

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Petition for rate increase by Florida
Power & Light Company.

DOCKET NO. 20250011-EI

DATED: AUGUST 4, 2025

NOTICE OF INTENT TO SEEK AND MOTION FOR OFFICIAL RECOGNITION

The staff of the Florida Public Service Commission (Commission Staff), by and through its undersigned counsel and pursuant to Rules 28-106.213, Florida Administrative Code, (F.A.C.), and Sections 120.569(2)(i), 90.202, and 90.203, Florida Statutes, (F.S.), moves the Florida Public Service Commission (Commission) to take official recognition of the following:

- 2020 Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act, issued February 2021 (Exhibit A).
- 2021 Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act, issued November 2021 (Exhibit B).
- 2022 Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act, issued December 2022 (Exhibit C).
- 2023 Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act, issued November 2023 (Exhibit D).
- 2024 Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act, issued December 2024 (Exhibit E).

In support of its request, Commission Staff states as follows:

1. Section VI paragraph H of the Order Establishing Procedure sets out certain classes of documents for which Official Recognition need not be requested.¹ Parties seeking official recognition of any other materials shall notify all other parties and Commission Staff no later than one week prior to the first scheduled hearing date.

2. Pursuant to Rule 28-106.213, Florida Administrative Code, requests for official recognition shall be by motion and considered in accordance with Sections 90.201-.203, F.S., governing judicial notice.

¹ Order No. PSC-2025-0075-PCO-EI, issued March 14, 2025, in Docket No. 20250011-EI (OEP).

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3. Sections 90.202 and 90.203, F.S., set forth matters which may be judicially noticed, and certain conditions required for compulsory judicial notice, respectively.

4. Section 90.202(5) governs and allows for judicial notice for “Official actions of the legislative, executive, and judicial departments of the United States and of any state, territory, or jurisdiction of the United States.”

5. Exhibits A through E, as reports the Commission is required to issue by statute, constitute official actions of the State of Florida.

6. Furthermore, the reports in these exhibits are relevant to resolving one or more issues present in this proceeding.

7. Therefore, Commission Staff respectfully requests official recognition of Exhibits A-E attached hereto.

8. This motion shall also serve as notice pursuant to Section 120.569(2)(i), F.S., Rule 28-106.213(6), F.A.C., and paragraph H of section VI of the OEP.

9. Counsel for staff consulted with counsel for all parties regarding their positions on this motion on Friday, August 1st, 2025. Evgo Services, LLC, Electrify America, Federal Eexecutive Agencies, and the Office of Public Counsel indicated they have no position on the motion. Florida Industrial Power Users Group; Florida Energy for Innovation Association; Florida Retail Federation; Walmart; Florida Rising, Inc., LULAC, and Environmental Confederation of Southwest Florida; Florida Power & Light Company; and the Fuel Retailers indicated they have no objection to the motion. Floridians Against Increased Rates, Inc.. supports the motion, and Armstrong World Industries, Inc. and Southern Alliance for Clean Energy did not provide a response as of filing.

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RESPECTFULLY SUBMITTED, this 4th day of August, 2025:

/s/ Timothy Sparks

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DATED: AUGUST 4, 2025

CERTIFICATE OF SERVICE

I HEREBY CERTIFY that the NOTICE OF INTENT TO SEEK AND MOTION
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copy has been furnished to the following by electronic mail, this 4th day of August, 2025:

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FLORIDA
PUBLIC
SERVICE
COMMISSION

FEECA

Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act

As Required by Sections 366.82(10) and 377.703(2)(f), Florida Statutes

FEBRUARY 2021

Florida Public Service Commission

Annual Report on
**Activities
Pursuant
to the
Florida
Energy
Efficiency and
Conservation
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As Required by Sections 366.82(10) and
377.703(2)(f), Florida Statutes

February 2021

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List of Acronyms

C/I	Commercial and Industrial (Customers)
Commission or FPSC	Florida Public Service Commission
COVID-19	Coronavirus Disease 2019
DEF	Duke Energy Florida, LLC
DOE	U.S. Department of Energy
DSM	Demand-Side Management
ECCR	Energy Conservation Cost Recovery
EV	Electric Vehicle
F.A.C.	Florida Administrative Code
FEECA	Florida Energy Efficiency and Conservation Act
FLBC	Florida Building Code
FPL	Florida Power & Light Company
FPUC	Florida Public Utilities Company
F.S.	Florida Statutes
GPR	Gross Power Rating
GRIM	Gas Rate Impact Measure Test
Gulf	Gulf Power Company
GWh	Gigawatt-Hour
HVAC	Heating, Ventilation, and Air Conditioning
IOU	Investor-Owned Utility
JEA	Formerly known as Jacksonville Electric Authority
kWh	Kilowatt-Hour
LDC	Natural Gas Local Distribution Company
Load	Demand for Electricity
MMBtu	One Million British Thermal Units
MW	Megawatt
MWh	Megawatt-Hour
NGCCR	Natural Gas Conservation Cost Recovery
OUC	Orlando Utilities Commission
O&M	Operations and Maintenance
PV	Photovoltaic
PGS	Peoples Gas System
RIM	Rate Impact Measure Test
TECO	Tampa Electric Company
TRC	Total Resource Cost Test

Executive Summary

Purpose

Reducing the growth of Florida's peak electric demand and energy consumption became a statutory objective in 1980, with the enactment of the Florida Energy Efficiency and Conservation Act (FEECA). FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of the production and use of electricity and natural gas, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Sections 366.82(2) and 366.82(6), Florida Statutes (F.S.), require the Florida Public Service Commission (FPSC or Commission) to establish goals for the FEECA utilities and review the goals every five years, at minimum. The utilities are required to develop cost-effective demand-side management (DSM) plans that meet those goals and submit them to the Commission for approval.

Energy conservation and DSM in Florida is accomplished through a multi-pronged approach that includes energy efficiency requirements in building codes for new construction, federal appliance efficiency standards, utility programs, and energy education efforts. Utility programs, which are paid for by all customers, are aimed at increasing efficiency levels above building codes and appliance efficiency standards.

The Commission is required by Section 366.82(10), F.S., to provide an annual report to the Florida Legislature and the Governor summarizing the adopted goals and the progress made toward achieving those goals. Similarly, Section 377.703(2)(f), F.S., requires the Commission to file information on electricity and natural gas energy conservation programs with the Department of Agriculture and Consumer Services. Pursuant to Section 366.82(10), F.S., this report on conservation results achieved by the FEECA utilities is due to the Florida Legislature and Governor by March 1, 2021. This report reviews the 2019 annual goal results for each of the FEECA utilities and fulfills these statutory obligations.

The seven electric utilities and single natural gas utility currently subject to FEECA are:

- Five electric investor-owned utilities (IOUs), listed in order of sales
 - Florida Power & Light Company (FPL)
 - Duke Energy Florida, LLC (DEF)
 - Tampa Electric Company (TECO)
 - Gulf Power Company (Gulf)
 - Florida Public Utilities Company (FPUC)
- Two municipal electric utilities, listed in order of sales
 - JEA
 - Orlando Utilities Commission (OUC)
- One investor-owned natural gas local distribution company (LDC)
 - Peoples Gas System (PGS)

The Commission regulates the rates and conservation cost recovery of the five electric IOUs and the single FEECA LDC. In contrast, the Commission does not regulate the rates or conservation program costs of the two municipal electric utilities for which it sets DSM goals.

Report Layout

This report presents the FEECA utilities' progress towards achieving the Commission-established goals and the Commission's efforts in overseeing these conservation initiatives. This report details these efforts through the following five sections and appendices:

Section 1 provides a brief history of FEECA and a description of existing tools for increasing conservation throughout the State of Florida.

Section 2 discusses the DSM goalsetting process and the most recent Commission-established goals set for the FEECA utilities.

Section 3 reviews the utilities' goal achievements and progress within low-income programs and research and development programs.

Section 4 provides an overview of the associated 2019 DSM program costs recovered through the Energy Conservation Cost Recovery (ECCR) Clause (as applies to the five electric IOUs subject to FEECA) and Natural Gas Conservation Cost Recovery (NGCCR) Clause (as applies to a single FEECA LDC).

Section 5 discusses methods the Commission has used to educate consumers about conservation during the prior period, including a list of related web sites.

Appendices A and B provide a list of the currently-offered conservation programs and a description of each program's purpose.

Appendix C provides an overview of the audit programs sponsored by FEECA Utilities and information regarding how electric IOUs are adjusting energy audit program offerings in 2020 as a result of the COVID-19 pandemic.

2019 Goalsetting Proceeding

In April 2019, the electric FEECA utilities filed proposed conservation goals, including numeric goals for summer demand, winter demand, and annual energy savings, for the 2020-2029 period. On November 5, 2019, the Commission chose to reject the goals proposed by the electric FEECA utilities. Instead, the Commission opted to continue with the goals that were established in the 2014 goalsetting proceeding for the period 2020-2024 and directed its staff to review the FEECA process for potential updates and revisions as may be appropriate.¹ In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C. A rule development workshop for this docket is scheduled for January 14, 2021.²

¹Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

²See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

In May and June 2020, the Commission approved as filed the DSM Plans the municipal electric FEECA utilities submitted to meet the approved goals.³ In August 2020, the Commission approved as filed the DSM Plans the investor-owned electric FEECA utilities submitted.⁴

The 2014 approved goals were based on estimated energy and demand savings from measures that passed the Rate Impact Measure (RIM) and Participants cost-effectiveness tests.⁵ These tests were used to ensure that all ratepayers benefit from energy efficiency programs due to downward pressure on electric rates. Compared to its review in 2009, the Commission identified fewer cost-effective energy efficiency measures in 2014 as a result of more stringent building codes and appliance efficiency standards. Higher appliance efficiency standards and building codes contribute to conservation outside of utility-sponsored DSM programs. Additionally, reduced utility avoided costs, caused by relatively low natural gas prices, resulted in fewer cost-effective measures.

