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February 28, 2019

## HAND DELIVERED

Melanie A. Bachman, Acting Executive Director
State of Connecticut Siting Council
Ten Franklin Square
New Britain, CT 06051

## RE: Petition No: 1312

Candlewood Solar, LLC - 20 MW Solar Photovoltaic Project
New Milford Assessor's Map Parcels 26/67.1, 9.6, and 34/31.1
Candlewood Mountain Road, New Milford, Connecticut--
Petition by Town of New Milford for Declaratory Ruling and for Party Status under C.G.S. Section 22a-19

Dear Ms. Bachman:
Enclosed please find the original and fifteen copies of a petition by the Town of New Milford, Connecticut for declaratory ruling and for party status under C.G.S. § 22a19 in connection with the above referenced matter. Also enclosed is a check in the amount of $\$ 625.00$ which represents the filing fee for the petition.

Should you have any questions, please do not hesitate to contact me at (203) 744-1234, Ext. 156.

Very truly yours,
CRAMER \& ANDERSON, LLP
Danier E. Casagrande, Esq., Partner
DEC/smc
Enclosures
cc: Town of New Milford c/o Hon. Peter Bass, Mayor

## STATE OF CONNECTICUT

CONNECTICUT SITING COUNCIL

IN THE MATTER OF:<br>Candlewood Solar, LIC<br>20 MW Solar Photovoltaic Project<br>New Milford Assessor's Map<br>Parcels 26/67.1, 9.6, and 34/31.1<br>Candlewood Mountain Road<br>New Milford, Connecticut

## PETITION NO: 1312

FEBRUARY 28, 2019

## PETITION FOR DECLARATORY RULING AND FOR PARTY STATUS UNDER C.G.S. $\$ 22 a-19$

The Town of New Milford ("Town") submits this petition pursuant to C.G.S. §§ 4176, 22a-19, and R.C.S.A. § 16-50j-38 et seq. The petition is in response to the development and management plan ("DMP") submitted on January 28, 2019 by Petitioner Candlewood Solar, LLC ("Petitioner") for the above project ("Project"). In its December 21, 2017 Final Decision and Order issuing a declaratory ruling approving the Project ("Decision"), the Connecticut Siting Council required Petitioner to submit a DMP in compliance with R.C.S.A. §§ 16-50j-60 through 16-50j-62 for review and approval by the Council "prior to the commencement of facility construction...." (R. 2531) ${ }^{1}$ The Council required that the DMP be served on the Town and all other parties and intervenors on the service list for their comments. (Id.)

This petition is in two parts. In the first part, the Town seeks a declaratory ruling that the DMP 1) fails to comply with the erosion and sedimentation control and stormwater pollution control standards set forth in the Department of Energy and Environmental

[^0]Protection's ("DEEP") regulations and guidelines with which the Decision requires the Project to adhere, 2) the DMP fails to address or comply with accepted best engineering practices for controlling sedimentation, erosion and runoff from a project of this massive size and potential environmental disruption, and 3) the DMP is in material conflict with other portions of the Decision. Accordingly, the Town asks the Council to deny the DMP. Pursuant to R.C.S.A. § 16-50j-40(b), the Town further requests the Council to hold a hearing on the Town's petition for a declaratory ruling. In a project of this scale and with such critical potential adverse environmental impacts, a hearing is necessary and appropriate to allow interested persons sufficient opportunity to participate in the DMP process and to ensure the completeness and transparency of the Council's review. (Part i below.)

The second part of the petition is brought pursuant to C.G.S. § 22a-19(a). The Town believes that the Project will or may unreasonably destroy or impair the public trust in the natural resources of the state, and thus seeks to be made a party or intervenor to the above-requested declaratory ruling proceeding as well as to the pending application for approval of the DMP. The Town also requests the Council to schedule a hearing on this request. (Part II below.)

As to both of parts of the petition, the Town requests the Council to extend the time for approving, disapproving or modifying the DMP beyond the 60 -day deadline set forth in R.C.S.A. § 16-50j-60(d), in order to schedule a hearing on the petition and/or conduct further proceedings. In the alternative, the Town asks the Council to disapprove the DMP within 60 days from its filing for the reasons set forth below.

## I. Petition for Declaratory Ruling.

A. Name and Address of Petitioner and Petitioner's Counsel; Petitioner's Interest in the DMP.

Town of New Milford c/o Hon. Peter Bass, Mayor
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New Milford, CT 06776
Phone: (860) 355-6010
Fax: (860) 355-6002
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Daniel E. Casagrande, Esq.
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The Town has an interest in the DMP and in the declaratory ruling it seeks for the reasons set forth in the Town's July 19, 2017 request for party status in the Council's proceeding on the Developer's petition for approval of the Project. A copy of the Town's request is attached hereto as Exhibit A and incorporated herein by reference.

## B. Notice to Interested Persons.

Accompanying this petition, as required by R.C.S.A. § 16-50j-40(a), is an affidavit by undersigned counsel for the Town that the Town has given notice of the substance of the petition, and of the opportunity to file comments and to request intervenor or party status under subdivision (c)(1) of R.C.S.A. §§ $16-50 j-13$ to $16-50 \mathrm{j}-17$, to all persons required to be notified by $\S 16-50 j-40(\mathrm{a})$ and other persons known by the Town to have an interest in the subject matter of the petition.

## C. Facts and Circumstances Giving Rise to the Petition.

On or about January 28, 2019, Candlewood Solar, LLC ("Developer") submitted the DMP to the Council. Accompanying the DMP is a Stormwater Pollution Control Plan ("SWPCP") (Attachment D) and a Stormwater Management Plan ("SMP") (Attachment E) prepared by Wood Environmental \& Infrastructure Solutions, Inc. ("Wood"). The SWPCP and SMP were submitted as required by the Council as conditions of its December 21, 2017 Decision approving the Project.

The Town intervened as a party to the Council proceeding on the Developer's petition for approval of the Project to raise numerous concerns. In addition, Rescue Candlewood Mountain ("RCM"), an association of individuals concerned about the destruction of core forest and other environmental impacts to be caused by the Project, intervened in the proceeding pursuant to C.G.S. $\S 22 a-19$ to oppose the Project due to its significantly adverse effect on the natural resources of the state. RCM and certain other persons adversely affected by the Project timely filed an administrative appeal from the Council's approval pursuant to C.G.S. §4-183 (the "RCM Appeal"). A copy of RCM's complaint in the RCM Appeal is attached hereto as Exhibit B and incorporated by reference.

Trial of the RCM Appeal in the Superior Court for the Judicial District of Hartford/New Britain (Cohn, J.) commenced on December 4, 2018 and is ongoing as of the date of this petition. The complaint contains detailed factual allegations of the significant adverse impacts on the natural resources of the state, including its core forest, waters and wetlands, that RCM believes the Project will create, due in part to the defects
and inadequacies in the proposed stormwater plan and stormwater pollution control plan submitted to the Council. The Town shares those concerns.

The Town has retained the firm of Milone \& MacBroom, Inc. to review the DMP. Milone \& MacBroom is a professional engineering, landscape architecture, and environmental science firm with offices in Cheshire, Connecticut. Milone \& MacBroom has reviewed the SWPCP and SMP and other plans submitted as part of the DMP. Based on its review, Milone \& MacBroom members Vincent McDermott, P.E., Edward Hart, P.E., and Ryan McEvoy, P.E., have prepared an affidavit which describes their numerous and significant concerns about the inadequacies in these plans. A copy of the affidavit ("Milone \& MacBroom affidavit") is attached hereto as Exhibit C and incorporated herein by reference.

## D. Statutes and Regulations at Issue.

C.G.S. §4-176 provides that "[a]ny person" may petition a state agency for a declaratory ruling as to, among other things, "the applicability to specified circumstances of a provision of the general statutes, a regulation, or a final decision on a matter within the jurisdiction of the agency." R.C.S.A. § $16-50 \mathrm{j}-38$ to $16-50 \mathrm{j}-40$ set forth the requirements for a petition to the Council for declaratory ruling. This petition seeks a determination that the DMP conflicts and/or is inconsistent with the requirements and intent of the Decision. As set forth in the Milone \& MacBroom affidavit and discussed in detail below, the DMP fails to protect the environment based on numerous deficiencies and inadequacies in the SWPCP and SMP. A declaratory ruling proceeding is a proper vehicle to contest a DMP. See Middlebury v. Connecticut Siting Council, 2002 WL 442383, *2 (2002) (Cohn, J.) (copy attached).

## E. Bases for Declaratory Ruling Request.

The Milone \& MacBroom affidavit demonstrates that the DMP is defective, unworkable and otherwise not in compliance with the Decision, in the following respects:

## 1. Unsuitability of construction pians.

The plans submitted are not suitable for construction because they "lack detail specific to the conditions on this subject site, are not adequate to allow a responsible contractor to implement the improvements, and do not allow CSC to verify that the improvements have been constructed in accordance with the approved plans." (Milone \& MacBroom affidavit, TI 5.) Without these refined plans, "the impacts of the proposed development cannot be adequately assessed." (Id., $\Pi 5.1$; see $\mathbb{T} \| 5.2$ through 5.4 )

## 2. Fundamental flaws in stormwater analysis.

The stormwater analysis is "fundamentally flawed" in the following ways:

- The analysis is based on outdated and underestimated rainfall data. (T 6.1)
- No on-site soil testing has been performed to determine if use of proposed surface sand filters will be an acceptable stormwater practice. (T 6.2 )
- The proposed design fails to comply with requirements in DEEP's Stormwater Quality Manual for stormwater filtering practices. (T 6.3 )
- New vegetation will struggle to grow under the solar panels due to the panels' density, size, and short height. Thus the DMP's assumption of continuous meadow coverage is improper. (If 6.4)
- Certain development peak discharge rates show an increase from predevelopment conditions. (Tl 6.5)
- Runoff will be consolidated and concentrated, fundamentally changing the nature of the discharge to downgradient parcels and creating a long-term risk of erosion and damage to these parcels. ( $\Pi 6.6$ )
- Design computations for the drainage swales and culverts do not demonstrate that they are large enough to convey stormwater; runoff velocity also is not supported by design calculations. ( $T \Pi \mid 6.7,6.8,6.9$ )
- The uphill swale across the accessway from Candlewood Mountain Road is likely to cause unprotected erosion across the accessway. (Tl 6.10)
- Calculations for two 18 -inch culverts beneath the driveway are not provided. (TI 6.11)
- The ripraps spillway depth for the sand filter may result in significant reduction of effective storage in the basins. ( $\$ 6.12$ )
- There are numerous additional defects in the design of the grading, drainage and site improvements. (TTT 6.13 through 6.18)


## 3. Inadequacy of phasing plan.

The phasing plan in the SWPCP (Appendix $D$ to DMP) fails to adequately address the erosion and sedimentation to be expected from the disruption of 83.4 acres on a steep hillside ( $\mathbb{T} 7$ ), in the following respects:

- The plans fail to show how no more than 5 acres at a time will be disturbed before stabilization and prior to installation of the panels. ( $\mathbb{T} 7.1$ )
- There is no metric for determining when the soil has been stabilized. ( $\mathbb{0} 7.2$ )
- The plans call for the clear-cutting of trees as one continuous operation. This will cause soil erosion, but the Petitioner proposes no erosion control measures until after the completion of the entire clearing project. ( $\mathbb{T} 7.3$ )
- The second phase calls for removal of stumps in 5 -acre increments, but the locations of those "plots" are not clearly defined and will be left to field survey during construction. The method of grubbing is also unspecified. ( $\mathbb{I}$ 7.4)
- The DMP incorrectly assumes that once germination occurs, the land is stabilized and the 5 -acre phase is ready for installation of foundations. In Milone \& MacBroom's experience, permanent seed "takes months, not weeks, to develop a root system that can withstand traffic." Milone \& MacBroom's expectation is that a full growing season is necessary for the grass to become fully established. Use of a Bobcat to install the foundation screens also likely will tear the grass apart, causing erosion unless the grass is fully established. ( $\|$ II $7.6,7.7$ )
- The plan's proposal to break up the stabilization and construction of the site based on construction watersheds is impractical. Sediment control measures should include downgradient protections (traps and swales) adjacent to areas of active construction in case actual topographical fill conditions do not match what are shown on the plans. ( $\mathbb{I} 7.8$ )
- Temporary sedimentation traps are improperiy shown on the plans. ( $\mathbb{T} 7.9$ )
- The plans propose long slopes of as much as 700 feet, with average slopes exceeding ten percent of disturbed, exposed soil, before installation of any sedimentation control measures. These unprotected long and steep slopes represent a high risk of erosion, and are not allowed by the Connecticut Guidelines for Erosion and Sediment Control. ( $\mathbb{T} 7.10$ )


## 4. The plans' noncompliance with DEEP's guidelines for stormwater management at solar farm construction projects.

The Milone \& MacBroom affidavit ( $\mathbb{T} 8$ ) demonstrates the numerous respects in which the DMP fails to adhere to DEEP's 2017 "Stormwater Management at Solar Farms Construction Projects" Guidelines:

- For the reasons set forth in paragraph 6 of the Milone and MacBroom affidavit, post-construction hydrology will degrade and exacerbate preconstruction hydrology. († 8.1 )
- For the reasons set forth in paragraph 7 of the Milone \& MacBroom affidavit, the DMP does not show that the design professional is well versed in erosion and sedimentation guideiines, especiaily for large construction sites. ( $\uparrow 8.2$ )
- Also for the reasons set forth in paragraph 7 of the Milone \& MacBroom affidavit, the phasing plan lacks sufficient detail, and the timing of the construction activities will result in large tracts of disturbed land with a lack of mature vegetation needed to limit the potential for sedimentation during construction. (T 8.3 )


## 5. Summary of DMP Deficiencies.

Paragraph 9 of the Milone \& MacBroom affidavit summarizes the deficiencies in the DMP, and provides:
9. In summary, the plans submitted to the CSC as part of the D\&M Plan are inadequate and lack the necessary information to assure that there will not be erosion and sedimentation caused by the construction activities that could impact the waters of the state as noted below.
9.1 Contrary to representations made by the petitioner, the hydrology of the site will be permanently aitered and wili impact adjoining properties.
9.2 The Candlewood Solar project should be distinguished from other projects that come before the CSC. Whereas transmission line projects, for example, disturb land in a linear manner where impacts from erosion and sedimentation are manageable and stabilization can occur quickly, the Candlewood Solar project will require the clearing, grubbing, and regrading of a large block of land on steep slopes where it will be difficult to manage impacts.
9.2 The establishment of grass cover adequate to prevent long-term erosion will require regrading of the site prior to seeding. The time that it will take to achieve for grass to become well established should be measured in months, not weeks.... [D]eveloping the site in "rolling" 5-acre increments without establishing thick turf before installing the solar arrays is highly likely to cause both short-term and long-term erosion and sedimentation.
9.3 The density of the solar arrays will severely restrict sunlight to the grass beneath the panels and make it very difficult to maintain the grass that will allow for its long-term health,
9.4 If the CSC requires the petitioner to modify and resubmit the plan and supporting documents in accordance with the foregoing comments, it is quite possible that the configuration of the solar arrays will need to be modified and further reduced in number.

## 6. Additional Material Conflicts Between the Decision and the DMP.

Other material conflicts between the Decision and the DMP including the following:

## a. Tree Clearing Schedule.

Throughout the proceeding on the Decision, and as incorporated in the Decision itself, the Developer represented that "tree clearing would be limited to November 1 through March 30." (Decision, Finding of Fact TTा 248-49, R. 2506) The Developer provided this assurance in order to protect three State-listed NDDB bat species. (Id.)

The DMP, however, states that the Developer is "working with DEEP NDDB on a potential modification to the tree-clearing window." (DMP, p. 8) The Developer acknowledges that DEEP NDDB's Final Determination (DMP, Att. F) requires tree clearing to be limited to November 1 through March 30. (DiviF, p. 8) The Deveioper nevertheless goes on to state that its construction schedule "includes tree clearing in the winter/spring..." (Id.) This is a substantial deviation from the Developer's assurances on the timing of tree clearing; its representations were made in response to concerns voiced before the Council by the Town, RCM, and other environmental groups about the deleterious effects on protected species of clear cutting during certain times of the year. The Council should reject this attempt to revise the tree-clearing schedule.

## b. Decommissioning plan.

In the Decision, the Council required the Developer to submit a "decommissioning plan" as part of the DMP. (R. 2531) The DMP contains a roughly one-page narrative summary of a generic "process to decommission a PV solar ground mount system." (DMP, p. 6-7) The proposed decommissioning plan should be rejected because it fails to address the concerns voiced by the Town, RCM, other interested persons, and indeed Council members themselves, about the lack of even bare-bones details of the plan.

Specifically, both in the hearing on the Decision and in the DMP, the Developer has submitted no evidence as to the effectiveness of the decommissioning plan in restoring the destroyed core forest areas. No evidence has been submitted that the owner of the Property (who would lease it to the Developer for 20 years) has been consulted or is even willing to agree to the plan. The Developer has submitted no proof that it has commitments or agreements from sureties to secure the plan financially-a
particularly glaring omission given the fact that Developer is a single-purpose entity created solely to lease the Property and operate the Project for its expected 20-year life. ${ }^{2}$ Indeed the Developer's representative (Walker) testified bluntly before the Council that Ameresco, its parent, wouid not agree to commit to fund such a plan. (R. 1379-80)

In the final hearing session before the Council on November 14, 2017, Developer's representatives admitted that: 1) a specific decommissioning plan had not been developed; 2) the Property will be restored in accordance with an as-yet undeveloped plan and the "desires of the owner of the property"; 3) it was undetermined whether the plan would include restoration of trees; 4) as proposed lessee of the property, Developer has no power to agree or object to planting trees as part of the plan; and 5) the proposed Property owner was not a party to the proceeding. (R. 1474-78, 1507-09)

The DMP provides no additional information addressing these points, with one exception--the proposed decommissioning plan contains no provision for restoration of the thousands of trees to be destroyed. Thus the DMP provides no assurances that the decommissioning plan will either be implemented or effective. The circumstances are the same today as they were when the Council approved the Project: First, the decommissioning plan remains largely undefined, with no specifications or detailed plans

[^1]describing its design or implementation. Second, the Developer admits it has no power to agree to such a plan. Third, the Developer has submitted no proof that the plan will be funded or secured by someone with the financial wherewithal to ensure it will be carried out 20 years in the future.

