

September 25, 2017

Daniel P. Wolf  
Executive Secretary  
Minnesota Public Utilities Commission  
121 Seventh Place East, Suite 350  
St. Paul, Minnesota 55101

RE: **Reply Comments of the Minnesota Department of Commerce, Division of Energy Resources**  
Docket No. E002/M-17-527

Dear Mr. Wolf:

Attached please find the reply comments of the Minnesota Department of Commerce, Division of Energy Resources (Department) in the following matter:

Northern States Power Company, doing business as Xcel Energy's Petition for Approval of a Customer Access Joint Pilot Program.

The Department continues to recommend approval, with reporting requirements, and is available to answer any questions the Commission may have.

Sincerely

/s/ SUSAN L. PEIRCE  
Rates Analyst Coordinator

SLP/lt  
Attachment



## Before the Minnesota Public Utilities Commission

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### Reply Comments of the Minnesota Department of Commerce

Docket No. E002/M-17-527

#### I. BACKGROUND INFORMATION

In its September 6, 2016 Order in Docket No. E002/M-13-867, the Minnesota Public Utilities Commission (Commission) directed Northern States Power Company, doing business as Xcel Energy (Xcel or the Company), to file a proposal for a community solar garden (CSG) for low income customers.

On June 30, 2017, Xcel filed a proposal for its RENEWs Pilot Program in the instant docket.

On September 15, 2017, initial comments on Xcel's proposed program were filed.

#### II. SUMMARY OF INITIAL COMMENTS

Comments on Xcel's proposed RENEWs Program were filed by the Department, Fresh Energy, the Environmental Law & Policy Center, Ampion, the Clean Energy Access Coalition, Minnesota Solar Connection, and the Interstate Renewable Energy Council, Inc. The consensus of the commenters was that Xcel's proposal was in the public interest, and warranted approval. A number of commenters expressed concerns with some aspects of Xcel's proposal including:

- Interest in full cost disclosure regarding the cost of the garden
- Request that Xcel provide detail the cost and credit in separate line items on its bill for participants in the garden, rather than provide a single line item net credit as proposed.
- Request that Xcel provide a proposal for replicating the gardens in other locations.
- Ability to use on-bill repayment for developers.

The Department offers the following comments on the concerns raised by other parties.

### **III. DEPARTMENT ANALYSIS**

The Department continues to conclude that Xcel's proposal to offer energy efficiency measures along with a 0.5 MW CSG to eligible low-income residents in the Railroad Island neighborhood of St. Paul is reasonable and should be approved. The Department addresses the information requested by other parties in comments below.

#### **A. ADDITIONAL COST INFORMATION**

Commenters recommended that the Commission require Xcel to submit additional cost information regarding its proposed RENEWs CSG. As the Department understands the proposal, Xcel intends to fund the CSG through the Value of Solar rate (VoS), and will credit subscribers to the garden with the difference between the cost of the project and the Value of Solar rate, or \$0.005 per kWh. The Department recommends that Xcel provide additional information on the cost structure of its proposed CSG. In addition, the Company should submit additional information explaining how it will fund the project in the event the cost of the CSG equals or exceeds the VoS rate, and specifically identify whether it will be seeking recovery of any costs from its general ratepayers.

#### **B. SCALABILITY**

Several parties recommended that Xcel be directed to file a proposal to serve additional low-income customers through additional CSGs within six months of receiving Commission approval for its RENEWs CSG. The Department recommends such a filing be deferred until the Company has sufficient experience operating its RENEWS program to be able to more fully evaluate the program. The Commission has held a number of discussions on the barriers low-income customers face in participating in CSGs including credit requirements, subscription terms, and cancellation fees. While Xcel's proposal addresses many of these concerns, the Department fully expects additional issues will arise once commercial operation of the CSG begins. Consequently, the Department recommends that the Commission direct Xcel to submit a full evaluation of its RENEWs program after the CSG has been in operation for a year, and to include modifications and a proposal to expand its offering to additional low-income customers at that time.

