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August 31, 2017

Todd A. Bianco Coordinator Rhode Island Energy Facility Siting Board 89 Jefferson Boulevard Warwick, RI 02888

Re:

Invenergy Thermal Development LLC – Clear River Energy Center

Docket No. SB-2015-06

Dear Dr. Bianco:

Enclosed for filing in this matter are an original and three (3) copies of the Town of Burrillville's Reply to Invenergy Thermal Development LLC's Objection to the Town's Motion to Dismiss the Invenergy Application Due to Invenergy's Failure to Furnish Complete Plans as to All Structures, as required by the Energy Facility Siting Act and the Board's Rules. Electronic copies have been sent to the service list.

The Town has respectfully requested oral argument on this Motion.

If you need any further information, please do not hesitate to contact me.

Very truly yours,

Michael R. McElroy

cc: Service List

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS ENERGY FACILITY SITING BOARD

IN RE: INVENERGY THERMAL DEVELOPMENT LLC's

APPLICATION TO CONSTRUCT THE CLEAR RIVER : DOCKET No. SB-2015-06

ENERGY CENTER IN BURRILLVILLE, RHODE ISLAND

THE TOWN OF BURRILLVILLE'S REPLY TO INVENERGY THERMAL DEVELOPMENT LLC'S OBJECTION TO THE TOWN'S MOTION TO DISMISS THE INVENERGY APPLICATION DUE TO INVENERGY'S FAILURE TO FURNISH COMPLETE PLANS AS TO ALL STRUCTURES

The Town of Burrillville ("Town") hereby submits its Reply to Invenergy Thermal Development LLC's ("Invenergy") Objection to the Town's Motion to Dismiss the Invenergy Application due to Invenergy's Failure to Furnish Complete Plans as to All Structures as required by the Energy Facility Siting Act ("EFSA") and the Energy Facility Siting Board's ("EFSB") Rules of Practice and Procedure ("EFSB Rules"). R.I.G.L. § 42-98-8(a)(2); EFSB Rule 1.6(b)(8).

The Town has asked the EFSB to dismiss Invenergy's licensing proceeding with prejudice because:

(1) the jurisdiction of the EFSB is expressly based on the mandatory filing by Invenergy of "complete plans as to all structures ... associated with the proposed facility" in its prelicensing application in accordance with R.I.G.L. § 42-98-8(a)(2) and EFSB Rule 1.6(b)(8); ¹

¹ The phrase "complete plans" is not defined within the EFSA (or the EFSB Rules). It is well settled in Rhode Island that when the language of a statute is clear and unambiguous, the statute must be interpreted literally and must give the words of the statute their plain and ordinary meanings. Wigginton v. Centracchio, 787 A.2d 1151, 1154 (R.I. 2001) (quoting Providence & Worcester Railroad Co. v. Pine, 729 A.2d 202, 208 (R.I.1999)). "This is particularly true where the Legislature has not defined or qualified the words used within the statute." Ryan v. City of Providence, 11 A.3d 68, 71 (R.I. 2011) (quoting Markham v. Allstate Insurance Co., 352 A.2d 651, 654 (R.I. 1976)). The Rhode Island Supreme Court often looks to dictionary definitions to interpret statutes, especially where the General Assembly has not defined the word used within the statute itself. "In carrying out the process of determining the meaning of the words employed by an enacting legislature, reference to contemporaneous dictionaries is appropriate and often helpful." Chambers v. Ormiston, 935 A.2d 956, 962 (R.I. 2007).

- (2) Invenergy has failed to provide complete plans as to all structures associated with the proposed facility;
- (3) the complete plans "shall be the basis for determining jurisdiction." R.I.G.L. § 42-98-8(a)(2);
- (4) jurisdictional requirements cannot be waived by the EFSB or the parties; and
- (5) under R.I.G.L. § 42-98-16(a), failure to comply with an EFSB rule, regulation, requirement or procedure for licensing constitutes grounds for dismissal.

