Schacht & McElroy

Michael R. McElroy Leah J. Donaldson

Members of the Rhode Island and Massachusetts Bars

Attorneys at Law

Michael@McElroyLawOffice.com Leah@McElroyLawOffice.com

21 Dryden Lane Post Office Box 6721 Providence, RI 02940-6721

(401) 351-4100 fax (401) 421-5696

June 26, 2017

Todd Anthony 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:

This office represents the Town of Burrillville.

Enclosed for filing are an original and 10 copies of the Town's Response to Invenergy's 2nd set of data requests to the Town.

If you have any questions, please feel free to call.

Very truly yours,

Michael R. McElroy

MRMc:tmg

cc: Service List

Burrillville/Invenergy/EFSB/Data Responses to Invenergy Set 2

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 RESPONSE TO CLEAR RIVER ENERGY LLC's (INVENERGY's) 2nd SET OF DATA REQUESTS

- 2-1 Section 30-34(e)(4) of the Burrillville Zoning Ordinance states: "When a use is permitted by special use permit, the zoning board *may grant dimensional relief in conjunction with said special use permit* if the special use could not exist without the dimensional variance." (Emphasis added.) R.I. Gen. Laws § 45-24-42(c) also states that a zoning ordinance "may provide that an applicant may apply for, and be issued, a dimensional variance *in conjunction* with a special-use permit." (Emphasis added.)
 - (a) Has the Town of Burrillville ("Town") granted relief in accordance with either or both of the above provisions? If the answer is yes, please identify on how many occasions the Town has granted relief since 2012?
 - (b) Referencing the following statement in the status report of the Building Inspector, filed with the Energy Facility Siting Board ("Board") on June 12, 2017: "Any one of these three variances required would also prove fatal to the special use permit as granting zoning use relief in conjunction with a special use permit is not allowed." Do you admit that this statement is in contravention of Section 30-34(e)(4) of the Burrillville Zoning Ordinance and R.I. Gen. Laws § 45-24-42(c) stated above?
 - (c) If your response to question 2-1(b) is anything other than an unqualified affirmative, thereby constituting a denial, state specifically the factual basis for such denial.

RESPONSE 2-1:

In the Newton case (Newton v. Zoning Board of Review of City of Warwick, 713 A.2d 239 (R.I. 1998)), the Rhode Island State Supreme Court held that a special use permit cannot be combined with a dimensional variance. By definition, dimensional relief can only be granted in conjunction with a legally permitted use of a property. The Court's decision was based on the language of the RI Zoning Enabling Act of 1991, specifically, 45-24-31(61) (b) which defined a dimensional variance as:

"permission to depart from the dimensional requirements of a zoning ordinance, where the applicant for the requested relief has shown, by evidence upon the record, that there is no other reasonable alternative way to enjoy a <u>legally permitted</u> <u>beneficial use</u> of the subject property unless granted the requested relief from the dimensional regulations." (R.I.G.L. § 45-24-31(61) (b)). (Emphasis added).

The Court had held that you cannot grant dimensional relief for a use requiring a special use permit specifically because a use granted by a special use permit is not a legally permitted use. It was the Court's opinion that, if the Legislature had intended to do so, they would have addressed this in their construction of the RI Zoning Enabling Act of 1991.

The State Legislature then amended the Act in 2002 by adding the following language:

"The ordinance additionally may provide that an applicant may apply for, and be issued, a dimensional variance in conjunction with a special use permit. If the special use could not exist without the dimensional variance, the zoning board of review shall consider the special use permit and the dimensional variance together to determine if granting the special use is appropriate based on both the special use criteria and the dimensional variance evidentiary standards."

To allow the Burrillville Zoning Board to utilize this provision, the Burrillville Town Council amended the Burrillville Zoning Ordinance on May 28, 2003 by adding the following language to the Ordinance:

"When a use is permitted by special use permit, the zoning board may grant dimensional relief in conjunction with said special use permit if the special use could not exist without the dimensional variance. The zoning board of review shall consider the special use permit and the dimensional variance together to determine if granting the special use is appropriate based on both the special use criteria and the dimensional variance evidentiary standards."

