Qulliq Energy Corporation



Application for Major Project Permit

KUGAARUK NEW POWER PLANT

December 2021

1 Executive Summary

- 2 Qulliq Energy Corporation (QEC) hereby applies to the Minister Responsible for Qulliq
- 3 Energy Corporation pursuant to section 18.1 of the Qulliq Energy Corporation Act,
- 4 R.S.N.W.T. 1988, c.N-2 for a project permit respecting the new Kugaaruk Power Plant
- 5 Project.

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- 6 The project will have no impact on rates until the time of QEC's first General Rate
- 7 Application following the project in-service date, which is expected no earlier than the
- 8 2026/27 fiscal year.
- 9 Kugaaruk is a community with increasing demand for electricity, reflecting its growing
- population and increasing government and commercial enterprise. The existing Kugaaruk
- power plant is an aged plant which was constructed in 1974. It suffers from several
- deficiencies, including unreliable superstructure, and aging systems and equipment.
- In particular, the existing switchgear is aged and obsolete and requires replacement to
- maintain reliability in the future. The building structure itself is also in poor condition and
- with no room for expansion. This situation requires a solution to ensure QEC can continue
- providing safe, reliable power to the community.
- 17 Proceeding with the proposed Project will maintain safe and reliable electricity supply in the
- 18 community at the lowest cost over the life of the facility. As well, QEC expects reductions
- in fuel consumption with the installation of the new gensets. The key benefits of constructing
- the new Power Plant in Kugaaruk include:
 - Resolving power reliability and stability concerns by replacement/upgrading of equipment and systems at the end of their useful service life.
 - Resolving safety and operation concerns by addressing the current structural issues.
 - Addressing environmental requirements of fuel storage system according to applicable codes and standards.
 - Integration capability with renewable energy resources.
- 27 QEC's estimated cost to complete the project is \$38.915 million. This project has been
- identified to receive funding from the Arctic Energy Fund (AEF) Program for a contribution
- of up to 75% of eligible expenses. The total funding available to QEC from the AEF Program
- is \$175.0 million, of which \$130.1 million has been committed to the capital projects already
- reviewed by the URRC and approved by the Minister Responsible for QEC. QEC intends
- to equally allocate the remaining AEF Program funding of \$44.887 million between
- Kugaaruk and Chesterfield Inlet new power plant capital projects. Accordingly, \$22.444



- 1 million of the project cost will be funded by the AEF Program and as such QEC's customers
- would only have to pay for approximately \$16.472 million of the total project cost.



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1 1.0 Application

- 2 Qulliq Energy Corporation (QEC) hereby applies to the Minister Responsible for Qulliq
- 3 Energy Corporation pursuant to Section 18.1 of the Qulliq Energy Corporation Act,
- 4 R.S.N.W.T. 1988, cN-2 for a major project permit for the Kugaaruk Power Plant Project.
- 5 QEC is requesting permission to proceed with this project. Details in support of the
- 6 requested project permit are set out below.

7 2.0 Background

- 8 QEC is committed to planning and developing cost effective and efficient ways to ensure
- 9 that energy supply remains safe, reliable and stable.
- The Kugaaruk Power Plant was constructed in 1974. While the plant's installed capacity
- can adequately meet the community's current and projected capacity requirements over
- the next decade, the Kugaaruk facility is now 47 years old and is due for replacement for
- multiple reasons, including the need to replace aging equipment; safety concerns, and
- compliance with current safety and environmental regulations.
- QEC intends to engage in a multiyear project to build a new four-engine power generation
- plant in Kugaaruk, Nunavut. The project will include the installation of two 90,000-liter
- capacity horizontal fuel tanks, an approximately 200-meter fuel pipeline to be constructed
- to connect directly to the Petroleum Products Division (PPD) bulk fuel facility, an integral
- 19 heated garage for Radial Boom Derrick (RBD) truck storage, and approximately 1.25 km
- 20 of distribution lines.
- The new plant will be fenced and have a secure service yard complete with two pole racks,
- one transformer storage platform, one cable reel storage platform, space for an emergency
- 23 generator, a minimum of two storage sea cans, service transformers and feeder take off,
- 24 contained storage for new and waste fuel and glycol, and space for a Transient Unit
- serviced from the power plant. The main power plant building will include an office, electrical
- control room, mechanical room, and garage/workshop, in addition to the power generation
- 27 hall. The detailed design is anticipated to include the installation of industrial scrubbers and
- 28 hospital grade silencers on the radiator and exhaust system to assist in the reduction of
- noise and exhaust emissions. The new plant will also be capable of integrating renewable
- energy sources. Upgrades to the existing distribution system will be required to connect to
- orlergy sources. Opgrades to the existing distribution system will be required to define the
- the new power plant. The new plant will have a life cycle of over 40 years and will be
- capable of integrating renewable energy sources.
- 33 QEC met with the Kugaaruk Hamlet Council on August 25, 2020 to present four proposed
- location options for the new power plant and outlined the pros and cons of each. On



