

February 25, 2015

Daniel P. Wolf
Executive Secretary
Minnesota Public Utilities Commission
121 7th Place East, Suite 350
St. Paul, Minnesota 55101-2147

RE: Minnesota Department of Commerce's Request for Clarification or Reconsideration
Docket Nos. E002/CN-12-1240, E002/M-14-788, E002/M-14-789

Dear Mr. Wolf:

Attached are the comments of the Minnesota Department of Commerce, Division of Energy Resources (Department) requesting that the Minnesota Public Utilities Commission (Commission) clarify or, to the extent deemed necessary, reconsider its February 5, 2015 *Order Approving Power Purchase Agreement with Calpine, Approving Power Purchase Agreement with Geronimo, and Approving Price Terms with Xcel*.

The Department is available to answer any questions that the Commission may have.

Sincerely,

/s/ CHRISTOPHER SHAW
Rates Analyst

CS/ja
Attachment

BEFORE THE MINNESOTA PUBLIC UTILITIES COMMISSION

COMMENTS OF THE
MINNESOTA DEPARTMENT OF COMMERCE
DIVISION OF ENERGY RESOURCES

DOCKET NOS. E002/CN-12-1240, E002/M-14-788, E002/M-14-789

I. INTRODUCTION

The Minnesota Department of Commerce, Division of Energy Resources, Energy Regulation and Planning Unit (Department or DOC) respectfully requests that the Minnesota Public Utilities Commission (Commission) clarify or, to the extent it may deem necessary, reconsider its February 5, 2015 Order in the above-referenced docket. The Department is concerned that the Commission's Order may have deleterious effects on future Request for Proposal (RFP) processes undertaken by Xcel Energy (Xcel) to identify and acquire new resources.

Of specific concern are the following two components of the Commission's determinations regarding the power purchase agreement (PPA) between Xcel and Calpine's Mankato Energy Center II (Mankato expansion):

- 1) Recovery of any net costs for dispatchability payments to Calpine, and
- 2) Recovery of either any transmission interconnection costs higher than \$1.5 million or termination fees.

Minnesota Statutes, section 216B.2422, subd. 5 allows a utility to select resources through a Commission-approved bidding process. A resource selected through this bidding process is not required to obtain a certificate of need. Thus, the RFP process is a substitute for identifying and selecting least-cost resources. Essentially, the Department requests that the Commission maintain the integrity of the RFP process by clarifying on the record that bidders in future RFP processes will be held to the prices and terms used to evaluate the bids.

II. COSTS IN EXCESS OF BIDS

The Commission's May 23, 2014 *Order Directing Xcel to Negotiate Draft Agreements with Selected Parties* (Order) reflected the need to protect the integrity of the RFP process. The Order stated that:

- A. Calpine, Geronimo, Invenergy, and Xcel shall be held to the prices and terms used to evaluate each bid for the purpose of cost recovery from Xcel ratepayers. Ratepayers must not be put at risk for costs that are higher than bid or for benefits assumed in bids that do not materialize. If actual costs are lower than bid, the bidders should be allowed to keep those savings.
- B. The agreements must provide terms that sufficiently protect ratepayers from risks associated with the non-deliverability of accredited capacity and/or energy from the project(s) as proposed.
- C. The Commission is unlikely to find it reasonable for Xcel to enter into an agreement in which negotiated terms shift risk or unknown costs to ratepayers.¹

Calpine's PPA was the only project where the PPA had different cost components than "the prices and terms used to evaluate each bid." First, the dispatchability payments were higher than initially bid; second, transmission interconnection costs could be higher than the \$1.5 million used to evaluate the proposal.

Ordering Paragraph 2 of the Commission's February 5, 2015 *Order Approving Power Purchase Agreement with Calpine, Approving Power Purchase Agreement with Geronimo, and Approving Price Terms with Xcel* states:

- 2. Regarding Calpine's proposal:
 - A. The Commission selects the proposal as a resource that fits Xcel's need and approves Xcel's draft power purchase agreement with Mankato Energy Center II, LLC.
 - B. In any request to recover costs related to this project, Xcel shall address the costs and benefits of the dispatchability payments.

The Ordering Paragraphs do not specifically address whether Calpine, Xcel or Xcel's ratepayers would be responsible for any interconnection costs that are higher than \$1.5 million; however, the PPA assigns all costs to Xcel.

1. Dispatchability Payment

The Commission noted that the record had little support for the assertion by parties in oral arguments that the increased price for the Mankato expansion will be offset by additional revenues:

¹ Ordering Paragraphs 2A-C, *Order Directing Xcel to Negotiate Draft Agreements with Selected Parties*, Docket No. E002/CN-12-1240.

That said, the dispatchability terms were not included in the initial calculation of Calpine's costs, and the quantification of costs and benefits were not well developed in the record. Consequently the Commission will require this matter to be addressed when Xcel seeks to recover the costs of the Calpine project.

In this case, not only were the PPA's dispatchability terms not included in Calpine's bid, neither Xcel nor Calpine made any representation in the record or during oral arguments that the dispatchability payment would result in offsetting revenue or that the Mankato expansion required additional payment from ratepayers in order to fully participate in the MISO ancillary services market. The first time in the proceeding that any party asserted that the increased cost to ratepayers for the dispatchability payment could result in offsetting revenues, was during Commission deliberations, shortly before the Commission approved the Calpine PPA. Moreover, neither Xcel nor Calpine made any assertion in written comments that the Mankato expansion would be unable to fully participate in MISO's ancillary services market without increased costs to ratepayers.

As noted above, the Department's concern is the integrity of the RFP process. Allowing PPA terms to include costs not included in RFP bids undermines the transparency and purpose of the RFP process. Should bidders have the understanding that additional costs can be negotiated during PPA negotiations, the quality and accuracy of the bids would be questionable. Since projects selected through Xcel's RFP process are not subject to the certificate of need requirements, the Commission cannot be assured that a compromised RFP process will select least cost projects.

2. Transmission Costs

As noted above, the Ordering Paragraphs do not explicitly address recovery of transmission interconnection costs above the \$1.5 million used to evaluate the project. However, since the PPA assigns those costs to Xcel, approval of the PPA should be clear about the financial responsibility for any such costs.

It is helpful to consider the Commission's approach to a similar question about cost recovery in Xcel's most recent request for proposals (RFP) for wind resources.² In that proceeding, the Commission was reluctant to allow consideration even at a later time of an increase in costs to ratepayers. In the agreement between Xcel and the Border Winds project, Xcel negotiated a term that would allow Xcel to terminate the agreement if additional transmission costs were incurred. During oral argument the Commission expressed concern that project development necessarily involves transmission risk and that Xcel, not ratepayers, should manage and be responsible for that risk.

The Commission found that, if additional costs did materialize for the project, it would be reasonable to consider an increase in costs charged to ratepayers *if Xcel met its burden of*

² Docket Nos. E002/M-13-603 and E002/M-13-716.

proof to show that the cost recovery was reasonable, but did not allow Xcel to automatically recover any costs above the cap used to evaluate the wind project. The Commission found that:

Specifically, the Commission will bar Xcel from recovering any interconnection costs for the Border Winds project exceeding the cap set forth in the Border Winds contract until Xcel files a request, and receives Commission approval, to recover the excess costs.³

Another relevant example occurred with Community-Based Energy Development (C-BED) projects in Minnesota, which encountered difficulties with transmission interconnection costs and processes. There, Xcel proposed that ratepayers assume the risks of contingent transmission upgrades.⁴ The Office of Energy Security (now the Division of Energy Resources) opposed Xcel's proposal on the grounds that all costs, including those related to transmission upgrades, should be considered when evaluating the relative cost-effectiveness of competing proposals. The Commission declined to adopt Xcel's proposal. Subsequent PPA's with C-BED projects did not propose to allocate unknown transmission risks to ratepayers.

Similar to its decision in the Border Winds case, the Commission suggested in the instant case that Xcel could terminate the PPA with Calpine if interconnection costs were higher than expected.⁵ However, the Department notes that the termination fees in the Calpine PPA, which are trade secret, far exceed those negotiated in the agreements with Border Winds, and thus even cost overruns that far exceed \$1.5 million may not warrant termination of the PPA in Xcel's view. The Commission's Order does not specifically limit or cap Xcel's interconnection cost responsibility. Therefore, the Department seeks clarification that, consistent with its determination in Xcel's last wind acquisition proceeding, the Commission would require Xcel to obtain approval of any transmission costs that exceed \$1.5 million or, potentially, could require Xcel to terminate the PPA.

