assists in managing inspections and maintenance work by generating and tracking work orders, collecting inspection and condition data, and compiling costs and hours spent on each asset. Maintenance history and costs can be tracked on an asset and/or fund level.

Condition assessment tools and protocols were developed by WRC to allow for efficient and consistent recording of asset condition. For sanitary, combined, and stormwater sewer assets, a NASSCO-compliant software program stores data collected during sewer televising. The data stored can be shared with the existing CAMS system. Inspection work orders in the CAMS system are used for evaluation of other types of assets, such as manholes and other collection system structures, and for most vertical asset types, such as pumps, valves, structures, etc.

As part of the grant for Acacia Park CSO Drainage District, the GIS geodatabase inventory was reviewed for completeness and to ensure critical attributes were populated. Approximately 19,661 lineal feet of combined sewer underwent condition assessment via cleaning and televising. Approximately 59 manhole and other related structures were evaluated using the CAMS inspection work orders. Vertical assets, which includes the CSO storage and treatment facility and regulator structure, were inventoried using a WRC hierarchy template and condition assessment data was collected and input into the CAMS system.

## **CRITICALITY OF ASSETS**

WRC implemented PowerPlan asset optimization software as part of the “Common to All” Program. Baseline Probability of Failure (POF) and Consequence of Failure (COF) factors were configured into the software as part of that Program, and were used to estimate the overall risk of the horizontal assets (sewers and associated structures.) For pump stations and storage and treatment facilities, individual assets were reviewed by staff as part of the grant work, and POF and COF factors determined and input into the software.

Both the POF and COF were scored on a scale of 1 to 5, with 1 being the lowest probability or consequence of failure, and 5 corresponding to the highest probability or consequence of failure. The Business Risk Evaluation (BRE or Risk) score is the product of the POF score and the COF score (POF times COF equals Risk,) and has a scale of 1 to 25. Higher BRE scores identify the assets with the greatest overall risk.

The POF and COF for horizontal assets are determined using scoring values developed uniquely for each asset type, such as gravity main, non-gravity main, manhole, etc. The POF and COF scores for each asset type are calculated using attribute data from the GIS geodatabase, inspection data from the CAMS system, and NASSCO PACP and MACP ratings. The primary attribute for determining the POF of gravity mains (sanitary and storm sewers) was the PACP Structural Quick Score. The PACP Maintenance Quick Score and age are also incorporated into the POF rating. Where PACP scores were not available, the POF score was based on the age-based assumed condition.

For force mains, the POF was based on age, normal operating pressure, quantity of repairs tracked in the CMMS, and velocity. For manholes and other access structures, the POF is based primarily on the MACP fields cover condition, frame condition, chimney condition, cone condition, wall condition, bench condition, and channel condition along with age. If the MACP data was not available, the score was based on just age.

The COF for mains and access points (storm, combined and sanitary sewers, force mains, siphons and related structures) was determined based on asset depth, size, proximity to groundwater and flood zones, and proximity to roads and intersections.

The POF and COF of vertical assets were calculated using a scoring matrix. The POF for vertical assets was calculated using a combination of age and physical condition collected from inspections performed using work orders through the CAMS system. O&M protocol and performance factors were also scored and used in the calculation. In the absence of any other data, age was used to estimate POF. The COF for vertical assets was scored using a matrix of factors including: safety of public and employees, financial impact, public confidence, regulatory compliance, and firm capacity.

In general, the assets with the highest consequence of failure were associated with the disinfection system at the RTB, because of its impact on protection of public health and permit compliance, and larger diameter sewers and associated structures located in or near major roadways. In general, most of

these assets were currently found to have a lower probability of failure based on their current condition, so overall system risk is currently within the desired level of service.

## LEVEL OF SERVICE DETERMINATION

At the strategic level, the Level of Service (LOS) identifies the long-term goals and strategies of the organization. An overall LOS guiding matrix was developed to document the goals and strategies of the WRC organization. The WRC Mission Statement and the annual Long Range Plan (LRP) rate process form additional elements of the LOS.

