

**STATE OF MINNESOTA
BEFORE THE PUBLIC UTILITIES COMMISSION**

Beverly Jones Heydinger	Chair
Nancy Lange	Commissioner
Dan Lipschultz	Commissioner
John Tuma	Commissioner
Betsy Wergin	Commissioner

In the Matter of the Application of Northern
States Power Company, d/b/a Xcel Energy,
for Authority to Increase Rates for Electric
Service in the State of Minnesota

DOCKET NO. E-002/GR-15-826

**OFFICE OF THE ATTORNEY
GENERAL'S COMMENTS ON XCEL'S
INTERIM RATE PROPOSAL**

I. INTRODUCTION

The Office of the Attorney General – Residential Utilities and Antitrust Division (“OAG”) submits the following comments regarding the request of Northern States Power Company, d/b/a Xcel Energy (“Xcel”) for Authority to Increase Rates for Electric Service in the State of Minnesota. Xcel has requested an interim rate increase of \$163.7 million in 2015, and an interim rate increase of \$44.9 million in 2017.¹ As the OAG stated in its November 14, 2013 comments in Xcel’s last rate case,² the OAG is compelled to submit comments on this issue because the Commission has previously expressed hesitation to find that “exigent circumstances” exist to reduce interim rates when the Commission has not received comments from or on behalf of consumers. In addition, Xcel’s current request relies on an incorrect interpretation of Minnesota Statute § 216B.16, subdivision 19 (“MYRP Statute”) to argue that it is entitled to an interim rate increase in 2017. The Commission should reject Xcel’s request for an interim rate

¹ Notice and Petition for Interim Rates at 2.

² Docket No. G-008/GR-13-868.

increase in 2017, and consider whether exigent circumstances exist to reduce Xcel's requested \$163.7 million interim rate request.

II. XCEL IS NOT ENTITLED TO A SECOND YEAR INTERIM RATE INCREASE.

Xcel suggests that the MYRP Statute entitles the company to an interim rate increase in 2017.³ This is not true. While the MYRP Statute authorizes the Commission to grant interim rates for the first and second year of a company's MYRP, it does not support Xcel's claim that a utility's interim rates should increase automatically during a rate case.⁴ Rather, the MYRP Statute directs the Commission to set interim rates based on the procedures outlined in Minnesota Statute § 216B.16, subdivision 3 ("Interim Rate Statute").⁵ The Interim Rate Statute provides that, in the absence of exigent circumstances, "the interim rate schedule shall be calculated using the proposed *test year* cost of capital, rate base, and expenses"⁶ Therefore, unless the Commission finds exigent circumstances, the MYRP directs that interim rates be based only on the company's test year financials.

Xcel has not argued that exigent circumstances support increasing its interim rates during 2017. Further, Xcel's rate case uses a 2016 test year: "we propose a three year multi-year rate plan ("MYRP Plan") consisting of a traditional 2016 test year and 2017 and 2018 plan years"⁷ Xcel's use of a single, twelve-month test year, followed by two "plan years" is consistent with the Commission rules. Specifically, the Commission has defined a "test year" as "the 12-month period selected by the utility for the purpose of expressing its need for a change in

³ Notice and Petition for Interim Rates at 2 ("Therefore, consistent with Minn. Stat. §216B.19 (sic) . . . we also request an incremental interim rate increase of 1.5 percent, or \$44.9 million, beginning January 1, 2017.").

⁴ See Minn. Stat. § 216B.16, subd. 19(b) (2015).

⁵ Minn. Stat. § 216B.16, subd. 19(b) (2015). (" . . . interim rates shall be implemented in the same manner as allowed under subdivision 3.")

⁶ Minn. Stat § 216B.16 subd. 3(b) (2015) (emphasis added).

⁷ Notice and Petition for Interim Rates at 2.

rates.”⁸ Since the company has selected 2016 as the test year for its MYRP, the interim rates that Xcel receives throughout the rate case should be based on the company’s 2016 test-year financials, unless the Commission finds exigent circumstances. Xcel’s suggestion that the MYRP Statute entitles it to an interim rate increase in 2017 is inconsistent with the applicable statutes, Commission rules, and the company’s own filing.