The Department notes that neither the Department nor the Commission has internal expertise to analyze the likely cost of transmission upgrades. Thus, the bidding process relies on parties to provide reasonable estimates of those costs in their bids. It is important to ensure that bidders are held accountable to their bids to avoid shifting potentially large risks to ratepayers.

The Department appreciates the Commission's consideration of this request.

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³ Order Approving Acquisitions with Conditions at 16, Docket Nos. E002/M-13-603 and E002/M-13-716 (December 13, 2013).

⁴ Docket No. E002/M-08-516.

⁵ The Commission's Order states that the PPA reflects the terms used by the Department to evaluate the Mankato expansion. The Department clarifies that it analyzed Calpine's proposal based on a cost cap of \$1.5 million not on an unknown cost.

CERTIFICATE OF SERVICE

I, Linda Chavez, 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 – REQUEST FOR CLARIFICATION OR RECONSIDERATION

Docket Nos. **E002/CN-12-1240, E002/M-14-788, E002/M-14-789**

Dated this **25th** day of **February, 2015**.

/s/Linda Chavez

[illegible]

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Thomas	Melone	Thomas.Melone@AllcoUS.com	Minnesota Go Solar LLC	222 South 9th Street Suite 1600 Minneapolis, Minnesota 55120	Electronic Service	No	OFF_SL_12-1240_Official CC Service List
Brian	Meloy	brian.meloy@stinsonleond.com	Stinson,Leonard, Street LLP	150 S 5th St Ste 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_12-1240_Official CC Service List
Ryan	Norrell	bademailrnnorrell@nd.gov	North Dakota Public Service Commission	600 E. Boulevard Avenue State Capital, 12 th Floor Dept 408 Bismarck, ND 58505-0480	Paper Service	No	OFF_SL_12-1240_Official CC Service List
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_12-1240_Official CC Service List
Janet	Shaddix Elling	jshaddix@janetshaddix.com	Shaddix And Associates	Ste 122 9100 W Bloomington Frwy Bloomington, MN 55431	Electronic Service	No	OFF_SL_12-1240_Official CC Service List
Donna	Stephenson	dstephenson@greenergy.com	Great River Energy	12300 Elm Creek Boulevard Maple Grove, MN 55369	Electronic Service	No	OFF_SL_12-1240_Official CC Service List
Eric	Swanson	eswanson@winthrop.com	Winthrop Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_12-1240_Official CC Service List
Kodi	Verhalen	kverhalen@briggs.com	Briggs & Morgan	2200 IDS Center 80 South Eighth Street Minneapolis, Minnesota 55402	Electronic Service	No	OFF_SL_12-1240_Official CC Service List
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_12-1240_Official CC Service List

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_14-788_Official
Ross	Abbey	abbey@fresh-energy.org	Fresh Energy	408 Saint Peter St Ste 220 St. Paul, MN 55102-1125	Electronic Service	No	OFF_SL_14-788_Official
Michael	Allen	michael.allen@allenergysolar.com	All Energy Solar	721 W 26th st Suite 211 Minneapolis, Minnesota 55405	Electronic Service	No	OFF_SL_14-788_Official
Jorge	Alonso	jorge.alonso@state.mn.us	Public Utilities Commission	121 7th Place East Suite 350 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official
Christopher	Anderson	canderson@allete.com	Minnesota Power	30 W Superior St Duluth, MN 558022191	Electronic Service	No	OFF_SL_14-788_Official
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_14-788_Official
Jessica	Antinozzi	go4solarmn@gmail.com		7041 147th Avenue NW Ramsey, Minnesota 55303	Electronic Service	No	OFF_SL_14-788_Official
Alison C	Archer	alison.c.archer@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	Yes	OFF_SL_14-788_Official
John	Aune	johna@bluehorizonsolar.com	Blue Horizon Energy	171 Cheshire Ln Ste 500 Plymouth, MN 55441	Electronic Service	No	OFF_SL_14-788_Official
KERRI	BARSNESS	jkbars@q.com		1454 159th Ave NW Andover, Mn 55304	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Andrew	Bahn	Andrew.Bahn@state.mn.us	Public Utilities Commission	121 7th Place E., Suite 350 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official
Thomas	Bailey	tbailey@briggs.com	Briggs And Morgan	2200 IDS Center 80 S 8th St Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Kenneth	Baker	N/A	Wal-Mart Stores, Inc.	2001 SE 10th St. Bentonville, AR 72716-5530	Paper Service	No	OFF_SL_14-788_Official
Gail	Baranko	gail.baranko@xcelenergy.com	Xcel Energy	414 Nicollet Mall 7th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
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	Yes	OFF_SL_14-788_Official
Peter	Beithon	pbeithon@otpc.com	Otter Tail Power Company	P.O. Box 496 215 South Cascade Street Fergus Falls, MN 565380496	Electronic Service	No	OFF_SL_14-788_Official
Sara	Bergan	sebergan@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
James J.	Bertrand	james.bertrand@leonard.com	Leonard Street & Deinard	150 South Fifth Street, Suite 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Derek	Bertsch	derek.bertsch@mrenergy.com	Missouri River Energy Services	3724 West Avera Drive PO Box 88920 Sioux Falls, SD 57109-8920	Electronic Service	No	OFF_SL_14-788_Official
Thor	Bjork	Thor.S.Bjork@xcelenergy.com	Xcel Energy	414 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official

