

Flood Risk Assessment Report

NextDC S4 Data Centre

Prepared for NextDC / 17 June 2024

211085

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Glossary and Abbreviations

Annual Exceedance Probability	AEP	The chance of a flood of a given or larger size occurring in any one year, usually expressed as a percentage
Australian Height Datum	AHD	A common national surface level datum often used as a referenced level for ground, flood and flood levels, approximately corresponding to mean sea level.
Average Recurrence Interval	ARI	The long-term average number of years between the occurrence of a flood equal to or larger in size than the selected event. ARI is the historical way of describing a flood event. AEP is generally the preferred terminology.
Bureau of Meteorology	BOM	An executive agency of the Australian Government responsible for providing weather services to Australia and surrounding areas.
Development Control Plan	DCP	A Development Control Plan is a document prepared by the Council which provides detailed guidelines which assist a person proposing to undertake a development. A DCP must be consistent with the provisions and objectives of a Local Environmental Plan (LEP).
Flood Emergency Management Plan	FEMP	A step-by-step sequence of agreed roles, responsibilities, actions and management arrangements for the conduct of emergency operations. The objective is to ensure a coordinated response by all agencies having responsibilities and functions in emergencies.
Flood Emergency Response Plan	FERP	Set of instructions outlining the emergency response strategy (e.g. evacuation or stay-in-place approach) and defined responses during a flood emergency.
Finished Floor Level	FFL	The level, or height, at which the floor of a building or structure (including alterations and additions) is proposed to be built.
Flood hazard		A source of potential harm or a situation with a potential to cause loss of life, injury and economic loss due to flooding. Flood hazard is defined as a function of the relationship between flood depth and velocity.
Flood Planning Level	FPL	The combination of the flood level from the defined flood event and freeboard selected for flood risk management purposes.
Freeboard		A factor of safety typically used in relation to the setting of floor levels or levee crest levels. Freeboard provides a factor of safety to compensate for uncertainties in the estimation of flood levels across the floodplain, such as wave action, localised hydraulic behaviour etc.
Local Environmental Plan	LEP	LEPs provide a framework that guides planning decisions for local government areas through zoning and development controls. Zoning determines how land can be used (for example, for housing, industry, or recreation).
New South Wales State Emergency Service	NSW SES	The NSW SES is an agency of the Government of New South Wales, is an emergency and rescue service dedicated to assisting the community in times of natural and man-made disasters.

Probable Maximum Flood	PMF	The largest flood that could conceivably occur at a particular location, usually estimated from probable maximum precipitation. Generally, it is not physically or economically possible to provide complete protection against this event. The PMF defines the extent of flood prone land, that is, the floodplain.
Representative Concentration Pathways	RCP	RCPs make predictions of how concentrations of greenhouse gases in the atmosphere will change in future as a result of human activities. The four RCPs range from very high (RCP8.5) through to very low (RCP2.6) future concentrations.

1.0 Executive Summary

This flood report has been prepared by Taylor Thomson Whitting Pty Ltd (TTW) on behalf of NEXTDC Limited to accompany a detailed State Significant Development Application (SSDA) for the S4 data centre development at 16 Johnston Crescent, Horsley Park. The site is legally described as Lot 305 in Deposited Plan 1275011.

This report has been prepared to address the Secretary's Environmental Assessment Requirements (SEARs) issued for the project (SSD-63741210). This report concludes that as the site is not prone to flooding itself, even in the extreme PMF event, and that it will not impact hydraulically on external properties. TTW's SSDA Civil Report details how the sites This report concludes that the proposed data centre development is suitable, with regard to current flood studies and mapping and Council regulations and warrants approval subject to the implementation of the following mitigation measures:

- Flood Emergency Management Plan to address management strategies for site response and access and egress routes to the site in the event of a PMF event scenario.

2.0 Introduction

TTW has been engaged on behalf of NextDC to prepare a High-Level Flood Assessment Report for the S4 Data Centre, located in Horsley Park in the Fairfield Council Local Government Area (LGA). This development is planned to provide 232 MW of IT capacity, 52,916m² of technical data hall floor space and 10,738m² of ancillary office and innovation floor space. Fairfield Council has classified this as a “Sensitive Uses and Facilities” development due to the sensitivity of data stored and the need to ensure it is protected from damage.

This report has been prepared in response to the requirements contained within the Secretary’s Environmental Assessment Requirements (SEARs) dated 27 October 2023 issued for the SSDA (SSD-63741210). This report responds to the SEARS requirement issued below (Table 1).

This report outlines the flooding behaviour of the site, and surrounding area, under existing site conditions, as well as flood planning controls relevant to the level of flood risk. The details of this report are based on current available information and correspondence undertaken at the time of writing.

Table 1: SEARs Compliance

Ref No	SEARs Requirement	Section of Report where response is provided
15. Flooding Risk	<ul style="list-style-type: none">Identify any flood risk on-site having regard to adopted flood studies, the potential effects of climate change, and any relevant provisions of the NSW Floodplain Development Manual.Assess the impacts of the development, including any changes to flood risk on-site or off-site, and detail design solutions and operational procedures to mitigate flood risk where required.	Section 5.0 and Section 6.0

2.1 Relevant Guidelines and References

The following documents have been reviewed and referenced in preparing this report:

- Australian Institute of Disaster Resilience (2017). Flood Hazard Guideline 7-3 [adr-guideline-7-3.pdf \(aidr.org.au\)](#)
- BMT WBM (2013). Rural Area Flood Study Ropes, Reedy & Eastern Creeks Final Report [rural_area_flood_study_final.pdf \(nsw.gov.au\)](#)
- Fairfield Council (2013). Development Control Plan (DCP) 2013 [Microsoft Word - Citywide DCP A DCP Cover \(nsw.gov.au\)](#)
- New South Wales Department of Infrastructure, Planning and Natural Resources (2005). Floodplain Development Manual [Floodplain Development Manual \(nsw.gov.au\)](#)
- NextDC (website 2024). S4 Sydney Data Centre [S4 Sydney NEXTDC Data Centre](#)

