

# SALES TAX PROJECTS

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**Project Number:** 28  
**Project Name:** Northeast Gateway  
**Total Project Cost:** \$77,990,000

**Total Project Cost Notes**

Total Phase I (Tier 1) Costs: \$47,300,000

Total Phase II (Tier 2) Costs: \$30,690,000

The Total Net Cost is \$64.9 million with CNL's proposed cost-recovery

**Executive Project Summary:**

The Northeast Gateway is an expansion of the original proposal for infrastructure within Canopy, a 505-acre planned unit development. The Northeast Gateway includes major infrastructure within the entire 7,000-acre Welaunee Critical Planning Area. This infrastructure includes region-serving roads to distribute traffic north, south, east and west from a new I-10 interchange at Welaunee Boulevard, which was recommended in the Florida Department of Transportation (FDOT) Master Plan Update on February 28, 2013. The roads include the extension of Welaunee Boulevard from Fleischmann Road to Centerville Road and the extension of Shamrock Way from Centerville Road to U.S. 90 (Mahan Drive). The Northeast Gateway proposal also includes a new 8.4-mile-long Welaunee Greenway that would connect with the Miccosukee Canopy Road Greenway (MCRG) and cross I-10 on a proposed pedestrian / bicycle bridge, for an estimated 17-mile loop. These projects (except the Welaunee Greenway) are included in local government land use and transportation plans dating back to 1990. Except for a portion of the Welaunee Greenway, all projects will be located inside the Urban Services Area on lands planned for urban development since 1990.

Phase I is prioritized at Tier 1 funding for \$47.3 million (net \$34.3 million with proposed cost-recovery from Canopy property owners).

Phase II is prioritized at Tier 2 funding for the remaining \$30.69 million..

Community benefits from the Northeast Gateway include:

- The I-10 interchange, Welaunee Boulevard and other region-serving roads will relieve congestion and potentially avoid costs for upgrades at Thomasville Road and U.S. 90.
- Welaunee Boulevard and connecting roads will relieve congestion on Miccosukee and Centerville roads, two scenic and protected canopy roads.
- The I-10 interchange and mixed-use centers throughout the 7,000-acre Welaunee Critical Planning Area will become additional magnets for economic development.
- The Welaunee Greenway, with an iconic footbridge across I-10 and connected to the Miccosukee Canopy Road Greenway, would create a 17-mile trail loop.
- Local commitments for construction of region-serving roads to support the I-10 interchange will be leveraged to attract interchange funding from other sources.

**Actions Taken by the Committee:**

March 28, 2013: Moved the project to a second round for consideration.

April 26, 2013: Moved the project to Priority Level 1 and asked the Welaunee consultant team to present more project information on May 9, 2013.

June 13, 2013: Moved Phase I of Project 28 (\$47.8 Million for road plan and Greenway) to Tier 1 status, with the funding condition that FDOT must commit to building the proposed Welaunee I-10 interchange within 5 years of the new Sales Tax taking effect and that the project site landowners donate all right-of-way. Phase II of the project moved to Tier 2 status.

**Themes**

- |  |   |
|--|---|
| <input checked="" type="checkbox"/> Regional Mobility/Transportation | <input checked="" type="checkbox"/> Economic Vitality |
| <input type="checkbox"/> Sense of Community                          | <input checked="" type="checkbox"/> Ecotourism/Parks  |
| <input checked="" type="checkbox"/> Environmental/Water Quality      | <input type="checkbox"/> Vertical Infrastructure      |
| <input checked="" type="checkbox"/> Connectivity                     | <input checked="" type="checkbox"/> Gateways          |

**Detail Project Description**

See Attachment #1

**Cost By Themes**

\$69,500,000	Regional Mobility/Transportation
	Sense of Community
	Environmental/Water Quality
\$8,490,000	Connectivity
	Economic Vitality
	Ecotourism/Parks
	Vertical Infrastructure
	Gateways