I. ARGUMENT

A. Invenergy must provide both a "detailed description of the facility" **and** "complete plans as to all structures" in its pre-licensing application.

Under the EFSA and the EFSB Rules, a pre-licensing applicant before the EFSB must submit **both** a "detailed description of the proposed facility, including its function and operating characteristics, **and** complete plans as to all structures." R.I.G.L. § 42-98-8(a)(2); EFSB Rule 1.6(b)(8) (emphasis added).

In its Objection, Invenergy attempts to confuse the issue before the EFSB. Invenergy argues that because it has provided some "detailed" information to the EFSB and the Town, it should somehow be exempt from the requirement to provide "complete plans." However, Invenergy is not given the choice to provide one or the other. Invenergy must provide both.

² Invenergy places a great focus in its Objection on the alleged "details" it has provided to the EFSB and the Town. In fact, the term "detail" appears in Invenergy's Objection fifty-nine (59) times in various forms.

These basic requirements should come as no surprise to Invenergy, which has built 105 energy projects worldwide, totaling over 15,900 megawatts (MW), including 10 natural gas fired plants totaling 5,519 MW.³

The issue which forms the basis for the Town's Motion to Dismiss is that Invenergy has not provided "complete plans as to all structures" in its pre-licensing application.⁴ The issue before the EFSB is not whether Invenergy has provided some "detailed" information.⁵ Even if the EFSB finds that Invenergy has provided a "detailed description of the proposed facility" as Invenergy alleges in its objection, this does not meet the requirements of the EFSA and the EFSB Rules. Invenergy must provide both a "detailed description" and "complete plans." It has not done so. ⁶

B. Invenergy must provide both "complete plans as to all structures" in its pre-licensing application, and, if licensed, must then provide "final design drawings and plans for the applicant's energy facility" during post-licensing proceedings.

Under the EFSA and the EFSB Rules, a pre-licensing applicant must submit both "complete plans as to all structures" in its pre-licensing application, then, if the license is issued, the applicant must then submit "final drawings and plans for the applicant's energy facility"

³ See Invenergy's "Our Projects" website. https://invenergyllc.com/projects/overview (last visited August 28, 2017).

⁴ The term "plan" is a noun meaning a "drawing or diagram drawn on a plane." https://www.merriam-webster.com/dictionary/plan (last visited August 28, 2017). The term "plan" can also be used as a verb that means "to arrange the parts of." *Id.* In the context of the EFSA legislation, "plan" has been used in its noun form, as shown above. Similarly, the term "architectural plan" is a synonym of the term "plan" which means a "scale drawing of a structure." https://www.vocabulary.com/dictionary/architectural%20plan (last visited August 28, 2017).

⁵ The term "detail" is not synonymous with "complete." "Detail" is a noun that means "extended treatment of or attention to particular items" or "a part of a whole." The word "detailed" is an adjective that means "marked by abundant detail or by thoroughness in treating small items or parts." https://www.merriam-webster.com/dictionary/detail (last visited August 28, 2017).

⁶ The Town offers no opinion at this time regarding whether Invenergy has provided sufficiently detailed descriptions of the proposed facility to meet the requirements of the EFSA and the Board's Rules, as this is not at issue in the present Motion.

during post-licensing proceedings. R.I.G.L. § 42-98-8(a)(2); EFSB Rule 1.6(b)(8); EFSB Rule 1.14(a)(2) (emphasis added).

Invenergy again attempts to obscure the issue before the EFSB. Invenergy argues that because post-licensing proceedings before the EFSB call for "final" plans, Invenergy should somehow be exempt from providing "complete" plans with its pre-licensing application. This is incorrect.

The terms "complete" and "final" cannot be used interchangeably. According to the Merriam-Webster Dictionary, the word "complete" is an adjective that means "having all necessary parts, elements, or steps." The word "final" is an adjective that means "coming at the end" or "being the last in a series, process, or progress."