- NSW Department of Planning and Environment (2023). Flood risk management guideline FB03 [Flood hazard \(nsw.gov.au\)](https://www.nsw.gov.au/flood-hazard)
- Advisian (2020). South Creek Floodplain Risk Management Study [South Creek Floodplain Risk Mgmt Study.pdf \(nsw.gov.au\)](https://www.nsw.gov.au/south-creek-floodplain-risk-mgmt-study.pdf)

2.2 Proposed Development

The proposed development involves the demolition of any existing structures on the site and the construction of a new data centre complex. This development will include 5 separate buildings, a dedicated substation yard, and car parking at ground level. The data centre is to be built in three stages, with buildings A-C and the substation completed during the first stage, and buildings D and E completed in stages 2 and 3 respectively (see Figure 1).

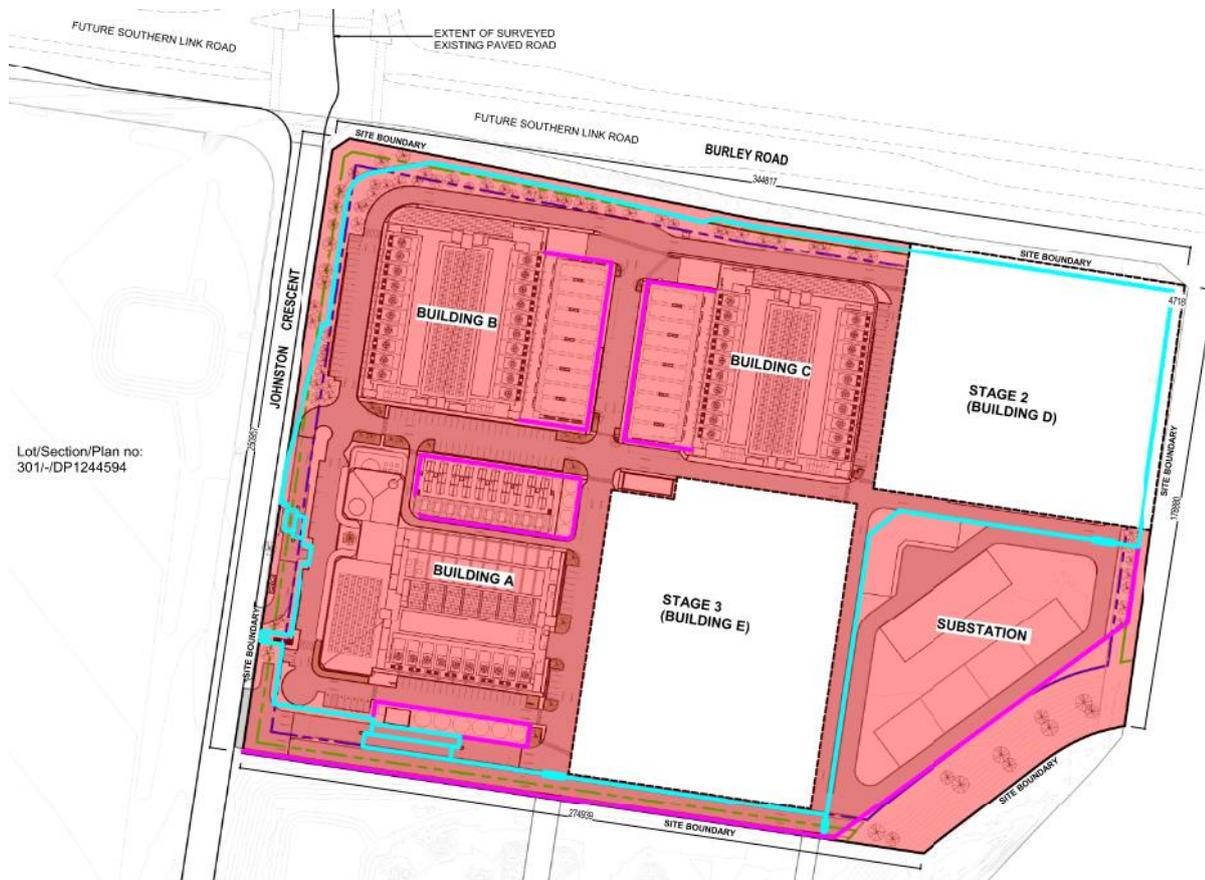


Figure 1: Proposed Staging Plan. Source: HDR Architecture (01/03/2024)

3.0 Site Location and Characteristics

3.1 Location and Layout

The site is located at 16 Johnston Cr, Horsley Park and comprises a single, approximately rectangular lot, legally described as Lot 305 in Deposited Plan (DP) 1275011. It is located on the corner of Burley Road and Johnston Crescent and is approximately 82,620m² in size. A map of the site location is provided in Figure 2.

The site is located in the primarily rural suburb of Horsley Park, in the Fairfield Council LGA. As shown by the zoning map provided in Figure 3, the site is zoned as part of the Western Sydney Employment Area (WSEA), an industrial precinct intended to boost growth and employment in Western Sydney. Surrounding properties include office spaces, DHL warehouses, and Austral quarries and brickworks. Areas east of the site are zoned as rural “Primary Production Small Lots” (RU4). The site is close to two minor waterways – Reedy Creek to the east and Ropes Creek to the west. A map of nearby waterways is provided in Figure 4.

The existing site is a quarry and brickwork facility associated with “CSR Bricks and Roofing”, as identified on Google Maps.



