

STATE OF CONNECTICUT  
SITING COUNCIL

**IN RE:**

**APPLICATION OF AMERICAN TOWERS , LLC  
AND NEW CINGULAR WIRELESS PCS, LLC  
APPLICATION FOR A CERTIFICATE OF  
ENVIRONMENTAL COMPATIBILITY AND PUBLIC  
NEED FOR THE CONSTRUCTION, MAINTENANCE,  
AND OPERATION OF A TELECOMMUNICATIONS  
FACILITY LOCATED AT EAST LYME TAX  
ASSESSOR PARCEL ID 29.0 45, 351A BOSTON  
POST ROAD EAST LYME, CONNECTICUT**

**DOCKET NO. 463**

**NOVEMBER 19, 2015**

**APPLICATION TO INTERVENE UNDER CEPA, §4-177a AND §16-50n**

The Town of East Lyme hereby moves and petitions the Connecticut Siting Council to become a party intervenor in the above application by American Towers, LLC ("ATL") and New Cingular Wireless PCS, LLC ("AT&T") for a Certificate of Environmental Compatibility and Public Need ("Certificate") for the construction, maintenance and operation of a replacement telecommunications tower facility (the "Facility") on the Boston Post Road in East Lyme, Connecticut. The purpose of the intervention is to participate in these proceedings to prevent unreasonable impact to the natural resources of the State including scenic vistas so that additional evidence of alternative locations and configurations and technology of lesser visual impact may be entered into the record.

Pursuant to Conn.Gen.Stat. §22a-19 ("CEPA"), §16-50n and §4-177a, the Town of East Lyme ("Town"), is an entity which has a direct interest in the proceedings which will be specifically and substantially affected as it is a duly constituted municipal corporation charged with conservation of natural resources in the Town of East Lyme where the

proposed facility is to be located. The Town, by and through its Board of Selectmen, seeks to intervene in the above proceedings for the purpose of submitting testimony, briefs and other evidence relevant to the consideration of the application under consideration; specifically the mitigation of environmental impact to scenic vistas by the use of alternate locations, alternative technology and tower configurations.

The Town's participation will be in the interests of justice and is proper under CEPA in that the evidence and testimony to be given will tend to show that the proposed activity for which Applicant seeks a certificate is likely to unreasonably harm the public trust in the air, water or other natural resources of the State of Connecticut in that, if granted, the proposed facility will, inter alia, unreasonably impair the visual quality of the environment in and about a densely populated residential area; and is reasonably likely to cause viewshed deterioration that is unreasonable because at least six other feasible alternatives of lesser impact exist.

In support of this application, the movant states the following:

1. The Town of East Lyme is a duly constituted Connecticut municipal corporation which is charged with the protection and conservation of natural resources in the Town of East Lyme.
2. The proposed tower will have a negative impact on the scenic vistas in East Lyme and specifically on the Boston Post Road and its surrounding, densely populated residential neighborhoods.
3. There exist alternative locations and configurations which can provide adequate coverage for the applicant by utilizing antenna technology and configurations, and lower heights to achieve adequate coverage. The proposed sites are attached on a

map marked **Exhibit A** and attached hereto.

4. The Town of East Lyme intends to submit evidence to the record which has not been previously considered in the form of expert testimony which will substantiate the feasibility of alternatives to the proposed facility which will assist the Council in complying with its mandate to minimize impact as required by C.G.S §16-50g and 16-50p(3)(G)(b)(1).

## DISCUSSION OF LAW

The Council must be mindful of the statutory requirements which apply to interventions under its own regulations and under the Administrative Procedures Act, but especially so for CEPA. The bar is quite low for filing an intervention and thus §22a-19 applications should not be lightly rejected. *Finley v. Town of Orange*, 289 Conn. 12 (2008) (an application need only allege a colorable claim to survive a motion to dismiss) citing *Windels v. Environmental Protection Commission*, 284 Conn. 268 (2007).

CEPA clearly and in the broadest terms indicates that any legal entity may intervene. This includes municipal officials, *Avalon Bay Communities v. Zoning Commission*, 87 Conn. App. 537, 867 A.2d 37 (2005).

An allegation of facts that the proposed activity at issue in the proceeding is likely to unreasonably impair the public trust in natural resources of the State is sufficient. See, *Cannata v. Dept. Of Environmental Protection, et al*, 239 Conn. 124 (1996)(alleging harm to floodplain forest resources).