Section 366.82(2), F.S., also requires that the Commission adopt goals for increasing the development of demand-side renewable energy systems. In 2014, the Commission acknowledged that the solar pilot programs that were initiated in 2009 to satisfy this statutory requirement did not ultimately prove to be a cost-effective and equitable method for encouraging demand-side renewable energy as required by Section 366.82, F.S.⁶ However, the Commission recognized at that time, as it did again in its 2019 review, that the Commission's customer-owned renewable generation rule (Rule 25-6.065, F.A.C.) adopted in 2008 offered an effective means to encourage the development of demand-side renewable energy in the state, allowing customers a method for offsetting their energy usage. In addition, in 2020, the Commission initiated a fact-finding workshop to explore various topics regarding demand-side renewable energy system development.

The Commission also established numeric therm savings goals for a natural gas utility for the first time in 2019. In August 2019, the Commission approved 2019-2028 goals for PGS, based

³Order No. PSC-2020-0140-PAA-EG, issued May 12, 2020, in Docket No. 20200058-EG, *In re: Petition for approval of 2020 demand-side management plan, by Orlando Utilities Commission*; Order No. PSC-2020-0200-PAA-EG, issued June 24, 2020, in Docket No. 20200057-EG, *In re: Petition for approval of 2020 demand-side management plan, by JEA*.

⁴Order No. PSC-2020-0274-PAA-EG, issued August 3, 2020, in Docket Nos. 20200053-EG (TECO), 20200054-EG (DEF), 20200055-EG (FPL), 20200056-EG (Gulf), and 20200060-EG (FPUC), *In re: Petition for approval of 2020 demand-side management plans*.

⁵Order No. PSC-2014-0696-FOF-EU, issued December 16, 2014 (2014 Goalsetting Order), in Docket Nos. 20130199EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

⁶Although Section 366.82, F.S., requires the Commission to adopt goals for increasing the development of demand-side renewable energy systems, the Commission must also take into account the benefits and costs to participants and to the general body of ratepayers. In the 2014 Goalsetting Order, the Commission found that the FEECA utilities' continued implementation and compliance with Rule 25-6.065, F.A.C., Interconnection and Net Metering of Customer-Owned Renewable Generation ("Net Metering Rule"), was an appropriate goal for promoting the development of small customer-owned renewable generation.

upon programs it found were cost-effective.⁷ PGS also developed audit programs for its residential and commercial customers as part of the proceedings.

The 2019 goalsetting processes for all FEECA utilities are further discussed in Section 2.

2019 Achievements and Related Program Costs

Since FEECA's inception, it is estimated that DSM programs offered by electric FEECA utilities have reduced summer peak demand by 8,046 megawatts (MW) and winter peak demand by 7,373 MW. During 2019, the Florida electric FEECA utilities offered 110 residential and commercial programs focused on demand reduction and energy conservation. In addition, FEECA electric utilities performed over 249,000 residential and commercial energy audits. Each FEECA utility's achievements toward the 2019 Commission-approved goals are detailed in Section 3.

The Commission has authority, by statute, to allow investor-owned utilities to recover costs related to conservation.⁸ The Commission has implemented this authority for electric IOUs through the ECCR clause since 1980. For 2019, Florida's investor-owned electric utilities recovered approximately \$330 million in conservation program expenditures.

Conclusion

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards and state building codes for new construction, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating, ventilation, and air conditioning (HVAC) equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient new and renovated homes. Florida's electric and natural gas utilities also encourage conservation by offering energy audits, customer education, rebates on energy efficient equipment and building envelope improvements, and demand response programs.

Utilities design DSM programs to encourage conservation that exceeds levels set by current building codes and minimum efficiency standards. More stringent efficiency standards and building codes, as well as customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs. The level of realized savings from utility programs is uncertain because it requires voluntary participation and, in some cases, changes in customer behavior.

Because all customers pay for the utility conservation programs as a portion of their monthly utility bills, the Commission focuses on ensuring that all customers benefit from utility-sponsored DSM programs. The Commission also encourages customers to use energy efficiently

⁷Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand-side management goals and residential customer assisted and commercial walk-through energy audit programs, by Peoples Gas System*.

⁸Section 366.05(1), F.S.

through its customer education efforts. Overall, reducing Florida's electric demand and energy usage relies on customer education and participation in utility DSM programs, along with each individual's efforts to save electricity.

Conservation and renewable energy will continue to play an important role in Florida's energy future. The Commission is continuing its efforts to encourage cost-effective conservation that defers the need for new electric-generating capacity and reduces the use of fossil fuels. These initiatives support a balanced mix of resources that reliably and cost-effectively meet the needs of Florida's ratepayers.

Section 1. Florida Energy Efficiency and Conservation Act

1.1 FEECA History and Implementation

FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of electricity and natural gas production and use, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Pursuant to FEECA, the Commission is required to establish conservation goals and the FEECA utilities must develop DSM programs to meet those goals.

Originally, all electric utilities in Florida were subject to FEECA. In 1989, changes were made to the law limiting the requirement to electric utilities with more than 500 Gigawatt-Hour (GWh) of annual retail sales. At that time, 12 Florida utilities met this threshold requirement and their combined sales accounted for 94 percent of Florida's retail electricity sales. An additional change to the law encouraged cogeneration projects.

In 1996, the Florida Legislature raised the minimum retail sales threshold for municipal and cooperative electric utilities to 2,000 GWh. Retail sales for these utilities were measured as of July 1, 1993, and two municipal utilities met the threshold of the new law: JEA and OUC. In addition to these two utilities, all five Florida investor-owned electric utilities must comply with FEECA regardless of sales levels. No rural electric cooperatives are currently subject to FEECA.

FEECA also includes natural gas utilities whose annual retail sales volume is equal to or greater than 100 million therms. PGS is the only natural gas utility that meets the therm sales threshold for conservation goals under FEECA, and thus has its own Commission-approved DSM goals.

The FEECA statute also allows the Commission to provide appropriate financial rewards and penalties to the utilities over which it has rate-setting authority. The Commission also has the authority to allow an IOU to receive an additional return on equity of up to 50 basis points for exceeding 20 percent of its annual load growth through energy efficiency and conservation measures. To date, the Commission has not awarded financial rewards or assessed penalties for any of the IOUs through FEECA. The Commission does not have rate-setting authority over JEA and OUC and therefore cannot assess financial penalties or provide financial rewards under FEECA.

Table 1 lists the seven electric FEECA utilities and shows their 2019 retail electricity sales and the percentage of total statewide electricity sales by each utility. The table also includes the total energy sales for all non-FEECA utilities. Currently, the seven electric utilities that are subject to FEECA account for approximately 83.9 percent of all Florida energy sales.

Table 1
Energy Sales by Florida's Electric FEECA Utilities in 2019

Florida's Electric FEECA Utilities	Energy Sales (GWh)	Percent of Total Energy Sales
Florida Power & Light Company	111,929	46.5%
Duke Energy Florida, LLC	39,187	16.3%
Tampa Electric Company	19,784	8.2%
JEA	12,322	5.1%
Gulf Power Company	11,079	4.6%
Orlando Utilities Commission	6,826	2.8%
Florida Public Utilities Company	652	0.3%
Electric FEECA Utilities' Total	201,779	83.9%
Non-FEECA Utilities' Total	38,797	16.1%
Total Statewide Energy Sales	240,576	100.0%

Source: Commission's "Statistics of the Florida Electric Utility Industry" (Table 26) published in October 2020.

Sections 366.82(2) and 366.82(6), F.S., require the Commission to set demand-side management goals at least every five years for the utilities subject to FEECA. The Commission sets electric goals with respect to summer and winter electric-peak demand and annual energy savings over a ten-year period, with a re-evaluation every five years. Once goals are established, the electric FEECA utilities must submit DSM plans containing cost-effective programs intended to meet the goals for Commission approval.

In 2008, the Florida Legislature amended the FEECA statute, placing upon the Commission additional responsibilities when adopting conservation goals. These responsibilities included the consideration of the benefits and costs to program participants and ratepayers as a whole, as well as the need for energy efficiency incentives for customers and utilities. The Commission must also consider any costs imposed by state and federal regulations on greenhouse gas emissions.

1.2 FEECA's Influence on the Florida Energy Market

FEECA's mission is important to Florida's overall energy market. Florida's total electric consumption ranks among the highest in the country due to its sizeable population and climate-induced demand for cooling. When compared to the rest of the country, Florida's energy market is unique. The distinction is largely due to the state's climate, the high proportion of residential customers to total customers, and the reliance on electricity for heating and cooling.

Florida is typically a summer-peaking state. On a typical summer day, the statewide demand for electricity can increase from approximately 18,000 MW to 34,000 MW over the span of hours.⁹ Additionally, 87.6 percent of Florida's electricity customers are residential, consuming approximately 52.4 percent of the electrical energy produced. In contrast, nationally, residential

⁹Electric IOU responses to Staff's First Data Request, re: 2019 Ten-Year Site Plan.

customers account for only 38.1 percent of total electric sales, while commercial customers represent 36 percent of electric consumption and industrial customers represent 26 percent.¹⁰ Table 2 shows the makeup of Florida's electric customers by class and consumption.