III. GRANTING A SECOND-YEAR INTERIM-RATE INCREASE IS AGAINST THE PUBLIC INTEREST.

Even if the Interim Rate Statute’s normal operation would grant Xcel a rate increase in 2017, the Commission should still find exigent circumstances to deny the company’s request. Past experience has demonstrated that Xcel’s rate case projections are woefully inaccurate, even when the company is projecting costs for the upcoming year. This has caused the company to dramatically over-collect interim rates from ratepayers in all of its cases since 2008. This concern is heightened here, where Xcel’s proposed 2017 interim rates are based on the company’s projected costs that are more than a year away and are estimated by applying inflation indices to current costs. In addition, Xcel’s most recent rate case demonstrates that the company is unable to accurately project even its capital spending in the future. For these reasons, the Commission should find exigent circumstances to deny Xcel’s request for a 2017 interim rate increase, even if the normal operation of the Interim Rate Statute allowed such an increase.

First, Xcel has consistently and substantially overstated its need for rate increases during the past decade, resulting in considerable over-collection of interim rates. In Xcel’s last rate case, the OAG explained that, since 2008, the company had requested approximately \$373 million more in annual rates than it had received following the PUC’s review, and that Xcel had

⁸ Minn. R. 7825.3000 subd. 17 (2015).

over-collected interim rates of approximately \$240 million during the same time period. For this reason, and because the company had requested back-to-back rate increases, the OAG requested that the Commission find exigent circumstances to reduce the company's interim rate request.⁹ While the Commission did not reduce Xcel's interim rate request, the problem explained by the OAG at the beginning of Xcel's last rate case only got worse based on the final outcome.

In Xcel's last rate case, the company requested a final rate increase of approximately \$192.7 million for 2014 and an additional \$98.5 million in 2015. The company's request was based on claimed revenue deficiencies of \$273.8 million in 2014 and an additional \$117.9 million in 2015, which the company offset with a "rate moderation" proposal. The company also requested and received interim rates of approximately \$127.4 million annually for the duration of the proceeding. The final rate increases awarded to Xcel, however, were approximately \$58.9 million in 2014 and \$105.85 million in 2015—less than sixty percent of the company's request. Accordingly, adding the final results of Xcel's last rate case into the interim rate analysis that the OAG presented at the outset of the case demonstrates the following:

⁹ See Letter from Ian Dobson to Dr. Burl W. Haar, *In the Matter of the Application of Northern States Power Company for Authority to Increase Rates for Electric Service in Minnesota*, (Nov. 14, 2013).

(\$ in Millions)				
Docket No.	Initial Requested Increase	Approved Interim Rate Increase	PUC-Approved Increase	Difference Between Interim and Approved
G-008/GR-13-868 (2015 year) ¹⁰	\$291	\$ 127	\$ 165	(\$38)
G-008/GR-13-868 (2014 year)	\$ 193	\$ 127	\$ 59	\$68
E002/GR-12-961	\$ 285	\$ 251	\$ 103	\$148
E002/GR-10-971	\$ 198	\$ 123	\$ 72	\$51
E002/GR-08-1065	\$ 156	\$ 132	\$ 91	\$41
Total ¹¹	\$930	\$760	\$431	\$270

As the table above demonstrates, over its last seven years Xcel has requested approximately half a billion dollars more in annual rate increases than it has received following the Commission's review, and Xcel has over-collected interim rates of approximately \$270 million. This practice of excessive requests demonstrates that exigent circumstances exist to reduce the amount that Xcel would receive in interim rates, and certainly to reject Xcel's request for a 2017 interim rate increase.

Second, Xcel's last rate case demonstrates that the company is not able to accurately forecast even its future capital costs. As noted above, Xcel claimed that without its rate moderation proposal, the company would have revenue deficiencies of \$273.8 million in 2014 and an additional \$117.9 million in its 2015 step year. Xcel also claimed that it was in the "peak years" of its investment cycle, and that its rate moderation proposal should be approved in order

¹⁰ The 2015 year in this table includes the requested and awarded increases in 2014. This was done to ensure that the difference between the interim rate increases and the final rate increases granted by the Commission can be fairly compared.