# Sales Tax Projects

**Project Number:** 28 (as amended)

**Project Name:** Northeast Gateway f/k/a Welaunee Critical Planning Area Regional Infrastructure

**Total Project Cost:** \$77.9 million (net \$64.9 million with CNL's proposed cost-recovery)

**Total Project Cost Notes:** The cost of the pedestrian bridge has been revised from \$1.0 million to \$1.5 million.

## Executive Project Summary

The Northeast Gateway is an expansion of the original proposal for infrastructure within Canopy, a 505-acre planned unit development. The Northeast Gateway includes major infrastructure within the entire 7,000-acre Welaunee Critical Planning Area. This infrastructure includes region-serving roads to distribute traffic north, south, east and west from a new I-10 interchange at Welaunee Boulevard, which was recommended in the Florida Department of Transportation (FDOT) Master Plan Update on February 28, 2013. The roads include the extension of Welaunee Boulevard from Fleischmann Road to Centerville Road and the extension of Shamrock Way from Centerville Road to U.S. 90 (Mahan Drive). The Northeast Gateway proposal also includes a new 8.4-mile-long Welaunee Greenway that would connect with the Miccosukee Canopy Road Greenway (MCRG) and cross I-10 on a proposed pedestrian / bicycle bridge, for an estimated 17-mile loop. These projects (except the Welaunee Greenway) are included in local government land use and transportation plans dating back to 1990. Except for a portion of the Welaunee Greenway, all projects will be located inside the Urban Services Area on lands planned for urban development since 1990. Blueprint Tier 1 funding is proposed for Phase I at \$47.3 million (net \$34.3 million with proposed cost-recovery from Canopy property owners). Tier 1 or Tier 2 funding is proposed for the remaining \$30.69 million.

Community benefits from the Northeast Gateway include:

- The I-10 interchange, Welaunee Boulevard and other region-serving roads will relieve congestion and potentially avoid costs for upgrades at Thomasville Road and U.S. 90.
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- Local commitments for construction of region-serving roads to support the I-10 interchange will be leveraged to attract interchange funding from other sources.

## Themes

- |                                     |                                  |                                     |                         |
|-------------------------------------|----------------------------------|-------------------------------------|-------------------------|
| <input checked="" type="checkbox"/> | Regional Mobility/Transportation | <input checked="" type="checkbox"/> | Economic Vitality       |
| <input checked="" type="checkbox"/> | Sense of Community               | <input checked="" type="checkbox"/> | Ecotourism/Parks        |
| <input type="checkbox"/>            | Water Quality                    | <input checked="" type="checkbox"/> | Vertical Infrastructure |
| <input checked="" type="checkbox"/> | Connectivity                     | <input checked="" type="checkbox"/> | Gateways                |

## Detailed Project Description

### *Background*

In 1990, the Tallahassee-Leon County Comprehensive Plan designated most of Welaunee as a critical planning area requiring an additional level of planning before the property could develop. In 1990, the City of Tallahassee entered into an Urban Services-Development Agreement with Powerhouse, Inc., the family company that owns Welaunee. In the agreement, the City and Powerhouse agreed (1) Powerhouse would annex the entire property into the City; (2) the City would provide water, wastewater and electric service as the property develops; and (3) Powerhouse would reserve and eventually dedicate right of way for the Northeast Capital Parkway (then planned from Dempsey Mayo Road through Welaunee and across I-10 to Roberts Road) and for the extension of Shamrock Way from Centerville Road to U.S. 90.

In 1996, Powerhouse agreed to sell land to Holy Comforter School for its new campus on Fleischmann Road. In 1998, Powerhouse sold 501 acres for creation of the MCRG, a 6-mile-long linear park originally planned for passive and active recreation. The land was acquired by the State of Florida with Leon County designated as greenway manager. (In addition, Powerhouse and the Davenport family granted conservation easements for nine acres along portions of Miccosukee Road to protect its scenic qualities.) The transactions included reservation of road access easements across the greenway to the extension of Shamrock Way.

In 2002, the City and County amended the Tallahassee-Leon County Comprehensive Plan to include critical area plans for 1,250 acres in the Toe and 1,092 acres in the Heel, including the MCRG. No planning was undertaken for the 4,600-acre Arch. The critical area plan included provisions for a new interchange for I-10 and Welaunee Boulevard. Land use controls advocated by Powerhouse and adopted by the City and County are intended to result in a traditional neighborhood development (TND) design pattern in the Toe and Heel.

In 2006, CNL Tallahassee I, LLC (CNL) purchased 246 acres in the Toe with an option to purchase another 259 acres of the Toe. In 2011, the City Commission approved the PUD Concept Planned Unit Development for the CNL project, named "Canopy". The Canopy Development Agreement was also signed by the parties to govern development of the project.

In 2006, the City purchased 438 acres in the Toe, including land abutting the south side of I-10. The City and Powerhouse each agreed to reserve for dedication 9 acres, on their respective lands bordering I-10, for eventual construction of the new I-10 interchange. In addition, Powerhouse renewed the right of way reservation for the Shamrock Way Extension. The City presently has pending a proposed planned unit development application for its 438 acres, which is scheduled for consideration by the City Commission later this year.