Table 2
Florida's Electric Customers by Class and Consumption in 2019

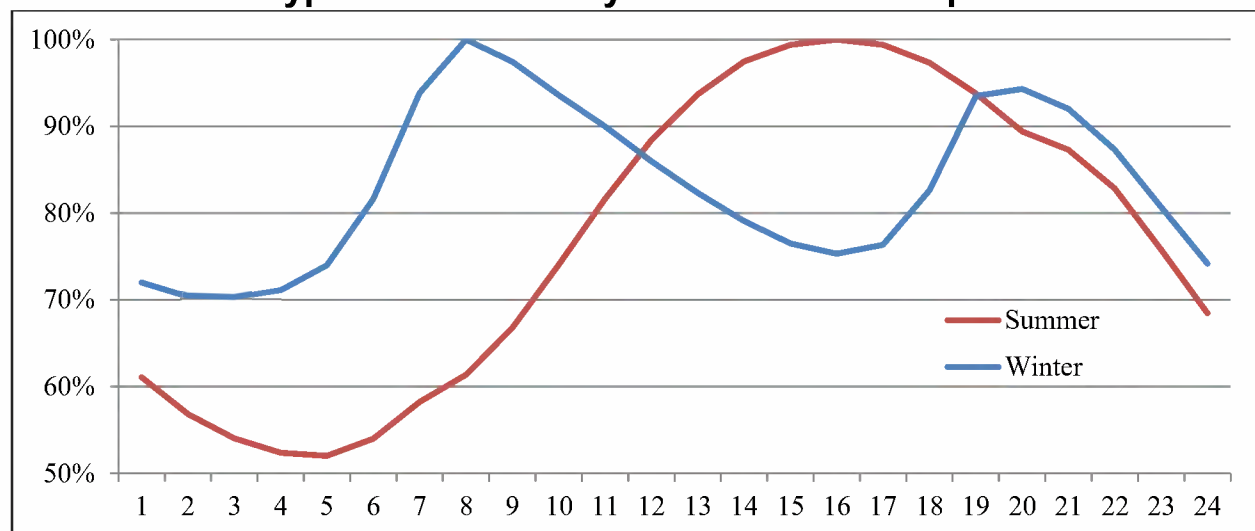
Customer Class	Number of Customers	Percent of Customers	Energy Sales (GWh)	Percent of Sales
Residential	9,583,632	87.6%	127,155	52.9%
Commercial	1,176,166	10.8%	86,831	36.1%
Industrial	25,245	0.2%	19,418	8.1%
Other*	153,454	1.4%	7,171	3.0%
Total	10,938,497	100.0%	240,576	100.0%

*Street and highway lighting, sales to public authorities, and interdepartmental sales.

Source: Commission's "Statistics of the Florida Electric Utility Industry" (Tables 26 and 33) published in October 2020.

Figure 1 shows the daily electric load curves for a typical Florida summer and winter day. In the summer, air conditioning demand starts to increase in the morning and peaks in the early evening; a pattern which aligns with the sun's heating of buildings. In comparison, the winter load curve has two peaks—the largest in mid-morning, followed by a smaller peak in the late evening—which correspond to heating loads.

Figure 1
Typical Florida Daily Electric Load Shapes



Source: Electric IOU responses to Staff's Data Request, re: 2020 Ten-Year Site Plan.

¹⁰ Annual data for 2019. <http://www.eia.gov/electricity/data.cfm#sales> Retail sales of electricity to ultimate consumers, annual, by sector by provider.

Residential load patterns are rapidly shifting and have high peak-to-trough variation. In contrast, commercial or industrial loads demonstrate more consistency throughout the 24-hour day and experience fewer spikes in demand.

Utilities dispatch additional generating capacity throughout the day to follow the customer load patterns. Peaking generating units, which are dispatched during high peak demand periods of the day, are less fuel-efficient than baseload or intermediate generating units. Utility DSM programs play a role in reducing energy usage and shifting peak demand. Therefore, they reduce the need to dispatch relatively fuel-inefficient generating units.¹¹ Over time, the need for additional generating capacity has grown in Florida, in large part due to population growth. In addition to providing fuel savings at existing generating units, utility-sponsored DSM programs and conservation efforts by individual consumers can avoid or defer the need for new electric generating capacity.

Utility-sponsored DSM programs are funded by all ratepayers. Therefore, in order to meet FEECA requirements, the Commission and utilities must ensure that the DSM programs created to reap the benefits of reduced fuel usage and deferred generating capacity are cost-effective, i.e. less costly than generation. The Commission's methodologies to determine the cost-effectiveness of demand-side management programs are explained in detail in Section 2.1.

FEECA has been successful in reducing the growth rates of weather-sensitive peak electric demand and conserving expensive fuel resources. Since its inception, FEECA utility-sponsored electric DSM programs have cumulatively saved 8,046 MW of summer peak demand and 7,373 MW of winter peak demand, referenced in Table 3. This reduction in peak demand has deferred the need for new generating capacity. In 2019, FEECA DSM programs saved 252 GWh, enough electricity to power approximately 18,953 homes for a year.¹² These energy savings have offset the use of existing generating units, resulting in fuel and variable operations and maintenance (O&M) cost savings.

Table 3
Estimated Cumulative DSM Savings Since 1980

Type	Savings
Summer Peak Demand	8,046 MW
Winter Peak Demand	7,373 MW
Annual Energy Reduction	11,348 GWh

Source: Florida Reliability Coordinating Council Load and Resource Plan 2020, S-3, S-4, S-5.

¹¹Electric generating units typically are categorized as baseload, intermediate, or peaking. Aside from planned and forced outages, baseload units are scheduled to operate continuously. Intermediate units generate power to follow load for periods of time, but are not planned to operate nonstop. Peaking units supplement baseload and intermediate power, operating during high-demand, or peak, periods.

¹² Average annual Florida household energy usage in 2019 was 13,296 kWh. See https://www.eia.gov/electricity/sales_revenue_price/pdf/table5_a.pdf

Currently, the electric FEECA utilities provide 110 programs for residential, commercial, and industrial customers. Programs focus on either reducing energy use at a given moment, which shifts/reduces demand, or toward reducing overall energy consumption over a period of time. Utility-sponsored DSM programs are an important means of achieving demand and energy savings and these programs are designed to encourage customer conservation efforts.

Additionally, residential energy audits, required by Section 366.82(11), F.S., serve as an avenue to identify and evaluate conservation opportunities for customers, including the potential participation in utility-sponsored DSM and conservation programs. Energy audits also educate customers on behavioral changes and energy efficiency investments they can make outside of utility-sponsored DSM programs. During 2019, FEECA electric utilities performed 241,025 residential audits. Though FEECA does not require commercial energy audits, FEECA electric utilities also performed 8,506 commercial energy audits in 2019. Additional information about these results is presented in Appendix C.

1.3 Recovery of Conservation Expenditures

The IOUs are allowed by Commission Rule 25-17.015, F.A.C., to recover reasonable expenses for DSM programs through the ECCR clause. Such expenses may include administrative costs, equipment, and incentive payments. Before attempting to recover costs through the ECCR clause, a utility must prove that its DSM programs are cost-effective. Utilities must have Commission approval for any new programs or program modifications prior to seeking cost recovery.

Commission Rule 25-17.015, F.A.C., also permits natural gas LDCs to seek recovery for costs related to Commission-approved conservation programs. While PGS is the only natural gas utility subject to FEECA, the other Florida LDCs offer Commission-approved DSM programs without a specific therm savings goal. Natural gas conservation programs have historically focused on providing rebates to residential customers that support the replacement of less efficient appliances with new, energy-efficient gas appliances. However, many LDCs have expanded their rebate programs to commercial customers.¹³

On an annual basis, the Commission conducts financial audits of DSM program expenses that are included in the electric IOUs' and LDCs' ECCR cost recovery requests. A full evidentiary hearing is held to determine the cost recovery factors to be applied to customer bills in the following year. The Commission-approved 2021 conservation cost recovery factors are discussed further in Section 4.

¹³Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 20130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

Section 2. DSM Goalsetting

2.1 DSM Program Cost-Effectiveness and Energy Savings

Section 366.81, F.S., requires utility conservation programs to be cost-effective. This statutory requirement is codified in Rule 25-17.008, F.A.C., for electric utilities and Rule 25-17.009, F.A.C., for natural gas LDCs. The rules identify the cost-effectiveness methodologies to be used and require that utilities provide cost and benefit information to the Commission when requesting to add a program or make changes or additions to an existing program.

The Commission requires that electric utilities measure cost-effectiveness from three perspectives, at a minimum - the program participant, the utility's ratepayers, and society's overall cost for energy services. The Participants test, the Rate Impact Measure (RIM) test, and the Total Resource Cost (TRC) test capture these viewpoints. The electric FEECA utilities are required to provide the results of all three tests when seeking to add a new program or make changes to an existing program.

Similarly, Rule 25-17.009, F.A.C., requires natural gas LDCs to prove that their conservation programs are cost-effective by passing the Participants test and Gas Rate Impact Measure Test (GRIM). The GRIM test is a modified version of the RIM test, specific to gas utilities. Natural gas LDCs are also required to provide the results of these tests when seeking to add a new program or modify an existing program.

Table 4 summarizes the costs and benefits considered in the three Commission-approved electric cost-effectiveness methodologies for electric utilities.

Table 4
Summary of Electric Cost-Effectiveness Methodologies

	Participants	RIM	TRC
Benefits			
Bill Reduction	X		
Incentives Received	X		
Avoided Generation (Capital and O&M)		X	X
Avoided Transmission (Capital and O&M)		X	X
Fuel savings		X	X
Costs			
Program Costs		X	X
Incentives Paid		X	
Lost Revenues		X	
Participant's Costs (Capital and O&M)	X		X

Participants Test

The Participants test analyzes costs and benefits from a program participant's point of view, rather than the impact on the utility and other ratepayers not participating in the program. The Participants test includes the up-front costs customers pay for equipment and costs to maintain this equipment. Benefits considered in the test include the incentives paid by utilities to the customers and the reduction in customer bills. Failure to demonstrate cost-effectiveness under this test would infer that rational customers would not elect to participate in this program.

