



STATE OF CONNECTICUT  
CONNECTICUT SITING COUNCIL

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**VIA ELECTRONIC MAIL & CERTIFIED MAIL**

February 6, 2026

Kenneth C. Baldwin, Esq.  
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Robinson & Cole LLP  
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Hartford, CT 06103  
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RE: **DOCKET NO. 535** - The Towers, LLC application for a Certificate of Environmental Compatibility and Public Need for the construction, maintenance, and operation of a telecommunications facility and associated equipment located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut. **Final Decision.**

Dear Attorney Baldwin and Attorney Schaefer:

By its Decision and Order dated February 5, 2026, the Connecticut Siting Council (Council) granted a Certificate of Environmental Compatibility and Public Need (Certificate) for the construction, maintenance, and operation of a telecommunications facility located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut.

Enclosed are the Council's Certificate, Findings of Fact, Opinion, and Decision and Order.

Sincerely,

Melanie A. Bachman  
Executive Director

MAB/ANM/laf

Enclosures (4)

c: Service List dated July 31, 2025  
CGS §16-50j(i) State Agency Comment List  
State Documents Librarian ([csl.cda@ct.gov](mailto:csl.cda@ct.gov))



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**CERTIFICATE  
OF  
ENVIRONMENTAL COMPATIBILITY AND PUBLIC NEED  
DOCKET NO. 535**

Pursuant to General Statutes § 16-50k, as amended, the Connecticut Siting Council hereby issues a Certificate of Environmental Compatibility and Public Need to The Towers, LLC for the construction, maintenance, and operation of a telecommunications facility and associated equipment located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut. This Certificate is issued in accordance with and subject to the terms and conditions set forth in the Decision and Order of the Council on February 5, 2026.



By order of the Council,

A handwritten signature in black ink, appearing to read "Melanie A. Bachman".

\_\_\_\_\_  
Melanie A. Bachman, Executive Director

February 5, 2026

-  
STATE OF CONNECTICUT )

: ss. Southington, Connecticut February 6, 2026

COUNTY OF HARTFORD )

I hereby certify that the foregoing is a true and correct copy of the Findings of Fact, Opinion, and Decision and Order issued by the Connecticut Siting Council, State of Connecticut.

ATTEST:



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Melanie A. Bachman  
Executive Director  
Connecticut Siting Council

STATE OF CONNECTICUT )

: ss. New Britain, Connecticut February 6, 2026

COUNTY OF HARTFORD )

I certify that a copy of the Findings of Fact, Opinion, and Decision and Order in Docket No. 535 has been forwarded by Certified First Class Return Receipt Requested mail, on February 6, 2026, to each party and intervenor, or its authorized representative, as listed on the attached service list, dated July 31, 2025

ATTEST:



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Dakota LaFountain  
Office Assistant  
Connecticut Siting Council

**LIST OF PARTIES AND INTERVENORS**  
**SERVICE LIST**

Status Granted	Document Service	Status Holder (name, address & phone number)	Representative (name, address & phone number)
<b>Applicant</b>	<input checked="" type="checkbox"/> E-mail	The Towers, LLC	<p>Kenneth C. Baldwin, Esq. Jonathan Schaefer, Esq. Robinson &amp; Cole LLP One State Street Hartford, CT 06103 (860) 275-8345 <a href="mailto:kbaldwin@rc.com">kbaldwin@rc.com</a> <a href="mailto:jschaefer@rc.com">jschaefer@rc.com</a></p> <p>Brian Paul The Towers, LLC c/o Vertical Bridge REIT, LLC 750 Park of Commerce Drive Boca Raton, FL 33787 <a href="mailto:Brian.Paul@verticalbridge.com">Brian.Paul@verticalbridge.com</a></p> <p>Elizabeth Glidden Cellco Partnership d/b/a Verizon Wireless 20 Alexander Drive Wallingford, CT 06492 <a href="mailto:elizabeth.glidden@verizonwireless.com">elizabeth.glidden@verizonwireless.com</a></p>
<b>Intervenor</b> (granted on 07/31/25)	<input type="checkbox"/> E-mail	Paska Nayden c/o 44 Jesse Lee Drive Easton, CT 06612 (203) 371-4105 <a href="mailto:ct4rt@protonmail.com">ct4rt@protonmail.com</a>	
	<input type="checkbox"/> E-mail		
	<input type="checkbox"/> E-mail		

<p><b>DOCKET NO. 535</b> - The Towers, LLC application for a Certificate of Environmental Compatibility and Public Need for the construction, maintenance, and operation of a telecommunications facility and associated equipment located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut.</p>	<p>} } }</p>	<p>Connecticut  Siting  Council</p>
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February 5, 2026

**Findings of Fact**

**Introduction**

1. The Towers, LLC (TT or Applicant), in accordance with provisions of Connecticut General Statutes (CGS) § 16-50g, *et seq.*, applied to the Connecticut Siting Council (Council) on April 7, 2025, for a Certificate of Environmental Compatibility and Public Need (Certificate) for the construction, maintenance, and operation of a 150-foot monopole wireless telecommunications facility and associated equipment at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut. (refer to Figures 1-3). (Applicant 1, p. 2)
2. TT is a Delaware limited liability company with an office located at 750 Park of Commerce Drive, Suite 200, Boca Raton, Florida. TT currently owns and/or operates numerous tower facilities in Connecticut. TT would construct, maintain and own the proposed facility and would be the Certificate Holder. (Applicant 1, p. 3)
3. TT is a joint venture between Vertical Bridge REIT, LLC (VB) and Cellco Partnership d/b/a Verizon Wireless (Cellco). (Applicant 1, p. 2)
4. Cellco is licensed by the Federal Communications Commission (FCC) to provide personal wireless communication service in the State of Connecticut. (Applicants 1, p. 3)
5. The party to this proceeding is TT. The Intervenor in this proceeding is Paska Nayden (Nayden). (Record; Transcript 1, July 31, 2025, 2 p.m. (Tr. 1), p.5)
6. There are no Connecticut Environmental Protection Act (CEPA) Intervenors in this proceeding. (Record)
7. Under Regulations of Connecticut State Agencies (RCSA) §16-50j-16, the Council may add parties and intervenors at any time during the pendency of a proceeding. Any person granted status is responsible for obtaining and reviewing all materials for the proceeding. (RCSA §16-50j-16 (2025))
8. The purpose of the proposed facility is to provide reliable wireless communications services for Cellco customers and address coverage and capacity deficiencies in portions of eastern Woodstock and surrounding areas. (Applicant 1 p. i, Attachment 6, Applicant 4, response 22)
9. Under CGS §16-50p(b), there is a presumption of public need for personal wireless services and the Council is limited to consideration of a specific need for any proposed facility to be used to provide such services to the public. (C.G.S. §16-50p(b) (2025))
10. Also under CGS §16-50p(b), the Council must examine whether the proposed facility may be shared with any public or private entity that provides service to the public if the shared use is technically, legally, environmentally and economically feasible and meets public safety concerns,

and may impose reasonable conditions as it deems necessary to promote the immediate and shared use of telecommunications facilities and avoid the unnecessary proliferation of such facilities consistent with the state tower sharing policy. (CGS §16-50p(b) (2025); CGS §16-50aa (2025))

11. Pursuant to CGS § 16-50l (b), notice of the application was provided to all abutting property owners by certified mail on April 2, 2025. Two certified mail receipts were not returned. TT re-sent notice to these abutting property owners by first class mail on May 7, 2025. (Applicant 1, p. 4, Attachment 4; Applicant 4, response 1)
12. On April 7, 2025, TT provided notice to all federal, state and local officials and agencies listed in CGS § 16-50l (b). (Applicant 1, p. 4, Attachment 2)
13. Pursuant to CGS § 16-50l (b), TT provided public notice of the filing of the application that was published in the The Bulletin on April 3 and April 4, 2025. (Applicant 1, Attachment 3; Applicant 2)

### **Procedural Matters**

14. CGS §1-225a permits public agencies to hold remote meetings under the Freedom of Information Act (FOIA) and the Uniform Administrative Procedure Act. FOIA defines “meeting” in relevant part as “any hearing or other proceeding of a public agency.” (Council Administrative Notice Item No. 62; CGS §1-200, *et seq.* (2025))
15. CGS §1-225a allows public agencies to hold remote meetings provided that:
  - a) The public has the ability to view or listen to each meeting or proceeding in real-time, by telephone, video, or other technology;
  - b) Any such meeting or proceeding is recorded or transcribed and such recording or transcript shall be posted on the agency’s website within seven (7) days of the meeting or proceeding;
  - c) The required notice and agenda for each meeting or proceeding is posted on the agency’s website and shall include information on how the meeting will be conducted and how the public can access it any materials relevant to matters on the agenda shall be submitted to the agency and posted on the agency’s website for public inspection prior to, during and after the meeting; and
  - d) All speakers taking part in any such meeting shall clearly state their name and title before speaking on each occasion they speak.(CGS §1-225a (2025))
16. Upon receipt of the application on April 7, 2025, the Council sent a letter to the Town of Woodstock (Town) as notification that the application was received and is being processed, in accordance with CGS §16-50gg. (Record)
17. Local zoning regulations do not apply to facilities under the exclusive jurisdiction of the Council. Pursuant to CGS §16-50x, the Council has exclusive jurisdiction over telecommunications facilities throughout the state. It shall consider any location preferences provided by the host municipality under CGS §16-50gg as the Council shall deem appropriate. (C.G.S. §16-50x (2025))
18. During a regular Council meeting on May 1, 2025, the application was deemed complete pursuant to RCSA § 16-50l-1a and the public hearing schedule was approved by the Council. (Record)
19. Pursuant to CGS § 16-50m, on May 2, 2025, the Council sent a letter to the Town to provide notification of the scheduled public hearing via Zoom remote conferencing and to invite the Town to participate. (Record)

20. Pursuant to CGS § 16-50m, the Council published legal notice of the date and time of the public hearing via Zoom remote conferencing in the Woodstock Villager on May 9, 2025. (Record; Tr. 1, p. 5)
21. The Council's Hearing Notice did not refer to a public field review of the proposed site. Field reviews are neither required by statute nor an integral part of the public hearing process. The purpose of a field review is an investigative tool to acquaint members of a reviewing commission with the subject property. (Record; *Manor Development Corp. v. Conservation Comm. of Simsbury*, 180 Conn. 692, 701 (1980); *Grimes v. Conservation Comm. of Litchfield*, 243 Conn. 266, 278 (1997))
22. On July 7, 2025, pursuant to CGS §16-50o, TT filed a Motion for Protective Order related to the disclosure of the monthly rent and financial terms contained within the lease agreement for the proposed site. (Record)
23. Pursuant to CGS §16-50p(g), the Council shall in no way be limited by the Applicant already having acquired land or an interest therein for the purpose of constructing the proposed facility. (CGS §16-50p(g) (2025); *Corcoran v. Conn. Siting Council*, 284 Conn. 455 (2007))
24. The Council's evaluation criteria under CGS §16-50p does not include the consideration of property ownership or property values nor is the Council otherwise obligated to take into account the status of property ownership or property values. (C.G.S. §16-50p (2025); *Woodbridge Newton Neighborhood Env't Trust, et al v. Conn. Siting Council*, 2024 Conn. LEXIS 163 (2024); *Goldfisher v. Conn. Siting Council*, 95 Conn. App. 193 (2006))
25. On June 25, 2025, the Council held a pre-hearing conference on procedural matters for parties and intervenors to discuss the requirements for pre-filed testimony, exhibit lists, administrative notice lists, expected witness lists and filing of pre-hearing interrogatories. TT participated in the Council's pre-hearing conference. Procedures for the public hearing via Zoom remote conferencing were also discussed. (Council Pre-Hearing Conference and Remote Hearing Procedure Memoranda, dated June 18, 2025; RCSA §16-50j-22a; RCSA §16-50j-26 (2025))
26. On June 30, 2025, in lieu of an in-person field review of the proposed site, the Council requested that TT submit photographic documentation of site-specific features into the record intended to serve as a "virtual" field review of the site. On July 9, 2025, TT submitted such information in response to the Council's interrogatories. (Record; Applicant 4, response 59)
27. In compliance with RCSA §16-50j-21, on July 14, 2025, TT installed a six-foot by four-foot sign along Norwich Worcester Turnpike (Route 169) in the vicinity of the access drive for the proposed site. The sign presented information regarding the proposed telecommunications facility and the Council's public hearing. (Applicant 3; Tr.1, p. 5; Record)
28. Pursuant to CGS § 16-50m, the Council gave due notice of a public hearing to be held on July 31, 2025, beginning with the evidentiary session at 2:00 p.m. and continuing with the public comment session at 6:30 p.m. via Zoom remote conferencing. The Council provided information for video/computer access or audio only telephone access. (Council's Hearing Notice dated May 2, 2025; Tr. 1, p. 5; Tr. 2, p. 6)
29. During the evidentiary hearing session on July 31, 2025, the Council issued a Protective Order related to the disclosure of the monthly rent and financial terms contained within the lease agreement for the above-referenced site, pursuant to CGS §1-210(b) and consistent with the Conclusions of Law adopted in Council Docket 366. (Record; Tr. 1, pp. 7-9)

30. The 6:30 p.m. public comment session afforded interested persons the opportunity to provide oral limited appearance statements. Interested persons were also afforded an opportunity to provide written limited appearance statements at any time up to 30 days after the close of the evidentiary record. Limited appearance statements in this proceeding, whether oral or written, were not provided under oath nor subject to cross examination. (Tr. 1, p. 6-7; Tr. 2, p. 6-7; CGS §16-50n(f) (2025))
31. During the public comment session of the Council's hearing held on July 31, 2025, one member of the public made an oral limited appearance statement. (Tr. 2, p. 10-12)
32. At the conclusion of the public comment session, the Council announced that the continued evidentiary hearing session would be held on September 9, 2025 at 2:00 p.m. via Zoom remote conferencing. (Record; Tr. 2, p. 12)
33. On July 31, 2025, the Council issued a memorandum to the service list for Docket No. 535 that the continued evidentiary hearing session would commence with the appearance of the Applicant for cross examination on any new exhibits by the Council and Nayden to be followed by the appearance of Nayden for cross examination by the Council and the Applicant. (Record; Tr. 3)
34. On July 31, 2025, the Council requested an extension of time to March 3, 2026, to render a final decision. On August 6, 2025, Applicants consented to the Council's request for an extension of time to render a final decision. (Record)
35. On September 4, 2025, Nayden submitted a Motion for Administrative Relief for a waiver of submission of 15 copies. Applicants did not object to Nayden's Motion for Administrative Relief and the Council granted the motion on September 5, 2025. (Record)
36. Also, on September 4, 2025, Nayden submitted a Motion to Continue/Reset the Hearing Date. Applicants objected to Nayden's Motion to Continue/Reset the Hearing Date. The Council informed the service list for Docket No. 535 that Nayden's motion would be taken up during the September 9, 2025 continued evidentiary hearing session. (Record)
37. The Council continued the evidentiary hearing session via Zoom remote conferencing on September 9, 2025 beginning at 2:00 p.m. (Council's Continued Hearing Memorandum dated July 31, 2025; Tr. 2, p. 12; Tr. 3)
38. During the September 9, 2025 continued evidentiary hearing session, the Council denied Nayden's Motion to Continue/Reset the Hearing Date on the basis that the request for Intervenor status was granted during the public hearing held on July 31, 2025, Nayden actively participated in the July 31, 2025 public hearing, including cross examination of the Applicant on the exhibits in the record, and the July 31, 2025 evidentiary hearing session was specifically continued to September 9, 2025 with a revised schedule that provided an opportunity for all parties and intervenors to submit additional interrogatories, responses to interrogatories and pre-filed testimony. In compliance with the Council's revised schedule, Nayden submitted interrogatories to the Applicant on August 26, 2025, and the Applicant responded to the interrogatories on September 2, 2025. (Tr. 3, pp. 5-9; Record)
39. In compliance with CGS §1-225a:
  - a) The public had the ability to view and listen to the remote public hearings in real-time, by computer, smartphone, tablet or telephone;

- b) The remote public hearings were recorded and transcribed, and such recordings and transcripts were posted on the Council's website on July 31, 2025 and September 9, 2025, respectively.
- c) The Hearing Notice, Hearing Program, Citizens Guide for Siting Council Procedures and Instructions for Public Access to the Remote Hearings were posted on the Council's website;
- d) Prior to, during and after the remote public hearings, the record of the proceeding has been, and remains, available on the Council's website for public inspection; and
- e) The Council, parties and intervenors provided their information for identification purposes during the remote public hearings.