Quite simply, an agreement to decommission years in the future is meaningless and unenforceable without solid proof that it is adequately funded now. (See, e.g., R.C.S.A. § 16-50j-94(i)(6) (decommissioning plan for wind turbine facilities must include "financial assurance to ensure that sufficient funds are available for decommissioning the facility").

For these reasons, the Council should reject the decommissioning plan, and require the Developer to submit a plan that provides meaningful details of its design and implementation (including tree restoration), as well as evidence of viable financial funding in place before construction starts, ensuring that this critical environmental resource will be restored when the Project reaches the end of its economic life. The skeletal, unfunded plan proposed by the Developer is a pig-in-a-poke promise that offers no more than illusory protection of the environment.

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* * *
$$

In sum, the Town respectfully requests the Council to issue a declaratory ruling rejecting the DMP and requiring a resubmission that remedies the deficiencies pointed out in the Milone \& MacBroom affidavit and the other conflicts discussed above. The Town also requests the Council to hold a public hearing on the DMP. At the hearing the Town would submit the testimony of the signatories to the Milone $\&$ MacBroom affidavit in support of their professional judgment as to the DMP's inadequacies, as well as other evidence showing conflicts between the DMP and the Decision.

## II. Request for Party/Intervenor Status Under C.G.S. § 22a-19.

Pursuant to C.G.S. § $22 \mathrm{a}-19$, any political subdivision may intervene as a party in a state administrative proceeding based on facts alleged in a verified pleading that the proposed activity at issue has, or is reasonably iikeiy to nave, the effect of unreasonably polluting, impairing, or destroying the public trust in the air, water, or other natural resources of the state. The Town hereby petitions for party status under § 22a-19 in the proceedings on the declaratory ruling requested in Part I above. (The verification by Peter Bass, the Town's Mayor, of the facts alleged and referred to herein is appended to this petition.)

The Town has a direct interest in the DMP proceeding because it has a duty to protect the public interests of its residents by preventing unreasonable impacts to the natural resources of the State located in New Milford. (See also Exhibit A) Specifically the Town seeks § 22a-19 party status to protect the core forest, watercourses, wetlands, vernal pools, and critical terrestrial habitats which will or may be impacted by the Project.

The Town again incorporates by reference the Milone \& MacBroom affidavit and RCM's complaint demonstrating the adverse effects of the Project pertaining to erosion and sedimentation from the construction and maintenance of the solar array, as well as impacts to wetlands, vernal pools and associated critical terrestrial habitats of indicator species dependent on those habitats for survival. (Exhibits $B$ and $C$ ) In the event this petition is granted, the Town will present the testimony of the signatories to the Milone \& MacBroom affidavit demonstrating the impacts to the natural resources of the state to be caused by implementation of the DMP as proposed by the Developer.

As the Milone \& MacBroom affidavit demonstrates, the SWPCP, SMP and related plans submitted with the DMP are wholly inadequate and do not provide assurance that the Project will not cause erosion and sedimentation. As the affidavit specifically details:

- The plans do not show the iimits of ciear cutting of the 54 acres of core forest to be destroyed, the grading plans do not show how the topography will be regraded after removal of the trees and stumps and before restoration and implementation of site improvements, the plans lack critical details relating to drainage structures customized for this Project, and the proposed solar panels are too close together to allow for adequate sunlight to promote vegetation, all in contravention of customary engineering practice. (See pages 6-8 above.)
- The stormwater drainage analysis is "fundamentally flawed," for numerous reasons, including but not limited to these: 1) the plans are presented based on outdated and improper rainfall data, resulting in a 15-20 percent underestimation of projected rainfall; 2) no on-site soil testing has been performed to determine if surface sand filters are an acceptable stormwater practice; 3) vegetation under the panels will struggle to grow, thus undermining the plan's hydrologic assumptions; post-development peak discharge rates for parts of the site show an increase in runoff from predevelopment conditions; 4) the fundamental nature of the discharge from the site will be altered resulting in long-term risk of erosion and sedimentation to downgradient properties; and 5) significant additional design defects and unsupported assumptions further undermine the basis of the design. (See pages 6-7 above.)
= The phasing plan for construction is simplistic and does not adequately address the potential erosion and sedimentation that should be anticipated from the clearing of 83.4 acres on a steep hillside. (See pages $6,8-9$ above.)

The Town seeks § 22a-19 party status to introduce expert testimony and other evidence as outlined above regarding the inadequacy of the SWPCP, SMP and related DMP plans in effectively controlling runoff, sediment and erosion from the Project site, thereby jeopardizing the on-site and off-site wetlands, vernal pools, and CTHs, as well as providing inadequate protection to downgradient properties and water resources.

The bar is quite low for filing an intervention petition, 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 broad terms indicates that any legal entity may intervene. This includes a municipality and its officials. Avalon Bay Communities v. Zoning Commission, 87 Conn. App. 537 (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, 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 purposes." Avalon Bay Communities, Inc. v. Zoning Commission of the Town of Stratford, 87 Conn. App. 537 (2005); Keeney v. Fairfleld Resources, Inc., 41 Conn. App. 120, 132-33 (1996). In Red Hill Coalition, Inc. v. Town Planning \& Zoning Commission, 212 Conn. 727, 734 (1989), the Supreme Court held that "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." See Polymer Resources, Ltd. v. Keeney, 32 Conn. App. 340 (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 (1984).

The rights conveyed by CEPA are so important and fundamental to matters of public trust that the denial of a 22a-19 intervention petition itseif is appeaiabie. 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).

The Town's application for party status should be granted so that it may participate by presenting evidence and otherwise meaningfully assist the Council in reaching a decision on the DMP which minimizes the impact to the natural resources of the state.

## III. Conclusion.

For the foregoing reasons, the Town respectfully requests the Siting Council to issue a declaratory ruling as described in Part ! above, and to grant the Town's request for party status under $\S 22 \mathrm{a}-19$ as discussed in Part II above. The Town requests the Council to schedule a hearing on both requests to allow the Town to present evidence in support of the petition. The Town also asks the Council to extend the 60-day time limit within which to approve, disapprove or modify the DMP in order to determine the petition, and in the alternative, to deny the DMP within that 60-day period.

Dated: February 28, 2019
Danbury, Connecticut


## VERIFICATION

The undersigned, Peter Bass, duly authorized Mayor of the Town of New Milford, duly sworn, hereby verifies that the above petition is true and accurate to the best of his knowiedge and bellef.


Subscribed and sworn to before me this $7 / 6$ day of February, 2019.


LINDA D. HOLLINS
NOTARY PUBLLC OF CONNECTICUT
My Oenninkaton Exphres 3/31/2022

2000 WL 1161131

## UNPUBLISHED OPINION. CHECK COURT RULES BEFORE CITING.

Superior Court of Connecticut.

## CONNECTICUT POST LIMITED PARTNERSHIP,

 v.NEW HAVEN CTTY PLAN COMMISSION et al.
No. CV 99043627.
July 21, 2000.

## MEMORANDUM OF LAW ON DEFENDANTS' MOTION TO DISMISS

## DOWNEY

## 1

*1 The plaintiff, The Connecticut Post Limited Partnership ("Post"), has appealed a decision by the defendant, The New Haven City Plan Commission ("the CPC"), approving a Development Permit Application by the defendant New England Development (including Site Plan Review, Coastal Site Plan Review and Soil Erosion and Sediment Control Review) for certain off-site improvements to be made in connection with a regional shopping center to be known as the "Galleria at Long Wharf" to be constructed pursuant to a Development Agreement between the Commission and the defendant Long Wharf Galleria, LLC ("Long Wharf").

Post, the operator of a shopping mall in Milford, sought to intervene at the agency level in this, and related, proceedings pursuant to General Statutes, § 22a-19; having filed the verified pleading required by the statute, Post appealed the agency decision pursuant to General Statutes, § 8-8.

Now the defendants have moved to dismiss, asserting that the Court lacks subject matter jurisdiction in that the plaintiff is neither statutorily nor classically aggrieved; that the plaintiff never intervened in the site plan review at issuc, and therefore has no standing to appeal the agency decision at issue; and that the appeal was not timely filed.

## II

Certain background facts are useful in understanding the positions of the parties: On February 26, 1999, and pursuant to Section 65 of the New Haven Zoning Ordinance ("the Ordinance"), the defendants Long Wharf and New Haven Development Commission submitted an Application and General Plans to the New Haven Board of Aldermen, seeking an amendment of the New Haven Zoning Map to include a Planned Development District ("PDD"). As required by Ordinance, Section 55.B.2, said application included an application for Coastal Site Plan Review. Pursuant to Ordinance, Section 55.B.3, the PDD application and site plan review were forwarded to the defendant CPC for review and recommendations.

On April 14, 1999, the CPC held a public hearing on the application for PDD and Coastal Site Plan Review. On that same date the plaintiff filed a verified pleading with the CPC, pursuant to General Statutes, § 22a-19, seeking to intervene in the proceeding, alleging that the project at issue was reasonably likely to unreasonably pollute, impair or destroy the public trust in the air, water or other natural resources of the state. The CPC denied the plaintiff "intervention and party status" but allowed the plaintiff to testify and submit documents. Following the hearing, the CPC adopted its Report 1268-01, which recommended approval, with conditions, of said application. On August 2, 1999, The Board of Aldermen met and approved the said application and amended the zoning map accordingly. Prior to said meeting, the plaintiff fileá a verinied petition, pursuant to § 22a-19, seeking party status. The Board refused to conduct a public hearing and refused to allow the petitioner to introduce expert testimony concerning the allegations of the verified petition. The actions of the CPC and the Board of Aldermen are the subject of an appeal pending (CV-99-0430198).
*2 Report 1268-01 required, inter alia, that detailed plans be submitted within 12 months of the effective date of PDD designation.

## III

On September 1, 1999, the defendants New England Development and Long Wharf submitted the development permit application which is the subject of this appeal, seeking authorization to undertake certain offsite improvements related to construction of the Galleria
at Long Wharf project. The CPC elected to proceed administratively, without a public hearing, and placed the said application on its agenda for its meeting of September 22, 1999.

On September 21, 1999, the plaintiff sought to intervene in the off-site improvements proceeding, enclosing a copy of its verified pleading filed on April 14th, and claiming said filing provided party status to the plaintiff in the offsite proceeding. The plaintiff also submitted for the record written materials, including a report based on a review of the materials submitted in support of the application relating to off-site improvements.

At its meeting of September 22, 1999, the CPC voted to deny the plaintiff's petition to intervene "since the allegations of the Verified Petition to Intervene do not pertain to the matters scheduled for consideration at this meeting." (Minutes of Meeting, September 22, 1999.) The CPC proceeded to approve the off-site development permit with conditions and notice of its decision was published on September 30, 1999. The plaintiff filed its appeal to this court on October 13, 1999.

## IV

A motion to dismiss properly attacks the jurisdiction of the court, essentially asserting that the plaintiff cannot as a matter of law and fact state a cause of action that should be heard by the court, Gurliacciv. Mayer, 218 Conn. 531, 544. Here, the defendants claim this court lacks subject matter jurisdiction because the plaintiff lacks standing to appeal the CPC's September 22, 1999 decision on the off-site improvements application. When ruling on a motion to dismiss, a court must take the facts to be those alleged in the complaint, including those facts necessarily implied from the allegations, construing them in a manner most favorable to the pleader, " Lawrence Brunoli, Inc. v. Branford, 247 Conn. 407, 410-11 (quotation marks omitted).

General Statutes, $\S 22 a-19$ provides that "any person" may "intervene as a party" in "any administrative, licensing or other proceeding, and in any judicial review thereof made available by law" "on the filing of a verified pleading asserting that the proceeding or action for judicial review involves conduct which has, or which is reasonably likely to have, the effect of unreasonably polluting, impairing or destroying the public trust in the air, water or other
natural resources of the state." An intervening party, however, may raise only environmental issues, Red Hill Coalition, Inc. v. Conservation Commission (citation omitted), 212 Conn. 710, 717. Section 22a-19 must be read in connection with the legislation which defines the authority of the particular administrative agency and is not intended to expand the jurisdictional authority of an administrative bodiy whenever an intervenor raises environmental issues, Connecticut Fund for the Environment, Inc. v. Stamford, 192 Conn., 247, 250.
*3 One who intervenes pursuant to § 22 a -19 in an administrative agency proceeding has standing to appeal the environmental issues associated with that agency's decision, Branhaven Plaza LLC. v. Inland Wetlands Commission, 251 Conn. 269, 276, n. 9.

A non-party in an administrative agency proceeding does not have standing to initiate an appeal from that agency's decision when no party to the agency proceeding has done so. Hylen Davey v. Planning \& Zoning Commission, 57 Conn.App. 589, 591.

This Court must determine whether one who sought intervenor status in an administrative agency proceeding, pursuant to $\$ 22 \mathrm{a}-19$, and was denied intervention by said agency, has standing to initiate an appeal of that agency's decision on the application the subject of said proceeding. This Court's answer is "Yes, provided the plaintiff complied with the requirements of § $22 \mathrm{a}-19$; intervenor status was improperly denied; and the authority of the agency concerned extends to environmental issues. Because the defendants have failed to establish their claim that the plaintiff lacks standing to initiate this appeal, and for reasons stated below, the Court will deny the defendants' Motion To Dismiss.

## V

In support of their motion to dismiss, the defendants assert that the plaintiff lacks standing to bring this appeal because the plaintiff failed to intervene in the CPC's proceeding regarding the off-site improvements application. The defendants assert that the plaintiff claims that it acquired intervenor status in the offsite improvements proceeding by virtue of its filing of a verified petition on April 14th to intervene in the PDD proceeding. The defendants reason that the PDD
proceeding and the off-site improvements proceeding were two separate and distinct proceedings and the filing of a verified petition in the former could not bestow intervenor status to the plaintiff in the latter. The defendants cite language in Report 1268-01 (p. 10) to support their contention that consideration of proposed off-site storm water improvements was not part of the PDD proceeding.

In the section titled "Coastal Site Plan Review Finding" the Report states: Additional off-site improvements are proposed, and may require separate applications, but are not part of this review in conjunction with the proposed change in zoning designation from BE to PDD." The section concludes with a condition: "The applicant shall be required to investigate incorporating limited on or near-site wet pond storm water detention." The plaintiff argues that its filing a copy of its verified petition on September 21, entitled it to intervenor status in the off-site improvements proceeding and, consequently, conferred standing on the plaintiff to take the instant appeal. In addition, the plaintiff argues that the April 14th filing of a verified petition provides an independent basis for claiming intervenor status in the off-site improvements application review, as the April PDD review and the September off-site improvements review were parts of a single, unified proceeding. As to the claim that the allegations of the verified petition did not pertain to the matters to be addressed in the off-site improvements review, the plaintiff cites certain allegations of its petition as pertaining to the impacts at issue in the September offsite improvements review, namely:
*4 2c. Immediately adjacent to the subject property is one of the largest intertidal flats in the State of Connecticut. The CCMA policy regarding intertidal flats ... is: "to manage intertidal flats so as to preserve their value ... encourage the restoration and enhancement of degraded intertidal flats; to allow uses that minimize change ... and to disallow uses that substantially accelerate erosion or lead to significant despoliation of tidal flats";

2 h . It is reasonably likely that in addition to contaminated sediment being used to fill the site ... facilities within and surrounding the proposed Long Wharf site have contributed to further contamination of the site;

2 j . The proposed activity will result in significant cumulative and secondary impacts from storm water
run-off from the proposed development which will have the reasonable likelihood of causing unreasonable adverse impacts to the adjacent off-site intertidal flats ...;

The Court notes that Report 1278-01, addressing the off-site improvements application, approved certain offsite storm water drainage improvements as well as construction of a storm water pumping station, all "related to construction of the New Galleria at Long Wharf super regional shopping center ..."

The Court finds that the April PDD review and the September off-site improvements review constituted separate, albeit related, proceedings (as the term is used in General Statutes, § $22 \mathrm{a}-19$ ) relating to a single project, the construction of the Galleria at Long Wharf. The Court finds that the filing of a verified petition and supporting documents by the plaintiff on September 21, 1999, complied with the requirements of $\S 22 \mathrm{a}-19$ for intervention as a party in the off-site improvements proceeding and conferred on the plaintiff standing at least to appeal the CPC's denial to the plaintiff of intervenor status in said proceeding.