Figure 2: Map of the site location. Site boundary is highlighted in orange. Source: NSW SIX Maps

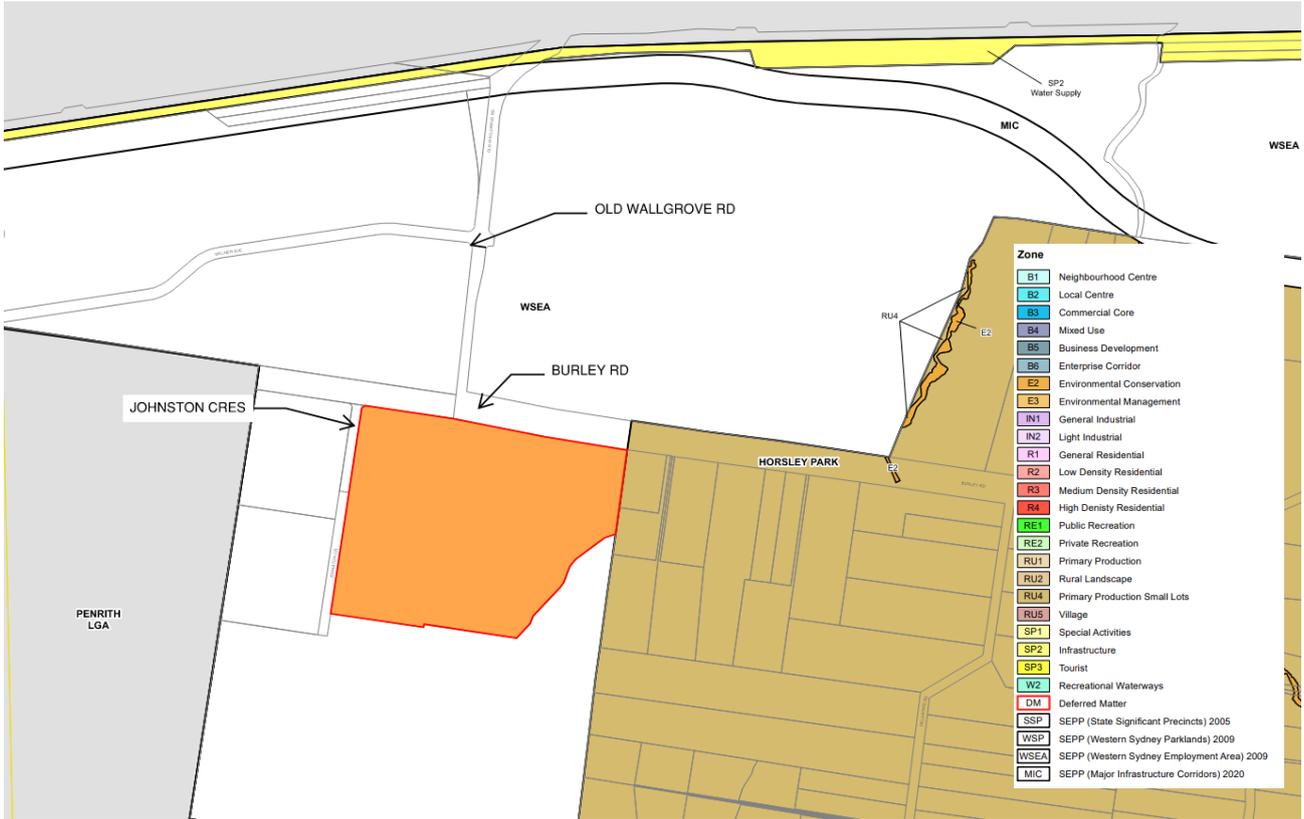


Figure 3: Land zoning around western Horsley Park. Site boundary is highlighted in orange Source: Fairfield Council LEP