The WRC's current Mission Statement is:

*The Oakland County Water Resources Commissioner's Office is dedicated to the preservation and protection of our water environments, public health, welfare, convenience and the citizen's right to quality water. We are committed to acting with integrity and professionalism and will always seek collaboration among our Oakland County communities and regional partners.*

*We commit ourselves to providing our customers with high value services that are fairly priced, environmentally sound and sustainable in the long term. We are committed to an open dialogue with our communities and promise to keep lines of communication open.*

*In our pursuit of excellence and continuous improvement, every member of our staff will respond to issues of the public promptly, safely, respectfully and with sensitivity to their individual needs. Our office will always endeavor to provide an appropriate resource when an issue is not within our authority.*

*We will install a culture that perpetuates an environment promoting trust, respect and teamwork, both within our organization and among our communities and region.*

The WRC strategic Level of Service Goals included:

- Financial Viability and Impact. Goal: Emergency repairs can be repaired within Utility Reserve Budgets of the system. Measurable: Exceedances of reserve budgets
- Public Confidence and System Service Impact. Goal: Minimal to some loss of service or impact on other services for less than four hours. No sewer system or basement backups. Minor disruption (e.g., traffic, dust, noise.) Measurable: Number of service interruptions, complaints, and backups.
- Regulatory Compliance. Goal: No state permit violations and comply with all MDEQ policies. Measurable: Number of violations
- Safety of Public and Employees. Goal: Non-reportable injuries, no lost-time injuries or medical attention required. No impact to public health. Measurable: Number of injuries and any public health advisories.
- Redundancy. Goal: Comply with 10 State Standards. Measurable: Number of violations.
- Risk and BRE score: Goal: 70% of assets have a BRE less than 15. Measurable: System risk score.
- Staffing. Goal: Staffing levels and training maintained to meet level of service. Measurable: Number of open positions, training hours.

At the tactical level, the LOS focuses on the prioritization in the medium-term and identification of factors and indicators related to performance, cost, risk, and failure probability. The Probability of Failure and Consequence of Failure scoring matrices used in the criticality and risk analysis were developed using the strategic LOS guidance. Progress toward the goals are measured through the CAMS analytic data, and is reviewed as part of the LRP process with internal staff and customers.

At the operational level, the LOS is related to procedures and information related to the short-term, day-to-day operation. Performance is measured at the asset level using work orders to collect data, and annual reporting of measurables and progress toward goals with operational staff.

## **REVENUE STRUCTURE**

The annual operation and maintenance budget includes the typical costs spent each year to operate the system and to perform normal maintenance activities. This baseline O&M budget does not include major capital improvements that are required to increase capacity, meet new regulatory requirements, or replace items that have failed or reached the end of their useful service life.

The asset optimization software assisted WRC staff by developing recommended strategies for inspection, rehabilitation and replacement needs over the long-term for each system based on condition and risk. WRC project management staff then reviewed the recommendations generated by the software and rationalized the recommendations to “real world” needs, including any improvements required due to capacity or regulation changes. The WRC uses this information as part of its existing LRP rate process to prioritize projects and ensure adequate funding is available.

The LRP rate methodology is a tool to determine utility rates and charges to provide sufficient revenues to cover the anticipated operation, maintenance, replacement, capital improvement projects, and debt costs associated with a given system, as well as to maintain a reserve balance for emergencies or a significant one-time charge. It ensures adequate revenues are collected for budgeted needs in the current year, and over the long term.

The LRP includes multiple reserve accounts that are used to fund activities above and beyond the normal annual operation and maintenance costs. The reserve accounts include:

- Emergency Repair Reserve for unexpected repairs due to system failure or catastrophic events.
- Capital Improvement Plan (CIP) Reserve for replacement of equipment or facilities in kind or with alternate technology.
- Major Maintenance Reserve which is used to minimize fluctuations of expenses not accounted for in annual operating budgets.