## VI

The defendants argue further that the plaintiff failed timely to appeal the denial to it of intervenor status in the September off-site improvements proceeding. The CPC denied the plaintiff intervenor status on September 22, 1999, when it approved, with conditions, the off-site improvements application. Notice of the CPC's decision was published on September 30, 1999. The plaintiffs filed the instant appeal on October 13, 1999. The defendants claim that the plaintiff had fifteen days in which to appeal the CPC's decision; that the fifteen days began to run from September 22, when the CPU denied the plaintiff intervenor status; and that, consequently, the October 13th appeal was untimely. The defendants cite Nizzardo v. State Traffic Commission, 55 Conn.App. 678, 685, in support of their claim. Nizzardo, indeed, makes clear that denial of a petition to intervene filed pursuant to $\S 22 \mathrm{a}-19$, though interlocutory, is nonetheless a final judgment for purposes of appeal, Id at 685 (citation, quotation marks omitted), and that said denial must be appealed within the time fixed by statute. ${ }^{1}$ The defendants claim that the plaintiff had fifteen days from denial to it on September 22 nd of intervenor status in which to appeal.
*5 The plaintiff argues it complied with the requirements of § 22a-19 and thus was entitled to party status in the proceeding at issue. As a party, the plaintiff claims, it is entitled to take an appeal, pursuant to General Statutes, § 8-8, from an agency decision within fifteen days of the publication of such decision. Unlike ? $\%$ 4-183, which mandates an appeal within forty-five days of mailing or personal delivery of a final decision of an administrative agency, the time limits of § 8-8 are triggered by publication of an agency decision. Section $8-8$ provides that an appeal be commenced "within fifteen days from the date that notice of the decision was published as required by the general statutes." The defendants again ask the Court to add by implication "or when a petition to intervene is denied, within fifteen days of such denial." This the Court declines to do. It is true that appeals to courts from administrative agencies exist only under statutory authority, Raines v. Freedom of Information Commission, 221 Conn. 482, 489 (citations, quotation marks omitted), and that a statutory right to appeal may be taken advantage of only by strict compliance with the statutory provisions by which it is created. Id. (citations, quotation marks omitted). It is also true that a statute should not be interpreted to thwart its purpose, Page v . Town Planning \& Zoning Commission, 235 Conn. 448, 462 (citation, quotation marks omitted). Environmental statutes are remedial in nature and should be construed liberally to accomplish their purposes, Zoning Commission v. Fairfield Resources Management, Inc., 41 Conn.App. 89, 106 (citations, quotation marks omitted). The purpose of the Environmental Protection Act, § 22a-14 et seq., includes the provision to "all persons" "an adequate remedy to protect the air, water and other natural
resources from unreasonable pollution, impairment or destruction," General Statutes, § 22a-15. Moreover, § 8-8(p) provides, "The right of a person to appeal a decision of a board to the Superior Court, and the procedure prescribed in this section, shall be liberally interpreted in any case in which a strict adherence to these provisions would work surprise or injustice." The Court concludes that the defendants have failed to establish that the instant appeal was untimely filed.

VII
The defendants have failed to establish that the CPC's denial to the plaintiff of party status barred the plaintiff from initiating the instant appeal; and failed to establish that an intervenor pursuant to $\S 22 a-19$ in an administrative agency proceeding is barred from initiating an appeal, pursuant to \& 8-8, from that agency's decision. Admittedly, a threshold question would be whether the agency improperly denied party or intervenor status to the petitioner. Were a court to determine such denial was improper, the parties would contest the merits of the agency decision, limited to the plaintiff's claims of impact of said decision on the environment. The defendants have failed to establish their claim that the Court lacks subject matter jurisdiction over this appeal.
*6 Accordingly, the defendants' Motion to Dismiss is denied.

## All Citaíons

Not Reported in A.2d, 2000 WL 1161131, 27 Conn. L. Rptr. 621

## Footnotes

1 In Nizzardo the statute was General Statutes, § 4-183 and the time period for appeal was forty five-days after mailing or personal delivery of an agency's final decision.

2002 WL 442383
Only the Westlaw citation is currently available.

## UNPUBLISHED OPINION. CHECK COURT RULES BEFORE CITING.

Superior Court of Connecticut.
TOWN OF MIDDLEBURY et al., v.

## The CONNECTICUT SITING COUNCIL et al.

## No. CVo10508047S. !

Feb. 27, 2002.

## Synopsis

Town, citizens group, and environmental organization appealed declaratory ruling by the Siting Council concerning electric generating facility in adjacent town. The Superior Court, Judicial District of New Britain, Cohn, J., held that: (1) limited liability company could hold certificate of environmental compatibility and public need and was not required to apply for transfer to its parent corporation; (2) Council was not required to hold a hearing when approving the development and management plan to decide whether the plant should have been moved; (3) the Council could approve the use of additional water trucks when the supply of natural gas to electric generating facility was suspended.

Appeal dismissed.

## West Headnotes (5)

[1] Declaratory Judgment

- Appeal and Error

Town contiguous to town in which Siting Council permitted an electric generating facility was aggrieved by and, therefore, entitled to appeal Council's declaratory ruling against the town; the town represented the public interests of its inhabitants and suffered an injury due to its issues with the Council's views on who was the proper certificate holder, with the procedure leading to the
location of the facility, and with the increased truck traffic.

Cases that cite this headnote

## Electricity

- Generating Facilities in General


## Electricity

$\Leftrightarrow$ Environmental Considerations in

## General

Limited liability company could hold certificate of environmental compatibility and public need for the construction, maintenance and operation of an electric generating facility and was not required to apply for transfer of the certificate to its parent corporation. C.G.S.A. $\S$ 16-50i(c),

$$
16-50 \mathrm{k}(\mathrm{a}), \quad 16-50 \mathrm{k}(\mathrm{~b})
$$

1 Cases that cite this headnote
[3] Electricity

- Generating Facilities in General

Siting Council was not required to hold a hearing when approving the development and management plan to decide whether the electric generating facility should have been moved southerly from its initial location; the Council did not provide such a condition in final decision that had been affirmed by the Superior Court and did not condition the permit on relocation.

Cases that cite this headnote
[4] Electricity * Environmental Considerations in General
Siting Council's final decision that the Superior Court had affirmed in connection with development and management plan for electric generating facility could not be challenged in connection with Council's decision not to make a move to the south a condition of the certificate of environmental compatibility and public need.

## 2 Cases that cite this headnote

[5] Electricity

Siting Council did not abuse its discretion in approving in the development and management plan the use of additional water trucks when the supply of natural gas to electric generating facility was suspended and it burned oil.

Cases that cite this headnote

## MEMORANDUM OF DECISION

HENRY S. COHN, Judge.
*1 The plaintiffs ${ }^{1}$ appeal from a March 1, 2001 declaratory ruling issued by the defendant, Connecticut Siting Council ("the siting council"), relating to a power plant proposed to be built in the town of Oxford by the defendant, Towantic Energy LLC ("Towantic"). This appeal is authorized by General Statutes $\S 84-176(\mathrm{~h})$ and

4-183 of the Uniform Administrative Procedure Act ("UAPA"). ${ }^{2}$

The administrative record provides the following relevant facts. On December 7, 1998, Towantic filed an application with the siting council for a certificate of environmental compatibility and public need ("certificate") for the construction, maintenance and operation of an electric generating facility primarily fueled by natural gas and to be located in Oxford, Connecticut. In the course of the proceedings, a predecessor of Citizens and Trout became parties and Middlebury became an intervenor. On June 23, 1999, the siting council issued its findings of fact, opinion, and decision and order granting a certificate to Towantic for the facility. (Return of Record ("ROR"), Item 1.)

The siting council found that the proposed project "can be developed in a manner to provide a clean and reliable source of electric generation, minimize community and environmental impacts, and provide economic benefits to
the Town of Oxford and the State of Connecticut." (ROR, Item 1, Opinion, Docket No. 192, p. 5.) The opinion continued, "the Council will issue a Certificate for this facility, accompanied by orders including a detailed Development and Management Plan (D \& M Plan) with elements designed to protect resources on site and mitigate impacts off site." (ROR, Item 1, Opinion, Docket No. 192, p. 5.)

The siting council in its decision and order approved, pursuant to General Statutes § 16-50p, Towantic's application to construct, operate, and maintain "a 512 MW natural gas-fired combined cycle facility." (ROR, Item 1, Decision and Order, Docket No 192, p. 1.) A certificate, as required by General Statutes § 16-50k, was issued to Towantic, subject to several conditions, including but not limited to: (1.) that the facility be constructed and operated by Towantic; (2.) that the project operate on natural gas, except during curtailment of natural gas when the project may operate on low sulfur fuel oil; and, (3) that Towantic shall develop an emergency response plan drafted in cooperation with local and state public safety officials. (ROR, Item 1, Decision and Order, Docket No. 192, p. 1.)

In addition, one of the elements of the D \& M plan in the decision and order required Towantic to set forth:

> A final site plan showing all roads, structures and other improvements on the site. The final site plan shall, to the greatest extent possible, reduce the height of facility in conjunction with the shifting the proposed site, up to 500 feet south, to maximize placement of facility components within the existing field; preserve the existing natural vegetation on the site; and minimize impacts on inland wetlands.

[^2]Another element in the $\mathbf{D}$ \& $\mathbf{M}$ plan required Towantic to make:

> Provisions for adequate water supply while operating on oil and for adequate oil storage, unloading, and pumping facilities including tanker queuing and turn-around areas sufficient to allow for the arrival of four trucks per hour, to ensure continuous burn on oil for up to 720 hours per year during natural gas curtailment.
(ROR, Item 1, Decision and Order, Docket 192, p. 2.)
Citizens appealed from this decision and after a hearing, the Superior Court dismissed the plaintiff's appeal on November 14, 2000, concluding that substantial evidence supported the decision of the siting council. Citizens for the Defense of Oxford v. Connecticut Siting Council, Superior Court, judicial district of New Britain, Docket No. 497075 (November 14, 2000) (Satter, J.T.R.). Citizens then appealed to the Appellate Court but on May 19, 2001, the appeal was withdrawn. (ROR, Item 4.)

On or about October 20, 2000, Towantic filed its proposed D \& M plan. (ROR Item 6.) On November 2, 2000, the plaintiffs petitioned for a declaratory ruling, requesting the siting council to determine, in relevant part: (1.) Whether Towantic was still effectively the certificate holder, or whether Calpine Eastern Corporation ("Calpine") improperly submitted the D \& M plan; (2.) Whether the terms of the siting council's final decision were violated in the submitted D \& M plan by the failure of the plant to be moved "up to 500 feet south" or whether the certificate was improperly amended; (3.) Whether the water supply plan in the D \& M plan was unworkable and improperly submitted. (ROR, Item 8, pp. 1-2, 6-8.)

On March 1, 2001, the siting council approved the D \& M plan and made the following relevant conclusions to the plaintiff's requests. First, the siting council rejected the claim that Towantic is not the certificate holder. The siting council determined that Towantic was a valid business entity, its business relationship with Calpine was not illegal and would not hinder enforcement, and Calpine was forthright in documenting its purchase of Towantic
with plans to operate the facility under Towantic's name. Second, as to the 500 foot provision in the decision, the exact language was "to the greatest extent possible ... shifting the proposed site, up to 500 feet south, to maximize placement of facility components within the existing field ..." While it was claimed that in the proposed D \& M plan the site was not moved to the south by 500 feet, the siting council believed the site compaction and reorientation of facility components in the D \& $M$ plan were in compliance with its decision. Third, the decision noted that accommodation had to be made for four trucks per hour delivering oil, if the natural gas supply was interrupted as well as adequate water supply. In the proposed D \& M plan, Towantic added an additional four trucks per hour to bring in additional water supplies, due to the inability of the Heritage Water Company to meet Towantic's demand entirely. The additional truck traffic would not be excessive and would only occur infrequently when natural gas is not available.
*3 The plaintiffs again have appealed to this court from the siting council's decision and order on their request for declaratory ruling. ${ }^{3}$ The court must first address the issue of aggrievement. ${ }^{4}$ The standard for aggrievement has been stated by our Supreme Court as follows: "The fundamental test for determining aggrievement encompasses a well-settled twofold determination: first, the party claiming aggrievement must successfully demonstrate a specific personal and legal interest in the subject matter of the decision, as distinguished from a general interest, such as is the concern of all members of the community as a whole. Second, the party claiming aggrievement must successfully establish that this specific personal and legal interest has been specially and injuriously affected by the decision ... Aggrievement is established if there is a possibility, as distinguished from a certainty, that some legally protected interest ... has been adversely affected ..." (Brackets omitted; citations omitted; internal quotation marks omitted.) New England Cable Television Assn., Inc. v. DPUC, 247 Conn. at 95, 103, 717 A.2d 1276 (1998); see also Bethlehem Christian Fellowship, Inc. v. Planning \& Zoning Commission, 58 Conn.App. at 441, 447, 755 A. 2 d 249 (2000) ("[s]tanding is not a technical rule intended to keep aggrieved parties out of court; nor is it a test of substantive rights ...") (citations omitted; internal quotation marks omitted).
[1] With respect to the town of Middlebury, the ten-term First Selectman of Middlebury and Director of Public

Works, Edward B. St. John, testified at the hearing before this court that his town borders on Oxford and that the proposed power plant is just over the border. Middlebury as a contiguous town has issues with the siting council's views on who is the proper certificate holder, with the procedure leading to the location of the facility and with the increased truck traffic allowed under the D \& M plan.

Based on his testimony, aggrievement is found for Middlebury. First, it has a specific personal and legal interest as "representative of the public interests of all its inhabitants ..." Milford v. Commissioner of Motor Vehicles, 139 Conn. at 677, 681, 96 A.2d 806 (1953);

Guilford v. Landon, 146 Conn. at 178, 179, 148 A.2d 551 (1959); see also Cromwell v. Inland Wetlands \& Watercourses Agency, Superior Court, judicial district of Middlesex at Middletown, Docket No. 065192 (September 15, 1993) (Gaffney, J.) ( 10 Conn. L. Rptr. 92) (standing for two towns that border the regulated activities in question). As to the "injury in fact" requirement, there exists a possibility that Middlebury's interests, as stated by the First Selectman, may be affected duc to the siting council's replies to the declaratory ruling, and this is sufficient injury under aggrievement law. ${ }^{5}$

Having resolved the issue of aggrievement, the court will next proceed to consider the merits of the case as raised by the plaintiffs. The court uses the following standard in evaluating the claims: "Judicial review of [an administrative agency's] action is governed by the Uniform Administrative Procedure Act [General Statutes § 4-166 et seq. (UAPA) ] ... and the scope of that review is very restricted ... With regard to questions of fact, it is [not] the function of the trial court ... to retry the case or to substitute its judgment for that of the administrative agency ..." (Citations omitted; internal quotation marks omitted.) MacDermid, Inc. v. Dept. of Environmental Protection, 257 Conn. at 128, 136, 778 A.2d 7 (2001). "This substantial evidence standard is highly deferential and permits less judicial scrutiny than a clearly erroneous or weight of the evidence standard of review ... The burden is on the [plaintiff] to demonstrate that the [agency's] factual conclusions were not supported by the weight of substantial evidence on the whole record ..." (Citations omitted; internal quotation marks omitted.) Id., at 136-37, 778 A.2d 7. "Even as to questions of law, [ t ]he court's ultimate duty is only to decide whether, in light of the evidence, the [agency] has
acted unreasonably, arbitrarily, illegally, or in abuse of its discretion ..." (Internal quotation marks omitted.) Id., at 137, 778 A.2d 7; see also |" Assn. of Not for Profit Providers for the Aging v. Dept. of Social Services, 244 Conn. at 378, 389, 709 A.2d 1116 (1998) (stating the rule in the context of review of a declaratory ruling).
*4 [2] The plaintiffs' first contention is that the siting council erred in not requiring Towantic to petition the siting council for a transfer of its certificate to Calpine. This argument is based upon an interpretation of General Statutes § $16-50 \mathrm{k}(\mathrm{a})$ providing that "no person" may develop a facility without a certificate from the siting council. Under "General Statutes § 16-50k(b), a certificate may be transferred, subject to the approval of the siting council, to "a person who agrees to comply with the terms, limitations and conditions contained therein." The word "person" includes "any ... corporation, limited liability company, joint venture ... and any other entity, public or private, however organized." "(General Statutes § 16-50i(c).

The plaintiffs argue that Calpine's name should be on the certificate and Towantic should seek the approval of the siting council to transfer the certificate to Calpine. The plaintiffs allege that Towantic is merely a shell entity for the real party in interest, Calpine, which prepared the D \& M plan. The court rejects this attempt to hold the siting council at fault for not analyzing the structure of a limited liability company after it has received a certificate through the application-process This-would vary the explicit language of the statutes quoted above that allow a limited liability company to hold a certificate without limitation as a "person." It has been repeatedly held that the primary rule of statutory construction is that "ijf the language of the statute is clear, it is assumed that the words themselves express the intent of the legislature; ... and thus there is no need to construe the statute." "Anderson $v$. Ludgin, 175 Conn. at 545, 552, 400 A.2d 712 (1978); Wrinn v. State, 234 Conn. at 401, 405, 661 A.2d 1034 (1995); Ferrato v. Webster Bank, 67 Conn.App. at 588, 592, 789 A. 2 d 472 (2002). By statute, any limited liability company may become a certificate holder and is not automatically forced to apply for a transfer of the certificate to the parent entity.

The only reason given by the plaintiffs to require Towantic to transfer its certificate to Calpine, is the plaintiffs' concern that enforcement would become more difficult if the subservient entity is left as the operator, and not the ultimate owner. The law does not support this conclusion, as the state and local officials or the siting council may take any action they deem appropriate if Towantic violates its certificate. Enforcement would include seeking to revoke the certificate as well as applying remedies against Calpine. See, e.g., Baston v. RJM \& Associates, Superior Court, judicial district of Hartford, Docket No. 593189 (June 4, 2001) (Beach, J.) (29 Conn. L. Rptr. at 646) (allowing an action against an individual partner of a limited liability company).

