

# Brant Point Area Plan



Approved by the NP&EDC on February 4, 2013

## **BRANT POINT AREA PLAN WORK GROUP**

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Point Association for their support of the development of the Brant Point Area Plan (“the Plan”).

## **Introduction**

In response to the mandate by The Commonwealth of Massachusetts that every municipality develop a Master Plan for the “orderly and coordinated development and protection of its physical, social and economic resources”, the Brant Point Area Plan Work Group (“BPAPWG”) herewith offers recommendations to the NP&EDC to serve as a guideline for future decisions on issues affecting the Brant Point area neighborhood (“Brant Point”).

Brant Point occupies a unique position in the Nantucket Island landscape, situated along the inner and outer harbors with sweeping views of open water, sunsets, sunrises, active boat traffic and rock jetties. The area also contains two of the most popular family-oriented, calm-water public beaches, the Jetties Beach and Children’s Beach. The waters immediately adjacent to the properties along Hulbert Avenue and Easton Street host two large anchorages protected by the West Jetties constructed in 1886. Of great importance to the island’s boating community is the presence of Nantucket’s sole in-harbor public boat ramp located at Children’s Beach.

One of Nantucket’s three iconic lighthouses, picturesque Brant Point Lighthouse operated by the United States Coast Guard, occupies a prominent position in the harbor. Originally constructed in 1746, Brant Point Lighthouse was rebuilt nine times. Though the current lighthouse dates to 1856, the site is the second oldest lighthouse installation in the country behind Boston Light (1716).

Brant Point, as a summer residential community, had its beginnings in 1735 when Brant Point Meadow Shares were staked out to the west of what was then known simply as Beach Street. However, with the exception of the 18<sup>th</sup> century houses along North Water Street, the development of homes and inns did not take place until almost a century and a half later. The area’s earliest summer homes and hotels for the burgeoning tourism trade, that replaced whaling as the basis of the island economy, were constructed in the late 1800’s along the waterfront. These architecturally significant

rambling summer homes were followed by the construction of smaller summer cottages inland.

Brant Point has continued to maintain its summer residential community character, with many homes and cottages remaining relatively unchanged, interspersed with four major hotels. The Jetties Beach and Children's Beach facilities have become the site of many community-wide events, such as the Boston Pops on Nantucket and various other programs, and draw considerable vehicular, bicycle and pedestrian traffic along Brant Point's local streets.

Brant Point residents and those who visit the area for a few hours, a day, or longer, value the feeling of openness, the proximity to the shore and the downtown area, as well as the magnificent views of the outer and inner harbors, the channel, and the approach to Nantucket from Cape Cod. These are the qualities that the BPAPWG seeks to preserve by developing the guidelines and recommendations in the Plan.

## Elements

The following nine elements form the basis of the Plan. The NP&EDC has adopted the 41-81D Master plan format for area plans. The goal of the recommendations in the Plan is to identify changes required to preserve, improve and protect Brant Point now and in the future.

- 1. Goals and Policies Statement:** identifies the goals and policies of the municipality for its future growth and development. Each community shall conduct an interactive public process to determine community values, goals, and to identify patterns of development consistent with these goals.
- 2. Land Use Plan:** identifies present land use and designates the proposed distribution, location, and inter-relationship of public and private uses. This element relates proposed standards of population density and building intensity to the capacity of land available for planned facilities and services. A map illustrating Town land use policies shall be included.
- 3. Housing:** identifies and analyzes existing and forecasted housing needs and objectives including programs for preservation, improvement and development of housing. This element shall identify policies and strategies to provide a balance of local housing opportunities for all citizens.
- 4. Economic Development:** identifies policies and strategies for the expansion or stabilization of the local economic base and the promotion of employment opportunities.
- 5. Natural and Cultural Resources:** provides an inventory of the significant natural, cultural and historic resources of the area, and policies and strategies for protection and management of such resources.

6. **Open Space and Recreation:** provides an inventory of recreational resources and open space areas of the municipality, and policies and strategies for the management and protection of such resources and areas.
7. **Services and Facilities:** identifies and analyzes existing and forecasted needs for facilities and services used by the public.
8. **Circulation:** provides an inventory of existing and proposed circulation and transportation systems.
9. **Implementation:** defines and schedules specific municipal actions necessary to achieve the objectives of each element of the master plan.

