# Summary

The Iowa Health System (IHS) applied to the Broadband Technology Opportunities Program (BTOP) for a grant to install new fiber and lease existing fiber throughout Iowa. IHS will install 96 miles of new fiber laterals along existing roadways to provide network connections between existing fiber infrastructure and 16 existing telecommunications provider sites, through which last mile services will be provided to end users. The majority of these lateral builds will be constructed in the northern half of the State, extending from existing service provider facilities in the vicinity of Humboldt, Britt, Mason City, Independence, Ames, and Victor. Approximately 60 percent of the new fiber will be installed underground, and the remaining 40 percent installed aerially. In addition, nine new communications huts will be installed on newly acquired land in the eastern half of the State. The hut sites will be connected to the backhaul fiber network by short lateral fiber cable builds, using both buried and aerial construction. IHS will install telecommunications equipment at the 9 new hut sites; 44 existing interchange sites in Iowa; and 21 existing interchange sites in Colorado, Illinois, and Nebraska. No ground disturbance or building modifications will occur at any of the 65 existing interchange sites, as the equipment will be connected to existing underground cable through existing splice points or placed on existing poles. IHS will also lease 99.5 miles of existing fiber to close an existing access ring in western Iowa. No ground disturbance is associated with leasing of existing infrastructure. The effort to improve internet infrastructure in Iowa is referred to as the Iowa Healthcare Plus Broadband Extension Project (Project).

The National Telecommunications and Information Administration (NTIA) awarded a grant for the Project to IHS through BTOP, as part of the American Recovery and Reinvestment Act (ARRA). The funding must be obligated and the Project completed within three years. This timeline will comply with the laws and regulations governing the use of this ARRA grant funding.

BTOP supports the deployment of broadband infrastructure in unserved and underserved areas of the United States and its Territories. As a condition of receiving BTOP grant funding, recipients must comply with all relevant Federal legislation, including the National Environmental Policy Act of 1969 (NEPA). Specifically, NEPA limits the types of actions that the grantee can initiate prior to completing required environmental reviews. Some actions may be categorically excluded from further NEPA analyses based on the specific types and scope of work to be conducted. For projects that are not categorically excluded from further environmental review, the grant recipient must prepare an Environmental Assessment (EA) that meets the requirements of NEPA. After a sufficiency review, NTIA may adopt the EA, use it as the basis for finding that the project will not have a significant impact on the environment, and issue a finding of no significant impact (FONSI). Following such a finding, the BTOP grant recipient may then begin

February 2012

Iowa Health System

construction or other activities identified in the EA as the preferred alternative, in accordance with any special protocols or identified environmental protection measures.

IHS completed an EA for this Project in January 2012. NTIA reviewed the EA, determined it is sufficient, and adopted it as part of the development of this FONSI.

The middle mile Project includes:

- Installing 96 miles of new middle mile fiber optic cable and along existing roadways in Iowa, using 60 percent underground and 40 percent aerial construction;
- Acquiring land and erecting nine new telecommunications huts in eastern Iowa:
- Connecting the new hut sites to the middle mile network route using approximately 13.5 miles of underground and aerial lateral fiber builds;
- Installing telecommunications equipment at the nine new hut sites;
- Installing telecommunications equipment at 44 existing interchange sites in Iowa and 21 existing interchange sites in Colorado, Illinois, and Nebraska;
- Installing an emergency power generator, and either a fuel tank (diesel or propane) or natural gas feed line at the nine new hut sites; and
- Leasing 99.5 miles of existing fiber to close an existing access ring in western Iowa.

Based on a review of the analysis in the EA, NTIA has determined that the Project, implemented in accordance with the preferred alternative and signed Programmatic Agreement (PA), and incorporating best management practices (BMPs) and protective measures identified in the EA, will not result in any significant environmental impacts. Therefore, the preparation of an EIS is not required. The basis for this determination is described in this FONSI.