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_14-788_Official
Amy	Blumenshine	troutblues@aol.com		3156 Elliot Ave. S. Minneapolis, MN 55407	Electronic Service	No	OFF_SL_14-788_Official
William	Borders	wborders@invenergyllc.com	Invenergy LLC	One South Wacker Drive Suite 1900 Chicago, IL 60606	Electronic Service	No	OFF_SL_14-788_Official
Jim	Borofka	N/A	P.M. BEDROOM GALLERY	805 COUNTY RD 10 NE BLAINE, MN 55434	Paper Service	No	OFF_SL_14-788_Official
Michael	Bradley	mike.bradley@lawmoss.com	Moss & Barnett	150 S. 5th Street, #1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Kenneth	Bradley	kbradley1965@gmail.com		2837 Emerson Ave S Apt CW112 Minneapolis, MN 55408	Electronic Service	No	OFF_SL_14-788_Official
Jon	Brekke	jbrekke@greenergy.com	Great River Energy	12300 Elm Creek Boulevard Maple Grove, MN 553694718	Electronic Service	No	OFF_SL_14-788_Official
Mark B.	Bring	mbring@otpc.com	Otter Tail Power Company	215 South Cascade Street PO Box 496 Fergus Falls, MN 565380496	Electronic Service	No	OFF_SL_14-788_Official
Christina	Brusven	cbrusven@fredlaw.com	Fredrikson Byron	200 S 6th St Ste 4000 Minneapolis, MN 554021425	Electronic Service	No	OFF_SL_14-788_Official
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_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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_14-788_Official
Laura	Burrington	N/A	Minnesota Renewable Energy Society	2928 5th Ave. S. Minneapolis, MN 55408	Paper Service	No	OFF_SL_14-788_Official
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	Yes	OFF_SL_14-788_Official
Joel	Cannon	jcannon@tenksolar.com	Tenk Solar, Inc.	9549 Penn Avenue S Bloomington, MN 55431	Electronic Service	No	OFF_SL_14-788_Official
Tammie	Carino	tcarino@GREnergy.com	Great River Energy	12300 Elm Creek Blvd. Maple Grove, MN 55369-4718	Electronic Service	No	OFF_SL_14-788_Official
Douglas M.	Carnival	dmc@mcgrannshea.com	McGrann Shea Carnival Straughn & Lamb	N/A	Electronic Service	No	OFF_SL_14-788_Official
John J.	Carroll	jcarroll@newportpartners.com	Newport Partners, LLC	9 Cushing, Suite 200 Irvine, California 92618	Electronic Service	No	OFF_SL_14-788_Official
Aakash	Chandarana	Aakash.Chandara@xcenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Steve W.	Chriss	Stephen.chriss@wal-mart.com	Wal-Mart	2001 SE 10th St. Bentonville, AR 72716-5530	Electronic Service	No	OFF_SL_14-788_Official
Jeanne	Cochran	Jeanne.Cochran@state.mn.us	Office of Administrative Hearings	P.O. Box 64620 St. Paul, MN 55164-0620	Electronic Service	Yes	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
John	Coffman	john@johncoffman.net	AARP	871 Tuxedo Blvd. St. Louis, MO 63119-2044	Electronic Service	No	OFF_SL_14-788_Official
Kenneth A.	Colburn	kcolburn@symbioticstrategies.com	Symbiotic Strategies, LLC	26 Winton Road Meredith, NH 32535413	Electronic Service	No	OFF_SL_14-788_Official
Steve	Coleman	scoleman@appliedenergyinnovations.org	Applied Energy Innovations	4000 Minnehaha Ave S Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
Steve	Coleman	stevecolemanpuma@gmail.com		231 Winifred St W Saint Paul, MN 55107	Electronic Service	No	OFF_SL_14-788_Official
Nathan	Criego	nathancriego@yahoo.com		13358 Marigold St Andover, MN 55304	Electronic Service	No	OFF_SL_14-788_Official
George	Crocker	gwillc@nawo.org	North American Water Office	PO Box 174 Lake Elmo, MN 55042	Electronic Service	No	OFF_SL_14-788_Official
Arthur	Crowell	Crowell.arthur@yahoo.com	A Work of Art Landscapes	234 Jackson Ave N Hopkins, MN 55343	Electronic Service	No	OFF_SL_14-788_Official
Carrie	Cullen Hitt	N/A	Solar Energy Industries Association	505 9th St. NW, Suite 800 Washington, DC 20004	Paper Service	No	OFF_SL_14-788_Official
Jill	Curran	jcurran@mnchamber.com	Minnesota Waste Wise	400 Robert Street North Suite 1500 St. Paul, Minnesota 55101	Electronic Service	No	OFF_SL_14-788_Official
David	Dahlberg	davedahlberg@nweco.com	Northwestern Wisconsin Electric Company	P.O. Box 9 104 South Pine Street Grantsburg, WI 548400009	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Lisa	Daniels	lisadaniels@windustry.org	Windustry	201 Ridgewood Ave Minneapolis, MN 55403	Electronic Service	No	OFF_SL_14-788_Official
Jerry	Dasinger	jerry.dasinger@state.mn.us	Public Utilities Commission	Suite 350 121 7th Place East St. Paul, MN 551012147	Electronic Service	Yes	OFF_SL_14-788_Official
Jeffrey A.	Daugherty	jeffrey.daugherty@centerpointenergy.com	CenterPoint Energy	800 LaSalle Ave Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Chris	Davis	christopher.davis@state.mn.us	Department of Commerce	Suite 500 85 Seventh Place East St. Paul, MN 551012198	Electronic Service	No	OFF_SL_14-788_Official
Anne	Dejoy	N/A	EAST SIDE NEIGHBORHOOD DEVELOPMENT COMPANY, INC.	965 Payne Ave Ste 200 Saint Paul, MN 55130	Paper Service	No	OFF_SL_14-788_Official
Dustin	Denison	dustin@appliedenergyinnovations.org	Applied Energy Innovations	4000 Minnehaha Ave S Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
James	Denniston	james.r.denniston@xcenergy.com	Xcel Energy Services, Inc.	414 Nicollet Mall, Fifth Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Curt	Dieren	bademailcdieren@dgrnet.com	L&O Power Cooperative	1302 South Union Street PO Box 511 Rock Rapids, IA 51246	Paper Service	No	OFF_SL_14-788_Official
Steven	Dimmick	sdimmick@wernerelec.com	Werner electric	7450 95th st s cottage grove, mn 55016	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Ian	Dobson	ian.dobson@ag.state.mn.us	Office of the Attorney General-RUD	Antitrust and Utilities Division 445 Minnesota Street, BRM Tower St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official
John	Doll	john@johndollsd40.org		10918 Southview Drive Burnsville, MN 55337	Paper Service	No	OFF_SL_14-788_Official
Larry	Dolphin	N/A	MN Division Izaak Walton League of America	2233 University Ave W Suite 339 Saint Paul, MN 55114	Paper Service	No	OFF_SL_14-788_Official
Dan	Donkers	N/A	Saint Paul - Ramsey County Public Health	Environmental Health Section 2785 White Bear Ave., Suite 350 Maplewood, MN 55109	Paper Service	No	OFF_SL_14-788_Official
Brian	Draxten	bhdraxten@otpc.com	Otter Tail Power Company	P.O. Box 496 215 South Cascade Street Fergus Falls, MN 565380498	Electronic Service	No	OFF_SL_14-788_Official
Brian	Droege	bademail.brian@peakpowermn.com	Peak Power Minnesota LLC	5030 Nokomis Ave Minneapolis, MN 55417	Paper Service	No	OFF_SL_14-788_Official
Bill	Droessler	bdroessler@iwla.org	Izaak Walton League of America-MWO	1619 Dayton Ave Ste 202 Saint Paul, MN 55104	Electronic Service	No	OFF_SL_14-788_Official
Mike	Eggl	megg1@bepc.com	Basin Electric Power Cooperative	1717 East Interstate Avenue Bismarck, ND 58503	Electronic Service	No	OFF_SL_14-788_Official
Kristen	Eide Tollefson	HealingSystems@earthlink.net	R-CURE	28477 N Lake Ave Frontenac, MN 55026-1044	Paper Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Rebecca	Eilers	rebecca.d.eilers@xcelenergy.com	Xcel Energy	414 Nicollet Mall, 7th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Betsy	Engelking	betsy@geronimoenergy.com	Geronimo Energy	7650 Edinborough Way Suite 725 Edina, MN 55435	Electronic Service	No	OFF_SL_14-788_Official
Oncu	Er	oncu.er@avantenergy.com	Avant Energy, Agent for MMPA	220 S. Sixth St. Ste. 1300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Rick	Evans	Rick.Evans@xcelenergy.com	Xcel Energy	404 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
John	Farrell	jfarrell@ilsr.org	Institute for Local Self- Reliance	1313 5th St SE #303 Minneapolis, MN 55414	Electronic Service	No	OFF_SL_14-788_Official
Sharon	Ferguson	sharon.ferguson@state.mn.us	Department of Commerce	85 7th Place E Ste 500 Saint Paul, MN 551012198	Electronic Service	No	OFF_SL_14-788_Official
John	Flumerfelt	jflumerfelt@calpine.com	CalpineCorporation	500 Delaware Ave. Wilmington, DE 19801	Electronic Service	No	OFF_SL_14-788_Official
Cathy	Fogale	cfogale@otpc.com	Otter Tail Power Company	215 South Cascade Street PO Box 496 Fergus Falls, MN 56537	Electronic Service	No	OFF_SL_14-788_Official
Stephen	Fogel	Stephen.E.Fogel@XcelEnergy.com	Xcel Energy Services, Inc.	816 Congress Ave, Suite 1650 Austin, TX 78701	Electronic Service	No	OFF_SL_14-788_Official
Nathan	Franzen	nathan@geronimoenergy.com	Geronimo Energy	7650 Edinborough Way Suite 725 Edina, MN 55435	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Amy	Fredregill	amy@mrets.org	Midwest Renewable Energy Tracking System, Inc.	1885 University Avenue West, #315 St. Paul, MN 55104	Electronic Service	No	OFF_SL_14-788_Official
Lee	Gabler	Lee.E.Gabler@xcelenergy.com	Xcel Energy	404 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Hal	Galvin	halgalvin@comcast.net	Provectus Energy Development llc	1936 Kenwood Parkway Minneapolis, MN 55405	Electronic Service	No	OFF_SL_14-788_Official
Gary	Garbe	Gary.Garbe@avantenergy.com	Minnesota Municipal Power Agency	220 South Sixth Street Suite 1300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Edward	Garvey	garveyed@aol.com	Residence	32 Lawton St Saint Paul, MN 55102	Electronic Service	No	OFF_SL_14-788_Official
Kelsey	Genung	kelsey.genung@xcelenergy.com	Xcel Energy	414 Nicollet Mall, Fl. 6 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Benjamin	Gerber	bgerber@mnychamber.com	Minnesota Chamber of Commerce	400 Robert Street North Suite 1500 St. Paul, Minnesota 55101	Electronic Service	No	OFF_SL_14-788_Official
Bruce	Gerhardson	bgerhardson@otpc.com	Otter Tail Power Company	PO Box 496 215 S Cascade St Fergus Falls, MN 565380496	Electronic Service	No	OFF_SL_14-788_Official
Travis	Germundson	travis.germundson@state.mn.us		Board of Water & Soil Resources 520 Lafayette Rd Saint Paul, MN 55155	Electronic Service	No	OFF_SL_14-788_Official
Craig	Gordon	cgordon@invenergyllc.com	Invenergy LLC	One South Wacker Dr Suite 1900 Chicago, IL 60606	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Bryan	Gower	N/A	APX, Inc.	224 Airport Parkway Suite 600 San Jose, CA 95110	Paper Service	No	OFF_SL_14-788_Official
Bill	Grant	Bill.Grant@state.mn.us	Minnesota Department of Commerce	85 7th Place East, Suite 500 St. Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Michael	Greiveldinger	michaelgreiveldinger@allia ntenergy.com	Interstate Power and Light Company	4902 N. Biltmore Lane Madison, WI 53718	Electronic Service	No	OFF_SL_14-788_Official
Pete	Grills	N/A	Citizen User	5414 Ashurst Street Indianapolis, IN 46220	Paper Service	No	OFF_SL_14-788_Official
Todd J.	Guerrero	todd.guerrero@kutakrock.c om	Kutak Rock LLP	Suite 1750 220 South Sixth Street Minneapolis, MN 554021425	Electronic Service	No	OFF_SL_14-788_Official
Timothy	Gulden	info@winonarenewableene rgy.com	Winona Renewable Energy, LLC	1449 Ridgewood Dr Winona, MN 55987	Electronic Service	No	OFF_SL_14-788_Official
Tony	Hainault	anthony.hainault@co.henn epin.mn.us	Hennepin County DES	701 4th Ave S Ste 700 Minneapolis, MN 55415-1842	Electronic Service	No	OFF_SL_14-788_Official
J Drake	Hamilton	hamilton@fresh-energy.org	Fresh Energy	408 St Peter St Saint Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Sam	Hanson	shanson@briggs.com	Briggs And Morgan, P.A.	2200 IDS Center 80 South Eighth Street Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Robert	Harding	robert.harding@state.mn.u s	Public Utilities Commission	Suite 350 121 7th Place East St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Jack	Hays	jack.hays@westwoodps.com	Westwood Professional Services	7699 Anagram Drive Eden Prairie, MN 55344	Electronic Service	No	OFF_SL_14-788_Official
Bill	Heaney	billheaney@billheaney.com	IBEW Minnesota State Council	940 44th Ave NE Unite 21067 Columbia Hts, MN 55421-3099	Electronic Service	No	OFF_SL_14-788_Official
Brandon	Heath	bheath@misoenergy.org	MISO Energy	1125 Energy Park Drive St. Paul, MN 55108-5001	Electronic Service	No	OFF_SL_14-788_Official
John	Helmrs	helmrs.john@co.olmsted.mn.us	Olmsted County Waste to Energy	2122 Campus Drive SE Rochester, MN 55904-4744	Electronic Service	No	OFF_SL_14-788_Official
Jared	Hendricks	hendricksj@owatonnautilities.com	Owatonna Public Utilities	PO Box 800 208 S Walnut Ave Owatonna, MN 55060-2940	Electronic Service	No	OFF_SL_14-788_Official
Annete	Henkel	mui@mnuutilityinvestors.org	Minnesota Utility Investors	413 Wacouta Street #230 St.Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Jessy	Hennesy	jessy.hennesy@avantenergy.com	Avant Energy	220 S. Sixth St. Ste 1300 Minneapolis, Minnesota 55402	Electronic Service	No	OFF_SL_14-788_Official
Patrick	Hentges		City Of Mankato	P.O. Box 3368 Mankato, MN 560023368	Paper Service	No	OFF_SL_14-788_Official