¹¹ Since the 2015 year includes the requested and approved increases for 2014 and 2015, the 2014 increases are not included in the "total" for these columns in order to ensure that these 2014 increases are not "double counted." The 2014 increase is needed in the table, however, to accurately compare the interim rates that Xcel received throughout each rate case against the final rates that were granted for each applicable year.

to “temper the impact of these investments” for ratepayers during this peak.¹² In other words, Xcel suggested that it was appropriate to adopt its rate moderation proposal because any needed future rate increases would be smaller. The Commission presumably accepted this claim in ordering rate moderation, explaining that “[w]here, as here, a utility is near the peak of a demanding investment cycle . . . it is reasonable to smooth the rate impact of that peak, with the tools at hand”¹³

But while Xcel claimed in its last case that the company was in the peak of its investment cycle, it now claims a revenue deficiency of \$194.6 million for 2016—over \$76 million more than it claimed it would need in 2015. Therefore, even setting aside the Commission’s decision that Xcel needed less than sixty percent of its request in the company’s last case, Xcel’s assurances that it was in its investment peak appear to have been overstated. Instead it appears that in advocating for its rate moderation proposal the company did not fully comprehend, or fully communicate, what it would claim it needed going forward. Now that its rate moderation proposal has been approved, Xcel claims that the rate increase it needs in 2016 is, in fact, much greater than the increase it needed in 2015. Based on this history, it is unreasonable to reward the company today by granting it an interim rate increase in 2017. Accordingly, even if the Interim Rate Statute would allow Xcel the requested interim rate increase in its 2017 plan year, the Commission should find exigent circumstances to reject the company’s request.

IV. CONCLUSION

For the reasons set forth above, the Commission should reject Xcel’s request for an interim rate increase in 2017 and consider whether exigent circumstances exist to reduce the

¹² See Direct Testimony of David M. Sparby *In the Matter of the Application of Northern States Power Company for Authority to Increase Rates for Electric Service in Minnesota*, at 2 (Nov. 4, 2013).

¹³ Findings of Fact, Conclusions, and Order, *In the Matter of the Application of Northern States Power Company for Authority to Increase Rates for Electric Service in Minnesota*, at 52 (May 8, 2015).

company's requested 2016 interim rates of \$163.7 million. Xcel relies on an incorrect interpretation of the MYRP Statute to argue that it is entitled to an automatic interim rate increase. In addition, the company's history of consistently and substantially over-estimating its revenue requirement to over-collect interim rates, coupled with its inability to accurately forecast its future capital spending make it unreasonable to burden ratepayers with such a significant rate increase that has not been justified.

Dated: November 12, 2015

Respectfully submitted,

LORI SWANSON
Attorney General
State of Minnesota

s/ Ian Dobson

IAN DOBSON
Assistant Attorney General
Atty. Reg. No. 0386644

445 Minnesota Street, Suite 1400
St. Paul, Minnesota 55101-2131
(651) 757-1432 (Voice)
(651) 297-7206 (TTY)
ian.dobson@ag.state.mn.us

ATTORNEYS FOR OFFICE OF THE
ATTORNEY GENERAL-RESIDENTIAL
UTILITIES AND ANTITRUST DIVISION



LORI SWANSON
ATTORNEY GENERAL

STATE OF MINNESOTA

OFFICE OF THE ATTORNEY GENERAL

SUITE 1400
445 MINNESOTA STREET
ST. PAUL, MN 55101-2131
TELEPHONE: (651) 296-7575

November 12, 2015

Mr. Daniel Wolf, Executive Secretary
Minnesota Public Utilities Commission
121 Seventh Place East, Suite 350
St. Paul, MN 55101-2147

**RE: In the Matter of the Application of Northern States Power Company, d/b/a
Xcel Energy, for Authority to Increase Rates for Electric Service in the State
of Minnesota
Docket No. E-002/GR-15-826**

Dear Mr. Wolf:

Enclosed and e-filed in the above-referenced matter please find *Office of the Attorney General's Comments on Xcel's Interim Rate Proposal*.

By copy of this letter, all parties have been served. An Affidavit of Service is also enclosed.

Sincerely,

s/ Ian Dobson

IAN DOBSON
Assistant Attorney General

(651) 757-1432 (Voice)
(651) 296-9663 (Fax)

Enclosure

AFFIDAVIT OF SERVICE

RE: In the Matter of the Application of Northern States Power Company, d/b/a Xcel Energy, for Authority to Increase Rates for Electric Service in the State of Minnesota
Docket No. E-002/GR-15-826

STATE OF MINNESOTA)
) ss.
COUNTY OF RAMSEY)

I hereby state that on November 12, 2015, I efiled with eDockets *Office of the Attorney General's Comments on Xcel's Interim Rate Proposal* and served the same upon all parties listed on the attached service list by email, and/or United States Mail with postage prepaid, and deposited the same in a U.S. Post Office mail receptacle in the City of St. Paul, Minnesota.

s/ Julie Peick
Julie Peick

Subscribed and sworn to before me
this 12th day of November, 2015.

s/ Patricia Jotblad
Notary Public

My Commission expires: January 31, 2020.

