

December 30, 2021

Will Seuffert
Executive Secretary
Minnesota Public Utilities Commission
121 7<sup>th</sup> Place East, Suite 350
St. Paul, Minnesota 55101-2147

RE: Comments of the Minnesota Department of Commerce, Division of Energy Resources
Docket Nos. E-002/RP-19-368, E-015/RP-21-33, and E-017/RP-21-339

Dear Mr. Seuffert:

Attached are the comments of the Minnesota Department of Commerce, Division of Energy Resources (Department) in the following matters:

Xcel Energy's 2020-2034 Integrated Resource Plan.

Minnesota Power's 2021-2035 Integrated Resource Plan.

Otter Tail Power Company's 2022-2036 Integrated Resource Plan.

Institute for Local Self-Reliance and Vote Solar Request for Commission Consideration of Intervenor Modeling Costs in Utility Resource Plan Dockets

The Petition was filed on November 2, 2021 by:

John Farrell Will Kenworthy, Regulatory Director, Midwest Institute for Local Self-Reliance Vote Solar 2720 E. 22nd St. 332 S Michigan Ave FL 9 Chicago, IL 60604

The Department recommends the Minnesota Public Utilities Commission **reject the petition without prejudice and allow the parties to provide a more complete petition at a later date,** as listed further in these comments. The Department is available to answer any questions the Commission may have.

Sincerely,

/s/ Steve Rakow Analyst Coordinator

SR/ja Attachment



### **Before the Minnesota Public Utilities Commission**

# Comments of the Minnesota Department of Commerce Division of Energy Resources

Docket Nos. E-002/RP-19-368, E-015/RP-21-33, and E-017/RP-21-339

### I. INTRODUCTION

On November 2, 2021, ILSR and Vote Solar (ILSR/VS) filed a request asking the Minnesota Public Utilities Commission (Commission) to order public utilities subject to the Commission's resource planning requirements to acquire EnCompass modeling licenses for intervening organizations in resource plan dockets.

ILSR/VS further requested the Commission consider requiring utilities to provide, without a data request, modeling inputs, including settings and outputs, assumptions, any post-processing spreadsheets, and the model manual. The petition was filed in the pending Xcel Energy, Minnesota Power, and Otter Tail Power resource plan dockets.

ILSR/VS cite Minnesota Statutes § 216B.2422 Subd. 2, Minnesota's resource planning statute, as supporting a finding that it would be in the public interest for utilities to provide free access to modeling licenses in integrated resource plans. Specifically, ILSR/VS state:

A robust stakeholder process involving transparent access to modeling software better ensures that the resulting resource plan benefits from a full array of perspectives and areas of expertise. Requiring utilities to pay a few thousand dollars to cover modeling costs for intervenors can save electric customers millions of dollars in the end by finding the most cost-effective resource plans.

On November 30, 2021 the Commission issued its *Notice of Procedural Comment Period,* which stated that the following topics are open for comment:

- 1. What process should the Commission use to consider the Institute for Local Self-Reliance and Vote Solar (ILSR/VS) request, given multiple ongoing IRPs? For example, should the request be moved to a separate docket, or discussed in individual resource plan dockets?
- 2. Are there other issues or concerns related to this matter?

Docket No. E015/M-21-790 Analyst assigned: Steve Rakow

Page 2

#### II. DEPARTMENT ANALYSIS

### A. MORE DETAIL IS REQUIRED IN ORDER TO FULLY CONSIDER THE PETITION

The lack of detail in the petition leads the Department to recommend that ILSR/VS should be allowed to provide additional detail before its petition could be fully commented on and considered on its merits.

For instance, the first page of ILSR/VS's petition states that licenses for "...this kind of modeling software can be prohibitively expensive...". However, ILSR/VS do not provide a cost estimate and in the Department's experience, the license for modeling software will not be the most expensive component of integrated resource plan (IRP) participation; rather, hiring a modeler will be significantly more expensive than cost of the Encompass license. In addition, ILSR/VS have not stated whether the proposal involves acquiring the computers necessary to run the adequately run the software. ILSR/VS should file a revised petition stating whether the costs to retain a modeler and computers are also prohibitively expensive. Further, ILSR/VS should provide estimates of each of the costs it is requesting be covered; only then could the Department and other commenters better evaluate the benefits and costs of the petition.

