EXECUTIVE SUMMARY

Applicant Tarpon Towers II, LLC ("Tarpon") submits an application and supporting documentation (collectively the "Application") for a Certificate of Environmental Compatibility and Public Need (the "Certificate") for the construction, maintenance and operation of a wireless telecommunications facility (the "Facility") at 796 Woodin Street in the Town of Hamden.

Tarpon seeks to construct, maintain and operate the Facility on property known as 796 Woodin Street in Hamden, Map 232, Block 57, Lot 122 ("Property"). The proposed Facility is necessary to allow Cellco Partnership d/b/a Verizon Wireless ("Verizon") to continue to provide high quality wireless service in the southwest portion of the Town of Hamden. The Facility would allow Verizon to remove its antennas form the existing wireless telecommunications facility at 1055 Wintergreen Avenue in Hamden, Connecticut which was established by Verizon in 1987 (CT Siting Council Docket No. 56B). Verizon's existing "Hamden" facility consists of antennas at the 170foot level on a 250-foot lattice tower on West Rock Ridge. Due to its overall ground elevation (approximately 445 feet above mean sea level), Verizon's existing Hamden facility provides coverage to a significant area in southern Hamden, a significant benefit to Verizon's wireless system and customers in the early years of wireless service in Connecticut.

The wireless industry and the technology through which wireless service is provided has, however, evolved dramatically since 1987. The early facility siting strategy of tall towers or cell sites at higher ground elevations, like the Verizon's existing Hamden cell site, providing service to a large geographic area, has given way to the

-1-

development of shorter, more numerous cell sites, closer to one another, providing higher quality and more reliable wireless service. As Verizon's network has evolved over the years, particularly in southern portions of Hamden and the surrounding towns, service provided by Verizon's Hamden cell site has grown to be more problematic, causing interference with several of its surrounding cell sites, many of which have been constructed more recently.

In an effort to resolve these problems, Verizon has decided to take its existing Hamden cell site off the air and pursue a replacement cell site that would satisfy its existing coverage objectives primarily to the north of West Rock Ridge and to provide significant capacity relief to Verizon's wireless network in Hamden. The proposed Facility (referred to by Verizon as the "Hamden Relo cell site") at 796 Woodin Street satisfies both of these important network service objectives.

The Property is an approximately 6.75+/- acre generally wooded parcel at 796 Woodin Street in Hamden, Connecticut. The site is situated on the south side of Woodin Street and abutting the Wilbur Cross Parkway (CT Route 15) to the west. The parcel is the site of a single-family residence and multiple modern outbuildings (a mix of sheds and horse barns) scattered a short distance from the owner's residence.

The proposed Facility consists of a 120'-tall monopole situated within a 40' x 70' fenced (chain link) equipment compound to be located roughly 850' south of the owner's residence. A 20'-wide access and utility easement originating at Woodin Street would follow the existing driveway to a point immediately west of the attached garage. It would then continue to the southwest along the parcel's western boundary before swinging to the southeast and terminating at the proposed tower location. A 12'-wide gravel access

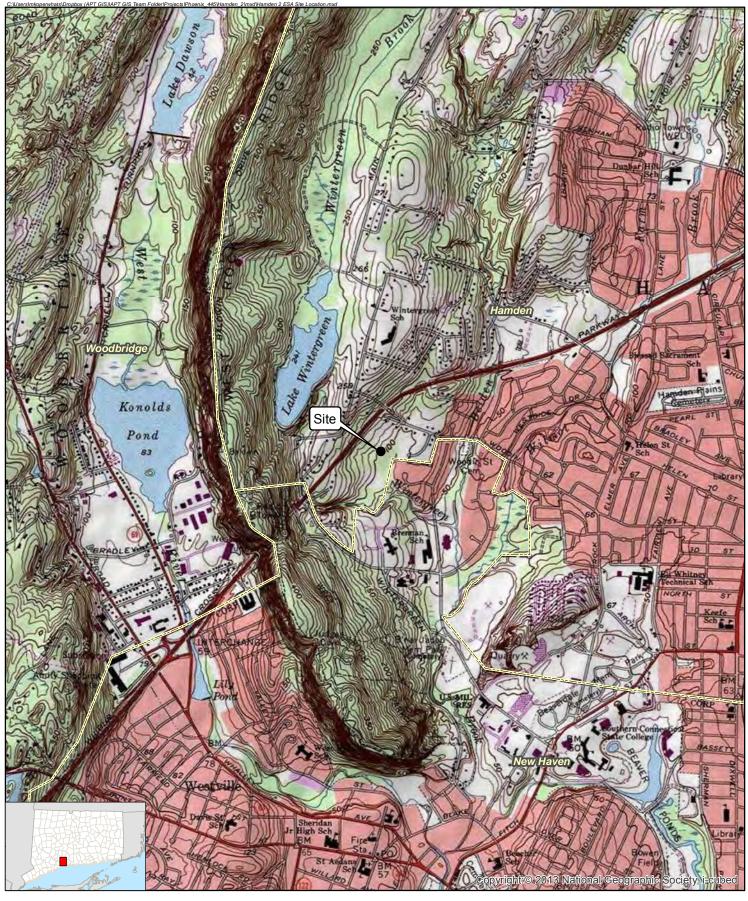
-2-

drive would be constructed west of the garage to the compound. The antennas affixed to the top of the monopole will consist of panel antennas, these mounted in three sectors at a maximum height of 124'.

Tarpon filed a Technical Report with the Town of Hamden on December 13, 2018 and with the City of New Haven on March 13, 2019¹.

This Application includes reports, site plans, a visibility analysis and other information detailing the proposed Facility. These reports and supporting documentation contain the relevant site-specific information required by statute and the Council's regulations. This Application also includes a copy of the Council's Community Antenna Television and Telecommunication Facilities Application Guide with references to this Application, attached as Exhibit A.

¹ In accordance with Conn. Gen. Stat. §16-50l(b)(1), Tarpon sent the Technical Report to the City of New Haven as the proposed site is located within 2,500' of the municipal boundary.

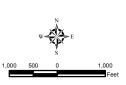


Legend



Site Municipal Boundary

<u>Map Notes:</u> Base Map Source: USGS 7.5 Minute Topographic Quadrangle Map, New Haven, CT (1984) Map Scale: 1:24,000 Map Date: June 2018



Site Location Map

Proposed Wireless Telecommunications Facility Hamden CT 796 Woodin Street Hamden, Connecticut





Legend

Proposed Monopole Tower
 Proposed Site Layout

Proposed Equipment

Proposed Gravel Access Drive

<u>Map Notes:</u> Base Map Source: 2016 CT ECO Imagery Map Scale: 1 inch = 125 feet Map Date: June 2018 Existing Utility Pole (By Others)
 Host Property
 Approximate Parcel Boundary (CTDEEP GIS)

Site Schematic

125 Feet

Proposed Wireless Telecommunications Facility Hamden CT 796 Woodin Street Hamden, Connecticut



STATE OF CONNECTICUT CONNECTICUT SITING COUNCIL

DOCKET NO.