The siting council, based on the record as it existed in Docket Numbers 192 and 492, ${ }^{6}$ fully answered the plaintiffs in its March 1, 2001 declaratory ruling: Towantic is a valid business entity, its relationship with Calpine is not illegal, and Calpine fully disclosed its relationship with Towantic to the siting council. Therefore, the court finds that the siting council properly ruled on this issue as raised in the request for a declaratory ruling.
*5 [3] The second issue raised by the plaintiff is that the siting council failed to hold a hearing when approving the $\mathrm{D} \& \mathrm{M}$ plan to decide whether the facility should have been moved southerly from its initial location. They contend that there should have been an amended certification process pursuant to $\S 16-501(\mathrm{~d})$. However, under General Statutes § $16-50 \mathrm{p}(\mathrm{d})$ : "If the council determines that the location of all or a part of the proposed facility should be modified, it may condition the certificate upon such modification, provided the municipalities, and persons residing or located in such municipalities, affected by the modification shall have had notice of the application as provided in subsection (b) of section $16-501$." This provision is a link to $\S 16-501$ (d).
[4] In its final decision (Decision and Order, Docket No. 192), (ROR, Item 1, pp. 1-4), the siting council did not provide such a condition. Instead, the siting council added to its order a directive that the D \& M plan contain a final site plan, shifting the proposed site, to the greatest extent possible, up to 500 feet south. (ROR, Item 1, pp. 1-2.) The decision and order of the siting council was affirmed by this court and cannot now be challenged on its decision not to make the move to the south a condition of the certificate. Since the siting council did not condition its
permit on relocation, or require further notice or a hearing on location in its order, there was no error in the siting council's merely reviewing the proposed $\mathbf{D}$ \& $\mathbf{M}$ plan for compliance. ${ }^{7}$ The siting council logically conclude that the $\mathbf{D} \& \mathrm{M}$ plan sets forth an attempt to contract the facility and to retain existing vegetation as a boundary line, and that this satisfies the requirements of the final decision regarding the $\mathrm{D}: \mathrm{M}$ plan.
[5] The plaintiffs' final issue is that the D \& M plan exceeded its scope by approving Towantic's plan to increase truck traffic to the site. Clearly, the D \& M plan functions to "fill up the details" in the siting council's final decision. Cf. State v. Stoddard, 126 Conn. 623, 628, 13 A.2d 586 (1940) (legislature may delegate to agency to fill up details). The D \& M plan cannot provide a substitute for matters not addressed during the application process. Westport v. Connecticut Siting Council, Superior Court, judicial district of New Britain, Docket No. 501129 (June 27, 2001) (Cohn, J.), appeal pending, S.C. Nos. 16600 , 16601. Under analogous regulations of the siting council, the purpose of $D \& M$ plans for electric transmission lines and communications towers is to help "significantly in balancing the need for adequate and reliable utility services at the lowest reasonable cost to consumers with the need to protect the environment and ecology of the state." Regs., Conn. State Agencies $\$ \S 16-50 j-60$, 16-50j-75.

Here, the decision and order, ROR, Item 1, p. 2, requires Towantic to set forth the means of bringing an adequate water supply to the site, at such time as the power plant must use oil for fuel. Towantic explains in the D \& M plan that it cannot supply all water needs by the Heritage Water Company and must use truck water to complete the siting council's requirements. (ROR, Item 6, Tab D, p. 3.) Since the final decision provided for the transmission of water to the site, the siting council did not abuse its discretion in approving in the D \& M plan the use of additional trucks to accomplish this directive. The siting council appropriately gave its approval noting that the use of water trucks would not be a great environmental burden and would only occur where the supply of natural gas was suspended.
*6 The court concludes that the siting council has not acted unreasonable, arbitrarily, illegally or in abuse of its discretion in its response to the request for a declaratory ruling.

Therefore, the plaintiffs' appeal is dismissed.

## All Citations

Not Reported in A.2d, 2002 WL 442383

## Footnotes

1 The plaintiffs are the town of Middlebury ("Middlebury"), Citizens for the Defense of Oxford ("Citizens"), Trout Unlimited, Inc., Naugautuck Chapter ("Trout"), William Stowell, and Mira Schachne.
2 The plaintiff's appeal is from the siting council's declaratory ruling in Docket Number 492, and not from Docket Number 192, approving Towantic's proposed development and management plan ("D \& M plan"). (Second Amended, Verified Petition For Administrative Appeal, p. 2.) Towantic contends that the Siting Council did not respond at all to the plaintiffs' request for a declaratory ruling and therefore this administrative appeal is not allowed. Towantic suggests that the plaintiffs' avenue for review is to § 4-175 only, an action for declaratory judgment. The Siting Council's March 1 , 2001 response, however, sufficiently replied to the plaintiffs' requests to be considered appealable. Cf New Mifford $v$. Commissioner of Environmental Protection, Superior Court, judicial district of Hartford New Britain, Docket No. 547864 (September 19, 1995) (Maioney, J.) (15 Conn. L. Rptr. 571) (commissioner declined to rule as request for declaratory ruling was moot).
3 The plaintiffs raised issues other than the three fully set forth above in their request for a declaratory ruling and made allegations in their petition and amended petitions for an administrative appeal that involved issues other than these three. The plaintiffs oniy discussed the three issues in their brief, however, and did not discuss any additional issues; therefore, the court considers all other issues to have been abandoned. Merchant v. State Ethics Commission, 53 Conn.App. 808, 818, 733 A. 2 d 287 (1999).
4 The court only analyzes aggrievement under the classical test, and not under statutory aggrievement. Some of the plaintiffs intervened in Docket No. 192 under General Statutes § 22a-19 (environmental intervention). This appeal is taken, however, from the declaratory ruling issued in Docket No. 492, and not from Docket No. 192. Therefore, statutory aggrievement is irrelevant.
5 Given that one of the plaintiffs is aggrieved, it is unnecessary to make an extensive analysis of the other plaintiffs' aggrieverment. Protect Hamden/North Haven from Excessive Traffic \& Pollution, Inc. v. Planning \& Zoning Commission, 220 Conn. 527, 529 n. 3, 600 A.2d 757 (1991); Concemed Citizens of Sterling, inc. v. Connecticut Siting Council, 215 Conn. 474, $479 \mathrm{n} .3,576$ A.2d 510 (1990). The individual plaintiff Stowell lives in Middlebury, just across the border from Oxford and the proposed plant; the court finds him aggrieved because he raises the issue of the location of the plant in the D \& M plan; Stowell is a member of Citizens and this gives Citizens organizational standing; Trout's concern involves the flow of the Pomperaug River and does not have specific persona! and legal interest for aggrievement; andi finally Schachne has only a general interest in the environment and does not satisfy the first requirement of the aggrievement test.
6 There is no requirement in the siting council's regulations or the UAPA that the siting council before approving the D \& M plan hold further hearings on the matter of the relationship between Towantic and Calpine. See Regs., Conn. State Agencies § 16-50j-40(b) (discretionary to hold hearing in issuing declaratory ruling).
7 The plaintiffs rely on a transcript from the hearing in Docket Number 192 to argue what the siting council had in mind by its order on location. The court must rely only on the actual order, not what might have arisen during the hearing process. On reaching this conclusion, the court does not believe it necessary to address the defendant Towantic's motion to strike the transcript excerpt from the plaintiffs' brief. (Motion to Strike Evidence Outside the Record or, in the Alternative, to Supplement the Record dated January 30, 2002.)

## EXHIBIT A

51 Main Street
30 Main Street New Milford, CT 06776 Danbury, CT 06810
(860) 355-2631

Fax (860) 355-9460
JOHN D. TOWER, Esq.
Partner
Email: jtower@crameranderson.com
melanie.bachman@ct.gov
Melanie A. Bachman, Esq., Executive Director
Connecticut Siting Council
Ten Franklin Square
New Britain, CT 06501

##  declaratory ruling that no Certificate of Environmental Compatibility and Public Need is required for the proposed construction, maintenance and operation of a 20 megawatt AC ( 26.5 megawatt DC) solar photovoltaic electric generating facility located on a 163 acre parcel at 197 Candlewood Mountain Road and associated electrical interconnection to Eversource Energy's Rocky River Substation on Kent Road in New Milford, Connecticut

Dear ivis. Bachman:

## Notice of Appearance

This firm represents the Town of New Mifford, Connecticut (the "Town" or "New Milford") in connection with the above-referenced Petition ("Petition") pending before the Connecticut Siting Council ("Council"). Please accept this letter as a Notice of Appearance by our firm on behalf of the Town in this proceeding and please direct future correspondence to the following counsel for the Town:

John D. Tower
New Milford Town Attorney
Cramer \& Anderson LLP
51 Main Street
New Milford, CT 06776
860-355-2631
itower@crameranderson.com

If a more formal Appearance needs to be filed, please let me know.

## Application for Party Status

Pursuant to Conn. Gen. Stat. $\S \S 16-50 \mathrm{n}$ and $4-177 \mathrm{a}$, as well as Conn. State Agency Regs $\S \S 16-50 j-17$ and $16-50 j-40$, the Town hereby requests that the Council grant the Town party status in the Petition, with full rights to participate in the proceeding as a party. The proposed 20 MW AC facility (the "Facility") is located exclusively within the legal boundaries of the Town, and the Town seeks to participate in order to protect the interests of the Town and its residents in all the various aspects and potential impacts of the construction, operation, and decommissioning of this Facility and restoration of associated lands after decommissioning, including but not limited to public welfare, public health and safety, environmental quality, compatibility with land use regulations, stormwater quality, runoff, soil erosion and sedimentation control issues, proposed clearing and associated forestry practices, aesthetics of improvements and/or personal property to be located on the subject property, landscaping standaids, the empioyment and utilization of local labor and contractors to the extent possible, the terms and conditions of the Facility's storm water management plan, Development and Management Plan, Decommissioning Plan, and any other associated plans. As the Council may be aware, the installation of the Facility would necessitate the installation of improvements in areas located at elevations above various important ecological assets, including Candlewood Lake, Rocky River, the Housatonic River, and inland wetlands.

The Town can only protect these various interests by participating as a party to this proceeding, and its inclusion as a party will not interfere with the orderly conduct of the proceedings. Indeed, as provided under Conn. Gen. Stat. § 16-50n(a), the Council is required to grant party status to recipients of notice under Conn. Gen. Stat. § 16-501. These provisions recognize that host municipalities of facilities like this have important and unique interests at stake in such proceedings.

Melanie Bachman, Executive Director
July 19, 2017
Page 3

## Motion for a Public Hearing

Pursuant to Conn. Gen. Stat. § 4-176(e) and Conn. State Agency Regs § 16-50j-40(b), the Town respectfully requests that the Council schedule and hold a formal public hearing on the Petition and proposed Facility. The proposed Facility has created controversy amongst various Town residents and stakeholders, and the only way the Council can adequately hear and address the interests of the various persons and stakehoiders impacted by the Petition and proposed Facility is to conduct an open and fair public hearing on the Petition in accordance with its rules and regulations.

Sincerely,
CRAMER \& ANDERSON LLP
$B y:$


## EXHIBIT B

RETURN DATE: MARCH 6, 2018 : SUPERIOR COURT RESCUE CANDIEEWOOD MOUNTAIN, $:$ JUDICIAL DISTRICT OF NEW
LISA K OSTROVE (F/K/A LISA J. KRELOFF), MICHAEL H. OSTROVE, AND CANDLELIGHT FARMS AVIATION, LLC
v.

## CONNECTICUT SITING COUNCIL AND CANDLEWOOD SOLAR, LLC

## : AT NEW BRITAIN

: FEBRUARY 1,2018

## VERIFIED COMPLAINT

TO THE SUPERIOR COURT IN AND FOR THE JUDICIAL DISTRICT OF NEW BRITAIN AT NEW BRITAIN, on February 1, 2018, come RESCUE CANDLEWOOD MOUNTAIN, an unincorporated association comprised of members as set forth herein, LISA K. OSTROVE (F/K/A LISA J. KRELOFF) AND MICHAEL. H. OSTROVE, owners of property at 175 Candlewood Mountain Road, New Mifford, Connecticut, and CANDLELIGHT FARMS AVIATION, LLC, a Connecticut limited liability corporation that owns property at 5 Green Pond Road, Sherman, Connecticut, aggrieved by and appealing from a decision by the CONNECTICUT SITING COUNCIL, approving a petition by CANDLEWOOD SOLAR, LLC for a declaratory ruling that no Certificate of Environmental Compatibility and Public Need is Required for the Construction, Operation
and Maintenance of a 20.0 MV AC Solar Photovoltaic Facility in New Milford, Connecticut, and complain and say:

## FIRST COUNT (Administrative Appeal Pursuant to C.G.S. \$4-183)

1. Plaintiff Rescue Candlewood Mountain ("Rescue"), is an unincorporated association of residents of New Miliord and Sherman who organized to collectively appear before the Connecticut Siting Council to voice their concerns about the severe environmental and other impacts which will or may result from the construction of the project that is the subject of this appeal (as described below). The members of Rescue include the individuals whose names are set forth in Exhibit $A$ attached hereto and incorporated by reference herein. At least several of the members are aggrieved by the Connecticut Siting Council's decision as more fully set forth below.
2. Plaintiffs Lisa K. Ostrove (f/k/a Lisa J. Kreloff) and Michāel H. Ostrove reside and own the real property and improvements located at 175 Candlewood Mountain Road, New Milford, Connecticut. Lisa K. Ostrove Is also a member of Rescue.
3. Plaintiff Candlelight Farms Aviation, LLC ("Candlelight Farms") is a Connecticut limited liability corporation that owns the real property and improvements located at 5 Green Pond Road, Sherman, Connecticut (the "Candlelight Farms Property"). The sole member of Candielight Farms is Terry McClinch, who is also a member of

Rescue. Candlelight Farms owns and operates a commercial airport and hangar facility on the Candlefight Farms Property known as Candielight Farms Airport.
4. Defendant Connecticut Siting Council ("Siting Council") is an agency of the State of Connecticut with an address at Ten Franklin Square, New Britain, Connecticut 06051. The Siting Council has jurisdiction over the siting of electricity generating facilities pursuant to the Public Utility Environmental Standards Act, Chapter 277a of the Connecticut General Statutes (C.G.S. $\$ \S 16-50 \mathrm{~g}$ through 50\|).
5. Defendant Candlewood Solar, LLC ("Candlewood Solar") is a foreign limited llabillty company authorized to do business in the State of Connecticut with a business address at 111 Speen Street, Suite 410, Framingham, Massachusetts 01701.
6. On or about June 28, 2017, Candlewood Solar, pursuant to C.G.S. $\$ \$ 16$ 50k and 4-176, submitted a petition to the Siting Council for a declaratoryruling that noCertificate of Environmental Compatibility or Public Need ("Certificate") is necessery for the construction, maintenance and operation of a 20 megawatt (MW) alternating current (AC) solar photovoltaic electric facility on a 163 acre parcel at 197 Candlewood Mountain Road in Now Milford (the "Property") and associated electrical connection to Eversource Energy's Rocky River Substation on Kent Road in New Milford (the "Project").
7. The Project contemplates the clearing of approximately 56.07 acres of currently forested land. Due to the iocation of the Project, this forest land is part of a much larger block of contiguous, unfragmented forest, which totals 788 acres, mostly lying to the north of the Project site. Such large, unfragmented forest blocks are a valuable and diminishing resource in Connecticut.
8. As depicted in Candlewood Solar's environmental assessment submitted to the Siting Council, approximately 788 acres of contiguous forest is present on and adjacent to the Project area, of which 443 acres are considered "core forest" (as defined by the University of Connecticut's Center for Land and Education and Research's ("CCLEAR") Forest Fragmentation Study). The Project would reduce the area of core forest to 348 acres. The CCLEAR study found that between 1985 and 2006, Connecticut lost 160,960 acres of core forest to development. For this reason, core forest land has ${ }^{-}$ been targeted for preservation by the Connecticut Department of Energy and Environmental Protection ("DEEP") as well as the State of Connecticut and its conservation partners including land trusts, municipallties and water agencies.
9. Candlewood Solar submitted the Project in response to the New England Clear Energy Request for Proposals (RFP), a three state solicitation by Connecticut (through DEEP), Massachusetts and Rhode Island. Connecticut solicited and selected
renewable energy projects pursuant to Section 1(c) of Connecticut Public Act 15-107, An Act Concerning Affordable and Reiliabie Energy (P.A. 15-107) and Sections 6 and 7 of Connecticut Public Act 13-303, An Act Concerning Connecticut's Clean Energy Goais (P.A. 13-303). After reviewing all the projects bid into the RFP process, DEEP did not select Candlewood Solar's proposal as one of the projects authorized to enter into a longterm power purchase agreement, although the Commonwealths of Massachusetts and Rhode Island did select the Project. None of the electricity to be generated from the Project would be sold to Connecticut based utilities or electric distribution companies.
10. On or about September 6,2017, Rescue filed with the Siting Council a verified application to intervene as a party to the proceeding pursuant to C.G.S. §§ 22a19, 4-177a and 16-50n. A copy of the application to intervene is attached hereto and incorporated by-reference herein as Exhibit B. On or about September 14, 2017, the Siting Council granted Rescue's application to become a party on all grounds recited in the application.
11. On or about July 19, 2017, the Town of New Milford, Connecticut (the "Town") moved to intervene as a party. The Council granted the Town party status on or about July 20, 2017.
12. On or about August 1, 2017, DEEP filed a notice of intent to intervene as a party to the proceeding and became a party. Although DEEP later withdrew as a party, the Council's Final Decision and Order in this matter continued to refer to DEEP as a party.
13. On or about August 1, 2017 the State's Department of Agriculture ("DOA") filed a notice of intent to intervene as a party and became a party.
14. On or about August 29, 2017, DEEP moved to dismiss the Petition ("Motion to Dismiss") on the following grounds:

