

1.1 Background

The Milwaukee Metropolitan Sewerage District (MMSD or District) has prepared its Capacity, Management, Operation, and Maintenance (CMOM) Program to comply with the requirements of a Stipulation Agreement (Stipulation) (1) between the District and the State of Wisconsin. The Stipulation spells out, among other items, certain requirements of the District CMOM Program and a deadline for completion. Further detail on the requirements of the Stipulation is provided below in section 1.3 and Appendix 1-1.

1.2 Overview of the District

The Milwaukee Metropolitan Sewerage District is a special purpose District existing under the laws of the State of Wisconsin to provide regional wastewater treatment and flood management services. The District is governed by a commission of 11 members that are appointed by the mayor of the City of Milwaukee and the Intergovernmental Cooperation Council. The District's mission statement is:

To cost-effectively protect public health and the environment, prevent pollution and enhance the quality of area waterways

The District's service area consists of Milwaukee County, except for the City of South Milwaukee, and portions of Ozaukee, Washington, Waukesha, and Racine Counties in the southeastern part of the State of Wisconsin.

The District currently owns approximately 300 miles of collection, conveyance and storage sewers and two regional wastewater treatment plants. The District also has jurisdictional authority to construct improvements over approximately 124 miles of watercourse systems within Milwaukee County.

There are two primary sources of information regarding CMOM programs that the District used as references to develop its program. The first and main source was the Stipulation, for which the District had to meet all requirements. The second source was the draft sanitary sewer overflow (SSO) rule (2) proposed by the United States Environmental Protection Agency (USEPA) that was subsequently withdrawn. Although this withdrawn SSO Rule was never promulgated, it was considered, in the absence of other guidance, in developing the District CMOM Program. Each of these is discussed below.

1.3 District Stipulation Agreement

The District entered into the Stipulation in 2002. The Stipulation requires the District to, among other things:

- Complete a 2020 Facilities Plan¹

¹ The CMOM Program was developed in coordination with the 2020 Facilities Plan. The 2020 Facilities Plan satisfies the SECAP requirements of a CMOM Program.

- Develop a CMOM Program
- Implement District rule changes that require satellite systems to develop CMOM Programs

The Stipulation requires that the “...regional CMOM shall be comprised of four integrated components.” The four components are:

- 1) A management plan;
- 2) An overflow response plan;
- 3) A system evaluation and capacity assurance plan; and
- 4) A communications and program audit plan.

In addition, the Stipulation spells out:

- ✓ The approach that the District shall undertake to develop the CMOM program;
- ✓ Inclusion of the District satellite municipalities;
- ✓ Documentation requirements of the CMOM Program; and
- ✓ A deadline for completion of the CMOM Program.

The development of the District CMOM Program was coordinated with the 2020 Facilities Planning Process and was included in the public input process used during development of the 2020 Facilities Plan.

The paragraphs of the Stipulation regarding the CMOM Program at the District are included in Appendix 1-1.

1.4 Withdrawn SSO Rule

In the year 2001, § 122.42 of the USEPA rules was proposed to be revised to add paragraphs (e), (f) and (g). These revisions to the USEPA rules are collectively referred to in this document as the withdrawn SSO rule (2). CMOM program requirements are listed in § 122.42 (e). The prohibition of discharges is discussed in § 122.42 (f), including those discharges caused by severe natural conditions or other factors beyond the control of the utility. Reporting, public notification and recordkeeping requirements are discussed in § 122.42 (g). The withdrawn SSO rule was considered, in the absence of other guidance, in developing the District CMOM Program.

There are three sections regarding the CMOM program itself in § 122.42 (e). They are the general standards, the components of a CMOM program, and communications. The components of a CMOM program, as proposed in the withdrawn SSO rule are:

- (i) Goals
- (ii) Organization
- (iii) Legal Authority
- (iv) Measures and Activities
- (v) Design and Performance Provisions
- (vi) Monitoring, Measurement, and Program Modifications
- (vii) Overflow Emergency Response Plan
- (viii) System Evaluation and Capacity Assurance Plan
- (ix) CMOM Program Audits

The District considered the withdrawn SSO rule and applied its components and principals, in the absence of other guidance, to fulfill the requirements and intentions of the Stipulation-required CMOM Program. The entire text of the proposed § 122.42 (e), (f), and (g) is included in Appendix 1-2.

1.5 District CMOM Program Structure

The District CMOM Program is structured to satisfy the Stipulation requirements and is comprised of the following:

Management Plan (Chapter 2)

The Management Plan contains the goals and objectives, organizational structure to manage the CMOM Program, legal authority to control I/I, design criteria, benchmarking methods, performance measures and reporting methods for CMOM compliance reviews.

Asset Management Plan (Chapter 3)

The Asset Management Plan contains the immediate, near-term and long-term needs of the District regarding its assets. It addresses the vision, organization and planning for the asset management plan, as well as asset needs such as asset knowledge, asset planning, asset refurbishment and replacement, asset development, asset operation and maintenance, asset condition monitoring, asset financing and asset financial reporting.

Overflow Response Plan (Chapter 4)

The Overflow Response Plan contains the District procedures for being aware of, responding to and reporting of overflows. The response includes review and analysis to develop corrective actions, where necessary, to prevent future overflows.

System Evaluation and Capacity Assurance Plan (Chapter 5)

The System Evaluation and Capacity Assurance Plan contains the District capacity evaluations for wastewater conveyance, wastewater treatment and watercourse systems. This plan includes descriptions of the generation of flows and loadings, system responses and identification of deficiencies relative to the desired level of protection against overflows and flooding.

Communication Plan (Chapter 6)

The Communication Plan contains the District plan for communicating its CMOM Program to stakeholders, including internal, regulatory and public stakeholders, as well as receiving feedback from stakeholders.

Audit Plan (Chapter 7)

The Audit Plan contains the District plan for conducting an audit of the entire CMOM Program in the year 2012.

Satellite CMOM Effort (Chapter 8)

Chapter 8 describes the efforts that the District has taken to date and has planned for the future to meet the Stipulation requirements regarding inclusion of the satellite municipalities and development of a regional CMOM Program.

The Program, including objectives, strategies, tactics and other activities will be subject to change and refinement as the District continues implementing and gains experience with the CMOM Program. Future changes to the CMOM Program will be documented in District CMOM reports.