

Public Works Department

Reams Road / Ficquette Road Work Session

February 11, 2025



Presentation Outline

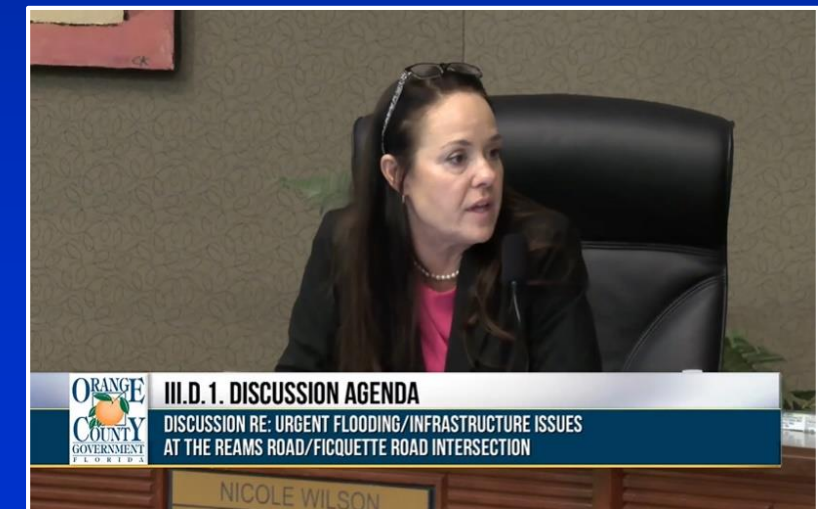
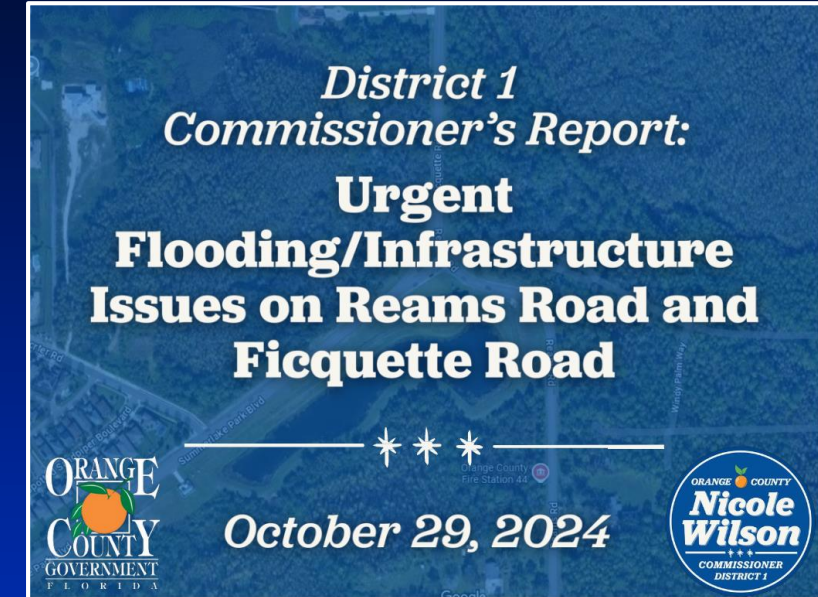
- **Recap of October 29, 2024 Commissioner's Report**
- **Historical Flooding in Area**
- **Infrastructure Improvements and Schedule**
- **Potential Interim Strategies**
- **Summary**
- **Board Direction**



Recap of October 29, 2024 Commissioner's Report

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- Raised concerns over the flooding at the Summerlake Blvd and Ficquette Road intersection and along portions of Reams Road.
- Concerned that the wetlands surrounding Lake Hancock, Ficquette Road, and Reams Road areas staging higher due to development encroachment.



- **Safety concerns due to flooding:**
 - Residences isolated by flooding
 - Center median tubes was removed to allow cars to ride centerline, not safe for vehicles to pass in opposite directions
 - Road striping underwater and difficult to see
- **Safety concerns along busy roads:**
 - Increased development and construction
 - Street racing



Office of Analytical Support

FLORIDA HIGHWAY PATROL | OFFICE OF ANALYTICAL SUPPORT | OCTOBER 28, 2024

Reference: # PB02411-10524(2)
Public Records Request All Crash Reports for Fiquette Road, Orlando Florida

To purchase the crash report, you can go to the link below:
<https://services.flhsmv.gov/CrashReportPurchasing/>

Date: 2022-2024

****FHP DATA ONLY****

Case Identifier	Agency Case Number	Crash Roadway Description	2022	2023	2024	Total
89749850	FHP23ON0632073	FIQUETTE ROAD	0	1	0	1
89752021	FHP23ON0694075	FIQUETTE RD	0	1	0	1
89752423	FHP23ON0673978	FIQUETTE ROAD	0	1	0	1
89759714	FHP24ON0039689	FIQUETTE RD	0	0	1	1
Total			27	20	12	59

Office of Analytical Support

FLORIDA HIGHWAY PATROL | OFFICE OF ANALYTICAL SUPPORT | OCTOBER 28, 2024

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Date: 2022-2024

****FHP DATA ONLY****

Case Identifier	Agency Case Number	Crash Roadway Description	2022	2023	2024	Total
24881437	FHP22ON0014971	REAMS RD	1	0	0	1
89721679	FHP23ON0595439	REAMS ROAD	0	1	0	1
89722026	FHP23ON06577381	13191 REAMS RD	0	1	0	1
89724488	FHP23ON0600668	REAMS RD	0	1	0	1
89724536	FHP24ON0049138	REAMS RD	0	0	1	1
89729255	FHP23ON0604923	REAMS ROAD	0	1	0	1
89729279	FHP23ON0645388	REAMS ROAD	0	1	0	1
89752260	FHP23ON0671333	REAMS ROAD	0	1	0	1
89756905	FHP24ON0027062	REAMS ROAD	0	0	1	1
89757220	FHP23ON0681404	REAMS ROAD	0	1	0	1
Total			27	40	26	93



Recap of October 29, 2024 Commissioner's Report

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- Board direction was to request a work session to address the consideration of a temporary suspension of the comprehensive plan text and map amendments, rezonings, and special exceptions in the affected area, with the emphasis for staff to contribute some options for a construction activity moratorium except for construction of required affiliated infrastructure needs.



Presentation Outline

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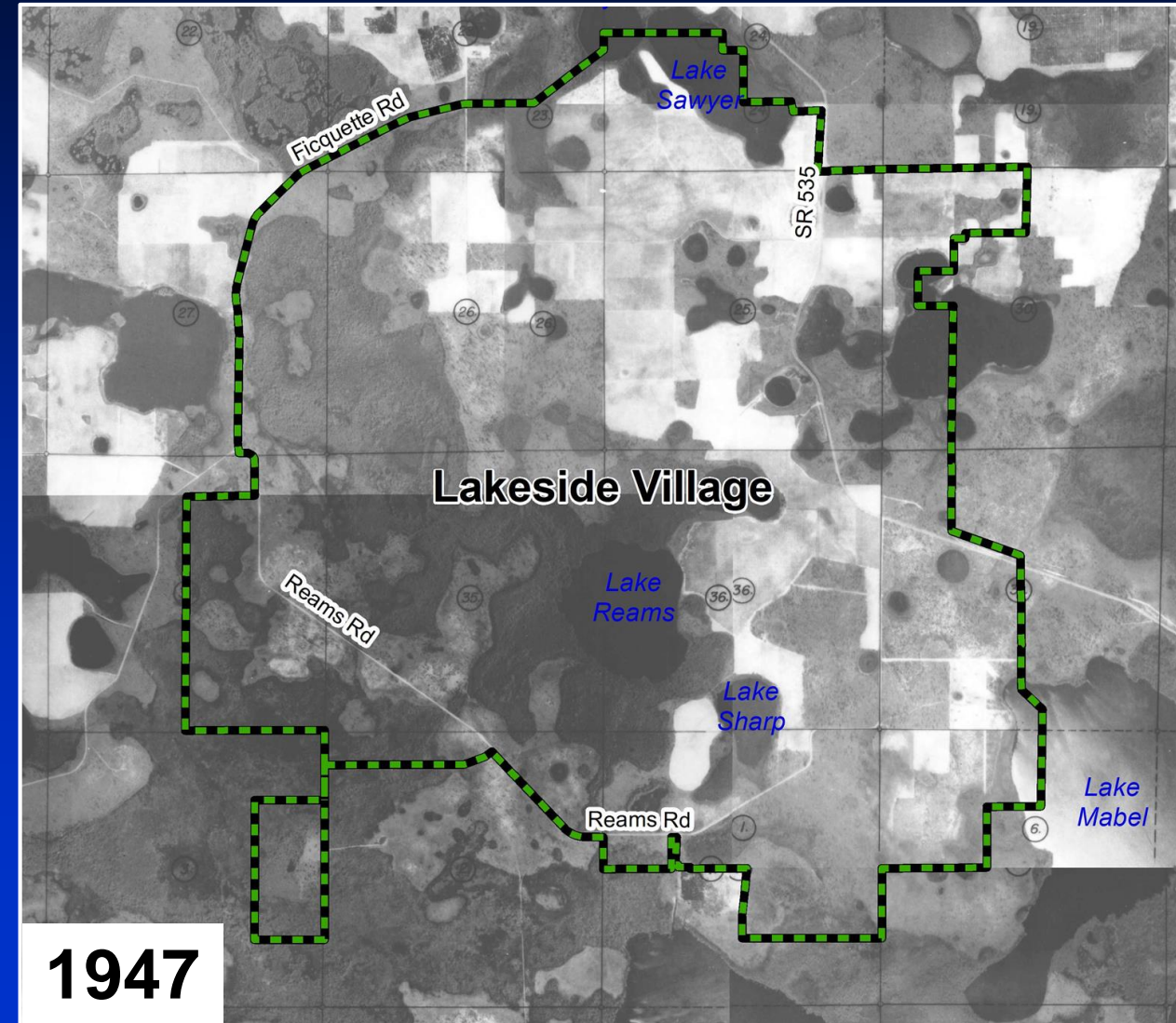
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Historical Flooding in Area

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- Area of flooding concern located within the Horizon West – Lakeside Village boundary
 - Road has been around since the 1940s

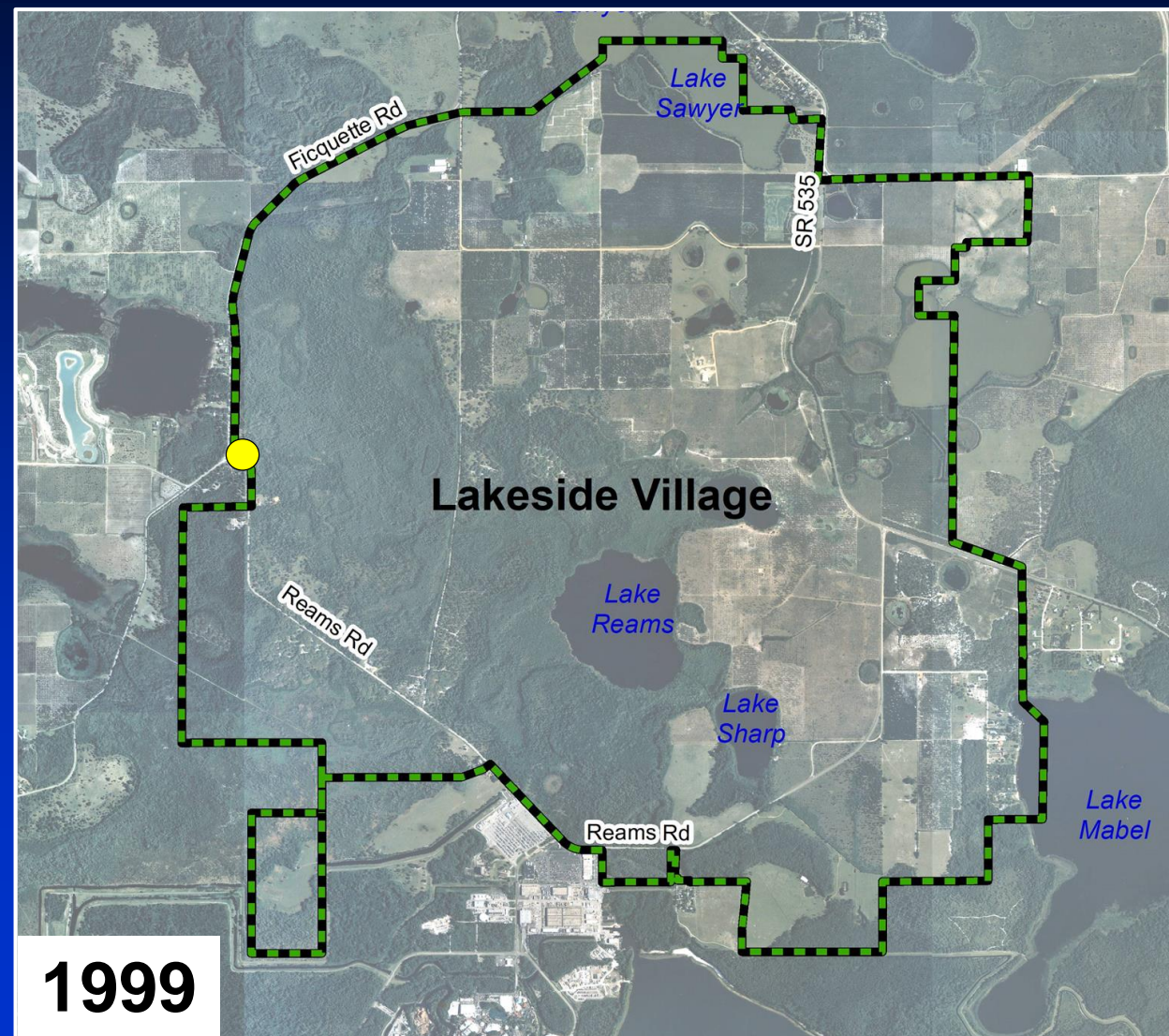




Historical Flooding in Area

8

- Area of flooding concern located within the Horizon West – Lakeside Village boundary
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 - County staff indicated Reams Rd/ Ficquette Rd/Summerlake Blvd flooded prior to 2000