Additional information and copies of the Executive Summary of the EA and FONSI are available to all interested persons and the public through the BTOP website (www2.ntia.doc.gov/) and the following contact:

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# Purpose and Need

The purpose of this Project is to install new and leverage existing broadband infrastructure to enhance internet access for healthcare-related providers and their patients in underserved areas of Iowa. The locations and sparse populations to be connected through implementation of the Project do not currently have readily accessible, high capacity, fiber-based, broadband services. Given the trend toward increasing broadband distribution of information and technology, Iowa and IHS require a scalable platform across which to deliver higher bandwidth speeds across the State. This middle mile Project will offer new capacity to sixteen target customer locations via fiber lateral builds and improve connectivity along a backbone network from Denver and Chicago. This new infrastructure will enhance broadband opportunities for medical, healthcare, emergency response, public safety, and other critical community functions. The new and leased infrastructure will also result in greater levels of broadband penetration to low-income, unemployed, aged, and otherwise vulnerable populations in Iowa.

## **Project Description**

Project implementation will consist of a middle-mile extension construction phase, a hut construction phase, a core-capacity installation phase, and an administrative phase to secure the lease of existing fiber infrastructure in the State.

The middle-mile construction phase will include fiber lateral installation to 16 target telecommunications locations. Approximately 96 miles of buried fiber laterals will be installed along existing roadway rights-of-way (ROWs) and within construction easements in the vicinity of Humboldt, Britt, Mason City, Independence, Ames, Victor, Marshalltown, Anamosa, Maquoketa, Tipton, Lincoln, Dysart, and Des Moines. Approximately 60 percent of this fiber will be installed via buried construction, with the remaining 40 percent will be installed aerially. Although 31 sites are currently being considered and are included in the PA between IHS, NTIA, and the Iowa State Historic Preservation Office (SHPO), only 16 sites will ultimately be selected for connection to the new network.

IHS will install cable underground primarily via plowing, but will use trenching and directional boring in limited cases. The fiber optic cable will be placed inside polyethylene conduit at least 36 inches below the ground surface or at approximately the same depth as existing cable. A typical plowing shear is not more than three inches wide and slices into the earth to allow for installation of the conduit or cable. The slot is immediately backfilled and compacted with native soil. After conduit, vaults, and hand holes are installed, the fiber optic cable will be blown into the conduit. Trenching involves disturbance of a slightly wider (6-8 inches) route than plowing, with soil physically removed, backfilled, compacted, and re-vegetated to complete fiber installation. Trenching will be used only in situations where plow or directional boring machines cannot access the area to complete underground construction. Less than 50 percent of the underground construction for this Project will require a trenching machine. In cases where rock is encountered and unavoidable, a rock saw may be required to cut a trench through existing rock prior to conduit installation. IHS will backfill the resulting trench with concrete slurry.

February 2012

Directional boring may also be used to cross streams, creeks, rivers, culverts, and other sensitive surface features. Boring is a minimally disruptive technique that will be used to place fiber optic cable at least 48 inches below the ground surface and at least 10 feet below river beds. Entry and exit pits (with dimensions of 2 feet by 2 feet by 4 feet) will be excavated on each side of the sensitive surface feature, at a distance that will allow for 1 foot vertical drop for every 6 feet of horizontal run. IHS will backfill these pits and re-vegetate the area immediately after installing the fiber. All drilling equipment will be located outside of the stream and wetland buffers. When entering buildings, a small ground-level hand hole will be installed immediately adjacent to the building. A 1¼" riser will feed underground fiber from the hand hole to the junction box. A hole, approximately 1¼" in diameter, will be drilled through the outside wall of the building in which to feed the cable through to the inside of the building.

New fiber optic cable will also be hung aerially where existing pole line facilities exist along the route. Where poles are within a 40-foot distance from the shoulder of the road, the fiber optic cable will be installed by string cable from pole to pole using man-lift trucks. When the distance is greater than 40 feet or the terrain does not allow boom trucks to reach the pole (i.e., adjacent to wetlands or on steep hillsides), a lineman will climb the pole to perform the installation. Installation of aerial fiber optic cable will be accomplished with a moving work zone so that the flow of traffic is not obstructed. In limited circumstances, IHS may replace poles to accommodate clearance requirements, or where poles have deteriorated past their useful life and may present a safety hazard. Typically, a replacement pole will be installed in the same location as the existing pole, and erosion control measures will not be required. In certain circumstances, however, a pole replacement may occur by setting the pole next to the existing pole and then removing the displaced pole. IHS will use soils removed for pole replacements to fill the hole from the displaced pole and will properly compact the soil to local government and utility owner specifications.