RE: APPLICATION BY TARPON TOWERS II, LLC FOR A CERTIFICATE OF ENVIRONMENTAL COMPATIBILITY AND PUBLIC NEED FOR A TELECOMMUNICATIONS FACILITY AT 796 WOODIN STREET IN THE TOWN OF HAMDEN, CONNECTICUT

Date: July 12, 2019

APPLICATION FOR A CERTIFICATE OF ENVIRONMENTAL COMPATIBILITY AND PUBLIC NEED

I. INTRODUCTION

A. Authority and Purpose

Pursuant to Chapter 277a, § 16-50g <u>et seq</u>. of the Connecticut General Statutes (C.G.S.), as amended, and § 16-50j-1 <u>et seq</u>. of the Regulations of Connecticut State Agencies (R.C.S.A.), as amended, Tarpon Towers II, LLC, as Applicant, submits an application and supporting documentation (collectively, the "Application") for a Certificate of Environmental Compatibility and Public Need (the "Certificate") for the construction, maintenance and operation of a wireless telecommunications facility at 796 Woodin Street in the Town of Hamden (the "Facility"). Cellco Partnership d/b/a Verizon Wireless ("Verizon") will be the anchor tenant and will intervene in this proceeding

B. The Applicant

Tarpon Towers II, LLC is a Delaware limited liability company with an office at 1001 3rd Avenue West, Suite 420, Bradenton Florida 34205. Tarpon will be the Certificate Holder and construct and maintain the Facility accordingly.

Communications regarding the Application should be to Tarpon's attorneys as follows:

Cohen and Wolf, P.C. 657 Orange Center Road Orange, CT 06477 Telephone: (203) 298-4066 Attention: Vincent M. Marino, Esq. vmarino@cohenandwolf.com

C. Application Fee

The estimated construction cost for the Facility would be less than \$5,000,000. Therefore, pursuant to § 16-50v-1a (b) of the Regulations of Connecticut State Agencies, a check made payable to the Council in the amount of \$1,250.00 accompanies this Application.

D. Compliance with General Statute § 16-50/ (c)

Tarpon is not engaged in generating electric power in the State of Connecticut; thus, the proposed Facility is not subject to General Statutes § 16-50r. The proposed Facility has not been identified in any annual forecast reports and, therefore, is not subject to General Statute § 16-50/ (c).

II. SERVICE AND NOTICE REQUIRED BY GENERAL STATUTE § 16-50/ (b)

Pursuant to General Statutes § 16-50/ (b), copies of this Application have been sent to municipal, regional, State, and Federal officials. A certificate of service, along with a list of the parties served with a copy of the Application, is attached hereto as

-5-

Exhibit B. Pursuant to §16-50/ (b) notice of the Applicants' intent to file this Application was published on two occasions in the New Haven Register, which is the newspaper in which Hamden Planning and Zoning and New Haven City Plan notices are published. Copies of the legal notices and the publisher's certificates of publication are attached hereto as Exhibit C. Finally, pursuant to § 16-50/ (b), notices were sent to each person appearing of record as the owner of real property abutting the Property. Certification of such notice, a sample notice letter, and the list of property owners to whom the notice was mailed are included in Exhibit D.

III. PROPOSED FACILITY

A. Facility Design

This section will provide an overview and general description of the proposed Facility.

The Property is an approximately 6.75+/- acre parcel of mostly wooded land that is occupied by a residence and multiple outbuildings located in its northern portion.

The Property is situated on the south side of Woodin Street and abutting the Wilbur Cross Parkway (CT Route 15) to the west. The parcel is the site of a single-family residence and multiple modern outbuildings (a mix of sheds and horse barns) scattered a short distance from the residence.

Tarpon is proposing to construct a telecommunications facility consisting of a 120' tall monopole, situated within a 40' x 70' fenced (chain link) equipment compound within a 70' x 70' leased area, located approximately 850' south of the on-site residence. A 20' wide access and utility easement originating at Woodin Street would follow a new

-6-

gravel road to a point immediately west of the attached garage. It would then continue to the southwest along the parcel's western boundary before swinging to the southeast and terminating at the proposed tower location. A 12' wide gravel access drive would be constructed west of the garage to the compound. The antennas affixed to the top of the monopole will consist of Verizon panel antennas, mounted in three sectors at a maximum height of 124' to the top of the antennas. Exhibit E contains the overall plans, compound plans, elevation view, site layout and other relevant information for the Facility, the number of residential structures within 1000 feet of the Facility, distance to nearest off site residence, number of trees to be removed, and Site Evaluation Report.

B. Coverage to be Achieved

The proposed Facility would provide reliable wireless service to a 3.9 mile portion of Route 15 and an overall area of 46.9 square miles at 700 MHz, a 3.5 mile portion of Route 15 and an overall area of 32.9 square miles at 850 MHz, a 2.4 mile portion of Route 15 and an overall area of 14.5 square miles at 1900 MHz, and a 2.2 mile portion of Route 15 and an overall area of 8.3 square miles at 2100 MHz.

The proposed Facility would provide coverage to the north of West Rock Ridge primarily along Route 15, comparable to the service Verizon currently enjoys from its Hamden Facility and will fill other coverage gaps in southern and eastern portions of Hamden.

Exhibit F of this Application includes propagation plots that depict coverage from Verizon's existing sites in the area, including the existing Hamden site on West Rock Ridge, and anticipated coverage from the proposed Hamden Relo Facility together with the existing and approved sites in the area.

-7-

IV. STATEMENT OF NEED AND BENEFIT

A. Statement of Need

1. United States Policy & Law

The laws and policy of the United States aim to maximize nationwide wireless access and foster wireless network growth. The United States Congress first set forth a regulatory structure for wireless telecommunications in the Telecommunications Act of 1996 (the "Telecommunications Act"). Aimed at increasing market competition amongst service providers, the Telecommunications Act encouraged "the rapid deployment of new telecommunications technologies."² The Telecommunications Act substantially increased public access to wireless services by removing barriers to provider-competition, promoting universal service at affordable rates and in all areas of the United States, and enhancing the interconnectivity of users and vendors in light of the Telecommunications Act's proposed changes. Thus, the Telecommunications Act accelerated the process of making wireless services available nationwide for nearly all individuals.