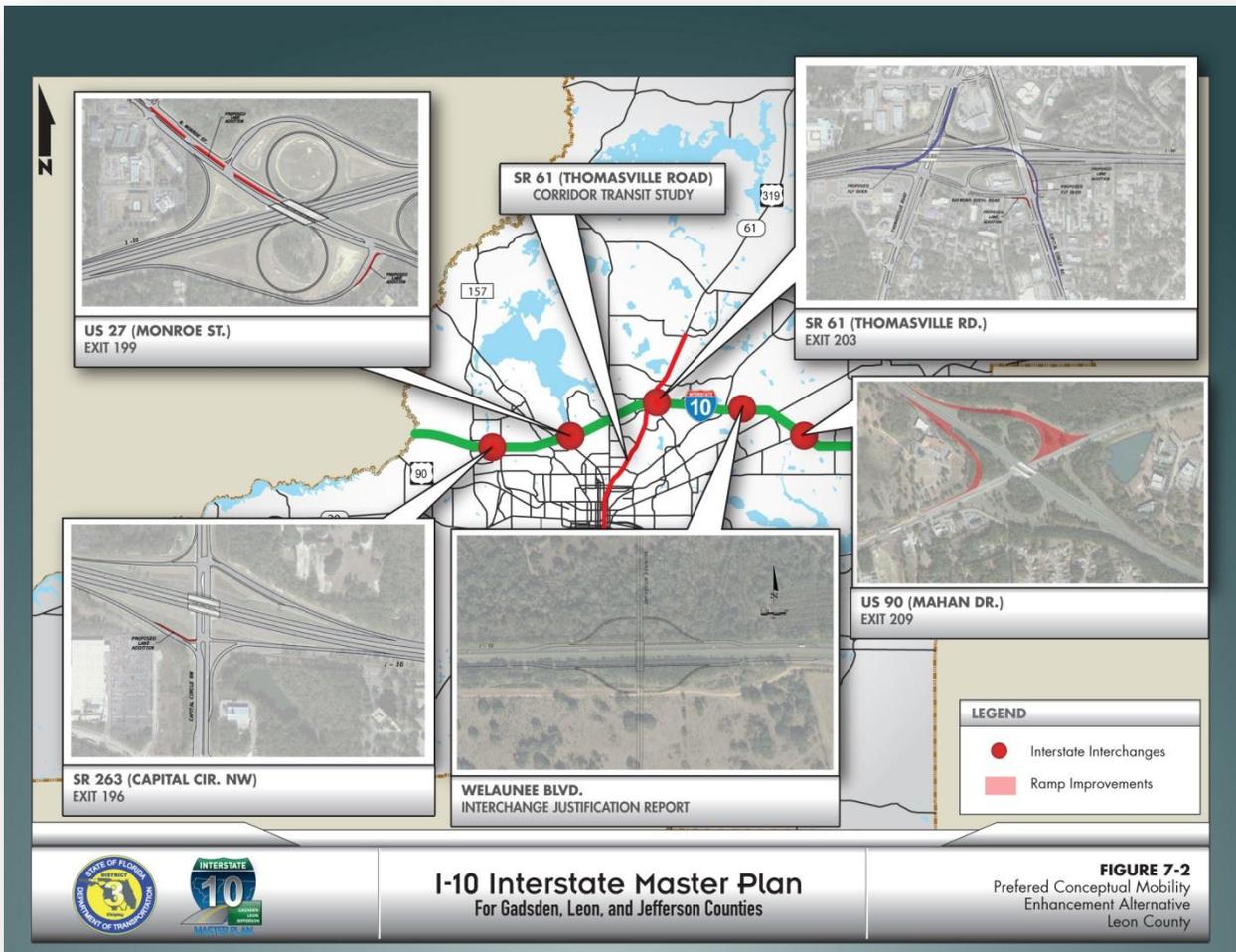
The Canopy PUD grants development approval for 1,572 residential units and 497,927 GSF of non-residential uses. The City's proposed PUD would grant development approval for 1,817 residential units and 272,441 GSF of non-residential uses. The critical area plan for the Heel grants land use approval for 2,107 residential units and 1.14 million GSF of non-residential uses. No planning has taken place for the Arch, however, the City's transportation consultants are assuming 2035 development in the Arch would total 5,200 residential units plus 1.45 million GSF of retail and office uses and 300 hotel rooms. At present, the Welaunee Critical Planning Area is expected to include 8,790 residential units for 19,074 residents (assuming 2.17 persons per household per the 2010 Census) plus 2.2 million GSF of non-residential uses in 2035. Additional development could be expected beyond 2035.