During the hut construction phase, IHS will acquire and prepare nine new sites in Iowa for construction of new telecommunications huts. These hut sites will be located in Ames, Cedar Rapids, Clinton, Davenport, Iowa City, Marshalltown, Mason City, Ottumwa, and Waterloo. IHS will grade an area of approximately 60 feet by 60 feet and install poured concrete foundations on the new properties. A prefabricated hut, approximately 10 feet by 16 feet, will then be installed at each site. The exterior of each prefabricated building will consist of an aggregate material that will blend with the existing landscape. Buried conduit will be installed to connect each new hut to existing electrical infrastructure. Fiber laterals, ranging in length from 400 feet to nearly 3.3 miles and totaling approximately 13.5 miles, will be installed along existing roadway rights-of-way (ROWs) to connect the hut sites to existing network splice points. Again, 40 percent of this fiber construction will be installed aerially, and 60 percent will involve buried construction. Installation techniques described above with regard to the middle mile fiber build will be used to install these fiber laterals. All nine of the new hut sites are located adjacent existing roadways, so substantial access roads are not needed. A backup power generator will be installed at each new hut site, along with either a fuel tank or connection to an

February 2012

Iowa Healthcare System

existing, local natural gas feed line. The new generators will run on diesel fuel, propane, or natural gas. The area around the compound will then be surrounded with a six-foot tall fence to limit access.

During the core-capacity installation phase, electronic equipment will be installed in the 9 new telecommunications huts and at 65 existing interchange locations. The existing locations include 44 sites in Iowa, 6 sites in Colorado, 5 sites in Illinois, and 10 sites in Nebraska. No ground disturbing or building modification activity will occur at any of the 65 existing sites, as the new equipment will be placed in existing buildings and connected to existing cable in the ground through existing splice points or on existing poles. No heavy equipment or off-road access will be required for this portion of the Project.

Finally, IHS will conduct appropriate administrative activity to secure the lease for 99.5 miles of existing fiber. This leased fiber will close an existing access ring in western Iowa. Utilization of this existing fiber for broadband connectivity will not require any new construction.

### Alternatives

The EA includes an analysis of the alternatives for implementing the Project to meet the purpose and need. NTIA also requires that an EA include a discussion of the no action alternative. The following summarizes the alternatives analyzed in the EA.

Alternative 1 – Hybrid Underground and Aerial Construction with Leasing of Existing Infrastructure (Preferred Alternative). The Preferred Alternative involves leasing approximately 99.5 miles of existing fiber infrastructure and installing another 109.5 miles of new fiber. Approximately 60 percent of the entire fiber network will be buried while the remaining 40 percent will be hung aerially. Nine new hut sites will be erected in the eastern part of Iowa. Each hut site will be equipped with an emergency power generator and connections to existing electrical power supplies. The huts will also be provided with either a fuel tank or connection to local natural gas supply lines. The generators will run on diesel fuel, propane, or natural gas. Electronic equipment will be installed in each of the new hut sites, as well as in 65 existing interchanges sites in Iowa, Colorado, Illinois, and Nebraska. No ground disturbance will be required to install this equipment.

No Action Alternative. No action was also considered. This alternative represents conditions as they currently exist in the Project area. Under the no action alternative, rural Iowans will not receive the benefits of improved rural healthcare access and high speed broadband access. The EA examined this alternative as the baseline for evaluating impacts relative to other alternatives being considered.

Alternatives Considered But Not Carried Forward. Although other options were considered, IHS was not able to identify viable alternatives that would meet the purpose and need for the Project. An all-underground, newly installed fiber network option was considered, but that

February 2012

option would not leverage existing fiber optic infrastructure with spare capacity and would involve installation of new poles along portions of the route where only underground installation is permitted. In addition, an all-wireless network was considered, but was deemed economically inefficient because existing fiber optic networks with spare capacity have already been constructed. Moreover, the current and future bandwidth capacity of an all-wireless network would be less than the existing fiber optic network. Accordingly, these options were eliminated from detailed analysis in the EA.

## **Findings and Conclusions**

The EA analyzed existing conditions and environmental consequences of the preferred alternative and the no action alternative in 11 major resource areas, including Noise, Air Quality, Geology and Soils, Water Resources, Biological Resources, Historic and Cultural Resources, Aesthetic and Visual Resources, Land Use and Recreation, Infrastructure, Socioeconomic Resources, and Human Health and Safety. Cumulative impacts were also evaluated.