As Invenergy notes in its Objection, the EFSB has adopted post-licensure proceedings guidelines which are now found in EFSB Rule 1.14. Part of the post-licensure process requires the applicant to submit "final design drawings and plans for the applicant's energy facility" until after the license has been issued. EFSB Rule 1.14(a)(2) (emphasis added). It is logical for the EFSB to wait to review final plans at the end of the licensure process.

However, the requirement for "final" plans in the **post**-licensing process did not replace the requirement that "complete" plans must be filed with the **pre**-licensing application. Even after the adoption of post-licensing proceedings in Rule 1.14, the EFSB expressly retained the

⁷ The term "complete" can also be used as a verb that means "to make whole or perfect." https://www.merriam-webster.com/dictionary/complete (last visited August 28, 2017). In the context of the EFSA legislation, "complete" has been used in its adjective form, as shown above.

⁸ The term "final" can also be used as a noun that means "a deciding match, game, heat, or trial" or "the last examination in a course." https://www.merriam-webster.com/dictionary/final (last visited August 28, 2017). In the context of the EFSA, "final" has been used in its adjective form, as shown above.

requirement that "complete" plans must be submitted with each application. Rule 1.6(b)(4) ("An application shall include the following [...] complete plans as to all structures, including, where applicable, underground construction, transmission facilities, cooling systems, pollution control systems and fuel storage facilities associated with the proposed location of the project.").

This requirement is mirrored in R.I.G.L. § 42-98-8(a)(2), which states:

The application shall contain at least the following, where applicable: [...] (2) [...] **complete plans** as to all structures, including underground construction and transmission facilities, underground or aerial, associated with the proposed facility.

The **complete plans shall be the basis for determining jurisdiction** under the energy facility siting act and shall be the plans submitted to all agencies whose permit is required under law. (Emphasis added.)

Invenergy must therefore provide "complete plans as to all structures" in order for its prelicensing application to be complete. However, Invenergy has failed to provide a plan for fifty-four of the fifty-five proposed structures. Invenergy's application is therefore incomplete as a matter of law, has been for almost two years, and accordingly should be dismissed with prejudice.

C. Invenergy's failure to provide "complete" plans as to all fifty-five proposed structures renders Invenergy's pre-licensing application incomplete as a matter of law.

Invenergy argues that "[t]he Town appears to believe that Invenergy must provide detailed design, engineering and construction plans for each of the buildings and equipment..."

Invenergy Objection at 15. This is untrue.

⁹ When the legislature reenacts a statute, and leaves a provision unchanged, the legislature has ratified that provision. "Congress is presumed to be aware of an administrative or judicial interpretation of a statute and to adopt that interpretation when it re-enacts a statute without change." *Merrill Lynch, Pierce, Fenner & Smith v. Curran*, 456 U.S. 343, 382 n.66 (1982).

For large projects such as Invenergy's proposed facility, architectural design and engineering firms typically follow a staged process. ¹⁰ A proposal evolves from an identified market need and pre-licensing "not for construction" plans at the start to final engineering and construction plans at the end. The level of detail included for each stage increases as the project advances. For example, a typical project may progress as follows: (1) preliminary or schematic design phase, (2) design development phase, and (3) construction document phase. The plans created during the construction document phase often proceed from 50% completion, to 75% completion, and finally to 100% completion. Construction documents that are 100% complete are usually referred to as "issued for construction" plans, whereas plans created in all previous phases are typically stamped as "not for construction" plans.

Invenergy objects to providing "final" or "issued for construction" plans at this point in the EFSB pre-licensing process. The EFSA and the EFSB Rules do not require "final" construction plans for the proposed facility at this stage; nor is the Town's Motion to Dismiss based on Invenergy's failure to provide such "final" construction plans. The law requires "complete" design plans (not "final" construction plans) for each of the fifty-five proposed structures during pre-licensing proceedings with enough detail to allow for adequate review by the building official and the EFSB.