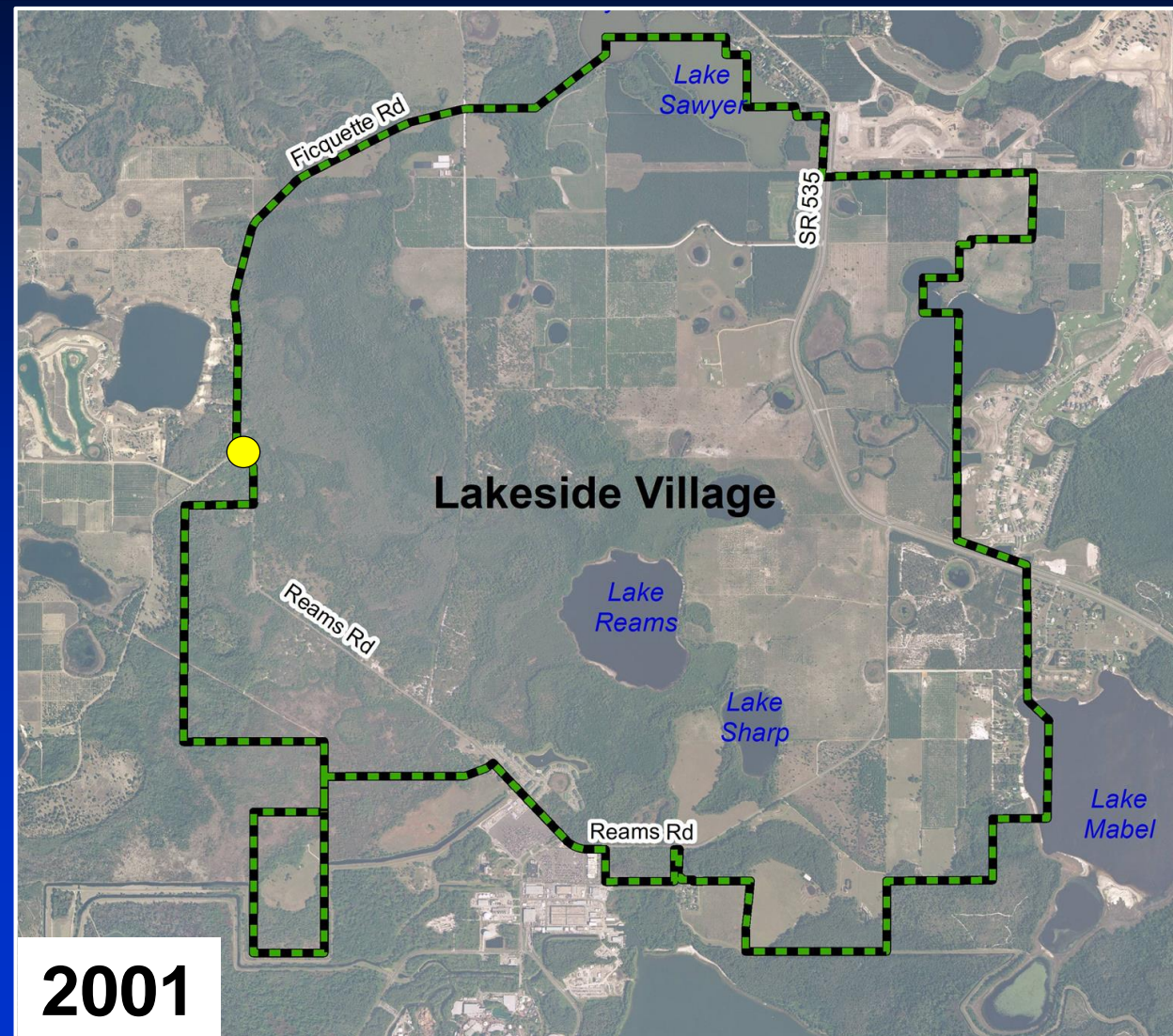




Historical Flooding in Area

9

- Area of flooding concern located within the Horizon West – Lakeside Village boundary
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 - Development started in 2000

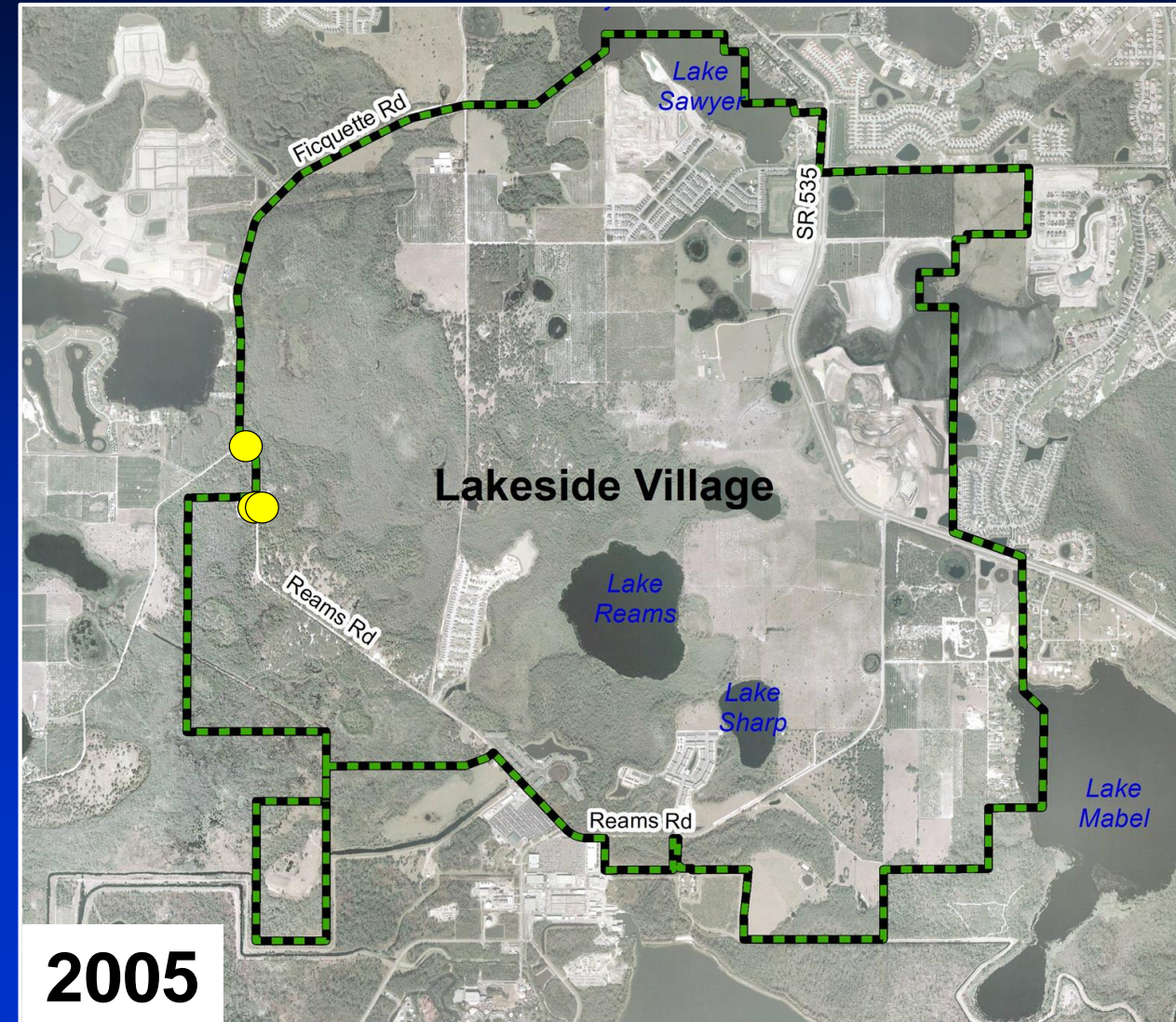




Historical Flooding in Area

10

- Area of flooding concern located within the Horizon West – Lakeside Village boundary
 - Road has been around since the 1940s
 - County staff indicated Reams Rd/ Ficquette Rd/Summerlake Blvd flooded prior to 2000
 - Development started in 2000
 - Flooding reported to 311
 - 2000-2006: Minor development

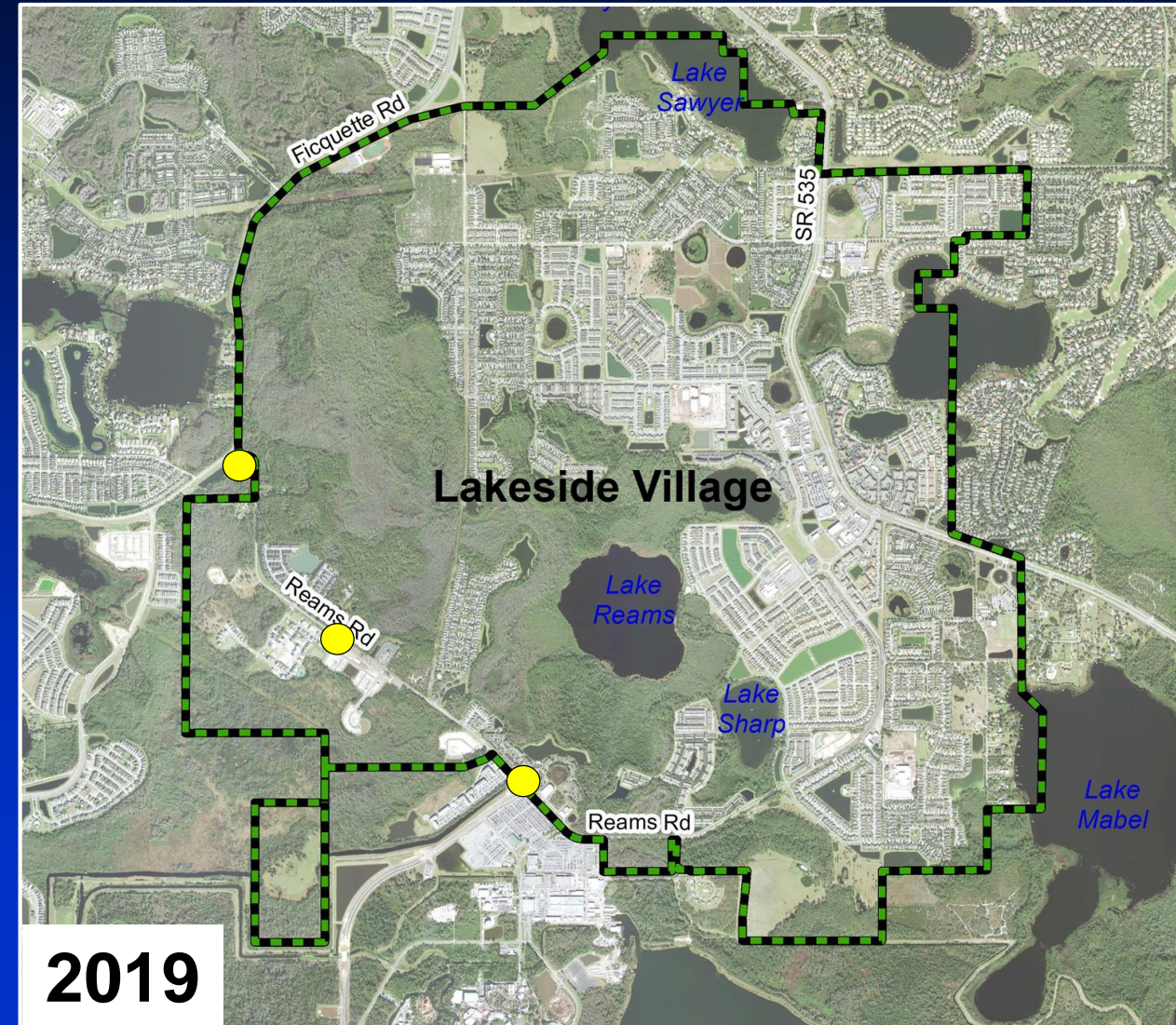




Historical Flooding in Area

11

- Area of flooding concern located within the Horizon West – Lakeside Village boundary
 - Road has been around since the 1940s
 - County staff indicated Reams Rd/ Ficquette Rd/Summerlake Blvd flooded prior to 2000
 - Development started in 2000
 - Flooding reported to 311
 - 2000-2006: Minor development
 - 2007-2019: Major development

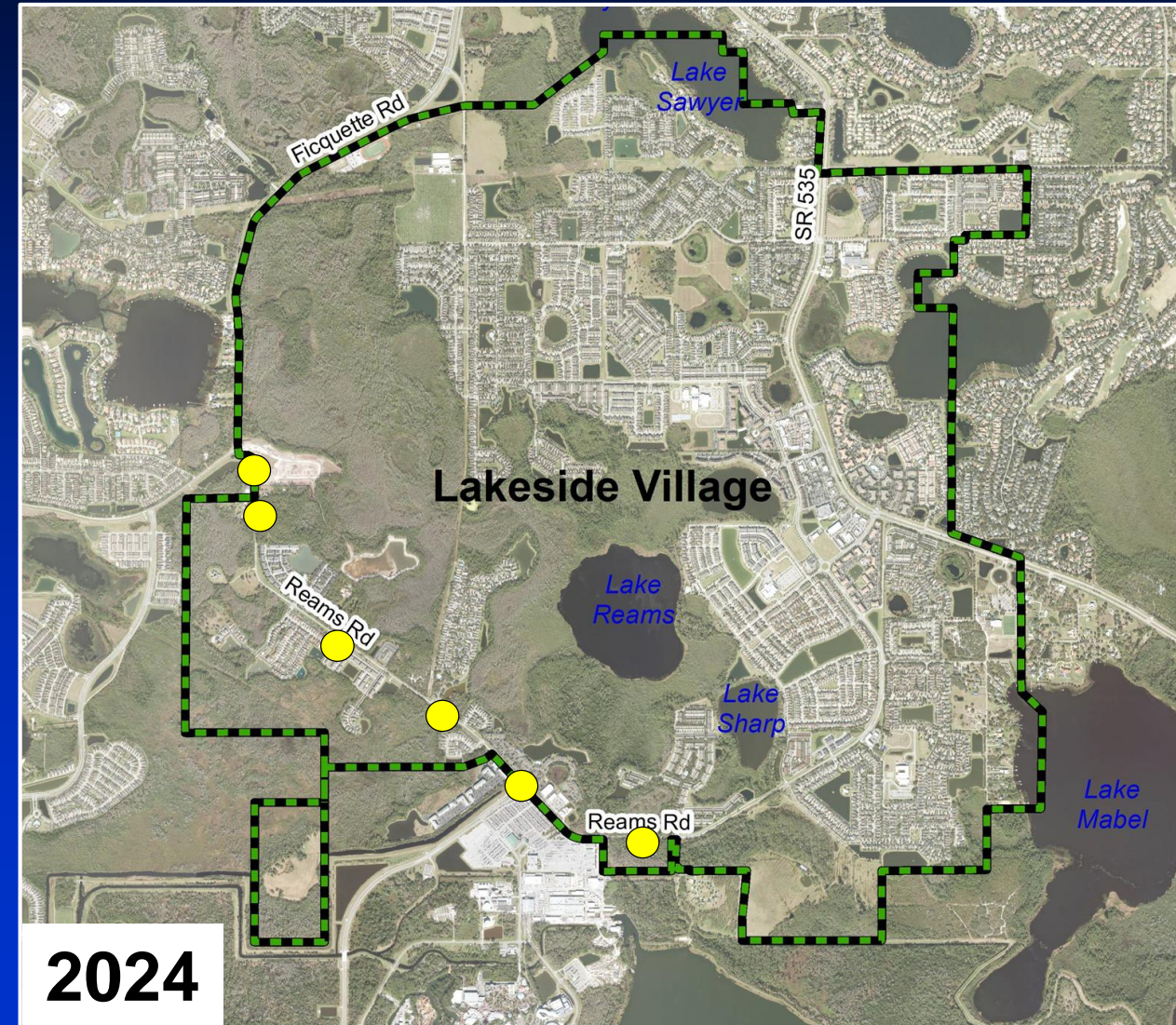




Historical Flooding in Area

12

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 - Development started in 2000
 - Flooding reported to 311
 - 2000-2006: Minor development
 - 2007-2019: Major development
 - 2020-2024