- August 28, 2020, QEC received approval from Hamlet Council to proceed with site
- 2 investigations on three of the four proposed locations (Figure 1). A geotechnical evaluation
- and Phase I and Limited Phase II Environmental Site Assessment was completed for all
- 4 three locations in Fall 2020. The site investigations suggested that Option 1, located
- 5 immediately east of the PPD Bulk Fuel Facility (QECs preferred location) and Option 2
- 6 located approximately 230 m south and slightly west of the PPD Bulk Fuel Facility were
- 7 technically feasible.
- 8 On January 14, 2021, Kugaaruk Hamlet Council passed a motion giving QEC approval to
- 9 proceed with further site investigation and planning for the Option 2, citing concerns with
- Option 1 being too close to the PPD Bulk Fuel Facility and to the road. Following the letter
- 11 from the Minister responsible for QEC, dated March 8, 2021, addressing some of the
- concerns the Hamlet Council identified in relation to Option 1, Kugaaruk Hamlet Council
- passed a motion, dated March 11, 2021, giving QEC approval to proceed with further site
- planning for the Option 1 location.
- In September, 2021, the Government of Nunavut (GN) Department of Community and
- Government Services (CGS) Planning and Lands Division raised concerns regarding
- Option 1 location, indicating that the proposed lot included a road that was critical to the
- industrial infrastructure currently in the area and could not be removed or relocated.
- Following the discussions between QEC and GN CGS Planning and Lands regarding the
- location options, a revised lot was identified in October 2021, immediately south of the PPD
- Bulk Fuel Facility (Revised Location, Option 4; Figure 1). In addition to the approval from
- Hamlet Council, this location would require that PPD release an unused portion of the lot
- for the Bulk Fuel Facility, which PPD indicated they were supportive of should geotechnical
- 24 and environmental site investigations confirm the location is feasible.
- 25 Once site investigations are complete (anticipated to be complete in December 2021) and
- assuming Option 4 is determined to be feasible, formal land application will be submitted
- to the Hamlet and subsequent discussions will be required with PPD. Once the location is
- confirmed, QEC will also proceed with submissions to the Nunavut Planning Commission
- 29 (NPC) and Nunavut Impact Review Board (NIRB).

1 Figure 1 - Location of Proposed New Plant (Revised Location, Option 4)



Geotechnical and Environmental studies on Option 4 are in progress, and if determined to be required, an archeological impact assessment will be initiated thereafter. QEC anticipates submitting to Nunavut Impact Review Board (NIRB) after land approval for the proposed site has been obtained from the Hamlet.

7 3.0 Existing Facility

8 3.1 Introduction

- 9 Kugaaruk is a hamlet located on the shore of Pelly Bay in the Kitikmeot Region of Nunavut,
- 10 Canada. Figure 2 provides a map indicating the location of Kugaaruk.

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Figure 2 - Kugaaruk



- 3 Access to the community is limited to air and sea traffic travel only. The community fuel
- 4 resupply is carried out annually in the summer/fall via fuel supply tanker. Some of the
- 5 largest electricity loads in the community include the Hamlet Office & Community Centre,
- 6 Arctic College, the Kugaardjuq School, Health Centre, Northern Store and Co-Op stores.
- 7 QEC and its predecessors, the Northwest Territories Power Corporation (NTPC) and the
- 8 Northern Canada Power Corporation (NCPC), have operated the diesel generating plant in
- 9 Kugaaruk since the plant was constructed in 1974.
- In 2021, to address projected load growth for the community, QEC installed a 500 kW
- emergency generation unit that was transferred from the old plant in Pangnirtung.
- 12 Table 1 summarizes the current Genset line-up of the plant.