#### *New I-10 Interchange*

On Feb. 28, 2013, DOT completed an update of its I-10 Master Plan for Leon, Gadsden and Jefferson counties. The recommendations included ramp improvements for existing interchanges and taking an important step toward a new interchange at I-10 and Welaunee Boulevard in the form of preparing and submitting an Interchange Justification Report.

The City has commenced initial planning of the I-10 / Welaunee Boulevard interchange and Powerhouse, at the City's request, is participating. Powerhouse recently engaged its own planners to advise on interchange design and land use issues. Representatives of the City and Powerhouse are scheduled to begin direct discussions with DOT District 3 on May 7, 2013.

To date, transportation planning for the City indicates an I-10 interchange at Welaunee Boulevard – when connected to a region-serving road network that includes Welaunee Boulevard and the Shamrock Way extension -- would result in significant relief to traffic congestion in 2035 at the I-10 / Thomasville Road and I-10 / U.S. 90 interchanges. The anticipated reduction in congestion at existing interchanges could result in cost-avoidance by DOT through reduced expenditures for improvements to those interchanges.



### I-10 Master Plan Preferred Alternatives for Leon County (Feb. 28, 2013)

The I-10 / Welaunee Boulevard interchange is identified in the Capital Region Transportation Planning Agency (CRTPA) 2035 Regional Mobility Plan. City officials and Powerhouse believe the interchange could be financed by federal and/or state funds, provided there is a sufficient local commitment for the supporting regional road network.

#### *Welaunee Boulevard South*

The CRTPA identifies Welaunee Boulevard South on its 2035 Regional Mobility Plan. In the 2002 Welaunee Critical Area Plan, Powerhouse committed to dedicate the right of way for Welaunee Boulevard South (from Fleischmann Road to I-10), a commitment now binding CNL and the City.

The Canopy Development Agreement requires a 120-foot-wide right of way for Welaunee Boulevard South through Canopy with the right of way widening to 140 feet near the City-owned property. The road design shall be 4 through lanes with a design speed of 40 mph. Split

profile sections and variable width medians will be used to preserve vegetation and respond to topography. The developer of the Canopy project may install roundabouts as an alternative to traffic signals. No residential driveways will connect to Welaunee Boulevard South.

Projected costs (minus right of way) for a 4-lane Welaunee Boulevard within Canopy (including stormwater retention) range between \$12 million and \$14 million, average \$13.0 million. Blueprint funds would be used to front-end costs for this segment of Welaunee Boulevard. Those expenditures could be recovered as development occurs in Canopy. The framework for accomplishing reimbursement could be addressed through a development agreement or a special district with an interlocal agreement with the local governments. If implemented as CNL has proposed, the cost of this portion of Welaunee Boulevard South would be revenue-neutral to taxpayers due to cost-recovery from the ultimate Canopy property owners.

The City's proposed PUD requires a 150-foot-wide right of way for Welaunee Boulevard South, expanding to 165 feet in width near the I-10 interchange "to accommodate potential future light rail or bus rapid transit." The City's proposed PUD also provides an option for roundabouts on Welaunee Boulevard at the discretion of the eventual developer.

Estimates for Welaunee Boulevard South are 3.2 miles with costs of \$25 million to \$30 million, average \$27.5 million.

#### *Welaunee Boulevard North*

North of I-10, Welaunee Boulevard is presently listed on the CRTPA's 2035 Regional Mobility Plan. Studies over the years have considered various alignments, however, the road has not been planned or designed. Powerhouse has no present obligation to reserve right of way for eventual dedication for this road, however, Powerhouse is prepared to make such a commitment to the City in conjunction with on-going planning for the I-10 interchange, subject to agreement on alignment, access, character, design and related issues. Estimates for the length of Welaunee Boulevard North range from 3.1 to 3.4 miles with costs (minus right of way) estimated from \$22 million to \$26 million, average \$24.0 million.

Powerhouse has committed to participate in a public involvement program conducted by the City before decisions are made concerning the off-site terminus of Welaunee Boulevard North.

#### *Shamrock Way Extension*

The Shamrock Way Extension is identified in the CRTPA's 2035 Regional Mobility Plan. In 1990, Powerhouse agreed with the City to reserve for dedication the right of way to extend Shamrock Way from Centerville Road to U.S. 90. A specific alignment has not been identified. An easement across the MCRG was reserved for this road when the MCRG was created in 1998.

The current agreement between the City and Powerhouse commits Powerhouse to reserve and dedicate a right of way of 100 feet to 150 feet in width. Estimates for the length of the Shamrock Way Extension range from 3.9 to 4.3 miles with costs (minus right of way) estimated from \$17 million to \$19 million, average \$18.0 million, for a 2-lane road throughout.