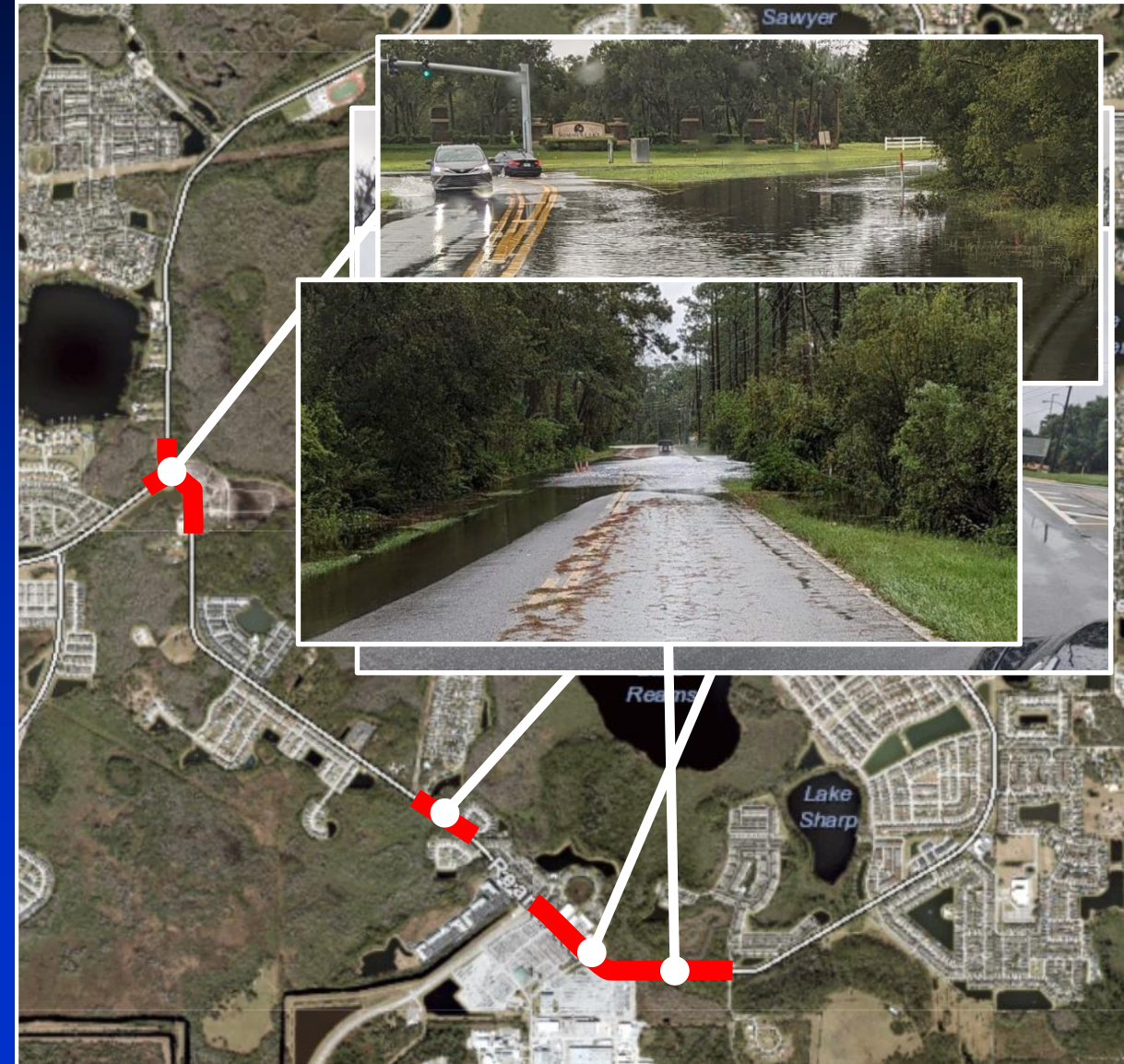




Historical Flooding in Area

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- Hurricane Ian (Sept 2022)
 - 9.4 inches in West Orange County
 - Less than 100-year storm in this area
 - Major roadway flooding
 - Reams Rd closed from 9/28/2022 to 10/13/2022 (16 days) between Center Dr to Newmarket Dr
 - Only time during the past 20 years that this roadway was closed.
 - \$180k roadway repairs





Historical Flooding in Area

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- **Hurricane Milton (Oct 2024)**
 - 10.9 inches in West Orange County
 - Comparable to a 100-year storm in this area
 - Ficquette Rd Right Turn Lane was impacted
 - Reams Rd remained open
 - Roadway repairs were not warranted

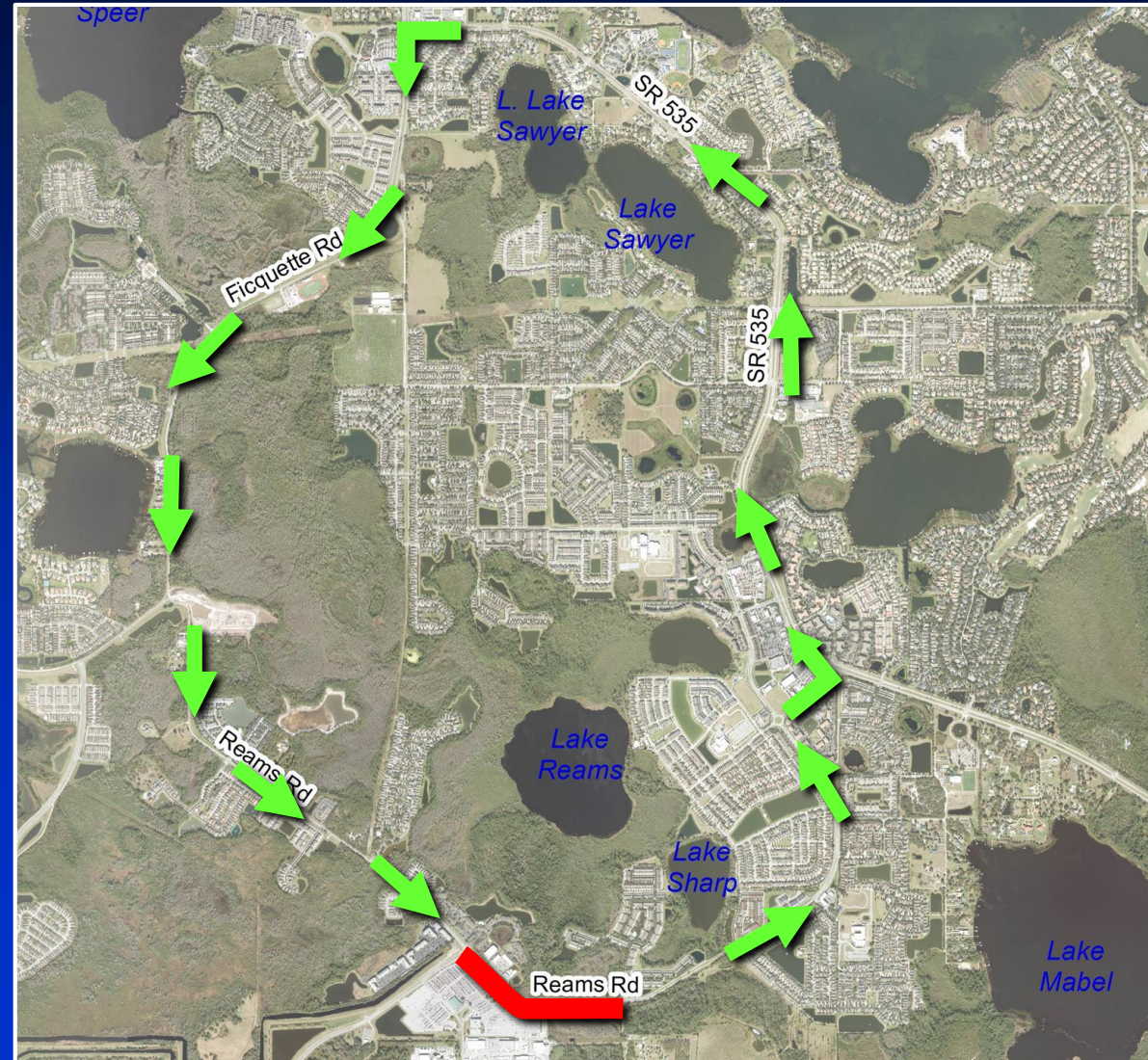




Historical Flooding in Area

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- Affects on the area
 - As a result of the road closure, commuters detoured around the affected area
 - Longest detour spanning approx. 9 miles
 - Closure affected an estimated 30k trips/day





Presentation Outline

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- Recap of October 29, 2024 Commissioner's Report
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- **Infrastructure Improvements and Schedule**
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- Board Direction



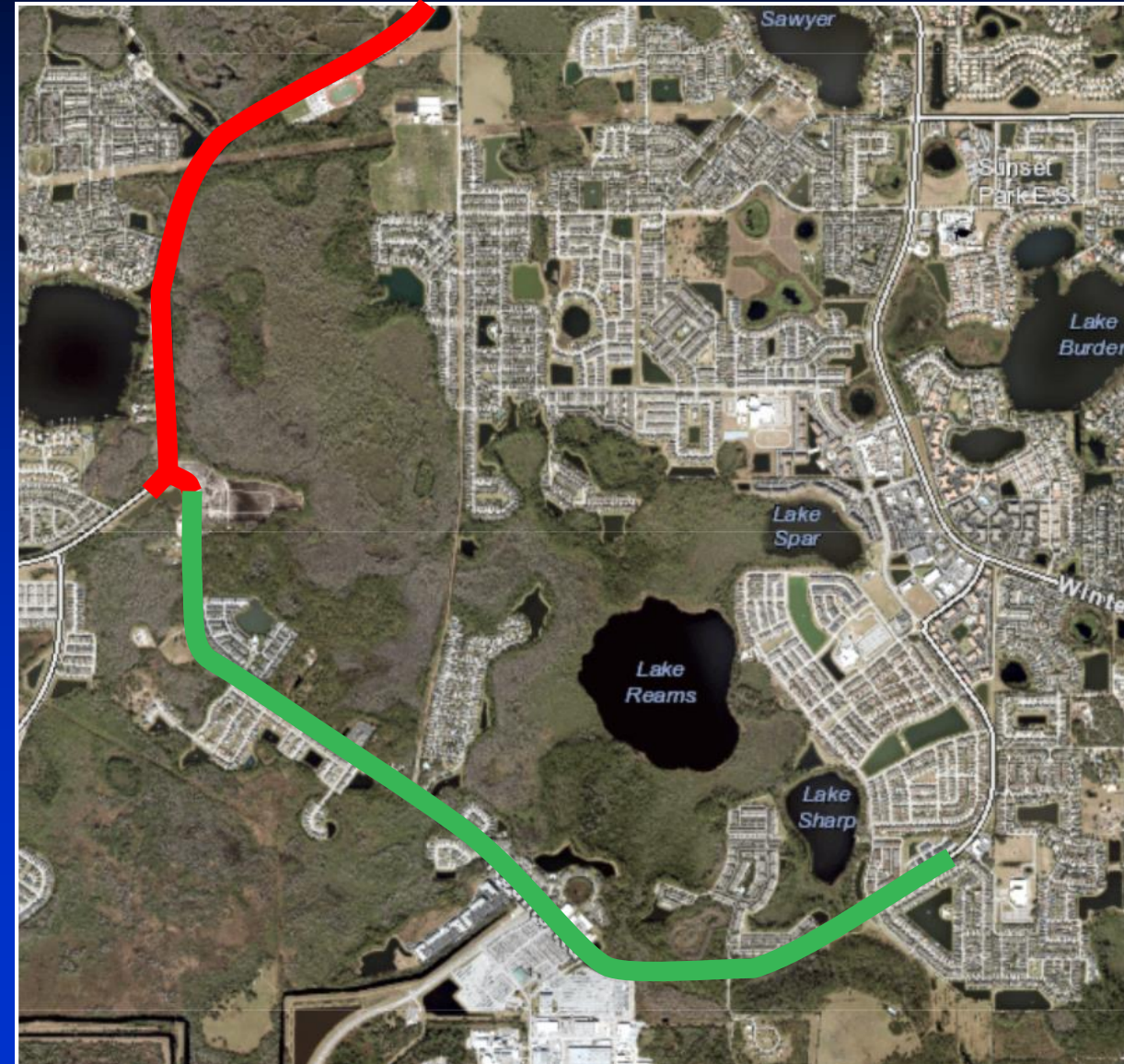
Infrastructure Improvement Projects

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- The highlighted segments will be widened to enhance the corridor's level of service, traffic operations, safety, and flood management.

- **Ficquette Rd Improvements**
(South of Ingelnook Dr to South of Summerlake Park Blvd)

- **Reams Rd Improvements**
(Summerlake Park Blvd to Taborfield Ave)

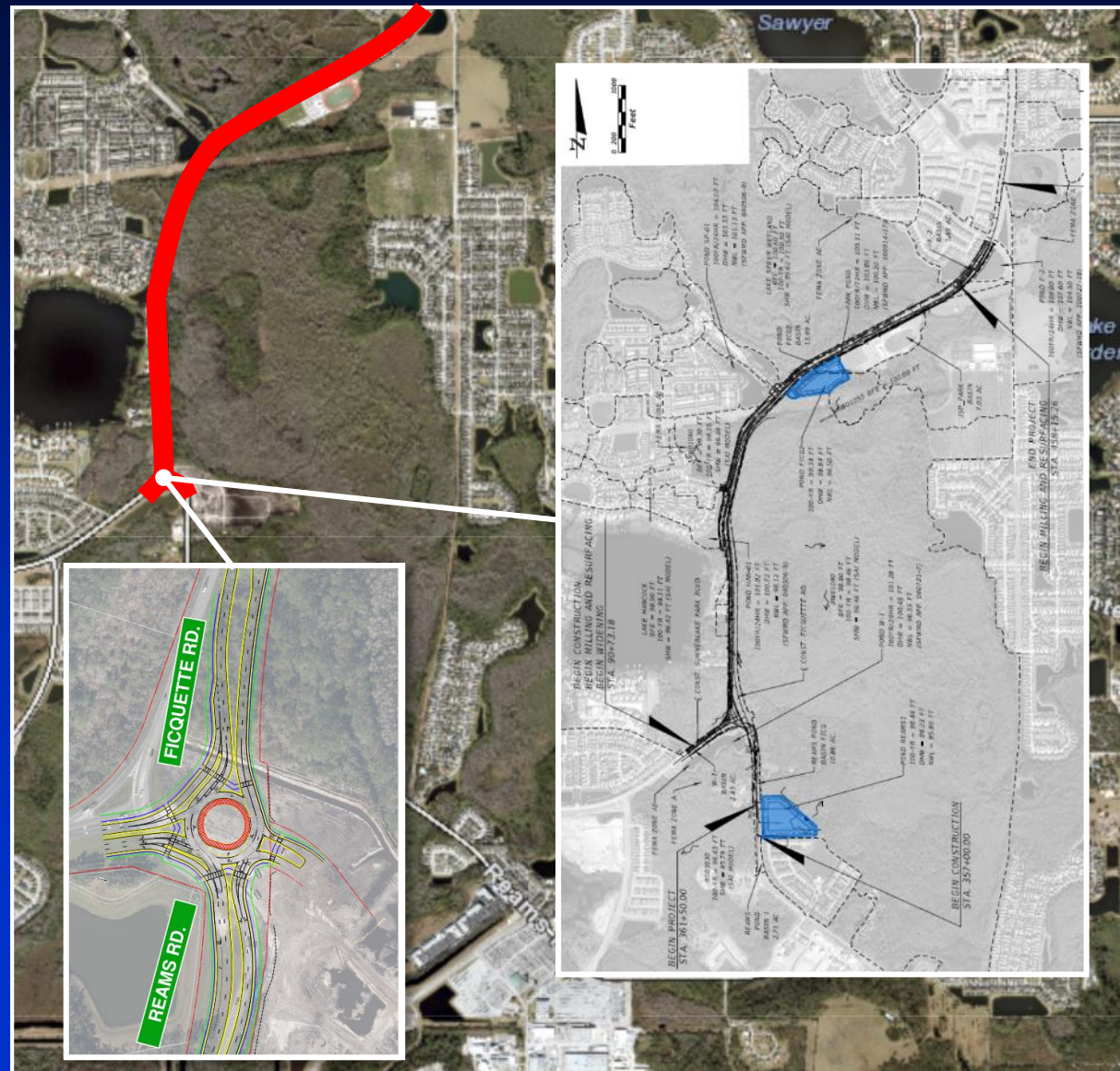




Infrastructure Improvement Projects

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- **Ficquette Road Project**
 - 2-Lanes to 4-Lanes
 - 10' multi-use trail and 5' sidewalk
 - Road to be constructed above 100-year flood elevation
 - 2 Additional ponds designed to accommodate 100-year storm event
 - Includes intersection improvements at Ficquette Rd, Summerlake Park Blvd, and Reams Rd
 - Construction cost = \$28.6M (funded)