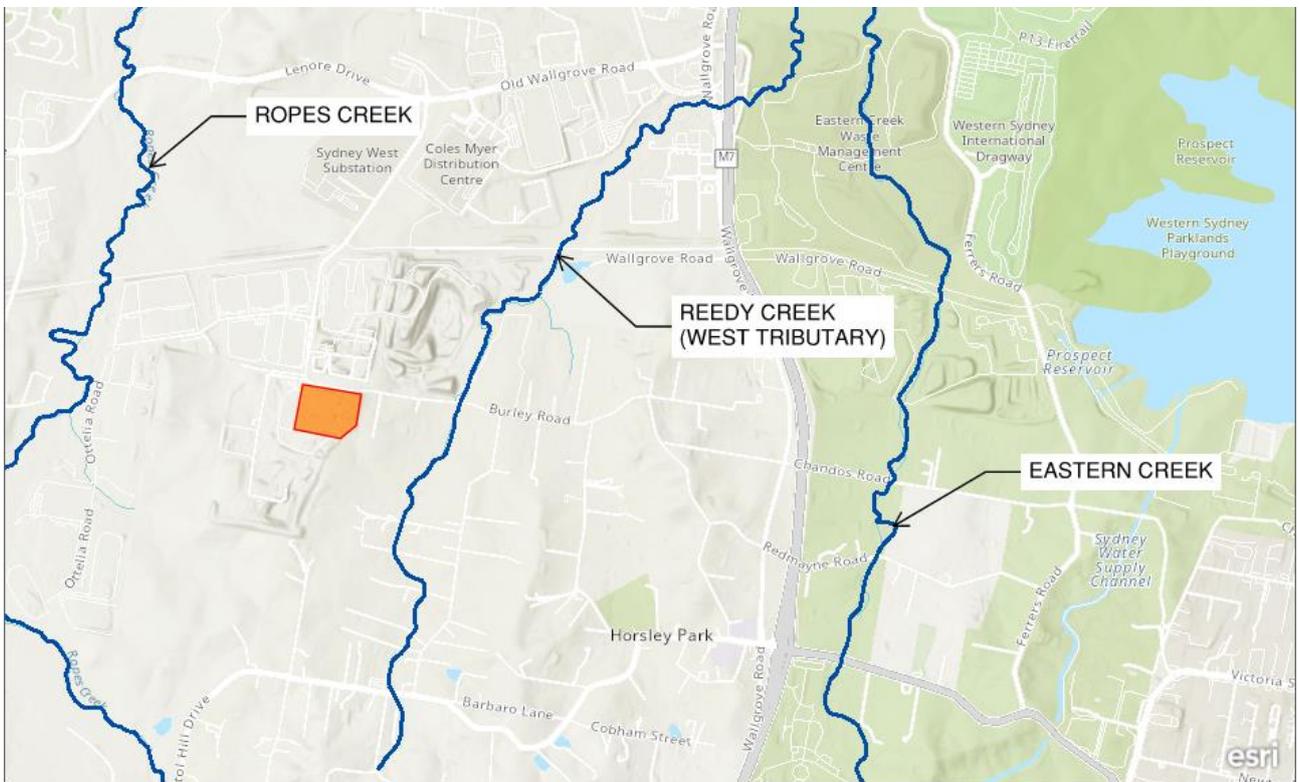


Figure 4: Waterways around the site. Approximate Site boundary is highlighted in orange. Source: [NSW River Styles \(NSW DPIE\)](#)

3.2 Site Topography

Topographic data was taken from the most recent 2019 LIDAR survey, as obtained from the Elevation Information System (ELVIS) – a cloud-based system that provides free access to Australian elevation and bathymetry datasets. This data may reflect topography of the site while it was in use as an active quarry, and may not necessarily reflect the topography of the site under the proposed development.

The elevation data shows that the site slopes upward from Johnston Cr, at the west of the site, towards several high points near the eastern site boundary. Site elevations vary between 78m AHD and 99m AHD, rising 21m over a distance of approximately 295m with an estimated average gradient of 7.1%. The elevation of the site and surrounding area is presented in Figure 5, with a cross-section through the site presented in Figure 6.

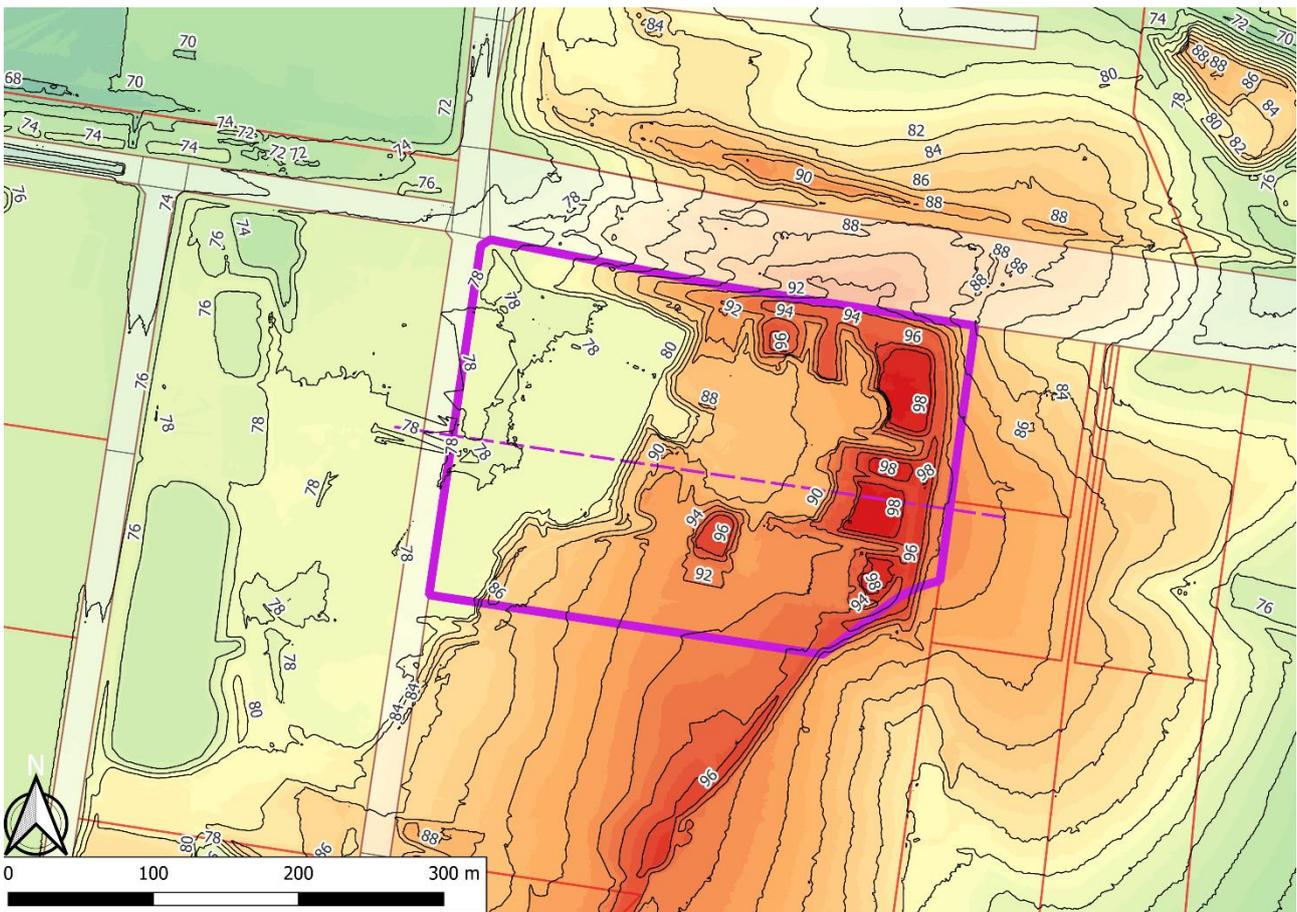


Figure 5: Topography at and around the site. Site boundary is outlined in purple. Source: DEM obtained from ELVIS