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_15-826_GR-15-826
Christopher	Anderson	canderson@allete.com	Minnesota Power	30 W Superior St Duluth, MN 558022191	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Alison C	Archer	alison.c.archer@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Gail	Baranko	gail.baranko@xcelenergy.com	Xcel Energy	414 Nicollet Mall 7th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
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_15-826_GR-15-826
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_15-826_GR-15-826
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_15-826_GR-15-826
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_15-826_GR-15-826

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_15-826_GR-15-826
Jeffrey A.	Daugherty	jeffrey.daugherty@centerpointenergy.com	CenterPoint Energy	800 LaSalle Ave Minneapolis, MN 55402	Electronic Service	No	OFF_SL_15-826_GR-15-826
James	Denniston	james.r.denniston@xcelenergy.com	Xcel Energy Services, Inc.	414 Nicollet Mall, Fifth Floor Minneapolis, MN 55401	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Ian	Dobson	ian.dobson@ag.state.mn.us	Office of the Attorney General-RUD	Antitrust and Utilities Division 445 Minnesota Street, 1400 BRM Tower St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Rebecca	Eilers	rebecca.d.eilers@xcelenergy.com	Xcel Energy	414 Nicollet Mall, 7th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_15-826_GR-15-826
Emma	Fazio	emma.fazio@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Stephen	Fogel	Stephen.E.Fogel@XcelEnergy.com	Xcel Energy Services, Inc.	816 Congress Ave, Suite 1650 Austin, TX 78701	Electronic Service	No	OFF_SL_15-826_GR-15-826
Edward	Garvey	garveyed@aol.com	Residence	32 Lawton St Saint Paul, MN 55102	Electronic Service	No	OFF_SL_15-826_GR-15-826

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Benjamin	Gerber	bgerber@mnchamber.com	Minnesota Chamber of Commerce	400 Robert Street North Suite 1500 St. Paul, Minnesota 55101	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Janet	Gonzalez	Janet.gonzalez@state.mn.us	Public Utilities Commission	Suite 350 121 7th Place East St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Michael	Hoppe	il23@mtln.org	Local Union 23, I.B.E.W.	932 Payne Avenue St. Paul, MN 55130	Electronic Service	No	OFF_SL_15-826_GR-15-826
Alan	Jenkins	aj@jenkinsatlaw.com	Jenkins at Law	2265 Roswell Road Suite 100 Marietta, GA 30062	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Richard	Johnson	Rick.Johnson@lawmoss.com	Moss & Barnett	150 S. 5th Street Suite 1200 Minneapolis, MN 55402	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Sarah	Johnson Phillips	siphillips@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_15-826_GR-15-826
Mark J.	Kaufman	mkaufman@ibewlocal949.org	IBEW Local Union 949	12908 Nicollet Avenue South Burnsville, MN 55337	Electronic Service	No	OFF_SL_15-826_GR-15-826
Thomas	Koehler	TGK@IBEW160.org	Local Union #160, IBEW	2909 Anthony Ln St Anthony Village, MN 55418-3238	Electronic Service	No	OFF_SL_15-826_GR-15-826
Mara	Koeller	mara.n.koeller@xcelenergy.com	Xcel Energy	414 Nicollet Mall 5th Floor Minneapolis, MN 55401	Electronic Service	No	OFF_SL_15-826_GR-15-826