### **Planners' Concept for Northeast Gateway Activity Center at I-10 / Welaunee Interchange**

#### *Phasing of Road Construction*

Due to the complexity and cost of the region-serving road network to support the interchange, Powerhouse and CNL propose that the construction of these roads be phased in coordination with interchange construction and the community's needs. The City's transportation consultants say Phase 1 roads are needed to provide minimal connectivity to justify an interchange. Phase I road construction would cost \$39.5 million with a net cost to Blueprint of \$26.5 million if CNL's cost-recovery proposal is adopted by CNL and the local governments.

**NORTHEAST GATEWAY ROAD CONSTRUCTION PHASING PLAN**

<b>Phase</b>	<b>Phase Description</b>	<b>Cost</b>	<b>Blueprint Tier</b>
<b>I</b>	<b>4-lane Welaunee Boulevard South from Fleischman to I-10; 4-lane Welaunee Boulevard North from I-10 to Shamrock; 2-lane Shamrock Way Extension from Centerville to Welaunee Boulevard North</b>	<b>\$ 39.5 million (net cost of \$26.5 million)</b>	<b>Tier 1</b>
<b>IIA</b>	<b>4-lane Welaunee Boulevard North from Shamrock Way Extension to Roberts Road</b>	<b>\$16.0 million</b>	<b>Tier 1 or 2</b>
<b>IIB</b>	<b>2-lane Shamrock Way Extension from Welaunee Boulevard to U.S. 90</b>	<b>\$14.0 million</b>	<b>Tier 1 or 2</b>

*Welaunee Greenway and I-10 Footbridge*

In 2011, Powerhouse was asked by the City and the County to consider an additional greenway at Welaunee as a complement to the MCRG. Powerhouse, the City and the County met with the Florida Department of Environmental Protection (DEP) to discuss alternative concepts. Powerhouse developed a preliminary plan for such a greenway, with 8.4 miles of trails beginning at the MCRG’s Crump Road trailhead and terminating at a bridge across I-10 to the Toe, however, the discussions ended without resolution for reasons unrelated to merit.

Powerhouse has revived its 2011 plan for the Welaunee Greenway as an integral part of the Northeast Gateway; it does not propose the greenway as an individual Blueprint project. The conceptual plan calls for 2 trailheads and an iconic footbridge across I-10. If the City’s pending PUD were modified to include a 2.1-mile-long multi-use trail on the south side of the bridge and connections to Canopy’s trail system, it would complete an estimated 17-mile trail loop.