DEEP has not represented, and will not be representing, in writing that the project that is the subject of the declaratory ruling ("the Project") will not materially affect the status of the land on which the Project is to be located as core forest. Accordingly, pursuant to the provisions of Conn. Gen. Stat. § 16-50k(a), as amended by Public Act No. 17-218, the Siting Council may not approve the Project by declaratory ruling. Rather, the Project, if it is to be approved at all,-must-obtain-a certificate of environmental compatibility and public need in accordance with the provisions of the Public Utility Standards Act, Conn. Gen. Stat. $\mathrm{SB}_{8} 16-50 \mathrm{~g}$ et seq. and the Siting Council's Rules of Practios, Reguiations of Connecticut State Agencies ("R.C.S.A.")
\$f 16-50j-1 through 16-50j-91.
15. In the Motion to Dismiss, DEEP noted that P.A. 17-218, amending § 16 $50 \mathrm{k}(a)$, provides that the Council may approve by declaratory ruling a "solar photovoltaic facility with a capacity of two or more megawatts, to be located on ... forestland" only if, among other things, [DEEP] "represents, in writing, to the council that such project will
not materially affect the status of such land as core forest." The amended statute's definition of "core forest" makes clear that the Project will be located on and will materially affect core forest. Because DEEP refused to make the required representation, it argued that the Council could not approve the declaratory ruling, and that the Project needed to go through the full statutory process of obtaining a certificate of environmental compatiblity and need.
16. On September 19, 2017, DOA submitted a memorandum in support of the Motion to Dismiss.
17. On September 28, 2017, the Siting Councif denled the Motion to Dismiss on the ground that P.A. 17-218 became effective on July 1, 2017, and therefore did not apply to this proceeding because the Petition had been filed on June 28, 2017. The Siting Council rejected DEEP's and DOA's arguments that P.A. 17-218 was intended to apply to Council proceedings pending on the effective date, and was enacted to require full environmental review of projects that, as this Project does, will have an adverse impact on core forests and agricultural lands in the State.
18. On September 26, 2017, the Siting Council held a public hearing on the Petition at Roger Sherman Town Hall, 10 Main Street in New Milford. It held continued
public hearing sessions on October 31, 2017 and November 14, 2017 at the Council's office at 10 Frankliñ Square in New Britain.
19. On December 8, 2017, the Siting Council issued draft Findings of Fact, and required parties to submit comments on the draft and as well as post-hearing briefs by December 14, 2017.
20. On December 14, 2017, Rescue submitted comments and proposed revisions and additions to the draft Findings of Fact.
21. On December 14, 2017, the Town of New Milford submitted a post-hearing brief in which it requested denial of the Petition and proposed revisions and additions to the draft Findings of Fact.
22. On December 21, 2017, the Siting Council issued a Decision and Order (including Findings of Fact and Opinion), in which it ruled that the Project would not have" a substantial adverse environmental effect, and meets all applicable United States Environmental Protection Agency and [DEEP] air and water quality standards, and therefore, pursuant to C.G.S. § 4-176 and $\S 16$-50k, the Siting Council issued a declaratory ruling approving the Project.
23. On December 22, 2017, the Siting Council mailed the Final Decision and Order to ail parties and intervenors of recond.
24. The evidence in the record before the Siting Council on the Petition demonstrated that:
a) As noted in the letter from Timothy Abbott, Regional Land Protection and Greenprint Director for the Housantonic Valley Associatlon, dated July 26, 2017, clearcutting of 88 acres of forest will devastate a 458 acre area of core forest, and the upland clearcut and industrial development of this size and scale has the potential to negatively impact water quality in the Town of New Milford and region. Some of the area of clearcutting drains into the Housatonic River. Clearcutting will impair the ability of stormwater to absorb and filter groundwater.
b) The Project will have substantial effects on wetlands and watercourses, as shown by the following evidence:

1) A plan to adequately manage stormwater has not been provided.
2) The stormwater management system, as designed, diyerts all surface flow, starving portions of the wetland system from existing water fiow patterns and surcharging other portions of the wetlands at the outlets.
3) The stormwater calculations and subsequent stormwater management report and plans contain inaccuracies that do not take into account the increases in gravel roadway and installation of solar panels on
4) The stormwater management plan does not take into account the drip edge erosion and long slope erosion potential,
5) The proposed perimeter stormwater catchment area and infilitation basins may create a cascading effect from one infiltration/detention basin to the next. in a significant rain storm the system may fail.
6) The Project phasing plan is not realistic, especially in view of the fact that Candlewood Solar has very little, if any, experience with large solar projects.
7) Insufficient detail was provided with regard to the sedimentation and erosion control and stormwater management plans.
8) The Project creates the potentiel for signlificant negative impacts to wetlands and watercourses, and to the species (and their habitats) that use the wetlands and watercourses for habitat.
c) The Prolect is incompatible with public policy, including the following:
9) Public Act 17-218 applies to the Project and should be considered due to the Project's impacts to core forest areas.
10) The Project would not be permitted by the Town of New Milford's
Zoning Regulations.
11) Candlewood Solar proposes to encumber twenty acres of active farmland as well as several acres of locally important farmland soils, in conflict with the objectives of the DOA and the New Mifford Farmland and
d) As pointed out by the New Milford Zoning Commission in its letter to the Siting Council of September 11, 2017.
12) Inadequate buffers being provided to neighboring residential properties resulting in negative visual impacts, as well as noise and potentially dust during construction.
13) The Project is located within 0.5 miles of the Candiellight Farms Airport and adjacent property which is used in part as a heliport. Glare from the selar panels is a safety concern for the small aircraft using these facilities.
14) Construction traffic, including logging trucks on Candlewood Mountain Road, may cause significant damage to the Town road, requiring the Town to repair road damage, at a potentially significant cost.
15) Construction of the Project may cause significant neighborhood disruption due to increased traffic, noise and parking.
e) Public need for the Project has not been demonstrated.
f) As outlined in the letter to the Siting Council from Starling W. Childs, MFS, dated September 14, 2017: (a) Critical habitat features warrant much more study at the proper times of year in order to fully understand the cycle of seasonal use, and (b) hydrological modeling of the runoff that will be generated given all the addilitional impervieus surfaces has not been provided.
g) Alternate sites, including the Century Brass Brownfield site, were not adequately considered by Candiewood Solar.
h) Historical features such as stone walls, stone bounds, ancient road bed's and other archeological resources were not evaluated, recorded or inventoried.
i) A decommissioning plan was not made part of the record. Without such a plan (including adequate bonding in place), the corporate structure and the future
unwillingness or inability for Candlewood Solar to properly decommission and restore the site once the Project is no longer viable is unaddressed. This renders the Petition incomplete and creates a threat to the natural resources disrupted by the Project.
j) An adequate, accurate and detailed erosion control plan, including a sequencing and phasing plan, was not provided.
k) Additional surveys of state endangered and threatened species should have been completed prior to moving forward with approval.
16) The alternative use of the Property as a 508 unit planned residential community has not been demonstrated to be feasibie. Therefore the likely future use of the Property would be for recreational purposes or low density housing, which probably would be permitted by the New Milford Zoning Regulations should the current or future Property owner request a zone change. m) None of the vernal poois at the site were examined for obligate vernal pool species during peak breeding season.
n) Candlewood Solar did not propose landscape plantings or buffers around the solar facility.
o) The Natural Diversity Database Preliminary assessment Identfified nine state-listed species wifhin or near the boundaries of the Project site.
p) The Council on Environmental Quality reviewed the Petition and found the analysis of potential impacts to vegetation and wildife to be inadequate to enable an informed decision.
q) Rescue was not given the opportunity to review and comment on a revised engineered site plan based on the revised "Photovoltaic Array Layout."
i) The Petition is missing a substantial amount of vital information to determine if it is feasible to construct without causing negative impacts to wetlands, watercourses, and wildlife, including listed species, and wildifife habitat.
s) The Project would primarily benefit Massachusetts ratepayers and electric utility companies based in Massachuesetts and Rhode Island, not Connecticut ratepayers or utilities. Connecticut's DEEP did not vote to select the Project as part of the tri-state selection process.
t) The Council's cross-examination of Candlewood Solar's environmental consultants revealed that the environmental review performed by Candlewood Solar's consultants was performed in a manner that understates the Project's detrimental and long-lasting impact on native species, especially those dependent
on the inland wetland systems located in the Project's immediate vicinity. Contrary to Candiewood Sclat's representations, the Project will have substantially adverse environmental effects for all the reasons set forth in the record.
u) Candlewood Solar Understated and misanalyzed the Project's visual impact, most importantly of the 30 -foot-wide interconnection swath to be cut in an easterly and northeasterly direction down Candlewood Mountain - directly within the viewshed of Candlewood Lake ("Lake") and Lynn Deming Park ("Park") - two of the Town's and region's most important recreational resources. Forest thinning will also occur that will further degrade the Park and Lake viewsheds. The Park's beach, picnic areas, play areas, and parking areas all face the Lake in a westerly direction, looking out upon the opposing undeveloped and wooded hillside in a manner that is an important aesthetic and natural resource for Park and Lake ${ }^{-}$ users. Candlewood Solar's proposed interconnection corridor would rereate a permanent visual eyesore for users of the Park and Lake as well as nearby residents. Yet these impacts were not even analyzed within Section 3.10 of the Environmental Assessment prepared for Candlewood Solar by Amec Foster Wheeler,
25. For the reasons recited in paragraph 24 above, (a) Candlewood Solar did not show that it meets all applicabie federal and state water quality standards, (b) the Project will have a substantial adverse environmental effect, and (c) the Project's impact on contiguous core forest land is inconsistent with the letter and intent of P.A. 17-218.
26. The Final Decision and Order prejudices substantial rights of Rescue as well as its members because: 1) it violates statutory provisions; 2) it exceeds the statutory authority of the Siting Council; 3) it is based upon factual findings which are made upon unlawful procedure and on an inadequate and incomplete record; 4) it is affected by other errors of law; 5) it is clearly erroneous in view of the reliable, probative and substantial evidence on the whole record; and 6) it is arbitrary and capriclous, and/or is characterized by an abuse of discretion and/or it is a clearly unwarranted exercise of discretion, for one or mere of the following reasens:-
a) The Siting Council ignored the substantial evidence in the record as set forth in Paragraph 24, and as such, the Final Decision and Order is arbitrary; b) The Siting Council erred as a matter of law in concluding that P.A. 17-218 does not apply to the Petition;
c) The Siting Council erred in concluding that the issuance of the Declaratory Ruling will safeguard the environment and the health, safety, and welfare of residents of surrounding neighborhoods, including Rescue's members.
d) The Siting Council erred in concluding that Candlewood Solar had adequately considered feasible and prudent alternatives to the Project site; and e) The Sifing Councill erred in concluding that Candlewood Solar had demonstrated a public need for the Project that outweighs the need to protect the ever-diminishing core forest lands of the State, especlally given DEEP's rejection of the Project in the RFP process and its refusal to represent to the Siting Council that the Project will not have an adverse impact on core forest land.
27. Rescue has standing to pursue this Appeal because one or more of its members have personal and legal interests in the subject matter, which inferests are or may be specifically and adversely affected and threatened by the Final Decision and Order, in ways that would make out a justiciable case had these members themselves brought sult, including but are not limited to the following immedlate or threatened injuries:
a) Member Terry McClinch is the owner of Plaintiff Candlelight Farms, which owns property within a quarter mile of the Project Property at 5 Green Pond Road ("Candlewood Farms Property"). Candlelight Farms owns and operates Candlelight

Farms Airport ("Aiport") at said property. The tens of thousands of solar panels to be installed, which parist's are in or near the flight pattern for the Aiport, will or may create glare which will be dangerous to the small aircraft that fly into and out of the Airport. This glare may cause pilot disorientation and potential crashes. Local emergency units will have difficulty in fighting a fire caused by a crash in or near the solar array and in rescuing the piliot. Mr. McClinch is a pillot himself who frequently uses the Airport. These safety hazards may cause a reduction in aircraft's use of the Airport with a consequent reduction in value of the property. Also on the Candlelight Farms Property is a large aircraft hangar facility which is sometimes used as a wedding and event center. The solar array will be directly visible to the occupants and visitors to the Candlelight Farms Property, which is prized for its scenic vistas and surrounding unspoiled farm and forestland. The visibility of such a large and unsightly solar array will or may detract from the attractiveness of the property, thus impacting the businesses operated on it and reducing its value.
b) Rescue member Cari M. Dunham, Jr. ("Dunham") owns several parcels of land adjacent to the Project site that will be directly and substantially impacted by the Property, as follows:

## a) 195 Candlowgod Mountain Road. Dunham owns real property and Improvements at 195 Candlewood Mountain Road in New Milford, on which his

primary residence is located ("195 Candlewood Mountain Road"). The property will be directly and injuriously affected by the Project in one or more of the following ways:
(1) 195 Candiewood Mountain Road abuts the western border of the Project area, and is directly downslope from the area to be clear cut for the solar panels. The panels will be approximately 100 to 150 feet from the property, and will be visible to anyone looking out the back door of the
residence.
(2) 195 Candlewood Mountain Road has a large pond in the back (eastern portion of the Property). The potential erosion and sedimentation from the Project area directly uphill (the prevention of which erosion was inadequately documented and planned for by Candlewood Solar) will result in deposits of soil and other sediments onto the property and into the pool.
(3) 195 Candlewood Mountain Road's southern boundary abuts the proposed access road that will be used by heavy trucks and other vehicles to transport the logs from the clear cutting as well as the solar array panels, and thereafter by trucks and other vehicles used to operate and maintain the Project. Dunham will be direetly affected by the noilse, visibility, dust ${ }^{-}$ and other deleterious effects of the creation and use of the access road.
(4) The proposed consiruction staging area for the Project is on a fiveacre parcel that abuts the access road to the south and will be clearly visible from 195 Candlewood Mountain Road. The Final Order and Decision recommends that Candlewood Solar consider placing some of the solar panels in this area in order to reduce the amount of core forestland to be destroyed. If the panels are placed there they will be clearly visible from the property.
(5) All of the above activities and uses will directly and Injuriousiy affect Dunham's use and enjoyment of 195 Candlewood Mountain Road and reduce the property's value.
b) 214 Candlewood Mountain Road. Dunharn owns an approximately 600 acre parcei of iand on the east and west side of Candiewood Mountain Road ("214 Candlewood Mountain Road"). This parcel abuts the Project area from the north, south and west, and has several uses which will be negatively impacted by the Project in one or more of the following ways:
(1) Twenty-five acres of this parcel is in the Town's B-3 zone and Includes an event and wedding center, a bed and breakfast inn, and a horse farm and stable (for boarding and riding lessons). The solar array will be visible in various parts of the year to users of the facilities, which are prized for their scenic and unspoiled views. The Project will adversely affect the use of the property for weddings and events and as a bed and breakfast, because of the potential visibility to users of the property of the enormous swath of the solar panels to be erected. An advorse impact to these businesses, which depend heavily on the rural and scenic nature of the property, will result in diminution of the property's value. The petition for the Project has already caused a decline in requests for use of these facilities.
(2) The remainder of the 600 acres is mostly zoned for singlefamily residential uses. It is partially forested with trails that are used year round for hiking, fishing, and horse-back riding. About 55 acres of thits remaining part of the property is in the Town's Alrport Zone, and contains a hellport. The property also has an easement over the Candlelight Farms Property to the west that allows for use of the Airport by Dunham and his invitees. The glare from the solar panels will or may pose a danger to the small aircraft that use the heliport as well as the Airport, and thus threatens the commercial viability of the use of the portion of the property in the Airport Zone for related airport uses, with a consequent diminution in property
value. value.
c) Plaintiffs Lisa K. Ostrove and Michael H. Ostrove own real property at 175 Candlewood Mountain Road, which is their residence ("Ostrove Property"). The Ostrove Property borders the Project's western boundary, and is located directly downhill from the proposed area of the solar array panels. The panels will or may be located 50 feet or less from the Ostrove Property, and will be visible throughout the year. The Ostrove Property also contains a large pond in the backyard (easfern portion). The potential erosion and sedimentation from the Project, which is very close to and directly uphill from the Ostrove Property (and the prevention of which erosion was inadequately documented by and planned by Candlewood Solar), will or may result in deposifs of soil and other sediment directly onto the Ostrove Property and into the pond. The closeness and visibility of the Project from the Ostrove Property and the potential damage to it from erosion will directly and injuriously affect the Ostrove's" userand enfoyment of the Ostrove Property and will cause a diminution in its value.
d) Accordingly, Rescue members McClinch, Dunham, and Lisa and Michael Ostrove are aggrieved by the Final Decision and Order and thus would have standing to bring this appeal in their own right. Rescue therefore has standing to bring this appeal on their behaif.
28. The allegations recited above also demonstrate that plaintiffs Candlelight Farms and Lisa añd Michaei Ostrove are aggrieved by the Final Decision and Order.