## Noise

This Project will have short-term impacts on noise during construction of huts and installation of fiber optic cable. This noise will be generated by heavy machinery and, therefore, will be limited to the construction phase of the Project. Moreover, the planned hut sites, fiber laterals, and middle mile extensions are located along existing highways or rural areas that regularly exposed to noise from automobiles and agricultural activities. Minor, temporary, and intermittent noise impacts may also occur during operation of power generators at the hut sites during power outages, routine testing, and maintenance. However, use of the new and existing fiber optic networks for data transmission will not alter ambient noise in the long-term. Based on these assessments, no significant noise impacts are expected to occur as a result of this Project.

## Air Quality

The planned hut sites, fiber laterals, and middle-mile extension routes are along existing highways or located in areas that regularly experience air pollution from automobiles and agricultural activities. Short-term impacts to air quality will be limited to temporary and incidental increases in dust and exhaust emissions associated with construction. Minimally invasive plowing techniques will be used to minimize dust generation, and all construction equipment will be properly maintained and equipped with appropriate air filters. Intermittent operation of diesel generators during power outages will also result in generation of minor air emissions over the long-term. Greenhouse gas emissions will be limited and are not expected to reach the Council on Environmental Quality's presumptive effects threshold of 25,000 metric tons of carbon dioxide equivalent emissions from an action. Long-term operation of the network for data transmission will not result in ongoing air emissions. Based on these assessments, no significant impacts on air quality are expected.

## Geology and Soils

Implementation of this Project as planned will not alter the soil content or limit usability for farming, other than on the nine small parcels where the new huts and concrete foundations will be installed. Eight of the nine hut sites are zoned for commercial or residential purposes; one site is designated for agricultural usage. Buried fiber optic cable will be placed along existing utility and cable facilities in previously disturbed public right-of-way corridors along State, county and city roads. Negligible excavation will be required for underground construction from cable plowing or boring. Soil from the excavation required for the plow slit and bore pits will not be removed from the site and, instead, will be used to backfill the plow slit and bore pits. Minor ground disturbance may occur during installation of replacement poles using a pole-hole drilling machine. Hut site development will include the installation of new structural foundations, with excavated soil used to backfill around the foundations. These new facilities will also be located in previously disturbed right-of-way and/or construction easements. Accordingly, no significant impacts on geology and soils are expected to occur as a result of this Project.

### Water Resources

Prairie Creek will be crossed four times in Linn County, Iowa. In a letter dated November 3, 2011, the U.S. Army Corps of Engineers (USACE) Rock Island District Regulatory Branch stated that the planned crossings do not require a Section 404 permit. Nevertheless, IHS will not discharge any dredged or fill material into waters of the United States, including wetlands. When crossing surface waters, including wetlands, the cable will be installed either aerially or by directional boring construction methods. These cable placement methods will also prevent impacts to the 100-year floodplain during normal flooding activities. Furthermore, IHS and its contractor will use BMPs for erosion and sediment control to protect and prevent adverse impacts to surface waters and groundwater. No Coastal Management Zones are located within the Project area. Based on this analysis, the Project will have no significant adverse impacts on water resources.

### Biological Resources

Based on the U.S. Fish and Wildlife Service (USFWS) website, IHS has identified several federally threatened or endangered species in the Project area. These species include the prairie bush clover (Lespedeza leptostachya), the Western prairie fringed orchid (Platanthera praeclara), the Eastern prairie fringed orchid (Plantanthera leucophaea), the Indiana bat (Myotis sodalis), the pallid sturgeon (Scaphirhynchus albus), the least tern (Sternula antillarum), the Higgins Eye pearlymussel (Lampsilis higginsii), the Iowa Pleistocene snail (Discus macclintocki), the Northern wild monkshood (Aconitum noveboracense), the Topeka shiner (Notropis topeka), the Eastern Massasauga rattlesnake (Sistrurus catenatus), the piping plover (Charadrius melodus), the spectaclecase mussel (Cumberlandia monodonta), and the sheepnose mussel (Plethobasus cyphyus). On September 6, 2011, IHS provided the USFWS with a description of the hut construction portion of the Project, along with a determination of "No Impact" to the threatened and endangered species that may be present within or adjacent to the planned hut sites. On September 14, 2011, the USFWS responded with no objection to the "No

February 2012

Impact" determination and made no other stipulations or requirements for the Project. Similarly, on October 11, 2011, IHS provided the USFWS with a description of the fiber installation portion of the Project, along with a determination of "No Impact" to the threatened and endangered species. On October 14, 2011, the USFWS again responded with no objections and no further Project stipulations. Based on these consultations, IHS has concluded that no significant adverse impacts on biological resources will occur as a result of Project implementation.