Table 1 - Kugaaruk Power Plant Genset Line-up

Unit	Make	Model	kW Rating	Year Installed	Engine Hours (Oct 2021)	Engine Life Hours	
G1	Detroit	Series 60	320	2004	50,342	72,000	
G2	Caterpillar	terpillar D3508B		2009	51,958	100,000	
G5	Caterpillar	D3508B	550	2009	45,349	100,000	
Tot	al Installed C	apacity	1,420				
Ins	talled Firm Ca	apacity	870				

² Installed Firm Capacity= Plant capacity with the largest unit out of service

3.2 Condition

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- 4 The facility is 47 years old and has exceeded its 40-year design life. The overall condition
- of the facility is poor. The current plant has a number of technical and engineering
- 6 deficiencies, including:
 - 1) **Aging Infrastructure**: The facility is 47 years old. The building and ancillary equipment are old and have begun to deteriorate.
 - 2) <u>Safety Issues</u>: The facility is a very old plant and is at a higher risk of equipment failure. The existing switchgear is not Arc Flash resistant nor can it be modified due to age. This increases the fire and safety risk of the facility.
 - 3) <u>Environmental Requirements</u>: The existing plant has a single-walled fuel tank that is not compliant with the federal storage tank system regulations and codes of practice. In addition, the tank is housed in a berm that is showing signs of coating failure, corrosion, and structural integrity issues that have potential to negatively affect the integrity of the bottom of the fuel tank.

4.0 Future Growth

- QEC recognizes the need for a long-term approach to prioritize and maximize the benefit
- of capital expenditures while providing safe and reliable electricity service.

4.1 **Population Forecast**

- The population of Kugaaruk is estimated to reach 816 in 2021 according to the Nunavut
- 22 Bureau of Statistics. Table 2 summarizes population projections for Kugaaruk through
- 23 2036.

Table 2 - Kugaaruk Population Projections

YEAR	PROJECTED POPULATION
2021	816
2026	881
2031	922
2036	946

Source: Nunavut Bureau of Statistics

4.2 **Load Forecast**

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- 4 Table 3 summarizes the load forecast for Kugaaruk. With the proposed plant capacity QEC
- 5 will be able to meet community's power demand and provide reliable and safe electricity in
- 6 the community for the foreseeable future.

Table 3 - Kugaaruk Actual Load and Load Forecast

	Fiscal	Generation	Peak Load	Change	RFC	Existing Plant IFC	RFC
	Year	MWh	kW	%	kW	kW	Surplus
	2013	2,654	733		806	870	7%
	2014	2,753	561	-23%	617	870	29%
	2015	2,801	734	31%	807	870	7%
Actual	2016	2,829	669	-9%	736	870	15%
Ac	2017	2,900	688	3%	757	870	13%
	2018	3,080	768	12%	845	870	3%
	2019	3,836	806	5%	887	870	-2%
	2020	3,695	719	-11%	791	870	9%
	2021	3,782	764	6%	841	870	3%
	2022	3,895	787	3%	866	870	0%
	2023	3,842	776	-1%	854	870	2%
,	2024	3,892	786	1%	865	870	1%
Forecast	2025	3,929	788	0%	867	870	0%
Pore	2026	3,941	795	1%	875	870	-1%
	2027	3,974	802	1%	882	870	-1%
	2028	4,002	807	1%	888	870	-2%
	2029	4,027	811	1%	893	870	-3%
	2030	4,056	817	1%	899	870	-3%

RFC=Required Firm Capacity = 110% of Peak Load

IFC=Installed Firm Capacity= Capacity with the largest unit out of service

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Table 4 illustrates plant capacity and RFC requirements with the proposed Project.