WRC worked with its internal fiscal staff to determine if the system’s current rate structures were sufficient to meet the current needs for the management of the wastewater system, and to plan for any adjustments that may be required to meet anticipated future expenses. A demonstration of sufficiency of the system’s current rate structure was made, as required by the SAW Grant Program, and submitted to the MDEQ six months prior to the SAW grant end date.

## **CAPITAL IMPROVEMENT PLAN**

The asset optimization software forecasts and prioritizes assets that require replacement in the planning period. The individual replacements can be combined into projects and scheduled with budget amounts established. This information is then used in the LRP process to determine rate needs for funding the

project established. A list of capital projects was developed, using recommendations from the asset optimization software, and consideration of other system needs.

The recommended projects are summarized below. Projects listed for implementation in the 0 to 5 year range include cost estimates prepared on data available at the study/feasibility level. Projects in the 6 to 20 year range are based on broad concepts only and costs are based on cost curves and other general tools. All projects are listed for financial and resource planning purposes only. Changes to project inclusion, scope, cost and/or timing are expected as resources are allocated and changes occur in prioritization, regulations, technology, cost and other data becomes available.

**Capital Projects, 0 to 5 years:**

- \$30,000 for collection system spot repairs in pipe and manholes in system. To be performed from budgeted funds over 5-year period.
- \$30,000 for relining of sodium hypochlorite tanks. To be performed from budgeted funds over 5-year period.
- \$750,000 for replacement and rehabilitation of mechanical (pumps, valves, H&V systems, etc.), electrical and instrumentation equipment at the RTB facility. To be performed from budgeted funds over 5-year period.
- \$100,000 structural repairs in basin. Minor cracks, control joints, water intrusion, etc. To be performed from budgeted funds over 5-year period.

**Total Cost for 5-year CIP: Approximately \$900,000.**

**Capital Projects 6 to 20 year:**

- \$165,000 for work spot repairs in pipe and manholes and to line one pipe in system over next 20 years.
- \$7,000,000 for continued replacement and rehabilitation of mechanical, electrical and instrumentation equipment at the RTB facility over 20 years.
- Estimate of approximately \$500,000 structural repairs in basin over 20 years

**Total Cost for 6 to 20-year CIP: Approximately \$7,665,000.**

The cost estimate provided in the 6 to 20 year capital planning period was developed using WRC's asset optimization tool. It makes recommendations based on the specified parameters configured for the various "triggers," "events," and "strategies." The recommendations do not take into account the effect of WRC's regular preventive or predictive maintenance programs. The asset optimization tool also recommends additional "inspection" events where the condition of individual assets will be reviewed periodically (typically annually), and if condition is still found to be good, recommended replacements will be deferred and may then fall outside the 20 year planning period. These conservative costs are provided for future planning needs only, and will continue to be monitored and adjusted through WRC's annual LRP process. Maintenance and repair history, along with condition of assets, will be reviewed at least annually as part of the rate review process using data and deterioration modeling provided by WRC's CAMS system and asset optimization tool. The estimated costs provided may also change in response to future regulatory needs, affordability criteria, or other considerations that are not foreseeable at this time.

## **RECOMMENDATIONS**

In order to keep this AMP sustainable into the future, the LRP process will be undertaken annually to review existing recommendations, status of current projects, and forecasted needs against available reserves and anticipated funding. The asset optimization tool will be regularly synced with CAMS to incorporate any new GIS and operational and condition data. The software will then automatically update recommended events, treatment and replacement strategies, and capital projects. The updated recommendations will be reviewed quarterly and as part of the annual LRP to ensure the availability of required funds for the projects.

## **LIST OF MAJOR ASSETS**

The Acacia Park CSO Drainage District's major assets include:

- Approximately 19,661 lineal feet of combined sewer, ranging in size from 15" to 120" diameter and 84" x 168" rectangular sewer.
- Approximately 59 combined sewer manholes, inlets and access structures
- One 4.0 Million Gallon Retention Treatment Basin and Regulator Structure. This facility includes approximately 97 major assets.