(Hearing Notice dated May 2, 2025; Tr. 1; Tr. 2 Tr. 3; Record; Council's Continued Hearing Memorandum dated July 31, 2025)

- 40. The purpose of discovery is to provide the Council, parties and intervenors access to all relevant information in an efficient and timely manner to ensure that a complete and accurate record is compiled. (RCSA §16-50j-22a (2025))
- 41. Applicants' witnesses prepared, supervised or assisted in the preparation of exhibits. The Council, parties and intervenors were provided opportunities to cross-examine the Applicants' witness panel on the exhibits. (Tr. 1; Tr. 3; Record)
- 42. Nayden prepared, supervised or assisted in the preparation of exhibits. The Council and the Applicants were provided opportunities to cross-examine Nayden on the exhibits. (Tr. 1; Tr.3; Record)
- 43. In an administrative proceeding, irrelevant, immaterial or unduly repetitious evidence shall be excluded, and an agency has the right to believe or disbelieve the evidence presented by any witness, even an expert, in whole or in part. (CGS §4-178 (2025); *Dore v. Commissioner of Motor Vehicles*, 62 Conn. App. 604 (2001); RCSA §16-50j-25 (2025))
- 44. Pursuant to CGS §16-50n(f), at the conclusion of the hearing session held on September 9, 2025, the Council closed the evidentiary record for Docket No. 535 and established October 9, 2025 as the deadline for public comments and the submission of briefs and proposed findings of fact. (Record)
- 45. On October 9, 2025, Applicant submitted a letter in lieu of post-hearing brief. Also on October 9, 2025, Nayden submitted proposed Findings of Fact. (Record)
- 46. Constitutional principles permit an administrative agency to organize its hearing schedule so as to balance its interest in reasonable, orderly and non-repetitive proceedings against the risk of erroneous deprivation of a private interest. It is not unconstitutional for the Council, in good faith, to balance its statutory time constraints against the desire of a party, intervenor or CEPA intervenor for more time to present their objections to a proposal. (*Concerned Citizens of Sterling v. Conn. Siting Council*, 215 Conn. 474 (1990); *Pet v. Dept. of Public Health*, 228 Conn. 651 (1994); *FairwindCT, Inc. v. Conn. Siting Council*, 313 Conn. 669 (2014))

#### **State Agency Comment**

- 47. Pursuant to CGS § 16-50j (i), on May 2, 2025, the following state agencies were solicited by the Council to submit written comments regarding the proposed facility: Department of Energy and Environmental Protection (DEEP); 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); Department of Agriculture (DOAg); Department of Transportation (DOT); Connecticut Airport Authority (CAA);

Department of Emergency Services and Public Protection (DESPP); State Historic Preservation Office (SHPO); and Office of Consumer Counsel (OCC). (Record)

48. On May 8, 2025, CAA submitted comments related to potential impacts to nearby air navigation facilities<sup>1</sup>. These concerns, among other public health and safety concerns, are addressed in the Public Health and Safety section of this document, pursuant to CGS §16-50p. (Record; CGS §16-50p (2025))
49. 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. (CGS §16-50p(g) (2025); *Corcoran v. Conn. Siting Council*, 284 Conn. 455 (2007)).

### **Municipal Consultation**

50. Pursuant to CGS § 16-50l(f), TT commenced the 90-day pre-application municipal consultation process on December 4, 2024, by submitting a Technical Report to the Town chief elected official. (Applicant 1, p. 11)
51. On February 20, 2025, TT participated in a Public Information Meeting (PIM) held at the Woodstock Town Hall. The PIM included a presentation of the proposed facility to Town officials and the public. Concerns expressed at the PIM included, but were not limited to, visibility of the tower, wetland impacts, stealth options, impacts on farmland soils and the potential use of the Town Transfer Station at 49 Paine District Road as an alternative to the proposed facility site. These concerns, among other relevant concerns, are addressed in the Site Selection and Environmental Effects and Mitigation Measures section of this document, pursuant to CGS §16-50p. (Applicant 1, p. 11, Attachment 17; Applicant 4, response 3; Record)

### **Public Need for Service**

52. In 1996, the United States Congress recognized a nationwide need for high quality wireless telecommunications services, including cellular telephone service. Through the Federal Telecommunications Act of 1996, Congress seeks to promote competition, encourage technical innovations, and foster lower prices for telecommunications services. (Council Administrative Notice Item No. 4 – Telecommunications Act of 1996)
53. In issuing cellular licenses, the Federal government has preempted the determination of public need for cellular service by the states and has established design standards to ensure technical integrity and nationwide compatibility among all systems. (Council Administrative Notice Item No. 4 – Telecommunications Act of 1996)
54. Section 253 of the Telecommunications Act of 1996 prohibits any state or local statute or regulation, or other state or local legal requirement from prohibiting or having the effect of prohibiting the ability of any entity to provide any interstate or intrastate telecommunications service. (Council Administrative Notice Item No. 4 – Telecommunications Act of 1996)
55. Section 704 of the Telecommunications Act of 1996 prohibits local and state entities from discriminating among providers of functionally equivalent services and from prohibiting or having the

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<sup>1</sup>[https://portal.ct.gov/-/media/csc/1\\_dockets-medialibrary/1\\_media\\_do500\\_600/do535/proceduralcorrespondence/do535-caacommentrecd\\_a.pdf?rev=ace80405907b4014b86a5602ca4f032a&hash=7251C363AACF9F8061E92259DAFAEDA7](https://portal.ct.gov/-/media/csc/1_dockets-medialibrary/1_media_do500_600/do535/proceduralcorrespondence/do535-caacommentrecd_a.pdf?rev=ace80405907b4014b86a5602ca4f032a&hash=7251C363AACF9F8061E92259DAFAEDA7) (CAA comments dated May 8, 2025)

- effect of prohibiting the provision of personal wireless services. This section also requires state or local governments to act on applications within a reasonable period of time and to make any denial of an application in writing supported by substantial evidence in a written record. (Council Administrative Notice Item No. 4 – Telecommunications Act of 1996)
56. Section 704 of the Telecommunications Act of 1996 also prohibits any state or local entity from regulating telecommunications towers on the basis of the environmental effects of radio frequency emissions, which include effects on human health and wildlife, to the extent that such towers and equipment comply with FCC’s regulations concerning such emissions. (Council Administrative Notice Item No. 4 – Telecommunications Act of 1996)
  57. Section 706 of the Telecommunications Act of 1996 requires each state commission with regulatory jurisdiction over telecommunications services to encourage the deployment on a reasonable and timely basis of advanced telecommunications capability to all Americans, including elementary and secondary schools, by utilizing regulating methods that promote competition in the local telecommunications market and remove barriers to infrastructure investment. (Council Administrative Notice Item No. 4 – Telecommunications Act of 1996)
  58. In December 2009, President Barack Obama recognized cell phone towers as critical infrastructure vital to the United States. The Department of Homeland Security, in collaboration with other federal stakeholders, state, local, and tribal governments, and private sector partners, has developed the National Infrastructure Protection Plan (NIPP) to establish a framework for securing resources and maintaining resilience from all hazards during an event or emergency. (Council Administrative Notice Item No. 11 –Presidential Proclamation 8460, Critical Infrastructure Protection)
  59. In February 2012, Congress adopted the Middle Class Tax Relief and Job Creation Act (also referred to as the Spectrum Act) to advance wireless broadband service for both public safety and commercial users. The Act established the First Responder Network Authority (FirstNet) to oversee the construction and operation of a nationwide public safety wireless broadband network. Section 6409 of the Act contributes to the twin goals of commercial and public safety wireless broadband deployment through several measures that promote rapid deployment of the network facilities needed for the provision of broadband wireless services. (Council Administrative Notice Item No. 8 – Middle Class Tax Relief and Job Creation Act of 2012)
  60. In June 2012, President Barack Obama issued an Executive Order to accelerate broadband infrastructure deployment declaring that broadband access is a crucial resource essential to the nation’s global competitiveness, driving job creation, promoting innovation, expanding markets for American businesses and affording public safety agencies the opportunity for greater levels of effectiveness and interoperability. (Council Administrative Notice Item No. 12 – Presidential Executive Order 13616, Accelerating Broadband Infrastructure Development; Council Administrative Notice Item No. 23 – FCC Wireless Infrastructure Report and Order)
  61. Pursuant to Section 6409(a) of the Spectrum Act, a state or local government may not deny and shall approve any request for collocation, removal or replacement of equipment on an existing wireless tower provided that this does not constitute a substantial change in the physical dimensions of the tower. (Council Administrative Notice Item No. 8 – Middle Class Tax Relief and Job Creation Act of 2012; Council Administrative Notice Item No. 24 – FCC Wireless Infrastructure Report and Order)
  62. In June 2020, the FCC issued a declaratory ruling that heights of existing towers located outside of the public right-of-way could increase by up to 20 feet plus the height of a new antenna without constituting a substantial change in the physical dimensions of a tower. (Council Administrative Notice Item No. 28)

63. In November 2020, the FCC issued an order that ground excavation or deployment up to 30 feet in any direction beyond the site boundary of existing towers located outside of the public right-of-way does not constitute a substantial change in the physical dimensions of a tower. (Council Administrative Notice Item No. 29)
64. According to state policy, if the Council finds that a request for shared use of a facility by a municipality or other person, firm, corporation or public agency is technically, legally, environmentally and economically feasible, and the Council finds that the request for shared use of a facility meets public safety concerns, the Council shall issue an order approving such shared use to avoid the unnecessary proliferation of towers in the state. (CGS §16-50aa (2025))
65. The Project would be consistent with the general planning and conservation principles of the Town's land use policies which guide development in a way that minimizes visual and environmental impacts. (Applicant 1, pp. 9-10; Bulk Filing 4– Town Plan of Conservation and Development)
66. On May 2, 2025, the Council sent correspondence to other telecommunications carriers not intervening in the proceeding requesting that carriers interested in locating on the proposed facility in the foreseeable future to notify the Council by July 24, 2025. No carriers responded to the Council's solicitation. (Record)
67. The facility would be designed to accommodate three wireless carriers and municipal antennas. The municipalities and local emergency service responders have not expressed an interest in collocating antennas on the proposed facility. (Applicant 4, response 11, 32)
68. Typical carrier antennas use 10-foot center spacing. The tower structure and foundation would be designed to accommodate a future 20-foot extension. (Applicant 1, Attachment 1; Applicant 4, response 16)

#### **Cellco's Existing and Proposed Wireless Services**

69. Cellco has a significant coverage deficiency in its wireless communications network in portions of eastern Woodstock and portions of Thompson (refer to Figure 4). (Applicant 1, p. 1; Applicant 7, Exhibit 1)
70. Cellco's current average signal level in the area around the proposed facility is -114 dB. Dropped calls and ineffective attempts from the nearby Putnam CT facility is approximately 5% combined in all frequencies. Cellco's market goal for dropped calls and ineffective attempts is 0.6%. (Applicant 4, response 29; Tr. 3, p. 31)
71. Roads and surrounding areas without adequate service include, but are not limited to, Route 169, Roseland Park Road, Child Hill Road, Dugg Hill Road and Hibbard/Woodstock Road. (Applicant 1 p. 1; Attachment 6; Applicant 4, response 33)
72. Cellco proposes to install antennas at a centerline height of 145 feet above ground level (agl) and operate 700 MHz, 850 MHz, 1900 MHz, 2100 MHz and 3700 MHz frequencies at the site. The 3700 MHz frequency is capable of supporting 5G services. All frequencies would be capable of transmitting voice and data. (Applicant 1, p. 2, Attachment 1, 7, 14; Applicant 4, response 24, 25)