Following the regulatory changes under the Telecommunications Act, Congress passed the Wireless Communications and Public Safety Act of 1999 (the "Public Safety Act"), designating 9-1-1 as the universal emergency assistance number for both landline and wireless telephone service.³ The express findings of Congress as stated in the Public Safety Act emphasize the nexus between access to wireless communication and public safety:

² Telecommunications Act of 1996, Pub. L. No. 104-458 at 206, 110 Stat. 56 (1996).

³ Wireless Communications and Public Safety Act, Pub. L. No. 106-81, §2(a)(3), 113 Stat. 1286-87 (1999).

Emerging technologies can be a critical component of the end-to-end communications infrastructure connecting the public with emergency medical service providers and emergency dispatch providers, public safety, fire service and law enforcement officials, and hospital emergency and trauma care facilities, to reduce emergency response times and provide appropriate care.⁴

The emphasis on accessibility found in the Telecommunications Act coupled with the promotion of wireless use for the purpose of enhancing public safety reflect the United States government's ongoing commitment to maximizing the vast potential of wireless services.

Continuing its efforts to utilize wireless services as a means of enhancing public safety, Congress subsequently passed the New and Emerging Technologies 911 Improvement Act of 2008 (the "NET 911 Act"). The NET 911 Act sought to accelerate a country-wide transition to a national IP-enabled emergency network and improve existing emergency services for individuals with disabilities.⁵ Thus, Congressional implementation of the Public Safety Act and the NET 911 Act represent the federal government's growing awareness of the means by which wireless telecommunications not only support economic growth but create safer municipalities as well.

Recently, the White House and Congress continue to acknowledge the importance of maximizing access to wireless services. The American Recovery and Reinvestment Act of 2009 (the "Recovery Act") provided \$7.2 billion to increase broadband access throughout the United States.⁶ The Recovery Act also established the Broadband Technology Opportunities Program, awarding grants for the purposes of

⁴ Id. at 1287.

⁵ New and Emerging Technologies 911 Improvement Act of 2008, 47 U.S.C. §615(a)-1.

⁶ National Telecommunications and Information Administration, United States Dept. of Commerce. *Broadband Technology Opportunities Program (BTOP): About*, http://www2.ntia.doc.gov/about (last visited June 26, 2019).

enhancing community broadband infrastructure, upgrading or constructing public computer centers, and increasing broadband access in areas that traditionally underutilized broadband services.⁷ In 2010, the Federal Communications Commission developed a National Broadband Plan (the "NBP," or the "Plan") under the direction of Congress, setting forth strategic initiatives for the purpose of maximizing broadband access for every American. The Executive Summary of the NBP states the express goal of the Plan:

[M]aximizing use of broadband to advance consumer welfare, civic participation, public safety and homeland security, community development, health care delivery, energy independence and efficiency, education, employee training, private sector investment, entrepreneurial activity, job creation and economic growth, and other national purposes. [Internal quotation marks omitted].⁸

The NBP establishes policies for innovation, investment, and the utilization of broadband in specific areas such as health care, education, energy, and public safety. By addressing these various needs, the comprehensive framework of the NBP recognizes that as "the development of electricity, telephony, radio and television transformed the United States and, in turn, helped us transform the world [...] [b]roadband will be just as transformative."⁹ In order to implement the proposals set forth in the NBP, the FCC established the Broadband Acceleration Initiative (the "Initiative"), in order to "work inside the FCC, with its partners in state and local governments, and in the private sector to reduce barriers to broadband deployment."¹⁰ Through the Initiative, the FCC committed to voting on a Notice of Inquiry for the

⁷ ld.

⁸ Federal Communications Commission, National Broadband Plan, ix (July 20, 2013),

http://download.broadband.gov/plan/national-broadband-plan-executive-summary.pdf,

⁹ Id. at 21.

¹⁰ Federal Communications Commission: *The FCC's Broadband Acceleration Initiative*, (Feb. 9, 2011), http://hraunfoss.fcc.gov/edocs_public/attachmatch/DOC-304571A2.doc

purpose of collecting information on existing barriers to broadband access.¹¹ Following through on the agenda set forth in the Initiative, the FCC published a Notice of Inquiry in April 2011 in order to better understand the manner in which the FCC and local municipalities should work together to achieve uniform, nationwide, broadband access for all:

This Notice is intended to update our understanding of current rights of way and wireless facilities siting policies, assess the extent and impact of challenges related to these matters, and develop a record on potential solutions to these challenges.¹²

Echoing the charge of the FCC found in the Telecommunications Act, FCC Chairman Julius Genachowski's concluding statements in the Notice of Inquiry stressed the ongoing duty of the FCC under the Telecommunications Act to make available broadband services for all individuals, and that "[t]he Broadband Acceleration Initiative, and our actions today, are central to carrying out that duty."¹³

More recently, President Obama signed an executive order in June 2012 aimed at accelerating the deployment of broadband on federal lands and reiterating the importance of uniform access to broadband and other wireless services, recognizing the need for improved broadband access across the United States:

Broadband access is essential to the Nation's global competitiveness in the 21st century, driving job creation, promoting innovation, and expanding markets for American businesses. Broadband access also affords public safety agencies the opportunity for greater levels of effectiveness and interoperability.¹⁴

Despite these efforts from the White House and Congress, the FCC's 8th Broadband Progress Report (the "Report") suggests that the federal and local governments must

¹¹ Id.

¹² Federal Communications Commission: Notice of Inquiry 11-51, WC Docket No. 11-59 (Apr. 7, 2011), 5. ¹³ Id. at 21.

¹⁴ Exec. Order 13616, 77 Fed. Reg 36,903 (Jun. 20, 2012).

take additional steps to improve individual access to broadband and wireless services. Although the Report praises the efforts of the public and private sectors in accelerating broadband and wireless deployment throughout the United States, the report states that approximately 19 million Americans reside in areas without access to terrestrial-fixed broadband.¹⁵ Thus, the Report highlights that "broadband is not yet being deployed 'to all Americans' in a reasonable and timely fashion," and that governments and providers must take an active role in ensuring national interconnectivity.¹⁶

The FCC's Declaratory Ruling interpreting §332(c)(7)(b) of the Telecommunications Act established specific time limits for decisions on land use and zoning permit application, which supports the public need for timely deployment of wireless development.¹⁷ More recently, the Middle Class Tax Relief and Job Creation Act of 2012 (Section 6409(a)) emphasized the critical nature of the timely deployment of wireless infrastructure to public safety and the economy by preempting a discretionary review process for eligible modifications of existing wireless towers of existing base stations.¹⁸

More recently, in 2018, the FCC adopted two separate orders incorporating several declaratory rulings and a set of new regulations to specifically address various areas of state and municipal oversight of wireless facility siting including towers and

 ¹⁷ WT Docket No. 08-165-Declaratory Ruling on Petition for Declaratory Ruling to Clarify Provisions of Section 332(c)(7)(B) to Ensure Timely Siting Review and to Preempt Under Section 253 State and Local Ordinances that Classify All Wireless Siting Proposals as Requiring at Variance ("Declaratory Ruling").
 ¹⁸ Middle Class Tax Relief and Job Creation Act of 2012, Pub. L. No. 112-96, §6409 (2012), available at <u>http://gpo.gov/fdsys/pkg/BILLS-112hr3630enr/pdf/BILLS-112hr3630enr.pdf</u>; see also H.R. Rep. No. 112-399 at 132-33 (2012)(Conf. Rep.), available at <u>http://www.gpo.gov/fdsys/pkg/CRPT-112hrt399.pdf</u>.