It is not clear if ILSR/VS intend for each utility to purchase licenses for each intervenor, if one license is to be purchased and shared by intervenors, if there are limits on the number of licenses to be acquired and so on. Without a clear statement on the quantity of licenses at issue it is not possible to estimate the cost of the proposal nor whether the proposal is in the public interest.

It is also not clear whether ILSR/VS is asking the Commission to direct the utilities to pay for these costs in the currently pending IRPs, or for the next (yet-to-be scheduled) IRPs. The Xcel IRP has been open since July 2019 and as of the date of the writing of these comments, 2,227 have been documents filed in the record, including IRs and comments from ILSR/VS<sup>2</sup>. No comment due dates are pending for the Xcel IRP. The MP IRP has already been open since February 2021; the Department is conducting its modeling and anticipates filing its comments on February 28, 2022, the current comment deadline set by the Commission. Finally, OTP's IRP has been open since September 2021 and the current comment deadline is April 11, 2022.

<sup>&</sup>lt;sup>1</sup> Note that for 2019 VS reported revenues of about \$6.8 million and ILSR reported revenues of about \$3.5 million; see their annual Department of the Treasury, Internal Revenue Service Form 990s, available at guidestar.org, for details. For context, the Commission's annual budget is about \$8.3 million for FY2020. <sup>2</sup> Edockets indicates that ILSR/VS filed comments in February 2021 and issued 23 IRs to Xcel in the currently pending IRP.

Docket No. E015/M-21-790 Analyst assigned: Steve Rakow

Page 3

Consistent with normal Commission practice, the initial filing date for each of these three IRPs was set by order well in advance; for instance, OTP's Sept 1, 2021 IRP filing date was set by PUC Order on December 30, 2019. IRPs are one of the few dockets where the filing date is set by Order, after a discussion at an agenda meeting. This is unusual among dockets, and is done in part to ensure that IRPs are timed so that the Commission can consider and make resource decisions in time for utility resource planning and acquisition. Parties therefore have ample lead time to determine what resources they may need in order to participate in IRPs.

In the Department's experience, once a party obtains a license and modeler, it may take 6 months to one year for the modeler to learn EnCompass, become familiar with each utility's modeling processes, conduct new modeling runs, and file comments. It may be more appropriate for the Commission to determine that a filing like ILSR/VS must be filed prior to each utility's next IRP. The Department suggests that the Commission establish a filing deadline of 4 months prior to each utility's IRP.

On the second part of ILSR/VS's request, for utilities to provide certain data without an Information Request (IR), the Department again suggests that this appears to be an issue that should be taken up prior to a utility's IRP being filed, so that the utility can provide all information directed by the PUC in its initial filing.

## B. SHOULD THE COMMISSION TAKE UP THE MERITS OF THE PETITION AT A LATER DATE, IT MAY NEED TO ESTABLISH CRITERIA

ILSR/VS's petition also should be revised to spell out what criteria the Commission would be using in considering its filing. It should include a discussion of the rate case intervenor compensation statute and what authority the Commission would be using to require compensation for these expenses. ILSR/VS's current filing focuses on the expense of the license; however, if expense were the only criteria for requiring utilities to pay for a license, then one imagines that dozens of organizations will follow with similar requests and expect to have them granted. The rate case intervenor compensation statute, currently the only statute which allows for compensation for intervenors, sets up a structure and process whereby the intervenor must first participate in the docket without compensation, demonstrate that no other funding is available, and then at the conclusion show that they have "materially assisted the Commission's deliberation." That statute lists other criteria for the Commission to consider.

Further, depending on how the license is structured, if organizations were given a paid-for EnCompass license, they might be able to use that license for other state proceedings, even though Minnesota ratepayers would have paid for that expense. In such instances the Commission would need to determine how it would establish criteria for cost sharing with other jurisdictions.

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<sup>&</sup>lt;sup>3</sup> Minn. Stat. §216B.16 subd.10.

Docket No. E015/M-21-790 Analyst assigned: Steve Rakow

Page 4

The Department wishes to clarify it welcomes the participation of all stakeholders in IRP and other proceedings, and meets with stakeholders during the course of pending proceedings to identify ways to collaborate, share information, and develop the record in the manner most useful to the Commission. The purpose of the Department's comments at this time are to provide recommendations that encourage certainty, clarity, and structure during proceedings. One important element of encouraging participation and transparency in Commission proceedings is for there to be clear "rules of the road" so that the expectations of stakeholders are known well in advance of the proceeding. The Department's recommendations below are written with this goal in mind.