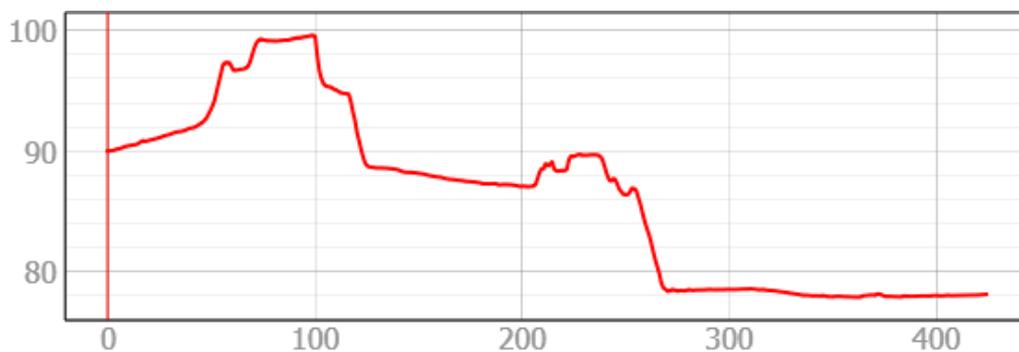


Figure 6: Elevation (m AHD) along the section indicated in Figure 4.

4.0 Available Flood Information

The most recent flood study available for Reedy Creek was conducted by BMT WBM in 2013, on behalf of the Fairfield Council LGA. Overall, flows are well-contained in and around the narrow floodways that contain the creek and its tributaries, and significant overbank flows do not occur across the adjacent lots.

The Reedy Creek catchment boundary (as modelled by BMT) excludes the proposed S4 site as well as several neighbouring industrial properties to the south, west and northwest. As such, the effects of overland flow on these properties were likely not included in this model.

Flood depths in the Reedy Creek catchment under probable maximum precipitation (PMP) (assumed to be equivalent to the PMF under ARR 2019), as well as the catchment boundaries, are provided in Figure 7.



Figure 7: An extract of the PMP flood extents. Approximate site location is outlined in red. Source: BMT (2013)

Though a good indicator of general flooding behaviour, the age of this report presents a number of limitations. The hydraulic model was set up with a fairly coarse grid cell size of 5m and was run based on older 1987 Australian Rainfall and Runoff guidelines, as well as older versions of the modelling software. The quarry north of Burley Rd was not modelled and was instead ‘filled in’ with interpolated elevation data. As such, the report isn’t able to accurately describe flooding behaviour to the north of the site, or along Old Wallgrove Rd (one of the access/egress roads to the proposed site). Previous modelling and mapping is however consistent that the site itself is not flooded during the PMF event.

While the site itself is shown to be unaffected by flooding, access to Burley Rd is cut off, with flood depths exceeding 3m in some areas. This could potentially make evacuation from the site difficult or dangerous, especially considering flooding behaviour on Old Wallgrove Rd is unknown. It is likely a Flood Risk Management Plan would need to be developed, which would require more detailed modelling of the site and its surrounding area.

A more recent flood study by Advisian (2020) on behalf of the City of Penrith LGA found that the site was similarly unaffected by flooding from Ropes Creek. A map of flood extents up to the PMF event is provided in Figure 8.