73. Cellco designs its network using a -95 dB Reference Signal Received Power (RSRP) standard for reliable in-vehicle service and -85 dB RSRP standard for reliable in-building service. Data speeds increase with a stronger signal. (Applicant 4, response 27, 29)
74. The 700 MHz frequency provides the largest area of service and therefore defines the coverage footprint of Cellco’s wireless network. Other frequencies (850 MHz, 1900 MHz, 2100 MHz, 3700 MHz) used in Cellco’s network provide smaller coverage footprints and are used to provide additional capacity to the system, reducing the customer load on the 700 MHz system, thereby increasing the data speeds available to users that only have 700 MHz coverage. (Applicant 1, p. 1; Applicant 4, response 23, 25, 26)
75. While the 700 MHz frequency might have limited overlap in peripheral coverage zones with the nearby existing sites, such instances represent a minor portion of the overall service footprint. Upon activation of the proposed facility, network optimization will be implemented to harmonize overlapping coverage areas, thereby enhancing overall coverage, signal strength, capacity management, and service reliability. (Applicant 1, Attachment 6; Applicant 4, response 23, 25, 26)
76. Lowering the height of Cellco’s proposed antennas at the proposed facility would reduce the coverage footprint and create coverage gaps between the existing coverage and the coverage of the proposed site. (Applicant 4, response 28)
77. If the tower is approved, Nayden supports minimization of the height of the tower to the lowest proven workable height. (Nayden 2).
78. Cellco currently operates six facilities within four miles of the proposed site. None of these facilities are able to provide adequate coverage to the proposed service area. (refer to Figure 4 and 5). (Applicant 1 pp. 3; Attachment 8; Applicant 7, Exhibit 1))
79. The proposed facility will provide capacity relief to existing nearby facilities. Cellco’s Coatney Hill site located at 215 Coatney Hill Road, Woodstock and approximately 1.8 miles to the west is currently experiencing Gamma sector antenna exhaustion. Cellco’s Woodstock Relo site located 2.5 miles to the south at 87 West Quasset Road, Woodstock, is also currently experiencing Gamma sector antenna exhaustion. The proposed facility would off-load traffic from the Gamma sector of Cellco’s Putnam CT and Quinebaug sites. (Applicant 1, Attachment 6, 8; Applicant 4, responses 21, 22)
80. The proposed facility, identified by TT as its Woodstock 2 facility, would interact with the facility approved by the Council on September 18, 2025 in Docket No. 534 located at 90 Woodstock Avenue West (Route 171), Woodstock, identified by TT as its Woodstock South facility. The proposed Woodstock 2 facility would hand off to TT’s Woodstock South facility located approximately 3.2 miles southeast of the proposed Woodstock 2 facility site. (refer to Figures 4 and 5). (Applicant 4, response 22; Administrative Notice Item No. 41; Applicant 7, Exhibit 1)
81. The proposed site would provide reliable coverage to the proposed service area. Specific coverage for the proposed site is presented in the table below:

<b>Street Name</b>	<b>700MHz</b>	<b>850MHz</b>	<b>1900MHz</b>	<b>2100MHz</b>	<b>3700MHz</b>
Route 169	2.138 mi	2.00 mi	1.26 mi	1.08 mi	1.37 mi
Child Hill Rd	1.30 mi	1.30 mi	0.25 mi	0.22 mi	0.79 mi

Roseland Park Rd	2.44 mi	2.48 mi	0.33 mi	0.19 mi	0.93 mi
Dugg Hill Rd	2.00 mi	1.94 mi	1.27 mi	1.21 mi	1.51 mi
Hibbard / Woodstock Rd	1.33 mi	1.33 mi	0.81 mi	0.74 mi	1.17 mi

(Applicant 1, response 33)

**Site Selection**

82. Cellco commenced a site search in the area around Route 169 and Child Hill Road in September of 2022. The site search encompassed a one-mile area. The search ring is a general area where a tower theoretically could be located to meet a coverage need. (Applicant 1, pp. 3-4, Attachment 8; Applicant 4, response 5, 6, 7)
83. TT collaborated with Cellco to investigate 26 sites within the search area as shown in the table below:

Site Investigated	Distance and direction from Proposed Site (feet)	Status/Reason for Elimination
<b>835 Route 169</b>	Proposed Site	This site met Cellco's coverage objectives.
<b>58 Applewood Drive</b>	1,074	Property owner choose not to enter into a lease agreement.
<b>221 Childs Hill Road</b>	1,298	Property owner choose not to enter into a lease agreement.
<b>Route 169</b>	1,074	Property was unavailable for lease.
<b>857 Route 169</b>	520	Property owner did not respond to outreach.
<b>935 Route 169</b>	2,569	Property owner did not respond to outreach.
<b>Dugg Hill Road</b>	2,552	Property owner did not respond to outreach.
<b>422 Roseland Park Road</b>	3,248	Rejected by Cellco's RF Engineer
<b>30 Dividend Road</b>	1,152	Property owner did not respond to outreach.
<b>Route 169</b>	2,713	Property owner did not respond to outreach.
<b>Child Hill Road</b>	1,714	Property owner did not respond to outreach.
<b>160 Child Hill Road</b>	3,266	Property owner did not respond to outreach.
<b>182 Child Hill Road</b>	3,719	Property owner did not respond to outreach.
<b>257 Roseland Park Road</b>	7,059	Property contained wetlands and a restricted deed.
<b>Roseland Park Road</b>	5,664	Property owner did not respond to outreach.
<b>50 Bull Hill Road</b>	6,620	Rejected by Cellco's RF Engineer
<b>24 Frog Pond Road</b>	7,683	Town owned property. Town choose not to enter into a lease agreement.

<b>Child Hill Road</b>	4,749	Property owner choose not to enter into a lease agreement.
<b>857 Route 169</b>	520	Property owner did not respond to outreach.
<b>543 Route 169</b>	6,547	Rejected by Cellco's RF Engineer
<b>1 Child Hill Road</b>	2,630	Property owner did not respond to outreach.
<b>96 Arvidson Road</b>	5,907	Property owner choose not to enter into a lease agreement.
<b>534 Route 169</b>	6,823	Property owner did not respond to outreach.
<b>118 Old Hall Road</b>	6,465	Property owner did not respond to outreach.
<b>582 Route 169</b>	5,784	Property owner did not respond to outreach.
<b>49 Paine District Road</b>	6,704	This site would not meet Cellco's coverage objectives.

(Applicant 1, Attachment 8; Applicant 4, response 7)

84. Existing non-tower structures in the area are not of suitable height and would not meet Cellco's wireless coverage needs. (Applicants 1, p. 4)
85. The Town suggested the use of its transfer station at 49 Paine District Road during the PIM. The transfer station's 1.5 mile distance from the proposed facility and lower ground elevation would not adequately cover the targeted gaps along Route 169 nor help to off-load capacity from Cellco's Coatney Hill and Woodstock Relo sites. (Applicant 1, Attachment 8; Applicant 4, response 3)
86. 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 nor shall the Council be limited in any way by the applicant having already acquired land or an interest therein for the purpose of constructing a facility. (*Corcoran v. Conn. Siting Council*, 284 Conn. 455 (2007); CGS §16-50p(g) (2025))
87. For any site to be considered a feasible and prudent alternative to a proposed facility site, it must be available to host the proposed facility. The Council has no authority to force a property owner to agree to sell or lease land, or any portion thereof, as a primary or alternative location for a proposed facility. (*Corcoran v. Conn. Siting Council*, 284 Conn. 455 (2007))

***Small Cells and Distributed Antenna Systems***

88. A series of small cells or a Distributed Antenna System (DAS) to serve the area is not cost effective or feasible given the number of facilities required and encumbrances on existing utility poles such as transformers, risers, and streetlights that would limit a carrier's ability to use the pole. While the number of small cells or DAS nodes that would be required to provide comparable service is unknown, it is expected to be a large number given the size of the service area. (Applicant 4, response 8)
89. Small cell limitations include a reduction in the number of frequencies deployed, the lack of structure sharing with other carriers, and the lack of space for emergency backup power. (Applicant 4, response 8; Tr. 3, p. 36)
90. To provide wireless service to the proposed service area would require a significant number of small cell deployments either on existing utility poles or on new utility poles along roadways or on private parcels throughout the proposed service area and would not be economically viable as a

replacement for a single tower site. The estimated cost of each small cell deployment is \$75,000. (Applicant 4, response 8)

### **Proposed Site**

91. Pursuant to 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. (RCSA §16-50j-2a(29)(2025))
92. The proposed site is located on an approximate 55.1-acre host parcel owned by Mark W. Reynolds at 835 Norwich Worcester Turnpike (Route 169). The parcel currently hosts The Christmas Barn and is used for commercial and agricultural purposes. (refer to Figure 2). (Applicant 1, pp. 2, 6, 9; Attachment 1)
93. The host parcel is accessible to the public from Norwich Worcester Turnpike/Route 169. This publicly accessible area is approximately 863.4 feet to the west of the proposed facility. (Applicant 4, response 9)
94. The host parcel is bordered by agricultural land and mature woodlands to the north, east, and south and Route 169/Norwich Worcester Turnpike to the west. Other nearby roads include Dividend Road, Reynolds Road, and Joy Road, which are primarily residential or agricultural in nature. (Applicant 1, Attachment 1)
95. The host parcel is zoned Community District (DC). The surrounding area consists of residential and agricultural parcels. (Applicant 1, p. 10, Attachment 1)
96. The proposed tower site would be located in the north-central portion of the host parcel within a 10,000 square foot lease area (100 feet by 100 feet). (Applicant 1, p. 2, 8 Attachment 1, 13)
97. The surrounding area is characterized by agricultural and forested areas. The proposed tower site is at an approximate ground elevation of 502 feet above mean sea level (amsl). (Applicant 1, Attachment 1)
98. Development of the site would disturb less than one acre of land (approximately 0.4 acres). (Applicant 1, p. 14, Attachment 1, 13, Applicant 4, response 56)

### **Proposed Facility**

99. The proposed facility would consist of a 150-foot monopole within a 2,500 square foot (50 ft by 50 ft) equipment compound. (Refer to Figure 7). (Applicant 1, pp. 1, 2, Attachment 1)
100. The tower and foundation would be designed to support an increase in height of up to 20 feet. (Applicant 4, response 16)
101. The proposed facility and compound are designed to accommodate three wireless carriers (within 10-foot by 20-foot lease areas) and municipal equipment. (Applicant 1, p. 4, Attachment 1)
102. Cellco would install 9 panel antennas and 6 remote radio heads on an antenna platform at a centerline height of 145 feet agl (Applicant 1, p. 2, Attachment 1)

103. Celco would install two equipment cabinets and a 50-kilowatt diesel-fueled emergency backup generator on a 10-foot by 20-foot concrete pad (refer to Figure 7). (Applicant 1, p. 2, Attachment 1)
104. The proposed equipment compound would be surrounded by an eight-foot high chain link fence. The proposed compound fence would have a 12-foot-wide double leaf chain-link access gate that would be locked for security purposes. (Applicant 1, p. 14, Attachment 1, Applicant 4, response 44)
105. Access to the tower site would be from an existing 12-foot wide, 930-foot long gravel drive extending northeast from Route 169. (Applicant 1, p. 14, Attachment 3, 4)
106. Power and telecommunications utilities would extend 900 feet underground from the compound via a proposed utility easement along the center of the existing and proposed access easement to an upgraded Eversource utility pole on the north side of the access road at Route 169. (Applicant 1, p. 2, Attachment 1; Applicant 4, response 54; Tr.1 p. 29-32)
107. There are 6 residential structures within 1,000 feet of the site. (Applicant 1, p. 6, Attachment 1)
108. The nearest residential property line not owned by the site host parcel owner from the tower is approximately 520 feet to the north at 210 Child Hill Road. (Applicant 1, Attachment 1)
109. The nearest off-site residence is located approximately 760 feet to the west from the tower at 815 Route 169. It is also owned by the site host parcel owner. (Applicant 1, Attachment 1)
110. A geotechnical survey using a boring rig would be performed prior to construction to evaluate existing subsurface conditions at the site for the preparation of the Development and Management (D&M) Plan if the proposed facility site is approved. No tree clearing is anticipated for this survey. (Applicant 4, response 10; Tr. 1, p. 27)
111. A D&M Plan is a condition of a Council final decision that must be met prior to commencement of construction and constitutes the “nuts and bolts” of a facility approved by the Council. (CGS §16-50p (2025); RCSA §16-50j-75, *et seq.*; *Woodbridge Newton Neighborhood Env’t Trust, et al v. Conn. Siting Council*, 2024 Conn. LEXIS 163 (2024))
112. An equipment staging and storage area would be located within the proposed lease area of the facility compound. This location would minimize disturbance to surrounding areas. (Tr. 1, pp. 24)
113. Vehicular traffic management would not be required during construction. (Tr. 1, p. 26)
114. Applicant anticipates the facility would be constructed over a 10-week period, followed by 2 weeks of radio frequency testing and system integration. (Applicant 1, p.13)
115. Site construction would commence following Council approval of a D&M Plan for the facility. (Applicant 1, p. 13)
116. A copy or notice of the filing of a D&M Plan with the Council, is required to be provided to the service list for comment. (RCSA §16-50j-75(e)(2025))
117. The Council has statutory authority to order a D&M Plan and the Council’s D&M Plan process has been upheld by the Connecticut Supreme Court. (CGS §16-50p (2025); *FairwindCT, Inc. v. Conn. Siting Council*, 313 Conn. 669 (2014))

118. The site will be accessed periodically for maintenance activities. (Applicant 1, p. 12)

119. The estimated cost of the proposed facility is:

Tower and Foundation	\$150,000
Site Development	\$120,000
Utility and Facility Installation	\$70,000
<b>The Towers, LLC total</b>	<b>\$340,000</b>
Cellco Radio Equipment	\$115,000
Cellco Antennas and Coax	\$75,000
Power Systems	\$50,000
Equipment Costs	\$60,000
<b>Cellco total</b>	<b>\$300,000</b>
<b><u>Total Estimated Costs</u></b>	<b><u>\$640,000</u></b>

(Applicant 1, p. 13)

120. TT would recover the costs associated with the facility construction by leasing space on the proposed facility to Cellco and future wireless telecommunication carriers. (Applicant 4, Response 13)

121. Cellco would recover the costs of its equipment as part of its business operations and services. (Applicant 3, response 13)

122. Neither the facility, nor any portion thereof, is proposed to be undertaken by state departments, institutions or agencies or to be funded in whole or in part by the state through any grant or contract. TT is a private entity. (Applicant 4, response 12; CGS §22a-1, *et seq.* (2025))

#### **Public Health and Safety**

123. The Wireless Communications and Public Safety Act of 1999 (911 Act) was enacted by Congress to promote and enhance public safety by making 9-1-1 the universal emergency assistance number, by furthering deployment of wireless 9-1-1 capabilities, and by encouraging construction and operation of seamless ubiquitous and reliable networks for wireless services. (Council Administrative Notice Item No. 6 - Wireless Communications and Public Safety Act of 1999)

124. The proposed facility would be in compliance with the requirements of the 911 Act and would provide Enhanced 911 services. (Applicant 1, p. 5; Applicant 4, response 45)

125. Wireless carriers have voluntarily begun supporting text-to-911 services nationwide in areas where municipal Public Safety Answering Points (PSAP) support text-to-911 technology. Text-to-911 will extend emergency services to those who are deaf, hard of hearing, have a speech disability, or are in situations where a voice call to 911 may be dangerous or impossible. However, even after a carrier upgrades its network, a user's ability to text to 911 is limited by the ability of the local 911 call center to accept a text message. The FCC does not have the authority to regulate 911 call centers; therefore, it cannot require them to accept text messages. (Council Administrative Notice Item No. 23 – FCC Text-to-911: Quick Facts & FAQs)