## Historic and Cultural Resources

NTIA initiated formal consultation with the Iowa State Historic Preservation Office (SHPO) on October 10, 2010, pursuant to the National Historic Preservation Act of 1966 (as amended) (NHPA). On October 26, 2011, NTIA sent additional correspondence to the SHPO, summarizing Project changes and indicated that a PA would be necessary because final route selection and engineering had not yet been completed. Accordingly, on December 15, 2011, IHS, NTIA, and the Iowa SHPO entered into a PA to address timing of NHPA Section 106 reviews and document IHS' commitment to resolve any adverse effects identified during fiber installation along the route. The Iowa Office of the State Archaeologist has also signed the PA as a concurring party. Pursuant to the PA, IHS will not initiate any phase of Project construction until all required NHPA Section 106 requirements and PA terms have been concluded for that phase.

The PA divides the project into two specific phases: Hut Construction Phase and Middle Mile Extension Construction Phase. As proposed hut locations have been confirmed, IHS contracted an archeologist to perform a Phase I Archaeological Investigation and prepare a report for each planned hut site location and lateral fiber optic cable route.

Based on the resulting reports, NTIA determined that the hut-associated elements of the Project would not have an adverse effect on archaeological sites or historic properties. After reviewing the reports, the Iowa SHPO concurred with No Adverse Effect findings for hut locations and fiber optic cable lateral builds. Nine separate area-specific letters dated November 22, 2011, document the SHPO's stipulations on their approval of these elements. These stipulations include:

- The Project must avoid or minimize effects to the National Register eligible CRANDIC Railroad underpass (57-0546) which was identified near the Project alignment for the Cedar Rapids hut location and fiber optic cable lateral build.
- IHS must contact the SHPO if any design changes are made that involve undisturbed or new ROWs or easements.
- IHS must contact the SHPO if Project activities uncover items that might be of archeological, historical, or architectural interest. IHS must also make reasonable efforts to avoid further

impacts to the subject properties until an assessment can be made by a qualified archaeologist.

The PA stipulates that Section 106 consultation has been successfully concluded for the Hut Construction Phase of the project, provided that the scope and locations of these elements do not change.

The PA additionally stipulates the procedures for identification and treatment of historic properties for the Middle Mile Extension phase of the project, once routes have been selected such that the Area of Potential Effects can be established.

On July 15, 2011, NTIA notified 15 Native American tribal representatives of the Project through the Federal Communication Commission's Tower Construction Notification System (TCNS).

The Miami Tribe of Oklahoma and the Sisseton-Wahpeton Oyate (SWO) of the Lake Traverse Reservation requested additional information on the Project. IHS provided the Project description and Hut Construction Phase archaeological reports to both tribes on November 30, 2011. On December 27, 2011, the SWO Tribal Historic Preservation Office (THPO) concurred with the determination that "no cultural resources will be affected" by these elements of the Project. A description of the Project was provided to the Ottawa Tribe of Oklahoma on November 7, 2011. The Ottawa Tribe subsequently requested that they be sent a copy of all Project-related documents signed off by the Iowa SHPO, but that no other consultation is necessary.

As requested and in accordance with the executed PA, NTIA will consult with the Miami Tribe of Oklahoma, the Omaha Tribe of Nebraska, the Citizen Potawatami Nation, the Sac and Fox Tribe of the Mississippi in Iowa, and the Keweenaw Bay Indian Community in the event of an unanticipated historical or cultural resource discovery.

No response has been received to date from the remaining eight Tribes, including the Lower Brule Sioux Tribe, the Flandreau Santee Sioux Tribe, the Ponca Tribe of Nebraska, the Winnebago Tribe of Nebraska, the Iowa Tribe of Kansas and Nebraska, the Sac and Fox Nation of Oklahoma, the Lower Sioux Indian Community of Minnesota, and the Upper Sioux Community of Minnesota.