Rate Impact Measure (RIM) Test

The RIM test is designed to ensure that all ratepayers, not just the program's participants, will benefit from a proposed DSM program. The RIM test includes the costs associated with incentive payments to participating customers and decreased revenues to the utility. DSM programs can reduce utility revenues due to reduced kilowatt-hour (kWh) sales and reduced demand. The decreased utility revenues typically are recovered from the general body of ratepayers at the time of a rate case. A DSM program that passes the RIM test ensures that all customer rates are the same or lower than rates would be without the DSM program.

Total Resource Cost (TRC) Test

The TRC test measures the overall economic efficiency of a DSM program from a social perspective. This test measures the net costs of a DSM program based on its total costs, including both the participants' and the utility's costs. Unlike the RIM test, customer incentives and decreased utility revenues are not included as costs in the TRC test. Instead, these factors are treated as transfer payments among ratepayers. Moreover, if appropriate, certain external costs and benefits such as environmental impacts may be taken into account. Because incentives and foregone revenues are not treated as "costs," electric rates for all customers tend to be higher for programs implemented solely using the TRC test to judge cost-effectiveness.

Ensuring Cost-Effectiveness

Ensuring utility-sponsored DSM programs remain cost-effective benefits the general body of electric ratepayers. These programs can reduce costs to ratepayers by postponing capital expenditures such as future power plant construction, and reducing current electrical generation costs, including fuel and variable O&M costs. DSM programs can also benefit customers by improving reliability.

When an IOU determines that a DSM program is no longer cost-effective, the utility should petition the Commission for modification or discontinuation of the program. In many instances, programs may need to be modified due to the adoption of a more stringent appliance efficiency standard or building code. In contrast, if new efficiency measures become available that are cost-effective, the utility may petition the Commission for approval of a new program.

2019 Electric DSM Goalsetting Proceeding

Pursuant to Sections 366.82(2) and 366.82(6), F.S., the electric FEECA utilities filed proposed goals for the 2020-2029 period in April 2019. The utilities proposed goals that were lower overall than those established in the 2014 goalsetting proceeding, with some utilities proposing goals of zero or near-zero for the 10-year period. A technical hearing on the proposed goals was held on August 12 and 13, 2019. The Commission heard testimony on cost-effectiveness tests,

whether a goal of zero fulfilled statutory requirements, how to account for free ridership, and how to ensure low-income customers are able to effectively participate in DSM programs.

By issuing Order No. PSC-2019-0509-FOF-EG¹⁴ on November 26, 2019, the Commission rejected the goals proposed by the electric FEECA utilities and chose to continue with the 2020-2024 portion of the goals established in the 2014 goalsetting proceeding.¹⁵ While the goalsetting process produces annual goals, the cumulative goals for the entire 10-year period are shown in Table 5 for illustrative purposes. The Commission also expressed a desire to review the goalsetting process for potential revisions. In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C. A rule development workshop for this docket is scheduled for January 14, 2021.¹⁶

Table 5
Cumulative Commission-Approved Electric DSM Goals, 2015-2024

Electric Utility	Summer Demand Goals (MW)	Winter Demand Goals (MW)	Annual Energy Goals (GWh)
FPL	526.1	324.2	526.3
DEF	259.1	419.3	195.0
TECO	56.3	78.3	144.3
Gulf	68.1	36.7	84.2
FPUC	1.3	0.4	2.0
OUC	5.0	8.4	13.0
JEA	10.8	9.7	25.8
Total	926.7	877.0	990.6

Source: Order No. PSC-2014-0696-FOF-EU.

The goals established in 2014 were based upon estimated energy and demand savings from measures that passed both the RIM and Participants cost-effectiveness tests. Measures that pass the Participants test ensure that participating customers' benefits exceed the costs of the measure or program to the participants. Use of the RIM test minimizes subsidies between customers who participate in DSM programs and those who do not participate but pay for program expenditures. The RIM test also ensures rates would remain the same or lower than otherwise would occur.

As part of its review of goals in 2019, the Commission required the electric IOUs to continue implementing Rule 25-6.065, F.A.C., (Customer-owned Renewable Generation Rule) as a means of encouraging the development of demand-side renewable energy systems. Figure 2 shows the

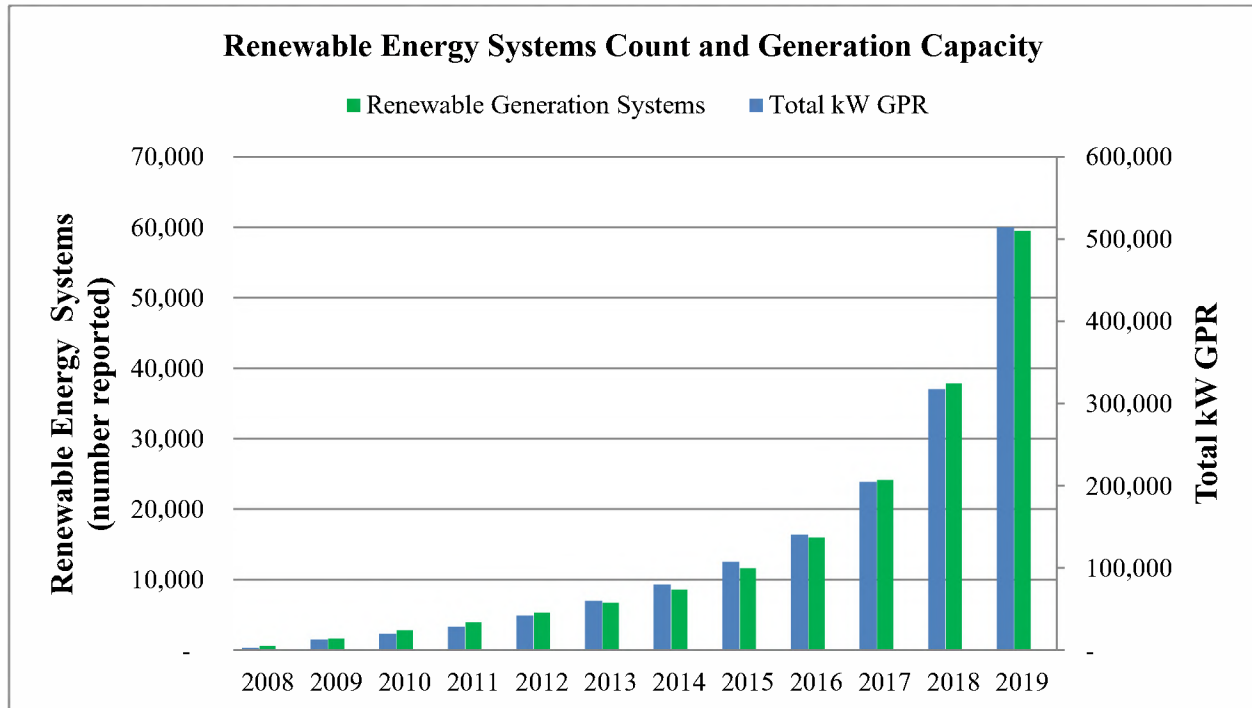
¹⁴ Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

¹⁵ Within 90 days of the issuance of the Order approving goals, the electric FEECA Utilities shall file individual DSM plans designed to meet their approved goals.

¹⁶ See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

growth in the number of customer-owned renewable energy systems in Florida, as well as the growth in gross power ratings (i.e. generating capacity) from 2008 through 2019.

Figure 2
Demand-Side Renewable Energy Systems



Source: Data compiled from Interconnection and Net Metering Reports provided to the Commission from IOU, municipal, and rural electric cooperative electric companies, 2008-2019.

2.2 Summary of the 2019 Goalsetting Process for Peoples Gas

PGS is the only natural gas utility that meets the therm sales threshold for establishing conservation goals under FEECA. In October 2018, PGS filed a petition for approval of numeric therm reduction goals for the 2019-2028 period. PGS estimated its goals based upon its current Commission-approved DSM programs. Because PGS had existing programs already in place, there is expected to be no additional cost to its customers, aside from the new audit programs. PGS utilized the Participants and GRIM tests to calculate its goals.¹⁷ The Commission approved the goals for PGS in Order No. PSC-2019-0361-PAA-GU, issued in August 26, 2019. Table 6 shows the 10-year therm-savings goals for PGS over the 2019-2028 period.

¹⁷Rule 25-17.009, F.A.C., requires natural gas conservation programs to pass the Participants test and the GRIM test in order to prove cost-effectiveness.

Table 6
Commission-Approved DSM Goals for PGS, 2019-2028

Cumulative Savings, in Therms		
Residential	Small-Commercial	Combined
3,749,583	2,426,634	6,176,217

Source: Order No. PSC-2019-0361-PAA-GU.

PGS was also required to develop a residential audit program as part of the goalsetting process. However, PGS filed for and was granted a waiver of Rules 25-17.003(3)(a) and (b), F.A.C., which require all FEECA utilities to offer residential customers three different types of on-site audits - Building Energy Efficiency Rating System (BERS) Audits, Computer-Assisted Audits, and Walk-Through Audits. PGS argued that the on-site audits would impose a substantial hardship on the Company and that the purpose of the underlying statute can be achieved by other means. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. The Commission approved the implementation of the electronic audits for PGS's residential customers, as well as on-site audits for its commercial customers, beginning in 2020. Customers of PGS are still eligible to receive walk-through energy audits through their electricity provider.

2.3 Impact of Outside Factors on FEECA Utility DSM Programs

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards and state building codes, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating and air conditioning equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient new and renovated homes.

Utilities design DSM programs to encourage conservation that exceeds levels set by current building codes and minimum efficiency standards. More stringent efficiency standards and building codes, as well as customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs.