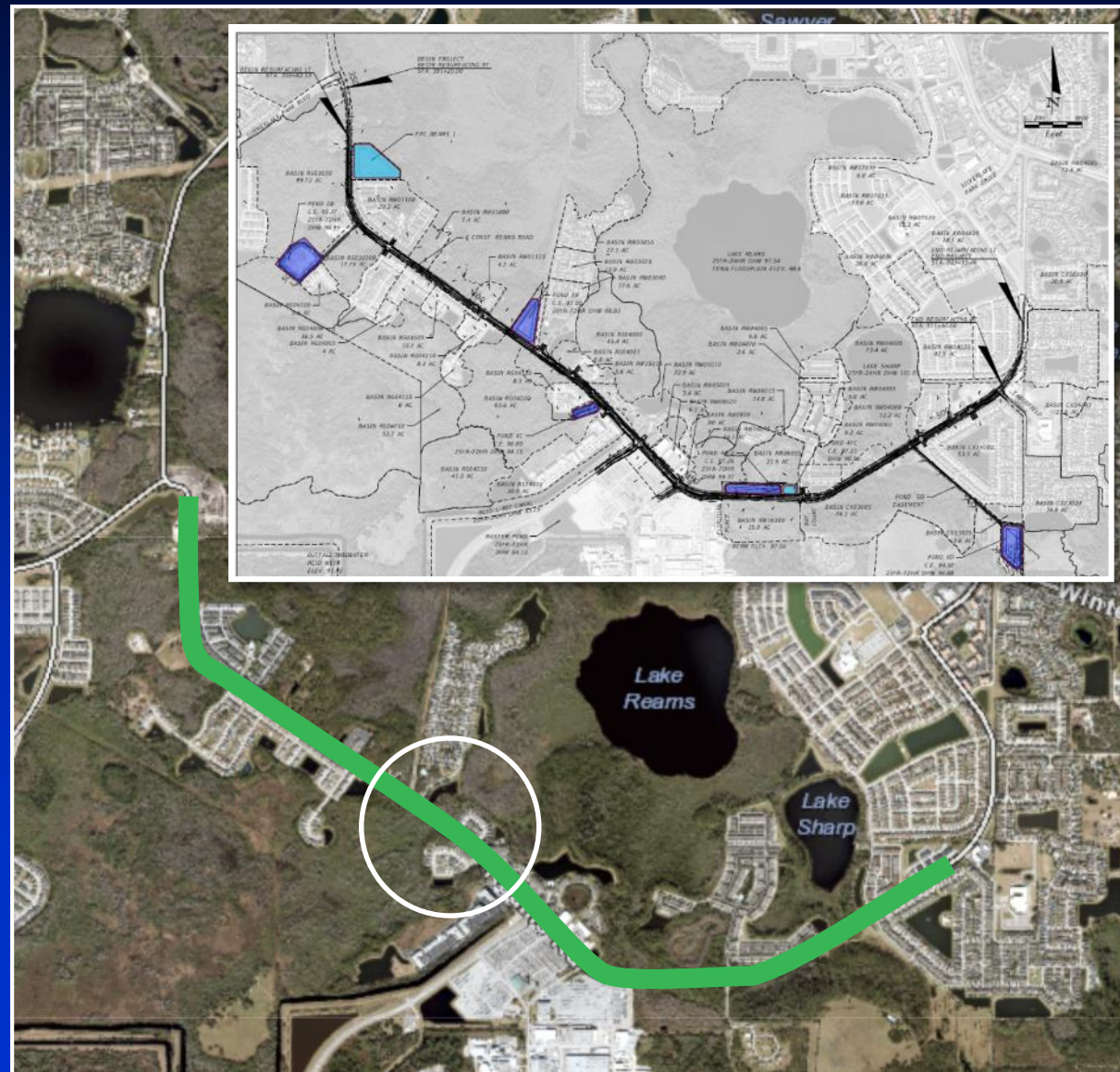




Infrastructure Improvement Projects

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- Reams Road Project
 - 2-Lanes to 4-Lanes
 - 14' Multi-Use Trail and 5' Sidewalk
 - Road to be constructed above 100-year flood elevation
 - 7 Additional ponds designed to accommodate 100-year storm event
 - Bridge design south of Greenbank Blvd recently initiated
 - Construction cost = approx. \$80.2M (funded)

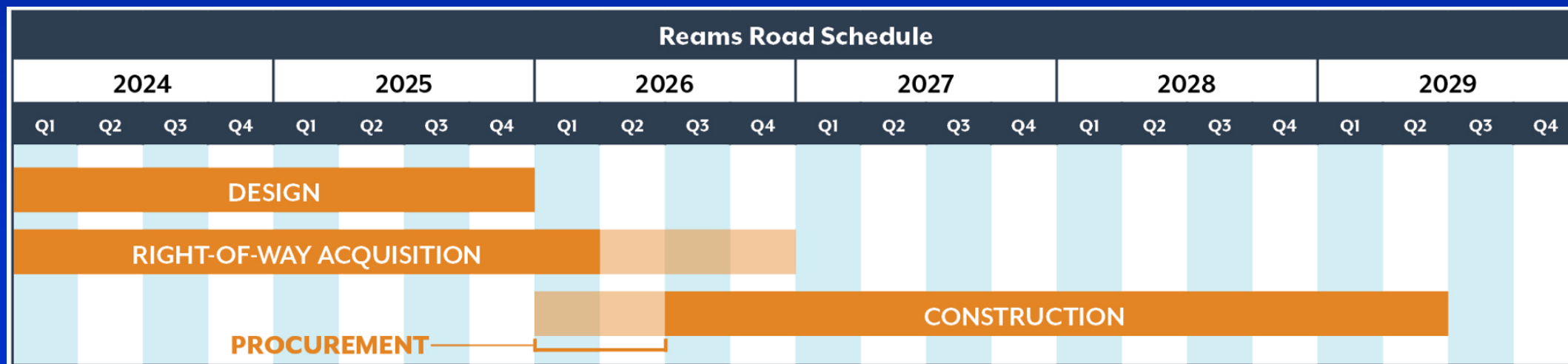




Infrastructure Improvement Schedules

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Ficquette Rd and Reams Rd Project Projected Schedules





Infrastructure Improvement Schedules

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Why did the Ficquette Rd design schedule get pushed back 1.5 YRS?

- **Coordination with Orange County Utilities**
 - Minimized wetland and floodplain impacts related to their infrastructure
 - Adjusted plans for utility relocation to the median
- **Redesign Landscape Plans**
 - Select appropriate tree species so both tree and utilities can co-exist
- **Updated plans to reflect recent driveway connections and the new Fire Station**
- **Restarted the 404 permit with the Army Corp of Engineers (ACOE)**
 - Judge ruled to revoked the State 404 Permit delegation from FDEP and give back to ACOE
 - Permit has been submitted and pending approval
 - Construction schedule will depend on permit approval



Infrastructure Improvement Schedules

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Why did the Reams Rd design and construction schedule get pushed back 2.75 YRS?

- Added walls to avoid impacts on conservation easements in lieu of fill slope
 - Redesigned approx. ½ mile of roadway to avoid relocating utility lines
 - Added a new traffic signal at Newmarket Drive
 - Evaluated options for muck encounter (surcharge, excavation, or bridge design)
- Redesign Roadway Plans to incorporate bridge design in lieu of at grade design
- Coordination with Duke Transmission line relocation
- Restarted the 404 permit with the Army Corp of Engineers (ACOE)
 - Judge ruled to revoked the State 404 Permit delegation from FDEP and give back to ACOE
 - Permit has been submitted and pending approval
 - Construction schedule will depend on permit approval



Presentation Outline

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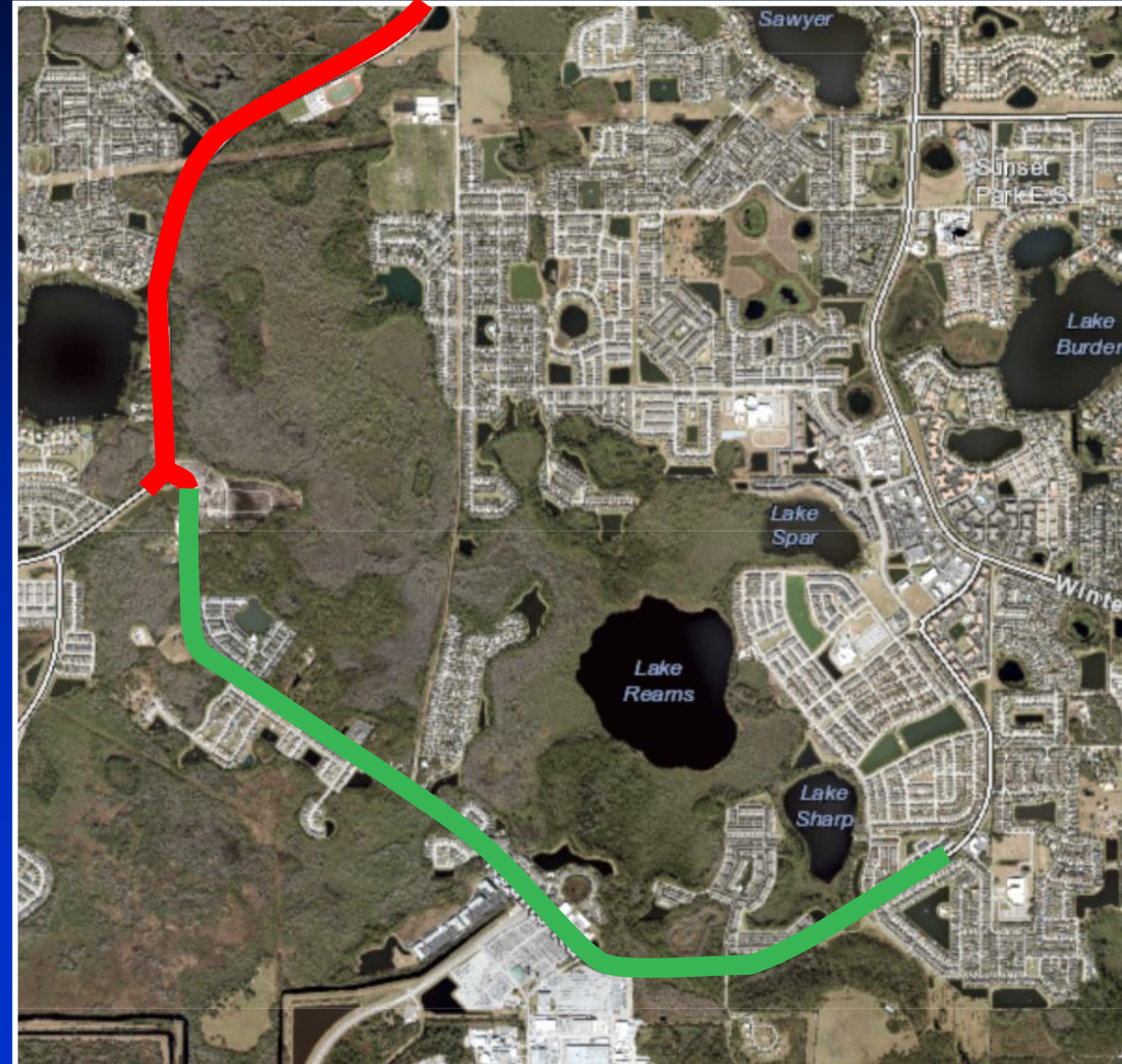
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Potential Interim Strategies

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- As staff moves forward to have the projects completed by 2029, potential interim strategies have been evaluated
- To ensure their effectiveness, we must first understand the history of this area

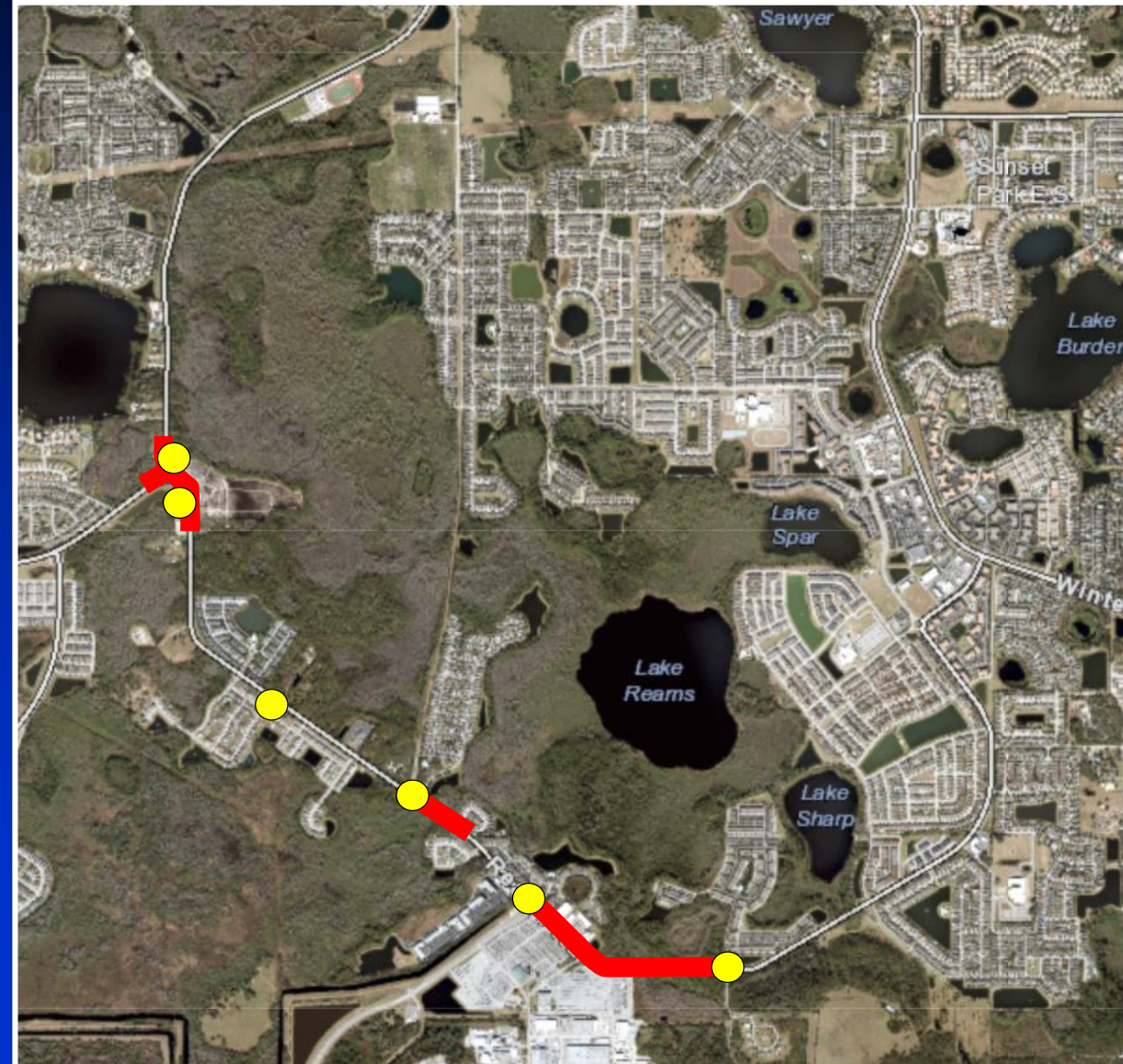




Potential Interim Strategies

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- **Why do these roadways flood?**
 - Roadways were constructed prior to our modern stormwater design standards
 - Road was originally a dirt road with shallow ditch systems that was in existence since the 1940s
 - Constructed to convey stormwater to the receiving wetlands and lakes
 - When the system is overwhelmed, the roadway would serve as a large conveyance system