Lynn	Hinkle	lhinkle@mnseia.org	Minnesota Solar Energy Industries Association	2512 33rd Ave South #2 Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
Holly	Hinman	holly.r.hinman@xcelenergy.com	Xcel Energy	414 Nicollet Mall, 7th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Margaret	Hodnik	mhodnik@mnpower.com	Minnesota Power	30 West Superior Street Duluth, MN 55802	Electronic Service	No	OFF_SL_14-788_Official
Mary	Holly	mholly@winthrop.com	Winthrop & Weinstine, P.A.	225 S Sixth St Ste 3500 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Michael	Hoppe	il23@mtn.org	Local Union 23, I.B.E.W.	932 Payne Avenue St. Paul, MN 55130	Electronic Service	No	OFF_SL_14-788_Official
Jim	Horan	Jim@MREA.org	Minnesota Rural Electric Association	11640 73rd Ave N Maple Grove, MN 55369	Electronic Service	No	OFF_SL_14-788_Official
David	Horneck	david.g.horneck@xcelenergy.com	Xcel Energy	1800 Larimer Street Denver, CO 80202	Electronic Service	No	OFF_SL_14-788_Official
Ashley	Houston			120 Fairway Rd Chestnut Hill, MA 24671850	Paper Service	No	OFF_SL_14-788_Official
Lori	Hoyum	lhoyum@mnpower.com	Minnesota Power	30 West Superior Street Duluth, MN 55802	Electronic Service	No	OFF_SL_14-788_Official
Jan	Hubbard	jan.hubbard@comcast.net		7730 Mississippi Lane Brooklyn Park, MN 55444	Electronic Service	No	OFF_SL_14-788_Official
Josephine	Hubbard	johubbard@comcast.net		7730 Mississippi Lane Brooklyn Park, MN 55444	Electronic Service	No	OFF_SL_14-788_Official
Tiffany	Hughes	Regulatory.Records@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 7 Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Matt	Hughes	N/A	Cooperative Network	145 University Ave W, Ste 450 St. Paul, MN 55103-7044	Paper Service	No	OFF_SL_14-788_Official
Anne	Hunt	anne.hunt@ci.stpaul.mn.us	City of Saint Paul	390 City Hall 15 West Kellogg Boulevard Saint Paul, MN 55102	Electronic Service	No	OFF_SL_14-788_Official
Steve	Huso	steve.huso@xcelenergy.com	Xcel Energy	G.O. 7th Floor 414 Nicollet Mall Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-788_Official
Michael	Jacobs	mjacobs@ucsusa.org	Union of Concerned Scientists	2 Brattle Square Cambridge, MA 02138	Electronic Service	No	OFF_SL_14-788_Official
Casey	Jacobson	cjacobson@bepc.com	Basin Electric Power Cooperative	1717 East Interstate Avenue Bismarck, ND 58501	Electronic Service	No	OFF_SL_14-788_Official
Ralph	Jacobson	N/A	Minnesota Solar Energy Industries Association	2512 33rd Ave S #2 Minneapolis, MN 55406	Paper Service	No	OFF_SL_14-788_Official
John S.	Jaffray	jjaffray@jirpower.com	JJR Power	350 Highway 7 Suite 236 Excelsior, MN 55331	Electronic Service	No	OFF_SL_14-788_Official
Tom	Jandric	tomejandric@yahoo.com	Sundial Solar	1485 Portland Ave ST. Paul, Minnesota 55104	Electronic Service	No	OFF_SL_14-788_Official
Dwight	Jelle	dkjelle@gmail.com	Best Power International, LLC	P.O. 5126 Hopkins, MN 55343	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Alan	Jenkins	aj@jenkinsatlaw.com	Jenkins at Law	2265 Roswell Road Suite 100 Marietta, GA 30062	Electronic Service	No	OFF_SL_14-788_Official
Eric	Jensen	theericjensen@gmail.com		4421 Bloomington Ave Minneapolis, MN 55407	Electronic Service	No	OFF_SL_14-788_Official
Eric	Jensen	ejensen@iwla.org	Izaak Walton League of America	Suite 202 1619 Dayton Avenue St. Paul, MN 55104	Electronic Service	No	OFF_SL_14-788_Official
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	Yes	OFF_SL_14-788_Official
Richard	Johnson	Rick.Johnson@lawmoss.com	Moss & Barnett	150 S. 5th Street Suite 1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Sarah	Johnson Phillips	sjphillips@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Larry	Johnston	lw.johnston@smmpa.org	SMMPA	500 1st Ave SW Rochester, MN 55902-3303	Electronic Service	No	OFF_SL_14-788_Official
Nate	Jones	njones@hcpd.com	Heartland Consumers Power	PO Box 248 Madison, SD 57042	Electronic Service	No	OFF_SL_14-788_Official
Heidi	Joos	sbear175@visi.com		3105 W 40th St Minneapolis, MN 55410	Electronic Service	No	OFF_SL_14-788_Official
Clark	Kaml	clark.kaml@state.mn.us	Public Utilities Commission	121 E 7th Place, Suite 350 Saint Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Michael	Kampmeyer	mkampmeyer@a-e-group.com	AEG Group, LLC	260 Salem Church Road Sunfish Lake, Minnesota 55118	Electronic Service	No	OFF_SL_14-788_Official
Michael	Kampmeyer	bademailkampmeyer@teksolar.com		260 Salem Church Road Sunfish Lake, MN 55118	Paper Service	No	OFF_SL_14-788_Official
Mark J.	Kaufman	mkaufman@ibewlocal949.org	IBEW Local Union 949	12908 Nicollet Avenue South Burnsville, MN 55337	Electronic Service	No	OFF_SL_14-788_Official
John	Kearney	jmkearney@MnSEIA.org	MnSEIA	2512 33rd Ave S Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
Michael	Kemper	bademail.energysuown@gmail.com		2242 Matterhorn Ln Saint Paul, MN 55119	Paper Service	No	OFF_SL_14-788_Official
Julie	Ketchum	N/A	Waste Management	20520 Keokuk Ave Lakeville, MN 55044	Paper Service	No	OFF_SL_14-788_Official
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_14-788_Official
Peter	Klein	pmk@sppa.com	Saint Paul Port Authority	380 Saint Peter St Ste 850 345 St. Peter Street Saint Paul, MN 55102-1661	Electronic Service	No	OFF_SL_14-788_Official
Kerry	Klemm	kerry.r.klemm@xcelenergy.com	Xcel Energy Services, Inc	414 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
John	Kluempke	jwkluempke@winlectric.com	Elk River Winlectric	12777 Meadowvale Rd Elk River, MN 55330	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
John	Knofczynski		Heartland Consumers Power District	PO Box 248 203 W. Center Street Madison, SD 570420248	Paper Service	No	OFF_SL_14-788_Official
Hank	Koegel	hank.koegel@edf-re.com	EDF Renewable Eenergy	10 2nd St NE Ste 400 Minneapolis, MN 55413-2652	Electronic Service	No	OFF_SL_14-788_Official
Thomas G.	Koehler	TGK@IBEW160.org	Local Union #160, IBEW	2909 Anthony Ln St Anthony Village, MN 55418-3238	Electronic Service	No	OFF_SL_14-788_Official
Mara	Koeller	mara.n.koeller@xcelenergy.com	Xcel Energy	414 Nicollet Mall 5th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Heidi	Konynenbelt	hkynnenbelt@otpc.com	Otter Tail Power Company	215 S. Cascade Street, PO Box 496 Fergus Falls, MN 565380496	Electronic Service	No	OFF_SL_14-788_Official
Jon	Kramer	jk2surf@aol.com	Sundial Solar	4708 york ave. S Minneapolis, MN 55410	Electronic Service	No	OFF_SL_14-788_Official
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_14-788_Official
Ganesh	Krishnan	ganesh.krishnan@state.mn.us	Public Utilities Commission	Suite 350121 7th Place East St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official
Karen	Kromar	karen.kromar@state.mn.us	MN Pollution Control Agency	520 Lafayette Rd Saint Paul, MN 55155	Electronic Service	No	OFF_SL_14-788_Official
Allen	Krug	allen.krug@xcelenergy.com	Xcel Energy	414 Nicollet Mall-7th fl Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Scott	Kurtz	Scott.J.Kurtz@xcelenergy.com	Xcel Energy	825 Rice Street St. Paul, MN 55117	Electronic Service	No	OFF_SL_14-788_Official
Wayne	LaForge	wlfsundial@aol.com		12350 69th Ave N Maple Grove, MN 55369	Electronic Service	No	OFF_SL_14-788_Official
Douglas	Larson	dlarson@dakotaelectric.com	Dakota Electric Association	4300 220th St W Farmington, MN 55024	Electronic Service	No	OFF_SL_14-788_Official
Peder	Larson	plarson@larkinhoffman.com	Larkin Hoffman Daly & Lindgren, Ltd.	8300 Norman Center Drive Suite 1000 Bloomington, MN 55437	Electronic Service	No	OFF_SL_14-788_Official
Deborah Fohr	Levchak	dlevchak@bepc.com	Basin Electric Power Cooperative	1717 East Interstate Avenue Bismarck, ND 585030564	Electronic Service	No	OFF_SL_14-788_Official
Amy	Liberkowski	amy.a.liberkowski@xcelenergy.com	Xcel Energy	414 Nicollet Mall 7th Floor Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-788_Official
John	Lindell	agorud.ecf@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_14-788_Official
Tim	Lindl	tlindl@kfwlaw.com	Keyes, Fox & Wiedman LLP	436 14th St, Ste 1305 Oakland, CA 94612	Electronic Service	No	OFF_SL_14-788_Official
Mark	Lindquist	N/A	The Minnesota Project	57107 422nd St New Ulm, MN 56073-4321	Paper Service	No	OFF_SL_14-788_Official
Eric	Lipman	eric.lipman@state.mn.us	Office of Administrative Hearings	PO Box 64620 St. Paul, MN 551640620	Electronic Service	Yes	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Michael	Loeffler	mike.loeffler@nngco.com	Northern Natural Gas Co.	CORP HQ, 714 1111 So. 103rd Street Omaha, NE 681241000	Electronic Service	No	OFF_SL_14-788_Official
Matthew P	Loftus	matthew.p.loftus@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Bob	Long	rlong@larkinhoffman.com	Larkin Hoffman (Silicon Energy)	1500 Wells Fargo Plaza 7900 Xerxes Ave S Bloomington, MN 55431	Electronic Service	No	OFF_SL_14-788_Official
Joshua	Low	bademailjoshua.low@sierraclub.org		2327 E Franklin Ave, Suite 1 Minneapolis, Minnesota 55405-2916	Paper Service	No	OFF_SL_14-788_Official
Rebecca	Lundberg	rebecca.lundberg@powerfullygreen.com	Powerfully Green	11451 Oregon Ave N Champlin, MN 55316	Electronic Service	No	OFF_SL_14-788_Official
Casey	MacCallum	casey@appliedenergyinnovations.org	Applied Energy Innovations	4000 Minnehaha Ave S Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
Paula	Maccabee	Pmaccabee@justchangelaw.com	Just Change Law Offices	1961 Selby Ave Saint Paul, MN 55104	Electronic Service	No	OFF_SL_14-788_Official
Susan	Mackenzie	susan.mackenzie@state.mn.us	Public Utilities Commission	121 7th Place E Ste 350 St. Paul, MN 551012147	Electronic Service	No	OFF_SL_14-788_Official
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	Yes	OFF_SL_14-788_Official
Kavita	Maini	kmainsi@wi.rr.com	KM Energy Consulting LLC	961 N Lost Woods Rd Oconomowoc, WI 53066	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Nick	Mark	nick.mark@centerpointenergy.com	CenterPoint Energy	800 LaSalle Ave Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Pam	Marshall	pam@energycents.org	Energy CENTS Coalition	823 7th St E St. Paul, MN 55106	Electronic Service	No	OFF_SL_14-788_Official
Jennifer	Martin	N/A	Center for Resource Solutions	1012 Torney Ave, 2nd Floor San Francisco, CA 94129	Paper Service	No	OFF_SL_14-788_Official
Mary	Martinka	mary.a.martinka@xcelenergy.com	Xcel Energy Inc	414 Nicollet Mall 7th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Daryl	Maxwell	dmaxwell@hydro.mb.ca	Manitoba Hydro	360 Portage Ave FL 16 PO Box 815, Station Main Winnipeg, Manitoba R3C 2P4 Canada	Electronic Service	No	OFF_SL_14-788_Official
Erica	McConnell	emcconnell@kfwlaw.com	Keyes, Fox & Wiedman LLP	436 14th Street, Suite 1305 Oakland, California 94612	Electronic Service	No	OFF_SL_14-788_Official
Natalie	McIntire	natalie.mcintire@gmail.com	Wind on the Wires	570 Asbury St Ste 201 Saint Paul, MN 55104-1850	Electronic Service	No	OFF_SL_14-788_Official
Harvey	McMahon	hcmahon@otpc.com	Otter Tail Power Company	215 South Cascade Street Fergus Falls, MN 56537	Electronic Service	No	OFF_SL_14-788_Official
Dave	McNary	N/A	Hennepin County DES	701 Fourth Avenue South suite 700 Minneapolis, MN 55415-1842	Paper Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Connor	McNellis	cmcnellis@larkinhoffman.com	Larkin Hoffman Daly & Lindgren Ltd.	8300 Norman Center Drive Suite 1000 Minneapolis, MN 55437	Electronic Service	No	OFF_SL_14-788_Official
John	McWilliams	jmm@dairynet.com	Dairyland Power Cooperative	3200 East Ave SPO Box 817 La Crosse, WI 54601-7227	Electronic Service	No	OFF_SL_14-788_Official
Thomas	Melone	Thomas.Melone@AllcoUS.com	Minnesota Go Solar LLC	222 South 9th Street Suite 1600 Minneapolis, Minnesota 55120	Electronic Service	No	OFF_SL_14-788_Official
Brian	Meloy	brian.meloy@stinsonleonard.com	Stinson, Leonard, Street LLP	150 S 5th St Ste 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Stacy	Miller	stacy.miller@state.mn.us	Department of Commerce	State Energy Office 85 7th Place East, Suite 500 St. Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Philip	Miller	pxmiller2@gmail.com		3405 4th Ave South Minneapolis, MN 55408	Electronic Service	No	OFF_SL_14-788_Official
David	Moe	momentums@aol.com		2825 28th Ave S Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
David	Moeller	dmoeller@allete.com	Minnesota Power	30 W Superior St Duluth, MN 558022093	Electronic Service	No	OFF_SL_14-788_Official
Andrew	Moratzka	apmoratzka@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Vernon	Morris	vkmorris@netzero.net	Sundial Solar	2409 Aldrich Ave S Minneapolis, MN 55405	Electronic Service	No	OFF_SL_14-788_Official