#### **C. BILL CREDIT TRANSPARENCY AND ON-BILL REPAYMENT**

Xcel proposed to use its existing billing system to provide credits to RENEWs CSG participants, and to provide the net bill credit as a single line item on customer bills. Commenters raised concerns about the lack of transparency such a single billing line item would provide to CSG subscribers. In contrast, developers must separately bill subscribers to their CSGs, and the bill

credit appears as a line item on Xcel bills. Xcel RENEWs CSG subscribers would receive only one bill and the bill would list a single line identifying the net credit provided to the subscriber. Commenters recommended that Xcel's bills identify both the cost of the CSG subscription and the total credit amount to net to the final bill amount. The Department agrees that Xcel's proposed billing arrangement does not provide a clear representation of both the costs and benefits to the subscriber, and recommends that both subscription costs and the total credit be identified on the bill.

CSG developers also recommended that Xcel be required to permit third-party CSG operators to utilize Xcel's billing system for the payment of CSG subscription costs. On-bill repayment would result in CSG subscribers receiving a single bill for both their CSG subscription and the credit amount. The Department notes that Xcel proposes to use on-bill repayment in this instance with low-income participants, but is not using on-bill repayment as part of its plan to offer CSGs to a broader customer base (see Docket No. E002/AI-17-577). The Department does not object to permitting Xcel to use on-bill repayment for the limited offering involved in the RENEWs program. When Xcel provides its one-year evaluation of the RENEWs garden and offers a proposal for expanding the garden, the Department recommends that the Company be required to address the ability of other CSG operators to use on-bill repayment for their low-income offerings.

#### **IV. SUMMARY OF DEPARTMENT RECOMMENDATIONS**

In addition to the reporting requirements recommended in its initial comments and repeated below, the Department recommends that the Commission:

- Order Xcel to submit cost information on its CSG and an explanation of how it will recover project costs in the event the cost of the CSG developed for the RENEWs pilot equals or exceeds the VoS rate, and specifically identify whether it will be seeking recovery of any costs from its general ratepayers.
- Require Xcel to submit an evaluation of its RENEWs program following one year of operation of the CSG, including recommendations for any program changes and a plan for expanding the offering to other areas. The proposal should address the ability other CSG operators to use on-bill repayment for their low-income offerings.
- Direct Xcel to report on the following items:
  1. Total number of subscribers;
  2. Total garden production;

3. Total bill credits provided;
  4. Rate of subscription uptake;
  5. An evaluation of its outreach strategies, and modifications to ensure CSG access
  6. The impact of energy efficiency measures installed;
  7. Program costs including administrative, outreach, equipment and delivery labor costs;
  8. Identification and reporting on non-energy benefits to the neighborhood;
  9. Identification of drivers and barriers to low-income participation in CSGs; and
  10. Opportunities for energy efficiency improvements or new technologies that could yield more cost-effective energy savings.
  11. Estimated annual energy savings for the program (weather normalized) (MWh)
  12. Estimated annual energy savings for each subscriber (weather normalized) (kWh)
- Actual bill savings benefits that accrued to participants (the difference between what participants would have paid for electricity had they not participated in the CSG and the amount paid under the program.

/lt

## CERTIFICATE OF SERVICE

I, Sharon Ferguson, hereby certify that I have this day, served copies of the following document on the attached list of persons by electronic filing, certified mail, e-mail, or by depositing a true and correct copy thereof properly enveloped with postage paid in the United States Mail at St. Paul, Minnesota.