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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_15-826_GR-15-826
Douglas	Larson	dlarson@dakotaelectric.com	Dakota Electric Association	4300 220th St W Farmington, MN 55024	Electronic Service	No	OFF_SL_15-826_GR-15-826
Peder	Larson	plarson@larkinhoffman.com	Larkin Hoffman Daly & Lindgren, Ltd.	8300 Norman Center Drive Suite 1000 Bloomington, MN 55437	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Matthew P	Loftus	matthew.p.loftus@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_15-826_GR-15-826
Paula	Maccabee	Pmaccabee@justchangela.w.com	Just Change Law Offices	1961 Selby Ave Saint Paul, MN 55104	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Kavita	Maini	kmairi@wi.rr.com	KM Energy Consulting LLC	961 N Lost Woods Rd Oconomowoc, WI 53066	Electronic Service	No	OFF_SL_15-826_GR-15-826
Pam	Marshall	pam@energycents.org	Energy CENTS Coalition	823 7 h St E St. Paul, MN 55106	Electronic Service	No	OFF_SL_15-826_GR-15-826
Mary	Martinka	mary.a.martinka@xcelenergy.com	Xcel Energy Inc	414 Nicollet Mall 7th Floor Minneapolis, MN 55401	Electronic Service	Yes	OFF_SL_15-826_GR-15-826

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_15-826_GR-15-826
Brian	Meloy	brian.meloy@stinson.com	Stinson, Leonard, Street LLP	150 S 5th St Ste 2300 Minneapolis, MN 55402	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
David	Moeller	dmoeller@allete.com	Minnesota Power	30 W Superior St Duluth, MN 558022093	Electronic Service	No	OFF_SL_15-826_GR-15-826
Andrew	Moratzka	apmoratzka@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Kevin	Reuther	kreuther@mncenter.org	MN Center for Environmental Advocacy	26 E Exchange St, Ste 206 St. Paul, MN 551011667	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Amanda	Rome	amanda.rome@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	OFF_SL_15-826_GR-15-826
Richard	Savelkoul	rsavelkoul@martinsquires.com	Martin & Squires, P.A.	332 Minnesota Street Ste W2750 St. Paul, MN 55101	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Janet	Shaddix Elling	jshaddix@janetshaddix.com	Shaddix And Associates	Ste 122 9100 W Bloomington Frwy Bloomington, MN 55431	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
Ken	Smith	ken.smith@districtenergy.com	District Energy St. Paul Inc.	76 W Kellogg Blvd St. Paul, MN 55102	Electronic Service	No	OFF_SL_15-826_GR-15-826

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
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_15-826_GR-15-826
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_15-826_GR-15-826
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_15-826_GR-15-826
Eric	Swanson	eswanson@winthrop.com	Winthrop Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	OFF_SL_15-826_GR-15-826
SaGonna	Thompson	Regulatory.records@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 7 Minneapolis, MN 554011993	Electronic Service	Yes	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Scott M.	Wilensky	scott.wilensky@xcelenergy.com	Xcel Energy	7th Floor 414 Nicollet Mall Minneapolis, MN 554011993	Electronic Service	No	OFF_SL_15-826_GR-15-826
Samantha	Williams	swilliams@nrdc.org	Natural Resources Defense Council	20 N. Wacker Drive Ste 1600 Chicago, IL 60606	Electronic Service	No	OFF_SL_15-826_GR-15-826
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_15-826_GR-15-826
Patrick	Zomer	Patrick.Zomer@lawmoss.com	Moss & Barnett a Professional Association	150 S. 5th Street, #1200 Minneapolis, MN 55402	Electronic Service	No	OFF_SL_15-826_GR-15-826

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	SPL_SL_15-826_Potentially Interested Parties
Michael	Ahern	ahern.michael@dorsey.com	Dorsey & Whitney, LLP	50 S 6th St Ste 1500 Minneapolis, MN 554021498	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
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	SPL_SL_15-826_Potentially Interested Parties
Christopher	Anderson	canderson@allte.com	Minnesota Power	30 W Superior St Duluth, MN 558022191	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Alison C	Archer	alison.c.archer@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Gail	Baranko	gail.baranko@xcelenergy.com	Xcel Energy	414 Nicollet Mall 7th Floor Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
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	SPL_SL_15-826_Potentially Interested Parties
James J.	Bertrand	james.bertrand@stinson.com	Stinson Leonard Street LLP	150 South Fifth Street, Suite 2300 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
William	Black	bblack@mmua.org	MMUA	Suite 400 3025 Harbor Lane North Plymouth, MN 554475142	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
William A.	Blazar	bblazar@mnchamber.com	Minnesota Chamber Of Commerce	Suite 1500 400 Robert Street North St. Paul, MN 55101	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