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Dorothy	Morrissey	dorothy.morrissey@state.mn.us	Public Utilities Commission	121 7th Place East Suite 350 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_14-788_Official
Martin	Morud	mmorud@trunorthsolar.com	Tru North Solar	5115 45th Ave S Minneapolis, MN 55417	Electronic Service	No	OFF_SL_14-788_Official
Tom	Murphy	tmmurphymn@gmail.com		15 W. Baker St. Saint Paul, Minnesota - MN 55107	Electronic Service	No	OFF_SL_14-788_Official
Ben	Nelson		CMPA	459 South Grove Street Blue Earth, MN 56013	Paper Service	No	OFF_SL_14-788_Official
David W.	Niles	david.niles@avantenergy.com	Minnesota Municipal Power Agency	Suite 300 200 South Sixth Street Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Darrell	Nitschke	dnitschk@nd.gov	North Dakota Public Service Commission	600 E. Boulevard Avenue State Capital, 12th Floor, Dept 408 Bismarck, ND 585050480	Electronic Service	No	OFF_SL_14-788_Official
Michael	Noble	noble@fresh-energy.org	Fresh Energy	Hamm Bldg., Suite 220 408 St. Peter Street St. Paul, MN 55102	Electronic Service	No	OFF_SL_14-788_Official
Rolf	Nordstrom	rnordstrom@gpisd.net	Great Plains Institute	2801 21ST AVE S STE 220 Minneapolis, MN 55407-1229	Electronic Service	No	OFF_SL_14-788_Official
Ryan	Norrell	bademailrnnorrell@nd.gov	North Dakota Public Service Commission	600 E. Boulevard Avenue State Capital, 12 th Floor Dept 408 Bismarck, ND 58505-0480	Paper Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Bryan	Nowicki	bnowicki@reinhartlaw.com	Reinhart Boerner Van Deuren s.c.	22 E Mifflin St Ste 600 Madison, WI 53703-4225	Electronic Service	No	OFF_SL_14-788_Official
Kate	O'Connell	kate.oconnell@state.mn.us	Department of Commerce	Suite 50085 Seventh Place East St. Paul, MN 551012198	Electronic Service	No	OFF_SL_14-788_Official
Russell	Olson	N/A	Heartland Consumers Power District	PO Box 248 Madison, SD 570420248	Paper Service	No	OFF_SL_14-788_Official
Elizabeth	Oppenheimer	lizopp@gmail.com		4225 41st Ave S Minneapolis, MN 55406	Electronic Service	No	OFF_SL_14-788_Official
Thomas L.	Osteraas	bademail.tomosterass@excelsiorenergy.com	Excelsior Energy	150 South 5th Street Suite 2300 Minneapolis, MN 55402	Paper Service	No	OFF_SL_14-788_Official
Carol A.	Overland	overland@legalelectric.org	Legalelectric - Overland Law Office	1110 West Avenue Red Wing, MN 55066	Electronic Service	No	OFF_SL_14-788_Official
Nick	Paluck	nick.paluck@xcelenergy.com	Xcel Energy	7th Floor 414 Nicollet Mall Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-788_Official
Bob	Patton	bob.patton@state.mn.us	MN Department of Agriculture	625 Robert St N Saint Paul, MN 55155-2538	Electronic Service	No	OFF_SL_14-788_Official
Gerad	Paul	gpaul@minnkota.com	Minnkota Power Cooperative	1822 Mill Road Grand Forks, ND 58208-3200	Electronic Service	No	OFF_SL_14-788_Official
Jeffrey C	Paulson	jeff.jcplaw@comcast.net	Paulson Law Office, Ltd.	7301 Ohms Ln Ste 325 Edina, MN 55439	Electronic Service	No	OFF_SL_14-788_Official