126. Cellco's proposed equipment installations would be capable of supporting text-to-911 service. (Applicant 1, p. 5; Applicant 4, response 45)

127. Pursuant to the Warning, Alert and Response Network Act of 2006, “Wireless Emergency Alerts” (WEA) is a public safety system that allows customers who own enabled mobile devices to receive geographically-targeted, text messages alerting them of imminent threats to safety in their area. WEA complements the existing Emergency Alert System that is implemented by the FCC and FEMA at the federal level through broadcasters and other media service providers, including wireless carriers. (Council Administrative Notice No. 5 – FCC WARN Act)
128. Cellco’s proposed equipment would provide WEA services. (Applicant 3, response 46)
129. Pursuant to CGS §16-50p(a)(3)(G), the tower would be constructed in accordance with the current governing standard in the State of Connecticut for tower design and in accordance with the currently adopted International Building Code. (Applicant 1, Attachment 1; Applicant 4, response 14, 18, 41)
130. The tower would be designed to the Telecommunications Industry Association 222-H Structural Standards for Antenna Supporting Structures and Antennas and Small Wind Turbine Support Structures. (Applicant 1, Attachment 1; Applicant 4, Response 14, 18, 41)
131. The tower would be designed, per manufacturer recommendations, to withstand 120 miles per hour (MPH) wind speeds. (Applicant 4, response 14)
132. The proposed tower would not constitute an obstruction or hazard to air navigation and would not require Federal Aviation Administration (FAA) marking or lighting. (Applicant 1, p. 12, attachment 17; Applicant 4, response 51)
133. If the tower is approved, Nayden recommends conditions to facilitate coordination with radar, including, but not limited to the National Oceanic Atmospheric Administration, and the filing of Form FAA 7460-1 to the FAA. (Nayden 2)
134. TT would submit a Form FAA 7460-1 to the FAA consistent with the May 8, 2025 CAA comments if the facility is approved. (Applicant 4, response 49)
135. Security measures at the site would include, but are not limited to, the proposed compound fence and a locked access gate. (Applicant 4, response 42)
136. The facility design will comply with the 2022 Connecticut Fire Safety Code. (Applicant 4, response 41)
137. The tower setback radius\* would remain within the boundaries of the host parcel but would extend beyond the nearest wetland boundary to the northwest 117 feet. (Applicant 1, Attachment 1; Applicant 4, response 17)  
  
\*The horizontal distance equal to the tower height that extends radially from the center of the tower.
138. Operational noise from the facility would comply with DEEP Noise Control Regulations at the property boundaries. The emergency backup generator would be located approximately 500 feet from the nearest property line to the north. (Applicant 1, p. 12, Applicant 4, response 48)
139. Construction noise is exempt from the DEEP Noise Control Regulations §22a-69-1.8(g), which includes, but is not limited to, “physical activity at a site necessary or incidental to the erection, placement, demolition, assembling, altering, blasting, cleaning, repairing, installing, or equipping

- of buildings or other structures, public or private highways, roads, premises, parks, utility lines, or other property.” (RCSA §22a-69-1.8(g))
140. The host parcel is located outside the Federal Emergency Management Agency designated 100-year and 500-year flood zones. (Applicant 1, p. 10; Attachment 15; Applicant 4, response 58)
  141. TT would install swales and grading along the gravel access road and site to promote drainage away from the facility compound. (Attachment 1; Applicant 4, response 58)
  142. The proposed site is not located within a state-designated aquifer protection area. (Applicant 4, response 47)
  143. The facility is located within the Putnam Water Pollution Control Authority’s (WPCA) Little River Diversion public water supply watershed. A Public Water Supply Watershed Protection Program will be implemented during construction to comply with DPH guidelines. (Applicant 4, response 47)
  144. TT would implement Best Management Practices (BMP’s) as part of its Public Water Supply Watershed Protection Program during construction to ensure water quality is not adversely impacted. (Applicant 1, p. 10, Attachment 1; Applicants 4, response 47; Tr. 3, p. 38)
  145. BMP’s include, but are not limited to, contractor education, erosion and sedimentation controls, petroleum materials storage and spill prevention, herbicide, pesticide and salt restrictions and reporting. (Applicant 1, p. 10, Attachment 1; Applicants 4, response 47)
  146. The cumulative worst-case maximum power density from the radio frequency emissions from the operation of Cellco’s antennas is 5.2 percent of the standard for the General Public/Uncontrolled Maximum Permissible Exposure, as adopted by the FCC, at a horizontal distance of approximately 480 feet from the tower using the proposed antenna configuration. This calculation was based on methodology prescribed by the FCC Office of Engineering and Technology Bulletin No. 65E, Edition 97-01 (August 1997) using far-field methodology that assumes all channels would be operating simultaneously, which creates the highest possible power density levels. (Applicant 1, p 8, Attachment 14; Council Administrative Notice Item No. 2 – FCC OET Bulletin No. 65)
  147. If the tower is approved, Nayden recommends conditions for RF signage compliant with federal regulation and cumulative RF compliance with post activation field measurements. (Nayden 2)

#### ***Emergency Backup Power***

148. In response to two significant storm events in 2011, Governor Malloy formed a Two Storm Panel (Panel) that was charged with an objective review and evaluation of Connecticut’s approach to the prevention, planning and mitigation of impacts associated with emergencies and natural disasters that can reasonably be anticipated to impact the state. (Final Report of the Two Storm Panel, (Council Administrative Notice Item No. 63)
149. Consistent with the findings and recommendations of the Panel, and in accordance with CGS §16-50ll, the Council, in consultation and coordination with DEEP, DESPP and PURA, studied the feasibility of requiring backup power for telecommunications towers and antennas as the reliability of such telecommunications service is considered to be in the public interest and necessary for the public health and safety. (Council Administrative Notice Item No. 35 – Council Docket No. 432)
150. Commercial Mobile Radio Service (CMRS) providers are licensed by and are under the jurisdiction and authority of the FCC. At present, no standards for backup power for CMRS providers have

been promulgated by the FCC. (Council Administrative Notice Item No. 35 – Council Docket No. 432)

151. Natural gas is not available in the vicinity of the site. (Tr. 1, p. 50)
152. Cellco proposes to install a 50-kilowatt diesel-fueled generator with an associated 229-gallon double-walled fuel tank for backup power. Cellco's proposed generator would provide approximately 2 days of run time before it requires refilling. The generator's double-walled fuel tank would function as an integral secondary containment system around the primary fuel reservoir to capture and contain leaks, thus preventing uncontrolled discharges to the surrounding environment. Cellco would also install an 8-hour backup battery at the site. (Applicant 1 pp. 2-3; Applicant 4, responses 35, 36, 37, 39)
153. According to RCSA §22a-69-1.8, noise created as a result of, or relating to, an emergency, such as an emergency backup generator, is exempt from the DEEP Noise Control Regulations. (RCSA §22a-69-1.8)

### **Environmental Effects and Mitigation Measures**

#### *Air and Water Quality*

154. Operation of the proposed facility would not produce air emissions, excluding operation of the emergency backup generator. (Applicant 1, p. 9, 12)
155. Pursuant to RCSA §22a-174-3b, the emergency backup generator would be managed to comply with DEEP's "permit by rule" criteria and would comply with air emissions. Therefore, the generator would be exempt from general air permit requirements. (Applicant 1, p. 12; Applicant 4, Response 40; RCSA §22a-174-3b)
156. The Inland Wetlands and Watercourses Act (IWWA), CGS §22a-36, *et seq.*, contains a specific legislative finding that the inland wetlands and watercourses of the state are an indispensable and irreplaceable but fragile natural resource with which the citizens of the state have been endowed, and the preservation and protection of the wetlands and watercourses from random, unnecessary, undesirable and unregulated uses, disturbance or destruction is in the public interest and is essential to the health, welfare and safety of the citizens of the state. (CGS §22a-36, *et seq.* (2025))
157. The IWWA grants regulatory agencies with the authority to regulate upland review areas in its discretion if it finds such regulations necessary to protect wetlands or watercourses from activity that will likely affect those areas. (CGS §22a-42a (2025))
158. The IWWA forbids regulatory agencies from issuing a permit for a regulated activity unless it finds on the basis of the record that a feasible and prudent alternative does not exist. (CGS §22a-41 (2025))
159. A Wetland Inspection conducted on November 22, 2024, identified one wetland area and a watercourse in the vicinity of the site. (Applicant 1, pp. 7, 10, Attachment 11)
160. Wetland 1 is located approximately 117 feet northwest of the proposed fenced compound north and south of the existing gravel farm road and consists of a dense shrub understory and forested vegetation, with hydrology ranging from intermittent flooding to seasonally saturated areas. Hydrologic flow from Wetland 1 drains eastward into an intermittent watercourse. (Applicant 1, Attachment 11; Applicant 4, response 54)

161. The site lies partially within the Little River Diversion watershed which is managed by the Putnam WPCA. (Applicant 4, response 47)
162. The current site grading and drainage patterns direct stormwater/surface runoff away from Wetland 1. The proposed grading plan has been designed to replicate these existing hydrological flow paths to maintain consistency with the natural drainage route/pattern. (Tr. 1 p. 28, 35, 61-62, 72)
163. TT would install appropriate erosion and sedimentation (E&S) controls such as a construction fence and silt socks in compliance with applicable Connecticut Guidelines for Soil Erosion and Sediment Control (E&S Guidelines). (Applicant 1, Attachment 1)
164. Pursuant to CGS §22a-430b, a DEEP Stormwater Permit is required for any disturbance greater than 1 acre. The construction limit of disturbance for the proposed site is approximately 0.4-acre; therefore, the project would not require a DEEP Stormwater Permit (CGS §22a-430b; DEEP General Permit for the Discharge of Stormwater and Dewatering Wastewaters from Construction Activities. (Applicant 1, Attachment 1, 13; DEEP-WPED-GP-015))

#### ***Forests and Parks***

165. Approximately 75 trees greater than 6-inches in diameter at breast height, would be removed to construct the facility. (Applicant 1, Attachment 1)
166. The nearest park is Roseland Park located approximately 1.8 miles to the southeast of the proposed facility site. The tower will not be visible from the park. (Applicant 1, Attachment 9)

#### ***Fish and Wildlife***

167. The site is not adjacent to DEEP-designated cold-water habitat. Development of the site would not affect fish passage. (Council Administrative Notice Item No. 56; Applicant 1, Attachment 11)
168. DEEP Natural Diversity Database (NDDB) maps show approximate locations of state-listed endangered, threatened, and special concern species and can be used to find areas of potential conservation concern. (Council Administrative Notice Item No. 86)
169. The proposed facility is not located within a NDDB buffer area. (Applicant 1, p. 7, Attachment 10; Council Administrative Notice Item No. 86)
170. The proposed facility is not located adjacent to an Important Bird Area (IBA), as designated by the National Audubon Society. (Applicant 1, Attachment 10; Council Administrative item No. 91)
171. The proposed facility would comply with the United States Fish and Wildlife Service telecommunications tower guidelines for minimizing the potential for impact to bird species. (Applicant 1, p. 7)
172. TT complied with National Environmental Policy Act (NEPA) requirements for telecommunications facilities. (Applicant 1, p. 7)

#### ***Agriculture and Soils***

173. Agricultural land is an economic resource. The terms “agriculture” and “farming” are defined under CGS §1-1q. Agriculture and farming activities are exempt from certain statutes and regulations, including, but not limited to, provisions related to wetlands and nuisance. (CGS §1-1q (2025); CGS §19a-341(2025)(commonly known as “the Right to Farm Law”); CGS §22a-19 (2025); CGS

§22a40 (2025); CGS §7-131d (2025); *Red Hill Coalition, Inc. v. Town Plan & Zoning Comm'n*, 212 Conn. 727 (1989); *Indian Spring Land Co. v. Inland Wetlands & Watercourse Agency of Greenwich*, 322 Conn. 1 (2016))

174. The host parcel contains approximately 37 acres of prime farmland soils and approximately 11 acres of statewide important farmland soils. Construction of the facility would disturb approximately 0.46 acres of prime farmland soils and approximately 0.14 acres of statewide important farmland soils. (Applicant 4, response 56)
175. The proposed site is not in current agricultural production. (Applicant 1, Attachment 1).