First Name	Last Name	Email	Company Name	Address	Delivery Method	View Trade Secret	Service List Name
Elizabeth	Brama	ebrama@briggs.com	Briggs and Morgan	2200 IDS Center 80 South 8th Street Minneapolis, MN 55402	Electronic Service	Yes	SPL_SL_15- 826_Potentially Interested Parties
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	SPL_SL_15- 826_Potentially Interested Parties
Steve W.	Chriss	Stephen.chriss@wal- mart.com	Wal-Mart	2001 SE 10th St. Bentonville, AR 72716-5530	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Jeanne	Cochran	Jeanne.Cochran@state.mn. .us	Office of Administrative Hearings	P.O. Box 64620 St. Paul, MN 55164-0620	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
John	Coffman	john@johncoffman.net	AARP	871 Tuxedo Blvd. St. Louis, MO 63119-2044	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Leigh	Currie	lcurrie@mncenter.org	Minnesota Center for Environmental Advocacy	26 E. Exchange St., Suite 206 St. Paul, Minnesota 55101	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Lisa	Daniels	lisadaniels@windustry.org	Windustry	201 Ridgewood Ave Minneapolis, MN 55403	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Jeffrey A.	Daugherty	jeffrey.daugherty@centerp ointenergy.com	CenterPoint Energy	800 LaSalle Ave Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
James	Denniston	james.r.denniston@xcelen ergy.com	Xcel Energy Services, Inc.	414 Nicollet Mall, Fifth Floor Minneapolis, MN 55401	Electronic Service	Yes	SPL_SL_15- 826_Potentially Interested Parties

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	SPL_SL_15-826_Potentially Interested Parties
Kristen	Eide Tollefson	N/A	R-CURE	28477 N Lake Ave Frontenac, MN 55026-1044	Paper Service	No	SPL_SL_15-826_Potentially Interested Parties
Rebecca	Eilers	rebecca.d.eilers@xcelenergy.com	Xcel Energy	414 Nicollet Mall, 7th Floor Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
John	Farrell	jfarrell@ilsr.org	Institute for Local Self-Reliance	1313 5th St SE #303 Minneapolis, MN 55414	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Emma	Fazio	emma.fazio@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Sharon	Ferguson	sharon.ferguson@state.mn.us	Department of Commerce	85 7th Place E Ste 500 Saint Paul, MN 551012198	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Stephen	Fogel	Stephen.E.Fogel@XcelEnergy.com	Xcel Energy Services, Inc.	816 Congress Ave, Suite 1650 Austin, TX 78701	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Stacey	Fujii	sfujii@greenergy.com	Great River Energy	12300 Elm Creek Boulevard Maple Grove, MN 553694718	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Edward	Garvey	garveyed@aol.com	Residence	32 Lawton St Saint Paul, MN 55102	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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Benjamin	Gerber	bgerber@mnchamber.com	Minnesota Chamber of Commerce	400 Robert Street North Suite 1500 St. Paul, Minnesota 55101	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Bruce	Gerhardson	bgerhardson@otpc.com	Otter Tail Power Company	PO Box 496 215 S Cascade St Fergus Falls, MN 565380496	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Janet	Gonzalez	Janet.gonzalez@state.mn.us	Public Utilities Commission	Suite 350 121 7th Place East St. Paul, MN 55101	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
David	Grover	dgrover@itctransco.com	ITC Midwest	901 Marquette Avenue Suite 1950 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Todd J.	Guerrero	todd.guerrero@kutakrock.com	Kutak Rock LLP	Suite 1750 220 South Sixth Street Minneapolis, MN 554021425	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