## SECOND COUNT (C.G.S. E 22a-19)

1. Plaintiffs hereby repeat and reallege paragraphs 1 through 28 of the First Count as if fully set forth herein.
2. For the reasons set forth in paragraphs 24-26, the Project is likely to unreascnably impair the public trust in the natural resources of the state, including but not limited to core forestland, wetlands, watercourses, wildlife, and wildife habitat, and the visual quality of the environment.
3. Because the Siting Council granted Rescue's application to intervene in the Petition proceeding pursuant to C.G.S. § 22a-19, Rescue has statutory standing to bring this-appeal-from the Final-Decision and Order to pursue the issues of the impact of the Project on the specified natural resources of the state.
4. Plaintiffs Candlelight Farms and Lisa and Michasl Ostrove are also aggrieved by the Final Decision and Order and thus have standing to pursue the issues of the impact of the Project on the specified natural resources of the state pursuant to C.G.S. § 22a-19.

## WHEREFORE, PLAINTIFFS CLAIM:

1. A judgment of the Court reversing the Final Decision and Order of the Siting Council and directing the Siting Council to deny the Petition;
2. Statutory costs;
3. Reasonable attorney's fees as may be authorized by law; and
4. Such other relief as the Court may deem fair and equitable.

PLAINTIFFS,
RESCUE CANDLEWOOD MOUNTAIN, LISA K. OSTROVE F/K/A LISA J. OSTOVE, MICHAEL H. OSTROVE, AND CANDLELIGHT FARMS AVIATION, LLC

By:
Daniel E. Casagrandé, Esq.
Ailiorney for Plaintiffs
Cramer \& Anderson, LLP
30 Main Street, Suite 204
Danbury, CT 06810
(203) 744-1234

Juris No. 101252

## PLAINTIFF'S VERIFICATION

1, Liba Furhman, a member of Plaintiff Rescue Candlewood Mountain, declare under penally of perjury under the laws of the State of Connecticut that I have reviewed the attached Appeal of Rescue Candlewood Mountain, Lisa K. Osirove (f/k/a Lisa J. Kreloff), Michael H. Ostrove, and Candlelight Farms Aviation, LLC versus Connecticut Siting Council and Candlewood Solar, LLC, and the allegations are true to the best of my knowledge, information and belief.


Subscribed and sworn to before me this $/ S \in$ diay of February, 2018.


## PLAINTIFF'S VERIFICATION

I, Lisa K. Ostrove, declare under penalty of perjury under the laws of the State of Connecticut that I have reviewed the attached Appeal of Rescue Candlewood Mountain, Lisa K. Ostrove (theta Lisa J. Kreloff), Michael H. Ostrove, and Candlelight Farms Aviation, LLC versus Connecticut Siting Council and Candlewood Solar, LLC, and the allegations are true to the best of my knowledge, information and belief.


Subscribed and sworn to before me this If t day of February, 2018.

$$
\begin{aligned}
& \text { Notary Public fibypson } \\
& \text { My Commission Expires: }
\end{aligned}
$$



## PLAINTIFF'S VERIFICATION

I, Michael H. Ostrove, declare under penalty of perjury under the laws of the State of Connecticut that I have reviewed the attached Appeal of Rescue Candlewood Mountain, Lise K. Ostrove ( $\mathrm{F} / \mathrm{k} / \mathrm{a}$ Lisa J. Kreloff), Michael H. Ostrove, and Candlelight Farms Aviation, LLC versus Connecticut Siting Council and Candlewood Solar, LLC, and the allegations are true to the best of my knowledge, information and belief.


Subscribed and sworn to before me this $\sqrt{5 I}$ day of February, 2018.


My Commission Expires: $0 / 10 / 2000$


## PLAINTIFF'S VERIFICATION

I, Terry McClinch, sole member of Plaintiff Candielight Fanms Aviation, LLC, dectare under penally of perjury under the laws of the Stato of Connecticut that I have reviewed the attached Appeal of Rescue Candlewood Mountain, Lisa K. Ostrove (fk/a Lisa J. Krelofi), Michael H. Ostrove, and Candlelight Farms Aviation, LLC versus Connecticut Siting Council and Candlowood Solar, LLC, and the allagations are true to the best of my knowledge, information and belief.


Subscribed and swom to before me this 3 (day of February, 2018.


RETURN DATE: MARCH 6, 2018
RESCUE CANDLEWOOD MOUNTAIN, LISA K. OSTROVE F/KjȦ LISA J. OSTROVE, MICHAEL H. OSTROVE, AND CANDLELIGHT FARMS AVIATION,
LLC
v.

CONNECTICUT SITING COUNCIL AND CANDLEWOOD SOLAR, LLC

## : SUPERIOR COURT

: JUDICIAL DISTRICT OF NEW BRITAIN

## STATEMENT OF AMOUNT IN DEMAND

The Plaintiffs' claim for relief is of a non-monetary nature.
PLAINTIFFS,
RESCUE CANDLEWOOD MOUNTAIN,
LISA K. OSTROVE F/K/A LISA J.
OSTOVE, MICHAEL H. OSTROVE,
AND CANDLELIGHT FARMS
AVIATION, LLC

By:



## RCM Membership List

Kathleen Roberts Ford Joachim, Doug Joachim, Pam Morgan, Pat Welch, Russ Posthauer, Jr. , Page Carter, Sue Carter ,Cari Dunham ,Nancy Saggese, Helen Applebaum, Debra Schueler, Jamie Diaferia, Susan Diaferia, Dom Diaferia, Melissa Pezzola ,Michael Merrill, Donald Pezzola , Gregory Maroun, Stecks Nursery and Landscaping, Albert Watson, Elizabeth Watson, Sue Randolph, Steve Randolph Alice Miller, llana Laurence, Patricia Laurence, Stuart Laurence, Jonathan Laurence Donny Pezzolo Jr, Katie Pezzolo, Kyle Kovacs , Kelly Kovacs, David Kellogg Devon Dobson, Kelsey Dobson, Phil Dobson, Tom Dobson, Lisa Molsan, Kat Benzova Michael Patzig, Liba Furhman, Ari Rosenberg, Lisa Ostrove, Michael Ostrove, Sophie Ostrove, Daniel Ostrove, John Macklin ,Tamar Macklin, Jennifer Shelov, Josh Shelov Sarah Dillon, Andrew Havill, John Havill, Janet Levy, Ross Levy, Nancy Macklin Robert Macklin, Michael Scofield, Jay Umbarger , Lymn Umbarger, Naomi Goldstein Paula Goldstein, Marty Fridson, Elaine Sisman, Nili Baider, Alberto Baider Daniella Baider, Allegra Baider, Larry Thaler, Sherry Thaler, Julie Bailey Bob Bailoy, Nomma-Haft, Troy Hat, Bafbara Stasiak, Jim Stasiak-KarinStreloy Beth Shelov, Mark McCloskey, Jacqule McCloskey, Chris McCloskey, Brian Tīnnan Candlelight Farms Aviation LLC , Terry McClinch, Sven Oisen, Mary Ofsen Kirsten Torraco, Michael Torraco, Gary Hida, Lisa Hida, Eileen F Barber, John Barber Lawrence Lombardo, Kathryn Joleen Lombardo, Robert Carrozzo, CheryI S Gould Tom Castagnetta, San Castagnetta, Dan Castagnetta, Ron Sypher, Barbara Sypher Nancy Walsh, Tlma Winkley, Kenneth Winkley, Ell Noam, Nadine Strossen


## EXHIBIT B

## STATE OF CONNECTICUT SITING COUNCIL


#### Abstract

PETITION NO. 1342 - Candlewood Solar LLC pettion for a declaratory ruling that no Cortificate of Environmental Compatibility and Public Need is requirod for the proposed conetrection, matritenance and operation of a 20 megawatt AC ( 26.5 megewati DC) solar photovoltaic eleciric generating facility located on a 163 acre parcel at 197 Eandewood Mountain Road and associated electrical interconnecfion to Eversourca Energy's Rocky River Substation on Kent Road in New Milford, Connecticut


## SEPTEMEER 6, 2017

## APPUCATION TO WTERVENE UNOER CEPA S22-19, 54-17T AND FIG-50M

Rescuse Candfewood Mountain ("RCM"), a voluntary association, is a coslition of Greater New Milford and Shermen restdents that hersby move and pelition the CSC to become a party Intervenor in the above application by Cendlewood Solar LLC pefitioning the Council for a declaratory ruling that no cartificate of envirommential compatibility and public need is required for a 20 magawatt solar photovoltaic power generafing facility on Kent Road in New Mifford, Connecticut. The ourpose of the intervention is to participate in these proceecings to prevent unreasonable impact to the natural resourcas of the State including scenic vistas, economic loss to neighboring foreet land and the tree-rifnadeoumtentation of habitat, the unreasonable loss of farm/ boundaries.

Pursuant to Conn.Gen.Stat. \$22e-19 ("CEPA"), \$16-50n and \$4-177a, the RCM seaks party status as an entity which has a diract interest in the pruceedings which will
 the group are Akely to sufter property valuperty abuts the project alte. The members of the public in general due to the proximity of the difterent from and greater that that of group saeks to protect the scenic vistas in we faclity to thair homes. in addition, the behaff of the general public. Intervenor seeks party ad and Sheman genereily on the purpose of subminting testimony, briefs and other atus in the above proceedings for consideration of the application under consideration spidence relevant to the environmental impact to scenic vistas by relocation, spectically the mitigedion of siting configurations and other best managomen, increased slte 'uffers, alternative natural resources.

Intervenor's participatton 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 enctivity for which Appilcant seeks a certificate is ilkely to unreasontibly harm the public trust in the air, water or other natural resources of the Stata of Conitecticut in that, if
granted, the proposed facilly will, infer alla, unreasonetly impalr the wisual quality of the environment and the naturally occuming core foresta in and about Canclewood Mountaln and surrounding area; and is reasonably llikely to cause vawshed and habitat deterioration that is unreasonable because alternathes to the petitioner's proposal exist which would result in leeser impact.

In suppert of this applicadion, the movank states the following:

- Rescue Candiewood Mountain is a duly constitufed Connectiout voluntary association with members who enjoy the scenic views in and about the area of the proposed facility on Candiewood Mountain.
- The proposed power generation facility will have a negative impact on the scenic vistas and natural resources in New Milford and Sherman by clear-euthing 72 acres of core forest in addition to 16 acres of which is farmiand, a loss of approximataly fifteen thousand trees.
- RCM intends to submit evidence to the record which has not been previously considered in the form of expert testimony which will substanitate the feaslbility of avaidable alternatives to the proposed facility of lesser visual impact which will assist the Council in complying with its mendete to minimize mpaci as requirad by C.G.S $\$ 16-50 \mathrm{~g}$ and $16-50 \mathrm{p}(3)$ (G)(b)(1).
- The design does not incorporate the best available technology for reducing the visual impacts (glare and the view of the faciilty itselm) of the facility in that it fails to fully consider impacts to scentic viows, natural habitats anti neighboring property uses, including nearby scenic trails and nearby homes.


## DISCUSSION OF LAW

The Council must be mindful of the statutory requirementes which apply to interventioris unider CEPA. This bar is qulte low for tiling an intervention and thus §22a-18 applications shoutd not be lighty rejected. Fintey v, Town of Orange, 289 Conn. 12 (2008) (an application need orly aliege a colorable clainn to survive a motion to dismiss)


CEPA cioarly and in the broadest torms indicates that any legal antity may intervene. This includes munfipal offlcials, Avalon Bay Conmunitias y. Zoning Commission, 67 Conn. App. 537, 867 A.2d 37 (2005).

An allegation of facts that the proposed activity at issue in the procseding is likely to unreasonably impair the public trust in netural resources of the State is sufficient. See, Cannate v. Dept. Of Enwhonmental Protection, et al, 239 Conn. 124 ( 1880 )/alleging ham to floodplain forest resourcer).

The Connecticut.Appallate Count has noted that stetutes "such as line EPA are remedial in mature and should be liberally construed to accomplish thair puppose." Avalon Bay Communities, Inc. v. Zoning Commission of the Town of Stratfort, a7 Conn. App. 537 (2005); Keoney v. Faifielol Resources, Inc., 41 Conn. App. 120, 432;33, 674A. 2 d 1349 (1986). In Red Hif Coatifion, Inc. V. Town Plenning \& Zoning Commssion, 212 Conn. $7272,734,563$ A. 2 d 1347 (1989) ( section 22a-19(almalses intarvantion a matiter of right once a verified pleading is filed complying with the statute, whather or not those allegations ultimately prove to be unfounded"); Polymer Resourcers, Lud. u Keenay, 32 Carin. App. 340, 348-49, 629A.2d 447 (1993) H[Section] 22a-19[e] compols a trial court to
pernit intarvention in an adiministrative proceeding or judlcial reviaw of such a proceeding by a party seeking to raise environmental issues upon the filing of e varified comptaint. The statute is therefore not discretionary.") See Also, Commecticut Fupd for the Envionment, the vestarrford, 162 Cornn. 247, 248 n.2, 470A.20 1214 (1984). In Mysfic Maninelite Aquanium y Gill, 175 Conn. 483, 490, 400 A.2v 726 (1978), the Supreme Court concluded that one who fled a verified plaeding untuler $322 a-19$ became a party to ent adinnistrative proceeoling upon doing so and had "statutory standing to appeal for the limited purpose of raising environmental tssues." "It is claar that one besic purpase v. Now Haven, 170 Conn, 46, 53-54, 364A.2d 194 (1975). The intervenor is antitled to participate as a 527 ) right of appeal under that statute. Committee to Save Guintervenur which allows for a Planing \& Zonling Commission, 48 Conn. Sup, 594, 85 Aiford Shoreline, Inc. v. Guffond has flad for intervantion in an adiministrallue proce $853 \mathrm{~A}, 201654$ (2004) once any entity appeal from that decision independent of any othar poceding, it has esfabllishad the right to Gill, 175 Conn. 483 (1978) stated quht chearly thet "one Maty. Mysfc Marinolite Aquanium v. becomes a party with statutory standing to appeal." Bmo files a $\$ 22 a-18$ applcation Wettands Commission of the Town of Bramond, 251 Conn 200, 27enaza, LLC v Inland a party who interveries in a municipal land use proceeding, 276, n. 9 (1999) held that standing to appead the administrative agency's decision to cited as support for this proposition, Red Hint Conition, to the Superior Court. The Coust 212 Comn. 710, 715, 563 A.2d 1339 (1989) (bbecause th. Consenvation Commission, Intervention at the commission hearing in accordance with [appellants] filed a notice of statutory standing to appaal from the commission's decision f22a-18(a), it toubtless had

In Keiser v. Zoning Commission, 62 Conn. App ano for that limited purpose." Court stated that the Bramhaven Piaza case Is dinectly 00, 603-604 (2001) our Appelilate the present case properly filed a notice of intervention on polnt and held "the plaintiff in in accordence with \$22-19(a). Actordingly, we conclude the zoning cormission hearing environmentaf issues related to the zoning commissionts decision" has standing to appeal The rights conveyed by CEPA are so imporitant ond decision." tuat that the deniai of a 22a-19 intarvantion itseff is and handamenteal to matters of public Fanhership v. Naw Haven City Plenning Commission 2000 Wh. Sae, CT Post Limited (Hodgson, J. 2000)/S22a-49 intervenors may file anion, 2000 Wh 1181131 Conn. Super. intervenor etalus). intarvenors' appilcation for intervenor status should be granted so that it may participate reaching a deciston which minimizes impact to natural resources of the state while balancing the public need for resporisible renewable snergy sourceg,

## VERIFICATION

The undersigned, Lisa Ostrove, duly authorized Director of Rescue landlewood Mountain, duly swom, hereby vertios that the above application is tue and accu the best of her knowledge and belief.


Swom and subscribed before me this $5^{\text {th }}$ th day of September, 2017 fintownin

## Notary Public; My Commission Expires Azgost,7 It il 2021

Respectfully Submitted, Rescue Candlewood Mountain,


Keith R-ATIEwoith, Esg.
Law Officas of Kelth R. Ainsworth, Esq., L.L.C. \#40826e
51 Elm Street, Suite 201
New Havan, CT 06510-2049
(203) 435-2014/(203)865-1021 fax
keithrainsworth 옹ive.com
The intervenor requests copies of all filings made in the course of, this docket to date and from this dets fonward and requests service by slectronic mall. CERTIFICATE OF SERVICE

This is to certify that a true copy of the forggoing was deposited in the United States mall, first-ctass, postage prempald this $\qquad$ day of September, 2017 and addressed to:

Mis. Mèenie Bachman, Executive Director, Connecticut Siting Courcil, 10 Franklint Square, New Britain, CT 06051 (1 orig, 15 copies, plus 1 electronic; (US Mail/ electranict.