Table 4 - Kugaaruk RFC Surplus Projection with New Power Plant Project

	Fiscal	Generatio	Peak Load	Change	RFC	Existing/ New Plant IFC	RFC
	Year	n MWh	kW	%	kW	kW	Surplus
	2013	2,654	733		806	870	7%
	2014	2,753	561	-23%	617	870	29%
	2015	2,801	734	31%	807	870	7%
Actual	2016	2,829	669	-9%	736	870	15%
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ore	2026	3,941	795	1%	875	870	-1%
Ц	2027	3,974	802	1%	882	870	-1%
	2028	4,002	807	1%	888	1,660	47%
	2029	4,027	811	1%	893	1,660	46%
	2030	4,056	817	1%	899	1,660	46%

RFC=Required Firm Capacity = 110% of Peak Load

IFC=Installed Firm Capacity= Capacity with the largest unit out of service

5.0 Assessment of Project Options

- QEC recognizes the need for a long-term approach to prioritize and maximize the benefit of capital expenditures while providing safe and reliable electricity service.
- 8 The existing plant deficiencies mean the "Do Nothing" option is not a viable option.
- 9 Operating assets beyond their service life also places a larger burden on QEC's
- maintenance and operations personnel by trying to maintain and operate assets that should
- 11 be replaced.

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- 1 QEC investigated the following options as potential solutions to address the deficiencies at
- 2 the existing plant.

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3 Option 1 – Major Plant Upgrade

- 4 This option includes upgrading and replacement of major components and systems within
- 5 the existing facility, including the gensets.
- 6 However, this option is not technically feasible for the following reasons:
 - The plant has deteriorated due to age and is beyond upgrading;
 - Upgrading the existing plant requires the installation of temporary generation equipment on the same site, which is not feasible;
 - Potential hazards associated with both existing overhead and underground distribution infrastructure; Power supply will disrupt during the construction phase to move equipment and materials around the site;
 - The existing plant site does not have sufficient land space to accommodate a plant expansion.
- Based on these considerations, Option 1 is not a viable option.

Option 2 – Construct a New Plant at a New Location

- 17 This option involves the construction of a new power plant at a suitable location in the
- 18 community.
- The plant would be a four-engine generation facility designed for a 40-year life and would
- incorporate new technology to improve reliability, efficiency, operation, and safety. The
- 21 plant would meet current operational, safety and environmental regulations. The new
- construction will include fuel storage consisting of two 90,000-liter double wall horizontal
- fuel tanks, approximately 200-meter fuel pipeline to connect to the PPD bulk fuel facility,
- 24 appropriate pumping facilities, an integral heated garage for Radial Boom Derrick (RBD)
- truck storage, pole racks, concrete pad for transformer, and new and waste oil storage,
- storage for two sea cans, and approximately 1.25 km of distribution lines.
- 27 The plant would generate less noise and air pollution, due to the installation of equipment
- such as industrial scrubbers and hospital grade silencers. Construction of a new power
- 29 plant facility allows QEC to incorporate geotechnical and environmental factors; such as
- depth to bedrock, permafrost, prevailing winds, snow accumulation, surface water drainage
- and surrounding land uses, into site selection and engineering design. The new plant would
- also be designed to be capable of integrating renewable energy sources.

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- 1 The proposed generating capacity of the new plant is approximately 2,410 kW. A power
- 2 plant of this capacity will meet Kugaaruk's peak load projections for the next 40 years.
- Table 5 indicates the genset ratings of the existing plant and proposed new plant.

Table 5 - Existing and Proposed Genset Line-up

Existing Units	Existing Rating (KW)	Proposed Units	Proposed Rating (KW)
G1	320	G1	750
G2	550	G2	750
G3	550	G3	550
		G4	360
Total Install	1,420		2,410
IFC	870	IFC	1,660

