DRAFT

Petition No. 1626 North Franklin Solar One, LLC 4.975-MW AC Solar Photovoltaic Electric Generating Facility 931 Route 32, Franklin

> Staff Report August 9, 2024

Notice

On April 5, 2024, the Connecticut Siting Council (Council) received a petition from North Franklin Solar One, LLC and Verogy Holdings, LLC d/b/a Verogy, LLC (NFSO) for a declaratory ruling pursuant to Connecticut General Statutes (CGS) §4-176 and §16-50k for the construction, operation and maintenance of a 4.975 megawatt (MW) alternating current (AC) solar photovoltaic electric generating facility located at 931 Route 32, Franklin, Connecticut and associated electrical interconnection (Petition or Project).

Pursuant to Regulations of Connecticut State Agencies (RCSA) §16-50j-40 on April 1, 2024, NFSO notified abutting property owners, Town of Franklin (Town) officials, Towns of Lebanon and Windham officials¹ (collectively municipalities), and state officials and agencies of the proposed Project. No comments were received.

Pursuant to CGS §4-176(e) of the Uniform Administrative Procedure Act, an administrative agency is required to take action on a petition for a declaratory ruling within 60 days of receipt. During a regular meeting held on May 23, 2024, pursuant to CGS §4-176(e), the Council voted to set the date by which to render a decision on the Petition as no later than October 1, 2024, which is the 180-day statutory deadline for a final decision under CGS §4-176(i).

The Council issued interrogatories to NFSO on July 3, 2024. NFSO submitted responses to the Council's interrogatories on July 24, 2024, one of which included photographic documentation of site-specific features intended to serve as a "virtual" field review of the Project site.

Municipal Consultation

On December 5, 2023, NFSO contacted the Town regarding the Project. NFSO followed up by providing additional information related to the Project, including a project overview and site plan layout. NFSO did not receive further comments from the Town.

On April 8, 2024, the Council sent correspondence to the municipalities stating that the Council has received the Petition and invited the municipalities to contact the Council with any questions or comments by May 5, 2024. No comments were received.

State Agency Comments

On April 8, 2024, pursuant to RCSA §16-50j-40, the Council sent correspondence requesting comments on the proposed Project from the following state agencies by May 5, 2024: Department of Energy and Environmental Protection (DEEP); Department of Agriculture (DOAg); Department of Public Health (DPH); Council on Environmental Quality (CEQ); Public Utilities Regulatory Authority (PURA); Office of Policy and Management (OPM); Department of Economic and Community Development (DECD);

¹ The Towns of Lebanon and Windham are located within 2,500 feet of the proposed facility site.

Department of Emergency Services and Public Protection (DESPP); Department of Labor (DOL); Department of Administrative Services (DAS); Department of Transportation (DOT); the Connecticut Airport Authority (CAA); and the State Historic Preservation Office (SHPO).

In response to the Council's solicitation, DEEP submitted comments on May 6, 2024 regarding visibility, fencing and noise.²

No other state agencies provided written comments on the Project.

While the Council is obligated to consult with and solicit comments from state agencies by statute, the Council is not required to abide by the comments from state agencies.³

Public Act 17-218

Public Act (PA) 17-218⁴ requires "for a solar photovoltaic facility with a capacity of two or more megawatts, to be located on prime farmland or forestland, excluding any such facility that was selected by DEEP in any solicitation issued prior to July 1, 2017, pursuant to section 16a-3f, 16a-3g or 16a-3j, the DOAg represents, in writing, to the Council that such project will not materially affect the status of such land as prime farmland or DEEP represents, in writing, to the Council that such project will not materially affect the status of such land as core forest." NFSO has secured written confirmations from both DOAg and DEEP.

Pursuant to CGS §16-50x, the Council has exclusive jurisdiction over the construction, maintenance and operation of solar photovoltaic electric generating facilities throughout the state. PA 17-218 requires developers of solar facilities with a generating capacity of more than 2 MW to obtain a written determination from DOAg or DEEP that the project would not materially affect the status of land as prime farmland or core forest prior to submission of a petition for a declaratory ruling to the Council. PA 17-218 does not confer the Council's exclusive jurisdiction over the construction, maintenance and operation of solar photovoltaic electric generating facilities throughout the state upon DOAg or DEEP. PA 17-218 also does not permit DOAg or DEEP to impose any enforceable conditions on the construction, maintenance and operation of solar photovoltaic electric generating facilities under the exclusive jurisdiction of the Council.