- (a) In response to question (a), the Burrillville Zoning Board has heard five zoning cases from 2012 to the present, where an applicant has requested dimensional relief in conjunction with granting a special use permit, utilizing the language in the Zoning Ordinance (30-34(e)(4)). On three occasions, the Board has granted the applications. The Board has also denied the application on one occasion and, in the case of the advisory opinion requested from the Energy Facility Siting Board relative to the Clear River Energy Center, the Zoning Board has rendered a negative opinion.
- (b) In response to question (b), I do not agree that this statement is in contravention of the Town Zoning Ordinance section 30-34(e) (4). Nor is my statement in contravention to R.I.G.L. § 45-24-42(c). I believe the author of this question is confusing dimensional relief, as in the form of a dimensional variance, which is allowed under the statute, with a use variance which is allowing a prohibited use to be created, something that is rarely, if ever, approved. In the case of a special use permit, the law is clear. If a use of a property requires a use variance to exist, it can never be approved under a special use permit. In the referenced statement from my status report, I am addressing the relationship between a use variance, or in these instances, possibly three distinct use variances, and a special use permit. The language is clear. A use variance and a special use permit are very different animals. I will assume it is the use of the word "use" that is confusing the individual directing this question.

(c) As I have referenced in my narrative above, as well as in my Advisory Opinion to the Energy Facility Siting Board and again in my status report on my Supplemental Advisory Report, the language in the RI Zoning Enabling Act of 1991, R.I.G.L. § 45-24-27 to 45-24-72, is clear. One cannot be **granted a use variance in conjunction with a special use permit** in any instance. This is not my opinion. Nor is this the basis for a determination I might be asked to render. This is a long standing fact enumerated in the language of the Enabling Legislation, in Superior and Supreme Court judgements, as well as in each and every city and town's Zoning Ordinance in the State of Rhode Island.

- 2-2 On November 2, 2016, Invenergy provided (via federal express) the Building Inspector with the Preliminary Stormwater Management Plan and Preliminary Soil Erosion and Sediment Control Plan, which were also filed with the Board on September 27, 2016.
 - (a) Did the Building Inspector receive the Preliminary Stormwater Management Plan and Preliminary Soil Erosion and Sediment Control Plan?
 - (b) Did the Building Inspector review the Preliminary Stormwater Management Plan and Preliminary Soil Erosion and Sediment Control Plan?

RESPONSE 2-2:

- (a) I did receive a copy of the Preliminary Stormwater Management Plan and Preliminary Soil Erosion and Sediment Control Plan in late September or early October of 2016.
- (b) While I did begin to review the preliminary plans at that time, with the suspension order from the EFSB in October for ninety days into the winter, assuming Invenergy would have ample time to continue finalizing their plans during this time period, I waited for the final plans which were anticipated to be ready for late winter/early spring to continue my review. As such, I did not submit the preliminary plan to be reviewed to the Town engineer or his designee. While the preliminary plans were not made available to the Town in time that I could include them in my advisory opinion, the plans are noted in my status report to the EFSB on my Supplemental Advisory Opinion status report.

- On October 14, 2016, Invenergy provided (via federal express) the Building Inspector with a conceptual plan set that included proposed details for CREC and a set of plans, similar to what is anticipated in a post-licensing building permit application, for comparison with reference to another similar Invenergy Thermal Development LLC project in Lackawanna County, PA.
 - (a) Did the Building Inspector receive the conceptual plan set?
 - (b) Did the Building Inspector review the conceptual plan set?

RESPONSE 2-3:

- (a) I did receive what is being labelled as "the conceptual plan set"; however, I take issue with the author of this request as to what constitutes a "conceptual plan set."
- (b) I did review what was submitted by Invenergy in October 2016. The proposed details for CREC were a one page rudimentary floor plan for an administration building, one page showing the four side elevations of the structure, and two pages showing eight wall details. Although the scale was noted on the plans, barring a reference to the size of the building being ninety feet by one hundred feet, there were no other measurements on the four pages of plans.