### *Scenic, Historic and Recreational Values*

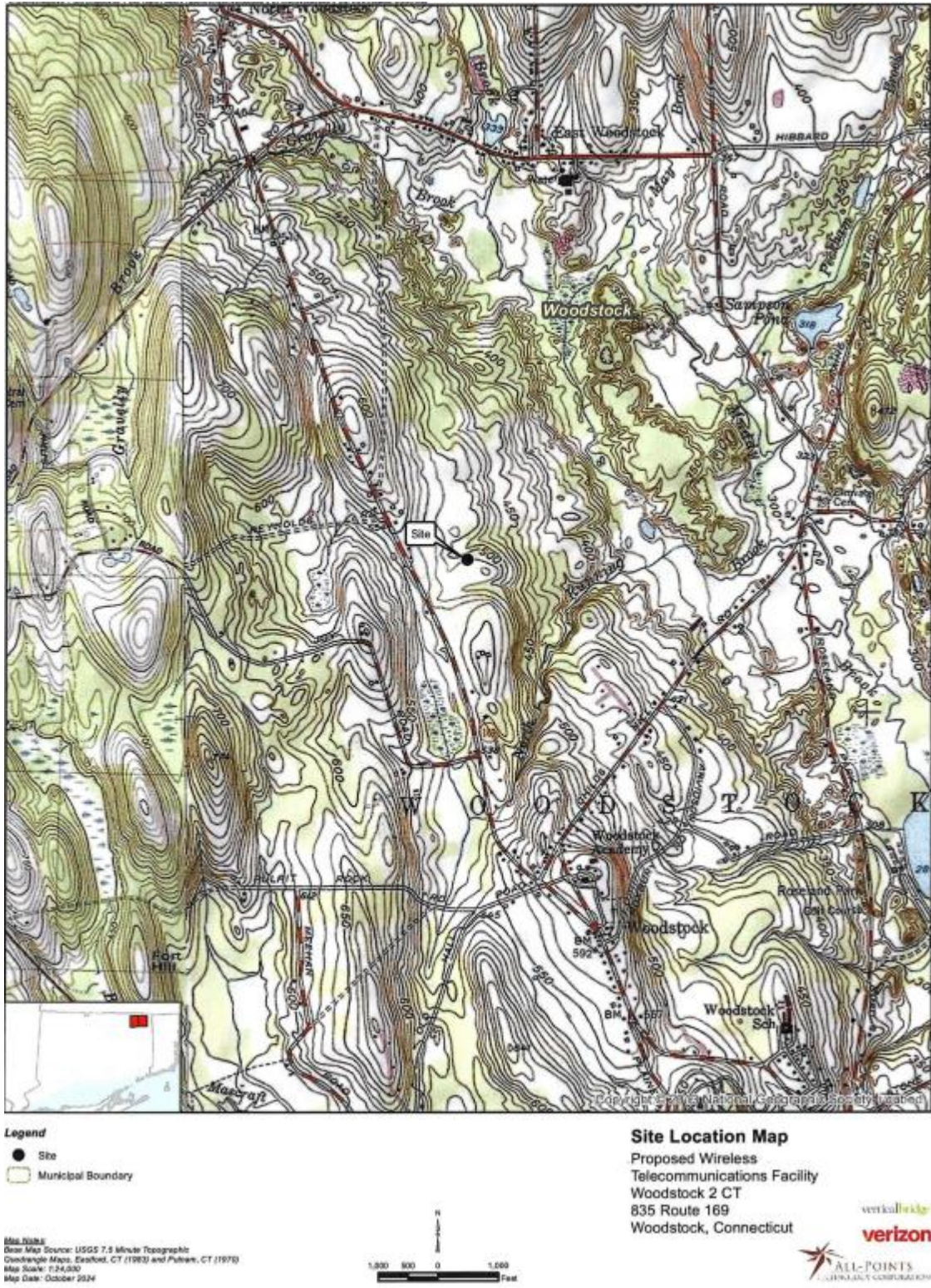
176. By letter dated February 18, 2025, SHPO determined that the proposed facility would have no effect on sites listed on or eligible for listing on the National Register of Historic Places. (Applicant 1, Attachment 12)
177. Route 169 is a designated National Scenic Highway. The facility will be visible year-round and seasonally along portions of Route 169 (refer to Figure 9). (Applicant 1, Attachment 9, Bulk Filing Section 4– Town Plan of Conservation and Development, Applicant 4, response 53)
178. There are no hiking trails within two miles of the site. (Applicant 1, Attachment 9)
179. Pursuant to CGS §16-50p(b), the Council shall examine whether the proposed facility would be located in an area of the state which the Council, in consultation with DEEP and any affected municipalities, finds to be a relatively undisturbed area that possesses scenic quality of local, regional or state-wide significance and the latest facility design options intended to minimize aesthetic and environmental impacts. The Council may deny an application for a certificate if it determines that the proposed facility would substantially affect the scenic quality of its location or surrounding neighborhood and no public safety concerns require that the proposed facility be constructed in such a location. (CGS §16-50p(b) (2025))
180. No comments were received from the Town, OPM or DEEP regarding any impacts to scenic quality or resources. (Record)

### *Visibility*

181. Property owners have no right to an unobstructed view from structures built on adjacent property except where there is an express statutory provision or there is a contract or restrictive covenant protecting the private right to a view or vista. (*Mayer v. Historic District Comm'n of Town of Groton*, 325 Conn. 765 (2017); CGS §47-25 (2025))
182. TT used a combination of predictive computer models, in-field analysis, and a review of various data sources to evaluate the visibility of the proposed facility. (Applicant 1, p. 9, Attachment 9)
183. On March 11, 2025, TT conducted a balloon test and field reconnaissance at the proposed tower site to assist in the visibility evaluation. The balloon test consisted of flying a 4-foot diameter red balloon at a height of approximately 150-feet agl at the proposed site. An in-field reconnaissance was then performed from publicly accessible locations in the surrounding area to determine where the proposed tower would be visible. The in-field reconnaissance included photographs taken from various areas around the site. (Applicant 1, Attachment 9)

184. Information obtained during the field reconnaissance was incorporated into a viewshed map that depicts areas with year-round visibility within a two-mile radius (8,042 acres) of the site (Study Area) based on computer modeling and in-field observations from publicly-accessible locations. (Applicant 1, Attachment 9)
185. Based on the viewshed analysis (refer to Figure 9), the proposed tower would be visible year-round from approximately 198 acres of the study area. Approximately 13 residential properties would have year-round views of the proposed tower (Applicant 1, Attachment 9; Applicant 4, response 52)
186. The tower would be seasonally visible (leaf-off conditions) from an additional 252 acres of the study area. Approximately 11 residential properties would have seasonal views of the proposed tower (Applicant 1, Attachment 9)
187. The average tree height of the surrounding tree canopy is approximately 85 feet (tree heights range from 80 feet to 90 feet). (Applicant 4, response 19)
188. The proposed tower would be galvanized steel. The tower would extend above the existing tree canopy, but its galvanized steel finish would minimize visual disruption. (Applicant 1, Attachment 9; Applicant 4, response 19)
189. A monopine facility would not blend into the area due to the surrounding tree canopy height of approximately 80 feet and lack of coniferous trees in the area. A stealth monopine facility would be more prominent in the proposed location as it would have a larger visual profile within a surrounding deciduous forest. (Applicant 4, response 19)
190. Pursuant to CGS §16-50p(a)(3)(F), for a telecommunications proposed to be installed on land near a building containing a school, the facility will not be less than 250 feet from the building containing the school unless the location is acceptable to the chief elected official of the municipality or the Council finds that the facility will not have a substantial adverse effect on the aesthetics or scenic quality of the neighborhood in which such school is located. (CGS §16-50p(a)(3)(F) (2025))
191. No schools or commercial child day care facilities are located within 250 feet of the site. The nearest building containing a school or commercial day care is The Woodstock Academy located approximately 1 mile southeast of the proposed facility site. (Applicant 1, Attachment 9)

**Figure 1 – Site Location – Topographic Map**



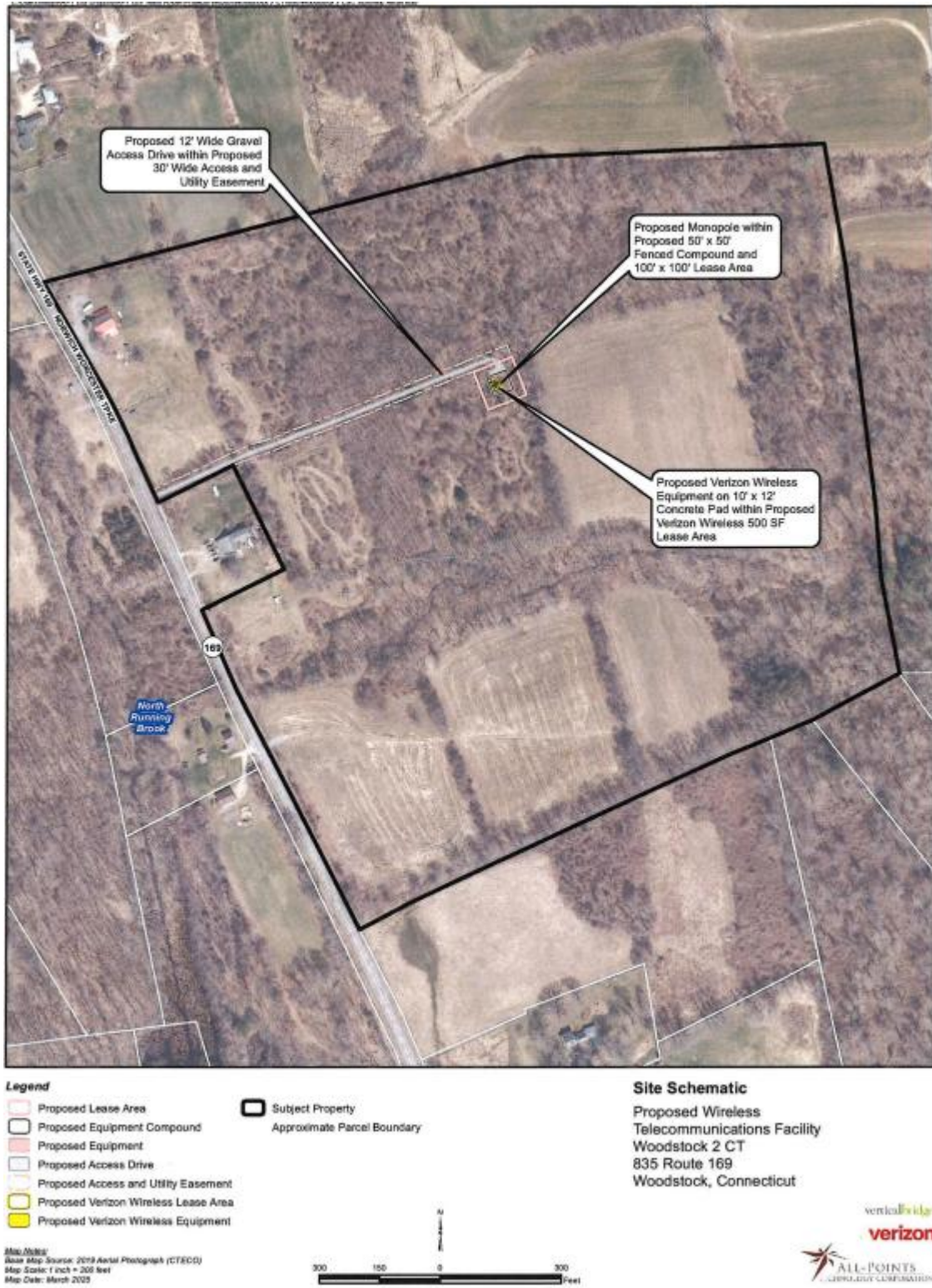
(Applicant 1, Attachment 1)

**Figure 2 – Site Location – Aerial Image**



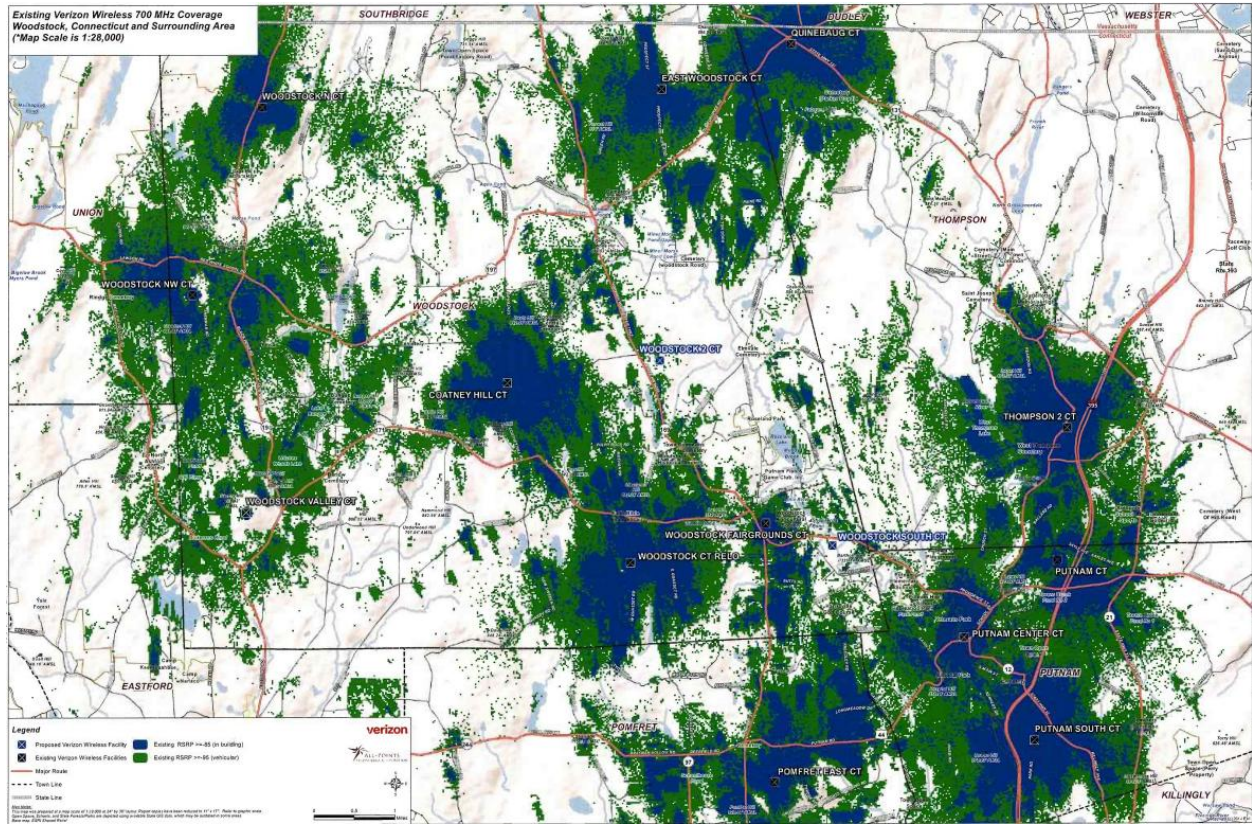
(Applicant 1, Attachment 1)