¹⁵ Federal Communications Commission, FCC 12-90, Eighth Broadband Progress Report, at 3 (2012). ¹⁶ Id.

small cells.¹⁹ The first order prohibits any actual or de factor moratoria on the siting of wireless facilities. The second, intended to streamline the siting of 4G LTE and future 5G wireless infrastructure, addressed numerous provisions of the Telecommunications Act and focused on any state or local siting requirements that might materially inhibit the deployment of wireless facilities including small cells. The Trump administration has further developed a national strategy for the United States to win the 5G global race and continue American leadership in wireless technology.²⁰

2. United States Wireless Usage Statistics

Over the past thirty years, wireless communications have revolutionized the way Americans live, work and play. The ability to connect with each other in a mobile environment has proven essential to the public's health, safety and welfare. According to the CTIA's Annual Survey, Americans used a record 15.7 trillion megabytes of mobile data in 2017, nearly quadrupling since 2014 and representing a 40 times the volume used in 2010²¹. An estimated 400.2 million individuals in the United States subscribed to a wireless provider, up from 128.3 million subscribers as of December of 2011²². The reported increase in annual wireless data traffic grew forty (40) times from 2010 to 2017,²³ and data-only only devices increased by 147% from 2013 to 2017.²⁴ Emphasizing the need to meet the heightened demand for wireless services, in 2017 the number of cell sites in operation in the United States exceeded 320,000,

²⁰ See <u>https://www.whitehouse.gov/presidential-actions/presidential-memorandum-developing-sustainable-spectrum-strategy-americas-future/ and https://www.whitehouse.gov/articles/america-will-win-global-race-5g/
 ²¹ CTIA Annual "The State of Wireless 2018" available at <u>https://www.ctia.org/news/the-state-of-wireless-2018</u>; see also <u>https://api.ctia.org/wp-content/uploads/2018/07/CTIA ToplineWirelessIndustrySurvey.pdf</u>.
 ²² Id.
</u>

¹⁹ WT Docket No. 17-79 – Declaratory Ruling and Third Report and Order, Accelerating Wireless Broadband Deployment5 by Removing Barriers to Infrastructure Investment.

²³ Id.

²⁴ ld.

representing a 52% increase over the last decade.²⁵ In addition to the vast number of individual wireless subscribers, United States households are increasingly dependent on wireless service, with 52.5% of households exclusively wireless

The number of wireless users is exponentially increasing among the country's teenager and elderly populations as well. In a February 5, 2018 report, Pew Research Center found that 95% of all Americans own a cellphone, with 77% of Americans now owning smartphones, compared to just 35% owning smartphones in 2011²⁶. The percentage of adults ages 65 and older who reported owning a cellphone of any kind as of November 2016 was 80%, with smartphone ownership increasing by 24% since 2013.²⁷ By comparison, nearly 95% of American teenagers owning a smartphone.²⁸ Clearly, statistics suggest that the number of mobile phone users is growing across demographic lines.

Wireless services not only enhance the efficiency of personal and business communications but also play a key role in enhancing public safety. Up to 80% of all 9-1-1 calls made each year come from a wireless device.²⁹ Beginning May 15, 2015, wireless carriers in the United States voluntarily supported Text-to-911, a program that allows users to send text messages to emergency services as an alternative to placing a phone call.³⁰ A June 2013 study of mobile phone activity by the Pew Research Center indicates that over a 30-day period, 19% of individuals used their mobile device

²⁵ ld.

²⁶ See https://www.pewinternet.org/fact-sheet/mobile/

 ²⁷ Monica Anderson and Andrew Perrin, *Report: Tech Adoption Climbs among Older Adults* (May 17, 2017), See <u>https://www.pewinternet.org/2017/05/17/technology-use-among-seniors/</u>
 ²⁸ Monica Anderson and JingJing Jiang, *Teens, Social Media and Technology*, May 31, 2018 (Pew Research Center Internet & Technology) (2018); See <u>https://www.pewinternet.org/2018/05/31/teens-</u>

social-media-technology-2018/

 ²⁹ 911 Wireless Service Guide, available at <u>https://transition.fcc.gov/cgb/consumerfacts/wiireless911srvc.pdf</u>
 ³⁰ See Text-to-911: What you need to know, <u>available at https://www.fcc.gov/consumers/guides/what-you-need-to-know-about-text-911</u>. See also, Text-to-911 is now available in Connecticut, available at <u>https://www.text911ct.org</u>

to get help in an emergency situation.³¹ Therefore, maximizing broadband and wireless access not only promotes convenient and efficient personal communication but enhances public safety as well.

Further, wireless services serve an important function in assisting local police, fire, and first responders. The Federal Communications Commission (FCC) and the Federal Emergency Management Agency (FEMA) established the Wireless Emergency Alerts (WEA) system, a national emergency system used for disseminating location-aware emergency text message alerts.³² The messages distributed through the WEA system include Imminent Threat Alerts, such as notification of man-made or natural disasters, and Amber Alerts, which assist law enforcement in the search and identification of missing children.³³ Reaching nearly 97% of wireless subscribers, the WEA program reflects the manner in which wireless technology can be utilized to save lives and promote municipal safety.

3. <u>Site Specific Public Need</u>

Since 1987, service in this area has been provided by Verizon's facility located at 1055 Wintergreen Avenue in Hamden. The Facility is proposed to replace the existing facility located 1055 Wintergreen Avenue. As cellular networks have evolved over the years, particularly in southern portions of Hamden and the surrounding towns, service provided by carriers at the Wintergreen facility has grown to be more problematic, causing interference with several of the surrounding cell sites, most of which have been constructed more recently.