**Minnesota Department of Commerce  
Reply Comments**

**Docket No. E002/M-17-527**

Dated this 25<sup>th</sup> day of **September 2017**

**/s/Sharon Ferguson**

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
David	Aafedt	daafedt@winthrop.com	Winthrop & Weinstine, P.A.	Suite 3500, 225 South Sixth Street  Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_17-527_M-17-527
Ross	Abbey	rabbey@mnsolarconnection.com	Bright Green Consulting	345 St. Peter Street Suite 1600 St. Paul, MN 55102	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael	Allen	michael.allen@allenergysolar.com	All Energy Solar	721 W 26th st Suite 211  Minneapolis, Minnesota 55405	Electronic Service	No	OFF_SL_17-527_M-17-527
David	Amster Olzweski	david@mysunshare.com	SunShare, LLC	1774 Platte St  Denver, CO 80202	Electronic Service	No	OFF_SL_17-527_M-17-527
Christopher	Anderson	canderson@allete.com	Minnesota Power	30 W Superior St  Duluth, MN 558022191	Electronic Service	No	OFF_SL_17-527_M-17-527
Julia	Anderson	Julia.Anderson@ag.state.mn.us	Office of the Attorney General-DOC	1800 BRM Tower 445 Minnesota St St. Paul, MN 551012134	Electronic Service	Yes	OFF_SL_17-527_M-17-527
Alison C	Archer	aarcher@misoenergy.org	MISO	2985 Ames Crossing Rd  Eagan, MN 55121	Electronic Service	No	OFF_SL_17-527_M-17-527
Sara	Baldwin Auck	sarab@irecusa.org	Interstate Renewable Energy Council, Inc.	PO Box 1156  Latham, NY 12110	Electronic Service	No	OFF_SL_17-527_M-17-527
Ryan	Barlow	Ryan.Barlow@ag.state.mn.us	Office of the Attorney General-RUD	445 Minnesota Street Bremer Tower, Suite 1400 St. Paul, Minnesota 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
James J.	Bertrand	james.bertrand@stinson.com	Stinson Leonard Street LLP	150 South Fifth Street, Suite 2300  Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
William A.	Blazar	bblazar@mnchamber.com	Minnesota Chamber Of Commerce	Suite 1500 400 Robert Street North St. Paul, MN 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Kenneth	Bradley	kbradley1965@gmail.com		2837 Emerson Ave S Apt CW112  Minneapolis, MN 55408	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael J.	Bull	mbull@mncee.org	Center for Energy and Environment	212 Third Ave N Ste 560  Minneapolis, MN 55401	Electronic Service	No	OFF_SL_17-527_M-17-527
Jessica	Burdette	jessica.burdette@state.mn.us	Department of Commerce	85 7th Place East Suite 500 St. Paul, MN 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
James	Canaday	james.canaday@ag.state.mn.us	Office of the Attorney General-RUD	Suite 1400 445 Minnesota St. St. Paul, MN 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Jeanne	Cochran	Jeanne.Cochran@state.mn.us	Office of Administrative Hearings	P.O. Box 64620  St. Paul, MN 55164-0620	Electronic Service	No	OFF_SL_17-527_M-17-527
John	Coffman	john@johncoffman.net	AARP	871 Tuxedo Blvd.  St. Louis, MO 63119-2044	Electronic Service	No	OFF_SL_17-527_M-17-527
Corey	Conover	corey.conover@minneapolismn.gov	Minneapolis City Attorney	350 S. Fifth Street City Hall, Room 210 Minneapolis, MN 554022453	Electronic Service	No	OFF_SL_17-527_M-17-527
Emily	Cosbar	ecosbar@ampion.net	Ampion, Inc.	31 St James Ave Ste 355  Boston, MA 02116	Electronic Service	No	OFF_SL_17-527_M-17-527
Carl	Cronin	Regulatory.records@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 7  Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_17-527_M-17-527