**Figure 3 – Site Location – Site Schematic**



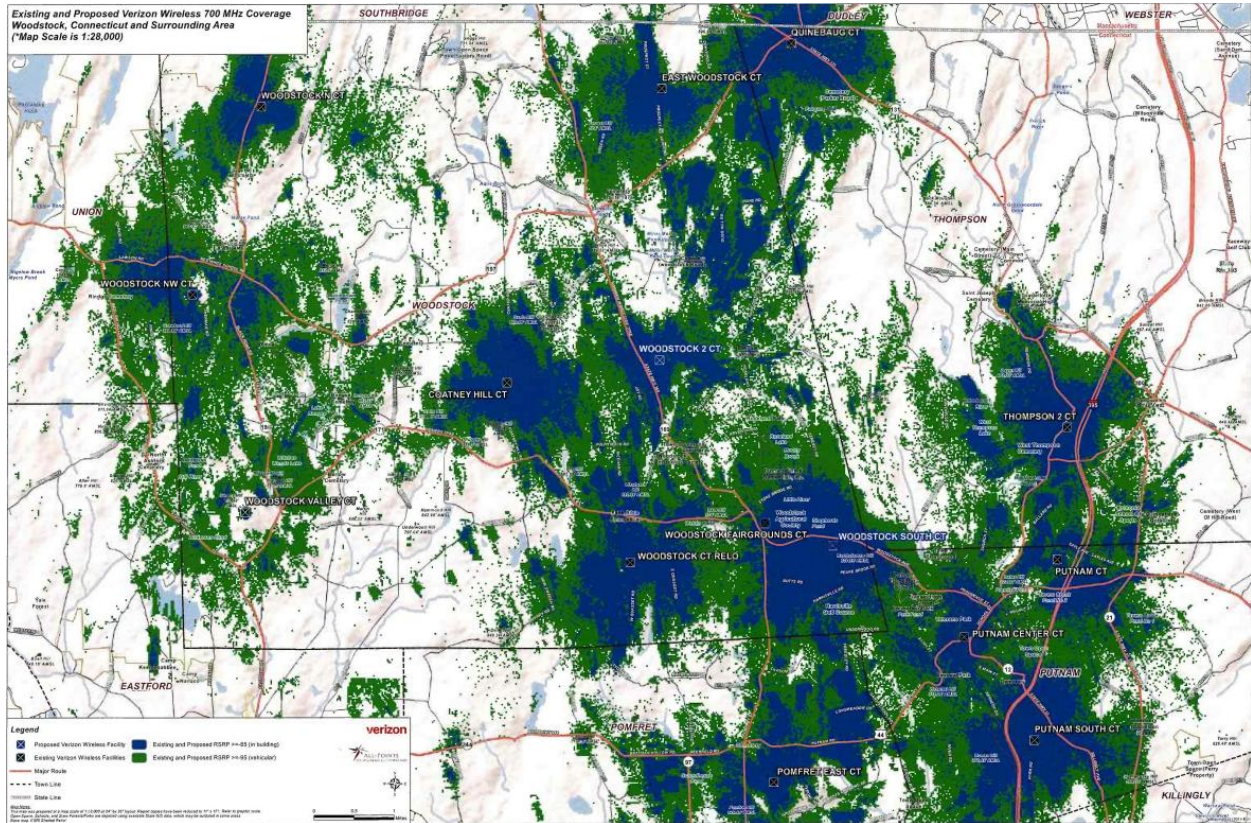
(Applicant 1, Attachment 1)

**Figure 4 – Cellco Existing 700 MHz Coverage**



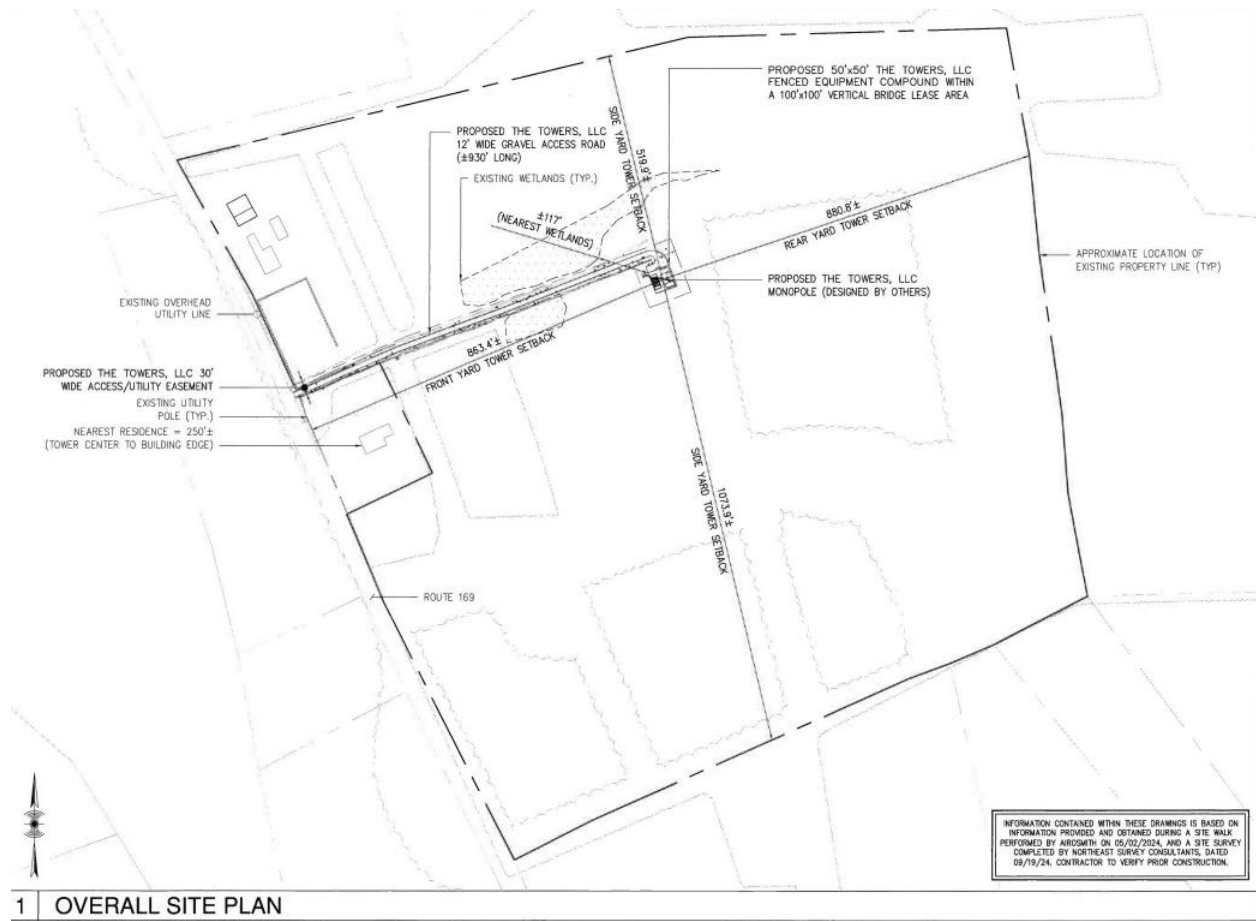
(Applicant 7, Exhibit 1)

**Figure 5 – Cellco Existing and Proposed 700 MHz Coverage**



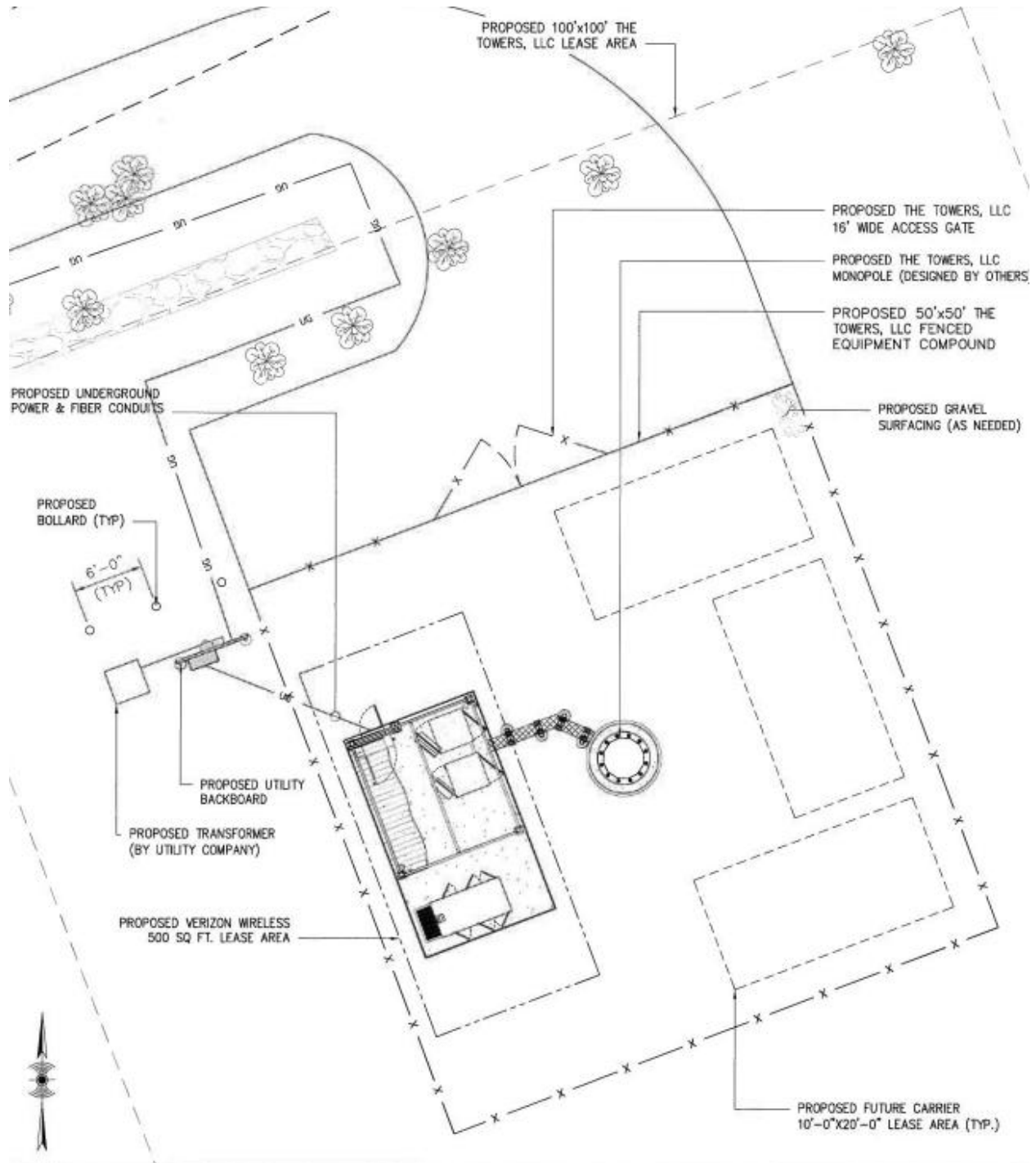
(Applicant 7, Exhibit 1)

**Figure 6– Site Plan Overview**



(Applicant 1, Attachment 1)

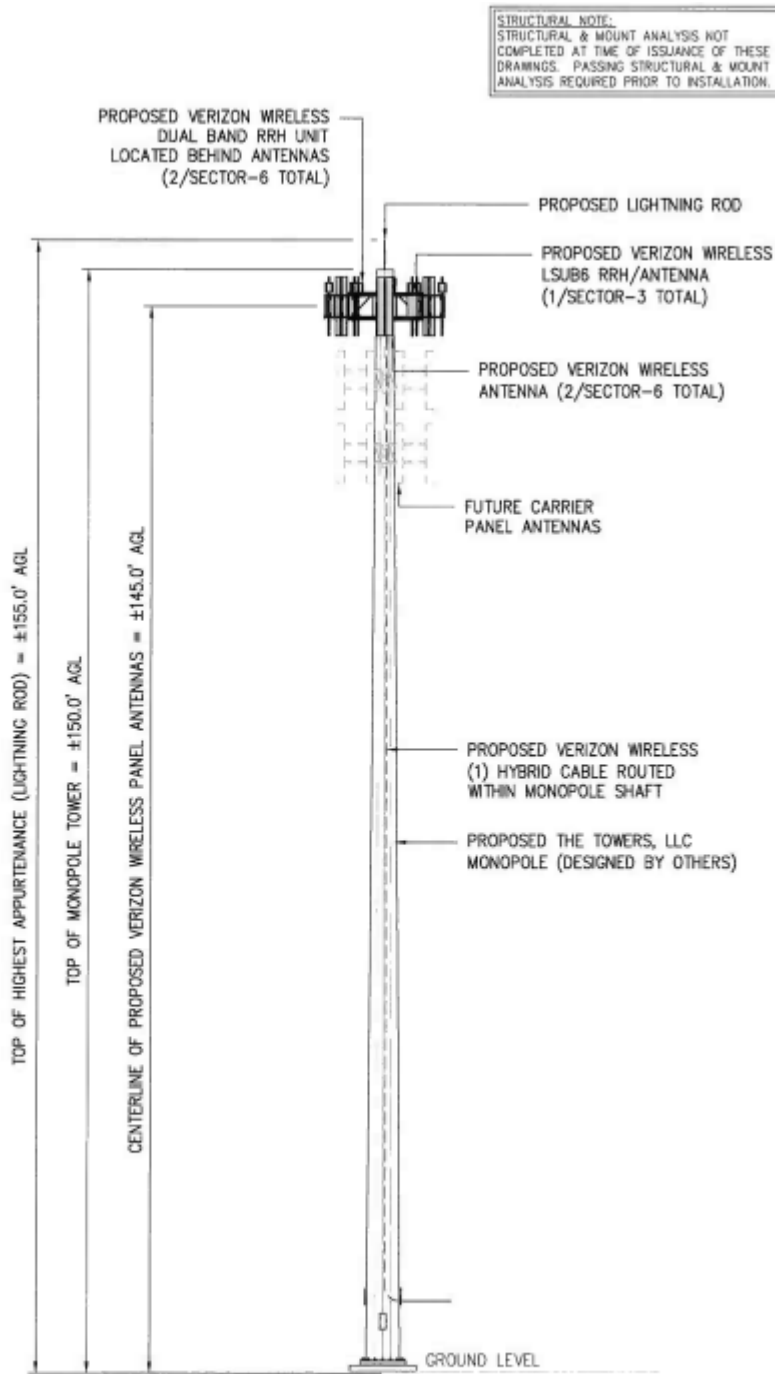
**Figure 7– Site Compound Detail**



**1 COMPOUND PLAN**

SCALE: 1" = 10' (11"x17"), 1" = 6' (22"x34")