Federal efficiency standards and state building codes establish a baseline in assessing the cost-effectiveness of a potential DSM program. Florida utility DSM programs offer rebates and incentives for appliances that exceed federally established minimum efficiency standards. However, increases in federal efficiency standards, independent conservation efforts by consumers, and general conservation practices make it more challenging for utilities to achieve demand and energy savings through DSM programs. Moreover, participation rates in the utility programs are driven by the anticipated payback to the participating customer. While utility incentives tend to increase customers' "take rate" in conservation programs, electric rates are also a contributing factor in customers' decisions to invest in more efficient appliances. Thus, low or declining electric prices tend to reduce customer energy efficiency investments. This

makes it crucial that the FEECA utilities frequently evaluate conservation programs to ensure that they remain cost-effective. Likewise, the FEECA utilities are also expected to evaluate the potential for new, cost-effective DSM program opportunities as energy-efficiency technologies develop.

The cost-effectiveness of DSM measures has declined due to several factors outside of the FEECA utilities' control. First, new federal efficiency standards and state building codes have become more stringent over time. These higher standards and codes decrease the number of cost-effective DSM measures that can be offered by the electric utilities. Second, natural gas is the primary fuel source for electricity generation in Florida. The average price of natural gas fell from \$8.86/MMBtu in 2008 to \$3.73/MMBtu in 2013, the most recent full year before the Commission established the 2015-2024 DSM goals.¹⁸ In turn, lower natural gas prices reduced utility avoided costs, making fewer programs pass cost-effectiveness testing.¹⁹ Lower fuel prices can also impact customer participation in utility-sponsored DSM programs due to reduced monthly electric bills. As a result, customers could have less of an incentive to implement energy efficiency measures.

State Building Code

At the state level, the FLBC is amended annually to incorporate interpretations and clarifications as well as to update efficiency standards. The Florida Building Commission updates the FLBC with relevant new standards every three years. In 2017, the FLBC was updated and became effective in December 2017. After review of the updated FLBC and the existing DSM programs, it was found that there was no impact on the programs established as a result of the 2014 goalsetting proceeding. The FLBC is scheduled to be updated again in December 2020.

Federal Government Efficiency Standards

At the federal government level, the U.S. Department of Energy's (DOE) Building Technologies Office establishes minimum energy efficiency standards for more than 60 categories of appliances and other equipment, including HVAC equipment. According to DOE, "Products covered by standards represent about 90 percent of home energy use, 60 percent of commercial building use, and 30 percent of industrial energy use."²⁰ In July 2019, DOE reported that they had completed 14 rulemaking actions in the first half of the year, including one final rule for conservation standards addressing external power supplies. The DOE also reported 73 pending Energy Conservation Standards and Test Procedures in consideration or development. Some of the products being considered for Conservation Standards and Test Procedures include commercial ice makers, ceiling fans, dishwashers, faucets, and showerheads. Further details can be found on the DOE Office of Energy Efficiency and Renewable Energy's buildings reports website at <http://energy.gov/eere/buildings/reports-and-publications>.

Federal standards that change the baseline requirements for a product may have a direct effect on DSM programs. If a DSM program is no longer cost effective as a result of changing federal standards, then the utility should file a petition to modify or discontinue the program.

¹⁸EIA Henry Hub Natural Gas Spot Price Annual Average <https://www.eia.gov/dnav/ng/hist/rngwhhdD.htm>

¹⁹Current gas prices have remained low at \$2.56/MMBtu as of August 28, 2020.

<https://www.eia.gov/naturalgas/weekly/>

²⁰<http://energy.gov/eere/buildings/appliance-and-equipment-standards-program>

Section 3. FEECA Utilities' Goal Achievements

3.1 Assessing Goal Achievement

Commission rules require separate goals be set for electric residential and commercial/industrial (C/I) customers, assigning context to measuring goal achievement within these two primary customer categories. Each utility's achievements in these categories are also combined and compared against total goals.

Each FEECA utility must file an annual DSM report pursuant to Rule 25-17.0021, F.A.C., which summarizes demand savings, energy savings, and customer participation rates for each approved program. The report also includes the residential, C/I, and total energy efficiency achievements compared to the approved DSM goals. Each FEECA utility's current (2019) and archived annual DSM reports from prior years can be found on the Commission's website: <http://www.floridapsc.com/>.

Monitoring annual goal achievements enables the Commission to evaluate the effectiveness of each utility's programs. In addition to reviewing the FEECA utilities' annual DSM reports, staff may request additional information from the utilities on their demand and energy saving achievements. Staff's data requests can, for example, seek explanations of factors preventing the utilities from achieving projected participation levels. Each FEECA utility's DSM performance in 2019 is discussed below. The utility achievements have been compared to the annual goals established by the Commission in November 2014. Table 7 provides a breakdown of each electric utility's goal achievements for the period.

FPL

FPL met its 2019 total goals and all individual demand goals. However, it achieved 90 percent of its total Residential Energy Savings Goal. FPL cited changes in the air conditioning marketplace for the lack of residential savings.

DEF

DEF met its 2019 total goals and all individual customer class goals.

TECO

TECO met its 2019 total goals and all individual customer class goals.

Gulf

Gulf did not achieve any of its 2019 goals. Gulf cited the lingering impacts of Hurricane Michael and the reduction in vendor partners as impacting customer participation in DSM programs. Hurricane Michael struck Northwest Florida in October 2018, impacting all eight counties in Gulf's service territory, and resulting in wide-spread damage and property losses suffered by Gulf's customer.²¹ Gulf has indicated that the lingering impacts of Hurricane Michael

²¹ See Docket No. 20190038-EI, Petition by Gulf Power Company for Limited Proceeding for Recovery of Incremental Storm Restoration Costs Related to Hurricane Michael. Hurricane Michael, which generated maximum

contributed to the decline in customer participation in Gulf's residential and commercial audit programs recorded for 2019 relative to 2018. Energy audits function as a gateway to greater DSM program participation.

A review of Gulf's annual DSM report reveals that Gulf did not achieve anticipated demand or energy savings in six out of the eight residential programs that count towards goals, as well as all four commercial/industrial programs. Gulf cited that feedback from its vendor partners indicated that the level and nature of the incentives in some of its DSM programs were not attractive to customers or to the Company's vendor partners. For example, Gulf's Residential HVAC Efficiency Improvement program, which showed year over year declines in customer participation since 2017, experienced a decline in vendor partners who assist in publicizing this program.

Gulf's new DSM plan and programs approved in 2020 feature reworked programs and incentives.

FPUC

FPUC met all of its 2019 total and residential goals; however, it did not meet any of its C/I goals. The Company cited a lack of customer interest in its C/I programs and low incentives as factors.

JEA

JEA met its 2019 total goals and all individual customer class goals.

OUC

OUC met its 2019 total goals and all individual customer class goals.

sustained winds of 155 mph as it made landfall approximately 20 miles southeast of Panama City, Florida, was the strongest storm to ever make landfall in Northwest Florida.

Table 7
Electric DSM Goals Compared to Annual (2019) Achievements

Utility	Winter (MW)		Summer (MW)		Annual (GWh)	
	Goals	Achieved Reduction	Goals	Achieved Reduction	Goals	Achieved Reduction
FPL*						
Residential	16.4	19.7	26.5	29.8	24.2	21.7
Commercial/Industrial	15.7	18.8	25.8	29.7	27.3	32.5
Total	32.1	38.5	52.3	59.4	51.5	54.2
DEF						
Residential	38.0	46.0	18.0	27.0	13.0	43.0
Commercial/Industrial	5.0	70.0	9.0	91.0	8.0	38.0
Total	43.0	116.0	27.0	118.0	21.0	81.0
TECO						
Residential	7.6	8.3	3.1	5.7	6.9	16.8
Commercial/Industrial	1.6	22.4	3.3	29.2	9.9	74.6
Total	9.2	30.7	6.4	35.0	16.8	91.4
Gulf						
Residential	3.40	1.86	5.90	2.58	6.00	3.80
Commercial/Industrial	0.20	0.02	0.70	0.49	2.20	1.09
Total	3.60	1.88	6.60	3.07	8.20	4.89
FPUC						
Residential	0.03	0.11	0.08	0.19	0.05	0.39
Commercial/Industrial	0.02	0.00	0.05	0.01	0.15	0.03
Total	0.05	0.11	0.13	0.20	0.20	0.42
JEA						
Residential	0.96	2.06	0.94	2.81	2.50	6.30
Commercial/Industrial	0.01	0.02	0.14	0.77	0.08	2.15
Total	0.97	2.08	1.08	3.58	2.58	8.45
OUC						
Residential	0.21	0.35	0.20	0.50	0.72	1.03
Commercial/Industrial	0.66	2.56	0.37	3.03	0.82	11.33
Total	0.87	2.91	0.57	3.54	1.54	12.36

*Bold numbers indicate the utility did not meet its annual goals within that category.
Source: FEECA utilities' demand-side management annual reports.

PGS

Table 8 provides a breakdown of the goal achievements for PGS for the period. Therm-savings goals for PGS were first approved in August 2019. PGS met its 2019 total goals and all individual customer class goals.

Table 8
PGS DSM Goals Compared to Annual (2019) Achievements

Utility	Annual Energy Reduction, in Therms	
	Goals	Achieved Reduction
PGS		
Residential	338,439	392,946
Commercial/Industrial	216,155	375,139
Total	554,594	768,084

Source: PGS' DSM annual report.

3.2 Low-Income Programs

The 2014 DSM Goals Order²² states, “When the FEECA utilities file their DSM implementation plans, each plan should address how the utilities will assist and educate their low-income customers, specifically with respect to the measures with a two-year or less payback.”²³ In accordance with this Order, each electric FEECA utility has implemented programs within its DSM plan that address low-income conservation. Low-income customer participation in energy conservation programs furthers the intent of FEECA by encouraging potential demand and energy reduction in the State of Florida. Customers that participate in these programs benefit through increased knowledge of conservation opportunities and through rebates on energy saving equipment, resulting in potential bill reduction.