First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Arthur	Crowell	Crowell.arthur@yahoo.com	A Work of Art Solar	14333 Orchard Rd.  Minnetonka, MN 55345	Electronic Service	No	OFF_SL_17-527_M-17-527
Joseph	Dammel	joseph.dammel@ag.state.mn.us	Office of the Attorney General-RUD	Bremer Tower, Suite 1400 445 Minnesota Street St. Paul, MN 55101-2131	Electronic Service	No	OFF_SL_17-527_M-17-527
Timothy	DenHerder Thomas	timothy@cooperativeenergyfutures.com	Cooperative Energy Futures	3500 Bloomington Ave. S  Minneapolis, MN 55407	Electronic Service	No	OFF_SL_17-527_M-17-527
James	Denniston	james.r.denniston@xcelenery.com	Xcel Energy Services, Inc.	414 Nicollet Mall, Fifth Floor  Minneapolis, MN 55401	Electronic Service	No	OFF_SL_17-527_M-17-527
Ian	Dobson	Residential.Utilities@ag.state.mn.us	Office of the Attorney General-RUD	1400 BRM Tower 445 Minnesota St St. Paul, MN 551012130	Electronic Service	Yes	OFF_SL_17-527_M-17-527
Jason	Edens	jason@rreal.org	Rural Renewable Energy Alliance	3963 8th Street SW  Backus, MN 55435	Electronic Service	No	OFF_SL_17-527_M-17-527
Betsy	Engelking	betsy@geronimoenergy.com	Geronimo Energy	7650 Edinborough Way Suite 725 Edina, MN 55435	Electronic Service	No	OFF_SL_17-527_M-17-527
John	Farrell	jfarrell@ilsr.org	Institute for Local Self-Reliance	1313 5th St SE #303  Minneapolis, MN 55414	Electronic Service	No	OFF_SL_17-527_M-17-527
Sharon	Ferguson	sharon.ferguson@state.mn.us	Department of Commerce	85 7th Place E Ste 280  Saint Paul, MN 551012198	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Stephen	Fogel	Stephen.E.Fogel@XcelEnergy.com	Xcel Energy Services, Inc.	816 Congress Ave, Suite 1650  Austin, TX 78701	Electronic Service	No	OFF_SL_17-527_M-17-527
Nathan	Franzen	nathan@geronimoenergy.com	Geronimo Energy	7650 Edinborough Way Suite 725 Edina, MN 55435	Electronic Service	No	OFF_SL_17-527_M-17-527
Hal	Galvin	halgalvin@comcast.net	Provectus Energy Development llc	1936 Kenwood Parkway  Minneapolis, MN 55405	Electronic Service	No	OFF_SL_17-527_M-17-527
Edward	Garvey	edward.garvey@AESLconsulting.com	AESL Consulting	32 Lawton St  Saint Paul, MN 55102-2617	Electronic Service	No	OFF_SL_17-527_M-17-527
Allen	Gleckner	gleckner@fresh-energy.org	Fresh Energy	408 St. Peter Street Ste 220 Saint Paul, Minnesota 55102	Electronic Service	No	OFF_SL_17-527_M-17-527
Janet	Gonzalez	Janet.gonzalez@state.mn.us	Public Utilities Commission	Suite 350 121 7th Place East St. Paul, MN 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Sean	Gosiewski	sean@afors.org	Alliance for Sustainability	2801 21st Ave S Ste 100  Minneapolis, MN 55407	Electronic Service	No	OFF_SL_17-527_M-17-527
Todd J.	Guerrero	todd.guerrero@kutakrock.com	Kutak Rock LLP	Suite 1750 220 South Sixth Street Minneapolis, MN 554021425	Electronic Service	No	OFF_SL_17-527_M-17-527
Timothy	Gulden	info@winonarenewableenergy.com	Winona Renewable Energy, LLC	1449 Ridgewood Dr  Winona, MN 55987	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael	Harvey	mike@weknowsolar.com	We Know Solar	265 Mounds View Rd Suite #1 River Falls, WI 54022	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Duane	Hebert	duane.hebert@novelenergy.biz	Novel Energy Solutions	1628 2nd Ave SE Rochester, MN 55904	Electronic Service	No	OFF_SL_17-527_M-17-527
Kimberly	Hellwig	kimberly.hellwig@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