J Drake	Hamilton	hamilton@fresh-energy.org	Fresh Energy	408 St Peter St Saint Paul, MN 55101	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Annete	Henkel	mui@mnutilityinvestors.org	Minnesota Utility Investors	413 Wacouta Street #230 St. Paul, MN 55101	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Michael	Hoppe	il23@mtln.org	Local Union 23, I.B.E.W.	932 Payne Avenue St. Paul, MN 55130	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Jim	Horan	Jim@MREA.org	Minnesota Rural Electric Association	11640 73rd Ave N Maple Grove, MN 55369	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Anne	Hunt	anne.hunt@ci.stpaul.mn.us	City of St. Paul	390 City Hall 15 West Kellogg Boulevard Saint Paul, MN 55102	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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Alan	Jenkins	aj@jenkinsatlaw.com	Jenkins at Law	2265 Roswell Road Suite 100 Marietta, GA 30062	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Eric	Jensen	ejensen@iwa.org	Izaak Walton League of America	213 East 4th Street Suite 412 St. Paul, MN 55101	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
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	SPL_SL_15-826_Potentially Interested Parties
Richard	Johnson	Rick.Johnson@lawmoss.com	Moss & Barnett	150 S. 5th Street Suite 1200 Minneapolis, MN 55402	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Sarah	Johnson Phillips	sphillips@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Mark J.	Kaufman	mkaufman@ibewlocal949.org	IBEW Local Union 949	12908 Nicollet Avenue South Burnsville, MN 55337	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Brad	Klein	bklein@elpc.org	Environmental Law & Policy Center	35 E. Wacker Drive, Suite 1600 Suite 1600 Chicago, IL 60601	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Thomas	Koehler	TGK@IBEW160.org	Local Union #160, IBEW	2909 Anthony Ln St Anthony Village, MN 55418-3238	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Mara	Koeller	mara.n.koeller@xcelenergy.com	Xcel Energy	414 Nicollet Mall 5th Floor Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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Michael	Krikava	mkrikava@briggs.com	Briggs And Morgan, P.A.	2200 IDS Center 80 S 8th St Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Allen	Krug	allen.krug@xcelenergy.com	Xcel Energy	414 Nicollet Mall-7th fl Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Holly	Lahd	lahd@fresh-energy.org	Fresh Energy	408 St. Peter Street Ste 220 St. Paul, MN 55102	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
James D.	Larson	james.larson@avantenergy.com	Avant Energy Services	220 S 6th St Ste 1300 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Douglas	Larson	dlarson@dakotaelectric.com	Dakota Electric Association	4300 220th St W Farmington, MN 55024	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Peder	Larson	plarson@larkinhoffman.com	Larkin Hoffman Daly & Lindgren, Ltd.	8300 Norman Center Drive Suite 1000 Bloomington, MN 55437	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
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	SPL_SL_15- 826_Potentially Interested Parties
Matthew P	Loftus	matthew.p.loftus@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
Paula	Maccabee	Pmaccabee@justchangelaw.com	Just Change Law Offices	1961 Selby Ave Saint Paul, MN 55104	Electronic Service	No	SPL_SL_15- 826_Potentially Interested Parties
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	SPL_SL_15- 826_Potentially Interested Parties