For example, Invenergy argues that a "conceptual plan set" provided to the Town on October 14, 2016 constitutes the required "complete plans" for the proposed project. Invenergy's Objection at 6. However, the "conceptual plan set" that Invenergy refers to is neither "complete"

¹⁰ Refer to the following examples of design and construction processes for large projects: http://www.ucop.edu/construction-services/facilities-manual/volume-3/vol-3-chapter-1.html http://facilities.yale.edu/departments/planning-project-management/design-construction-process http://hamden.com/filestorage/43/79/Stages_of_Construction.pdf

nor helpful. There are two pages with an aerial view of the proposed facility and surrounding property, along with a single page floor plan for one building. See Exhibit A, attached. A simple review makes clear that these three documents do not constitute "complete plans as to all structures." At a minimum, Invenergy must provide a "not for construction" conceptual plan or schematic for **each** of the fifty-five structures.

To be clear, the Town does not expect Invenergy to provide close-to-final construction plans for each structure with its pre-licensing application. But plans for **each** of the fifty-five proposed structures are required during the pre-licensing application stage to allow the Town and the EFSB to properly review the proposed facility.

The burden is on Invenergy to provide all documents required by law for a complete prelicensing application, including "complete plans as to **all** structures" for its proposed facility.

R.I.G.L. § 42-98-8(a)(2); EFSB Rule 1.6(b)(8). Since Invenergy has failed to do so, its application should be dismissed with prejudice.

D. The EFSB's ruling in Ocean State Power does not help Invenergy.

In its Objection, Invenergy attempts to argue that its position is supported by a prior EFSB opinion rendered in the Ocean State Power ("OSP") docket in 1988. Invenergy's Objection at 9. However, the EFSB's decision in the OSP docket is fully consistent with the Town's Motion.

In the OSP decision, the EFSB addresses the need to provide "final" plans, suggesting that such final plans should be submitted after the EFSB license is granted. The OSP decision does not remove the requirement for an applicant to provide "complete" plans with the pre-licensing

¹¹ Invenergy also included thirteen drawings related to Invenergy's proposed stormwater management plan and drawings related to two buildings from a different energy project in Pennsylvania. None of these drawings depict any of the fifty-five proposed structures Invenergy proposes to build in Rhode Island.

application. The two requirements can and do co-exist within the application process (prelicensing and post-licensing).

In its decision in the OSP docket, the EFSB held that technical permits, such as building permits, should not be issued until "final construction drawings" are thoroughly reviewed. Therefore, it held that if an EFSB license is granted, such **final** drawings would then be developed, but if an EFSB license is denied "the applicant need not be burdened with the costs of **detailed final design**." (Emphasis added.) For this reason, the EFSB suggested creating a "post licensure proceeding" wherein building permits could be issued, allowing the applicant to have a "prompt review of its **final building design** without having to commit to **final design** before a decision regarding the overall board license." (Emphasis added.)

The holding by the EFSB in the OSP docket is entirely consistent with the Town's Motion to Dismiss Invenergy's Application for failure to provide **complete** plans as part of the prelicensing application. **Complete** plans must be submitted with a pre-licensing application. **Final** plans must be submitted during post-licensing proceedings. Therefore, dismissal is proper here. ¹³

II. CONCLUSION

WHEREFORE, the Town respectfully requests that the EFSB dismiss this licensing proceeding with prejudice for the failure of Invenergy to provide complete plans as to all structures in its pre-licensing application.

¹³ Moreover, even if the OSP decision could somehow be considered to be inconsistent with the Town's Motion, which it is not, the Rhode Island Supreme Court has long held that administrative agencies, such as the EFSB, are not bound by prior rulings, decisions or opinions by that agency. *Ricci v. R.I. Dept. of Human Services*, No. PC 07-1068 (R.I. Superior Court, February 28, 2008); *see also Michaelson v. New England Tel. & Tel. Co.*, 404 A.2d 799, 804 n. 5 (R.I. 1979) (holding that in a public utility context an agency is "not bound by either a factual determination reached or a method utilized in an earlier docket").