The Connecticut Appellate Court has noted that statutes “such as the EPA are remedial in nature and should be liberally construed to accomplish their purpose.” *Avalon*

*Bay Communities, Inc. v. Zoning Commission of the Town of Stratford*, 87 Conn.App.537 (2005); *Keeney v. Fairfield Resources, Inc.*, 41 Conn. App. 120, 132-33, 674 A.2d1349 (1996). In *Red Hill Coalition, Inc. v. Town Planning & Zoning Commission*, 212 Conn. 7272, 734, 563 A.2d 1347 (1989) ("section 22a-19[a]makes intervention a matter of right once a verified pleading is filed complying with the statute, whether or not those allegations ultimately prove to be unfounded"); *Polymer Resources, Ltd. v. Keeney*, 32 Conn. App. 340, 348-49, 629 A.2d 447 (1993) ("[Section] 22a-19[a] compels a trial court to permit intervention in an administrative proceeding or judicial review of such a proceeding by a party seeking to raise environmental issues upon the filing of a verified complaint. The statute is therefore not discretionary.") See Also, *Connecticut Fund for the Environment, Inc. v. Stamford*, 192 Conn. 247, 248 n.2, 470 A.2d 1214 (1984).

In *Mystic Marinelife Aquarium v. Gill*, 175 Conn. 483, 490, 400 A.2d 726 (1978), the Supreme Court concluded that one who filed a verified pleading under § 22a-19 became a party to an administrative proceeding upon doing so and had "statutory standing to appeal for the limited purpose of raising environmental issues." "It is clear that one basic purpose of the act is to give persons standing to bring actions to protect the environment." *Belford v. New Haven*, 170 Conn. 46, 53-54, 364 A.2d 194 (1975).

The Intervenor is entitled to participate as a §22a-19 intervenor which allows for a right of appeal under that statute. *Committee to Save Guilford Shoreline, Inc. v. Guilford Planning & Zoning Commission*, 48 Conn. Sup. 594, 853 A.2d 654(2004) once any entity has filed for intervention in an administrative proceeding, it has established the right to appeal from that decision independent of any other party. *Mystic Marinelife Aquarium v. Gill*, 175 Conn. 483 (1978) stated quite clearly that "one who files a §22a-19 application

becomes a party with statutory standing to appeal." *Branhaven Plaza, LLC v Inland Wetlands Commission of the Town of Branford*, 251 Conn. 269, 276, n.9 (1999) held that a party who intervenes in a municipal land use proceeding pursuant to §22a-19 has standing to appeal the administrative agency's decision to the Superior Court. The Court cited as support for this proposition, *Red Hill Coalition, Inc. v. Conservation Commission*, 212 Conn. 710, 715, 563 A.2d 1339 (1989)("because the [appellants] filed a notice of intervention at the commission hearing in accordance with §22a-19(a), it doubtless had statutory standing to appeal from the commission's decision for that limited purpose.")

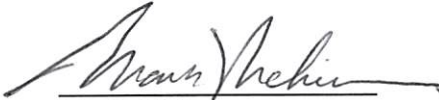
In *Keiser v. Zoning Commission*, 62 Conn. App. 600, 603-604 (2001) our Appellate Court stated that the *Branhaven Plaza* case is directly on point and held "the plaintiff in the present case properly filed a notice of intervention at the zoning commission hearing in accordance with §22a-19(a). Accordingly, we conclude that he has standing to appeal environmental issues related to the zoning commission's decision."

The rights conveyed by CEPA are so important and fundamental to matters of public trust that the denial of a 22a-19 intervention itself is appealable. See, *CT Post Limited Partnership v. New Haven City Planning Commission*, 2000 WL 1161131 Conn. Super. (Hodgson, J. 2000) (§22a-19 intervenors may file an original appeal for improper denial of intervenor status).

Intervenors' application for intervenor status should be granted so that it may participate by presenting evidence for the record and meaningfully assist the Siting Council in reaching a decision which minimizes impact to natural resources of the state while providing adequate coverage for wireless telecommunications.

VERIFICATION

The undersigned, Mark Nickerson, First Selectman of the Town of East Lyme duly authorized, on behalf of the Town of East Lyme, duly sworn, hereby verifies that the above application is true and accurate to the best of his knowledge and belief.



Mark Nickerson

Sworn and subscribed before me this 13th day of November, 2015.

  
*Commissioner of the Superior Court*  
Notary Public, My Commission Expires \_\_\_\_\_

Respectfully Submitted,

The Town of East Lyme,

By 

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The intervenor requests copies of all filings made in the course of this docket to date and from this date forward and requests service by mail.

CERTIFICATE OF SERVICE

This is to certify that a true copy of the foregoing was deposited in the United States mail, first-class, postage pre-paid this 19 th day of November, 2015 and addressed to:

Ms. Melanie Bachman, Executive Director, Connecticut Siting Council, 10 Franklin Square, New Britain, CT 06051 (1 orig, 15 copies, plus 1 electronic) (US Mail/electronic).