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James	Pearson	james.g.pearson@xcelenergy.com	Xcel Energy	414 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Joshua	Pearson	joshua.pearson@edf-re.com	EDF Renewable Energy	15445 Innovation Drive San Diego, CA 92128	Electronic Service	No	OFF_SL_14-788_Official
Mary Beth	Peranteau	mperanteau@wheelerlaw.com	Wheeler Van Sickle & Anderson SC	Suite 801 25 West Main Street Madison, WI 537033398	Electronic Service	No	OFF_SL_14-788_Official
Charlie	Pickard	cpickard@aladdinsolar.com	Aladdin Solar	1215 Lilac Lane Excelsior, MN 55331	Electronic Service	No	OFF_SL_14-788_Official
Donna	Pickard	dpickard@aladdinsolar.com	Aladdin Solar	1215 Lilac Lane Excelsior, MN 55331	Electronic Service	No	OFF_SL_14-788_Official
William	Pickrell		North American Hydro	PO Box 167 116 State Street Neshkoro, WI 54941	Paper Service	No	OFF_SL_14-788_Official
Julie	Pierce	jpierce@mnpower.com	Minnesota Power	30 W Superior St Duluth, MN 558022093	Electronic Service	No	OFF_SL_14-788_Official
Marcia	Podratz	mpodratz@mnpower.com	Minnesota Power	30 W Superior S Duluth, MN 55802	Electronic Service	No	OFF_SL_14-788_Official
Gayle	Prest	gayle.prest@minneapolismn.gov	City of Mpls Sustainability	350 South 5th St, #315 Minneapolis, MN 55415	Electronic Service	No	OFF_SL_14-788_Official
Scott	Randall	scott@apexsolar.co	Apex Solar	1025 Minnesota Blvd SE St. Cloud, MN 56304	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Mark	Rathbun	mrathbun@grenergy.com	Great River Energy	12300 Elm Creek Blvd Maple Grove, MN 55369	Electronic Service	No	OFF_SL_14-788_Official
John C.	Reinhardt		Laura A. Reinhardt	3552 26Th Avenue South Minneapolis, MN 55406	Paper Service	No	OFF_SL_14-788_Official
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_14-788_Official
Enio	Ricci	ericci@invenergyllc.com	Invenergy LLC	17830 New Hampshire Ave Ste 300 Ashton, MD 20861	Electronic Service	No	OFF_SL_14-788_Official
Michelle	Rosier	michelle.rosier@sierraclub. org	Sierra Club	2327 E. Franklin Avenue Minneapolis, MN 554061024	Electronic Service	No	OFF_SL_14-788_Official
Brian	Ross	bross@crplanning.com	CR Planning, Inc.	2634 Vincent Avenue North Minneapolis, MN 55411	Electronic Service	No	OFF_SL_14-788_Official
Jesse	Royer	bademailjesse@rreal.org		2330 Dancing Wind Rd SW Ste 2 Pine River, MN 56474	Paper Service	No	OFF_SL_14-788_Official
Craig	Rustad	crustad@minnkota.com	Minnkota Power	1822 Mill Road PO Box 13200 Grand Forks, ND 582083200	Electronic Service	No	OFF_SL_14-788_Official
Robert K.	Sahr	bsahr@eastriver.coop	East River Electric Power Cooperative	P.O. Box 227 Madison, SD 57042	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Eric	Sandeen	sandeen@sandeen.net		1722 Scheffer Ave Saint Paul, MN 55116	Electronic Service	No	OFF_SL_14-788_Official
Richard	Savelkoul	rsavelkoul@martinsquires.com	Martin & Squires, P.A.	332 Minnesota Street Ste W2750 St. Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Larry L.	Schedin	Larry@LLSResources.com	LLS Resources, LLC	12 S 6th St Ste 1137 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official
Michelle	Schroeder	sustainableike@hotmail.com		601 Ridgewood Ave., #103 Minneapolis, MN 55403	Electronic Service	No	OFF_SL_14-788_Official
Matthew J.	Schuerger P.E.	mjsreg@earthlink.net	Energy Systems Consulting Services, LLC	PO Box 16129 St. Paul, MN 55116	Electronic Service	No	OFF_SL_14-788_Official
Kevin	Schwain	Kevin.D.Schwain@xcelenergy.com	Xcel Energy	404 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Dean	Sedgwick	N/A	Itasca Power Company	PO Box 457 Bigfork, MN 56628-0457	Paper Service	No	OFF_SL_14-788_Official
Steve	Seidl	N/A	EnerChange	23505 Smithtown Rd Ste 280 Shorewood, MN 55331	Paper Service	No	OFF_SL_14-788_Official
Nicole	Severson	nicole.severson9@gmail.com		2900 James Ave S Apt B Minneapolis, mn 55408	Electronic Service	No	OFF_SL_14-788_Official
Janet	Shaddix Elling	jshaddix@janetshaddix.com	Shaddix And Associates	Ste 122 9100 W Bloomington Frwy Bloomington, MN 55431	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Gary	Shaver	gshaver@silicon-energy.com	Silicon Energy	3506 124th St NE Marysville, WA 98271	Electronic Service	No	OFF_SL_14-788_Official
Erin	Shea	eshea@silicon-energy.com	Silicon Energy	PO Box 376 8787 Silicon Way Mt Iron, MN 55768	Electronic Service	No	OFF_SL_14-788_Official
Doug	Shoemaker	dougs@mnRenewables.org	MRES	2928 5th Ave S Minneapolis, MN 55408	Electronic Service	No	OFF_SL_14-788_Official
Mrg	Simon	mrgsimon@mrenergy.com	Missouri River Energy Services	3724 W. Avera Drive P.O. Box 88920 Sioux Falls, SD 571098920	Electronic Service	No	OFF_SL_14-788_Official
Ken	Smith	ken.smith@districtenergy.com	District Energy St. Paul Inc.	76 W Kellogg Blvd St. Paul, MN 55102	Electronic Service	No	OFF_SL_14-788_Official
Beth H.	Soholt	bsoholt@windonthewires.org	Wind on the Wires	570 Asbury Street Suite 201 St. Paul, MN 55104	Electronic Service	No	OFF_SL_14-788_Official
Previn	Solberg	psolberg1@msn.com		11981 Midway St NE Blaine, MN 55449	Electronic Service	No	OFF_SL_14-788_Official
Ron	Spangler, Jr.	rlspangler@otpc.com	Otter Tail Power Company	215 So. Cascade St. PO Box 496 Fergus Falls, MN 565380496	Electronic Service	No	OFF_SL_14-788_Official
Sean	Stalpes	sean.stalpes@state.mn.us	Public Utilities Commission	121 E. 7th Place, Suite 350 Saint Paul, MN 55101-2147	Electronic Service	Yes	OFF_SL_14-788_Official
Byron E.	Starns	byron.starns@leonard.com	Leonard Street and Deinard	150 South 5th Street Suite 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Donna	Stephenson	dstephenson@greenergy.com	Great River Energy	12300 Elm Creek Boulevard Maple Grove, MN 55369	Electronic Service	No	OFF_SL_14-788_Official
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_14-788_Official
Deb	Sundin	deb.sundin@xcelenergy.com	Xcel Energy	414 Nicollet Mall Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
Eric	Swanson	eswanson@winthrop.com	Winthrop Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_14-788_Official
Sheila	Sweeney	sheilasweeney@mac.com		1559 Fairmount Ave Saint Paul, MN 55105	Paper Service	No	OFF_SL_14-788_Official
Thomas P.	Sweeney III	tom.sweeney@easycleanenergy.com	Clean Energy Collective	P O Box 1828 Boulder, CO 80306-1828	Electronic Service	No	OFF_SL_14-788_Official
Randy	Synsteliën	rsynsteliën@otpc.com	Otter Tail Power Company	215 S Cascade St Fergus Falls, MN 56537	Electronic Service	No	OFF_SL_14-788_Official
Richard	Szydlowski	rszydlowski@mncee.org	Center for Energy & Environment	212 3rd Ave N Ste 560 Minneapolis, MN 55401-1459	Electronic Service	No	OFF_SL_14-788_Official
Michael	T'Kach	MTKach@enerchange.org	EnerChange.Org	2642 Irving Ave S Minneapolis, MN 55408	Electronic Service	No	OFF_SL_14-788_Official
James	Talcott	jim.talcott@nngco.com	Northern Natural Gas Company	1111 South 103rd Street Omaha, Nebraska 68124	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Craig	Tarr, PE	ctarr@energyconcepts.us	energy concepts	2349 Willis Niller Dr Hudson, WI 54016	Electronic Service	No	OFF_SL_14-788_Official
Darryl	Thayer	darylsolar1@gmail.com	DTRenewables LLC	1850 Walnut Apt 4 Lauderdale, MN 55113	Electronic Service	No	OFF_SL_14-788_Official
Steve	Thompson	stevet@cmmpa.org	Central Minnesota Municipal Power Agency	459 S Grove St Blue Earth, MN 56013-2629	Electronic Service	No	OFF_SL_14-788_Official
David	Thornton	J.David.Thornton@state.mn.us	MN Pollution Control Agency	520 Lafayette Road St. Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Douglas	Tiffany	tiffa002@umn.edu	University of Minnesota	316d Ruttan Hall 1994 Buford Avenue St. Paul, MN 55108	Electronic Service	No	OFF_SL_14-788_Official
Greg	Topel	N/A	International Brotherhood of Electrical Workers	503 E 16th St Hibbing, MN 55746	Paper Service	No	OFF_SL_14-788_Official
Pat	Treseler	pat.jcplaw@comcast.net	Paulson Law Office LTD	Suite 325 7301 Ohms Lane Edina, MN 55439	Electronic Service	No	OFF_SL_14-788_Official
Lise	Trudeau	lise.trudeau@state.mn.us	Department of Commerce	85 7th Place East Suite 500 Saint Paul, MN 55101	Electronic Service	No	OFF_SL_14-788_Official
Darryl	Tveitbakk		Northern Municipal Power Agency	123 Second Street West Thief River Falls, MN 56701	Paper Service	No	OFF_SL_14-788_Official
Mouli	Vaidyanathan	mouli@mouliengg.com		655 Lexie Court Eagan, MN 55123	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Kari L	Valley	kari.l.valley@xcelenergy.com	Xcel Energy Service Inc.	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-788_Official
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_14-788_Official
Kodi	Verhalen	kverhalen@briggs.com	Briggs & Morgan	2200 IDS Center 80 South Eighth Street Minneapolis, Minnesota 55402	Electronic Service	No	OFF_SL_14-788_Official
Sam	Villella	sdvillella@gmail.com		10534 Alamo Street NE Blaine, MN 55449	Electronic Service	No	OFF_SL_14-788_Official
Gracie	Walovich	gracie@allianceforsolarchoice.com	The Alliance for Solar Choice	595 Market St FL 29 San Francisco, CA 94105	Electronic Service	No	OFF_SL_14-788_Official
Roger	Warehime	warehimer@owatonnautilities.com	Owatonna Public Utilities	208 South WalnutPO Box 800 Owatonna, MN 55060	Electronic Service	No	OFF_SL_14-788_Official
Gary	Waryan	garywaryan@gmail.com		3329 Girard Ave S Minneapolis, MN 55408	Electronic Service	No	OFF_SL_14-788_Official
Carol	Westergard	cwestergard@otpc.com	Otter Tail Power Company	215 S Cascade St Fergus Falls, MN 56537	Electronic Service	No	OFF_SL_14-788_Official
Paul	White	paul.white@prcwind.com	Project Resources Corp./Tamarac Line LLC/Ridgewind	618 2nd Ave SE Minneapolis, MN 55414	Electronic Service	No	OFF_SL_14-788_Official
Scott M.	Wilensky	scott.wilensky@xcelenergy.com	Xcel Energy	7th Floor 414 Nicollet Mall Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-788_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Daniel	Williams	DanWilliams.mg@gmail.com	Powerfully Green	11451 Oregon Avenue N Champlin, MN 55316	Electronic Service	No	OFF_SL_14-788_Official
Samantha	Williams	swilliams@nrdc.org	Natural Resources Defense Council	20 N. Wacker Drive Ste 1600 Chicago, IL 60606	Electronic Service	No	OFF_SL_14-788_Official
Steven	Wishart	steven.w.wishart@xcelenergy.com	Xcel Energy	7th Floor 414 Nicollet Mall Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-788_Official
Robyn	Woeste	robynwoeste@alliantenergy.com	Interstate Power and Light Company	200 First St SE Cedar Rapids, IA 52401	Electronic Service	No	OFF_SL_14-788_Official
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_14-788_Official
Aaron	Wood	outcoldcrow@gmail.com	Sundial Solar	350 18th Ave N Hopkins, MN 55343	Electronic Service	No	OFF_SL_14-788_Official
Thomas J.	Zaremba	TZaremba@wheelerlaw.com	WHEELER, VAN SICKLE & ANDERSON	Suite 801 25 West Main Street Madison, WI 537033398	Electronic Service	No	OFF_SL_14-788_Official
Jonathan G.	Zierdt	N/A	Greater Mankato Growth	1961 Premier Dr Ste 100 Mankato, MN 56001	Paper Service	No	OFF_SL_14-788_Official
Patrick	Zomer	Patrick.Zomer@lawmoss.com	Moss & Barnett a Professional Association	150 S. 5th Street, #1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-788_Official