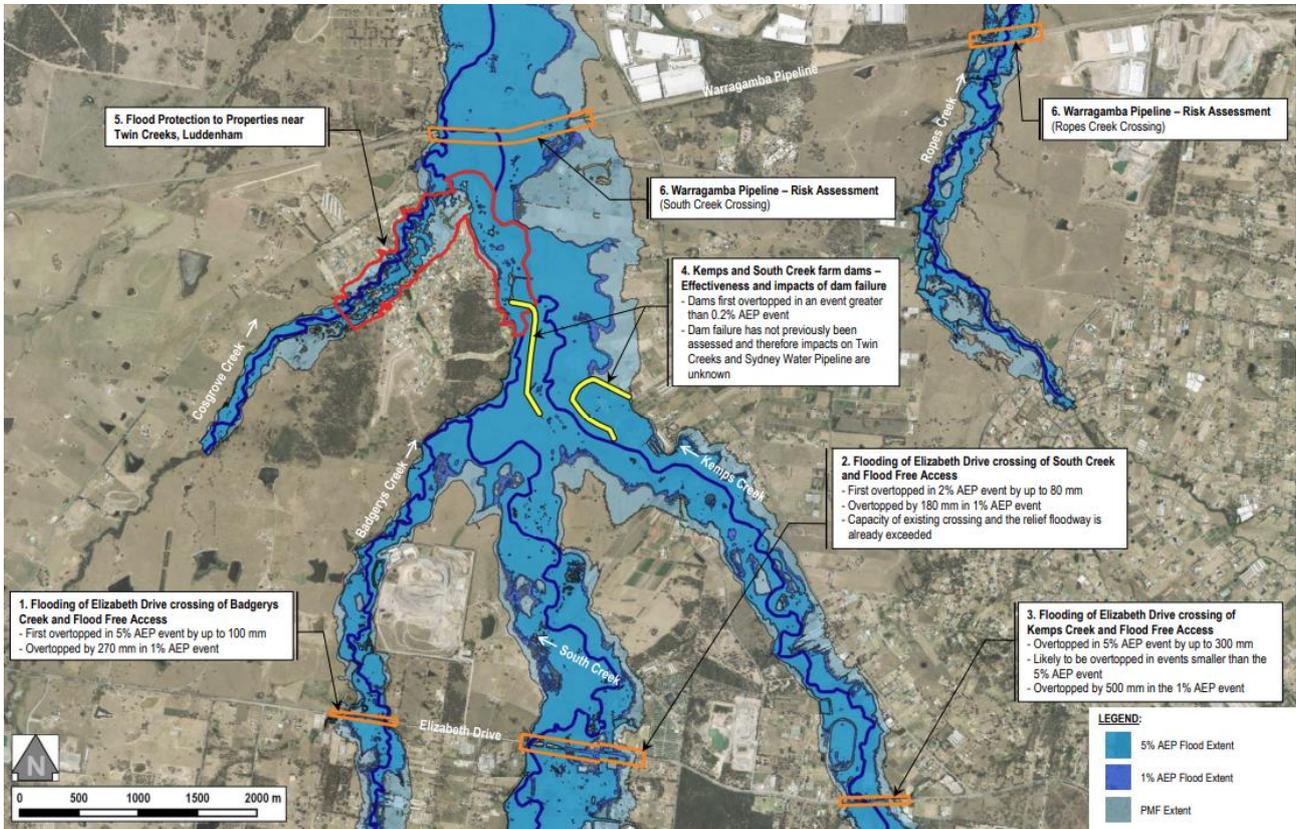


Figure 8: Map of 5%, 1% and PMF event flood extents on South Creek. Approximate site boundary is highlighted in orange. Source: Advisian (2020)

The S4 site was again not included as part of the study area, which was limited to the City of Penrith LGA. As such, this study does not consider overland stormwater flows across the site although shows the site to be located away from any creek or major water inundation.

5.0 Flood Planning Guidance and Requirements

5.1 LEP and DCP Guidance

All developments in the Fairfield Council LGA must adhere to the Development Control Plan (DCP), published in 2013, which provides planning and design guidelines to support the Local Environment Plan (LEP). Flooding and stormwater guidelines are covered in Section 11.

The objectives of the Fairfield Council DPC in relation to flooding are:

- To minimise the potential impact of development and other activity upon the aesthetic, recreational and ecological value of the waterway corridors.
- Increase public awareness of the hazard and extent of land affected by all potential floods, including floods greater than the 100 year average recurrence interval (ARI) flood and to ensure essential services and land uses are planned in recognition of all potential floods.
- Inform the community of Council's controls and policy for the use and development of flood prone land.
- Reduce the risk to human life and damage to property caused by flooding through controlling development on land affected by potential floods.
- Provide detailed controls for the assessment of applications lodged in accordance with the Environmental Planning and Assessment Act 1979 on land affected by potential floods.
- Provide different guidelines, for the use and development of land subject to all potential floods in the floodplain, which reflect the probability of the flood occurring and the potential hazard within different areas.
- Apply a "merit-based approach" to all development decisions which takes account of social, economic and ecological considerations.
- To control development and other activity within each of the individual floodplains within the LGA having regard to the characteristics and level of information available for each of the floodplains, in particular the availability of FRMS's and FRMP's prepared in accordance with the FDM and its predecessor.
- Deal equitably and consistently with applications for development on land affected by potential floods, in accordance with the principles contained in the FDM, issued by the NSW Government.

The DCP categorises flood-affected areas into High, Medium and Low flood risk precincts based on the severity of flooding and difficulty of evacuation.

- High Flood Risk Precinct - This has been defined as the area of land below the 100 year flood that is either subject to a high hydraulic hazard or where there are significant evacuation difficulties.
- Medium Flood Risk Precinct - This has been defined as land below the 100 year flood that is not in a High Flood Risk Precinct. This is land that is not subject to a high hydraulic hazard or where there are no significant evacuation difficulties
- Low Flood Risk Precinct - This has been defined as all other land within the floodplain (i.e. within the extent of the probable maximum flood) but not identified within either the High Flood Risk or the Medium Flood Risk Precinct.

The proposed development has been classified under "Sensitive Uses and Facilities" due to the sensitivity of data stored and the need to ensure it is protected from damage. As per the Fairfield Council DCP, sensitive developments are not permitted in Medium or High Flood Risk areas. Sensitive developments in Low Flood Risk areas are subject to the flood controls outlined in Appendix A.

5.2 Flood Controls

While parts of Burley Rd can reach high flood risk, the S4 site itself does not experience flooding even during the PMF, and hence is not part of the flood planning area. Accordingly, none of the flood controls detailed in Appendix A will apply to the site. A map of flood risk precinct characterisations is provided in Figure 9.