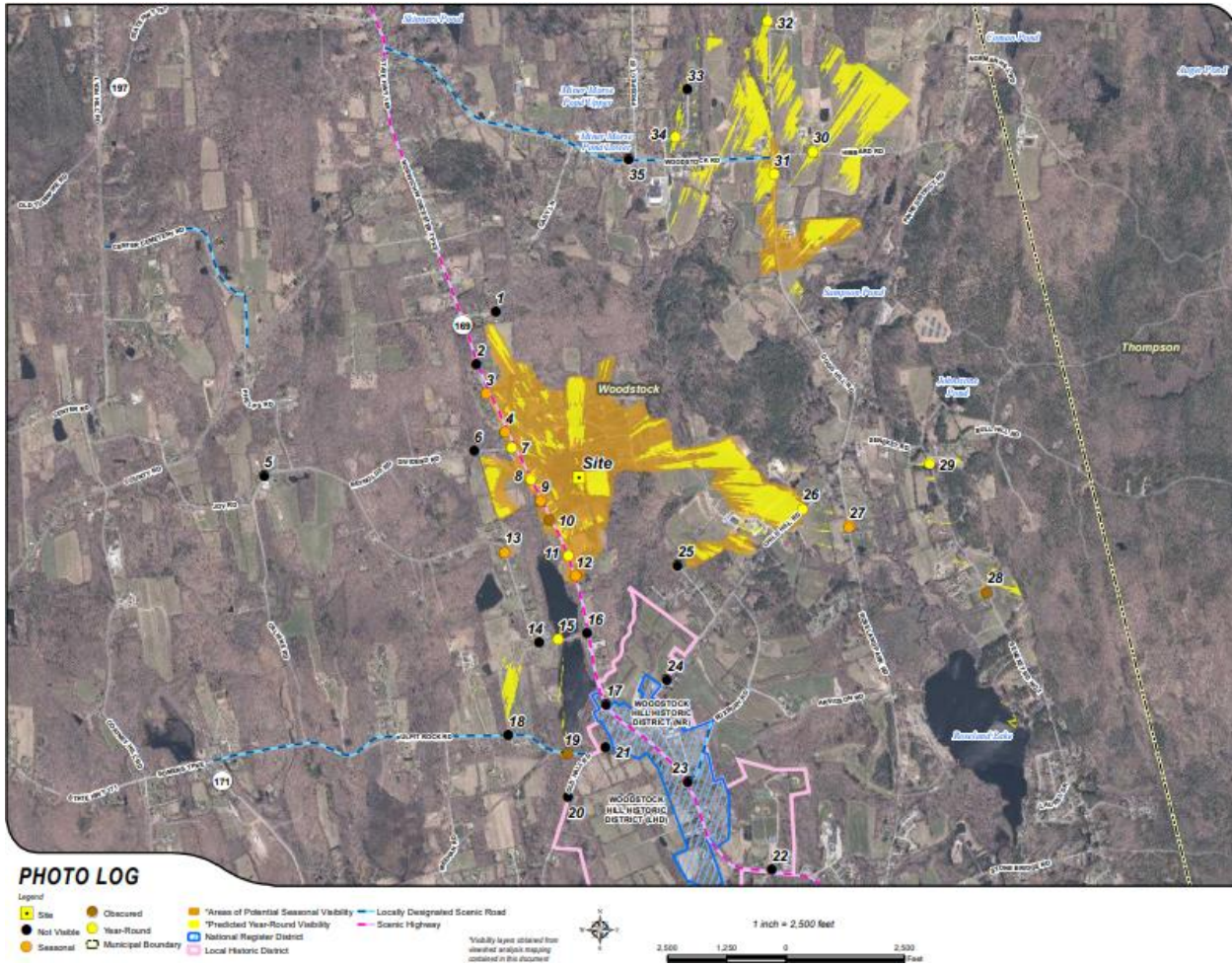
**Figure 8– Site Elevation Detail**



**1 | ELEVATION VIEW**

SCALE: 1" = 20' (11"x17") 1" = 10' (22"x34")

**Figure 9 – Proposed Site Visibility Analysis**



(Applicant 1, Attachment 9)

***Visibility Analysis Map Photolog***

<b>Photo</b>	<b>Location</b>	<b>Orientation</b>	<b>Distance</b>	<b>Visibility</b>
1	FAIRFIELD DRIVE	SSE	+/- 0.74 MILE	NOT VISIBLE
2	ROUTE 169	SE	+/- 0.62 MILE	NOT VISIBLE
3	ROUTE 169	SE	+/- 0.50 MILE	SEASONAL
4	ROUTE 169	ESE	+/- 0.35 MILE	SEASONAL
5	JOY ROAD	E	+/- 1.26 MILES	NOT VISIBLE
6	DIVIDEND ROAD	ESE	+/- 0.44 MILE	NOT VISIBLE
7	DIVIDEND ROAD AT ROUTE 169	ESE	+/- 0.30 MILE	YEAR ROUND
8	ROUTE 169	E	+/- 0.19 MILE	YEAR ROUND
9	ROUTE 169	ENE	+/- 0.18 MILE	SEASONAL
10	ROUTE 169	NE	+/- 0.21 MILE	OBSCURED
11	ROUTE 169	N	+/- 0.31 MILE	YEAR ROUND
12	ROUTE 169	N	+/- 0.39 MILE	SEASONAL
13	JOY ROAD	NE	+/- 0.42 MILE	SEASONAL
14	JOY ROAD	NNE	+/- 0.67 MILE	NOT VISIBLE
15	JOY ROAD	N	+/- 0.65 MILE	YEAR ROUND
16	JOY ROAD AT ROUTE 169	N	+/- 0.62 MILE	NOT VISIBLE
17	ROUTE 169	N	+/- 0.91 MILE	NOT VISIBLE
18	PULPIT ROCK ROAD	NNE	+/- 1.07 MILES	NOT VISIBLE
19	PULPIT ROCK ROAD	N	+/- 1.10 MILES	OBSCURED
20	OLD HALL ROAD	N	+/- 1.28 MILES	NOT VISIBLE
21	OLD HALL ROAD*	N	+/- 1.08 MILES	NOT VISIBLE
22	ROUTE 169	NNW	+/- 1.75 MILES	NOT VISIBLE
23	ROUTE 169	NNW	+/- 1.29 MILES	NOT VISIBLE
24	CHILD HILL ROAD*	NNW	+/- 0.88 MILE	NOT VISIBLE
25	SUNRISE DRIVE*	NW	+/- 0.52 MILE	NOT VISIBLE
26	CHILD HILL ROAD	W	+/- 0.91 MILE	YEAR ROUND
27	ROSELAND PARK ROAD	W	+/- 1.10 MILES	SEASONAL
28	SENEXET ROAD NUMBER 1	WNW	+/- 1.69 MILES	OBSCURED
29	SENEXET ROAD NUMBER 1	W	+/- 1.39 MILES	YEAR ROUND
30	HIBBARD ROAD	SW	+/- 1.60 MILES	YEAR ROUND
31	DUGG HILL ROAD	SW	+/- 1.44 MILES	YEAR ROUND
32	DUGG HILL ROAD	SSW	+/- 1.97 MILES	YEAR ROUND
33	MAY BROOK	SSW	+/- 1.60 MILES	NOT VISIBLE
34	MAY BROOK	SSW	+/- 1.41 MILES	YEAR ROUND
35	DOCTOR PIKE ROAD	S	+/- 1.28 MILES	NOT VISIBLE

\*Photograph was taken at 35 mm focal length.

(Applicant 1, Attachment 9)

**DOCKET NO. 535** - The Towers, LLC application for a Certificate of Environmental Compatibility and Public Need for the construction, maintenance, and operation of a telecommunications facility and associated equipment located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut. } Connecticut  
} Siting  
} Council

February 5, 2026

### Opinion

On April 7, 2025, The Towers, LLC (TT or Applicant) applied to the Connecticut Siting Council (Council) for a Certificate of Environmental Compatibility and Public Need (Certificate) for the construction, maintenance, and operation of a 150-foot wireless telecommunications facility and associated equipment at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut. TT is a joint venture between Vertical Bridge REIT, LLC (VB) and Cellco Partnership d/b/a Verizon Wireless (Cellco).

The purpose of the proposed facility is to provide reliable wireless communications services for Cellco customers and address coverage and capacity deficiencies throughout portions of eastern Woodstock (Town).

The party to this proceeding is the Applicant. The Intervenor in this proceeding is Paska Nayden (Nayden). There are no Connecticut Environmental Protection Act (CEPA) Intervenors to this proceeding. In this Opinion, the Council incorporates its record disposition of all substantive and procedural motions that were raised by the parties and intervenors during the course of the proceeding.

The United States Congress recognized a nationwide need for high quality wireless services through the adoption of the Federal Telecommunications Act of 1996 and directed the Federal Communications Commission (FCC) to establish a market structure for system development and develop technical standards for network operations. The FCC preempts state or local regulation on matters that are exclusively within the jurisdiction and authority of the FCC, including, but not limited to, network operations and radio frequency emissions. Preservation of state or local authority extends only to placement, construction and modifications of telecommunications facilities based on matters not directly regulated by the FCC, such as environmental impacts. The Council's statutory charge is to balance the need for development of proposed wireless telecommunications facilities with the need to protect the environment.

Under Connecticut General Statutes (CGS) §16-50p(b), there is a presumption of public need for personal wireless services and the Council is limited to consideration of a specific need for any proposed facility to be used to provide such services to the public.

TT owns and/or operates numerous tower facilities in the state. TT would construct, maintain and own the proposed facility and would be the Certificate Holder. Cellco is licensed by the FCC to provide personal wireless communications service throughout the state and would lease space on the proposed tower for its telecommunications equipment.

The total estimated cost of the proposed facility is \$640,000, inclusive of costs associated with Cellco's, equipment installation. Neither the facility, nor any portion thereof, is proposed to be undertaken by state departments, institutions or agencies or to be funded in whole or in part by the state through any grant or contract. VB and Cellco are a private entities.

Cellco has coverage and capacity deficiencies in its wireless communications network in portions of eastern Woodstock and portions of the Town of Thompson. Currently, Cellco provides wireless service to portions

of Woodstock from six existing facilities. All of these facilities are within four miles of the proposed site; however, none of them can provide reliable service to the proposed service area.

The proposed facility would provide capacity relief to Cellco's Coatney Hill site located approximately 1.8 miles to the west, Cellco's Woodstock Relo site located 2.5 miles to the south and would off-load traffic from Cellco's Putnam CT and Quinebaug sites. The proposed facility would also interact with the Council certificated facility in Docket No. 534 located 3.2 miles to the southeast at 90 Woodstock Avenue West (Route 171). Non-reliable service for Cellco was confirmed by coverage modeling. Cellco's installation is capable of providing 5G services.

Cellco would deploy 700 MHz, 850 MHz, 1900 MHz, 2100 MHz, and 3700 MHz frequencies at the site, all of which transmit voice and data services. The 3700 MHz frequency would provide 5G services.

Cellco's installation at the 145-foot level of the tower would provide reliable 700 MHz service to a 2.1 mile section of Route 169, a 2.4 mile section of Roseland Park Road, a 2.0 mile section of Dugg Hill Road and a 1.3 mile section of Hibbard/Woodstock Road.

Small cells or distributed antenna systems would not be a practicable or feasible means of addressing the existing coverage deficiency within the proposed service area. Small cells limit the number of frequencies that can be deployed, limit structure sharing with other carriers, and lack space for emergency backup power. To provide wireless service to the proposed service area would require a significant number of small cell deployments either on existing utility poles or on new utility poles along roadways or on private parcels throughout the proposed service area and would not be economically viable as a replacement for a single tower site. Therefore, the Council finds small cells are not a feasible alternative to the proposed facility.

Based on a lack of reliable wireless service for Cellco in eastern Woodstock and adjacent areas, the Council finds a specific need for the facility. Nayden supports the minimization of the tower height to the lowest proven workable height; however, lowering the height of Cellco's antennas would reduce the coverage footprint and create coverage gaps in the area.

Cellco commenced a site search in a one mile area around Route 169 and Child Hill Road in September of 2022. TT collaborated with Cellco to investigate 26 sites within the search area. Other than the proposed site, the sites investigated were rejected due to failure to meet wireless service objectives or the inability to obtain a lease. The Town suggested the use of its transfer station at 49 Paine District Road. A tower located at the transfer station, given its 1.5 mile distance from the proposed facility and lower ground elevation, would not adequately cover the targeted gaps along Route 169 nor help to off-load capacity from Cellco's Coatney Hill and Woodstock Relo sites.

For any site to be considered a feasible and prudent alternative to a proposed facility site, it must be available to host the proposed facility. 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 nor shall the Council be limited in any way by the applicant having already acquired land or an interest therein for the purpose of siting a facility.

Pursuant to CGS §16-50x, the Council has exclusive jurisdiction over telecommunications facilities throughout the state. It shall consider any location preferences provided by the host municipality under CGS §16-50gg as the Council shall deem appropriate.

Applicant commenced the 90-day pre-application municipal consultation process in December of 2024. On February 20, 2025, TT participated in a Public Information Meeting (PIM) held at the Woodstock Town Hall. The PIM included a presentation of the proposed facility to Town officials and the public. Concerns

expressed at the PIM included, but were not limited to, visibility of the tower, wetland impacts, stealth options, impacts on farmland soils and the potential use of the Town Transfer Station at 49 Paine District Road as an alternative to the proposed facility site.

Pursuant to CGS §16-50p(b), the Council shall examine whether the proposed facility may be shared with any public or private entity that provides service to the public, provided such shared use is technically, legally, environmentally and economically feasible and meets public safety concerns, and may impose reasonable conditions as it deems necessary to promote the immediate and shared use of telecommunications facilities and avoid the unnecessary proliferation of such facilities in the state. The facility would be designed to accommodate three wireless carriers and municipal antennas. No other wireless carriers, nor the Town has expressed an interest in collocating antennas on the tower at this time.

The tower site is located in the north-central portion of a 55.1 acre host parcel zoned Community District. The host parcel is developed with The Christmas Barn and is used for commercial and agricultural purposes.

The facility consists of a 150-foot monopole within a 50-foot by 50-foot compound. Cellco would install 9 antennas and 6 remote radio heads on an antenna platform at a centerline height of 145 feet above ground level (agl). Cellco would install two equipment cabinets and a 50-kilowatt diesel-fueled emergency backup generator on a 10-foot by 20-foot concrete pad. The compound can support radio equipment of two additional tenants. To deter unauthorized access to the compound and tower, the compound would be enclosed by an eight-foot chain link fence, accessed through a locked, 12-foot-wide double leaf chain-link access gate.

In the event an outage of commercial power, Cellco proposes to install a 50-kilowatt diesel-fueled generator with an associated 229-gallon tank for backup power. Cellco's proposed generator would provide approximately 2 days of run time before it requires refilling. The emergency backup generator would have a double-walled fuel tank which functions as an integral secondary containment system around the primary fuel reservoir to capture and contain leaks, thus preventing uncontrolled discharges to the surrounding environment. Cellco would also install an 8-hour backup battery at the site for use in the event the generator does not start.

The compound would be accessed from an existing 930-foot long gravel drive extending northeast from Route 169. Utilities servicing the facility would extend 900 feet underground from the compound along the access road to an upgraded Eversource utility pole on Route 169.

There are 6 residential structures within 1,000 feet of the site. The nearest off-site residential structure is located approximately 760 feet to the west from the tower at 815 Route 169. It is also owned by the site host parcel owner. The nearest property boundary from the compound fence and tower not owned by the site host parcel owner from the tower is approximately 520 feet to the north at 210 Child Hill Road. The tower setback radius would remain within the boundaries of the host parcel.

A geotechnical survey would be performed prior to construction to evaluate existing subsurface conditions as part of the Development and Management (D&M) Plan. The proposed facility would be constructed in compliance with the applicable *Connecticut Guidelines for Soil Erosion and Sedimentation Control*.