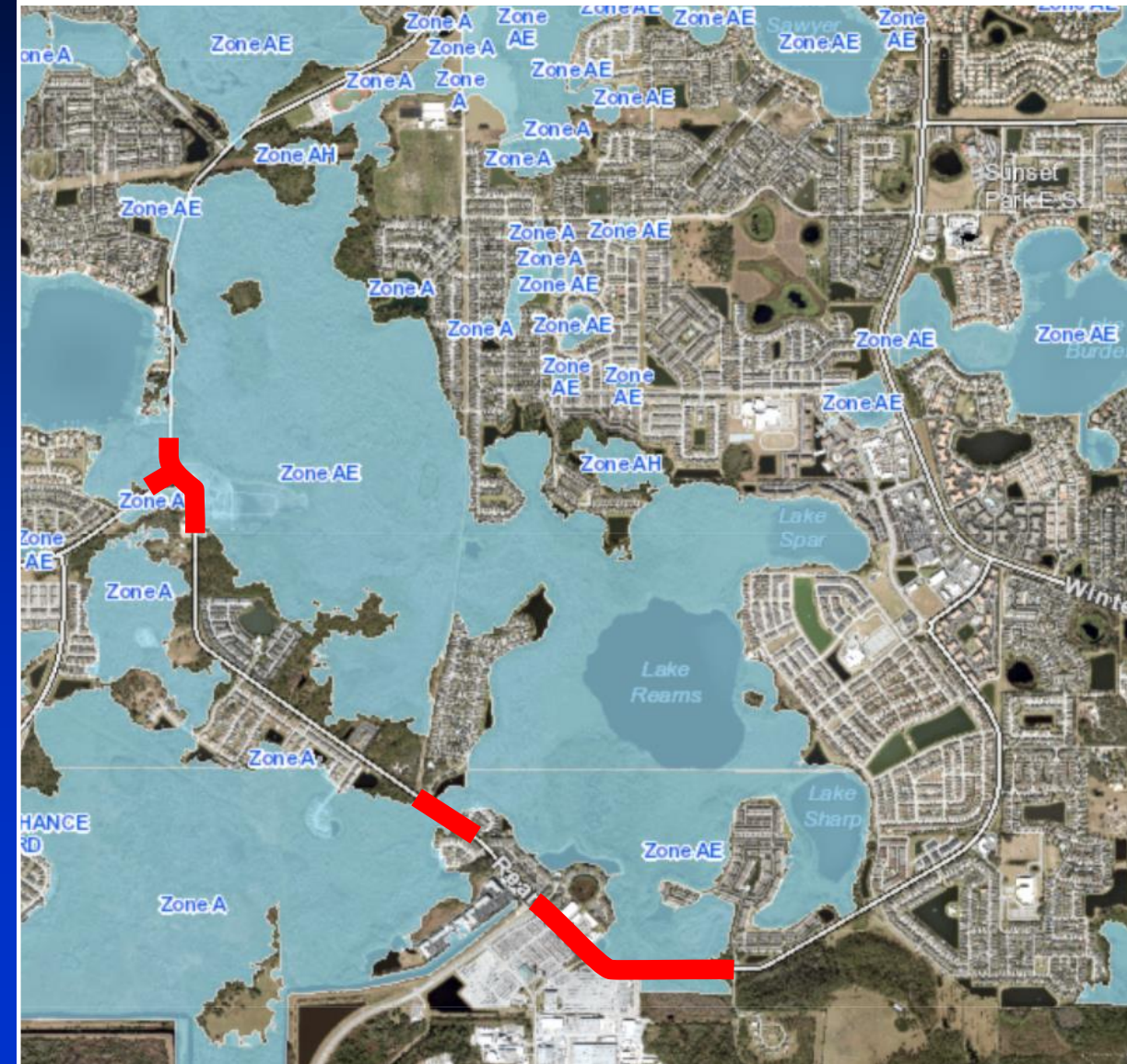




Potential Interim Strategies

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- Why do these roadways flood?
 - Existing roadway elevation within 100 year floodplain

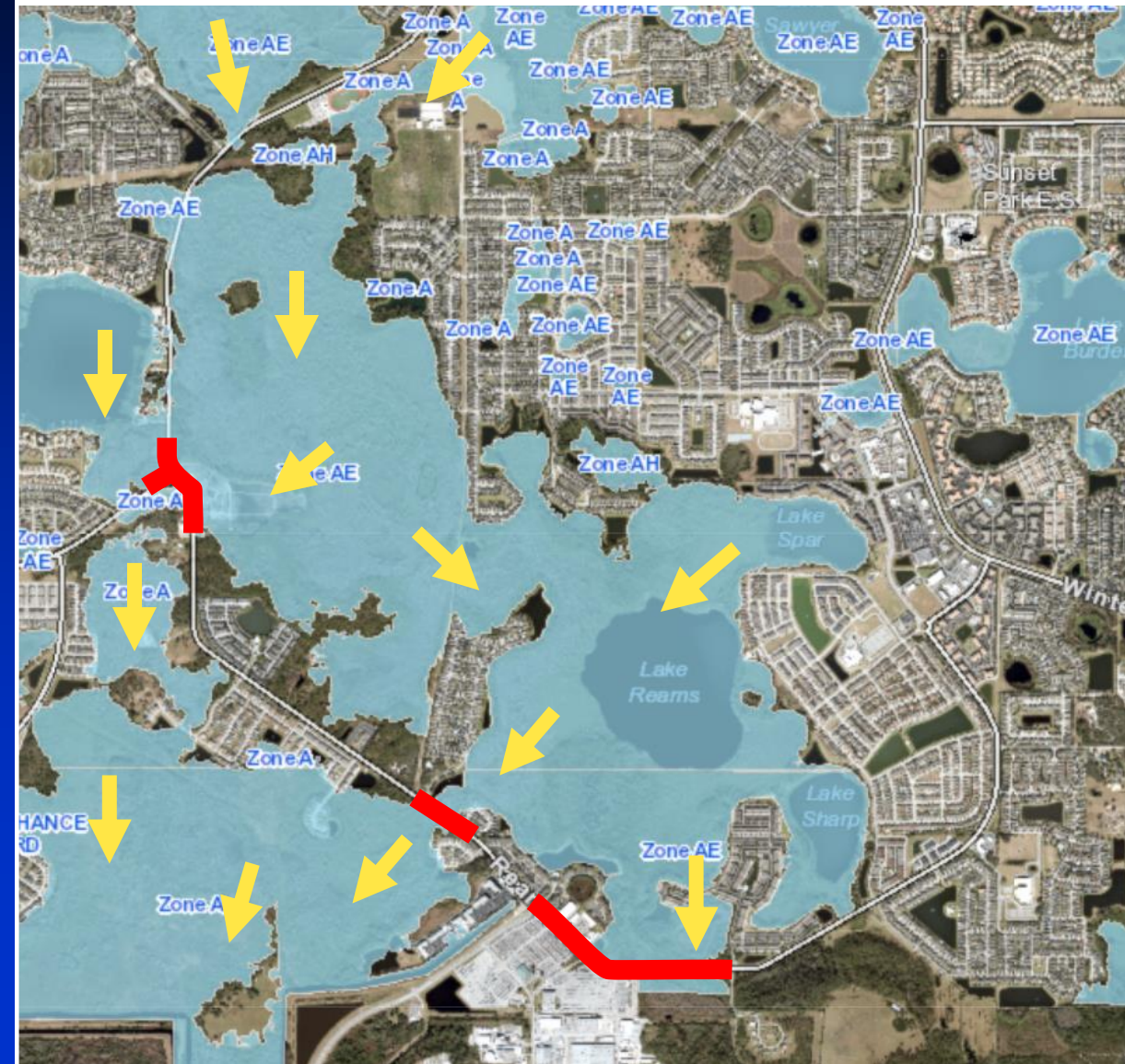




Potential Interim Strategies

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- Why do these roadways flood?
 - Existing roadway elevation within 100 year floodplain
 - Water naturally flows from North to South

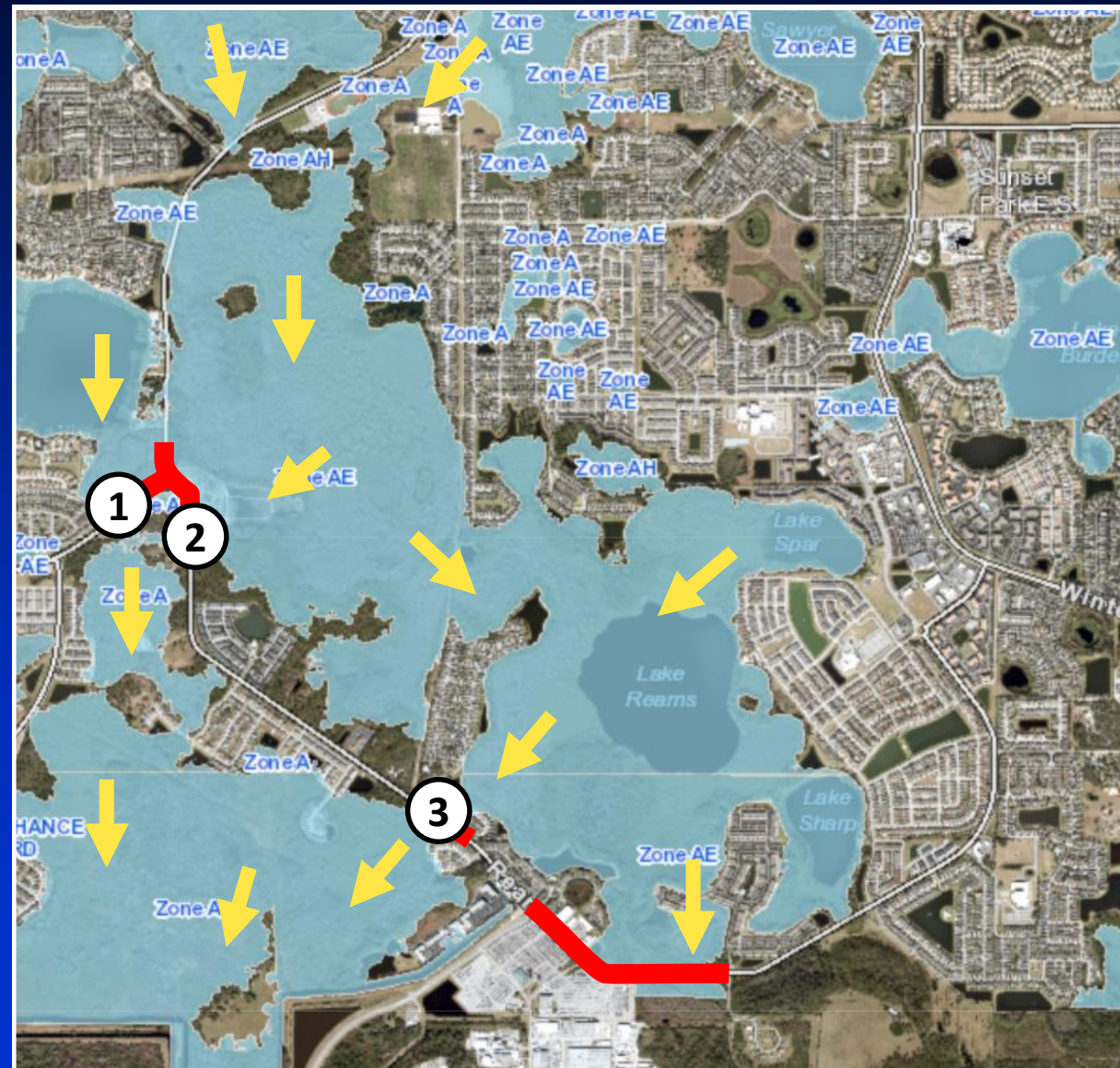




Potential Interim Strategies

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- Why do these roadways flood?
 - Existing roadway elevation within 100 year floodplain
 - Water naturally flows from North to South
 - Cross-drains at three key locations (Locations 1 thru 3)





Potential Interim Strategies

29

- Why do these roadways flood?
 - Existing roadway elevation within 100 year floodplain
 - Water naturally flows from North to South
 - Cross-drains at three key locations (Locations 1 thru 3)
 - Location 4 over tops the road

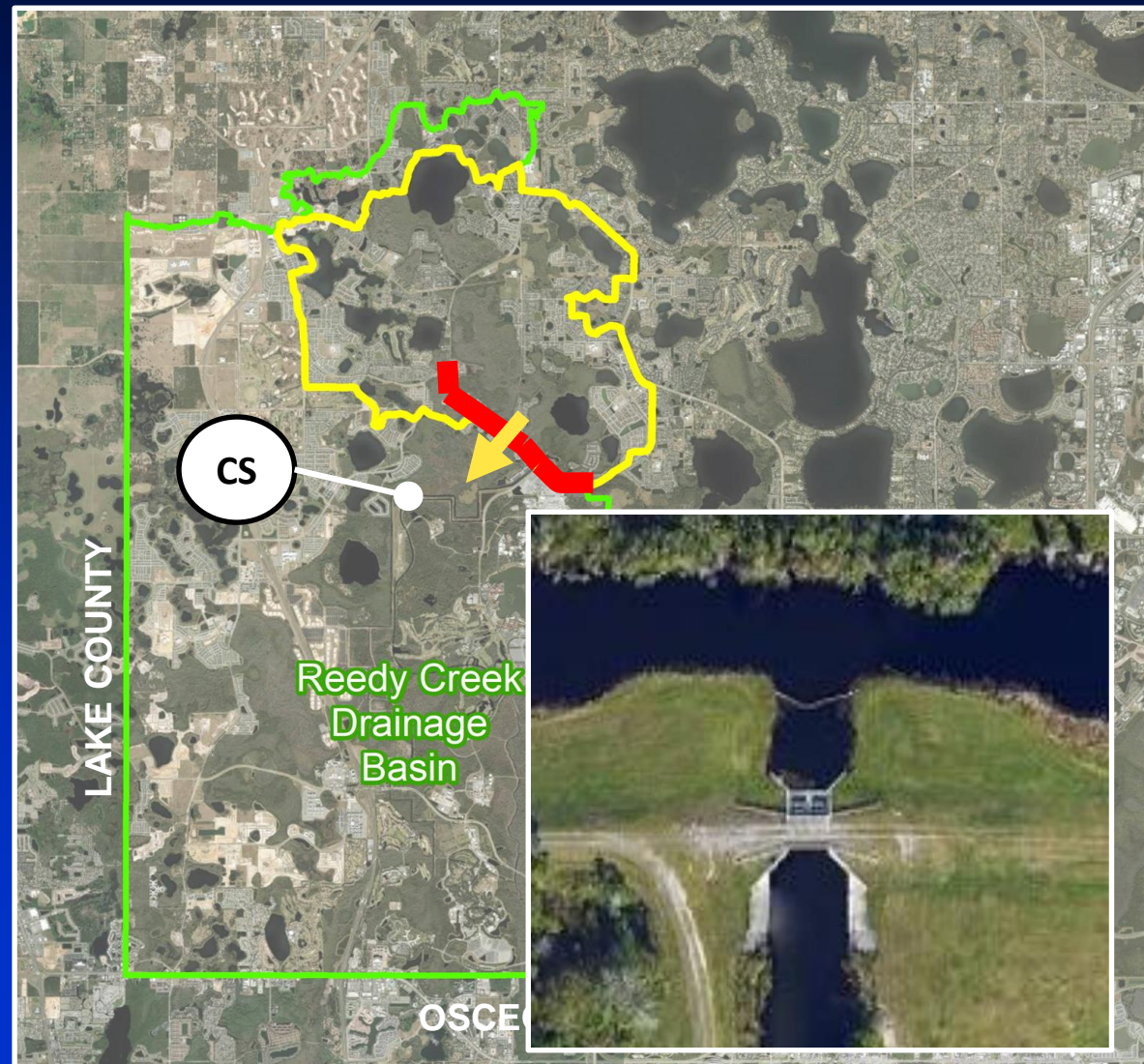




Potential Interim Strategies

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- **Why do these roadways flood?**
 - Area is part of larger Reedy Creek Drainage Basin
 - Stormwater runoff coming from north of Reams Rd flows into the basin and passes through the Central Florida Tourism Oversight District (CFTOD)'s Control Structure (CS) located within their property