## 1. **Goals and Policy Statement**

The goals and policy of the Plan are to articulate a vision for Brant Point as a unique part of Nantucket with specific concerns and distinguishing features. The goal of the BPAPWG is to preserve the character of the neighborhood, while addressing the issues and concerns of Brant Point residents. The BPAPWG recommendations support this goal and endeavor to be as comprehensive and inclusive as possible.

The objectives laid out in the nine elements specified in the 41-81D Master Plan, as endorsed by the Nantucket Planning Board and by a Town of Nantucket ("Town") Annual Town Meeting vote in April 2009, were considered when developing the Plan. The BPAPWG considered comments from written surveys of the area's residents, information gained from various meetings, and from comments made once the initial draft of the Plan was made available on the Town's website. In addition, the BPAPWG took into consideration information obtained from various Town departments and other expert sources.



## 2. Land Use

Brant Point is substantially residential in character, with some commercial uses along Easton Street, North Beach Street, Jefferson Avenue, and Bathing Beach Road. The Residential-1 (R-1) district, which requires a minimum lot size of 5,000 square feet with a maximum ground cover of 30%, primarily encompasses the residential properties. The Limited Commercial (LC) district, which requires a minimum lot size of 5,000 square feet with a maximum ground cover of 50%, is situated along the westerly side of North Beach Street and contains a mixture of residential and commercial uses. The Residential Commercial (RC) district, which requires a minimum lot size of 5,000 square feet with a maximum ground cover of 50%, is limited to the terminus of Jefferson Avenue and the south side of Easton Street in the vicinity of the White Elephant Hotel. The Brant Point area also features an historic beachfront bordering Nantucket's inner and outer harbors, along with several recreational beaches.

The Plan recommendations reflect the BPAPWG's desire to maintain a residential character throughout most of the area, but to allow for certain commercial uses in appropriate locations. Zoning changes are necessary to sustain and preserve the character of this historic neighborhood as well as to be consistent with the planning goals for the Town.

1. The BPAPWG recognizes that the 2009 Master Plan identified the Residential 1 (R-1) district to be phased-out by 2025. The BPAPWG supports this initiative and recommends that the Planning Board consider a combination of Residential 5 (R-5) for smaller lots, Residential 10 (R-10) for larger lots, and Residential 40 (R-40) for open space or municipal parcels. (See map identified as Addendum A attached hereto.)

While The BPAPWG acknowledges that the goal of the Master Plan is to eliminate the R-1 zoning district (with a maximum groundcover of 30% and minimum lot size of 5,000 SF) in favor of R-5 (with a maximum groundcover of 40% and a minimum lot



size of 5,000 SF) or other districts, the BPAPWG remains concerned about the increase in maximum groundcover

allowance from 30% to 40% for properties in Brant Point. The BPAPWG encourages the Planning Board to create an alternative for Brant Point and other sensitive R-1 areas that would maintain the maximum groundcover of 30% and would remove duplex use as an option. The residents and the BPAPWG are concerned about the negative impact of an increase in density in Brant Point. (See chart indentified as Addendum B attached hereto.)

The suggested change from R-1 to R-10 applies to lots along the harbor side of Hulbert Avenue and a portion of the south side of Hulbert in the vicinity of Easton Street Park, and is proposed in order to preserve the historic character of large lots, large homes, and public vistas along Nantucket Harbor.

Zoning changes to R-40 should be limited to preserve open space or town property. R-40 is a low density district, consistent with the in-town green belt referenced in the Master Plan.

2. The BPAPWG recognizes that the 2009 Master Plan identified the Residential Commercial (RC) district to be phased out by 2015. Portions of Brant Point included in this district are at the end of Jefferson Avenue and in the vicinity of the Nantucket Hotel (formerly known as the Point Breeze) and the White Elephant Hotel complex on Easton Street. The BPAPWG supports this initiative by the Planning Board and we recommend that the Planning Board consider the Commercial Neighborhood (CN) district for these areas. The CN district will allow limited commercial uses that will complement surrounding residential uses.