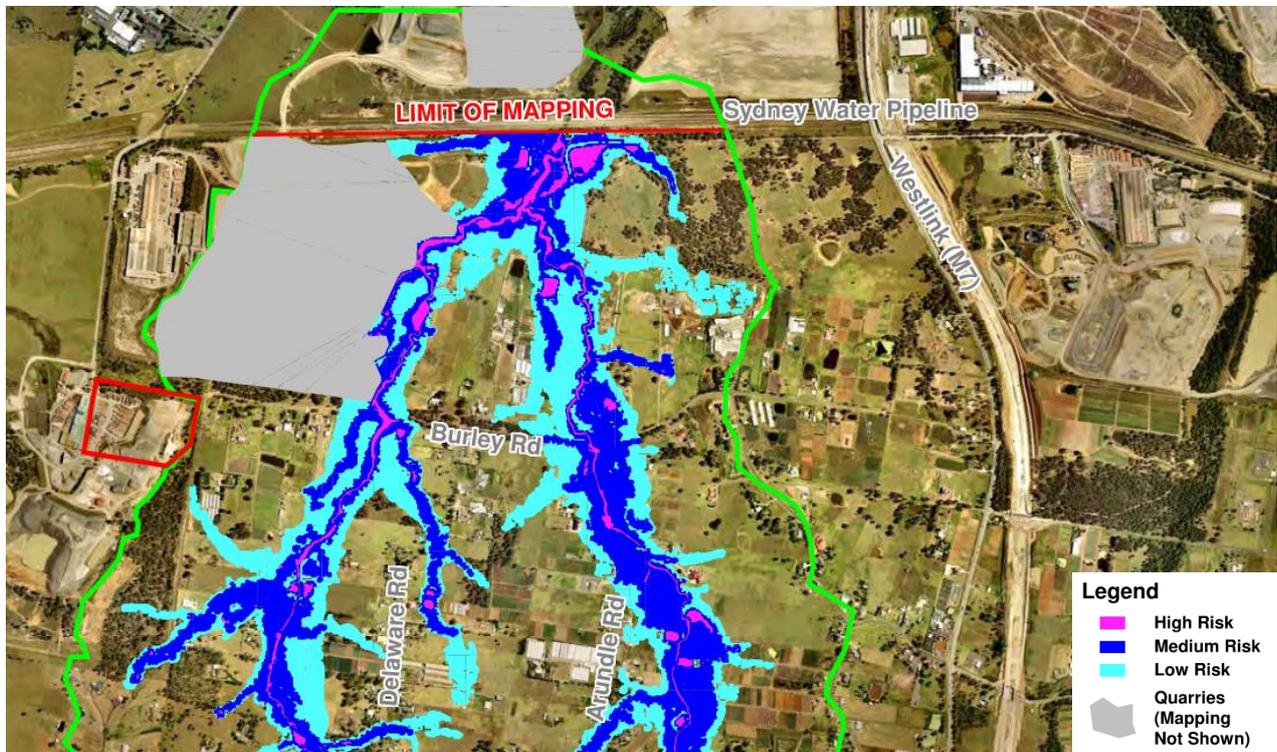


Figure 9: Extract of the Flood Risk Precinct map. Approximate site boundary is outlined in red. Source: BMT (2013)

6.0 Conclusion and Recommendation

Existing flood studies by BMT WGM (2013) and Advisian (2020) indicate that the proposed NextDC S4 site will not be affected by riverine or creek flooding, even in the PMF event (largest foreseeable event). Neither study accurately models the effects of local overland flow at and around the site. Although this is so, more detailed assessment has been carried out, and strategies advised within TTW's accompanying Civil SSDA report, to determine appropriate control measures associated with overland flow generated upon the site itself (through stormwater drainage design). More detailed flood modelling would likely be required to determine flooding behaviour on Old Wallgrove Rd to assess access and egress purposes although the site itself is shown to be free from inundation during the PMF event, and suitable for development, given suitable emergency management strategies.

As flooding is known to cut off access through Burley Rd, a more detailed Flood Emergency Management Plan should be developed for the site to inform of appropriate evacuation or shelter-in-place procedures during severe events.

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Appendix A:

Fairfield City Wide Development Control Plan
Chapter 11 – Flood Risk Management - Amendment No. 23
Uncontrolled document when printed – check Council’s website for current version

Schedule 4
Georges River (South of Hume Highway) Floodplain
Planning & Development Controls

Table V4.3

Planning Consideration	Flood Risk Practices (FRP)																						
	Low Flood Risk				Medium Flood Risk				High Flood Risk														
	Critical Uses & Facilities	Sensitive Uses & Facilities	Residential	Commercial & Industrial	Tourist Related Development	Recreation & Non-Urban	Recreational Development	Critical Uses & Facilities	Sensitive Uses & Facilities	Residential	Commercial & Industrial	Tourist Related Development	Recreation & Non-Urban	Recreational Development	Critical Uses & Facilities	Sensitive Uses & Facilities	Residential	Commercial & Industrial	Tourist Related Development	Recreation & Non-Urban	Recreational Development		
Floor Level	3	2,6,7	5,6,7	2,6,7	1,6	4,7		2,6,7	5,6,7	2,6,7	1,6	4,7											
Building Components	2	1	1	1	1	1		1	1	1	1	1	1										
Structural Soundness	3	2	2	2	2	2		2	2	2	2	2	2										
Flood Effects	2	2	2	2	2	2		1	2	2	2	2	2										
Car Parking & Driveway Access	1,3,5, 6,7	1,3,5, 6,7	1,3,5, 2,3,4, 6,7	1,3,5, 2,3,4, 6,7	1,3,5, 2,3,4, 6,7	1,3,5, 2,3,4, 6,7	1,7,9	1,3,5, 1,3,5, 6,7	1,3,5, 6,7	1,3,5, 6,7	1,3,5, 2,3,4, 6,7	1,3,5, 2,3,4, 6,7	1,3,5, 2,3,4, 6,7							2,3,4, 6,7	2,3,4, 6,7		
Evacuation	2,3,4	5	2,3	1 or 2,3	2,3	4,3	2,3		5	2,3	1,3	2,3	4,3	2,3								4,3	2,3
Management & Design	4,5	1		2,3,5	2,3,5	2,3,5	2,3,5		1		2,3,5	2,3,5	2,3,5	2,3,5								2,3,5	2,3,5

General Notes: COLOUR LEGEND: Not Relevant Unsuitable Land Use

- Freeboard equals an additional height of 500mm.
- The relevant environmental planning instruments (generally the Local Environmental Plan) identify development permissible with consent in various zones in the LGA. Notwithstanding, constraints specific to individual sites may preclude Council granting consent for certain forms of development on all or part of a site. This matrix identifies where flood risks are likely to determine where certain development types will be considered "unsuitable" due to flood related risks.
- Filing of the site, where acceptable to Council, may change the FRP considered to determine the controls applied in the circumstances of individual applications.
- Refer to Section 11.3 of the DCP for planning considerations for proposals involving only the erection of a fence. Any fencing that forms part of a proposed development is subject to the relevant flood effects and Structural Soundness planning considerations of the applicable landuse category.
- Refer to Section 11.10 of the DCP for special considerations such as for house raising proposals and development of properties identified for voluntary acquisition.
- Terms in *italics* are defined in the glossary of this plan and Schedule 2 specifies development types included in each land use category. These development types are generally as defined within Environmental Planning Instruments applying to the LGA.
- From time to time, Council may adopt mapping showing the Boundary of Significant Flow and/or Flood Storage Areas for this floodplain. Refer to Council to find out if these areas have been defined and mapped for this floodplain.