Low-income programs mainly focus on efforts to provide energy efficiency information, weatherization opportunities and the installation of energy efficient measures to residential homes. In many cases, the utilities have established partnerships with government and non-profit agencies. They work together to help identify low-income neighborhoods and educate customers on conservation opportunities through energy audits, bill inserts, presentations, and other measures.

All of the electric FEECA utilities submitted programs in 2015 in their DSM plans highlighting how they reach and encourage qualifying customers. Each FEECA utility’s conservation efforts with respect to low-income customers during 2019 are discussed below.²⁴

²²The 2014 DSM Goals Order references electric utilities only.

²³Order No. PSC-14-0696-FOF-EU, issued December 16, 2014, in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

²⁴This report covers the programs in 2019, which were a part of the 2015 approved DSM Plans. The newly approved 2020 DSM plans and programs will be addressed in next year’s report.

FPL

FPL states that its energy audit, the Residential Energy Survey, is available to all customers and is a way to identify energy-saving opportunities at no cost to the customer. In 2017, FPL continued to enhance the Energy Retrofit sector of its Residential Low-Income Program. Changes included proactive outreach to customers in designated low-income zip codes to offer retrofit services. It also allowed field service representatives the ability to perform retrofits in designated low-income zip codes during energy surveys. These enhancements helped the program exceed projected participation in each period since 2017. Participation levels in 2019 were approximately 40 percent higher than FPL's original projection.

DEF

DEF offers information to its customers about energy conservation programs through bill inserts, the Company's website, and community outreach efforts. DEF's outreach efforts include meetings with community leaders and presentations at local conferences. In 2019, DEF hosted neighborhood dinner meetings at local community centers where they shared information about how to lower utility bills and explained the opportunities available through DEF's Low-Income Weatherization Assistance Program and other DSM programs.

TECO

TECO utilizes a multi-pronged approach of communication and education to reach out to low-income customers. Over the past few years, TECO has increased customer awareness by adding several new communication avenues, largely in social media, and focusing on increasing participation in energy education and awareness events. In 2019, TECO reviewed its low-income programs in order to make changes in 2020, including providing direct market materials to its Neighborhood Weatherization Program team.

Gulf

Gulf's customer service representatives provide conservation program information, as appropriate, when customers contact the Company with billing concerns or questions about savings options. These services, as well as the audit programs it offers, are available to all customers regardless of economic status. Gulf specifically targets lower-income neighborhoods via its Community Energy Saver program. Gulf has also partnered with the Salvation Army to provide an instructor-led energy education session as part of the agency's financial literacy training for clients. Since 2018, this partnership has provided an additional avenue for Gulf to access customers who are in the most need of assistance.

FPUC

In 2019, the Company hosted on-site events to educate its customers about energy efficiency and to offer energy conservation surveys and measures to combat high electrical usage. These events targeted low-income senior centers or housing developments. On an on-going basis, the Company searches for opportunities like this to reach this key demographic.

JEA

JEA provides a specific program for low-income customers called its Neighborhood Energy Efficiency Program. This program includes the installation of conservation products and provides energy education packets that give customers energy-saving ideas and information

about JEA's other DSM programs, as well as community conservation programs. JEA also provides speakers from its Ambassador Team to give a "Savings Without Sacrifice" presentation to neighborhood associations, churches, schools, community development groups, and other organizations in low-income neighborhoods. JEA holds regular meal events with leaders of multiple advocacy groups for low-income customers, seniors, and disabled persons to keep these leaders aware of utility programs, changes, and resources.

OUC

In 2019, OUC continued its Project Care and Efficiency Delivered programs to reach low-income customers. Project Care assists customers in paying their energy bills and implementing energy efficiency measures. OUC donates \$2 for every \$1 donated to the program. Efficiency Delivered offers up to \$2,000 of energy and water efficiency upgrades. For households with income of less than \$40,000, OUC pays 85 percent of costs. Qualified participants pay the remaining 15 percent over the first 12 months, interest free.

OUC's Power Pass Program allows customers to pay-as-they-go or pay in advance for utility services. The program is ideal for low-income customers because it requires no deposits, late fees, or monthly bills.

3.3 Investor-Owned Utility Research and Development Programs

In addition to specific DSM programs that provide measurable demand and energy savings, the five electric IOUs conduct conservation research and development initiatives to evaluate emerging DSM opportunities. In these programs, Florida's electric IOUs often partner with universities or established industry research organizations. With the constant arrival of new electricity-consuming products and new technologies, research and development by Florida's electric IOUs creates a unique opportunity to identify emergent options to conserve electricity. The recent initiatives undertaken by the electric IOUs are discussed below.

FPL

FPL participates in relevant co-funded projects through the DOE and national organizations such as Electric Power Research Institute (EPRI). This co-funding approach enables FPL to participate in larger research projects and gain insights at a fraction of the total cost. In 2018, FPL continued its participation in multiple EPRI programs, such as the Technology Innovation Program and the End-Use Energy Efficiency and Demand Response Research Program. These projects are ongoing and therefore did not produce any final reports in 2019.

DEF

DEF continued a project with the University of South Florida to leverage customer-sited solar PV and energy storage for a cost-effective demand response program. DEF also continued its research on CTA-2045 Technology, a port that enables connected appliances to receive and execute commands, and its potential for energy conservation programs. The Company continued to work on numerous other projects, including Energy Management Circuit Breakers, cloud communications to control variable-capacity heat pumps, and gathering data on how customers charge their electric vehicles. New for 2019, DEF is looking into leveraging DSM of residential

loads to provide grid resiliency and launched a project to document the value of long-duration customer-side energy storage systems.

TECO

In 2019, TECO continued several of its battery storage research initiatives, including a project exploring the use of large commercial electric vehicle lithium-ion batteries to export power to the Company's grid during peak times. TECO also continued examining a Commercial Small to Mid-sized Business Online Energy Audit program and researching Home Energy Management Systems, including Heat Pump Water Heaters, in its Energy Planner Program.

Gulf

Gulf completed two projects in 2018 that revolve around the Tesla Powerwall, a rechargeable energy storage product designed for home use. The Tesla Powerwall Demand Response project investigates the ability of the Powerwall to improve the effectiveness of current DSM programs, specifically its impact on load-shifting and peak reduction. The Tesla Powerwall Demand Photovoltaic Project evaluates the impact of solar shifting and solar smoothing, and how battery storage may be able to overcome the typical shortcomings of grid-tied solar photovoltaics. Gulf did not initiate any new projects in 2019.

FPUC

In 2019, FPUC installed the second and third systems in its Distributed Battery Technology Pilot Program. This research explores the impacts battery technology has on FPUC's electrical system and how this may provide future benefits to customers. FPUC is currently monitoring the performance of the program's solar array while connected to various battery systems.

Section 4. Conservation Cost Recovery

Florida's IOUs are allowed to recover reasonable expenses for Commission-approved DSM programs through cost recovery clauses. For electric IOUs, the recovery mechanism is the ECCR clause. For natural gas LDCs, the recovery mechanism is the Natural Gas Conservation Cost Recovery (NGCCR) clause. These costs include utility expenses such as administrative costs, equipment, and incentive payments to customers. Before requesting recovery of costs through the ECCR clause, an electric IOU must prove that its DSM programs are cost-effective and benefit the general body of ratepayers. The Commission conducts a financial audit each year prior to approving cost recovery of these expenses.

4.1 Electric IOU Cost Recovery

From 2010 through 2014, annual electric utility expenditures to fund conservation programs grew due to additions and modifications of these programs. However, annual costs recovered from customers through the ECCR clause after 2014 have declined for most IOUs, due to DSM program modifications designed to meet the Commission's 2014 goals. Table 9 shows the annual DSM expenditures recovered by Florida's IOUs from 2010-2019.

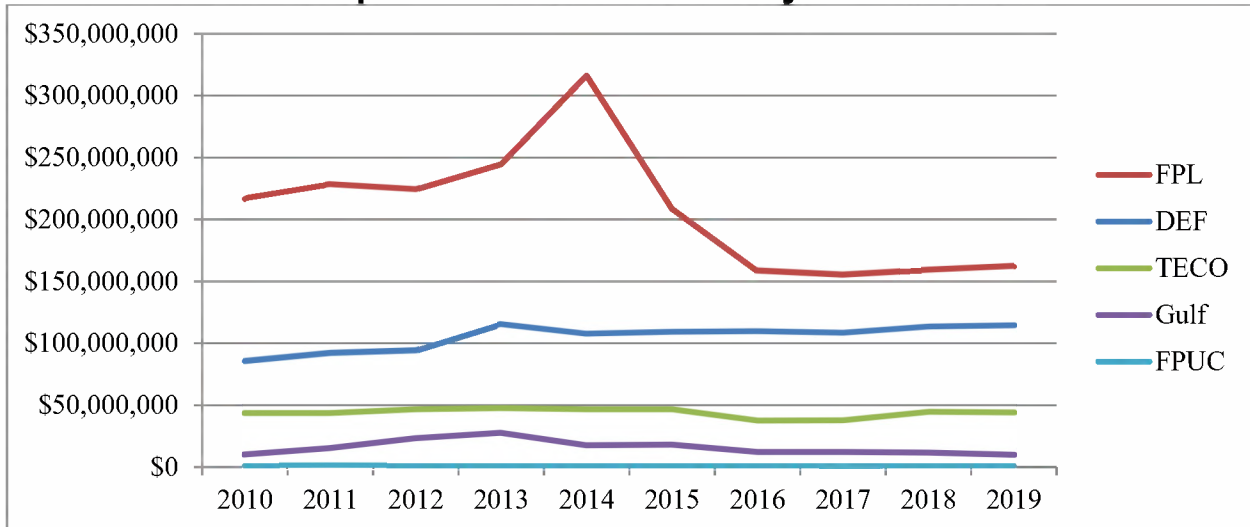
Table 9
DSM Expenditures Recovered by IOUs

	FPL	DEF	TECO	Gulf	FPUC	Total
2010	\$216,568,331	\$85,354,924	\$43,371,442	\$9,859,407	\$693,331	\$355,847,435
2011	\$228,293,640	\$91,738,039	\$43,349,092	\$15,003,596	\$954,297	\$379,338,664
2012	\$224,033,738	\$93,728,110	\$46,593,831	\$22,885,826	\$695,235	\$387,936,740
2013	\$244,443,534	\$115,035,455	\$47,502,652	\$27,431,962	\$806,698	\$435,220,301
2014	\$316,311,166	\$107,033,335	\$46,620,508	\$17,412,618	\$772,612	\$488,150,239
2015	\$208,643,788	\$108,455,141	\$46,516,401	\$17,961,885	\$718,616	\$382,295,831
2016	\$158,174,787	\$109,155,438	\$37,242,148	\$11,915,459	\$687,590	\$317,175,422
2017	\$154,916,595	\$107,890,962	\$37,585,598	\$11,854,558	\$640,996	\$312,888,709
2018	\$158,735,829	\$112,863,333	\$44,558,717	\$11,399,250	\$656,154	\$328,213,283
2019	\$161,738,898	\$114,084,224	\$43,988,528	\$9,607,262	\$865,843	\$330,284,755
Total						\$3,717,351,379

Source: Docket Nos. 20110002-EG through 20200002-EG, Schedules CT-2 from the IOUs' May testimony.