And electronic copies to:

Cundlewood Soler LJC
'Iown of'New Milford

Depurtment of Etrexgy and Envinsmmental Protection

111 speen streen, saite act
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Joel S. Limanif
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Johb D. Townr. Eiq,
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## EXHIBIT C

## IN THE MATTER OF:

# DEVELOPMENT AND MANAGEMENT PLAN PROPOSED 20-MW SOLAR PHOTOVOLTAIC PROJECT CANDLEWOOD MOUNTAIN ROAD NEW MILFORD, CONNECTICUT CANDLEWOOD SOLAR, LLC - APPLICANT MMI \#1481-57-01 

## AFFIDAVIT

## STATE OF CONNECTICUT <br> )

COUNTY OF NEW HAVEN
) )
ss: Cheshire

Ryan McEvoy, Edward A. Hart, and Vincent C. McDermott, being duly sworn, depose and say the following:

1. We are members of Milone \& MacBroom, Inc., a professional engineering, landscape architecture, and environmental science firm with its principal office in Cheshire, Connecticut.
2. Ryan McEvoy and Edward A. Hart are professional engineers licensed to practice in the State of Connecticut and by our experience are qualified to review the Development and Management (D\&M) Plan for the above-referenced project as such plan relates to site devefopment, stormwater management, erosion and sedimentation control, and similar construction activities. Vincent $C$. McDermott is a landscape architect licensed to practice in the State of Connecticut and by his experience is qualified to review the D\&ivi Flan for the above-referenced project.
3. The Town of New Milford has engaged Milone \& MacBroom, Inc. to review the D\&M Plan submitted on behalf of Candlewood Solar, LLC (Candlewood) by Wood Environmental and Infrastructure Solutions, Inc. dated January 14, 2019. This review focuses on the impacts on the environment from the proposed development by comparing the representations made by the petitioner during the proceedings leading to the December 21, 2017, Decision and Order (D\&O) by the Connecticut Siting Council (CSC), and the conditions of approval in the D\&O to the refined site plans and engineering presented in the D\&M Plan. More specifically, this review addresses the following:
3.1 Adequacy of the Final Site Plans (Appendix B) to provide a responsible contractor to interpret the plans and to construct the improvements and to allow CSC to verify that the improvements have been constructed in accordance with the plans
3.2 Adequacy of the Erosion and Sedimentation Control Plan included in Appendix $B$ and described further in the Stormwater Pollution Control Plan (Appendix D) for consistency with the Connecticut Department of Energy \& Environmental Protection (CTDEEP) 2002 Connecticut Guidelines for Erosion and Sedimentation Control including but not limited to seeding the site for stabilization purposes prior to installation of racking systems and panels
3.3 Consistency of the Stormwater Management Plan with the CTDEEP 2004 Connecticut Stormwater Quality Manual, including an analysis on the potential impact of driveways on stormwater flows including but not limited to potential diversion of stormwater away from wetlands
3.4 Adequacy of the site clearing, grubbing, stabilization, and stormwater controls phasing plan
3.5 The consistency of the plans with the recommendations from CTDEEP outlined in "Stormwater Management at Solar Farm Construction Projects" dated September 8, 2017
4. The Candlewood Solar project will be constructed on a large site. The portion of the site where construction is proposed has steep slopes that average $10 \%$ to $15 \%$ with some slopes as steep as 25\%. The underlying soils are compact upland soil formed over glacial till, typical of what is found on the hillsides elsewhere in New Milford. The soil infiltration rates for these soils are classified by the Natural Resources Conservation Service as being slow to very slow. They are also prone to erosion due to being fine grained. There are several special wetlands on the property including three vernal pools as well as state special concern and threatened amphibians that are sensitive to water quality impacts. There are no construction activities proposed directly in the wetlands, but there are activities in the upland review area that could impact/impair water quality. Except for a small area of hayfields, construction will occur in wooded areas of the property. Overall, approximately 83 acres wiil be disturbed, and approximately 54 acres of core forest land will be clear-cut to allow tor the installation of the solar array and the transmission line connecting to the Rocky River substation east of the site.
5. The plans submitted to the CSC as part of the D\&M Plan are represented as being "For Construction." The plans are not suitable for construction, in our opinion, because they lack detail specific to the conditions on this subject site, are not adequate to allow a responsible contractor to implement the improvements in the field, and allow CSC to verify that the improvements have been constructed in accordance with the approved plans. Note the following:
5.1 Based on our experience with the design of similar facilities, it is customary engineering practice to provide site layout plans with appropriate dimensions showing the precise limits of clearing and the location of all improvements, grading plans having 2 -foot contour intervals showing existing and proposed finished grades including what will be beneath the solar arrays, and detailed drainage plans showing the precise slope sizes and inverts of pipes and other structures. This information is
in addition to the required Erosion and Sedimentation Control Plans. Without having refined plans, the impacts of the proposed development cannot be adequately assessed.
5.2 The project calis for the clearing and grubbing of the site in order to install the solar arrays, access drives, and other related facilities. However, except for some drainage swales and other drainage improvements located on the perimeter of the disturbed site ( 83.4 acres), there are no grading plans that show how the topography will be regraded once the existing vegetation and stumps have been removed and prior to restoration and the implementation of site improvements.
5.3 The site construction details included in the plans are generic, accompanied by standard tables. The critical details related to drainage structures have not been customized to be applied to this site and rely on field interpretation during construction.
5.4 In reviewing other solar installations and based on our experience, the ratio between the panels and the space between arrays should be approximately $50 / 50$ to facilitate adequate maintenance and provide for sumlight for the vegetation to grow beneath the panels. The plans show that the solar arrays are separated by aisles having a width as narrow as 5 feet, which is too narrow to allow maintenance and promote a healthy vegetative community. Moreover, it will cause the vegetation in the aisles and beneath the panels to be shaded, thus affecting the long-term sustainability and quality of the vegetation.
6. The stormwater analysis presented by the applicant is fundamentally flawed as noted below:
6.1 The plans are based on outdated rainfall data. Both CTDEEP and the Connecticut Department of Transportation (CTDOT) requiie the use of rainfail precipitation data from National Oceanic and Atmospheric Administration (NOAA) Atlas 14, not TP-40. (See Appendix B in Chapter 6 of the 2000 DOT Drainage Monual, as undated on the DOT webpage, now referencing NOAA Atlas 14 Volume 10.) The NOAA Atlas 14 rainfall data is $15 \%$ to $20 \%$ higher than the old data in TP- 40 and would have a significant impact on the outcome of the modeling and the actual design.
6.2 The HydroCAD model output provided in the Stormwater Pollution Control Plan indicates the use of infiltration in the design of the proposed sand filters. However, it does not appear that in-situ soil testing has been performed to determine if surface sand filters are an acceptable stormwater practice for the site.
6.3 The CTDEEP Stormwater Quality Manual provides guidelines for stormwater filtering practices that have not been followed in the proposed design. The manual states that filtering practices are designed as offline systems to treat the water quality volume and bypass larger flows. Also, the manual recommends the Water Quality Volume should be diverted into a pretreatment sediment forebay or settling chamber
to reduce the amount of sediment that reaches the filter. (5ee Filtering Practices in Chapter 11 of the 2004 DEEP Water Quality Manual, page 11-P4-1) The proposed design directs all of the runoff to the surface sand filter with no pretreatment. The manual contains a list of the limitations of stormwater filters that pertain to the proposed design: 1) Pretreatment is required to prevent filter media from clogging: 2) Frequent maintenance is required; 3) Surface sand filters are not feasible in areas of high groundwater; 4) Surface sand filters should not be used in areas of heavy sediment loads; 5) Surface sand filters provide little or no stormwater quantity control; and 6) Surface and perimeter filters may be susceptible to freezing. The design of the proposed stormwater management needs to be designed with greater attention to site conditions.
6.4 It is appropriate to assume a meadow coverage condition for the proposed conditions HydroCAD model only if continuous vegetation is permanently established and maintained under the solar panels. However, it is expected that the new vegetation will struggle to grow under the panels due to the density, size, and short height of the panels in relation to the ground. The only possible portion of the site where the arrays are proposed that could have a continuous meadow coverage would be the open space in between the panel rows that are illustrated to be as narrow as 5 feet. The hydrologic computations need to be revised to assume a poorer ground coverage under the proposed solar panels. This is likely to result in the need for stormwater detention that is not part of the plans as now presented.
6.5 The postdevelopment peak discharge rates for Points of Analysis 5 and 6 show an increase from the predevelopment conditions. A technical explanation as to why these increases will not cause negative impacts downstream has not been provided.
6.6 At present, much of the runoff from the western portion of the site that drains to abutting properties to the west does so in an even, shallow, concentrated flow. The introduction of the spillway outlets will result in runoff being consolidated and concentrated in a few distinct locations. This will fundamentally change the nature of the discharge from the subject parcels and could result in long-term risk of erosion and damage to downgradient parcels. This condition also exists on the eastern side of the parcel where runoff is concentrated and not spread out in a manner more consistent with existing conditions.
6.7 Design computations for the drainage swales and culverts have not been provided to demonstrate that they are adequately sized to convey the contributing stormwater runoff.
6.8 There are no supporting calculations demonstrating the velocity of runoff that is expected at the outlets of the basins.
6.9 The use of sheet flow in the time of concentration calculations where solar panels are proposed is not a reasonable expectation given the concentrated nature of the runoff
from the panels themselves. The runoff generated from the drip line of the panels will travel downgradient in a manner more consistent with shallow, concentrated flow.
6.10 The grading of the driveway from Candlewood Mountain includes tiprap swales along both sides of the road, with runoff directed to sand filter 7C. The uphill swale appears to simply discharge across the driveway to the sand filter. The uphill swale in particular is likely to convey significant flows that will cause erosion across the driveway in an unprotected manner. Also, there does not appear to be any supporting calculations on the design of the roadside or other swales on site.
6.11 The roadway swales ultimately discharge into two 18 -inch culverts beneath the driveway that will channelize the flow and result in point discharges that currently do not occur on site. Also, the 18 -inch culvert along the road is shown within the town right-of-way, requiring approval from the New Milford Public Works Department. Calculations for the 18 -inch culverts have not been provided.
6.12 The riprap spillway depth is not specified for the sand filter details. Assuming that the outflow from the spillway is calculated to begin at the crest and not the bottom of the riprap, the basins will begin to drain at the interface between the earth embankment and the bottom of the riprap, significantly reducing the effective storage within the basins.
6.13 The berms of the sand filters are shown at a 2:1 slope. Recommended slopes on constructed berms generally require an average slope of 2.5 between the inside and outside slopes of the berm.
6.14 Sand filter 7C does not include a berm as shown in the calculations and merely drains from elevation 726 to 724.
6.15 The plans call for a narrow sand filter strip within the bottom of some sand filter basins. The soil media should be placed within the entire bottom of the sand filters.
6.16 Water quality basins $2 \mathrm{~A}, 2 \mathrm{~B}, 4 \mathrm{~A}$, and 4 B are proposed on existing grades approaching $\mathbf{2 5 \%}$, resulting in significant grading along the property line. These basins need to be relocated upgradient to flatter existing slopes that are more suitable for construction of stormwater control features.
6.17 Portions of the site grading, drainage, and site improvements are shown directly against property lines and the town right-of-way. The submitted documents indicate that the property lines are based on tax maps and not based on surveyed property lines. Assessor's mapping is approximate and should not be used as a basis for design of construction plans particularly when activity is proposed right up to a property line. An A-2 boundary survey should have been completed prior to submission of the Stormwater General Permit application.
6.18 .The grading plan for basin 1A requires the installation of a constructed berm that will impound stormwater up to a couple feet in depth beneath portions of the solar panels. Based on the limited area of sand filter that is shown only in a small portion of the area impounded by the basin nearest to the eastern berm, extended periods of standing water may exist beneath panels after a rainstorm.
7. The phasing plan described in the Stormwater Pollution Control Plan (Appendix D) is simplistic and does not adequately address the potential erosion and sedimentation that should be anticipated from the disturbance of 83.4 acres (see Section 2.1 in the Stormwater Pollution Control Plan) on a steep hillside. Note the following:
7.1 The plans do not clearly show how no more than 5 acres at a time will be disturbed before stabilization and prior to the installation of the panels.
7.2 The plan states that the solar array will be installed after vegetative cover is "initiated," but there is no metric for determining when the soil has been stabilized.
7.3 The plans call for the clear-cutting of trees as one continuous operation, leaving the stumps in place. Such forest operations can cause soil erosion, but the applicant is not proposing to install erosion control measures until after the clearing operation is finished.
7.4 The second phase of the operation calls for the grubbing (removal of stumps) to be done in 5-acre increments, but the locations of those "plots" have not been clearly defined; this will be left to field survey at the time of construction. Furthermore; the method of grubbing has not been presented. If not performed with appropriate equipment, there is likely to be a loss of topsoil and an increase in the potential for erosion on the steap stopes. It appears írom the pians that it is the applicant's intention to perform the operations in a continuum rather that in discrete and separate disturbance plots that will allow for separation of the disturbed areas and for vegetation to become established.
7.5 Temporary seeding is proposed in areas that will be disturbed by subsequent construction activity with permanent seeding occurring at a later time. It is not clear how, when, and where permanent seeding will occur.
7.6 It is not appropriate to assume that once germination occurs that the land is stabilized and the 5 -acre phase is ready for the installation of foundations. It is our experience on sites where grass needs to be established prior to having activity on the site that it takes a substantial period of time before sod becomes adequately established. Permanent seed, which should include drought- and shade-tolerant species, takes 3 weeks or sa to germinate and takes months, not weeks, to develop a root system that can withstand traffic. The actual time for turf establishment depends on the time of year that seed is placed, temperature, and moisture. The turf
needs to be mowed to promote density. In this instance, we would expect a full growing season for the grass to become fully established.
7.7 As described in the plan, the foundations for the solar arrays will be ground screws that, in our experience, are installed using a skid-steer vehicle (a Bobcat). The movement of such equipment will tear apart the grass, likely resulting in erosion unless the grass is fully established.
7.8 The phasing plan attempts to break up the stabilization and construction of the site based on contributing watersheds. This does not seem to be a practical means to construct the improvements, particularly given the potential of subwatersheds being changed or modified as a result of ongoing construction activities. Sediment control measures including sediment traps and diversion swales should be installed and in place in phases immediately adjacent to phases that are under active construction to ensure that downgradient protections are in place should the topography not precisely match what is shown on the plans or if construction activities divert runoff across the estimated watershed limits.
7.9 The temporary sediment traps (TST) are shown on the plans in the identical manner that sand filter/water quality basins are shown. The supporting calculations shown on the details sheets include bottom elevations of the TSTs that are up to 3 feet below the bottom of the sand filter, well below the finished grade. The sediment and erosion control plans should reflect the grading of the TSTs shown in the supporting calculations.
7.10 Long slopes several hundred feet in length (as much as 700 feet) with average slopes exceeding $10 \%$ of disturbed, exposed soil are proposed prior to any sediment control measures. Unprotected long and steep slopes represent a significantly high risk of erosion. Long, steep stopes are requitred to be broken up by benching, terracing, or diversions to avoid erosion problems (pages 3 through 7 of the 2002 Connecticut Guidelines for Erosion and Sediment Control). Detailed site grading plans should be provided to show these site modifications.
7.11 The sediment barrier shown on the perimeter of the site will channelize and direct runoff to the low points along the slope, concentrating runoff from sediment trap outlets. The sediment barrier/silt fence locations need to be placed in a manner that will not result in channelizing the discharge from the basins.

712 Soil stockpile locations are not shown.
7.13 Much of the clearing and installation of overhead wires occurs on a slope that exceeds $\mathbf{2 5 \%}$ in grade. While the activities proposed in that area are intended to be minor in nature, disturbed soil on a slope this steep will require temporary diversions and at least temporary erosion control matting to allow for vegetation to become established.
7.14 There are no long-term stabilization measures shown along the drip line of the panels. Particularly in areas exceeding 10\% in grade, there exists the potential for erosion of the soil, which over time will result in increased sediment loads to downgradient areas.
8. The document prepared by CTDEEP entitled Stormwater Management ot Solar Farm Construction Projects includes clarification on procedure, design goals, and construction monitoring requirements that reiterate the goals of design documents referenced in Comment 3 above. The submitted documents fail to adhere to the recommendations of CTDEEP guidelines as noted below:
8.1 The CTDEEP document requires that the methods of "an approvable SWPCP will include methods for avoiding compaction of soils, disconnection of and reduction of runoff..., avoidance of concentration of stormwater, and other measures necessary to maintain or improve pre-construction hydrology conditions." For the reasons stated in Comment 6, it is our opinion that the postconstruction hydrology will degrade and exacerbate preconstruction hydrology.
8.2 The CTDEEP document requires that the design professional be well versed in erosion and sedimentation guidellnes, particularly Chapter 4 for large construction sites. For the reasons we stated in Comment 7, the D\&M Plan does not meet these criteria.
8.3 The document states "an approvable SWPCP shall include, but not be limited to, the location of all erosion, sediment and stormwater control measures including detailed design cut sheets with supporting calculations, construction means and methods, project phasing (i.e. site planning pre-construction, construction, and postconstruction stabilization, etc.), construction sequencing and a construction schedule." For the reasons stated in Comment 7, the phasing plan lacks sufficient detall, and the timing of construction activities will result in large tracts of disturbed land with a lack of mature vegetation needed to limit the potential for transport of sediment during construction.
9. In summary, the plans submitted to the CSC as part of the DKM Plan are inadequate and lack the necessary information to assure that there will not be erosion and sedimentation caused by the construction activities that could impact the waters of the stated as noted below:
9.1 Contrary to representations made by the petitioner, the hydrology of the site will be permanently altered and will impact adjoining properties.
9.2 The Candlewood Solar project should be distinguished from other projects that come before the CSC. Whereas transmission line projects, for example, disturb land in a linear manner where impacts from erosion and sedimentation are manageable and stabilization can occur quickly, the Candlewood Solar project will require the clearing,
grubbing, and regrading of a large block of land on steep slopes where it will be difficult to manage impacts.
9.3 The establishment of grass cover adequate to prevent long-term erosion will require regrading of the site prior to seeding. The time that it will take to achieve wellestablished grass should be measured in months, not weeks. By developing the site in "rolling" 5-acre increments without establishing thick turf before installing the solar arrays is highly likely to cause both short-term and long-term erosion and sedimentation.
9.4 The density of the solar arrays will severely restrict sunlight to the grass beneath the panels and make it very difficult to maintain the grass that will allow for its long-term
health.
9.5 If the CSC requires the petitioner to modify and resubmit the plan and supporting documents in accordance with the foregoing comments, it is quite possible that the configuration of the solar arrays will need to be modified and further reduced in
number. number.