Public Benefit

The Project would be a distributed energy resource facility as defined in CGS § 16-1(a)(49). CGS § 16a-35k establishes the State's energy policy, including the goal to "develop and utilize renewable energy resources, such as solar and wind energy, to the maximum practicable extent." The state Comprehensive Energy Strategy (CES) examines future energy needs and identifies opportunities to reduce ratepayer costs, ensure reliable energy availability, and mitigate public health and environmental impacts. CES Strategy No. 3 is "Grow and sustain renewable and zero-carbon generation in the state and region." The state Integrated Resource Plan assesses the state's future electric needs and a plan to meet those future needs, including, but not limited to, pathways to achieve a 100 percent zero carbon electric supply by 2040. Furthermore, the Governor's Executive Orders and Council on Climate Change examine existing policies and identify new strategies to combat climate change. The proposed facility will contribute to fulfilling the

² <u>https://portal.ct.gov/-/media/csc/3_petitions-medialibrary/petitions_medialibrary/mediapetitionnos1601-1700/pe1626/proceduralcorrespondence/pe1626 deepcommentsreed a.pdf</u>

³ Corcoran v. Conn. Siting Council, 284 Conn. 455 (2007)

⁴ Codified at Conn. Gen. Stat. §16-50k(a) and §16a-3k (2023)

State's Renewable Portfolio Standard and Global Warming Solutions Act as a zero emission Class I renewable energy source.

The Project was selected in the statewide Shared Clean Energy Facility (SCEF) Program, which is a competitive procurement process administered by the state's electric distribution companies to develop utility scale renewable energy. New or incremental Class I renewable generation projects ranging in size from 100 to 5,000 kW (AC) are eligible to bid into the SCEF Program for a Tariff Terms Agreement (TTA) with a 20-year term. The electricity and renewable energy credits produced by the facility would be sold to Eversource in accordance with the TTA.

At least sixty percent of the total capacity of the facility would be supplied to low-and-moderate income customers and/or low-income service organizations. The remainder would be distributed at Eversource's discretion.

At the conclusion of the 20-year SCEF contract, NFSO may continue to operate the facility and seek other revenue mechanisms.

NFSO would not participate in an ISO New England, Inc. (ISO-NE) Forward Capacity Auction (FCA) because Eversource would own the capacity rights of the facility under the SCEF Program. However, at the conclusion of the SCEF contract, NFSO might participate in the ISO-NE FCA or other capacity program that is available at that time.

Proposed Site

Pursuant to CGS §16-50x, the Council has exclusive jurisdiction over the proposed solar electric generating facility "site." Under RCSA §16-50j-2a(29), "site" means a contiguous parcel of property with specified boundaries, including, but not limited to, the leased area, right-of-way, access and easements on which a facility and associated equipment is located, shall be located or is proposed to be located. The Council does not have jurisdiction or authority over any portion of the host parcel beyond the boundaries of the Project "site." This includes portions of the parcel retained by the landowner and portions of the parcel the landowner may lease to third parties. Once a facility is decommissioned, the Council no longer has jurisdiction or authority over the Project "site."

Under a lease agreement with the property owner, NFSO proposes to construct the solar facility on an approximate 19-acre site within a 188.2-acre host parcel located at 931 Windham Road (Route 32) in Franklin. The host parcel has frontage on Windham Road to the west and was previously used for sand and gravel mining operations that ceased in 2022. The host parcel is a mix of open fields, forested areas, existing industrial buildings, associated paved parking areas and access roads, and the former sand and gravel quarry located in the northeastern portion of the parcel. The host parcel is within the Commercial (C-2) Zone.

Land use surrounding the site is residential and undeveloped forest to the north, south and east; and Route 32 to the west. An existing solar facility is located on the opposite side of Route 32.⁵

The proposed site is located within a clearing in the northeastern portion of the host parcel that was used as a quarry. The site slopes downwards from southwest to northeast with elevations ranging from approximately 220 feet above mean sea level (amsl) to 194 feet amsl. Slopes within the site are mostly within the range of 1 to 14 percent.

⁵ The existing solar facility is approximately 6 MW AC. It was approved by the Council in Petition 1137.