Figure 3 shows trends in annual DSM expenditures for the five electric IOUs from 2010 to 2019.

Figure 3
DSM Expenditures Recovered by Electric IOUs



Source: Docket Nos. 20110002-EG through 20200002-EG, Schedules CT-2 from the IOUs' May testimony.

*FPL's 2014 recovery included a one-time \$56.3 million payment to Solid Waste Authority of Palm Beach County.

During the annual ECCR clause proceedings, the Commission approves the ECCR factors, by customer class, which each utility will apply to the energy and demand portions of customer bills. These factors are set using each IOU's estimated conservation costs for the next year and reconciliation for any actual conservation cost over- or under-recovery amounts associated with the current and prior years.

In November 2020, the Commission set the ECCR factors for the 2021 billing cycle. Table 10 illustrates the approved ECCR factors and the monthly bill impact for a residential customer. For illustrative purposes, these factors are applied to a typical monthly residential bill based on a 1,000 kilowatt-hour (kWh) per month energy usage.

Table 10
Residential Energy Conservation Cost Recovery Factors in 2021

Utility*	ECCR Factor (cents per kWh)	Monthly Bill Impact (Based on usage of 1,000 kWh)
FPL	0.149	\$1.49
DEF	0.338	\$3.38
TECO	0.166	\$1.66
Gulf	0.090	\$0.90
FPUC	0.150	\$1.50

*While JEA and OUC fall under the FEECA Statute, the Commission does not regulate electric rates for municipal utilities.

Source: Order No. PSC-2020-0447-FOF-EG, Docket No. 20200002-EG.

4.2 Natural Gas Cost Recovery

Commission Rule 25-17.015, F.A.C., establishes a mechanism for recovery of reasonable costs attributed to natural gas conservation programs. While PGS is the only natural gas utility subject to FEECA, the other LDCs covered in this section offer Commission-approved DSM programs without a specific therm savings goal. As it does for the electric IOUs, the Commission also conducts financial audits of the LDCs' conservation expenditures on a yearly basis and adjusts the LDCs' cost recovery factors to allow for recovery of actual and projected program-related costs. Table 11 shows the amounts each LDC recovered in natural gas conservation program expenditures from 2010-2019.

Table 11
DSM Expenditures Recovered by LDCs

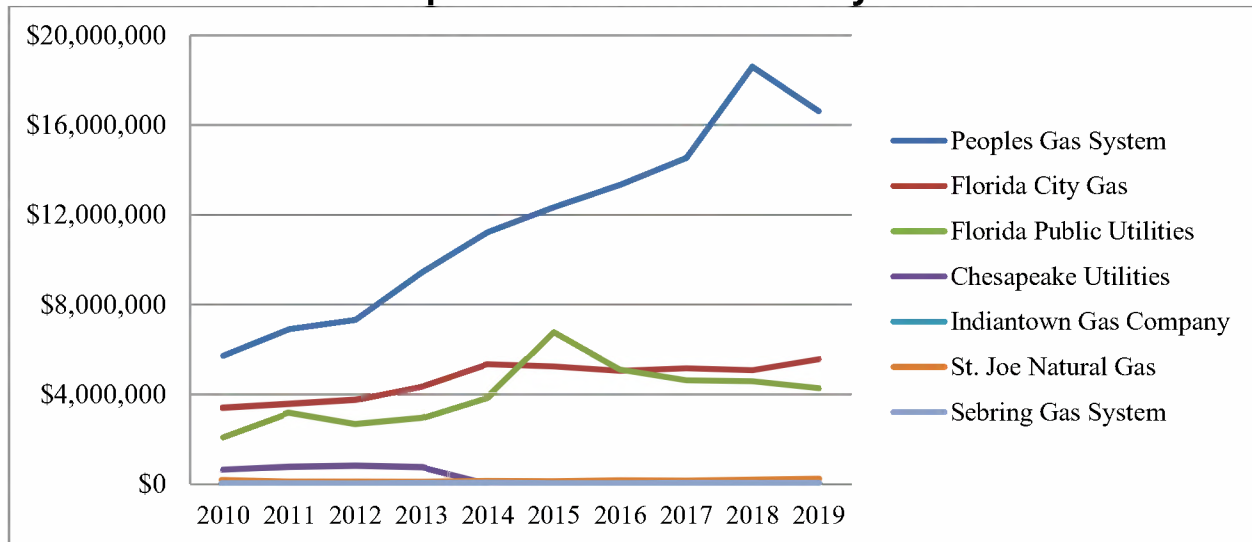
	Peoples Gas System	Florida City Gas	Florida Public Utilities	Chesapeake Utilities	Indiantown Gas Company	St. Joe Natural Gas	Sebring Gas System	Total
2010	\$5,721,003	\$3,404,142	\$2,084,724	\$627,734	\$8,733	\$170,374	\$37,283	\$12,053,993
2011	\$6,906,668	\$3,573,513	\$3,163,050	\$755,779	\$11,357	\$106,300	\$34,640	\$14,551,307
2012	\$7,314,940	\$3,743,811	\$2,655,654	\$806,747	\$5,238	\$102,425	\$25,090	\$14,653,905
2013	\$9,432,551	\$4,342,603	\$2,935,140	\$742,412	\$10,222	\$96,575	\$53,967	\$17,613,470
2014	\$11,229,211	\$5,343,191	\$3,844,386	*	*	\$128,000	\$58,382	\$20,603,170
2015	\$12,335,245	\$5,240,383	\$6,768,175			\$123,400	\$33,563	\$24,500,766
2016	\$13,345,716	\$5,037,863	\$5,098,245			\$156,250	\$36,801	\$23,674,875
2017	\$14,543,555	\$5,149,573	\$4,617,501			\$144,900	\$42,237	\$24,497,766
2018	\$18,605,532	\$5,067,917	\$4,562,021			\$190,625	\$47,126	\$28,473,221
2019	\$16,619,336	\$5,564,237	\$4,252,769			\$231,600	\$46,184	\$26,714,126
Total								\$207,336,599

Source: Docket Nos. 20110004-GU through 20200004-GU, Schedules CT-2 from LDCs' May testimony.

* Spending combined with Florida Public Utilities Company

Figure 4 shows the trends in annual conservation expenditures for all LDCs from 2010 to 2019. In 2013, the Commission approved the LDCs' Commercial Conservation programs, resulting in additional overall conservation expenditures.²⁵

Figure 4
DSM Expenditures Recovered by LDCs



Source: Docket Nos. 20110004-EG through 20200004-EG, Schedules CT-2 from the LDCs' May testimony.

In November 2020, the Commission set the natural gas LDC conservation cost recovery factors for the 2021 billing cycle. Table 12 provides the LDCs' residential cost recovery factors for 2021 and the impact on a typical residential customer bill using 20 therms of natural gas per month.

Table 12
Residential Natural Gas Conservation Cost Recovery Factors in 2021

Utility	Cost Recovery Factor (Cents per Therm)	Monthly Bill Impact (Based on usage of 20 Therms)
Peoples Gas System	9.591	\$1.92
Florida City Gas	26.401	\$5.28
Florida Public Utilities	7.642	\$1.53
Chesapeake Utilities	12.747	\$2.55
Indiantown Gas Company	7.366	\$1.47
St. Joe Natural Gas	57.353	\$11.47
Sebring Gas System	10.222	\$2.04

Source: Order No. PSC-2020-0436-FOF-GU, Docket No. 20200004-GU.

²⁵Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 20130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

Section 5. Educating Florida’s Consumers on Conservation

5.1 Commission Consumer Education Outreach

While the Commission has statutory authority to require conservation efforts by regulated utilities, as part of the agency’s outreach program, the Commission complements utility efforts with its own conservation related activities. To effectively reach as many consumers as possible, the Commission’s consumer education program uses a variety of platforms to share conservation information, including the Commission website, public events, brochures, press releases, E-Newsletters, and Twitter. Conservation information is also available through other governmental and utility websites. Section 5.2 lists related websites for state and federal agencies, investor-owned electric utilities, and local gas distribution companies to further assist consumers. Most of the data in this section covers October 2019 through September 2020.

Triple E Award

Each quarter, the Commission recognizes a small business for implementing Commission approved, cost-effective conservation programs. Covering the state’s five major geographic areas, the Commission presents its Triple E Award—for Energy Efficiency Efforts—to a local business that has accomplished superior energy efficiency by working with its local utility to help reduce its energy footprint. Triple E Award recipients receive an award plaque; are featured under Hot Topics on the FPSC homepage, www.Floridapsc.com, and are highlighted statewide via a press release, tweeted [@floridapsc](https://twitter.com/floridapsc), and archived on the [FPSC website](#).