The three pages of plans submitted to me regarding the turbine building floor plan and the exterior elevations, as well as the sixty odd pages of plans for the administration/warehouse building for the Lackawanna Energy Center in Pennsylvania do not, in my opinion constitute "plans similar to what is anticipated in a post licensing building permit application." The overall majority of the pages were titled "not for construction." I would hope this is not Invenergy's assumption; that unstamped plans developed to the "not for construction" level is adequate to get a building permit to construct a power plant in Rhode Island.

What I have stated upon numerous occasions, verbally and in writing, is that all I want is what we are entitled to and that is specified in the Rules of Practice and Procedure of the EFSB at 1.6 (b) (4) which states the following: "a detailed description of the proposed facility including its function and operating characteristics, and 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 for the project." From the start of my involvement with this process, I have asked for these plans but have never been given them. I have only requested one other thing. This is also stated as required, under 1.6 (b) (5), by the EFSB, and that is a "site plan for each proposed location for the project."

It is important to note that this is also a critical requirement of procuring a Special Use Permit from the Zoning Board. Barring the Siting Act, an applicant must establish, with certainty, the exact location of the proposed use on the property for a special use (see *Hester v. Timothy*, 108 R.I. 376,275 A.2d 637 (1971)). (In some ways there are specific similarities

in the two cases. The applicants in this case were proposing to use a small portion of a large parcel of land for a use requiring a special exception.) Since March of 2016, I have been requesting that Invenergy create a proper site plan for the lot they are proposing, for without an exact site there is no finality as to what may or may not be required. I have seen at least six iterations of the proposed site, none of which are an actual surveyed parcel of land.

- On June 9, 2017, Invenergy provided the Building Inspector (via e-mail and federal express) with the following:
 - (1) Stormwater Management and SESC drawing package (Appendix A of the Freshwater Wetlands Alteration Permit Application), that was filed with RIDEM (note: these documents supersede the preliminary plans provided in November of 2016);
 - (2) A chart identifying what drawings have been revised and/or updated;
 - (3) The Facility's Stormwater Management Plan (Appendix J of the Freshwater Wetlands Alteration Permit Application), which includes the Soil Erosion and Sediment Control Plan;
 - (4) A courtesy copy of the revised Water Supply Plan, filed with the Board on January 11, 2017;
 - (5) Revised and updated Site Arrangement and General Arrangement, prepared by HDR, Inc. dated February 16, 2017, revised April 17, 2017 (drawings 238926-0GA-C1000 revised and 238926-0GA-C1001B superseded by 238926-0GA-C1001C); and A list of buildings and structures, detailing our interpretation of whether a proposed building and/or structure is considered a "principal" or "accessory" structure under the Burrillville Zoning Ordinance, and our interpretation of whether the building and/or structure identified requires a height variance.
 - (a) Did the Building Inspector receive documents 1 through 6 above?
 - (b) Did the Building Inspector review documents 1 through 6 above?

RESPONSE 2-4:

- (a) I did receive a package of what is referenced here as documents 1 through 6, on June 12, 2017.
- (b) I have been in the process of reviewing these documents since I have received them. Regarding (1) and (3), the Stormwater Management and Soil Erosion and Sediment Control Plans, I have started to compare my October 2016 notes with the final plans for application to DEM. Regarding (2), the revision chart, I make note of it although I haven't compared each and every change from one page to the next. Personally, I would appreciate, instead of a list of pages, an actual list noting the changes. For example, some of the changes are as simple as page identification number changes. If that is all the change is, just stating the change versus having to review everything on these pages would save a substantial amount of time. An even better example would be the revised Site Arrangement and General Arrangement (5). These two particular

plans have changed a number of times. Listing the specific changes instead of expecting the reader to find them would be appreciated.

(c) Regarding the list of accessory and principal structures involved in the CREC (6), I find it hard to understand that the only principal structure on the site will be the administration/control building and the other fifty or so structures on the site are all accessory structures.