[illegible]

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Ian	Dobson	ian.dobson@ag.state.mn.us	Office of the Attorney General-RUD	Antitrust and Utilities Division 445 Minnesota Street, BRM Tower St. Paul, MN 55101	Electronic Service 1400	Yes	OFF_SL_14-789_Official
John	Doll	john@johndollsd40.org		10918 Southview Drive Burnsville, MN 55337	Paper Service	No	OFF_SL_14-789_Official
Betsy	Engelking	betsy@geronimoenergy.com	Geronimo Energy	7650 Edinborough Way Suite 725 Edina, MN 55435	Electronic Service	No	OFF_SL_14-789_Official
Sharon	Ferguson	sharon.ferguson@state.mn.us	Department of Commerce	85 7th Place E Ste 500 Saint Paul, MN 551012198	Electronic Service	No	OFF_SL_14-789_Official
John	Flumerfelt	jflumerfelt@calpine.com	CalpineCorporation	500 Delaware Ave. Wilmington, DE 19801	Electronic Service	No	OFF_SL_14-789_Official
Edward	Garvey	garveyed@aol.com	Residence	32 Lawton St Saint Paul, MN 55102	Electronic Service	No	OFF_SL_14-789_Official
Travis	Germundson	travis.germundson@state.mn.us		Board of Water & Soil Resources 520 Lafayette Rd Saint Paul, MN 55155	Electronic Service	No	OFF_SL_14-789_Official
Craig	Gordon	cgordon@invenergyllc.com	Invenergy LLC	One South Wacker Dr Suite 1900 Chicago, IL 60606	Electronic Service	No	OFF_SL_14-789_Official
Todd J.	Guerrero	todd.guerrero@kutakrock.com	Kutak Rock LLP	Suite 1750 220 South Sixth Street Minneapolis, MN 554021425	Electronic Service	No	OFF_SL_14-789_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Mary	Holly	mholly@winthrop.com	Winthrop & Weinstine, P.A.	225 S Sixth St Ste 3500 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-789_Official
Michael	Hoppe	il23@mtn.org	Local Union 23, I.B.E.W.	932 Payne Avenue St. Paul, MN 55130	Electronic Service	No	OFF_SL_14-789_Official
Tiffany	Hughes	Regulatory.Records@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 7 Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_14-789_Official
Alan	Jenkins	aj@jenkinsatlaw.com	Jenkins at Law	2265 Roswell Road Suite 100 Marietta, GA 30062	Electronic Service	No	OFF_SL_14-789_Official
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	Yes	OFF_SL_14-789_Official
Richard	Johnson	Rick.Johnson@lawmoss.com	Moss & Barnett	150 S. 5th Street Suite 1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-789_Official
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_14-789_Official
Karen	Kromar	karen.kromar@state.mn.us	MN Pollution Control Agency	520 Lafayette Rd Saint Paul, MN 55155	Electronic Service	No	OFF_SL_14-789_Official
Douglas	Larson	dlarson@dakotaelectric.com	Dakota Electric Association	4300 220th St W Farmington, MN 55024	Electronic Service	No	OFF_SL_14-789_Official
John	Lindell	agorud.ecf@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_14-789_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Eric	Lipman	eric.lipman@state.mn.us	Office of Administrative Hearings	PO Box 64620 St. Paul, MN 551640620	Electronic Service	Yes	OFF_SL_14-789_Official
Michael	Loeffler	mike.loeffler@nngco.com	Northern Natural Gas Co.	CORP HQ, 714 1111 So. 103rd Street Omaha, NE 681241000	Electronic Service	No	OFF_SL_14-789_Official
Kavita	Maini	kmairi@wi.rr.com	KM Energy Consulting LLC	961 N Lost Woods Rd Oconomowoc, WI 53066	Electronic Service	No	OFF_SL_14-789_Official
Pam	Marshall	pam@energycents.org	Energy CENTS Coalition	823 7th St E St. Paul, MN 55106	Electronic Service	No	OFF_SL_14-789_Official
Thomas	Melone	Thomas.Melone@AllcoUS.com	Minnesota Go Solar LLC	222 South 9th Street Suite 1600 Minneapolis, Minnesota 55120	Electronic Service	No	OFF_SL_14-789_Official
Brian	Meloy	brian.meloy@stinsonleonard.com	Stinson, Leonard, Street LLP	150 S 5th St Ste 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-789_Official
Andrew	Moratzka	apmoratzka@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-789_Official
David W.	Niles	david.niles@avantenergy.com	Minnesota Municipal Power Agency	Suite 300 200 South Sixth Street Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-789_Official
Darrell	Nitschke	dnitschk@nd.gov	North Dakota Public Service Commission	600 E. Boulevard Avenue State Capital, 12th Floor, Dept 408 Bismarck, ND 585050480	Electronic Service	No	OFF_SL_14-789_Official
Ryan	Norrell	bademailrnnorrell@nd.gov	North Dakota Public Service Commission	600 E. Boulevard Avenue State Capital, 12 th Floor Dept 408 Bismarck, ND 58505-0480	Paper Service	No	OFF_SL_14-789_Official