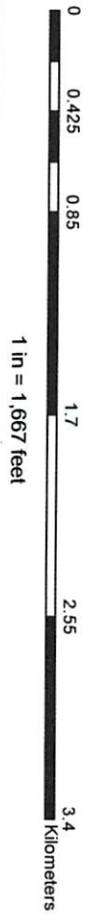
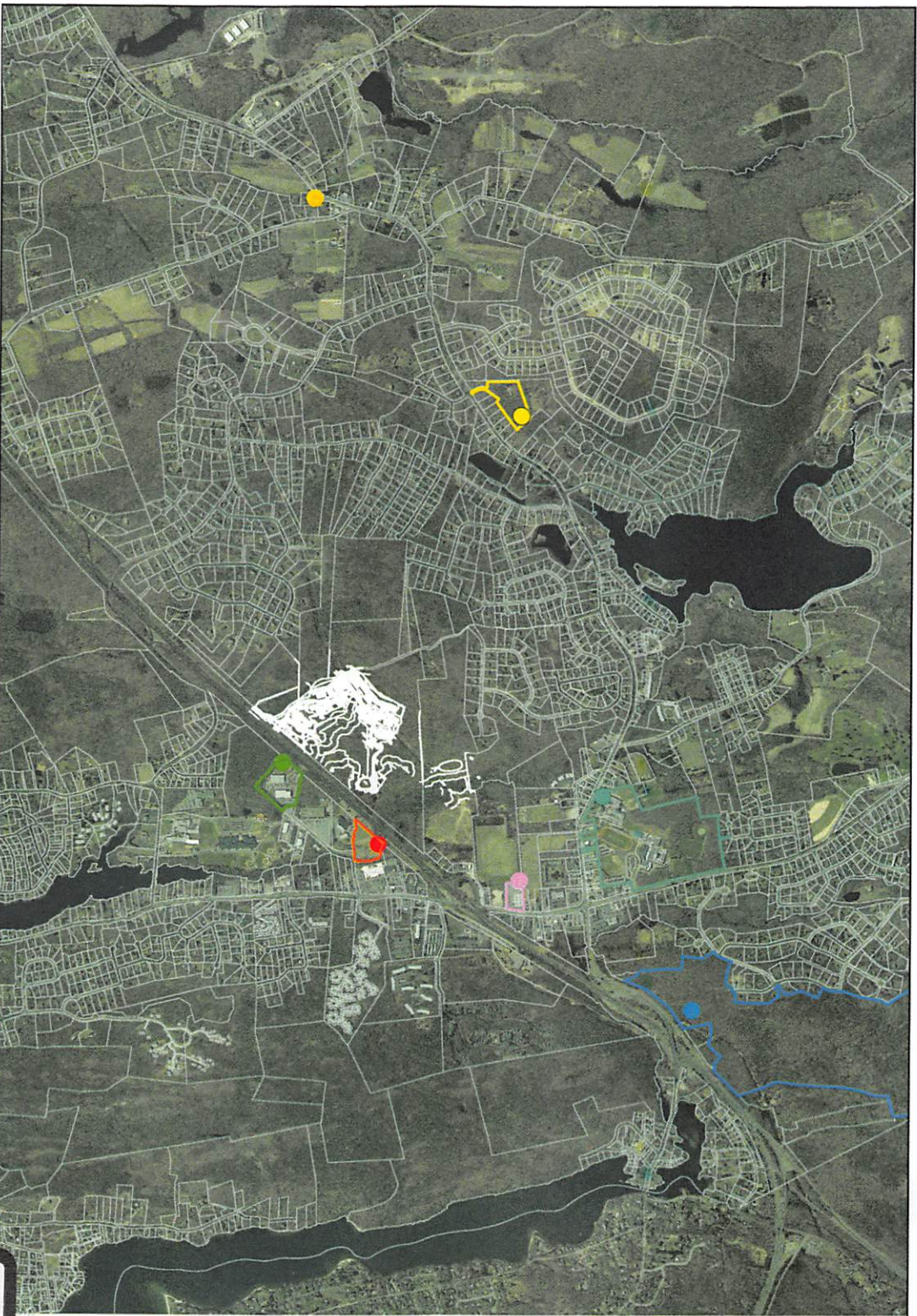
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Tracy M. Collins, Esq.

# Alternative Cell Tower Site Locations



**DISCLAIMER**  
 Although every effort has been made to ensure the accuracy of the information presented on this map, the Town of East Lyme and its Department of Planning do not warrant the accuracy or completeness of the information. The user assumes all responsibility for the use of the information.



- Legend**
- Current Proposed Site
  - 351A Boston Post Road
  - Alternative Site Locations**
  - Scott Road Water Tower
  - UBS Lumber
  - Norwich Orthopedic
  - East Lyme EOC
  - True Value
  - KSK Assoc. do Hamer
  - ▭ Parcels
  - ▭ Gateway

**EXHIBIT**  
**A**

Town of East Lyme  
 Department of Planning  
 November 2015