The Town requests oral argument on its Motion to Dismiss.

Respectfully submitted, Town of Burrillville By its attorneys

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Date: August 31, 2017

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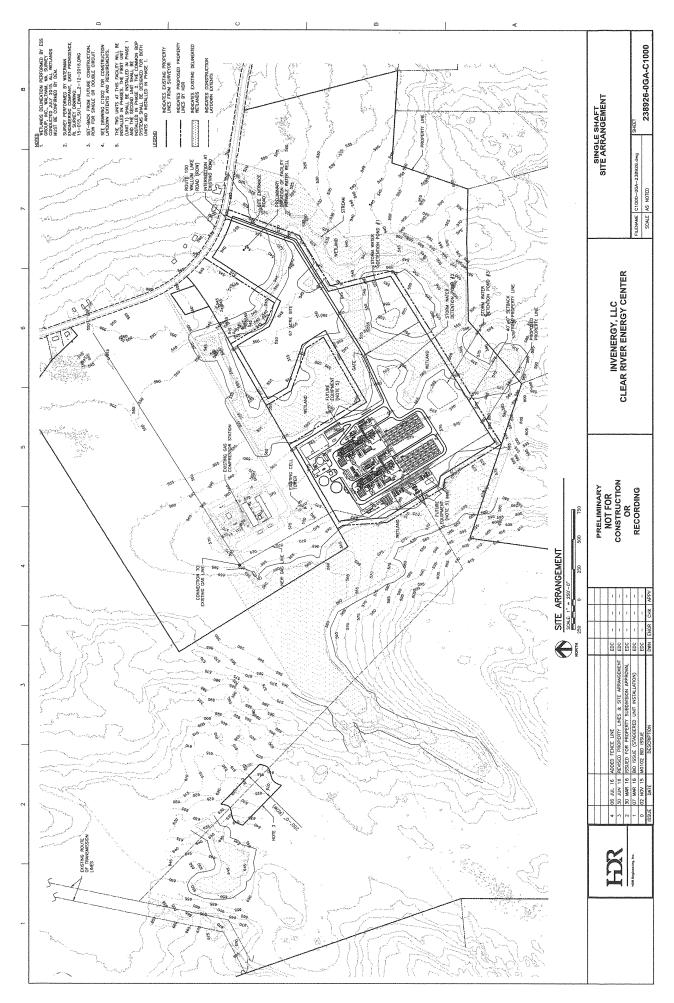
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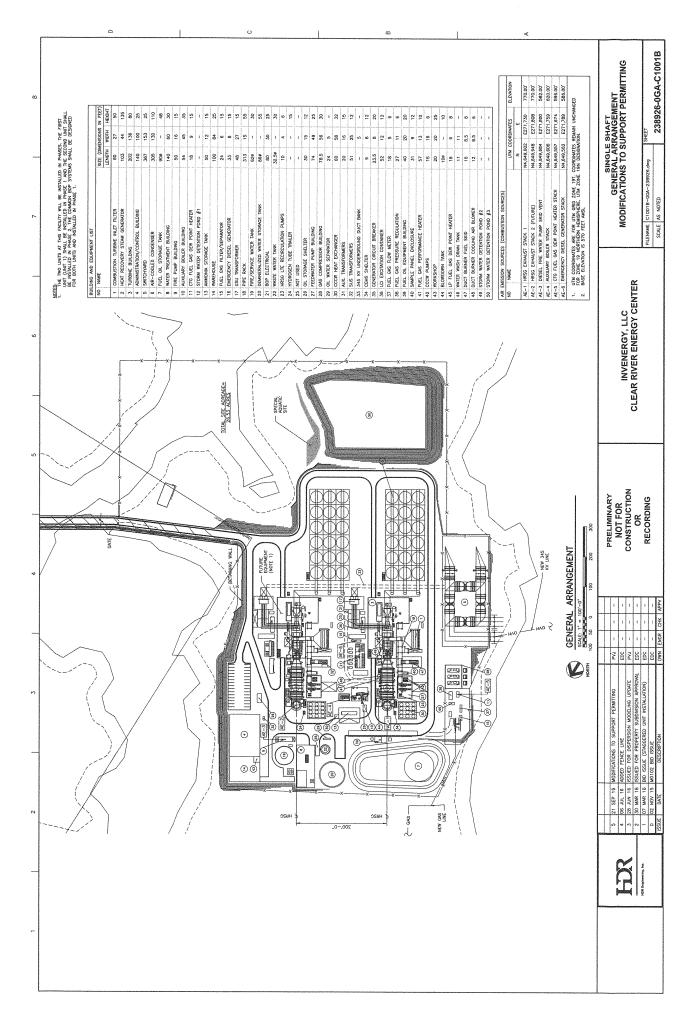