MeLena	Hessel	MHessel@elpc.org	Environmental Law & Policy Center	35 E. Wacker Dr. Suite 1600 Chicago, IL 60601	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael	Hoppe	il23@mtn.org	Local Union 23, I.B.E.W.	932 Payne Avenue  St. Paul, MN 55130	Electronic Service	No	OFF_SL_17-527_M-17-527
Jim	Horan	Jim@MREA.org	Minnesota Rural Electric Association	11640 73rd Ave N  Maple Grove, MN 55369	Electronic Service	No	OFF_SL_17-527_M-17-527
Jan	Hubbard	jan.hubbard@comcast.net		7730 Mississippi Lane  Brooklyn Park, MN 55444	Electronic Service	No	OFF_SL_17-527_M-17-527
John S.	Jaffray	jjaffray@jirpower.com	JJR Power	350 Highway 7 Suite 236  Excelsior, MN 55331	Electronic Service	No	OFF_SL_17-527_M-17-527
Julia	Jazynka	jjazynka@energyfreedomcoalition.com	Energy Freedom Coalition of America	101 Constitution Ave NW Ste 525 East  Washington, DC 20001	Electronic Service	No	OFF_SL_17-527_M-17-527
Alan	Jenkins	aj@jenkinsatlaw.com	Jenkins at Law	2265 Roswell Road Suite 100 Marietta, GA 30062	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Linda	Jensen	linda.s.jensen@ag.state.mn.us	Office of the Attorney General-DOC	1800 BRM Tower 445 Minnesota Street  St. Paul, MN 551012134	Electronic Service	No	OFF_SL_17-527_M-17-527
Richard	Johnson	Rick.Johnson@lawmoss.com	Moss & Barnett	150 S. 5th Street Suite 1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Sarah	Johnson Phillips	siphillips@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Julie	Jorgensen	Julie@greenmark.us.com	GreenMark Community Solar LLC	708 N. 1st St. #421 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael	Kampmeyer	mkampmeyer@a-e-group.com	AEG Group, LLC	260 Salem Church Road  Sunfish Lake, Minnesota 55118	Electronic Service	No	OFF_SL_17-527_M-17-527
Mark J.	Kaufman	mkaufman@ibewlocal949.org	IBEW Local Union 949	12908 Nicollet Avenue South  Burnsville, MN 55337	Electronic Service	No	OFF_SL_17-527_M-17-527
John	Kearney	jmkearney@MnSEIA.org	MnSEIA	2512 33rd Ave S  Minneapolis, MN 55406	Electronic Service	No	OFF_SL_17-527_M-17-527
Brad	Klein	bklein@elpc.org	Environmental Law & Policy Center	35 E. Wacker Drive, Suite 1600 Suite 1600 Chicago, IL 60601	Electronic Service	No	OFF_SL_17-527_M-17-527
Madeleine	Klein	mklein@socoreenergy.com	SoCore Energy	225 W Hubbard Street Suite 200 Chicago, IL 60654	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Thomas	Koehler	TGK@IBEW160.org	Local Union #160, IBEW	2909 Anthony Ln St Anthony Village, MN 55418-3238	Electronic Service	No	OFF_SL_17-527_M-17-527
Jon	Kramer	sundialjon@gmail.com	Sundial Solar	3209 W 76th St Edina, MN 55435	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael	Krause	michaelkrause61@yahoo.com	Kandiyo Consulting, LLC	433 S 7th Street Suite 2025 Minneapolis, Minnesota 55415	Electronic Service	No	OFF_SL_17-527_M-17-527
Michael	Krikava	mkrikava@briggs.com	Briggs And Morgan, P.A.	2200 IDS Center 80 S 8th St Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Douglas	Larson	dlarson@dakotaelectric.com	Dakota Electric Association	4300 220th St W Farmington, MN 55024	Electronic Service	No	OFF_SL_17-527_M-17-527
Peder	Larson	plarson@larkinhoffman.com	Larkin Hoffman Daly & Lindgren, Ltd.	8300 Norman Center Drive Suite 1000 Bloomington, MN 55437	Electronic Service	No	OFF_SL_17-527_M-17-527
Dean	Leischow	dean@sunrisenrg.com	Sunrise Energy Ventures	315 Manitoba Ave Wayzata, MN 55391	Electronic Service	No	OFF_SL_17-527_M-17-527
Paula	Maccabee	Pmaccabee@justchangelaw.com	Just Change Law Offices	1961 Selby Ave Saint Paul, MN 55104	Electronic Service	No	OFF_SL_17-527_M-17-527