 ³¹ Joanna Brenner, *Pew Internet: Mobile*, Pew Internet & American Life Project (June 6, 2013).
 http://pewinternet.org/Commentary/2012/February/Pew-Internet-Mobile.aspx (last visited July 30, 2013).
 ³² For more on the WEA program, see CTIA: *Wireless Emergency Alerts on Your Mobile Device* https://www.ctia.org/consumer-resources/wireless-emergency-alerts (last visited June 26, 2019).
 ³³ Id.

To resolve these issues, Verizon has decided to take its existing Hamden cell site off the air and pursue this replacement cell site to satisfy its existing coverage objectives and to provide substantial capacity relief to Verizon's wireless network in Hamden.

Exhibit F of this Application includes propagation plots and other information which identify and demonstrate the specific need for a new wireless facility in this area of the State to serve the public and meet its need and demand for wireless services. The proposed Facility, in conjunction with other existing and planned facilities in and around Hamden and New Haven are needed by Verizon to reliably provide its wireless services to people living in and traveling through this area of the state.

C. Technological Alternatives

The FCC licenses granted to Verizon authorize it to provide wireless services in this area of the state through deployment of a network of wireless transmitting sites. Repeaters, microcell transmitters, distributed antenna systems (DAS) and other types of transmitting technologies are not a practicable or feasible means to providing service within the service area for this site. These technologies are better suited for specifically defined areas where new coverage is necessary, such as commercial buildings, shopping malls, and tunnels, or to address capacity. Providing reliable wireless services in Hamden and adjacent area of New Haven requires a tower site that can provide reliable service over a footprint that spans several thousand acres. There are no equally effective technological alternatives to the construction of the proposed Facility for Verizon to provide reliable personal wireless services in this area of Connecticut.

-16-

V. SITE SELECTION AND TOWER SHARING

A. Site Selection

Tarpon is a wireless infrastructure provider that uses its knowledge of the wireless carriers' networks and/or specific information from the individual carriers to develop new wireless facilities where a need has been demonstrated. It is only when it is clear that a new tower facility will be required to provide coverage and reliable service does Tarpon pursue a site search for a new tower. In performing its site search Tarpon consults with wireless carrier radiofrequency engineers to identify geographic areas where a new tower facility will be required for the provision of coverage and/or capacity in the carriers' networks. Through this collaborative process Tarpon became aware that wireless coverage in the eastern area of Hamden suffers from a lack of sufficient coverage due to the lack of existing wireless facilities or structures suitable for colocation in this area. As a result, and in consultation with Verizon and other wireless carriers, Tarpon began a site search in this area in 2014

Verizon conducted its own site search in the area and identified no existing structures or reasonable locations sites for a replacement tower facility. In conducting its site search, Verizon seeks to avoid the unnecessary proliferation of towers and to reduce the potential adverse environmental impacts of a new facility. In this area of Hamden and New Haven there are no known existing structures suitable co-location and the provision of reliable service to the public. As indicated, this proposed Facility will replace Verizon's current wireless telecommunications facility located at 1055 Wintergreen Avenue in Hamden.

-17-

Only after determining that no existing suitable facilities or structures could be used to provide reliable coverage in this area, a search for tower sites was conducted. The search included independent reviews by Tarpon and Verizon, and field work conducted by consultants for both entities.

The map of facilities within a four mile radius (map date of December 2018), along with the site selection narrative and map of rejected sites contained in Exhibit G, provide a thorough explanation of the Applicant's methodology for conducting site searches, the actual search for potential sites in the area, and identify the locations reviewed during the Applicant's search and the reasons for elimination from consideration of all but the Property.

As part of its site search, representatives for Tarpon evaluated seven (7) parcels in total as shown on the map and described in the site search summary in Exhibit G. A Technical Report was submitted to the Town of Hamden in December of 2018 and to the City of New Haven in March of 2019 and no other viable locations for a replacement tower were identified by either community.

B. <u>Tower Sharing</u>

To promote the sharing of wireless facilities in the Town, Tarpon proposes to construct a facility that can accommodate Verizon and three other wireless carriers. The Facility would also accommodate municipal emergency communications equipment at no cost to the Town. Details of the design are included in Exhibit E.

VI. ENVIRONMENTAL COMPATIBILITY

Pursuant to General Statutes § 16-50p, the Council is required to find and to determine as part of the Application process any probable environmental impact of the

-18-

Facility on the natural environment, ecological balance, public health and safety, scenic, historic and recreational values, forest and parks, air and water purity and fish and wildlife. As demonstrated in this Application and the accompanying attachments and documentation, the Facility would not have a significant adverse environmental impact and/or those effects are unavoidable in this part of the State in order to provide reliable service to the public.

A. Visual Assessment

The visual impact of the Facility would vary from different locations around the Facility depending upon factors such as vegetation, topography, distance from the Facility, and the location of structures around the Facility.

Tarpon retained visibility experts, All Points Technology ("APT"), to prepare the Visibility Analysis for the site. The Visibility Analysis includes a computer-based, predictive viewshed model, which has proven to depict accurately the potential impact of the Facility from surrounding views.

As part of its study, on June 21, 2018, APT conducted balloon float tests at 120 feet AGL to evaluate the potential viewshed impacts, if any, associated with the Facility. With these balloon floats, APT sought to determine the visual impact of the Facility, accounting for local, state and federal historic and recreational sites, within a 2 mile radius of the proposed Facility ("Study Area") at the site. Exhibit H contains a Visibility Analysis for the Site. Exhibit H also includes an affidavit for the balloon float.

The area at the rear of the Property and within the Study Area serve to minimize the potential visual impact of the Facility. Topography within the Study Area is characterized as generally level terrain to the east undulating with rolling to steep hills

-19-

farther to the north, south and west of the Site. Ground elevations range from approximately 15 feet AMSL to 1000 feet AMSL. The tree cover within the Study Area (consisting primarily of mixed deciduous hardwoods with interspersed strands of conifers) occupies approximately 4,626 acres of the 8,042 acre Study Area (±58%).

1. Visibility

The Visibility Analysis dated July 2018 provides a thorough analysis of the potential visibility impacts of at the Facility. Based on this Visibility Analysis, areas from which the Site would be visible comprise ± 38 acres of year-round visibility and ± 79 acres of seasonal visibility within the 8,042-acre Study Area or 1% of the total Study Area.

The nearest school is located approximately 0.5 miles from the proposed Site. This school is located at 195 Wilmot Road in New Haven (Clarence Rogers School).

There are no scenic roadways located within the Study Area.

The Visibility Analysis demonstrates that a proposed Facility would be as inconspicuous as possible, particularly beyond the immediate vicinity of the Property. Accordingly, a Facility would not result in an unacceptable adverse visual impact.