3. The BPAPWG recommends that the current Residential Commercial zoning of property located at 75 Hulbert Avenue be changed to R-10 to maintain its residential character.
4. The BPAPWG recognizes that the 2009 Master Plan identified the Limited Commercial (LC) district to be phased out by 2015. Much of the commercially used properties within Brant Point

are located along Easton and North Beach Streets. The BPAPWG supports this initiative by the Planning Board and we recommend that the Planning Board consider the Commercial Neighborhood district for this area. The CN district would be anchored by the Nantucket Hotel, The Inn at White Elephant Village (formerly known as the Harbor House), and the White Elephant Hotel on Easton Street. The Beachside Hotel property should also be considered for the CN district.

Smaller residential properties within the LC district should also be changed to R-5. This change would limit commercial uses to areas where they currently exist.

Properties along Arbour Way, on the south side of North Beach Street, should be changed from LC to R-10. R-10 is more in keeping with the residential character of the area and would limit future commercial use.

5. The BPAPWG recommends and urges that the Historic District Commission consider maintaining the existing character and scale of the smaller summer cottages on the interior of Brant Point when reviewing new construction and changes to existing structures. The BPAPWG is mindful of the requirement that first floor height of residential structures be above the flood plain within Brant Point, when considering height above grade.
6. The BPAPWG recommends that the status of all paper roads throughout Brant Point be assessed by the Roads and Rights of Way Committee. Those that provide a clear public benefit or

that may be required for emergency vehicular access should be improved and maintained to minimum standards. Those that do not have a public benefit should be extinguished and disposed of as part of the Town's "Yard Sales Program", with attention paid to preserving walking paths that are deemed important to maintain.

### **3. Housing**

Brant Point is largely comprised of seasonal housing with very few year round residents. The housing within the interior of Brant Point is primarily cottage style, with a single dwelling unit on a lot. The BPAPWG recognizes that Brant Point is largely built out and that the opportunity to create new affordable housing is severely limited. However, the large hotels and several other businesses within Brant Point provide on- and off-site employee housing, which, in essence, serves as a form of affordable housing for the total of about 130 employees. The BPAPWG supports Town and private sector efforts to provide affordable housing throughout the island.



#### **4. Economic Development**

The objective of the Plan is to create zoning that would define, and preserve the residential and commercial areas to better reflect the existing residential and commercial uses. The commercial districts should be reduced and limited to the proposed Commercial Neighborhood (CN) zoning district as recommended in the Land Use section of this plan. Those uses complement surrounding residential properties and are consistent with the intensity of the existing commercial uses. Any proposed expansion of existing commercial uses by applicants and any new commercial uses should be thoroughly reviewed by the applicable boards and commissions, with the impact on the surrounding residential area carefully considered.

The BPAPWG encourages certain compatible commercial uses in the CN district. However, the BPAPWG discourages the following uses contained in the CN section of the Nantucket Zoning By-law, currently allowed by special permit, due to their incompatibility with the surrounding residential neighborhood:

- a. Take-out food establishment as a primary use
- b. Tavern/bar as a primary use
- c. Formula business take-out food establishment as a primary use
- d. Formula business tavern/bar as a primary use
- e. Laundromat or dry-cleaning establishment
- f. Arcade as a primary use
- g. Contractor shop
- h. Landscape contractor
- i. Food Processing

- j. Motor vehicle sales
- k. Motor vehicle rental
  
- l. Motor vehicle repair or painting
- m. Motor vehicle service station
- n. Boat related storage
- o. Kennel
- p. Public stable

## **5. Natural and Cultural Resources**

Brant Point consists of a mix of large summer beach homes, many of which are architecturally historic, situated along the outer harbor along Hulbert Avenue and the inner harbor along Easton Street, with small summer cottages and a few year-round homes located throughout Brant Point. Brant Point also includes one of Nantucket's most iconic landmarks, the Brant Point Lighthouse. There are many other historic resources, such as: the first home built on Brant Point -- the Queen Anne-style two story home called "Sandanwede" built by Edwin Hulbert in 1881 at 73 Hulbert Avenue; the Stone Barn; the Jetties bath house; the U.S. Coast Guard station; the so-called "Bug Lights" on Pawguvet Lane; as well as several examples of early "mail order" bungalows. To give a greater perspective on the historic aspects of Brant Point, it is important to note that there are almost 200 buildings over 50 years old, conservation land, and sites in the area that contribute to Nantucket's National Historic Landmark status.