### III. DEPARTMENT RECOMMENDATION

- 1) Deny without prejudice the request of ILSR/VS. Find that ILSR/VS may refile their petition no later than four months prior to Xcel's, MP's, and OTP's next IRPs. Any filing requesting compensation or payment for modeling license or other resources shall include the following information:
  - a) A discussion of the rate case intevenor compensation statute, as well as any relevant statutes, rules, or other legal considerations that must be considered in such a request;
  - b) A full list of the expenses ILSR/VS are requesting the Commission order the utilities to pay for, the estimated dollar amounts for each, and a cost benefit analysis, including non-monetary benefits and costs, demonstrating that benefits exceed costs;
  - c) An explanation of how the Encompass license could be used in other jurisdictions' proceedings, and a proposal to share costs with those proceedings; and
  - d) Further explanation on the criteria the Commission should use to decide on the merits of these petitions.

### AND

2) Upon receiving a revised petition, the Commission issue a notice requesting comments on the criteria the Commission should use to issue a decision on the merits of the request, as well as any other topics the Executive Secretary deems necessary to build the record.

### **CERTIFICATE OF SERVICE**

I, Marcella Emeott, hereby certify that I have this day served copies of the following document on the attached list of persons by electronic filing, 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 – COMMENTS

Docket Nos. E-002/RP-19-368, E-015/RP-21-33, and E-017/RP-21-339

Dated this 30<sup>th</sup> day of December 2021

/s/Marcella Emeott

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Joshua	Smith	joshua.smith@sierraclub.or g		85 Second St FL 2  San Francisco, California 94105	Electronic Service	No	OFF_SL_19-368_19-368_Official
Ken	Smith	ken.smith@districtenergy.c om	District Energy St. Paul Inc.	76 W Kellogg Blvd St. Paul, MN 55102	Electronic Service	No	OFF_SL_19-368_19-368_Official
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First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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Thomas	Tynes	jjazynka@energyfreedomc oalition.com	Energy Freedom Coalition of America	101 Constitution Ave NW Ste 525 East Washington, DC 20001	Electronic Service	No	OFF_SL_19-368_19- 368_Official
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aurie	Williams	laurie.williams@sierraclub. org	Sierra Club	Environmental Law Program 1536 Wynkoop St Ste Denver, CO 80202	Electronic Service 200	No	OFF_SL_19-368_19- 368_Official
Samantha	Williams	swilliams@nrdc.org	Natural Resources Defense Council	20 N. Wacker Drive Ste 1600 Chicago, IL 60606	Electronic Service	No	OFF_SL_19-368_19- 368_Official
oseph	Windler	jwindler@winthrop.com	Winthrop & Weinstine	225 South Sixth Street, Suite 3500 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_19-368_19-368_Official
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mily	Ziring	eziring@stlouispark.org	City of St. Louis Park	5005 Minnetonka Blvd St. Louis Park, MN 55416	Electronic Service	No	OFF_SL_19-368_19- 368_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Patrick	Zomer	Pat.Zomer@lawmoss.com	Moss & Barnett a Professional Association	150 S. 5th Street, #1200  Minneapolis, MN 55402	Electronic Service		OFF_SL_19-368_19- 368_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Jessica L	Bayles	Jessica.Bayles@stoel.com	Stoel Rives LLP	1150 18th St NW Ste 325 Washington, DC 20036	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Laura	Bishop	Laura.Bishop@state.mn.us	MN Pollution Control Agency	520 Lafayette Rd Saint Paul, MN 55155	Electronic Service	No	OFF_SL_21-33_Official CC Service List
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Christina	Brusven	cbrusven@fredlaw.com	Fredrikson Byron	200 S 6th St Ste 4000  Minneapolis, MN 554021425	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Generic Notice	Commerce Attorneys	commerce.attorneys@ag.st ate.mn.us	Office of the Attorney General-DOC	445 Minnesota Street Suite 1400 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_21-33_Official CC Service List
Riley	Conlin	riley.conlin@stoel.com	Stoel Rives LLP	33 S. 6th Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-33_Official CC Service List
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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_21-33_Official CC Service List
Stephanie L	Fitzgerald	sfitzgerald@mncenter.org	Minnesota Center for Environmental Advocacy	1919 University Ave W Ste 515 Saint Paul, MN 55104-3435	Electronic Service	No	OFF_SL_21-33_Official CC Service List