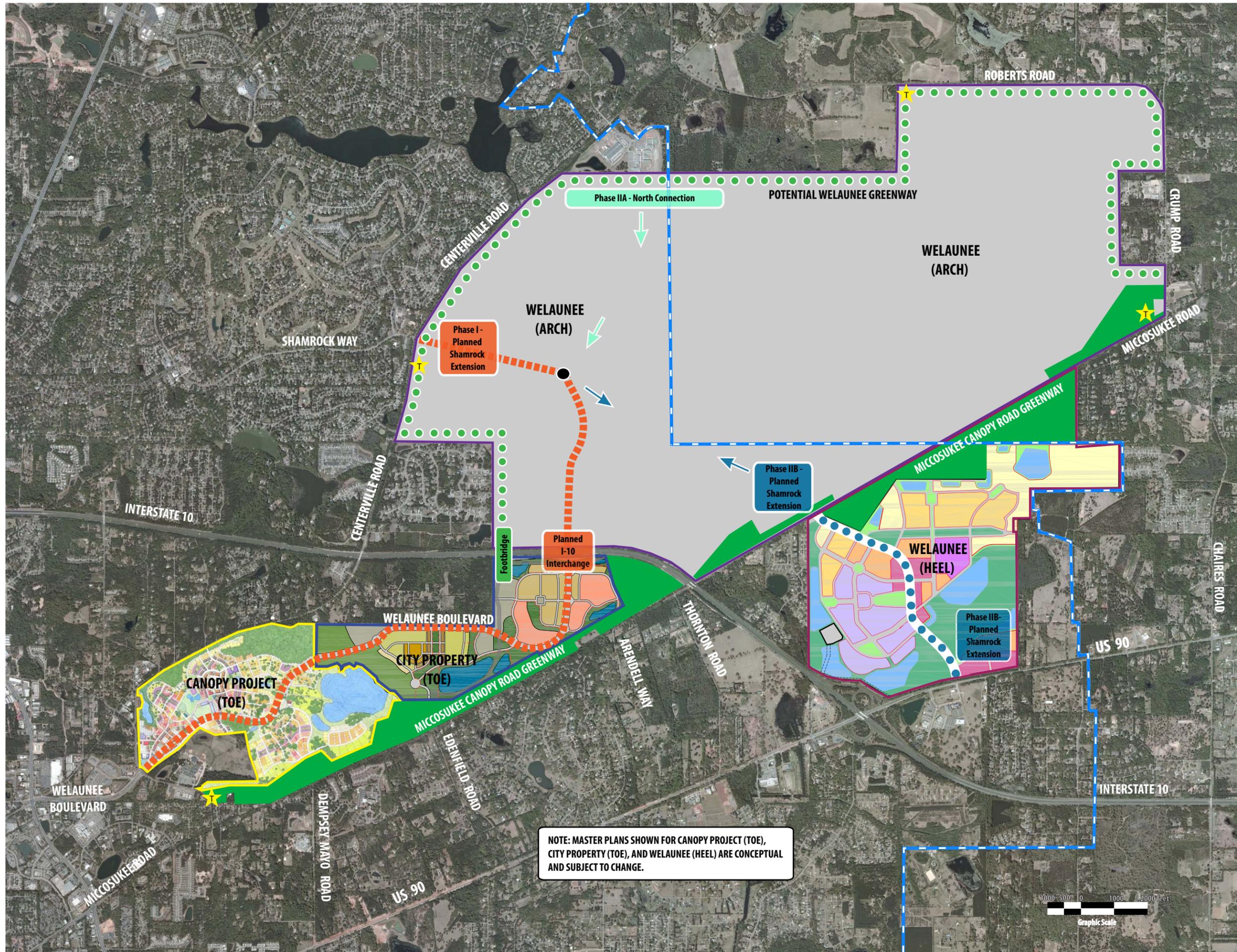
Estimated costs for the Welaunee Greenway are \$6.3 million for approximately 200 acres (not appraised), fencing, a 12-foot paved multi-use trail and 2 trailhead facilities (restrooms, potable water and an information kiosk), located at Roberts Road and Centerville Road / Shamrock Way. The I-10 footbridge is estimated at \$1.5 million, although State funding will be requested. The Welaunee Greenway is proposed for Blueprint Tier 1 funding of \$7.8 million.



### **San Diego's award-winning Vermont Street Pedestrian / Bicycle Bridge**

#### *Miccosukee Canopy Road Greenway*

Created in 1998 on land sold by Powerhouse to the State of Florida, the MCRG is a 6-mile-long, County-managed recreation area with 4 trailheads. The greenway's current Management Plan proposes additional facilities at the Fleischmann Road trailhead (restrooms, potable water and an information kiosk) and the Crump Road trailhead (restrooms, potable water, an information kiosk and improved parking). Estimated costs are \$690,000. The MCRG improvements are proposed for Blueprint Tier 1 or Tier 2 funding.



**LEGEND**

- Canopy Project Boundary
- City Property Boundary
- Welaunee Arch Boundary
- Welaunee Heel Boundary
- Miccosukee Canopy Road Greenway (State of Florida)
- New Trailheads
- Phase I Road Improvements
- Shamrock Extension - Heel
- Connecting Open Space (Canopy Project)
- Proposed Connecting Open Space (City Property)
- Urban Service Area Boundary
- Potential Welaunee Greenway

**NORTHEAST GATEWAY**

**NOTE: MASTER PLANS SHOWN FOR CANOPY PROJECT (TOE), CITY PROPERTY (TOE), AND WELAUNEE (HEEL) ARE CONCEPTUAL AND SUBJECT TO CHANGE.**



**LEON COUNTY, FLORIDA**  
 Date: May 6, 2013  
 Photo Source: USGS; Date Flown: 2010  
 Other Sources:  
 Welaunee Critical Area Plan (2002)  
 Canopy PUD (2011)  
 Proposed Welaunee Toe-East PUD  
 Long Range Transportation Plan (LRTP) for  
 the Tallahassee-Leon County Region  
 FDOT I-10 Master Plan Update (2013)



Previous Project Information for:

**Project #28**  
**Welaunee Critical Area Plan Regional**  
**Infrastructure within the Canopy Project -**  
**Welaunee Boulevard and the Dove Pond**  
**Regional Stormwater Facility**

Note: Based on direction from the Committee at the March 28, 2013 Sales Tax Committee meeting, below is a list of previous project(s) that were merged or modified to create a holistic project for the Committee's consideration.