Potential Interim Strategies

- During this 4 year gap (2025 to 2029), staff identified four strategies to address potential flooding risks:
 - **Strategy 1:** Pre-Storm Preparation and Enhanced Maintenance Activities
 - **Strategy 2:** Add Additional Asphalt Overlay to a Portion of Reams Rd
 - **Strategy 3:** Direction to County Engineer to implement more stringent development standards
 - **Strategy 4:** Development Moratorium (option of partial or full)



Potential Interim Strategies

■ Strategy 1

- Establish policies and procedures to deploy flood protection measures ahead of a major storm event
- Existing cross-drains at locations 1 thru 3 have been added to Priority List for more frequent inspections and pre-storm clearing
- Flood management devices, ie. TigerDam





Potential Interim Strategies

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■ Strategy 1

—Implementation:

- Quick to implement
 - On-going and ahead of a major storm event
- No significant additional cost for labor
 - Will utilize County staff
- Cost will come from renting or procuring Tiger Dam
 - Approx. \$200k to purchase
 - Investigating grant funding opportunities
- Benefit of ensuring cross-drains are flowing at maximum capacity to reduce staging and quicken recovery





Potential Interim Strategies

- Strategy 1: Storm Preparation and Enhanced Maintenance Activities
- **Strategy 2:** Add additional asphalt overlay to a portion of Reams Rd
- Strategy 3: Direction to County Engineer to implement more stringent development standards (w/ options)
- Strategy 4: Development Moratorium (option of partial or full)

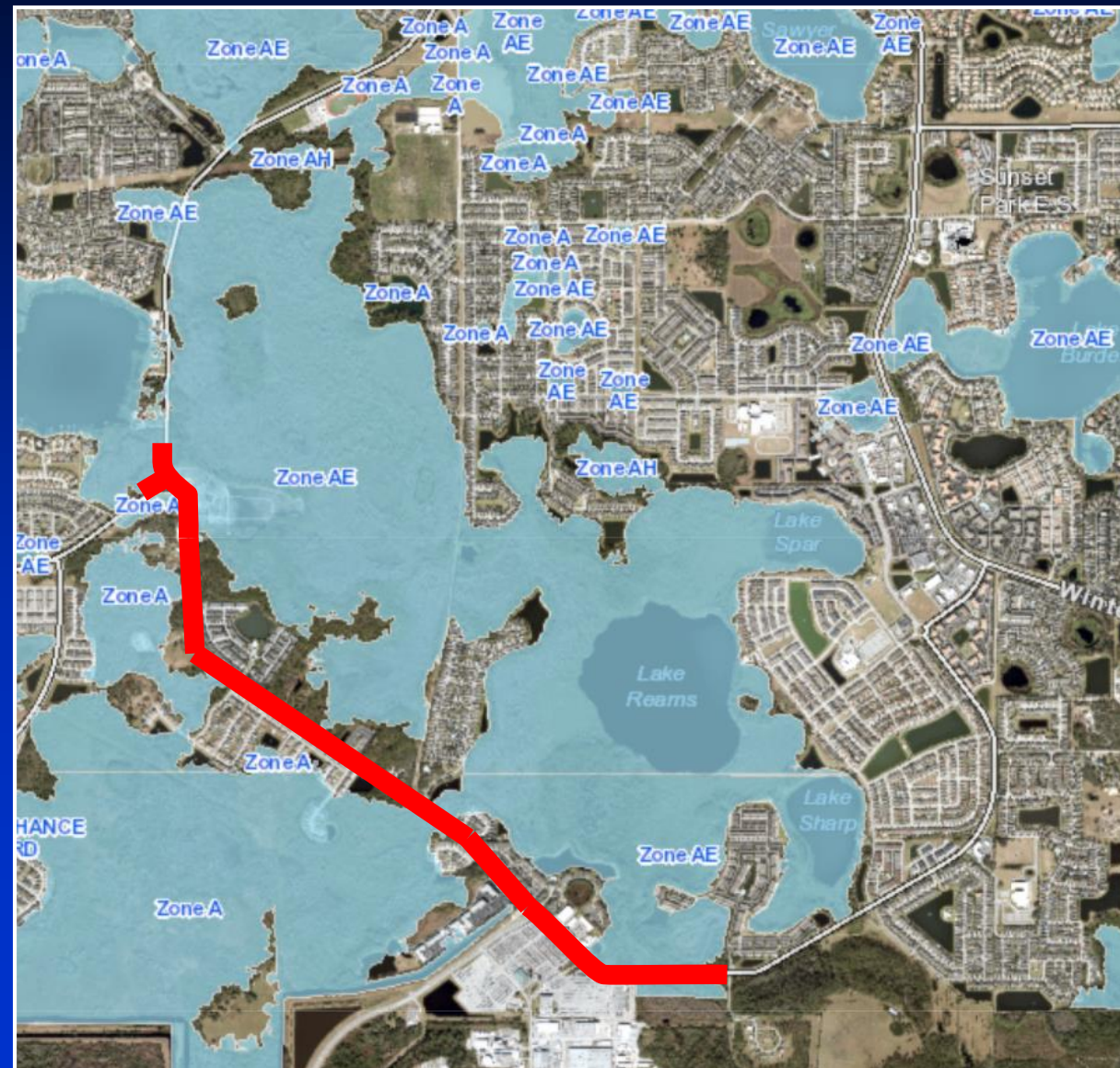


Potential Interim Strategies

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■ Strategy 2

- Evaluated the opportunity to construct a temporary asphalt overlay to raise the road:
- Ran the stormwater model
- Requires a min. of 10" to raise the road above the 100 YR storm elevation
 - Expensive and not quick to implement (~\$14M)
 - Require additional easements to tie down to existing elevation and permits for stormwater and wetland impacts
 - A throw away project



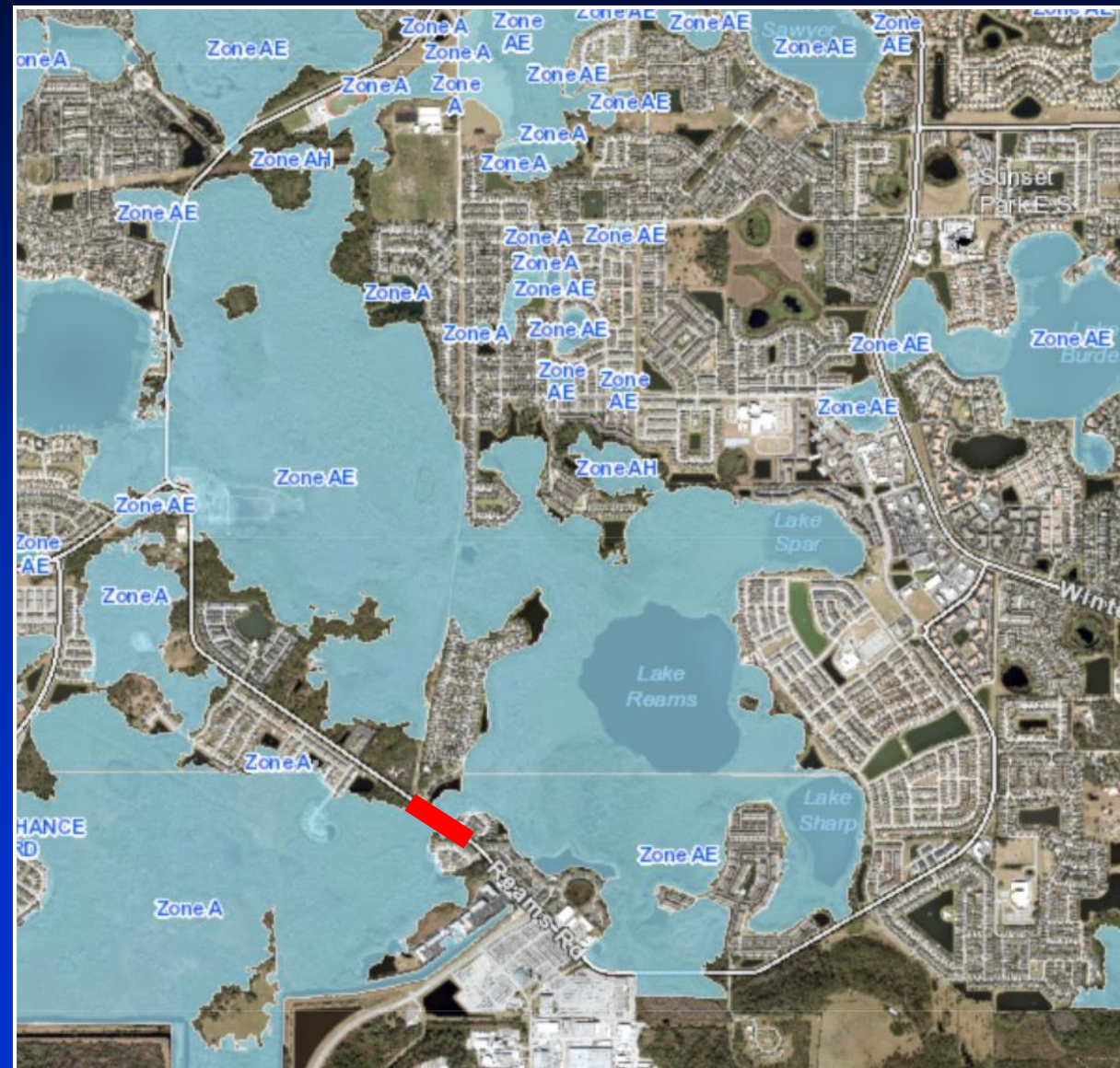


Potential Interim Strategies

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■ Strategy 2

- Evaluated the opportunity to construct a temporary asphalt overlay to raise the road:
- Investigated the maximum thickness allowable without additional design, easements, and permits requirement
- Concluded a 3" asphalt overlay will have the benefit raising a portion road above the 50 YR /72HR storm elevation (10.9" of rain)





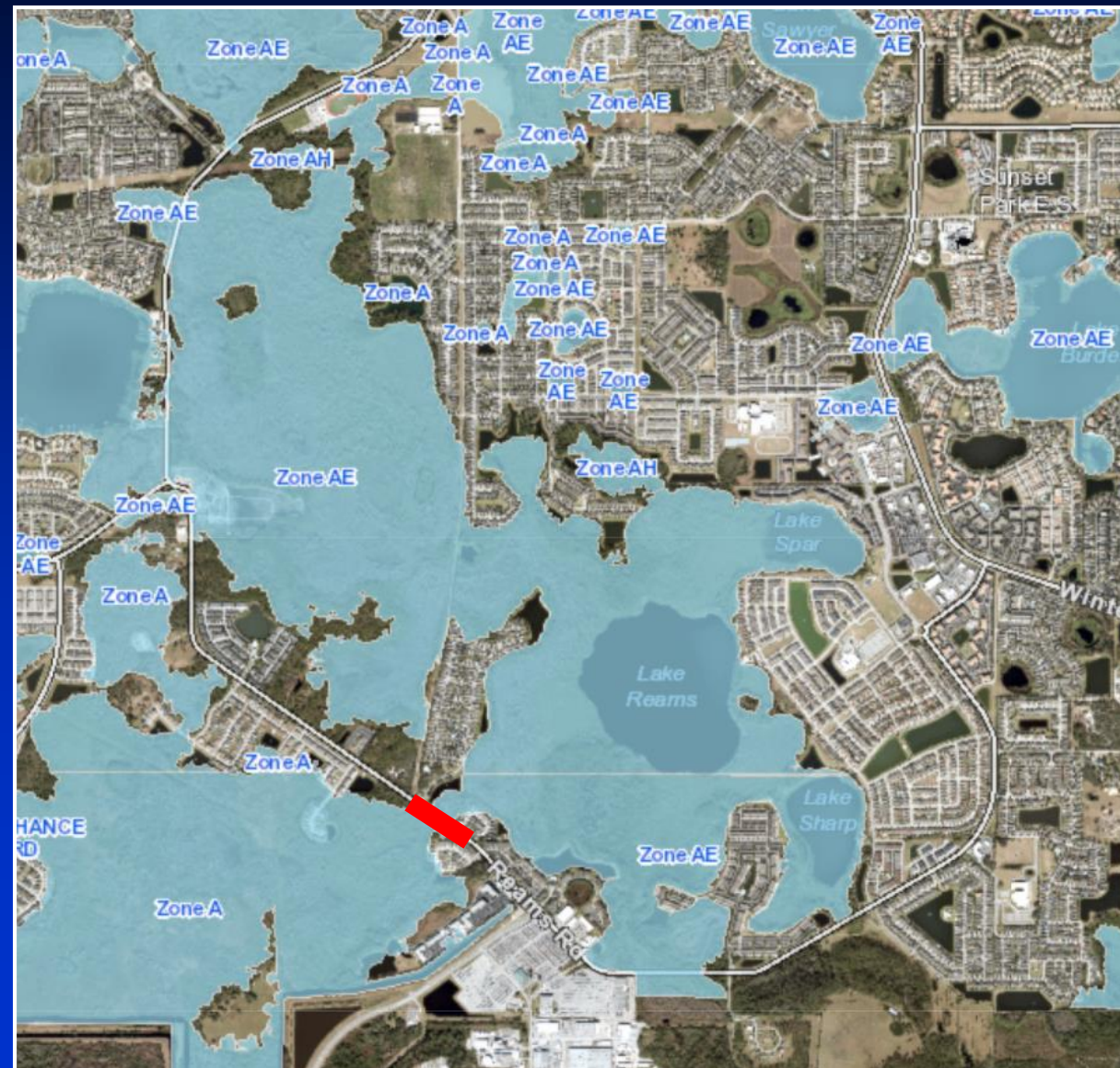
Potential Interim Strategies

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■ Strategy 2

—Implementation:

- Quick to implement
 - Aim to be completed prior to the hurricane season
- Approximately \$140k
- Reduce the likelihood of flooding during medium intensity storm at the key location identified in **RED**