NFSO selected the site due to availability, proximity to an electrical interconnection, and minimal impact to environmental resources and the surrounding area. Pursuant to CGS §16-50p(g), the Council has no authority to compel a parcel owner to sell or lease property, or portions thereof, for the purpose of siting a facility.⁶

The lease agreement with the property owner includes provisions related to decommissioning and site restoration at the end of the Project's useful life. The lease term is for 20 years with options for three 5-year extensions. At the end of the lease, NFSO will decommission the Project and restore the site to substantially the same condition as the existing conditions.

Proposed Facility and Associated Equipment

The proposed 4.975 MW AC solar facility consists of one array area totaling 12,038 solar panels rated at 465 Watts. The panels would be installed on a fixed tilt racking system facing south at a 25-degree angle. The panels would be attached to the racking system supported by driven posts and would be approximately 10 feet above grade at the highest point and 3 feet above grade at the lowest point. The vegetated aisles between the panel rows would be approximately 14 feet wide.

Other equipment includes thirty-nine 125 kW inverters, one 100 kW inverter and two 2,500 kVA transformers. Two concrete pads (each with a transformer) would be installed in the southern portion of the solar array area. The concrete pads would each have dimensions of 17 feet by 13 feet. A bank of 40 inverters would be mounted on free-standing poles next to the equipment pads.

Panel row wiring would extend along the racking system to reduce potential damage from weather events, maintenance activities or animals. In areas where wiring is not run along the racking, it would be installed underground in conduits.

The proposed electrical interconnection would run underground from the southern equipment pad and continue along the western side of the existing access drive before transitioning to overhead to an existing 23-kV electric distribution line that runs in an east-northeast to west-southwest direction along the existing access drive. It would consist of five new 40-45 foot high utility poles spaced 30 to 40 feet apart. Two poles would be owned by Eversource, and three poles would be owned NFSO. One Eversource-owned pole would include a utility recloser, and the other Eversource-owned pole would include a primary meter. The three NFSO-owned poles would contain a disconnect switch, recloser, and customer meter with a riser, respectively. Five poles is the minimum required to facilitate this interconnection.

The Project interconnection was reviewed and approved by ISO-NE via a transmission impact study. NFSO has an interconnection agreement with Eversource.

The projected capacity factor for the proposed solar facility is approximately 17.7 percent. The power output would decline over time with an anticipated annual power output loss of approximately 0.3 percent. A battery storage system is not proposed at this time.

Access to the site will be from Route 32 via an existing approximately 13 foot wide, 0.57 mile long paved and gravel access drive that generally runs in a southwest-northeast direction to the site.

The solar facility would be enclosed by a seven-foot-high chain link fence with vehicle access controlled by a locked entrance gate.

⁶ Corcoran v. Conn. Siting Council, 284 Conn. 455 (2007); CGS §16-50p(g) (2023).

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Construction of the facility would disturb approximately 19 acres, inclusive of the solar array area, equipment pads and electrical interconnection. The existing access drive that will be used for the proposed site is not included in the construction limits of disturbance.

The nearest property line from the proposed solar field perimeter fence is a vacant parcel within the C-2 zone approximately 46 feet to the north. The nearest off-site residence from the proposed solar field perimeter fence is approximately 1,900 feet to the west at 1182 Windham Road.

The solar racking system would be installed on existing grades.

A site construction phasing plan has been developed that includes two main construction phases. Phase 1 includes all work necessary to establish erosion and sediment control measures, access, and earthwork. Phase 2 would include site infrastructure, final site stabilization, and removal of temporary erosion and sedimentation controls.

Construction is anticipated to begin in late 2024, and commercial operation would be achieved in spring 2025. Typical construction hours and workdays of the week are as follows: Monday – Friday, 7:00 AM to 6:00 PM and Saturday, 8:00 AM to 5:00 PM.

The estimated cost of the Project is approximately \$9 to \$10 million.

Public Health and Safety

The Project would comply with the current National Electrical Code (NEC), National Electrical Safety Code, Connecticut State Fire Prevention Code, Connecticut State Building Code, and National Fire Protection Association codes and standards, as applicable.

The nearest federally obligated airport is Windham Airport located approximately 6 miles to the north. The Federal Aviation Administration (FAA) issued a Determination of No Hazard to Air Navigation for the proposed solar facility. The FAA does not require a glare analysis for solar installations that are located on non-airport land. Notice to FAA is not required for use of a crane at this site per the FAA Notice Criteria Tool.