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Bryan	Nowicki	bnowicki@reinhartlaw.com	Reinhart Boerner Van Deuren s.c.	22 E Mifflin St Ste 600 Madison, WI 53703-4225	Electronic Service	No	OFF_SL_14-789_Official
Bob	Patton	bob.patton@state.mn.us	MN Department of Agriculture	625 Robert St N Saint Paul, MN 55155-2538	Electronic Service	No	OFF_SL_14-789_Official
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_14-789_Official
Richard	Savelkoul	rsavelkoul@martinsquires.com	Martin & Squires, P.A.	332 Minnesota Street Ste W2750 St. Paul, MN 55101	Electronic Service	No	OFF_SL_14-789_Official
Janet	Shaddix Elling	jshaddix@janetshaddix.com	Shaddix And Associates	Ste 122 9100 W Bloomington Frwy Bloomington, MN 55431	Electronic Service	No	OFF_SL_14-789_Official
Byron E.	Starns	byron.starns@leonard.com	Leonard Street and Deinard	150 South 5th Street Suite 2300 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_14-789_Official
Donna	Stephenson	dstephenson@greenergy.com	Great River Energy	12300 Elm Creek Boulevard Maple Grove, MN 55369	Electronic Service	No	OFF_SL_14-789_Official
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_14-789_Official
Eric	Swanson	eswanson@winthrop.com	Winthrop Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_14-789_Official
James	Talcott	jim.talcott@nngco.com	Northern Natural Gas Company	1111 South 103rd Street Omaha, Nebraska 68124	Electronic Service	No	OFF_SL_14-789_Official

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Kari L	Valley	kari.l.valley@xcelenergy.com	Xcel Energy Service Inc.	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_14-789_Official
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_14-789_Official
Kodi	Verhalen	kverhalen@briggs.com	Briggs & Morgan	2200 IDS Center 80 South Eighth Street Minneapolis, Minnesota 55402	Electronic Service	No	OFF_SL_14-789_Official
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_14-789_Official