Weather permitting, Tarpon will raise a balloon with a diameter of at least three (3) feet at the Site on the day of the Council's first hearing session on this Application, or at a time otherwise specified by the Council.

B. Solicitation of State Agency Comments

Tarpon submitted a request for review and comment for the Facility at the Site to the State Historic Preservation Office ("SHPO"). It also obtained the maps from the

-20-

database of the Connecticut Department of Energy & Environmental Protection ("CT DEEP").

- SHPO reviewed the archaeological survey report (See letter dated July 26, 2018 provided in Exhibit I) and concluded that "SHPO concurs with the report that additional archaeological investigations of the Project Area are not warranted . .
- SHPO determined that no historic properties will be affected by this Application.
 SHPO concluded that the project will have no effect on the state's cultural resources. (See letter dated July 26, 2018 provided in Exhibit I). Further, the NEPA Report identified no historic properties, sites, structures or resources previously listed on or formally deemed eligible for listing on the National Register of Historic Places will be affected by this project.

Copies of the SHPO correspondence regarding the Facility are attached hereto in Exhibit I. The CTDEEP documentation is provided in Exhibit K.

C. MPE Limits/Power Density Analysis

In August 1996, the FCC adopted a standard for exposure to Radio Frequency ("RF") emissions from telecommunications facilities like the Facility proposed in this Application. To ensure compliance with applicable standards, Verizon's radio frequency engineer provided the maximum power density calculations for the Facility assuming that the antennas were pointed at the base of the tower and all channels were operating simultaneously. The resulting power density for Verizon's operations would be approximately 48.62% percent of the applicable Maximum Permissible Exposure (MPE)

-21-

standards. A copy of the power density calculation reports for the Facility are attached hereto as Exhibit J.

D. Other Environmental Factors

The Facility would be un-staffed, requiring infrequent monthly maintenance visits by Verizon that would last approximately one hour. Verizon's equipment would be monitored 24 hours a day, 7 days a week from a remote location. The Facility would not require a water supply or wastewater utilities. No outdoor storage or solid waste receptacles would be needed, and the Facility would not create or emit any smoke, gas, dust or other air contaminants, noise, odors or vibrations other than the installed heating and ventilation equipment. Temporary power outages could require the limited use of emergency generators on site and provisions have been made for a permanent on-site diesel generator. The construction and operation of the proposed Facility would have no significant impact on air, water, or noise quality.

Tarpon retained APT to evaluate the Facility in accordance with the FCC's regulations implementing the National Environmental Policy Act of 1969 ("NEPA"). A copy of the NEPA Summary Report dated September 28, 2018, is attached hereto as Exhibit K.

The proposed Facility will not be located in an area designated as a wilderness area or a wildlife preserve. The Facility would not affect federally listed threatened or endangered species or designated critical habitats. Additionally, the proposed Facility would not impact migratory bird species since the height would be below 200 feet, would not include guy wires and would not require lighting. The Site is not proximate to an Important Bird Area and the site design

-22-

for either site complies with the USFWS Guidelines for minimizing impacts on birds. A study done by APT concluded that the proposed development would not impact migratory bird species. An Avian Resources Evaluation is attached hereto as Exhibit L.

- There are no National Parks, National Forests, National Parkways or Scenic Rivers, State Forest, State Designated Scenic Rivers or State Gamelands located in the vicinity of the Site.
- The United States Fish and Wildlife Service ("USFW") confirmed that there are no federally listed threatened or endangered species or critical habitats known to occur on the Property that would be adversely affected by the proposed project.
- According to the site survey, field investigations and National Wetland Inventory, a Facility will not result in significant changes in surface features such as wetland fill, water diversion or deforestation at either Site. Specifically, the proposed development will not result in either temporary or permanent direct impacts to wetland resource areas provided sedimentation and erosion controls are implemented. If this Application is approved, Tarpon will design, install, and maintain sedimentation and soil erosion controls during construction activities in accordance with the 2002 Connecticut Guidelines for Soil Erosion and Sediment Control.
- The Facility would not be located within a floodplain.
- The Site is not within an area designated by CGS § 22a-94 as being a coastal resource and therefore the proposed Facility will not result in adverse impacts to coastal resources as defined within the Coastal Management Act.

-23-

- The Facility would not affect any sites, buildings, structures or objects significant to American history, architecture, culture, archeology or engineering. On July 26, 2018 the SHPO issued a letter stating that the Facility would not impact such resources. See Exhibit I.
- APT consulted with seven Native American Indian tribes the Delaware Nation, the Mohegan Indian Tribe, the Keweenaw Bay Indian Community, the Mashantucket Pequot Tribe, the Lac Vieux Desert Chippewa Indians, Lac du Flambeau Chippewa Indians, and the Red Cliff Band Chippewa Indians– because they might have interests impacted by the construction, operation and maintenance of the Facility. All seven Tribes confirmed that they do not believe they have any interests that would be impacted by the Facility. A copy of the Tribal Consult is included in Exhibit K.

As a result, the Facility is categorically excluded from any requirement for further environmental review by the FCC in accordance with the NEPA and no permit is required by the FCC prior to construction of the proposed Facility. See 47 C.F.R. §§ 1.1301 and 1.1319.

VII. CONSISTENCY WITH THE HAMDEN LAND USE REGULATIONS

The Facility would be consistent with Hamden's Zoning and Wetland Regulations and Plan of Conservation and Development. This section includes an analysis of the Facility under the Town's land use regulations, as well as a description of the planned and existing uses of the Property.

-24-

A. Hamden Plan of Development

The Hamden Plan of Conservation and Development ("Plan"), a copy of which is included in the bulk filing, addresses wireless telecommunications. According to the Plan, "Most people are using mobile phones and other wireless devices (some people are relying exclusively on them) and the capacity of the wireless system is an important consideration." See Bulk Filing, Plan dated April 2019 at page 88. The Facility would improve wireless services in the area allowing for better communication for the ever increasing number of individuals who rely primarily or exclusively on wireless services for communication. It would also ensure that, in the event of an emergency, wireless customers would be able to successfully make a 9-1-1 call. Accordingly, the Facility would further some of the objectives articulated by the Plan.

B. Hamden Zoning Regulations

Section 672 of the Hamden Zoning Regulations ("Regulations") addresses telecommunications facilities. *See* Bulk Filing, Hamden Zoning Regulations, amended to August 17, 2017. The Property is zoned R-2. Under Hamden Zoning Regulations Section 672.5b, any new tower or antenna not regulated by the Connecticut Siting Council would require a Special Permit. As this proposed Facility is regulated by the Connecticut Siting Council, the proposed Facility is compliant with the Regulations.