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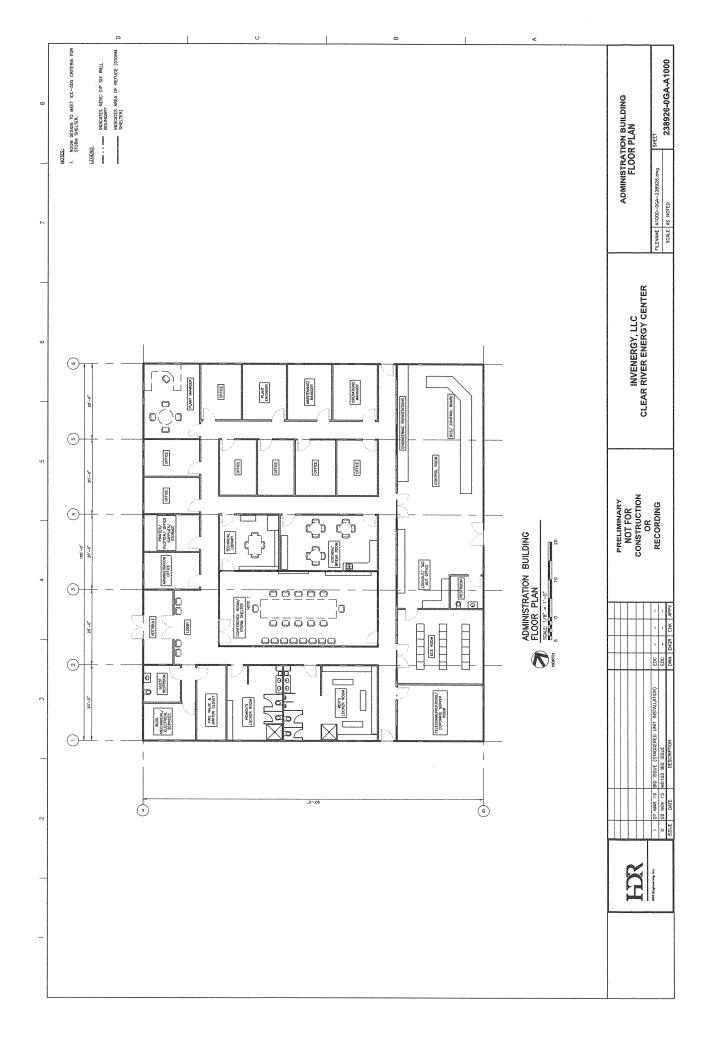
I hereby certify that on the 31st day of August, 2017, I sent a copy of the foregoing to the attached service list.

Michael R. McElroy

Exhibit A







SB-2015-06 Invenergy CREC Service List as of 07/11/2017

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