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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Emily	Larson	eLarson@duluthmn.gov	City of Duluth	411 W 1st St Rm 403  Duluth, MN 55802	Electronic Service	No	OFF_SL_21-33_Official CC Service List
James D.	Larson	james.larson@avantenergy .com	Avant Energy Services	220 S 6th St Ste 1300  Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Annie	Levenson Falk	annielf@cubminnesota.org	Citizens Utility Board of Minnesota	332 Minnesota Street, Suite W1360 St. Paul, MN 55101	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Eric	Lipman	eric.lipman@state.mn.us	Office of Administrative Hearings	PO Box 64620 St. Paul, MN 551640620	Electronic Service	Yes	OFF_SL_21-33_Official CC Service List
Susan	Ludwig	sludwig@mnpower.com	Minnesota Power	30 West Superior Street  Duluth, MN 55802	Electronic Service	No	OFF_SL_21-33_Official CC Service List

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_21-33_Official CO Service List
Daryl	Maxwell	dmaxwell@hydro.mb.ca	Manitoba Hydro	360 Portage Ave FL 16 PO Box 815, Station N Winnipeg, Manitoba R3C 2P4	Electronic Service fain	No	OFF_SL_21-33_Official CC Service List
				Canada			
David	Moeller	dmoeller@allete.com	Minnesota Power	30 W Superior St  Duluth,  MN  558022093	Electronic Service	Yes	OFF_SL_21-33_Official CC Service List
Andrew	Moratzka	andrew.moratzka@stoel.co m	Stoel Rives LLP	33 South Sixth St Ste 4200  Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Evan	Mulholland	emulholland@mncenter.org	Minnesota Center for Environmental Advocacy	1919 University Ave W Ste 515 Saint Paul, MN 55101	Electronic Service	No	OFF_SL_21-33_Official CC Service List
David	Niles	david.niles@avantenergy.c om	Minnesota Municipal Power Agency	220 South Sixth Street Suite 1300 Minneapolis, Minnesota 55402	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Jennifer	Peterson	jjpeterson@mnpower.com	Minnesota Power	30 West Superior Street  Duluth, MN 55802	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Generic Notice	Residential Utilities Division	residential.utilities@ag.stat e.mn.us	Office of the Attorney General-RUD	1400 BRM Tower 445 Minnesota St St. Paul, MN 551012131	Electronic Service	Yes	OFF_SL_21-33_Official CC Service List
Susan	Romans	sromans@allete.com	Minnesota Power	30 West Superior Street Legal Dept Duulth, MN 55802	Electronic Service	No	OFF_SL_21-33_Official CC Service List

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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Eric	Swanson	eswanson@winthrop.com	Winthrop & Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Analeisha	Vang	avang@mnpower.com	Minnesota Power	30 W Superior St  Duluth, MN 558022093	Electronic Service	Yes	OFF_SL_21-33_Official CC Service List
Greg	Wannier	greg.wannier@sierraclub.or g	Sierra Club	2101 Webster St Ste 1300  Oakland, CA 94612	Electronic Service	No	OFF_SL_21-33_Official CC Service List
Laurie	Williams	laurie.williams@sierraclub. org	Sierra Club	Environmental Law Program 1536 Wynkoop St Ste Denver, CO 80202	Electronic Service	No	OFF_SL_21-33_Official CC Service List

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Laura	Bishop	Laura.Bishop@state.mn.us	MN Pollution Control Agency	520 Lafayette Rd Saint Paul, MN 55155	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Ray	Choquette	rchoquette@agp.com	Ag Processing Inc.	12700 West Dodge Road PO Box 2047 Omaha, NE 68103-2047	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Generic Notice	Commerce Attorneys	commerce.attorneys@ag.st ate.mn.us	Office of the Attorney General-DOC	445 Minnesota Street Suite 1400 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339
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Aaron	Decker	adecker@mncenter.org	Minnesota Center for Environmental Advocacy	1919 University Ave W Ste 515 Saint Paul, MN 55104	Electronic Service	No	OFF_SL_21-339_RP-21- 339
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John	Farrell	jfarrell@ilsr.org	Institute for Local Self-Reliance	2720 E. 22nd St Institute for Local Self Reliance Minneapolis, MN 55406	Electronic Service	No	OFF_SL_21-339_RP-21- 339
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_21-339_RP-21- 339
Stephanie L	Fitzgerald	sfitzgerald@mncenter.org	Minnesota Center for Environmental Advocacy	1919 University Ave W Ste 515 Saint Paul, MN 55104-3435	Electronic Service	No	OFF_SL_21-339_RP-21- 339