Brant Point is home to some of the most popular and family-friendly beaches on the island, including Jetties Beach, Children's Beach and the beach at Brant Point. In addition, the area has significant wetlands and conservation properties, among them the Easton Street wetlands and the Bird Sanctuary on North Beach Street, both owned by the Nantucket Conservation Foundation.

In recognition of the importance of these and other natural and cultural resources in Brant Point, the BPAPWG offers the following recommendations intended to preserve these resources for current and future generations.

1. The BPAPWG supports private property owners' efforts to preserve their historic structures.
2. In the event the Brant Point Lighthouse and/or the Coast Guard Station is/are decommissioned by the Federal Government, the BPAPWG recommends efforts be made by the Town or a preservation entity to obtain ownership of the property(ies) in order to preserve these historic landmarks.
3. The BPAPWG recommends that the Historic District Commission thoroughly consider the existing historic character

of Brant Point when reviewing proposed alterations to existing structures or proposed new construction. The BPAPWG further

recommends maintaining the scale of the historic larger structures along the waterfront and the equally historic scale of the smaller cottage clusters in the interior of Brant Point.

4. The BPAPWG supports efforts to maintain and preserve the dune and beach areas with the imposition and enforcement of appropriate rules and regulations to protect these areas from degradation.
5. The BPAPWG recommends preservation of the existing historic views of the harbor as well as current access points to the beaches. The BPAPWG supports private property owners' efforts to keep vegetation low along Easton Street and Hulbert Avenue so that the public may continue to enjoy the views of the harbor.
6. The BPAPWG supports use of Jetties Beach and Children's Beach for island-wide events and activities. The BPAPWG also endorses continued efforts to minimize any negative impact from these events and activities on the surrounding residential neighborhood.



6.

## **7. Open Space and Recreation**

The BPAPWG supports implementation of appropriate measures to preserve open space, while mitigating the impact of heavy recreational use upon Brant Point. The BPAPWG supports all conservation efforts, enforcement measures and programs that further the goals of maintaining open spaces while enabling reasonable public access to recreational areas. The BPAPWG recognizes the importance of Brant Point in providing the island community with access to the harbor and public beaches, as well as access to water and wetland views.

### **Open Space**

1. The BPAPWG recommends protection of current open space in Brant Point through changes in zoning, formal designation of open space for open space purposes, and through the use of conservation restrictions. The BPAPWG specifically notes the importance of protecting the area of the Jetties Beach and the areas on both sides of Bathing Beach Road as defined by Hulbert Avenue, Charles Street and North Beach Street; and, as defined by Hulbert Avenue extension, Jefferson Avenue., and unmarked land; and, as defined by Hulbert Avenue, Charles Street and Jetties Beach.
2. The BPAPWG supports protection and maintenance of the open space owned by the Town of Nantucket in the circle at the eastern end of Easton Street at Hulbert Avenue, known as Easton Street Park. The BPAPWG does not support any use of this property for purposes other than for open space and/or for light recreation.
3. The BPAPWG supports efforts by the Nantucket Land Bank and other conservation organizations to acquire property and/or purchase conservation restrictions to preserve open land, beach access and natural areas within Brant Point for recreational use and passive enjoyment by the public. The

BPAPWG supports use of conservation restrictions as a tool to preserve open space on private property.