IFC=Installed Firm Capacity= Capacity with the largest unit out of service

- Based on the manufacturing of the engines the expected installed capacity of the new plant is 2,410 kW. QEC dispatch programming is set at 80% of capacity of engines online to ensure reliability and good fuel economy.
- The installed firm capacity (IFC) of the plant will be 1,660 kW. At the target load of approximately 80% of the capacity to maximize the fuel efficiency, the adjusted installed firm capacity of the plant will be approximately 1,328 kW.
- The RFC requirement for the community is projected at approximately 882 kW by 2026/27.
- Option 2 proposes a firm capacity taking into consideration the following:
 - 1. Kugaaruk is a growing community in Nunavut.
 - 2. The plant is being built for long-term use.
- Anticipated benefits from the new plant include the following:
 - Resolving power reliability and stability concerns by replacement/upgrading of equipment and systems at the end of their useful service life; and
 - Resolving safety and operation concerns by addressing the current structural issues.
- The total preliminary cost estimate for Option 2 is \$38.915 million. This cost is a preliminary
- 21 D-class estimate with accuracy of +/- 25%. The cost is subject to refinement during the
- 22 project design.
- This project has been identified to receive funding from the Arctic Energy Fund (AEF)
- 24 Program for a contribution of up to 75% of eligible expenses. The total funding available to
- QEC from the AEF Program is \$175.0 million, of which \$130.1 million has been committed



- to the capital projects already reviewed by the URRC and approved by the Minister
- 2 Responsible for QEC. QEC intends to equally allocate the remaining AEF Program funding
- 3 of \$44.887 million between Kugaaruk and Chesterfield Inlet new power plant capital
- 4 projects. Accordingly, \$22.444 million of the project cost will be funded by the AEF Program.
- As such, the net cost of the new plant for QEC's customers is estimated at \$16.472 million
- 6 as detailed in Table 6.

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Table 6 - Project Contribution (\$000)

Description	2023/24	2024/25	2025/26	2026/27	Total
Plant Replacement	1,102	7,009	14,288	16,516	38,915
AEF Ineligible Expenses ¹	352	432	330	610	1,723
AEF Contribution - 75%	563	4,933	10,469	6,479	22,444
QEC Contribution - 25%	188	1,644	3,490	9,428	14,749
Total	1,102	7,009	14,288	16,516	38,915
Total QEC Contribution	539	2,076	3,819	10,037	16,472

Note:

- 1. Ineligible expenses includes land acquisition and in-house administration expenses.
- 9 After examining the options, QEC considers the most feasible and cost effective option is
- to pursue the construction of a new plant. QEC will maintain and operate the existing facility
- until the new plant is operational.
- Prior to demolition of the old power plant all major components will be reviewed during
- asset disposal process to evaluate age, reliability and feasibility to re-purpose any or all of
- these major components. The recently installed emergency generation unit will be kept in
- 15 Kugaaruk as an emergency mobile unit.
- QEC proposes to design the Kugaaruk Plant with the ability to integrate potential renewable
- energy sources in the future.

6.0 Impact of the Project on Ratepayers

- 19 QEC conducted an analysis of the impact of the Project on ratepayers in the community of
- 20 Kugaaruk. It should be noted that the project will have no impact on rates until the time of
- 21 QEC's General Rate Application following the project coming in-service, which is expected
- 22 no earlier than the 2026/27 fiscal year.
- 23 QEC conducted the rate impact analysis based on the current system of community-based
- rates, as well as an alternative territorial rate design option. Under the current system, rate
- impacts to communities needing new power plants are high. These rate increases could be



- mitigated by rate options including moving to a territory-wide rate, or if community based
- rates were to continue, by not reflecting the full impact of the new capital addition in rates
- 3 for the community (so that the revenue to cost coverage ratio for the community would be
- 4 below unity and other communities would be required to have revenue to cost coverage
- 5 ratios above unity).
- The rate impact analysis is based on QEC's estimated cost for this project of \$16.472
- 7 million, after the AEF contribution. While the Project is expected to improve fuel efficiency
- 8 compared to the existing genset, QEC performed a conservative rate impact analysis which
- 9 does not include expected fuel savings benefit of the Project.
- Table 7 summarizes the estimated incremental revenue requirement increase due to the
- project of \$1.473 million. The estimated rate increase under the community-based rates is
- 40.47 cents/kWh, which is high at 34.9% increase over the current domestic rate of 116.05
- cents/kWh in Kugaaruk. However, under a territorial rate design scenario the estimated
- average rate increase is 0.74 cents/kWh, or 0.6% over the current domestic rate of 116.05
- 15 cents/kWh.