Development of the site would require the removal of 75 trees with a diameter of six inches or greater at breast height, including dead trees. Construction of the facility would disturb approximately 0.46 acres of prime farmland soils and approximately 0.14 acres of statewide important farmland soils.

A wetland inspection identified one wetland area approximately 117 feet northwest of the compound. The existing gravel farm road bisects the wetland to the north and south. Site grading would direct stormwater away from the wetland area.

The site is not located within a DEEP Natural Diversity Database buffer area.

The site is not located within a flood zone or within a state-designated aquifer protection area.

The facility is not located adjacent to an Important Bird Area (IBA), as designated by the National Audubon Society. The facility would comply with the USFWS guidelines for minimizing the potential for telecommunications towers to impact bird species.

The facility would have no effect on sites listed on or eligible for listing on the National Register of Historic Places.

Operation of the facility would comply with state noise control standards at the property lines.

Based on Applicant's visual impact assessment within a two-mile radius of the site (Study Area-8,042 acres), the proposed tower would be visible year-round (above the trees) from approximately 198 acres of the Study Area, mostly over open fields, at distances of approximately 1-mile. Approximately 13 residential properties would have year-round views of the proposed tower.

The tower would be seasonally visible (leaf-off conditions) from approximately 252 acres of the Study Area with most of this seasonal visibility occurring from locations around the host parcel. Approximately 11 residential properties would have seasonal views of the proposed tower.

There are no hiking trails within two miles of the site.

Pursuant to CGS §16-50p(b), the Council shall examine whether the proposed facility would be located in an area of the state which the Council, in consultation with DEEP and any affected municipalities, finds to be a relatively undisturbed area that possesses scenic quality of local, regional or state-wide significance and the latest facility design options intended to minimize aesthetic and environmental impacts.

No comments were received from the Town, Office of Policy and Management or DEEP regarding any impacts to scenic quality or resources.

The Council finds that the proposed facility would not be located in an area of the state that possesses scenic quality of local, regional or state-wide significance and would not substantially affect the scenic quality of its location or surrounding neighborhood. The Council also finds that a galvanized steel monopole design minimizes aesthetic impacts to the surrounding area.

Pursuant to CGS §16-50p(a)(3)(F), for a telecommunications facility proposed to be installed on land near a building containing a school, the facility will not be less than 250 feet from the building containing a school unless the location is acceptable to the chief elected official of the municipality or the Council finds that the facility will not have a substantial adverse effect on the aesthetics or scenic quality of the neighborhood in which such school is located. No schools or commercial child day care facilities are located within 250 feet of the proposed site.

According to a methodology prescribed by the FCC Office of Engineering and Technology Bulletin No. 65E, Edition 97-01 (August 1997), the cumulative worst-case maximum power density from the radio

frequency (RF) emissions from the operation of Cellco's proposed antennas to be installed on the tower have been calculated to amount to 5.2 percent of the FCC's General Public/Uncontrolled Maximum Permissible Exposure (MPE) using a far-field methodology for the proposed facility that accounts for a 6-foot tall person at ground level and the actual antenna patterns. This is conservatively based on the antennas emitting maximum power. This percentage is below federal standards established for the frequencies used by wireless companies.

Nayden recommends conditions for the installation of RF signage compliant with federal regulation and demonstration of cumulative RF compliance with post activation field measurements.

If federal power density standards change, the Council will require that the tower be brought into compliance with such standards. The Council will require that the power densities be recalculated in the event other entities collocate antennas on the tower. The Telecommunications Act of 1996 prohibits any state or local agency from regulating telecommunications towers on the basis of the environmental effects of radio frequency emissions to the extent that such towers and equipment comply with FCC's regulations concerning such emissions. Potential harm to wildlife from radio frequency emissions, like the potential harm to human health from radio frequency emissions, is a matter of exclusive federal jurisdiction. The Council's role is to ensure that the tower meets federal permissible exposure limits.

The Council finds that the proposal would not cause unreasonable pollution, impairment or destruction of the public trust in the air, water or other natural resources of the state. The Council has considered all reasonable alternatives and finds that the proposal represents the best alternative consistent with the reasonable requirements of the public health, safety and welfare.

Based on the record in this proceeding, the Council finds that the effects associated with the construction, operation, and maintenance of the telecommunications facility at the proposed location, including effects on the natural environment, ecological balance, public health and safety, scenic, historic, and recreational values, agriculture, forests and parks, air and water purity, and fish, aquaculture and wildlife are not disproportionate either alone or cumulatively with other effects when compared to need, are not in conflict with policies of the state concerning such effects, and are not sufficient reason to deny this application. Therefore, the Council will issue a Certificate for the construction, maintenance, and operation of a 150-foot galvanized steel monopole telecommunications facility at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut.

**DOCKET NO. 535** - The Towers, LLC application for a } Connecticut  
Certificate of Environmental Compatibility and Public Need for }  
the construction, maintenance, and operation of a } Siting  
telecommunications facility and associated equipment located at }  
835 Norwich Worcester Turnpike (Route 169), Woodstock, } Council  
Connecticut.

February 5, 2026

### Decision and Order

Pursuant to Connecticut General Statutes (CGS) §16-50p, and the foregoing Findings of Fact and Opinion, the Connecticut Siting Council (Council) finds that the effects associated with the construction, maintenance, and operation of a telecommunications facility, including effects on the natural environment, ecological balance, public health and safety, scenic, historic, and recreational values, agriculture, forests and parks, air and water purity, and fish, aquaculture and wildlife are not disproportionate, either alone or cumulatively with other effects, when compared to need, are not in conflict with the policies of the State concerning such effects, and are not sufficient reason to deny the application, and therefore directs that a Certificate of Environmental Compatibility and Public Need (Certificate), as provided by CGS §16-50k, be issued to The Towers, LLC, hereinafter referred to as the Certificate Holder, for the construction, maintenance and operation of a telecommunications facility located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut.

Unless otherwise approved by the Council, the facility shall be constructed, operated, and maintained substantially as specified in the Council's record in this matter, and subject to the following conditions:

1. The tower shall be constructed as a galvanized steel monopole at a height of 150 feet above ground level to provide the proposed wireless services, sufficient to accommodate the antennas of Celco Partnership d/b/a Verizon Wireless and other entities, both public and private. The height of the tower may be extended after the date of this Decision and Order (D&O) pursuant to regulations of the Federal Communications Commission (FCC).
2. The Certificate Holder shall prepare a Development and Management (D&M) Plan for this site in compliance with Sections 16-50j-75 through 16-50j-77 of the Regulations of Connecticut State Agencies (RCSA). The D&M Plan shall be provided to the service list, and submitted to and approved by the Council prior to the commencement of facility construction and shall include:
  - a) A certified letter from a wireless telecommunications carrier with a firm commitment to install associated wireless equipment at the facility upon completion of construction;
  - b) Final site plan(s) for development of the facility that employ the governing standard in the State of Connecticut for tower design in accordance with the currently adopted International Building Code and include specifications for the tower, tower foundation, antennas and equipment compound including, but not limited to, fence design, ground equipment, access road, utility installation and emergency backup power;
  - c) Construction plans for site clearing, grading, water drainage and stormwater control, and erosion and sedimentation controls consistent with the applicable *Connecticut Guidelines for Soil Erosion and Sediment Control*;
  - d) Construction schedule including hours and days of the week for construction activities.
3. Deployment of any 5G services must comply with FCC and Federal Aviation Administration guidance relative to air navigation, as applicable.

4. Prior to the commencement of operation, the Certificate Holder shall provide the Council with a rigorous cumulative far-field radio frequency analysis for the facility that accounts for all entities on the tower, a 6-foot tall person at ground level and the actual antenna pattern for antennas on the facility with a cumulative percent maximum permissible exposure at or below 100 percent, consistent with FCC, Office of Engineering and Technology, Bulletin No. 65, August 1997. The Certificate Holder shall ensure a recalculated report of the electromagnetic radio frequency power density be submitted to the Council if and when circumstances in operation cause a change in power density above the levels calculated and provided pursuant to this D&O.
5. Upon the establishment of any new federal radio frequency standards applicable to frequencies of this facility, the facility granted herein shall be brought into compliance with such standards.
6. Radio frequency access restriction and caution signage shall be installed at the site in compliance with FCC guidance.
7. The Certificate Holder shall provide the Council with a copy of necessary permits from any other state or federal agency with concurrent jurisdiction prior to the commencement of construction.
8. The Certificate Holder shall permit public or private entities to share space on the proposed tower for fair consideration, or shall provide any requesting entity with specific legal, technical, environmental, or economic reasons precluding such tower sharing.
9. Unless otherwise approved by the Council, if the facility authorized herein is not fully constructed with at least one fully operational wireless telecommunications carrier providing wireless service within eighteen months from the date of the mailing of the Council's Findings of Fact, Opinion, D&O (collectively called "Final Decision"), this D&O shall be void, and the Certificate Holder shall dismantle the tower and remove all associated equipment or reapply for any continued or new use to the Council before any such use is made. The time between the filing and resolution of any appeals of the Council's Final Decision shall not be counted in calculating this deadline. Authority to monitor and modify this schedule, as necessary, is delegated to the Executive Director. The Certificate Holder shall provide written notice to the Executive Director of any schedule changes as soon as is practicable.
10. Any request for extension of the time period referred to in Condition 9 shall be filed with the Council not later than 60 days prior to the expiration date of this Certificate and shall be served on all parties and intervenors, as listed in the service list, and the Town of Woodstock.
11. If the facility ceases to be used for signal transmission or reception in the electromagnetic spectrum pursuant to a Federal Communications Commission license for a period of one year, this D&O shall be void, and the Certificate Holder shall dismantle the tower and remove all associated equipment or reapply for any continued or new use to the Council within 90 days from the one year period of cessation of signal transmission or reception. The Certificate Holder may submit a written request to the Council for an extension of the 90 day period not later than 60 days prior to the expiration of the 90 day period.
12. Any nonfunctioning antenna, and associated antenna mounting equipment, on this facility shall be removed within 60 days of the date the antenna ceased to function.
13. In accordance with RCSA §16-50j-77, the Certificate Holder shall provide the Council with written notice two weeks prior to the commencement of site construction activities. In addition, the Certificate Holder shall provide the Council with written notice of the completion of site construction, and the commencement of site operation.

14. The Certificate Holder shall remit timely payments associated with annual assessments and invoices submitted by the Council for expenses attributable to the facility under CGS §16-50v.
15. This Certificate may be transferred in accordance with CGS §16-50k(b), provided both the Certificate Holder/transferor and the transferee are current with payments to the Council for their respective annual assessments and invoices under CGS §16-50v. In addition, both the Certificate Holder/transferor and the transferee shall provide the Council a written agreement as to the entity responsible for any quarterly assessment charges under CGS §16-50v(b)(2) that may be associated with this facility, including contact information for the individual acting on behalf of the transferee. If construction has not been completed in accordance with Condition 9 of this D&O at the time the Certificate is requested to be transferred, a certified letter from a wireless telecommunications carrier with a firm commitment to install associated wireless equipment at the facility upon completion of construction shall also be provided.
16. The Certificate Holder shall maintain the facility and associated equipment, including but not limited to, the tower, tower foundation, antennas, equipment compound, radio equipment, access road, utility line and landscaping in a reasonable physical and operational condition that is consistent with this D&O and a D&M Plan to be approved by the Council.
17. If the Certificate Holder is a wholly-owned subsidiary of a corporation or other entity and is sold/transferred to another corporation or other entity, or if the Certificate Holder transfers management and operations of the facility to another corporation or other entity, the Council and the Town of Woodstock shall be notified in writing of such sale and/or transfer and of any change in contact information for the individual or representative responsible for management and operations of the facility within 30 days of the sale and/or transfer.
18. This Certificate may be surrendered by the Certificate Holder upon written notification and acknowledgment by the Council.

We hereby direct that a copy of the Findings of Fact, Opinion, and Decision and Order be served on each party and intervenor or its authorized representative, as listed in the Service List, dated July 21, 2025, and notice of issuance published in the Woodstock Villager in accordance with CGS §4-180(c) and CGS §16-50p(f).

By this Decision and Order, the Council disposes of the legal rights, duties, and privileges of each party and intervenor named or admitted to the proceeding in accordance with RCSA §16-50j-17.





## STATE OF CONNECTICUT

### CONNECTICUT SITING COUNCIL

Ten Franklin Square, New Britain, CT 06051

Phone: (860) 827-2935 Fax: (860) 827-2950


E-Mail: [siting.council@ct.gov](mailto:siting.council@ct.gov)

Web Site: [portal.ct.gov/csc](http://portal.ct.gov/csc)

### VIA ELECTRONIC MAIL

February 6, 2026

TO: Vanguard Direct, Inc.  
(Connecticut Siting Council Purchase Order 81409 Line 8)  
[TeamMelanie@hellovanguard.com](mailto:TeamMelanie@hellovanguard.com)

FROM: Lisa A. Fontaine, Fiscal Administrative Officer 

RE: **DOCKET NO. 535** - The Towers, LLC application for a Certificate of Environmental Compatibility and Public Need for the construction, maintenance, and operation of a telecommunications facility and associated equipment located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut.

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Please request publication of the attached legal notice for one day on the first day possible from receipt of this notice in the following newspaper:

Classified/Legal Supervisor  
**535-20260206**  
Woodstock Villager Stonebridge Press  
25 Elm Street, P.O. Box 90  
Southbridge, MA 01550 ;  
[legals@stonebridgepress.news](mailto:legals@stonebridgepress.news)

Please send an affidavit of publication and invoice to my attention.

Thank you.

laf



## STATE OF CONNECTICUT

### *CONNECTICUT SITING COUNCIL*

Ten Franklin Square, New Britain, CT 06051

Phone: (860) 827-2935 Fax: (860) 827-2950

E-Mail: [siting.council@ct.gov](mailto:siting.council@ct.gov)

Web Site: [portal.ct.gov/csc](http://portal.ct.gov/csc)

### NOTICE

Pursuant to General Statutes § 16-50p (a), the Connecticut Siting Council (Council) announces that, on February 5, 2026, the Council issued Findings of Fact, an Opinion, and a Decision and Order approving an application from The Towers, LLC for a Certificate of Environmental Compatibility and Public Need for the construction, maintenance, and operation of a telecommunications facility and associated equipment located at 835 Norwich Worcester Turnpike (Route 169), Woodstock, Connecticut. This application record is available for public inspection in the Council's office, Ten Franklin Square, New Britain, Connecticut.