Peter	Madsen	peter.madsen@ag.state.mn.us	Office of the Attorney General-DOC	Bremer Tower, Suite 1800 445 Minnesota Street St. Paul, Minnesota 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Kavita	Maini	kmains@wi.rr.com	KM Energy Consulting LLC	961 N Lost Woods Rd Oconomowoc, WI 53066	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Pam	Marshall	pam@energycents.org	Energy CENTS Coalition	823 7th St E  St. Paul, MN 55106	Electronic Service	No	OFF_SL_17-527_M-17-527
Erica	McConnell	mcconnell@smwlaw.com	Shute, Mihaly & Weinberger LLP	396 Hayes St  San Francisco, California 94102-4421	Electronic Service	No	OFF_SL_17-527_M-17-527
Thomas	Melone	Thomas.Melone@AllcoUS.com	Minnesota Go Solar LLC	222 South 9th Street Suite 1600 Minneapolis, Minnesota 55120	Electronic Service	No	OFF_SL_17-527_M-17-527
Joseph	Meyer	joseph.meyer@ag.state.mn.us	Office of the Attorney General-RUD	Bremer Tower, Suite 1400 445 Minnesota Street St Paul, MN 55101-2131	Electronic Service	No	OFF_SL_17-527_M-17-527
David	Moeller	dmoeller@allete.com	Minnesota Power	30 W Superior St  Duluth, MN 558022093	Electronic Service	No	OFF_SL_17-527_M-17-527
Andrew	Moratzka	andrew.moratzka@stoel.com	Stoel Rives LLP	33 South Sixth St Ste 4200  Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Martin	Morud	mmorud@trunorthsolar.com	Tru North Solar	5115 45th Ave S  Minneapolis, MN 55417	Electronic Service	No	OFF_SL_17-527_M-17-527
David	Niles	david.niles@avantenergy.com	Minnesota Municipal Power Agency	220 South Sixth Street Suite 1300 Minneapolis, Minnesota 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Rolf	Nordstrom	rnordstrom@gpisd.net	Great Plains Institute	2801 21ST AVE S STE 220  Minneapolis, MN 55407-1229	Electronic Service	No	OFF_SL_17-527_M-17-527
Jeff	O'Neill	jeff.oneill@ci.monticello.mn.us	City of Monticello	505 Walnut Street Suite 1 Monticello, Minnesota 55362	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Carol A.	Overland	overland@legalectric.org	Legaelectric - Overland Law Office	1110 West Avenue Red Wing, MN 55066	Electronic Service	No	OFF_SL_17-527_M-17-527
Jeff	Oxley	jeff.oxley@state.mn.us	Office of Administrative Hearings	600 North Robert Street St. Paul, MN 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Eric	Pasi	eric@ips-solar.com	Innovative Power Systems Solar	2670 Patton Rd Roseville, MN 55113	Electronic Service	No	OFF_SL_17-527_M-17-527
Dan	Patry	dpatry@sunedison.com	SunEdison	600 Clipper Drive Belmont, CA 94002	Electronic Service	No	OFF_SL_17-527_M-17-527
Jeffrey C	Paulson	jeff.jcplaw@comcast.net	Paulson Law Office, Ltd.	4445 W 77th Street Suite 224 Edina, MN 55435	Electronic Service	No	OFF_SL_17-527_M-17-527
Gayle	Prest	gayle.prest@minneapolisn.gov	City of Mpls Sustainability	350 South 5th St, #315 Minneapolis, MN 55415	Electronic Service	No	OFF_SL_17-527_M-17-527
Kevin	Reuther	kreuther@mncenter.org	MN Center for Environmental Advocacy	26 E Exchange St, Ste 206 St. Paul, MN 551011667	Electronic Service	No	OFF_SL_17-527_M-17-527
Richard	Savelkoul	rsavelkoul@martinsquires.com	Martin & Squires, P.A.	332 Minnesota Street Ste W2750 St. Paul, MN 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Inga	Schuchard	ischuchard@larkinhoffman.com	Larkin Hoffman	8300 Norman Center Drive Suite 1000 Minneapolis, MN 55437	Electronic Service	No	OFF_SL_17-527_M-17-527
David	Shaffer	shaff081@gmail.com	Minnesota Solar Energy Industries Project	1005 Fairmount Ave Saint Paul, MN 55105	Electronic Service	No	OFF_SL_17-527_M-17-527