Project Name: Canopy Planned Unit Development Infrastructure: Welaunee Boulevard (*Previously Project #36*)

**Proposed Sales Tax Projects  
by the Community**

**Project Name:** Welaunee Critical Area Plan Regional Infrastructure within the Canopy Project - (Project #28)

Total Project Cost - \$12,000,000 to \$14,000,000

Total Project Cost Notes: The total project cost will range between 12 to 14 million dollars and includes a 4-lane Welaunee Boulevard which includes stormwater retention. The cost does not include right-of-way since there is an existing development agreement with a commitment to dedicate. Ultimately, the total cost of this project will be reimbursed as described below.

**Project Themes:**

- |  |   |
|--|---|
| <input checked="" type="checkbox"/> Regional Mobility/Transportation | <input checked="" type="checkbox"/> Economic Vitality |
| <input type="checkbox"/> Sense of Community                          | <input type="checkbox"/> Ecotourism/Parks             |
| <input type="checkbox"/> Water Quality                               | <input type="checkbox"/> Vertical Infrastructure      |
| <input checked="" type="checkbox"/> Connectivity                     | <input checked="" type="checkbox"/> Gateways          |

**Project Description:**

**A. Introduction:**

This project supports and facilitates a regional gateway in our community which has been planned and supported since the 1990's, and is currently being implemented. Welaunee Boulevard is a significant regional transportation facility and has been planned pursuant to the Tallahassee-Leon County Comprehensive Plan to connect to a future I-10 interchange and continue north to connect to other major roadways. This proposal also includes an innovative method for reimbursing Blueprint for the construction costs sales tax funding of these projects.

**B. Background:**

The Canopy project consists of approximately 505-acres and is subject to the Welaunee Critical Area Plan which was approved in 2002 by the City of Tallahassee and Leon County as part of the Land Use Element of the Tallahassee-Leon County Comprehensive Plan. (See attached Location Map). The Canopy project is subject to a Development Agreement with the City and is an approved PUD for the following major uses: 1,572 residential units; 162,927 square feet of office and retail; and 335,000 square feet of institutional. The Welaunee Critical Area Plan was a significant planning effort undertaken by the landowner, Powerhouse, Inc., and received broad public support through a citizens' Welaunee Community Advisory Group. The Welaunee property is 6,500 acres which in its entirety roughly forms the shape of a "Boot." (See attached Location Map). The western portion of the original Welaunee landholding lies south of I-10 and is approximately 937 acres. It is referred to as the Toe and includes the Canopy project, the City's project, and portions of the Miccosukee Canopy Road Greenway, which was acquired by the State of Florida in 1996 through a negotiated sale facilitated by the Trust for Public Land. (See attached Location Map). The eastern portion of Welaunee is the "Heel," fronting on U.S.

90, consists of approximately 903 acres and is also subject to the Welaunee Critical Area Plan. The portion of Welaunee north of I-10 and west of Miccosukee Road is the “Arch” which is approximately 4,660 acres. It is designated “Planned Development” under the current Tallahassee-Leon County Comprehensive Plan.

**C. Welaunee Boulevard: A Critical Regional Roadway:**

Welaunee Boulevard is a planned regional infrastructure improvement under the Welaunee Critical Area Plan. The Critical Area Plan also provides for the connection of Welaunee Boulevard to a future I-10 interchange, which has been identified for more intensive study in the Florida Department of Transportation’s recent update of its I-10 Master Plan. Welaunee Boulevard has been planned as a major regional roadway and is part of the approved Long Range Transportation Plan. The planned portion of Welaunee Boulevard in the Toe will provide significant traffic relief to both Centerville and Miccosukee designated canopy roads, as demonstrated by transportation studies conducted by Powerhouse during the critical area planning process and approved by the City and County in 2002.