## Malone \& MacBroom, inc.



Lead Project Engineer, Civil
Cheshire, Connecticut


Edward A. Hart, PE, Vice President

$$
\frac{2-27-2019}{\text { Date }}
$$

Director of Civil Engineering Cheshire, Connecticut


Vincent C. McDermott, FASLA, AICP,

## Senior Vice President

## Cheshire, Connecticut

## STATE OF CONNECTICUT CONNECTICUT SITING COUNCIL

IN THE MATTER OF:
Candlewood Solar, LLC 20 MW Solar Photovoltaic Project New Milford Assessor's Map Parcels 26/67.1, 9.6, and 34/31.1
Candlewood Mountain Road New Milford, Connecticut

PETITION NO: 1312

FEBRUARY 28, 2019

## AFFIDAVIT REGARDING NOTICE

Daniel E. Casagrande, being duly sworn, deposes and says:

1. I am over the age of eighteen and believe in the obligations of an oath.
2. I am counsel for the petitioner, Town of New Milford, and am fully familiar with the facts set forth herein.
3. On February 28, 2019, the petitioner, through undersigned counsel, gave notice of the substance of the petition, and of the opportunity to file comments and to request intervenor or party status under R.C.S.A. §§ $22 a-16-50 j-13$ to $16-50 j-17$, to all persons whom, to the best of my knowledge and belief, are required to be notified under R.C.S.A. § 16-50j-40(a) and other persons known by the petitioner to have an interest in the subject matter of the petition. Such notice was served, via first-class mail, upon the parties listed on the attached list. Also attached hereto are copies of the abutters' maps
submitted to the Siting Council by the Petitioner, Candlewood Solar, LLC, in support of its petition for approval of the underlying solar farm project. To the best of undersigned counsel's knowledge and belief, these maps accurately depict the abutting properties.

Dated at Danbury, Connecticut, this $28^{\text {th }}$ day of February, 2019.


Subscribed and sworn to before me this 28 \$h day of February, 2019.


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| Steven M. \& Debra A. Coshal 53 Suliivan Farm New Milford, CT 06776 | James R. \& Linda R. Hopponen 75 Sullivan Farm New Milford, CT 06776 |

Josephine A. Reiner
76 Sullivan Farm
76 Sullivan Farm
New Milford, СТ 06776

James A. \& Barbara K. Marx
77 Sullivan Farm
New Milford, CT 06776

Ann Y. Agnor
78 Sullivan Farm
New Milford, CT 06776

Celia Mctague-Pomerantz
79 Sullivan Farm
New Milford, CT 06776

Louise D. Wyman
8 Sullivan Farm Road
New Milford, CT 06776

Virginia A. Verhoff
80 Sullivan Farm
New Milford, CT 06776

Mark Gagnier
81 Sullivan Farm
New Milford, CT 06776

Ralph A. \& Noreen M. Toscano
82 Sullivan Férm
New Milford, CT 06776

Michele Ottavio
83 Sullivan Farm
New Milford, CT 06776

Nancy A. Reshsa
84 Sullivan Farm
New Milford, CT 06776

Nancy J. Torres
85 Sullivan Farm
New Milford, CT 06776

Jeanette T. Passarella
86 Sullivan Farm
New Milford, СТ 06776

Margaret Morgan
87 Sullivan Farm
New Milford, CT 06776

Douglas H. Diefenbach
9 Shoreview Lane
Danbury, CT 06811

Oliver \& Caitlyn W. Doenges
89 Sullivan Farm
New Milford, СТ 06776

Krysta Perrone
9 Sullivan Farm
New Milford, CT 06776

William H. Rolls \& M. Beth Troy
90 Sullivan Farm
New Milford, CT 06776

Steven A. \& Amy M. Nargiso
91 Sullivan Farm
New Milford, CT 06776

Rosalie G. Thorn Family Trust
92 Sullivan Farm
New Milford, CT 06776

Jacquline Lathrop
93 Sullivan Farm
New Milford, CT 06776

James Thomas Loue 오 Lois Gazzola
94 Sullivan Farm
New Milford, CT 06776

Perry A. \& Diane M. Simone
95 Sullivan Farm
New Milford, CT 06776

Rbt B \& Kathleen A. Camillone Trstee
Camillone Lug Tst
96 Sullivan Farm
New Milford, CT 06776
Ingrid K. \& Gertrud J. Voggel
97 Sullivan Farm
New Milford, CT 06776

Margie M. Bueide
98 Sullivan Farm
New Milford, CT 06776

Robert W. VanZandt \& Brenda M L/U
VanZandt Family Trust
Brian J. Van Zandt Trustee
99 Sullivan Farm
New Milford, CT 06776
Mieke B. Micheal
1 Sullivan Farm
New Milford, CT 06776

Judith H. Hudson
10 Sulivan Farm
New Milford, CT 05776

Daniel A. Osvalda, Jr.
100 Sullivan Farm
New Milford, CT 06776

Lyndall L. \& Nancy J. Miller
101 Sullivan Farm
New Milford, CT 06776

Anthony L. \& Laura Witek
102 Sullivan Farm
New Milford, CT 06776

Franklin C. Canavan Est of
Faith V. Marr \& Brendan Canavan Fids
103 Sullivan Farm
New Milford, CT 06776
Joseph N. Edo \& Jennifer R. Maikels
104 Sullivan Farm
New Milford, CT 06776

Daniel A. Sr. \& Maureen M. Osvalda
105 Sullivan Farm
New Milford, CT 06776

Scott Colman
106 Sullivan Farm
New Milford, CT 06776

Christopher P. \& Deborah A. Cawley
107 Sullivan Farm
New Milford, CT 06776

William V. Baker \& Elizabeth R. King
108 Sullivan Farm
New Milford, CT 06776

Manrico Caglioni \& Susan Dufour
109 Sullivan Farm
New Milford, CT 06776

Kenneth F. \& Catherine D. Kast
11 Sullivan Farm
New Milford, CT 06776

Mark Uppaluri \& Claudette B. Aquino
110 Sullivan Farm
New Milford, CT 06776

Patrick J. \& Nora M. Kelley
111 Sullivan Farm
New Milford, CT 06776

Benjamin J. Piecora
112 Sullivan Farm
New Milford, CT 06776

Bruce A. \& Joyce A. Parrish
113 Sullivan Farm
New Milford, CT 06776

Michael J. Greco Est of B A Rev Tr Michael J. Greco Trustee
Karen Greco
22 Lake Marie Lane
Bedford Hills, NY 10507
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115 Sullivan Farm
New Milford, CT 06776

John \& Cathy A. Snopkoski
116 Sullivan Farm
New Milford, CT 06776

Myra Shaw Trust Agrmt Myra Shaw Trustee 117 Sullivan Farm
New Milford, CT 06776

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118 Sullivan Farm
New Milford, CT 06776

Anita R. Aru Revocable Trust Anita R. Aru Trustee 802 Grafton Court
Naples, FL 34104

Alice Ostergard
12 Sullivan Farm
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Louise Kaufmann L/U Kaufmann Family Trust Dtd 10/19/11
Kaufmann Ra \& Ka Cotrustees
120 Sullivan Farm
New Milford, CT 06776
Joel S. \& Barbara Levitt
121 Sullivan Farm
New Milford, CT 06776

Chester \& Gillian Nason
122 Sullivan Farm
New Milford, CT 06776

James H. Jr. \& Deborah Cowden
74 Sullivan Road
New Milford, CT 06776

Vijay S. Pidikiti \& Prathima Adusumalli 35 Sullivan Farm
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Benedict C. \& Edith M. Valentine
15 Sullivan Farm
New Milford, CT 06776

James W. \& Amy R. Jacques
14 Sullivan Farm
New Milford, CT 06776

Benedict C. \& Edith M. Valentine
15 Sullivan Farm
New Milford, CT 06776

John M. Jr. \& Linda J. Wrenn
16 Sullivan Farm
New Milford, CT 06776

Michael F. \& Gigi M. Barnes
17 Sullivan Farm
New Milford, CT 06776

Robert L. \& Patricia P. Bayer
18 Sullivan Farm
New Milford, CT 06776

Joseph J. Crowley, Jr. \& Patrick T. Sears
19 Sullivan Farm
New Milford, CT 06776

CJ Lacava \& JC Joint Life Ins Tr
Gregory M. Lacava \& Christopher J. Cotrs
2 Sullivan Farm
New Milford, CT 06776

## Helen F. Parks

20 Sullivan Farm
New Milford, CT 06776

Geraldine Powell
21 Sullivan Farm
New Milford, CT 06776

Kenrik A. Mannion
22 Sullivan Farm
New Milford, CT 06776

Eleanor L. Kirk
23 Sullivan Farm
New Milford, CT 06776

Patricia A. Prokop
24 Sullivan Farm
New Milford, CT 06776

Rita A. Guariglia
25 Sullivan Farm
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Sylvia M. Mangini
26 Sullivan Farm
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29 Sullivan Farm
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Nina L. Wagner
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New Milford, CT 06776

Paula S. Goldstein Revocable Trust
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4 Candlewood Landing
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10 ${ }^{\text {th }}$ Street Partners, LLC
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41 Hemlock Ridge Lane
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Robbie Cheryl Rasor
28 Chimney Point
New Milford, CT 06776

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Ridgefield, СТ 06877

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Luckenbill $1 / 3$ \% Olson James S. \& Tara N. Tr
150 E $73^{\text {ra }}$ Street, Apt. 6C
New York, NY 10021
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18 Chimney Point
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New Milford, CT 06776

Rothstein Living Trust Melvin \& Gloria C. Rothstein Cotrustees
36 Chimney Point
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7 Oak Pt Club
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939 Candlewood Lake S
New Milford, CT 06776

James Anthony Paduano
769 Candlewood Lake S
New Milford, CT 06776

William Benjamin \& Yvonne Ann Stutler Llving Trust
William B. \& Yvonne A. Stutler Tr
31 Hemlock Ridge Lane
New Milford, CT 06776
Vincent Terranova \& Laura Fulmer
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765 Candlewood Lake 5
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James Anthony Paduano
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2 Berry Lane
Darien, CT 06820

Candleset Cove Association, Inc.
126 Carmen Hill Road
New Milford, CT 06776
Kenneth Robert Carr
2 Oak Point
New Milford, CT 06776

Linda M. Jowdy
10 Candlewood Heights
New Milford, CT 06776

Kevin J. \& Mary pat Kelleher
906 Candlewood Lake S
Now Milford, CT 06776

Henry L. Blevio Family Trust Henry L. Blevio \& Jane Connolly
9 Oak Point Club
New Milford, CT 06776

Hazel A. Case
811 Candlewood Lake S
New Milford, CT 06776

Kirwood D\&C\&Salamone R\&S\& Tallaksen R\&H\& Tyskiewicz M 6 Eagle Drive
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Warner Ridge Beach Association
PO Box 824
New Milford, CT 06776

Scott Hinson
910 Candlewood Lake S
New Milford, СТ 06776

Lori Ohara
3 Warner Pt
New PAifford, CT 06776

Rehtom Serutaon
c/o Attorney Stuart Ratner
1010 Summer Street, Sulte 101
Stamford, CT 06903
Dominick G. Dagostino
71 Oak Avenue
Madison, CT 06443

| Lakewood Terrace Association, Inc. 8 Lakewood Terrace New Milford, СТ 06776 | Fernand J. Toussaint 821 Candlewood Lake S New Milford, CT 06776 |
| :---: | :---: |
| Thomas M. Davidson Rev Trust \& Anne Elizabeth 131 Doubling Road <br> Greenwich, СТ 06830 | Richard A. M. C. Johnson, Jr. 943 Candlewood Lake 5 New Milford, CT 06776 |
| Robert J. \& Anna B. Orlandi 27 Hine Hill Road New Milford, CT 06776 | Stefan \& Rita Depozsgay 22 N $6^{\text {th }}$ Street Brooklyn, NY 11249 |
| Peter R. \& Donna Henning 39 Hemlock Ridge Lane New Milford, CT 06776 | Thomas M. \& Chris D. Fantry 306 Route 304 Congers, NY 10920 |
| Paul B. \& Marie Kovacs 805 Candlewood Lake S New Milford, CT 06776 | Mitchel J. Jr. \& Lori Ohara 3 Warner Pt New Milford, CT 06776 |
| Michele Marie Paduano 767 Candlewood Lake S New Milford, CT 06776 | Howard A. \& Ann K. Bader 945 Candlewood Lake S New Milford, CT 06776 |
| Colleen A. Kirwan 929 Candlewood Lake S New Miliford, CT 06776 | Anthony J. Sigillito <br> 14 Chimney Point <br> New Milford, CT 06776 |
| John V. Healy Revocable Trust John V. Healy Trustee 135 Hidden Pond Way West Chester, PA 19382 | Connecticut Light \& Power <br> Property Tax Department <br> PO Box 270 <br> Hartford, CT 06141-0270 |
| Frances M. Gallagher <br> 7 Oak Point <br> New Milford, CT 06776 | Todd Albright \& Joel Sandak 89 Deerfield Lane $\mathbf{N}$ Pleasantville, NY 10570 |
| Jonathan P. \& Margaret A. Wolff <br> 1 Warner Pt <br> New Milford, CT 06776 | David E. Baines Revocable Trust David E. Baines Trustee 38 Chimney Point <br> New Milford, CT 06776 |
| Howard Oak Point, LLC <br> c/o Howard Russ <br> 10 Ide Road <br> Williamstown, MA 01267 | Barry \& Lynne K. Halliday 222 Riverside Drive PH1-A New York, NY 10025-6809 |
| William R. \& Carole A. Pacula 137 Kilburn Road Garden City, NY 11530 | Harry H. Jr. \& Pamela W. Neumann 20 Whitewood Hollow Ct Ridgefield, CT 06877 |
| Kathryn L. Henriques 892 Candlewood Lake S New Milford, CT 06776 | Ellen Casey 50\% \& Christopher Sammelwitz 50\% 203 Azalea Lane <br> Wert Grove, PA 19390 |
| Deep K. \& Usha Kaul 799 Candlewood Lake S New Milford, CT 06776 | Dolores Kravec L/U Vance Russell \& Denise Russell 933 Candlewood Lake S <br> New Milford, CT 06776 |
| Kenneth E. \& Shelley H. Obletz 8 Chimney Point New Milford, CT 06776 | John Winer 947 Candlewood Lake S New Milford, CT 06776 |


| Thomas \& Maureen Giordano | Joseph A. \& Kristen E. Vesey |
| :---: | :---: |
| 34 Chimney Point | 30 Chimney Point |
| New Milford, CT 06776 | New Milford, CT 06776 |
| C A A Trust Craig E \& Cathy A. Alpert Trustees | Azem Albra |
| 10 Dylan Drive | 8 Siscar Place |
| Newtown, CT 06470 | Beacon, NY 12508 |
| Kenneth Robert Carr |  |
| 2 Oak Point | Stapleton George Cotr |
| New Milford, CT 06776 | 32 Chimney Point |
|  | New Milford, CT 06776 |
| Frank \& Patricia Bellantoni | Doreen A. Denton |
| 2-A Jeanette Street, \#4 | 950 Park Avenue |
| Danbury, CT 06811 | New York, NY 10028 |
| John Richard \& Margaret Fusek |  |
| 88 Indian Trail (Lk) | 151 Central Park West, \#2w |
| New Milford, CT 06776 | New York, NY 10023 |
| J Gregory \& Laura H. Milmoe | Brian R. \& Dawn Hoestery |
| 287 Langley Road | 8 Scarsdale Farm Road |
| Newtown, MA 02459 | Scarsdale, NY 10583 |
| CL C Owners Corp. | Michael H. Ostrove \& Lisa J. Kresloff |
| 919 Candlewood Lake Road | 240 East 47 ${ }^{\text {th }}$ Street, Apt. 30EF |
| Brookfield, tl 06804 | Now York, NY 10017 |

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Monroe, Ст 06468

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Francis A. \& Dianne C. Defrino
815 Candlewood Lake 5
New Milford, CT 06776

Carol Enright
790 Candlewood Lake S
New Milford, CT 06776

Martin Rbt WX 42.26\% \& Martin Fam Trust 28.87\% \&
Martin Wm X Fam Tr 28.87\%
42 Warwick Manor
New Milford, CT 06776











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Town of New Mifford, CT


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Town of New Milford, CT




[^0]:    ${ }^{1}$ Record references ( R . $\qquad$ ) are to the record in the pending administrative appeal from the Decision brought by Rescue Candlewood Mountain and other persons. (Docket Nos. HHB-CV-18-6042335-S).

[^1]:    ${ }^{2}$ To the extent that the Council took any comfort from the PILOT agreement between the Developer and the Town (R. 367-81) that the decommissioning plan would be adequately funded, that reliance was and remains unjustified. The PILOT agreement--which the Council has no authority to enforce in any event--states that a surety bond for the decommissioning plan will be provided to the Town six months before the decommissioning date, i.e. at the end of the Project's proposed 20-year life. (R. 380) Whether the Developer would be able or willing to procure such a bond 19.5 years after the commencement of the Project is pure speculation. Without any presently-in-place financial security and no future revenue stream to fund any such security at the end of the Project, the Developer easily could avoid funding any plan by declaring bankruptcy. The Council's apparent willingness, through its conditional approval, to let the nature and scope of the decommissioning plan be worked out between Developer and the Town, is an impermissible delegation of the Council's statutory responsibility to protect the environment, and is in any event illegal as there is no record proof that the plan (in whatever final form Developer chooses to adopt) will ever be adequately funded. The Council's acceptance of the decommissioning plan offered in the DMP would be equally illegal and unjustified.

[^2]:    *2 (ROR, Item 1, Decision and Order, Docket 192, p. I.)