4. The BPAPWG recommends that public rights of way to the water and beach be appropriately defined and maintained. Access should be designed so that young children and older citizens can navigate these paths. The BPAPWG recommends that all public access ways be identified by an obelisk or other appropriate marker and that ongoing public access to these paths be protected. The BPAPWG also supports such programs as the “Footprints Only”, “ACK Clean Team” and other similar campaigns for all area beaches, and recommends formalization of these efforts.
5. The BPAPWG supports efforts by the Town to develop a protocol for addressing debris and injured or dead animals that wash up on shore along Easton Street and Hulbert Avenue.
6. The BPAPWG recommends the passage and enforcement of appropriate measures to ensure the quality of harbor waters, and supports the enforcement of restrictions on use of fertilizers, herbicides and pesticides in order to control the leaching of toxic chemicals and nitrogen into the harbor.
7. The BPAPWG recommends restriction or elimination of access by private vehicles to the Jetties Beach sand area on at least a seasonal basis if not year-round, and a management plan be developed to address vehicular access onto the sand.
8. The BPAPWG supports strict adherence to, and acknowledges the critical importance of, the Nantucket Beach Management Plan for protecting the dunes and beach areas.

9. The BPAPWG supports the Nantucket Conservation Foundation efforts to maintain the Bird Sanctuary located off of North Beach Street.

## **Recreation**

1. The BPAPWG supports the current service levels of the Jetties Beach and Children's Beach concessions. The BPAPWG further recommends that the Town make every effort to contract with a concessionaire that will offer breakfast and lunch at Children's Beach.
2. The BPAPWG recommends that the Town develop a formal and adequate area for storage of dinghies on municipal land.
3. The BPAPWG recommends that a designated boat trailer parking area be defined and restrictions enforced. Such an area should not impede public and emergency access to Children's Beach and the immediately surrounding residential area.
4. The BPAPWG recommends a continuing educational effort to encourage the public to remove all trash and litter from area beaches. The BPAPWG recommends the placement of additional appropriately-designed trash receptacles at certain beach access points and at the Jetties Beach, Children's Beach and Brant Point Lighthouse beach with regular collection of trash year-round with an emphasis on weekends in season. The BPAPWG further recommends that public beach sand areas be cleaned regularly to remove trash, glass and other debris.

5. The BPAPWG recommends that all efforts be made to formalize and protect the public access to the water at the end of Jefferson Avenue.
6. The BPAPWG recommends that there be an increased law enforcement presence during events, especially at Children's Beach and Jetties Beach.
7. The BPAPWG supports the enforcement of existing leash laws with particular attention to the beach areas and emphasis on the fact that it is the responsibility of owners to control and pick up after their pets.

## **7. Services and Facilities**

The residential character of Brant Point is impacted by numerous forces, such as the activities associated with a variety of commercial properties, a public boat ramp, municipal and federal properties, overflow parking from the downtown area, heavy use of the beaches and anchorage areas and community events. These uses generate substantial traffic throughout the residential Brant Point neighborhood. This heavy seasonal use presents challenges in the provision of reliable delivery of some essential services to the area.

1. The BPAPWG recommends all travelled ways in Brant Point be appropriately marked. The BPAPWG supports enforcement of the Town Code that requires all houses to be clearly marked with street numbers.
2. The BPAPWG recommends that parking areas at the municipal public beaches be marked and maintained, and also supports increased patrolling of the lots during the summer months.
3. The BPAPWG recommends that the public beaches and concessions be fully handicap accessible with adequate handicap parking spaces.

4. The BPAPWG recommends that the public facilities at Jetties Beach and Children's Beach be properly maintained. The provision of facilities, such as public restrooms, should be made adequate for the level of use. The BPAPWG further recommends that the concessionaires at Jetties Beach and Children's Beach be monitored to ensure provisions in their leases are being adhered to, in particular that the restrooms are kept clean and functional.
5. The BPAPWG recommends the provision and maintenance of the existing playground facilities with limited or no expansion of these areas.
6. The BPAPWG recommends the provision of increased bicycle parking areas at municipal beach areas.
7. The BPAPWG supports regular inspections of hydrants to ensure they are in good working order. The BPAPWG encourages the Brant Point Association to educate Brant Point property owners about the installation of hard-wired fire alarm systems that directly contact 911.
8. The BPAPWG recommends the burial of utility service lines in Brant Point which would increase the reliability of service under all weather conditions and lessen the negative visual impact.
9. The BPAPWG recommends that the NRTA provide increased regular service to Children's Beach and Jetties Beach when necessary and further recommends that service run earlier and later in the summer season.
10. The BPAPWG recommends appropriate public information signage at public beaches, boat ramps and access points.
11. The BPAPWG supports increased mooring availability and monitoring of the anchorages by the appropriate entities to compensate for the loss of anchorage space particularly on the north side of Brant Point.