Respectfully submitted, Town of Burrillville By its attorneys

William C. Dimitri, Esq. #2414

Town Solicitor 462 Broadway

Providence, RI 02909-1626

Tel: (401) 474-4370 Fax: (401) 273-5290 dimitrilaw@icloud.com

Date: June 26, 2017

Michael R. McEfroy, Esq. #2627

Leah J. Donaldson, Esq. 7711

Special Counsel 21 Dryden Lane P.O. Box 6721

Providence, RI 02940-6721

Tel: (401) 351-4100 Fax: (401) 421-5696

<u>Michael@McElroyLawOffice.com</u> <u>Leah@McElroyLawOffice.com</u>

CERTIFICATE OF SERVICE

I hereby certify that on the 26th day of June, 2017, I sent a copy of the foregoing to the attached service list.

Theresa Gallo

Burrillville/Invenergy/EFSB/Data Responses to Invenergy Set 2

SB-2015-06 Invenergy CREC Service List as of 06/19/2017

Name/Address	E-mail	Phone/FAX
File an original and 10 copies with EFSB: Todd Bianco, Coordinator Energy Facility Siting Board 89 Jefferson Boulevard Warwick, RI 02888 Margaret Curran, Chairperson Janet Coit, Board Member Assoc. Dir., Div. of Planning Parag Agrawal Patti Lucarelli Esq., Board Counsel Susan Forcier Esq., Counsel Rayna Maguire, Asst. to the Director DEM Catherine Pitassi, Asst. to. Assoc. Dir. Plann.	Todd.Bianco@puc.ri.gov; Kathleen.Mignanelli@puc.ri.gov; Patricia.lucarelli@puc.ri.gov; Margaret.Curran@puc.ri.gov; janet.coit@dem.ri.gov; Catherine.Pitassi@doa.ri.gov; Margaret.hogan@puc.ri.gov; susan.forcier@dem.ri.gov; rayna.maguire@dem.ri.gov; Parag.Agrawal@doa.ri.gov;	401-780-2106
Margaret Hogan, Sr. Legal Counsel Parties (Electronic Service Only, Unless by Request)		
Invenergy Thermal Development LLC Alan Shoer, Esq. Richard Beretta, Esq. Elizabeth Noonan, Esq. Nicole Verdi, Esq. Adler, Pollock & Sheehan One Citizens Plaza, 8 th Floor	ashoer@apslaw.com; rberetta@apslaw.com;	401-274-7200
	enoonan@apslaw.com; nverdi@apslaw.com; jniland@invenergyllc.com;	312-224-1400
Providence, RI 02903 John Niland, Dir. Of Business Development Tyrone Thomas, Esq., Asst. General Counsel Mike Blazer, Esq., Chief Legal Officer Invenergy Thermal Development LLC One South Wacker Drive, Suite 1900 Chicago, IL 60600	Tthomas@invenergyllc.com;	
	mblazer@invenergyllc.com; generalcounsel@invenergyllc.com;	
Town of Burrillville Michael McElroy, Esq., Special Counsel Leah Donaldson, Esq., Special Counsel Schacht & McElroy	Michael@mcelroylawoffice.com; leah@mcelroylawoffice.com;	401-351-4100
PO Box 6721 Providence, RI 02940-6721 William Dimitri, Esq., Acting Town Solicitor	dimitrilaw@icloud.com;	401-273-9092
Conservation Law Foundation Jerry Elmer, Esq. Max Greene, Esq. 55 Dorrance Street Providence RI, 02903	Jelmer@clf.org; Mgreene@clf.org;	401-351-1102
Ms. Bess B. Gorman, Esq. Assistant General Counsel and Director Legal Department, National Grid	Bess.Gorman@nationalgrid.com;	781-907-1834