The proposed facility would be remotely monitored through a 24/7 data acquisition system. If a problem with the facility is detected, system diagnostics would remotely shut down the inverters. Each solar array area is divided into separate electrical units by the inverters so if one section has a fault condition and shuts down, other sections can still operate.

A manual disconnect switch would be located on-site. NFSO would provide facility operation and safety training for local emergency responders. In the event of an electrical fire or brush fire that threatens electrical equipment, water would be used around the fire area to reduce the risk of it spreading. There are no municipal fire hydrants proximate to the site.

The transformers would be filled with a non-toxic insulating oil. NFSO would install remote monitoring of leak detection for the transformers.

Electric and Magnetic Fields (EMF) produced from solar facility electrical components would dissipate quickly with distance and therefore similar to pre-existing EMF background levels at the property lines.

The proposed seven-foot-high chain link fence complies with NEC fencing requirements⁷.

The proposed facility would be in compliance with DEEP Noise Control Standards. Noise modeling using the inverse square law indicates noise from the operation of the Project would be approximately 54.7 dBA from the inverter bank to the nearest property line located 107 feet to the southeast. Construction noise is exempt from DEEP Noise Control Standards.

The majority of the site is not within a Federal Emergency Management Agency designated 100-year or 500-year flood zone, except for the southwestern portions of the existing access drive, proposed utility trench and proposed overhead portion of the electrical interconnection. These areas are located within the 100-year flood zone.

Blasting is not anticipated. No bedrock or ledge was encountered during the geotechnical borings.

Environmental Effects and Mitigation Measures

Air and Water Quality

The Project would not produce air emissions as a result of operation.

No tree clearing is required for the proposed Project, except some limited tree removal to accommodate the electrical interconnection at the entrance to the facility.

The site is not located within a DEEP-designated Aquifer Protection Area or a Public Water Supply Watershed.

The facility would not use or discharge water during operation.

NFSO performed wetland surveys in October 2023 that identified one wetland and watercourse system on the host parcel that is a segment of Cold Brook. Cold Brook is a tributary of the Shetucket River located approximately 1,750 feet north of the host parcel. Portions of this wetland system are located in the eastern limits of the host parcel and also directly south of the existing access and proposed electrical interconnection route. No vernal pools were identified in the survey.

NFSO would establish erosion and sedimentation controls in accordance with the applicable *Connecticut Guidelines for Soil Erosion and Sediment Control* (E&S Guidelines).

Stormwater

Pursuant to CGS Section 22a-430b, DEEP retains final jurisdiction over stormwater management and administers permit programs to regulate stormwater discharges. DEEP regulations and guidelines set forth standards for erosion and sedimentation control, stormwater pollution control and best engineering practices.

⁷ Section 691.4(2) of the National Electrical Code (NEC), 2020 Edition notes that, "Access to PV electric supply stations shall be restricted by fencing or other adequate means in accordance with 110.31..." Section 110.31 notes that for over 1,000 Volts, "...a wall, screen, or fence shall be used...A fence shall not be less than 7 feet in height or a combination of 6 feet or more of fence fabric and a 1 foot or more...utilizing barbed wire or equivalent."

The DEEP General Permit for the Discharge of Stormwater and Dewatering Wastewaters from Construction Activities (General Permit) requires implementation of a Stormwater Pollution Control Plan (SWPCP) to prevent the movement of sediments off construction sites into nearby water bodies and to address the impacts of stormwater discharges from a proposed Project after construction is complete. In its discretion, DEEP could require an Individual Permit for discharges and hold a public hearing prior to approving or denying any General or Individual Permit (Stormwater Permit) application.

Construction of the Project would require approximately 19 acres of ground disturbance and thus, a DEEP-issued Stormwater Permit is required prior to commencement of construction. The Stormwater Permit and associated SWPCP incorporates Project designs consistent with the applicable *Connecticut Guidelines for Soil Erosion and Sediment Control* and *Connecticut Stormwater Ouality Manual*.

NFSO met with DEEP Concierge Team, including the Stormwater Division on March 5, 2024. DEEP Stormwater Division did not have any specific comments.

NFSO prepared a stormwater analysis that concluded no additional stormwater basins would be required for the Project. An existing stormwater basin would be maintained to mitigate peak runoff flows. Post-development site conditions would mimic pre-development site conditions to the maximum extent possible.