12. The BPAPWG supports the continued timely notification of road closings for large events, such as the Nantucket Triathlon and the Boston Pops on Nantucket, and in case of emergencies.
13. The BPAPWG supports the continued stringent enforcement of existing laws and regulations concerning parking and speeding in Brant Point, particularly during the summer months. Parking enforcement would ensure roadways are left passable by emergency vehicles, facilitate postal delivery and access to beaches.
14. The BPAPWG recommends that there be adequate police presence when there is a weather emergency requiring boats to be pulled from the water. The public boat ramp at Children's Beach and roadways should be left passable for emergency vehicles and area residents. Areas for trailer parking should be designated and on-street parking should be eliminated during these emergencies.
15. The BPAPWG supports all efforts by the Town to ensure that a Coast Guard presence remains on Nantucket in the Brant Point area.
16. The BPAPWG supports efforts to address street flooding and drainage and encourages initiatives to control mosquitoes, especially considering the presence of the wetlands in Brant Point.
17. The BPAPWG supports the use of the Jetties Beach tennis court parking lot as a satellite parking lot with shuttle service to the downtown area during evening hours in the summer months.

## **8. Circulation**

A majority of the roadways in Brant Point are paved. However, several issues impact circulation at times, including parking on the streets, excessive speed on the main travelled ways and obstructed sight lines due to overgrowth of vegetation.

1. The BPAPWG recommends that further parking mitigation be explored in Brant Point. As Brant Point includes areas of intense recreational use such as the Jetties Beach and Children's Beach, which includes the town boat ramp, parking tends to spill over onto residential side streets during the summer season in particular.
2. The BPAPWG endorses the recent change in parking regulations on Walsh Street, which limits parking to one side of the street between Swain Street and Easton Street. The

BPAPWG recommends that an assessment be undertaken of other Brant Point area roadways, particularly Easton Street, to determine if one-side of the street parking should be implemented and whether expansion of the two-hour parking restriction during the summer months is advisable.

3. The BPAPWG recommends that the Town undertake enforcement of the removal of the plantings that property owners have allowed to impede sight lines at intersections, and particularly those that extend into the public right of way that impact parking. The BPAPWG recommends that all Brant Point public roads, bike paths, drainage systems, sight lines and road markings be properly maintained. The BPAPWG encourages all private road abutters to follow this recommendation as well.
4. The BPAPWG supports speed mitigation measures such as mobile speed monitoring devices, reduced speed limits, child safety signage and increased patrols during the summer months. The BPAPWG further recommends construction of a bike path along North Beach Street, the main access to Jetties Beach.
5. The BPAPWG recommends enhancement of the street lighting to increase safety along heavily travelled ways such as North Beach Street and Easton Street.
6. The BPAPWG supports the Rights of Way recommendation that dirt roads currently used for access to improved properties be maintained to minimum standards for providing emergency vehicular access.