Potential Interim Strategies

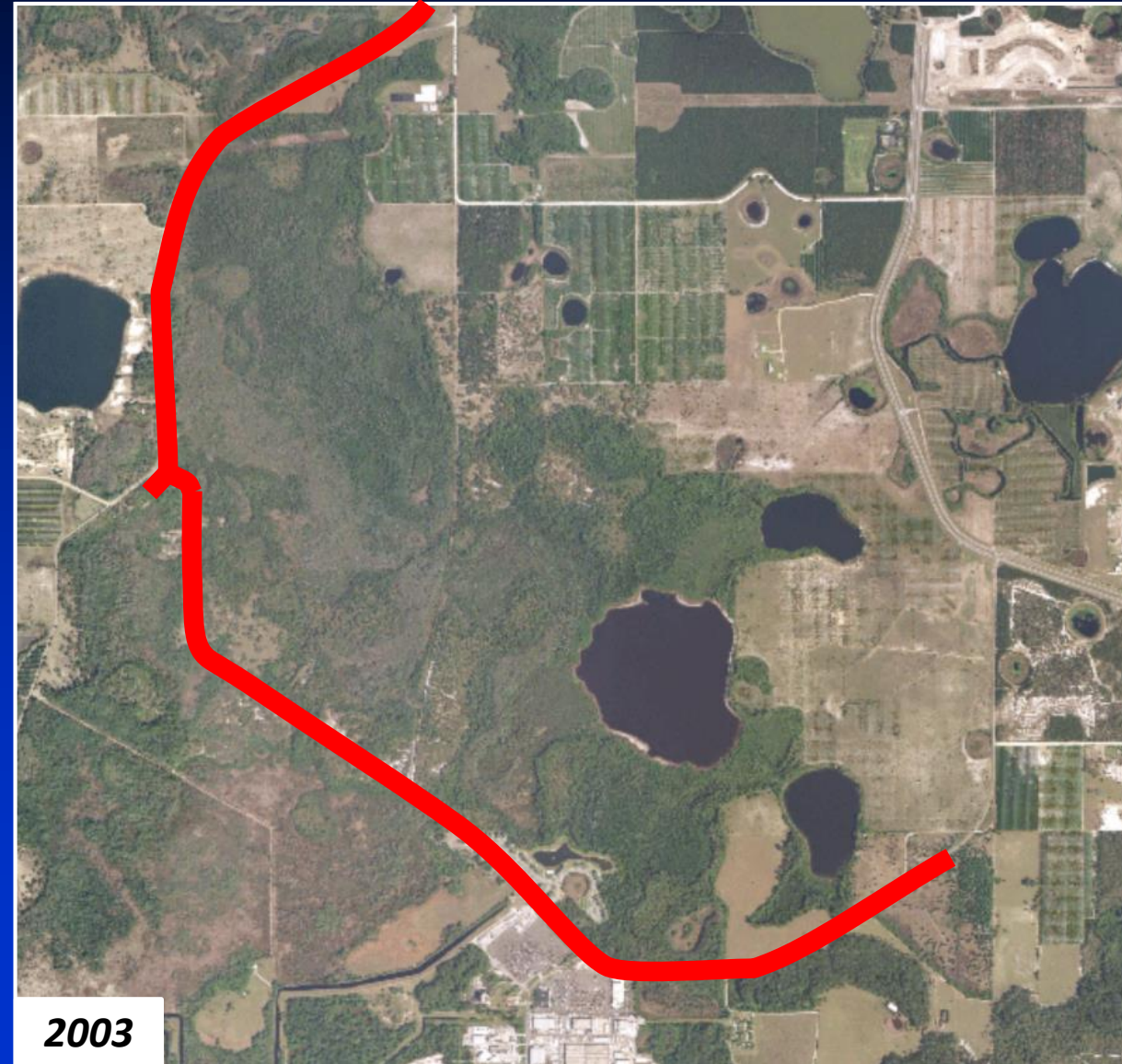
- Strategy 1: Storm Preparation and Enhanced Maintenance Activities
- Strategy 2: Add additional asphalt overlay to a portion of Reams Rd
- **Strategy 3:** Direction to County Engineer to implement more stringent development standards
- Strategy 4: Development Moratorium (option of partial or full)



Potential Interim Strategies

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- Significant development activity has occurred in the last 20 years
- All development was approved consistent with Orange County's land development regulation
 - Stormwater Management
 - Floodplain Management
 - Wetland





Potential Interim Strategies

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Stormwater Management

■ Ch. 34: Subdivision Regulations

- Rate of discharge: $\text{Post} \leq \text{Pre-development}$

- Design Storm:

- 10 YR / 24 HR storm for secondary stormwater systems
- 25 YR / 24 HR storm for primary stormwater systems
- 100 YR / 24 HR storm for landlocked basin, floodplain impacts, or high recharge Type A soils
- Sec. 34-247(b) The design frequency for major drainage systems may be increased if deemed necessary by the county engineer to protect upstream or downstream properties or to comply with other regulations.

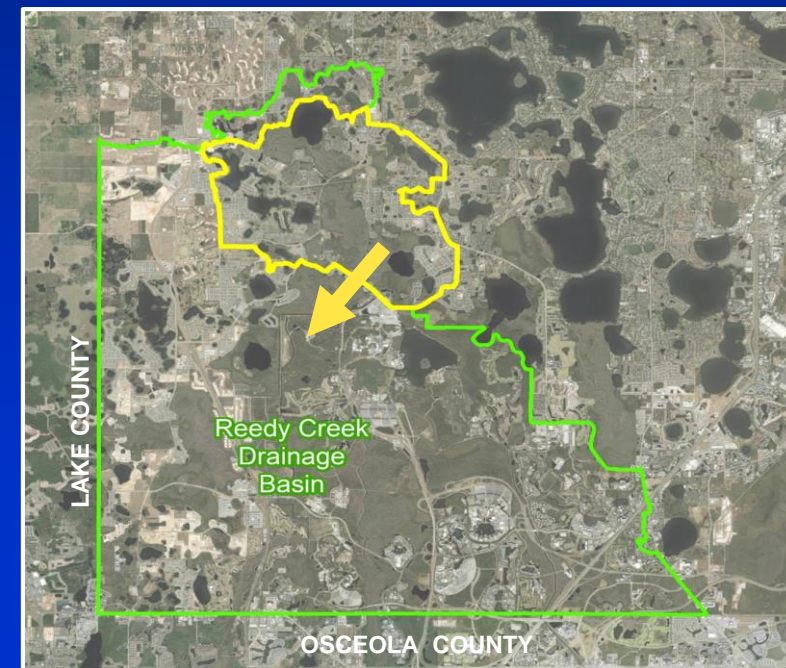
- Approval of County permits does not mean they have approval from other regulatory agencies



Potential Interim Strategies

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- Additional stormwater review are conducted through SFWMD and CFTOD
- SFWMD reviews the proposed development per F.A.C. 62-330 discharge criteria, or criteria established by local agency or special drainage district
- CFTOD's Resolution No. 378 (adopted Aug. 1999)
 - CFTOD will accept surface water discharge from Orange County not to exceed a discharge rate of 13 CSM for a 50 YR/72 HR storm
 - Stricter than Orange County's Code which bases the discharge rate on various design storm events
 - Can yield a discharge rate greater than 13 CSM





Potential Interim Strategies

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- What does 13 CSM mean?
 - 13 cubic feet per second per square mile
 - Equivalent to the discharge of 2 standard rain barrels (13 cubic feet) per second for every square mile
 - VERY low flow





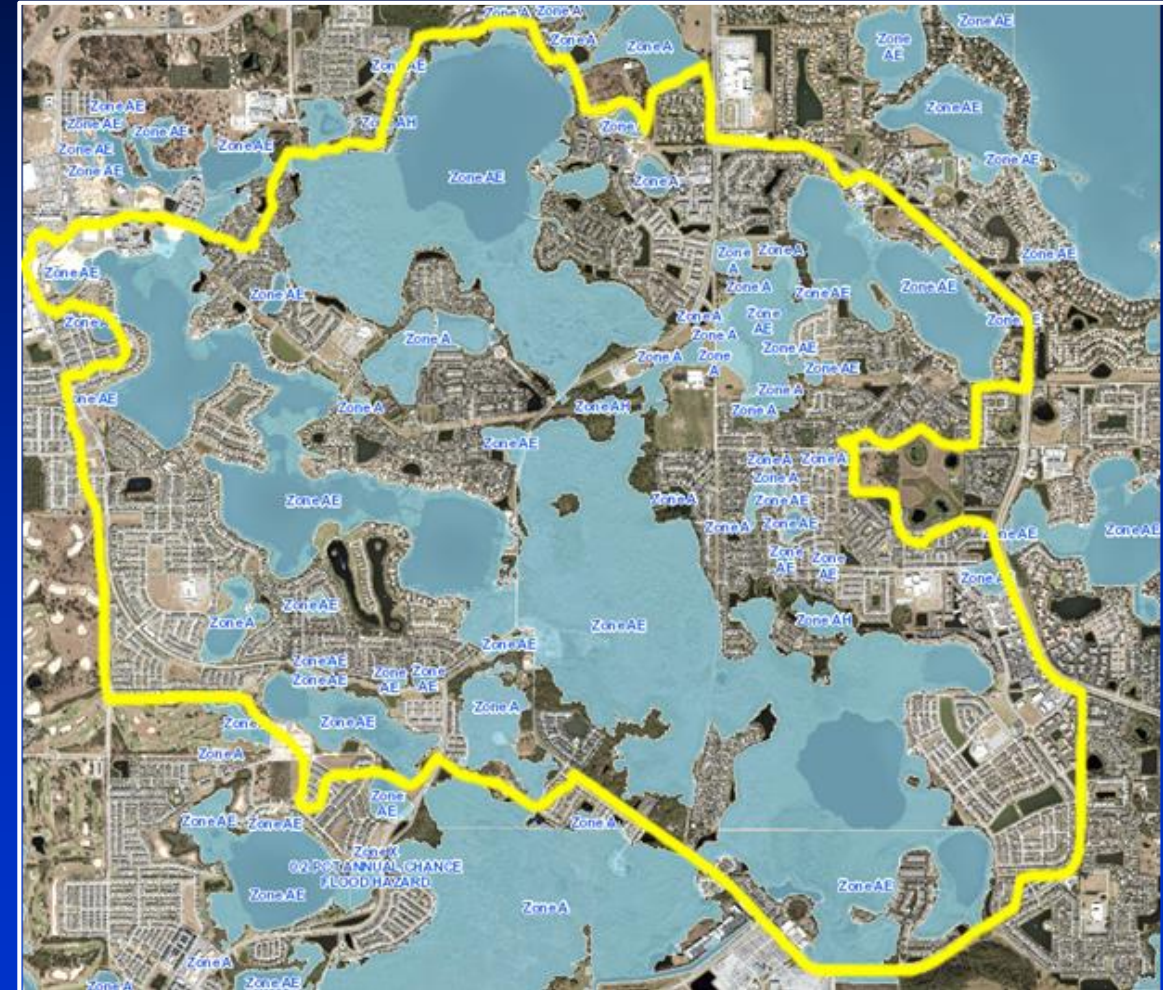
Potential Interim Strategies

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■ Strategy 3

—The Board to direct the County Engineer to require:

- An increase in the design frequency for major drainage systems to protect upstream or downstream properties
- Capping the stormwater discharge rate into CFTOD system to 13 CSM for new projects within the Reedy Creek Sub-Basin identified in **YELLOW**





Potential Interim Strategies

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- **What are the cost associated with Strategies 1-3?**
 - Strategies 1-2: Approx. \$340k implement
 - Strategy 3: New development will see an increase in cost since it would require larger stormwater ponds to manage and store more water on-site. Cost will be site specific.
- **What are the benefits associated with Strategies 1-3?**
 - Strategies 1-2: Allows nearly 30,000 daily drivers through this corridor by minimizing risk of flooding, keeping these roads open, and improving safety of the public
 - Strategy 3: Provides a path forward for new development while minimizing the potential adverse impacts on the surrounding areas.
 - Strategies 1-3:
 - Addresses the health, safety, and welfare concerns of the public
 - Quick to implement



Potential Interim Strategies

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- Strategy 1: Storm Preparation and Enhanced Maintenance Activities
- Strategy 2: Add additional asphalt overlay to a portion of Reams Rd
- Strategy 3: Direction to County Engineer to implement more stringent development standards
- **Strategy 4: Development Moratorium (option of partial or full)**



Potential Interim Strategies

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- **What is a Moratorium on Development?**
 - An ordinance to temporarily pause specific land development approvals/permits in a designated area to provide time to address specific issues impacting the area
- **What would a moratorium attempt to accomplish?**
 - To minimize further flooding and environmental impacts associated with new development
- **How would a moratorium interact with current regulations and on-going studies?**
 - Wetland Code
 - Floodplain Code
 - Stormwater Studies

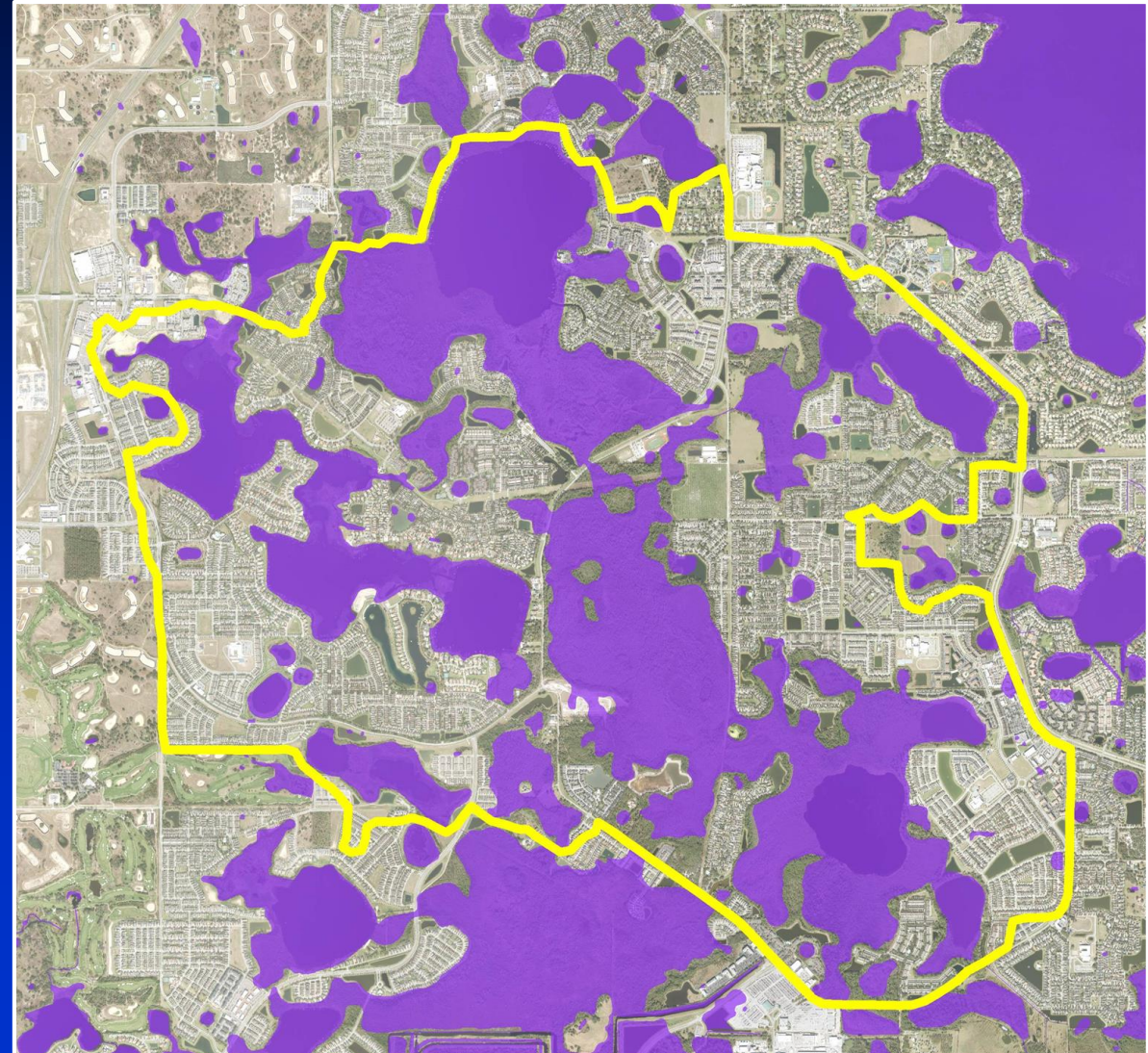


Potential Interim Strategies

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Wetland/Surface Water Regs.