40 Sylvan Road	Mark.rielly@nationalgrid.com;	
Waltham, MA 02451	interiority (contactionary income,	
Mark Rielly, Esq.		
Senior Counsel		
Office of Energy Resources	Andrew.Marcaccio@doa.ri.gov;	401-222-3417
Andrew Marcaccio, Esq.		
Nick Ucci, Chief of Staff		
Chris Kearns, Chief Program Development	Ni dada II.	401 574 0100
One Capitol Hill	Nicholas.Ucci@energy.ri.gov;	401-574-9100
Providence, RI 02908	Christopher.Kearns@energy.ri.gov;	
	egc@levitan.com;	
Ellen Cool	Darwa McCala Cala	_
Levitan & Associates	Brenna.McCabe@doa.ri.gov;	
Rhode Island Building and Construction Trades	gmancinilaw@gmail.com;	401-739-9690
Council		
Gregory Mancini, Esq.		
Sinapi Law Associates, Ltd.		
2374 Post Road, Suite 201	·	
Warwick, RI 02886		
Residents of Wallum Lake Road, Pascoag, RI	ccapizzo@shslawfirm.com;	401-272-1400
Dennis Sherman and Kathryn Sherman		
Christian Capizzo, Esq.	kags8943@gmail.com;	
Shechtman Halperin Savage, LLP		,
1080 Main Street		
Pawtucket, RI 02869		
Residents of Wallum Lake Road, Pascoag, RI	jkeoughjr@keoughsweeney.com;	401-724-3600
Paul Bolduc and Mary Bolduc		
Joseph Keough Jr., Esq.		
41 Mendon Avenue		
Pawtucket, RI 02861	oatyss1@verizon.net;	401-529-0367
Paul and Mary Bolduc		
915 Wallum Lake Road		
Pascoag, RI 02859		
Abutter David B. Harris	msendley@cox.net;	401-349-4405
Michael Sendley, Esq.		
600 Putnam Pike, St. 13		
Greenville, RI 02828		
Interested Persons (Electronic Service Only)		
Harrisville Fire District	ras@sinapilaw.com;	401-739-9690
Richard Sinapi, Esq.		
Joshua Xavier, Esq.	:4-Q-::1	_
2347 Post Road, Suite 201	jdx@sinapilaw.com;	
Warwick, RI 02886		
Residents of 945 Wallum Lake Road, Pascoag,	nickgorham@gorhamlaw.com;	401-647-1400
RI (Walkers)		
Nicholas Gorham, Esq.	adaigle/@greeil.com	_
P.O. Box 46	edaigle4@gmail.com;	
I make the second of the secon	1	1
North Scituate, RI 02857		1

Peter Nightingale, member Fossil Free Rhode Island 52 Nichols Road Kingston, RI 02881	divest@fossilfreeri.org;	401-789-7649
Sister Mary Pendergast, RSM 99 Fillmore Street Pawtucket, RI 02860	mpendergast@mercyne.org;	401-724-2237
Patricia J. Fontes, member Occupy Providence 57 Lawton Foster Road South Hopkinton, RI 02833	Patfontes167@gmail.com;	401-516-7678
Burrillville Land Trust Marc Gertsacov, Esq. Law Offices of Ronald C. Markoff 144 Medway Street Providence, RI 02906	marc@ronmarkoff.com;	401-272-9330
Paul Roselli, President Burrillville Land Trust PO Box 506 Harrisville, RI 02830	proselli@cox.net;	401-447-1560
Rhode Island Progressive Democrats of America Andrew Aleman, Esq. 168 Elmgrove Avenue Providence, RI 02906	andrew@andrewaleman.com;	401-429-6779
Fighting Against Natural Gas and Burrillville Against Spectra Expansion Jillian Dubois, Esq. The Law Office of Jillian Dubois 91 Friendship Street, 4 th Floor Providence, RI 02903	jillian.dubois.esq@gmail.com;	401-274-4591
Burrillville Town Council c/o Louise Phaneuf, Town Clerk 105 Harrisville Main Street Harrisville, RI 02830	lphaneuf@burrillville.org;	401-568-4300
Christine Langlois, Deputy Planner Town of Burrillville 144 Harrisville Main Street Harrisville, RI 02830	clanglois@burrillville.org; jraymond@burrillville.org;	401-568-4300
Joseph Raymond, Building Official		
Michael C. Wood, Town Manager Town of Burrillville 105 Harrisville Main Street Harrisville, RI 02830	mcwood@burrillville.org;	401-568-4300 ext. 115