In compliance with the DEEP Stormwater Permit Appendix I, *Stormwater Management at Solar Array*, NFSO would maintain a minimum 50-foot wetland buffer from stormwater control features and a minimum 100-foot wetland buffer from the solar panels.

Forests and Parks

Construction of the Project would require minimal tree cutting to accommodate the electrical interconnection.

By letter dated, April 1, 2024, pursuant to PA 17-218, DEEP determined that the proposed Project will not materially affect the status of core forest.⁸

There are no state parks or forests within 0.5 mile of the site.

Fish, Aquaculture and Wildlife

The proposed solar array is within a DEEP-designated Cold Water Habitat Area associated with Cold Brook; however, construction of the array would maintain a 100-foot buffer to the brook, in accordance with DEEP Stormwater permit requirements.

The site is located within a DEEP Natural Diversity Database (NDDB) area. DEEP Wildlife Division issued a determination letter dated October 31, 2023 indicating that two state-listed Species of Special Concern: the wood turtle and the eastern pearlshell, may occur proximate to the proposed site. Based on DEEP recommendations, NFSO has provided a Wood Turtle and Eastern Pearlshell Protection Plan (WTEPPP). The WTEPPP includes, but is not limited to, exclusionary fencing, avoidance of mowing between May 15 and September 15 or alternatively, utilizing protective measures associated with mowing, and planting of native grassland habitat at the proposed site.

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The northern long-eared bat (NLEB), a federal and state-listed Endangered Species, occurs in Connecticut. The Project is not located within 0.25 mile of a known NLEB hibernaculum. No known maternity roost trees are located in the vicinity of the Project. There are no known occurrences of NLEB in Franklin. By letter dated December 18, 2023, the U.S. Fish and Wildlife Service (USFWS) indicated that the proposed Project does not require a permit from USFWS.

The tricolor bat is a species proposed under draft ruling by UFSWS to be endangered. The host parcel supports mature woodlands, which provide potential roost trees for the tricolor bat. Due to the avoidance of tree clearing, except for the minimal tree cutting near the electrical interconnection, the proposed Project is not expected to adversely impact the tricolor bat.

The solar facility perimeter fence would have a six-inch wildlife gap at the bottom to allow for small animal movement.

Agriculture

The host parcel contains approximately 32.15 acres of prime farmland soils according to mapping maintained by the United States Department of Agriculture (USDA) Natural Resource Conservation Service. Under PA 17-218, "prime farmland" means land that meets the criteria for prime farmland as described in 7 Code of Federal Regulations (C.F.R.) 657, as amended from time to time. 7 C.F.R. 657 defines prime farmland in relevant part as "land that has the best combination of physical and chemical characteristics for producing food, feed, forage, fiber, and oilseed crops, and is also available for these uses."

Construction of the facility would occupy approximately 19 acres, which are not located on prime farmland soils. The proposed facility would be located on statewide important farmland soils that have been degraded due to previous gravel mining.

By letter dated February 23, 2024, DOAg determined that the proposed Project will not materially affect the status of prime farmland.⁹ No agricultural co-uses are proposed. Reference to routine vegetation maintenance by goats in the text of the Petition was an error; routine vegetation maintenance would be by mowing.¹⁰

The host parcel is enrolled in the Public Act 490 Program for agricultural land tax abatement. It is possible that, post-construction, the portion of the parcel that contains the solar facility might not be eligible to participate in the program. If the proposed facility is approved, NFSO would meet with the Town to determine how the Project site would be treated for tax purposes.

Scenic, Historic and Recreational Values

SHPO submitted correspondence to NFSO on February 23, 2024, indicating that the proposed Project would not affect historic properties.

The nearest state-designated scenic road is Pond Road (Route 207) in Franklin, located approximately 1.75-miles to the south of the site. This proposed facility is not expected to be visible from this scenic road due to distance, topography and intervening vegetation. There are no local or nationally designated scenic roads proximate to the site.

 $[\]frac{9 \text{ https://portal.ct.gov/-/media/csc/3_petitions-medialibrary/petitions_medialibrary/mediapetitionnos1601-}{1700/pe1626/determinations/pe1626_doag_determination_a.pdf}$

¹⁰ See NFSO response to Council Interrogatory No. 8.

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There are no "blue-blazed" trails maintained by the Connecticut Forest and Parks Association located proximate to the site.

The nearest publicly-accessible recreational area is the Sprague Land Preserve, located approximately 1.3 miles southeast of the site. The proposed facility is not expected to be visible from the Sprague Land Preserve due to distance, topography and intervening vegetation.