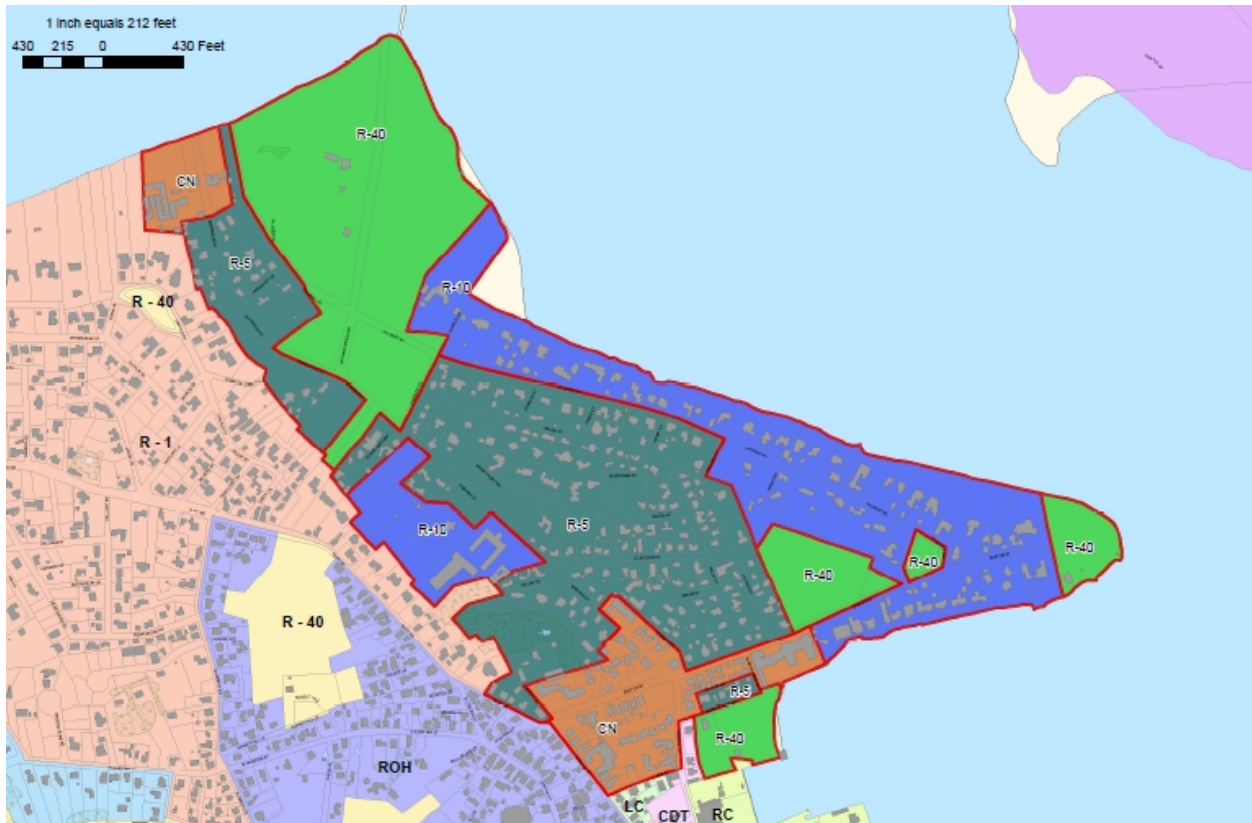
## **9. Implementation**

The Implementation Program element defines and schedules the specific actions necessary to achieve the objectives of each element of the area plan.

1. The BPAPWG recognizes that planning is an ongoing process and recommends the formal creation of a Brant Point Planning Committee (“Committee”). The Committee will work with such entities as the Nantucket Planning Board, the NP&EDC and other Town departments to implement aspects of the Plan and make further recommendations pursuant to Nantucket’s 41-81D Master Plan. This Committee shall consist of no fewer than five members representing the Brant Point area covered by this plan.



# ADDENDUM A



GREEN:	RESIDENTIAL – 40
ORANGE:	COMMERCIAL-NEIGHBORHOOD
BLUE:	RESIDENTIAL-5
BRIGHT BLUE:	RESIDENTIAL-10

## **ADDENDUM B**

### **Intensity Regulations - Zoning Bylaw Section 139-16**

<b>Zoning District</b>	<b>Minimum Lot Size (square feet)</b>	<b>Yard Setback</b>		<b>Frontage (feet)</b>	<b>Ground Cover Ratio</b>
		<b>Front (feet)</b>	<b>Rear/Side (feet)</b>		
R-1	5,000	10	5	50	30%
LC	5,000	0	5	40	50%
RC	5,000	0	5	40	50%
R-5	5,000	10	Side: 10 one side, 5 thereafter Rear: 5	50	40%
R-10	10,000	20	10	75	25%
R-40	40,000	30	10	75	10%
CN	7,500	10	Side: 5 Rear: 10	50	40%