- Wetland impacts associated with existing development were permitted under the old Wetland Code (eff. 1987)
- Code updated in 2023; eff. June 2024
- New criteria pertaining to water storage:
 - Requires applicants to mitigate for storage loss from wetland and surface water impacts during design
 - 100-foot upland buffer requirement provides more storage than old 25-foot buffer



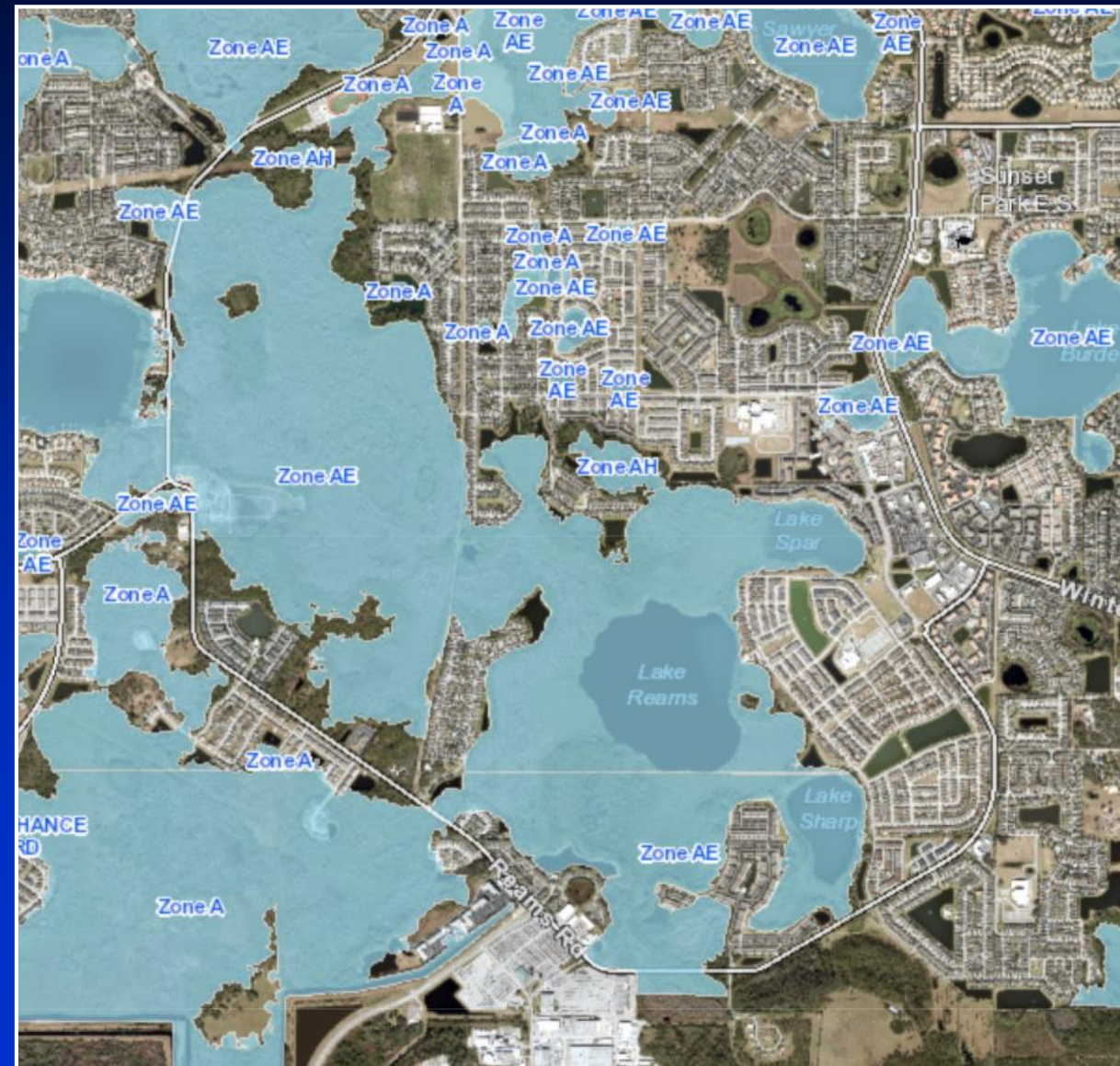


Potential Interim Strategies

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Floodplain Management Regs.

- CH. 19 - Floodplain Code was updated in Sept. 2021
- Fill within the floodplain requires compensating storage (cup-for-cup)
- FEMA reviews development for potential impacts to the floodplain pursuant to 44CFR – 60.3(b)(3), (c), (d) and 65.12





Potential Interim Strategies

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Stormwater Updates

■ Reedy Creek Basin Study

- The basin study will provide a stormwater model to establish a baseline, which will assist in the design of stormwater infrastructure for future developments
- **Final model submission Late 2025**

■ Rainfall Intensity Study

- Evaluated available rainfall data to identify spatial and frequency trends
- Determine if those trends should be considered in County's design storm analysis
- **Scheduled to be completed Mid 2025**

■ Countywide Vulnerability Study

- Will identify risk to critical assets for multiple flood scenarios
- **Scheduled to be completed by Fall 2025**



Potential Interim Strategies

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Stormwater Updates

■ Drainage Manual

- Manual will incorporate the results of the Reedy Creek Basin, Rainfall Intensity, and County Vulnerability Studies
- Assess the feasibility of implementing stricter criteria for areas identified as high-risk due to flooding
- Incorporate the new Stormwater Rule Update (SB 7040 - F.A.C. 62-330) which will potentially increase stormwater system design requirement
- Requires policy discussion, Code update, and public hearings
- **Anticipated Completion Late 2026**



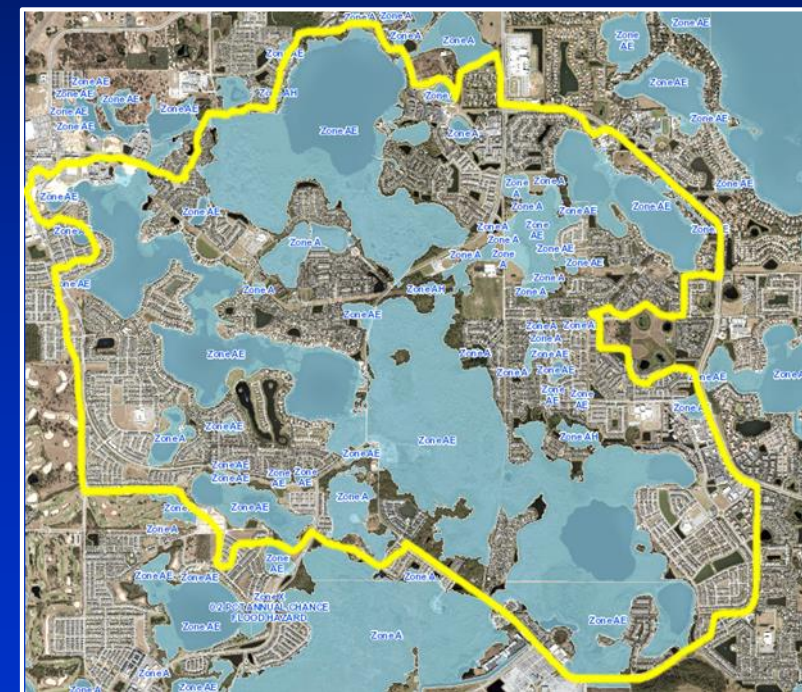
Potential Interim Strategies

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■ Strategy 4

–Moratorium Options in the Reedy Creek Sub-Basin:

- **Option 1** (less severe): No wetland and floodplain impacts in the Reedy Creek Sub-Basin until the construction of Reams Rd is completed (mid 2029) or until more stringent stormwater Code modifications get adopted (late 2026), whichever occurs first
- **Option 2** (more severe): No development approvals / permits in the Reedy Creek Sub-Basin until the construction of Reams Rd is completed (mid 2029) or until more stringent stormwater Code modifications get adopted (late 2026), whichever occurs first





Potential Interim Strategies

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■ Strategy 4

—What is required for a Moratorium Ordinance?

- Prohibition of a specifically defined use
- Public Purpose/Reason (rational nexus required)
- A defined duration
- Enforcement provisions
- Legal Authority
- Public Hearings (PZC and BCC)



Potential Interim Strategies

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Moratorium Benefits

■ Public Safety

- Limits new strain on an already impacted area and seeks to prevent future harm
- Prevents new developments from being affected by potential flooding issues

■ Improved Infrastructure Planning

- Provides time for comprehensive studies to understand the existing flooding issues regarding drainage deficiencies, watershed impacts, and stormwater system limitations

■ Legal and Political Safeguards

- Reduces the risk of future lawsuits from developers or homeowners affected by insufficient flood mitigation or infrastructure



Potential Interim Strategies

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Moratorium Risks

■ Legal Challenges

- Property owners could argue the moratorium constitutes a taking of their property under the 5th Amendment
- Property Owners could argue the moratorium places an inordinate burden on the use or economic viability of their property under the Bert J. Harris Jr. Act

■ Economic Impacts

- Negative effect on County (once development is paused, property tax revenue, impact fees, and other development-related fees will decrease)
- Negative effects on development community (lost wages/revenue for contractors, suppliers, real estate professionals, etc.)



Potential Interim Strategies

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Moratorium Risks

■ Community Reputation

- This will be Orange County's 3rd suspension on development in 9 months, which can make the County appear hostile to development and discourage future investment

■ Unintended Consequences and Other Considerations

- Costs tend to rise over time; what will the price of development be post-moratorium?
- Money and resources County may have to expend defending legal challenges
- What happens to the construction projects that are already underway?
- Is the duration of the moratorium reasonable considering what County seeks to achieve?
 - It may take 2 years to complete the Drainage Manual, but how long will it take to address the findings?



Potential Interim Strategies

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Moratorium Risks

■ Unintended Consequences and Other Considerations

- Are there factors beyond what the County has jurisdiction to regulate with a moratorium that contribute to the problem of flooding in the area?
 - Failing infrastructure or over-construction in other jurisdictions
 - Weather patterns beyond our control (frequency of hurricanes and significant storm events)
 - Suspending development approvals and permits will not abate the current flooding issues since permits/approvals do not cause the flooding, it is the actual construction/moving of dirt that does.
- Limited applicability



Potential Interim Strategies

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- Many of the undeveloped parcels are already protected via conservation easements
- ~1,843 ac protected via conservation easements
 - Sec. 713.B of the Orange County Charter: Action by the Board to change the disposition of any County Protected Lands (e.g., conservation easements) and must be approved by a supermajority vote
 - Non-County-owned lands seeking development rights for a conservation area must obtain Board approval

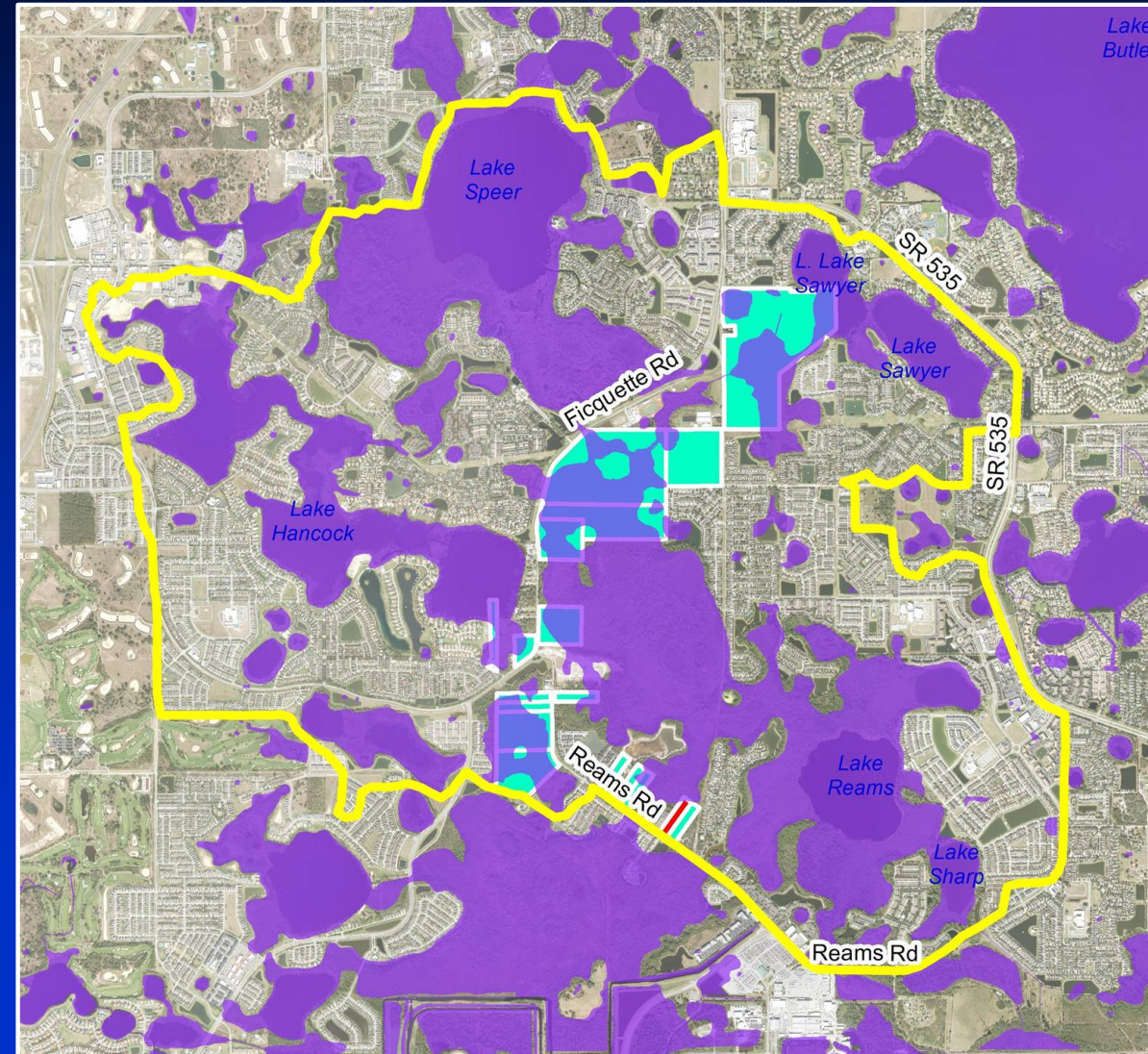




Potential Interim Strategies

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- Moratorium could be applicable within the Reedy Creek Sub-Basin identified in **YELLOW**
- 19 remaining parcels potentially available for development:
 - 18 Undeveloped parcels (**BLUE**)
 - Total: ~474 AC
 - Require Board approval for land use entitlements
 - New Wetland and Floodplain Regs apply
 - 1 Parcel in the Development Process (**RED**)
 - Moratorium would not apply to this parcel





Presentation Outline

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- Recap of October 29, 2024 Commissioner's Report
- Historical Flooding in Area
- Infrastructure Improvements and Schedule
- Potential Interim Strategies
- **Summary**
- Board Direction

- Board requested Work Session due to recent flooding events along Reams Rd and Ficquette Rd
- Reams Rd has a history of flooding
- Major roadway projects should address flooding and public safety concerns and is projected to be completed by Mid 2029
- Several interim infrastructure and land development strategies are possible to provide relief
- Any moratorium should be temporary, may have risk, and may have limited applicability



Presentation Outline

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- Recap of October 29, 2024 Commissioner's Report
- Historical Flooding in Area
- Infrastructure Improvements and Schedule
- Potential Interim Strategies
- Summary
- **Board Direction**



Board Direction

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- Strategies 1 & 2 are being implemented or in the process of being implemented
 1. **Pre-Storm Preparation and Enhanced Maintenance Activities**
 2. **Add additional asphalt overlay to a portion of Reams Rd**
 - Requesting Board direction on Strategies:
 3. **Direction to County Engineer**
 - To cap the stormwater discharge rate into CFTOD's drainage basin at 13 CSM for new projects
 - No cost, immediate impact to new development applications, limited amount of new development
 - Would need to be in place until earlier of drainage manual update (2026) or completion of road projects (2029)
 4. **Moratorium (partial or full)**
 - Option 1 – Limited to wetland/floodplain impacts
 - Option 2 – No development permits allowed
 - No direct cost, risk of legal challenge, major impact on new development, years until solution implemented
- Low cost
 - Improved flow and recovery
 - Reduced risk of roadway flooding
 - Should be complete by late Summer 2025