Visibility

The proposed facility would be located within a cleared field over 1,900 feet from the nearest public road. Off-site visibility of the proposed facility would be obscured year-round due to distance, topography and existing vegetation. Specifically, the proposed facility is not expected to be visible from Windham Road or from the nearest off-site residence.

NFSO has minimized the number of utility interconnection poles to reduce visual impacts to the abutting properties to the south. The utility interconnection would not be visible from Windham Road.

Operations and Maintenance

A post-construction Operations and Maintenance (O&M) Plan has been developed that includes provisions for periodic inspections of physical site features and structural and electrical components.

An evaluation of the facility and performance of preventative maintenance measures would be conducted in accordance with manufacturer's specifications and would occur at least once per year. The evaluation would include the electrical system/components, physical infrastructure, and site vegetation.

The inverters have an operational life of approximately 15 to 20 years and would be replaced as necessary. Replacement modules would not be stored on-site.

Snow on the panels will be allowed to slide off. When necessary, module cleaning would utilize water and soft bristle brooms. No chemicals would be used.

Vegetation management would be performed mechanically and is expected to occur 2-3 times annually. The stormwater management system would be inspected at least once per year.

Decommissioning

The Project has an operational life of at least 35 years. At the end of the Project's useful life, it would be decommissioned by removing all equipment, including racking, panels, inverters, and electrical interconnect system. The electrical interconnection may remain if requested by the property owner.

It is anticipated that the electrical components and wiring and solar modules would be recycled as applicable. All recyclable materials would be transported to appropriate recycling facilities. Any non-recyclable materials would be properly disposed of in accordance with applicable permits and regulations.

The transformers and equipment pads would be removed. Disturbed areas would be backfilled with soil and seeded.

The selected solar panels for the Project meet current Toxicity Characteristic Leaching Procedure (TCLP) criteria for characterization as nonhazardous waste in the event the solar panels are not recycled at the end of the Project's life.

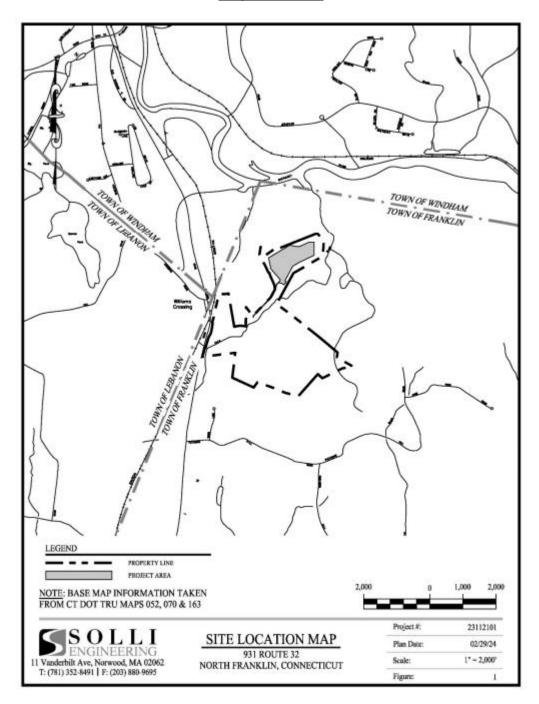
Conclusion

The Project is a grid-side distributed resource with a capacity of not more than sixty-five megawatts, meets air and water quality standards of the DEEP, and would not have a substantial adverse environmental effect. The proposed Project will not produce air emissions, will not utilize water to produce electricity, was designed to minimize environmental impacts, and furthers the State's energy policy by developing and utilizing renewable energy resources and distributed energy resources. Furthermore, the Project is participating in the state's SCEF Program.