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Table 7 - Kugaaruk New Power Plant Estimated Rate Impact

Project Characteristics	
Net Capital Cost (\$ 000)	16,472
Amortization Period (year)	40
GRA Approved Return on Ratebase	6.45%
Revenue Requirement Impacts	
Amortization Expense (\$ 000)	412
Return on Ratebase (\$ 000)	1,062
sub-total: Revenue Requirement Increase (\$ 000)	1,473
Total Revenue Requirement Impact (\$ 000)	1,473
Kugaaruk 2026/27 Forecast Sales (MWh)	3,641
Average Community-Based Rate Increase (c/kWh)	40.47
Territorial 2026/27 Forecast Sales (MWh)	198,032
Average Territorial Rate Increase (c/kWh)	0.74

- It is important to note that this analysis has been provided for illustrative purposes only.
- 19 Actual rate impacts will depend on the overall revenue requirements and rate designs
- 20 approved in subsequent General Rate Applications.

7.0 Grounds in Support of the Application

- 2 The implementation of the proposed Project is very important to QEC's customers and the
- public. The implementation of the project will address the following primary concerns:

Safety Concerns

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- 5 Construction of a new power plant will allow QEC to address the existing deficiencies with
- the current power plant related to the safety concerns. In particular, the existing switchgear
- 7 is aged and obsolete and not Arc resistant and cannot be modified, which increases fire
- 8 risk of the facility impacting the risk of future reliability or employee safety.

Environmental Requirements

- The existing fuel storage system is not in compliance with the current federal storage tank
- 11 system regulations and codes of practice. The proposed project will address these
- 12 environmental requirements.

Power Reliability and Stability

- Although IFC at the current plant meets QEC's RFC criterion, as the Kugaaruk power plant
- continues to age and systems become more outdated, it will become more difficult to
- maintain the facility and plant reliability will become an issue. Power is an essential service
- in the North and perhaps more so for remote communities. Without reliable equipment,
- QEC's customers are at risk of system failure. A new power plant equipped with new fuel-
- efficient gensets and plant automation is expected to increase fuel efficiency and overall
- 20 plant reliability.
- The new plant will be capable of integrating renewable energy sources, such as wind
- turbines or solar panels should the opportunities arise in the future. This will help reduce
- 23 greenhouse gas emissions to the atmosphere and reduce the cost of energy in the end.

8.0 Project Timeline

- 25 Field study of Geotechnical and Phase I and Limited Phase II environmental assessments
- are anticipated for completion by December 2021. If determined to be required through
- consultation with the Government of Nunavut Department of Culture and Heritage, an
- archaeological impact assessment will be completed in the 2022 field season under the
- 29 appropriate Class 2 Archaeology Permit.
- 30 The new power plant design will commence in the second quarter of 2023/24, with
- 31 specifications and tenders to allow for ordering of materials and construction contracts
- beginning in the second guarter of 2024/25. Site grading works will begin during July -
- 33 September of 2025 and materials will be delivered during sealift 2025. Construction would



- begin 2nd quarter of 2025/26 and be completed in 2026/27. Table 8 illustrates the proposed
 project schedule for reference purposes.
 - Table 8 Proposed Kugaaruk Power Plant Project Schedule

	2021-2022			2022-2023			2023 - 2024			2024 - 2025			2025 - 2026			26	2026 - 2027			7				
Task Table	1 ST QT	2 ND QT		4 TH QT				4 TH QT		2 ND QT		4 TH QT	1 ST QT		3 RD QT	4 TH QT			3 RD QT		1 ST QT	2 ND QT		4 [™] QT
Finalize List of																								
Proposed Sites																								
Geo-Tech Study and Recommendations																								
Site Selection Approval																								
Develop Business Case and Cost Estimate (Class 'D')																								
MPP Regulatory Process and Approval																								
FMB Approval																								
Tendering Stage																								
ProjectDetail Design																								
Construction contract Tender and Award																								
Construction																								
Substantial Completion																								
Project Handover																								
Project Close Out																								