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Doug	Shoemaker	dougs@mnRenewables.org	MRES	2928 5th Ave S Minneapolis, MN 55408	Electronic Service	No	OFF_SL_17-527_M-17-527
Zeviel	Simpser	zsimpser@briggs.com	Briggs and Morgan PA	2200 IDS Center80 South Eighth Street Minneapolis, MN 554022157	Electronic Service	No	OFF_SL_17-527_M-17-527
Ken	Smith	ken.smith@districtenergy.com	District Energy St. Paul Inc.	76 W Kellogg Blvd St. Paul, MN 55102	Electronic Service	No	OFF_SL_17-527_M-17-527
Byron E.	Starns	byron.starns@stinson.com	Stinson Leonard Street LLP	150 South 5th Street Suite 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
James M.	Strommen	jstrommen@kennedy-graven.com	Kennedy & Graven, Chartered	470 U.S. Bank Plaza 200 South Sixth Street Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Eric	Swanson	eswanson@winthrop.com	Winthrop & Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_17-527_M-17-527
Thomas P.	Sweeney III	tom.sweeney@easycleanenergy.com	Clean Energy Collective	P O Box 1828 Boulder, CO 80306-1828	Electronic Service	No	OFF_SL_17-527_M-17-527
Pat	Treseler	pat.jcplaw@comcast.net	Paulson Law Office LTD	4445 W 77th Street Suite 224 Edina, MN 55435	Electronic Service	No	OFF_SL_17-527_M-17-527
Lisa	Veith	lisa.veith@ci.stpaul.mn.us	City of St. Paul	400 City Hall and Courthouse 15 West Kellogg Blvd. St. Paul, MN 55102	Electronic Service	No	OFF_SL_17-527_M-17-527



First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Jason	Willett	jason.willett@metc.state.mn.us	Metropolitan Council	390 Robert St N Saint Paul, MN 55101-1805	Electronic Service	No	OFF_SL_17-527_M-17-527
Joseph	Windler	jwindler@winthrop.com	Winthrop & Weinstine	225 South Sixth Street, Suite 3500 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527
Cam	Winton	cwinton@mnychamber.com	Minnesota Chamber of Commerce	400 Robert Street North Suite 1500 St. Paul, Minnesota 55101	Electronic Service	No	OFF_SL_17-527_M-17-527
Daniel P	Wolf	dan.wolf@state.mn.us	Public Utilities Commission	121 7th Place East Suite 350 St. Paul, MN 551012147	Electronic Service	Yes	OFF_SL_17-527_M-17-527
Patrick	Zomer	Patrick.Zomer@lawmoss.com	Moss & Barnett a Professional Association	150 S. 5th Street, #1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_17-527_M-17-527