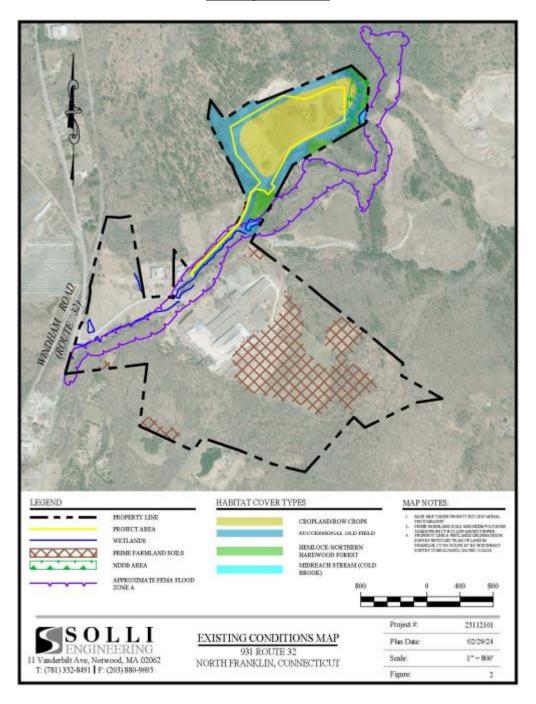
If approved, staff recommends the following conditions:

- 1. Approval of any Project changes be delegated to Council staff;
- 2. Submit a copy of the DEEP Stormwater Permit prior to the commencement of construction;
- 3. Submit the final seed mix consistent with the Wood Turtle and Eastern Pearlshell Protection Plan and that supports pollinator habitat prior to commencement of construction;
- 4. Submit the final structural design for the racking system stamped by a Professional Engineer duly licensed in the State of Connecticut prior to commencement of construction;
- 5. Submit a final Sheet 2.11 with the overhead portion of the electrical interconnection details prior to commencement of construction;
- 6. Submit a final Spill Prevention, Control, and Countermeasures Plan with updated contractor information and appropriate reporting forms;
- 7. Submit an Emergency Response Plan for the proposed facility within contact information prior to facility operation;
- 8. Provide a copy of the Emergency Response Plan to local emergency responders prior to facility operation and provide emergency response training; and
- 9. Submit a post-construction operational noise study and any required mitigation measures.

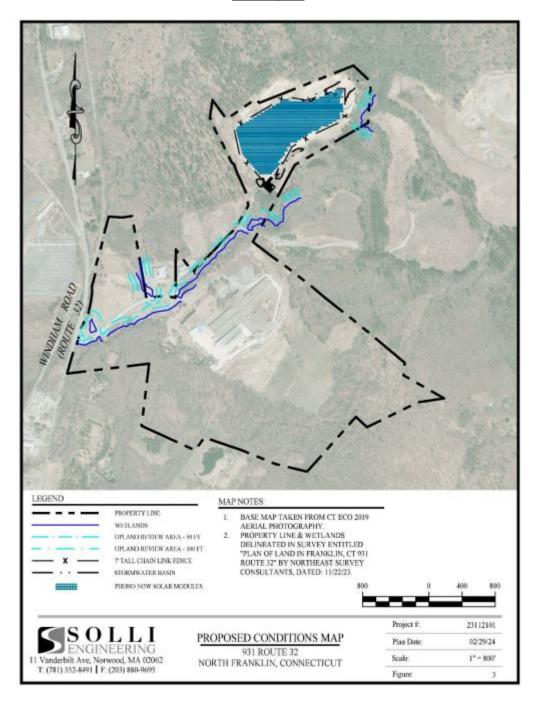
Project Location



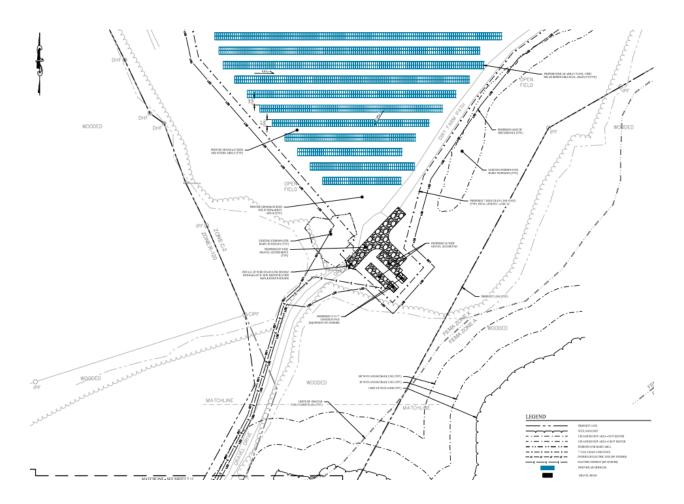
Existing Conditions



Site Layout



<u>Site Layout Drawing – Southern Portion</u>



<u>Site Layout Drawing - Northern Portion</u>



Site Layout Drawing - Northeastern Portion