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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Jessica	Fyhrie	jfyhrie@otpco.com	Otter Tail Power Company	PO Box 496  Fergus Falls, MN 56538-0496	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339
Bruce	Gerhardson	bgerhardson@otpco.com	Otter Tail Power Company	PO Box 496 215 S Cascade St Fergus Falls, MN 565380496	Electronic Service	No	OFF_SL_21-339_RP-21- 339
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Adam	Heinen	aheinen@dakotaelectric.co m	Dakota Electric Association	4300 220th St W Farmington, MN 55024	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Shane	Henriksen	shane.henriksen@enbridge .com	Enbridge Energy Company, Inc.	1409 Hammond Ave FL 2 Superior, WI 54880	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Kristin	Henry	kristin.henry@sierraclub.or g	Sierra Club	2101 Webster St Ste 1300 Oakland, CA 94612	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Nathan	Jensen	njensen@otpco.com	Otter Tail Power Company	215 S. Cascade St.  Fergus Falls, MN 56537	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Richard	Johnson	Rick.Johnson@lawmoss.co m	Moss & Barnett	150 S. 5th Street Suite 1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-339_RP-21- 339
William D	Kenworthy	will@votesolar.org	Vote Solar	332 S Michigan Ave FL 9 Chicago, IL 60604	Electronic Service	No	OFF_SL_21-339_RP-21- 339

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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Randy	Kramer	rlkramer89@gmail.com	Water and Soil Resources Board	42808 Co. Rd. 11  Bird Island, MN 55310	Electronic Service	No	OFF_SL_21-339_RP-21- 339
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Eric	Lindberg	elindberg@mncenter.org	Minnesota Center for Environmental Advocacy	1919 University Avenue West Suite 515 Saint Paul, MN 55104-3435	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Kavita	Maini	kmaini@wi.rr.com	KM Energy Consulting, LLC	961 N Lost Woods Rd Oconomowoc, WI 53066	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Jan	Malcolm	Health.Review@state.mn.u s	Minnesota Department of Health	PO Box 64975 St. Paul, MN 55164-0975	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Andrew	Moratzka	andrew.moratzka@stoel.co m	Stoel Rives LLP	33 South Sixth St Ste 4200  Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Matthew	Olsen	molsen@otpco.com	Otter Tail Power Company	215 South Cascade Street  Fergus Falls,  MN  56537	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Debra	Opatz	dopatz@otpco.com	Otter Tail Power Company	215 South Cascade Street  Fergus Falls,  MN  56537	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Generic Notice	Residential Utilities Division	residential.utilities@ag.stat e.mn.us	Office of the Attorney General-RUD	1400 BRM Tower 445 Minnesota St St. Paul, MN 551012131	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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Will	Seuffert	Will.Seuffert@state.mn.us	Public Utilities Commission	121 7th PI E Ste 350  Saint Paul,  MN  55101	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339
Cary	Stephenson	cStephenson@otpco.com	Otter Tail Power Company	215 South Cascade Street  Fergus Falls,  MN  56537	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339
Stuart	Tommerdahl	stommerdahl@otpco.com	Otter Tail Power Company	215 S Cascade St PO Box 496 Fergus Falls, MN 56537	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339
Amelia	Vohs	avohs@mncenter.org	Minnesota Center for Environmental Advocacy	1919 University Avenue West Suite 515 St. Paul, Minnesota 55104	Electronic Service	Yes	OFF_SL_21-339_RP-21- 339
Laurie	Williams	laurie.williams@sierraclub. org	Sierra Club	Environmental Law Program 1536 Wynkoop St Ste Denver, CO 80202	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Cameron	Winton	winton.cam@dorsey.com	Dorsey & Whitney LLP	50 S 6TH ST STE 1500 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-339_RP-21- 339
Patrick	Zomer	Pat.Zomer@lawmoss.com	Moss & Barnett a Professional Association	150 S. 5th Street, #1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_21-339_RP-21- 339