Section 200 of the Regulations sets forth the purpose of the R-2 Zone. R-2 Zone Area, Density and Dimensional Requirements are set forth in Section 220. The Property is approximately 6.75 +/- acres and greatly exceeds the minimum lot requirements. According to Table 6.1, a Telecommunications Facility is allowed in an R-2 Zone by Site Plan Application subject, per Section 610, to all provisions of the

-25-

applicable zone to the R-2 zone. Per Table 2.3, the requirements for primary structure are a minimum front yard to be 40 feet, a minimum side yard to be 20 feet, and minimum rear yard to be 40 feet with a maximum height of 35 feet. Tarpon does not intend to impact the natural state of the setback areas.

The Regulations provide for height for telecommunications towers up to 200 feet (Section 672.6d.v.). Finally, the criteria outlined in the Special Permit Considerations, Visual Considerations and Equipment Considerations are all issues that the Council usually takes into consideration during the Certificate proceeding or the Applicant would be willing to discuss with the Town during the D&M process.

§ 672.6 of Hamden Zoning Regulations	Proposed Facility Compliance
Requirements for Special Permit Applications	
Application Requirements 1a. Each application shall include: i. Documentation that a licensed carrier or an authorized emergency services organization is either an applicant or a co- applicant on the application.	The Application reflects the fact that Verizon is the proposed anchor tenant for the Facility and that Verizon will intervene in this proceeding.
ii. Documentation that the proposed facility will not cause any interference with any emergency or public safety radio system.	Tarpon will provide this information if requested by the Council.
iii. Documentation showing how the proposed facility will accommodate emergency service communications for police, fire and ambulance services or a statement from each organization that such accommodation is not desired.	A Facility will provide the opportunity for Hamden municipal emergency services to co-locate on the facility at no cost.
Documents indicating that: i. all towers, antennas, and/or equipment to be installed meet or exceed current standards and regulations of the FAA, the FCC, and any other agency of the State or	Tarpon has provided information regarding its FAA compliance and compliance with State building codes. Verizon will provide information regarding its antennas and equipment to be installed.

Federal Government with the authority to regulate towers and antennas. ii. If such standards and regulations are changed, then the owners of the towers and antennas governed by this regulation shall bring such towers and antennas into compliance.	
iii. Documentation regarding noise emission from equipment and identification of appropriate steps to provide soundproofing so that any noise above ambient levels is inaudible at the property line.	Tarpon will provide this information if requested by the Council.
iv. A written maintenance plan for the site, including, but not limited to, all facilities including landscaping at the site.	Tarpon will provide this information if requested by the Council. The Applicant suggests that this is an aspect of the proposal that would be best dealt with in the D&M Phase.
c. Visual Considerations i. Towers and antenna and appurtenances shall be painted a neutral color or given other such finish, as determined by the Commission, to minimize visual obtrusiveness.	Tarpon defers to the Council as to the color of the proposed Facility.
ii. The design of the equipment, buildings and related structures shall, to the extent possible, use materials, colors, textures, screening, and landscaping that will blend them into the natural setting and surrounding buildings.	The Site is located on a 6.75+/- acre parcel. Tarpon notes that screening and landscaping would not necessarily be useful for the Site.
iii. If an antenna is installed on a structure other than a tower, the antenna and supporting equipment must be of a neutral color that is identical to, or closely compatible with, the color of the supporting structure to make the antenna and related equipment as visually unobtrusive as possible.	Not Applicable.
iv. Towers shall not be artificially lighted, unless required by the FAA or other applicable authority and specifically authorized by the Commission.	A tower at the Site would not be lit.

e. No signs shall be allowed on any antenna, facility, or tower unless required by an overriding legal authority, except that a 2 square foot sign is required to be posted showing the emergency contact and telephone number.	No signs greater than 2 feet are proposed. A sign providing emergency contact information will be posted.
d. Equipment/Tower Standards i. Any equipment cabinets or other appurtenances used in association with the tower or antenna shall be clearly shown as part of the application including how such equipment is designed to blend with the surrounding landscape or be obscured from adjacent properties and streets	The proposed Verizon equipment shelter is shown on Sheet C-2 of the plans provided in Exhibits E and F. The equipment shelter will be located behind the proposed 8 foot tall chain link fence. Further, the Site is located on a large 6.75+/- acre parcel of land which benefits from the presence of significant mature vegetation, rendering any additional landscaping unnecessary.
ii. Security fencing, no more than six feet in height, may be required by the Commission around the antenna, tower, and equipment depending on the nature of the installation.	Tarpon proposes a chain link fence at a height of 8 feet, which will provide the greatest degree of security at the Facility.
 iii. Landscaping, including buffering, may be required by the Commission around the antenna, tower, and equipment depending on the nature of the installation. iv. Towers shall be set back from all property lines a distance equal to their height. This requirement may be waived when there is adequate documentation that the tower has been designed to collapse in a manner that will not impact adjacent properties. 	The Applicant suggests that landscaping is unnecessary. It also notes that this aspect of the proposal that would be best dealt with in the D&M Phase. The Tower will be set back from all property lines at a distance equal to the height of the tower.
v. Tower height shall not exceed 200 feet.	Tower does not exceed 200 feet as it is proposed at a height of 120 feet.

C. Planned and Existing Land Uses

The Property is approximately 6.75 +/- acres and is currently the site of a singlefamily residence and multiple modern outbuildings (a mix of sheds and horse barns) scattered a short distance from the residence. Tarpon is not aware of any confirmed future development plans regarding the Property. The surrounding area consists of a mix of forested land, residential development and Route 15 (Wilbur Cross Parkway).

D. Hamden Inland Wetlands and Watercourses Regulations

The Hamden Inland Wetlands and Watercourses Regulations ("Wetlands Regulations") regulate certain activities proposed to be conducted in or adjacent to wetlands or watercourses as defined therein. *See* Bulk Filing, Wetlands and Watercourses, Chapter 115, printed March 2019. The Wetlands Regulations provide an upland review area of 200 feet in all directions from any regulated area (p. 7, Section 2 Definitions).

Tarpon retained APT to prepare the Wetland Inspection attached herein as Exhibit M, and delineated wetland areas on the Property. (Exhibit M contains the Wetland Investigation).

A watercourse, deeply incised with steep banks, is located along the western extent of the property, running north to south. A second, intermittent watercourse with a shallow bank starts as a seep outbreak at the northeastern extent of the Property. No temporary impacts to nearby wetland resources are anticipated as Tarpon will implement sedimentation and erosion controls that are designed, installed and maintained during construction activities in accordance with the 2002 Connecticut Guidelines for Soil Erosion and Sediment Control. Further, stormwater generated by the proposed development will be properly handled and treated in accordance with the 2004 Connecticut Stormwater Quality Manual. With these two recommendations, APT concluded that as presented the proposed access and Facility location would not appear to result in a direct impact to the wetland resources.