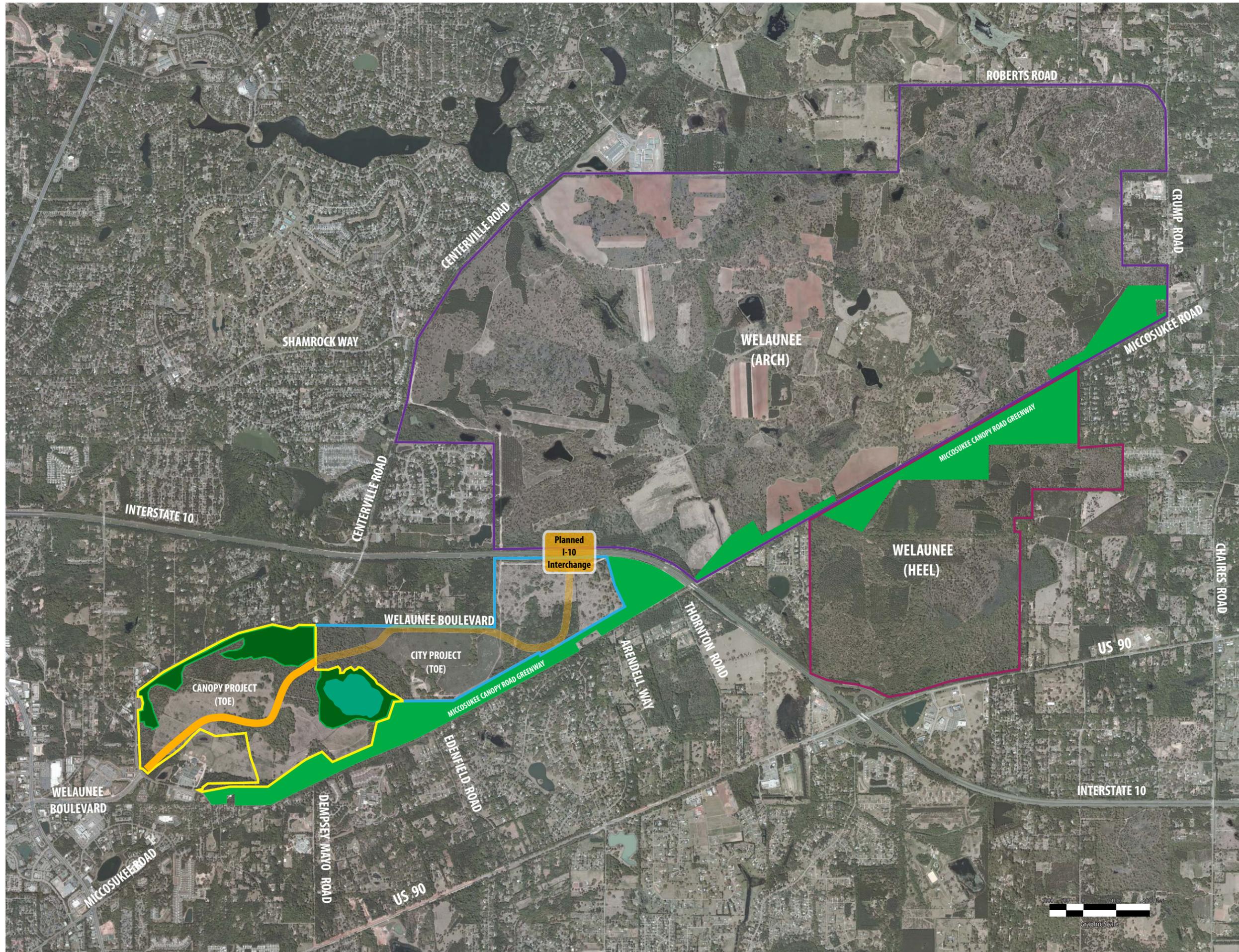
The projected costs (minus right-of-way but including stormwater) for a 4-lane Welaunee Boulevard within the Canopy project will range between 12 and 14 million dollars. The construction of Welaunee Boulevard within and beyond the Canopy project will provide significant public benefits to this region of our community and further support the objective of our Comprehensive Plan to construct an I-10 interchange in order to create this important gateway. Blueprint funds would be used to front-end the building of this 4-lane segment of Welaunee Boulevard and would be reimbursed over time as development occurs in the Canopy project. The framework for accomplishing this proposal could be addressed through a development agreement or using a special district together with a negotiated agreement between the City, special district, and property owners. The conveyance of the right-of-way within the Canopy project has already been addressed in the form of a development agreement with the City. **This project will ultimately result in no costs to the taxpayers** as a result of reimbursement of the front-end funding over time as the Canopy project is developed. This concept could be enlarged to include the planned development on the City’s adjacent property in the Toe, which was acquired from Powerhouse in 2006.

**D. Conclusion:**

In sum, this project, and the associated costs, furthers the Blueprint themes. Welaunee Boulevard supports regional mobility/transportation, connectivity, economic vitality, and gateways. This project supports and facilitates a regional gateway in our community which has been planned and supported since the 1990’s.

**Project Map:**

See attached.



**LEGEND**

-  Canopy Project Boundary
-  City Project Boundary
-  Welaunee Arch Boundary
-  Welaunee Heel Boundary
-  Miccosukee Canopy Road Greenway (State of Florida)
-  Welaunee Boulevard (Canopy Project)
-  Welaunee Boulevard (City Project)
-  Proposed Connecting Open Space (Canopy Project)

**LOCATION MAP**

**LEON COUNTY, FLORIDA**

Date: April 10, 2013  
 SOURCE: USGS  
 DATE FLOWN: 2010