Based on the findings presented in the signed PA, historic and cultural resources reviews, and agency consultations, the Project is not expected to have significant adverse impacts on historic or cultural resources.

## Aesthetic and Visual Resources

Temporary impacts to visual and aesthetic resources will occur during the construction phase of the Project due to the presence of the construction equipment. This Project also includes installation of nine new, prefabricated, single story buildings to serve as telecommunications huts. Although these buildings will be a permanent addition to the eastern Iowa landscape, they will be equipped with an exposed aggregate exterior that blends with the existing landscape and existing commercial buildings. The buildings will not be placed within the vicinity of any protected areas, State parks, or national parks. Based on these considerations, this Project is not expected to significantly affect aesthetic or visual qualities in the region.

### Land Use

Existing land use in Iowa and its neighboring States of Colorado, Illinois, and Nebraska will not be altered by the Project. New fiber will be installed in previously disturbed ROWs and utility corridors along State, county, city, and town roadways. IHS and its contractor will coordinate with local State, county, and city highway departments for permitting. IHS has acquired nine small parcels of land for telecommunications hut construction in areas zoned primarily for commercial use. However, one site is zoned for residential purposes, and another site is zoned for agricultural use. Although land use will be altered in these two locations for construction of the huts, each encompasses an area of only 50 feet by 50 feet. Addition of electronic equipment to existing telecommunications properties in the four States will not adversely affect land use. Based on these findings, no significant adverse impacts on land use are expected to result from Project implementation.

## Infrastructure

Under this Project, communications infrastructure will be extended into rural and underserved areas of Iowa. The new infrastructure will be placed in existing ROWs and utility corridors consistent with the requirements of the agency owning the affected ROW. All other infrastructure located within the Project area (e.g., roads, highways, railroads, water, telephone, electrical, and sewer) will not be impacted. Moreover, planned connections to electrical and possibly natural gas distribution infrastructure at the new hut sites should not overly stress existing systems. Overall, this Project is expected to have a positive impact on telecommunications infrastructure in Iowa.

### Socioeconomic Resources

The Project will not have an adverse impact on socioeconomic resources. To the contrary, the enhanced broadband infrastructure will allow for access to affordable broadband service in unserved and underserved areas throughout the State. Anticipated positive impacts include improvement of educational opportunities, access to a wider variety of information and data, more readily available medical services, and improved emergency response. Overall, this Project is expected to have a positive impact on socioeconomics in the planned service area.

# Human Health and Safety

The planned network will offer higher bandwidth connectivity to rural health care facilities in Iowa. Through this enhanced connectivity, rural health care facilities and their patients will have access to more advanced and specialized services from larger medical institutions without having to travel outside their local communities. Additionally, the new network will greatly improve the speed at which medical images can be transferred and reviewed. These improved capabilities will have a positive impact on the rural areas to be served by the Project.

Construction activities will occur in ditches and utility corridors along highways and roads. Accordingly, IHS and its contractors will not be located directly in the path of traffic. This also reduces the impact to vehicles traveling on the highways and roads, as there will be no need to close or re-route traffic lanes. IHS and its contractors will comply with Federal Highway Administration requirements and the Manual on Uniform Traffic Control Devices to promote highway safety and efficiency by providing warning and guidance to all elements of traffic. IHS and its contractors who are exposed either to traffic or construction equipment will wear high-visibility safety apparel. IHS will also implement an accident prevention program. The program will require regular inspections of jobsites, materials, and equipment. Based on implementation of appropriate workplace safety BMPs, this Project will not adversely impact human health and safety.

# Cumulative Impacts

IHS is unaware of any other government agency projects being planned for the affect areas within Iowa. Nevertheless, HIS will coordinate its Project work with other utilities, and will applicable Federal, State, local, and tribal entities to minimize disruptions and cumulative impacts. IHS did not identify any significant cumulative impacts that will occur as a result of Project implementation.

## **Decision**

Based on the above analysis, NTIA concludes that constructing and operating the Project as defined by the preferred alternative, the PA, identified BMPs, and protective measures, will not require additional mitigation. A separate mitigation plan is not required for the Project. The analyses indicate that the proposed action is not a major Federal action that will significantly affect the quality of the human environment. NTIA has determined that preparation of an EIS is not required.

Issued:

Wayne Ritchie

Chief Administrative Officer

Office of Telecommunications and Information Applications National Telecommunications and Information Administration