-29-

VIII. CONSULTATIONS WITH LOCAL, STATE AND FEDERAL OFFICIALS

A. Local Consultations

General Statutes § 16-50/ (e) requires an applicant to consult with the local municipality in which a proposed facility may be located and with any adjoining municipality having a boundary of 2,500 feet from the proposed facility concerning the proposed and alternate sites of the facility. On December 13, 2018, Tarpon submitted a technical report to Hamden Mayor Curt Leng and on March 13, 2019, Tarpon submitted a technical report to New Haven Mayor Toni N. Harp regarding the proposed Facility The technical report, a copy of which is being bulk filed with this Application, included specifics about the Property, the Facility, the site selection process and the environmental effects, if any, of the proposed Facility. A copy of the cover letters submitted with the technical report is attached as Exhibit N, respectively.

The Town of Hamden requested a public information meeting, which was held on March 7, 2019. No one for the Town of Hamden appeared at the public information meeting. The only members from the public that attended the public information meeting were Paul Messineo and Sarah Nazario-Messineo (hereinafter collectively referred to as "Messineo"), the owners of 784 Woodin Street. The Messineo's had general questions about the tower, including its location, height, visibility, and health concerns. All of the Messineo's questions were answered, and the public information meeting ended at approximately 8:15 p.m.

After that meeting, Tarpon's counsel, Vincent M. Marino, Esq., sent a letter dated March 11, 2019, advising the Town of Hamden that Tarpon's representatives, including

-30-

Attorney Marino, Mike Libertine and Doug Roberts attended the public information meeting.

The City of New Haven referred Tarpon's submittal letter and technical report to its City Plan Commission. On April 17, 2018, Vincent M. Marino, Esq., appeared on behalf of Tarpon at the meeting noticed by the City Plan Commission. At that meeting, the City Plan Commission referred the matter to the Westville-West Hills Management team and requested that Attorney Marino attend that teams meeting scheduled for May 8, 2019. On May 8, 2019, Attorney Marino attended the meeting of the Westville-West Hills Management team and answered all questions raised by those present. Attorney Marino was asked to work with Alder Michelle Edmonds-Sepulveda to schedule a meeting to provide an opportunity for residents of the area housing authority properties to ask questions. Attorney Marino has made several attempts to schedule a meeting with the assistance of the Alder, but each attempt to schedule such a meeting has not received a response.

On May 9, 2019, Attorney Marino sent an email communication to Jenna M. Montesano, the New Haven Deputy Director of Zoning and Stacey Davis, Planner II for the City of New Haven. On May 15, 2019, Ms. Montesano advised Attorney Marino that the City Plan Commission voted to waive the balance of the 90-day statutory time period with the condition that an informational meeting be held for the area housing authority property residents. As previously stated, Attorney Marino has made several attempts to schedule the requested meeting.

B. Consultations with State Officials

-31-

As noted in Section VII.B of this Application, Tarpon consulted with the SHPO and the Office of State Archaeology and obtained CTDEEP mapping from the CTDEEP's database in the course of its NEPA survey. Copies of the correspondence with SHPO are attached as Exhibit I and the CTDEEP map is included in Exhibit K.

C. Consultation with Federal Agencies

Tarpon received a report from Federal Aviation Administration ("FAA") for the Facility, which are attached hereto as Exhibit O. The results indicate that the Facility would not require FAA registration, let alone FAA review as a potential air navigation obstruction or hazard. Therefore, no FAA lighting or marking would be required for the Facility proposed in this Application.

Tarpon evaluated the project to determine whether it fell within any of the "listed" categories requiring review under NEPA. The "listed" categories, included in 47 C.F.R § 1.1309 to 1.1319, are activities that may affect wilderness areas, wilderness preserves, endangered or threatened species, critical habitats, National Register historic districts, sites, buildings, structures or objects, Indian religious sites, flood plains and federal wetlands. The resulting report, attached hereto as Exhibit K, confirm that the Property does not fall under any of the NEPA "listed" categories of 47 C.F.R. §1.1309 to 1.1319. Therefore, the proposed Facility does not require review by the FCC pursuant to NEPA.

IX. ESTIMATED COST AND SCHEDULE

A. Overall Estimated Cost

The total estimated cost of construction for the Facility is \$290,000.00. This estimate includes:

-32-

(1) Tower (cost of tower) and foundation costs (including installation) of approximately \$95,000.00;

- (2) Site development costs of approximately \$150,000.00; and
- (3) Utility installation costs of approximately \$45,000.00.

B. Overall Scheduling

Site preparation and engineering would commence immediately following Council approval of Tarpon's Development and Management ("D&M") Plan and is expected to be completed within four (4) to five (5) weeks. Installation of the monopole structure, antennas and associated equipment is expected to take an additional eight (8) weeks. The duration of the total construction schedule is approximately fifteen (15) weeks. Facility integration and system testing is expected to require an additional two (2) weeks after the construction is completed.

X. <u>CONCLUSION</u>

This Application and the accompanying materials and documentation demonstrate that a significant public need exists in the Town for improved wireless services and that the Facility would not have any substantial adverse environmental effects. Tarpon, therefore, respectfully submits that the public need for the Facility far outweighs any potential environmental effects resulting from the construction of the Facility at either Site.

The Applicant therefore respectfully requests the Council grant a Certificate of Environmental Compatibility and Public Need for a Facility.

-33-

Respectfully Submitted,

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By:

LIST OF EXHIBITS

- A. Connecticut Siting Council's Community Antenna Television and Telecommunication Facilities Application Guide
- B. Certification of Service on Governmental Officials Including List of the Officials Served
- C. Legal Notices and the Publisher's Certificate of Publication
- D. Certification of Service to Abutting Property Owners, Including List of Abutting Owners to Whom the Notice was Mailed, Sample Notice Letter and Attached Legal Notice
- E. Site Plans Evaluation Report
- F. Propagation Plots
- G. Site Search Summary, Map of Sites Searched and 4 Mile Tower Map
- H. Visibility Analysis and Balloon Float Affidavit
- I. SHPO Letter
- J. Power Density Calculation Reports
- K. National Environmental Policy Act Report
- L. Avian Report
- M. Wetlands Report
- N. Technical Report Filing Letter, Supplemental Filing Letter and Attachment, and Town Response with Map
- O. FAA letters
- P. Redacted Lease(s)