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Philip	Mahowald	pmahowald@piic.org	Prairie Island Indian Community	5636 Sturgeon Lake Rd Welch, MN 55089	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Kavita	Maini	kmairi@wi.rr.com	KM Energy Consulting LLC	961 N Lost Woods Rd Oconomowoc, WI 53066	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Pam	Marshall	pam@energycents.org	Energy CENTS Coalition	823 7 h St E St. Paul, MN 55106	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Mary	Martinka	mary.a.martinka@xcelenergy.com	Xcel Energy Inc	414 Nicollet Mall 7th Floor Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Natalie	McIntire	natalie.mcintire@gmail.com	Wind on the Wires	570 Asbury St Ste 201 Saint Paul, MN 55104-1850	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Connor	McNellis	cmcnellis@larkinhoffman.com	Larkin Hoffman Daly & Lindgren Ltd.	8300 Norman Center Drive Suite 1000 Minneapolis, MN 55437	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Brian	Meloy	brian.meloy@stinson.com	Stinson, Leonard, Street LLP	150 S 5th St Ste 2300 Minneapolis, MN 55402	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
David	Moeller	dmoeller@allete.com	Minnesota Power	30 W Superior St Duluth, MN 558022093	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Andrew	Moratzka	apmoratzka@stoel.com	Stoel Rives LLP	33 South Sixth Street Suite 4200 Minneapolis, MN 55402	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Carl	Nelson	cnelson@mncee.org	Center for Energy and Environment	212 3rd Ave N Ste 560 Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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David W.	Niles	david.niles@avantenergy.com	Minnesota Municipal Power Agency	Suite 300 200 South Sixth Street Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Rolf	Nordstrom	mordstrom@gpisd.net	Great Plains Institute	2801 21ST AVE S STE 220 Minneapolis, MN 55407-1229	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Carol A.	Overland	overland@legalelectric.org	Legalelectric - Overland Law Office	1110 West Avenue Red Wing, MN 55066	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Kevin	Reuther	kreuther@mncenter.org	MN Center for Environmental Advocacy	26 E Exchange St, Ste 206 St. Paul, MN 551011667	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Enio	Ricci	ericci@invenergyllc.com	Invenergy LLC	17830 New Hampshire Ave Ste 300 Ashton, MD 20861	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Amanda	Rome	amanda.rome@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 5 Minneapolis, MN 55401	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Michelle	Rosier	michelle.rosier@sierraclub.org	Sierra Club	2327 E. Franklin Avenue Minneapolis, MN 554061024	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Richard	Savelkoul	rsavelkoul@martinsquires.com	Martin & Squires, P.A.	332 Minnesota Street Ste W2750 St. Paul, MN 55101	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Larry L.	Schedin	Larry@LLSResources.com	LLS Resources, LLC	12 S 6th St Ste 1137 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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Christopher	Schoenherr	cp.schoenherr@smmpa.org	SMMPA	500 First Ave SW Rochester, MN 55902-3303	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Matthew J.	Schuerger P.E.	mjsreg@earthlink.net	Energy Systems Consulting Services, LLC	PO Box 16129 St. Paul, MN 55116	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Janet	Shaddix Elling	jshaddix@janetshaddix.com	Shaddix And Associates	Ste 122 9100 W Bloomington Frwy Bloomington, MN 55431	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
David	Shaffer	shaff081@gmail.com	MnSEIA	2952 Beechwood AVE Beechwood Ave, Wayzata 55391	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Patricia	Sharkey	psharkey@environmentallawcounsel.com	Midwest Cogeneration Association.	180 N. LaSalle Street Suite 3700 Chicago, Illinois 60601	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Doug	Shoemaker	dougs@mnRenewables.org	MRES	2928 5th Ave S Minneapolis, MN 55408	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Sara	Smith	sara.smith@metc.state.mn.us	Metropolitan Council	390 Robert St N St. Paul, MN 55101-1805	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Ken	Smith	ken.smith@districtenergy.com	District Energy St. Paul Inc.	76 W Kellogg Blvd St. Paul, MN 55102	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Cari	Snaza	cari.snaza@state.mn.us	Office of Administrative Hearings	PO Box 64620 St. Paul, MN 55155	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Ron	Spangler, Jr.	rspangler@otpc.com	Otter Tail Power Company	215 So. Cascade St. PO Box 496 Fergus Falls, MN 565380496	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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Byron E.	Starns	byron.starns@stinson.com	Stinson Leonard Street LLP	150 South 5th Street Suite 2300 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
James M.	Strommen	jstrommen@kenedy-graven.com	Kennedy & Graven, Chartered	470 U.S. Bank Plaza 200 South Sixth Street Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Eric	Swanson	eswanson@winthrop.com	Winthrop Weinstine	225 S 6th St Ste 3500 Capella Tower Minneapolis, MN 554024629	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Thomas P.	Sweeney III	tom.sweeney@easycleaneergy.com	Clean Energy Collective	P O Box 1828 Boulder, CO 80306-1828	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
SaGonna	Thompson	Regulatory.records@xcelenergy.com	Xcel Energy	414 Nicollet Mall FL 7 Minneapolis, MN 554011993	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Erick	Van Meter	evanmete@umn.edu	University of Minnesota	N/A	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
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	SPL_SL_15-826_Potentially Interested Parties
John	Wachtler	jwachtler@barr.com	Barr Engineering Co.	4700 West 77th Street Minneapolis, MN 554354803	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Scott M.	Wilensky	scott.wilensky@xcelenergy.com	Xcel Energy	7th Floor 414 Nicollet Mall Minneapolis, MN 554011993	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Jason	Willett	jason.willett@metc.state.mn.us	Metropolitan Council	390 Robert St N Saint Paul, MN 55101-1805	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties

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Samantha	Williams	swilliams@nrdc.org	Natural Resources Defense Council	20 N. Wacker Drive Ste 1600 Chicago, IL 60606	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties
Daniel P	Wolf	dan.wolf@state.mn.us	Public Utilities Commission	121 7 h Place East Suite 350 St. Paul, MN 551012147	Electronic Service	Yes	SPL_SL_15-826_Potentially Interested Parties
Patrick	Zomer	Patrick.Zomer@lawmoss.com	Moss & Barnett a Professional Association	150 S. 5th Street, #1200 Minneapolis, MN 55402	Electronic Service	No	SPL_SL_15-826_Potentially Interested Parties