Mr. Leo Wold, Esq. Department of Attorney General 150 South Main Street Providence, RI 02903	LWold@riag.ri.gov;	401-274-4400
Public Utilities Commission Cynthia Wilson Frias, Esq., Dep. Chief of Legal Alan Nault, Rate Analyst	Cynthia.Wilsonfrias@puc.ri.gov; Alan.nault@puc.ri.gov;	401-941-4500
Division of Public Utilities and Carriers John J. Spirito, Esq., Chief of Legal Steve Scialabba, Chief Accountant Tom Kogut, Chief of Information	john.spirito@dpuc.ri.gov; steve.scialabba@dpuc.ri.gov; thomas.kogut@dpuc.ri.gov;	401-941-4500
Matthew Jerzyk, Deputy Legal Counsel Office of the Speaker of the House State House, Room 302 Providence RI, 02903	mjerzyk@rilin.state.ri.us;	401-222-2466
Hon. Cale Keable, Esq., Representative of Burrillville and Glocester	Cale.keable@gmail.com;	401-222-2258
Nick Katkevich	nkatkevich@gmail.com;	
Avory Brookins	abrookins@ripr.org;	
Joseph Bucci, Acting Administrator Highway and Bridge Maintenance Operations RI Department of Transportation	joseph.bucci@dot.ri.gov;	
Jared Rhodes, Chief Statewide Planning Program	jared.rhodes@doa.ri.gov;	
Jennifer Sternick Chief of Legal Services RI Department of Administration	Jennifer.sternick@doa.ri.gov;	
Doug Gablinske, Executive Director TEC-RI	doug@tecri.org;	
Tim Faulkner ecoRI News 111 Hope Street Providence, RI 02906	tim@ecori.org;	401-330-6276
Sally Mendzela	salgalpal@hotmail.com;	
Keep Burrillville Beautiful Paul LeFebvre	paul@acumenriskgroup.com;	401-714-4493
Mark Baumer	everydayyeah@gmail.com;	
Nisha Swinton Food & Water Watch New England	nswinton@fwwatch.org;	
Kaitlin Kelliher	Kaitlin.kelliher@yahoo.com;	
Joe Piconi, Jr.	jiggzy@hotmail.com;	

Hon. Aaron Regunberg Representative of Providence, District 4	Aaron.regunberg@gmail.com;
Paul Ernest	paulwernest@gmail.com;
Skip Carlson	scarlson@metrocast.net;
Kathryn Scaramella	kscaramella@outlook.com;
Diana Razzano	Dlrazzano13@verizon.net;
David Goldstein	tmdgroup@yahoo.com;
Douglas Jobling	djobling@cox.net;
Claudia Gorman	corkyhg@gmail.com;
Curt Nordgaard	Curt.nordgaard@gmail.com;
Colleen Joubert	Colleenj1@cox.net;
Matt Smith Food & Water Watch	msmith@fwwatch.org;
Christina Hoefsmit, Esq. Senior Legal Counsel RI Department of Environmental Management	Christina.hoefsmit@dem.ri.gov;
Steven Ahlquist, RIFuture	atomicsteve@gmail.com;
Pascoag Utility District	mkirkwood@pud-ri.org;
William Bernstein, Esq. Michael Kirkwood, General Manager	Wlblaw7@gmail.com;
Robert Ferrari, Northeast Water Solutions, Inc.	rferrari@nwsi.net;
Ben Weilerstein Toxics Action Center	ben@toxicsaction.org;
Russ Olivo Woonsocket Call	rolivo232@gmail.com;
Suzanne Enser	svetromile@gmail.com;
Rhode Island Student Climate Coalition	riscc@brown.edu;