- Floor Level**
- All floor levels to be no lower than the 20 year flood level unless justified by site specific assessment.
 - Habitable floor levels to be no lower than the 100 year flood level plus freeboard.
 - Habitable floor levels to be no lower than the *FMF* level. Non-habitable floor levels to be no lower than the *FMF* level unless justified by a site specific assessment.
 - Floor levels to be no lower than the design floor level. Where this is not practical due to compatibility with the height of adjacent buildings, or compatibility with the floor level of existing buildings, or the need for access for persons with disabilities, a lower floor level may be considered. In these circumstances, the floor level is to be as high as practical, and, when undertaking alterations or additions, no lower than the existing floor level.
 - The level of *habitable* floor areas to be equal to or greater than the 100 year flood level plus freeboard. If this level is impractical for a development in a Business zone, the floor level should be as high as possible.
 - Non-habitable floor levels to be equal to or greater than the 100 year flood level plus freeboard where possible, or otherwise no lower than the 20 year flood level unless justified by site specific assessment.
 - A restriction is to be placed on the title of the land, pursuant to s 88B of the Conveyancing Act, where the lowest habitable floor area is elevated more than 1.5m above finished ground level, confirming that the undercroft area is not to be enclosed.

- Building Components & Method**
- All structures to have flood compatible building components below the 100 year flood level plus freeboard.
 - All structures to have flood compatible building components below the *FMF* level.

- Structural Soundness**
- Engineers report to certify that the structure can withstand the forces of floodwater, debris and buoyancy up to and including a 100 year flood plus freeboard.
 - Applicant to demonstrate that the structure can withstand the forces of floodwater, debris and buoyancy up to and including a 100 year flood plus freeboard. An engineers report may be required.
 - Applicant to demonstrate that any structure can withstand the forces of floodwater, debris and buoyancy up to and including a *FMF*. An engineers report may be required.

- Flood Effects**
- Engineer's report required to certify that the development will not increase flood effects elsewhere, having regard to: (i) loss of flood storage, (ii) changes in flood levels and velocities caused by alterations to the flood conveyance, and (iii) the cumulative impact of multiple potential developments in the floodplain.
 - The flood impact of the development to be considered to ensure that the development will not increase flood effects elsewhere, having regard to: (i) loss of flood storage, (ii) changes in flood levels and velocities caused by alterations to the flood conveyance, and (iii) the cumulative impact of multiple potential developments in the floodplain. An engineer's report may be required.
- Note:** (1) If a Boundary of Significant Flow has been defined for this floodplain, any development inside this area will normally be unacceptable as it will reduce flood conveyance and increase flood effects elsewhere. (2) If a Flood Storage Area has been defined for this floodplain, any filling of the floodplain inside this area (except where this occurs by compensatory excavation), will normally be unacceptable as it will reduce the volume of flood storage available on the floodplain and increase flood effects elsewhere. (3) Even where a Boundary of Significant Flow and/or a Flood Storage Area have been defined, development outside these areas may still increase flood effects elsewhere and therefore be unacceptable.

- Car Parking and Driveway Access**
- The minimum surface level of open car parking spaces or carports shall be as high as practical, and not below: (i) the 20 year flood level, or (ii) the level of the crest of the road at the location where the site has access, (whichever is the lower). In the case of garages, the minimum surface level shall be as high as practical, but no lower than the 20 year flood level.
 - The minimum surface level of open car parking spaces, carports or garages, shall be as high as practical.
 - Garages capable of accommodating more than 3 motor vehicles on land zoned for urban purposes, or enclosed car parking, must be protected from inundation by floods equal to or greater than the 100 year flood.
 - The driveway providing access between the road and parking space shall be as high as practical and generally rising in the egress direction.
 - Where the level of the driveway providing access between the road and parking space is lower than 0.3m below the 100 year flood, the following condition must be satisfied. The depth of inundation on the driveway during a 100 year flood shall not be greater than the larger of: (i) the depth at the road, and (ii) the depth at the car parking space. A lesser standard may be accepted for single detached dwelling houses where it can be demonstrated that risk to human life would not be compromised.
 - Enclosed car parking and car parking areas accommodating more than 3 vehicles (other than on Rural zoned land), with a floor level below the 20 year flood level or more than 0.5m below the 100 year flood level, shall have adequate warning systems, signage and exits.
 - Restrictions or vehicle barriers to be provided to prevent floating vehicles leaving a site during a 100 year flood.
 - Driveway and parking space levels to be no lower than the design ground/floor levels. Where this is not practical, a lower level may be considered. In these circumstances, the level is to be as high as practical, and, when undertaking alterations or additions, no lower than the existing level.
- Note:** (1) A flood depth of 0.3m is sufficient to cause a small vehicle to float. (2) Enclosed car parking is defined in the glossary and typically refers to car parks in basements.

- Evacuation**
- Reliable access for pedestrians or vehicles required during a 100 year flood.
 - Adequate flood warning is available to allow safe and orderly evacuation without increased reliance upon the SES or other authorised emergency services personnel.
 - The development is to be consistent with any relevant flood evacuation strategy or similar plan.
 - The evacuation requirements of the development are to be considered. An engineers report will be required if circumstances are possible where the evacuation of persons might not be achieved within the effective warning time.
 - Applicant to demonstrate that evacuation in accordance with the requirements of this DCP is available for the potential development flowing from the subdivision proposal.

- Management and Design**
- Applicant to demonstrate that potential development as a consequence of a subdivision proposal can be undertaken in accordance with this DCP.
 - Site Emergency Response Flood Plan required where floor levels are below the design floor level, (except for single dwelling houses).
 - Applicant to demonstrate that area is available to store goods above the 100 year flood level plus freeboard.
 - Applicant to demonstrate that area is available to store goods above the *FMF* level.
 - No storage of materials below the design floor level which may cause pollution or be potentially hazardous during any flood.