Website Outreach Resources

An assortment of information is available on the Commission website to help consumers save energy. According to Google Analytics, website page views for October 1, 2019 through August 18, 2020 totaled over 1.1 million. Requests to use the Commission’s Conservation House, highlighted on the homepage, have come from the U.S. and also overseas. Its interactive design illustrates energy saving strategies for both inside and outside the home. “Find Your Utility” and “Lifeline Assistance” pages were among the most heavily visited of the Consumer Assistance pages.

The Commission also offers several energy conservation brochures to help consumers save energy. Brochures may be viewed and printed directly from the website, FloridaPSC.com/publications, ordered online, or requested by mail or phone. From October 2019 through September 2020, the FPSC received more than 25,000 requests for brochures.

Newsletters

The Commission’s quarterly [Consumer Connection E-Newsletter](#) features current energy and water conservation topics, consumer tips, and general Commission information. Consumer tips and information highlighted through video and text during the reporting period include: Chairman Gary Clark’s message on National Consumer Protection Week, the Florida Channel’s “On the Line” coverage of the Commission’s Conservation Goals and Storm Hardening meeting, and FPSC Encourages Hurricane Preparedness/Utilities Prepare For Busy Storm Season. The Consumer Connection E-Newsletter is available under Consumer Corner on the Commission’s

homepage and distributed to consumers via Twitter (@floridapsc) and by subscribing to the free [newsletter](#) online.

National Consumer Protection Week

National Consumer Protection Week (NCPW), highlighting consumer protection and education efforts, was instrumental to the Commission's 2020 conservation education efforts. Chairman Gary Clark recognized the 22nd Annual NCPW (March 1-7, 2020) with the importance of education and awareness about utility services and about avoiding scams targeting utility customers. The Commission keeps consumers informed year-round through outreach awareness and education events, free resources, and hearings, meetings and workshops. Also during the week, the Commission made presentations to consumers statewide showing them how to save money through energy and water conservation and how to avoid scams. For 13 years, the FPSC has joined government agencies, advocacy organizations, and private sector groups nationwide to highlight NCPW.

Older Americans Month

Each May, the Commission participates in Older Americans Month, a national project to honor and recognize older Americans for their contributions to families, communities, and society. "Make Your Mark" was this year's theme, but the Commission had to cancel its planned 2020 educational sessions due to the COVID-19 pandemic. Also canceled in May was the Jacksonville Expo, which the Commission annually attends for consumer outreach.

Energy Awareness Month

Each October, the U.S. Department of Energy (DOE) sponsors National Energy Awareness Month to promote smart energy choices and highlight economic and job growth, environmental protection, and increased energy independence. In 2019, the Commission created a Twitter campaign, #NationalEnergyAwarenessMonth, providing daily energy saving tips to its followers throughout the month of October.

Community Events

FPSC Commissioners are active in communities around the state and regularly present energy conservation information to students at area schools, to seniors and low-income residents at local community centers, and to county and city businesses at meetings or other events.

Through ongoing partnerships with governmental entities, consumer groups, and many other service organizations, the Commission regularly distributes energy and water conservation materials. The Commission also actively seeks new community events, venues, and opportunities where conservation materials can be distributed and discussed with consumers. With in-state travel suspended in April 2020 due to the COVID-19 pandemic, many outreach events were canceled during the reporting period. The following are events where conservation information was shared:

- Taylor Senior Center
- Leon County Lunch and Learn, Bradfordville Community Center
- Hands of Central Florida
- Leon County Lunch and Learn, Lake Jackson

- Dixie County Senior Service Center
- Levy County Senior Service Center
- Leon County Lunch and Learn – Ft. Braden Community Center
- Lake Jackson Community Center
- Lake Panasoffkee Senior Center
- 21st Annual Active Living Expo (2-day event)
- Museum of Florida History's 37th Annual Children's Day
- Florida Children's Week at the Florida Capitol
- Florida Senior Day – Florida Capitol
- Gilchrist Senior Service Center
- Lafayette Senior Service Center
- Bethel Towers Senior Independent Living Facility
- Lane Wiley Senior Center
- Jim Fortuna Senior Center
- Bay County Council on Aging
- Callaway Arts and Conference Center
- New Smyrna Beach Senior Center
- Deltona Senior Center
- Lunch and Learn - Miccosukee Community Center

Hearings and Customer Meetings

As an ongoing outreach initiative, the Commission supplies conservation brochures to consumers at Commission hearings and customer meetings across the state. From October 2019 through September 2020, Commission staff distributed information and addressed consumer questions at 8 public hearings and meetings. Consumers who file a complaint with the Commission about high electric or natural gas bills also receive conservation information.

Library Outreach Campaign

Each August, the Commission provides educational packets, including conservation materials, to Florida public libraries across the state for consumer distribution. The Commission's Library Outreach Campaign reached 616 state public libraries and branches in 2020. To reduce mailing and production costs, the Commission's 2020 campaign included a cover letter, bookmarks, and our consumer-friendly brochure order form. Following the Campaign, the FPSC filled many libraries' brochure order requests.

Media Outreach

News releases are posted to the website and distributed via email and Twitter on major Commission decisions, meetings, and public events. The Office of Consumer Assistance & Outreach also issues news releases urging conservation. For instance, in March, the Commission highlighted the federal government's Fix a Leak Week and offered easy repairs to save valuable water and money, and in April, Water Conservation Month was recognized. For May's National Drinking Water Week, the FPSC reminded consumers to conserve water.

Youth Education

The Commission emphasizes conservation education for Florida's young consumers. During 2019 and 2020, the Commission continued to produce its student resource booklet, [Get Wise and Conserve Florida!](#), to teach children about energy and water conservation. The booklet is promoted to all public libraries through the Library Outreach Program and is available at all Commission outreach events. The student resource book also continues to be a favorite during senior events.

5.2 Related Websites

State Agencies and Organizations

Florida Public Service Commission – <http://www.floridapsc.com/>

Florida Department of Environmental Protection – <http://www.dep.state.fl.us>

The Office of Energy – <https://www.fdacs.gov/Divisions-Offices/Energy>

Florida Solar Energy Center – <https://energyresearch.ucf.edu/>

Florida Weatherization Assistance – <https://www.benefits.gov/benefit/1847>

Florida's Local Weatherization Agencies List – <https://floridajobs.org/community-planning-and-development/community-services/weatherization-assistance-program/contact-your-local-weatherization-office-for-help>

U.S. Agencies and National Organizations

U.S. ENERGY STAR Program – <https://www.energystar.gov/>

U.S. Department of Energy – Energy Efficiency and Renewable Energy Information <http://www.eere.energy.gov/>

National Energy Foundation – <https://nefl.org/>

Florida's Utilities Subject to FEECA

Florida Power & Light Company – <http://www.fpl.com/>

Duke Energy Florida, LLC – <http://www.duke-energy.com/>

Tampa Electric Company – <http://www.tampaelectric.com/>

Gulf Power Company – <http://www.gulfpower.com/>

Florida Public Utilities Company – <http://www.fpuc.com/>

JEA – <http://www.jea.com/>

Orlando Utilities Commission – <http://www.ouc.com/>

Peoples Gas System – <http://www.peoplesgas.com/>

Florida's Investor-Owned Natural Gas Utilities

Florida City Gas – <http://www.floridacitygas.com/>

Florida Division of Chesapeake Utilities – <http://www.chpk.com/companies/chesapeake-utilities/>

Florida Public Utilities Company – <http://www.fpuc.com/>

Florida Public Utilities Company – Ft. Meade Div. – <http://www.fpuc.com/fortmeade/>

Florida Public Utilities Company – Indiantown Div. – <http://www.fpuc.com/about/fpufamily>

Peoples Gas System – <http://www.peoplesgas.com/>

Sebring Gas System – <http://www.sebringgas.com/>

St. Joe Natural Gas Company – <http://www.stjoenaturalgas.com/>

Appendix A. FEECA Utilities' Conservation Programs

Electric IOUs

Florida Power & Light Company https://www.fpl.com/save/programs-and-resources.html	
Residential Programs	Residential Home Energy Survey Residential Ceiling Insulation Residential Air Conditioning Residential New Construction (BuildSmart) Residential Low-Income Residential Load Management (On Call)
Commercial/Industrial Programs	Business Energy Evaluation Business Lighting Business Heating, Ventilating, and Air Conditioning Business Custom Incentive Business On Call Commercial/Industrial Load Control (CILC) Commercial/Industrial Demand Reduction (CDR)
Other	Conservation Research and Development (CRD) Cogeneration & Small Power Production

Duke Energy Florida, LLC https://www.duke-energy.com/home/savings	
Residential Programs	Home Energy Check Residential Incentive Low-Income Weatherization Assistance Program Neighborhood Energy Saver Residential Energy Management
Commercial/Industrial Programs	Business Energy Check Commercial Energy Management Better Business Florida Custom Incentive Standby Generation Interruptible Service Curtable Service
Other	Technology Development Qualifying Facility

Tampa Electric Company http://www.tampaelectric.com/residential/saveenergy/ http://www.tampaelectric.com/business/saveenergy/	
Residential Programs	Residential Energy Audits Residential Ceiling Insulation Residential Duct Repair Residential Electronically Commutated Motors (ECM) Energy Education, Awareness, and Agency Outreach ENERGY STAR Multi-Family ENERGY STAR for New Homes Residential Heating and Cooling Neighborhood Weatherization (Low-Income) Residential Price Responsive Load Management (Energy Planner) Residential Wall Insulation Residential Window Replacement
Commercial/Industrial Programs	Commercial/Industrial Energy Audits Commercial Ceiling Insulation Commercial Chiller Cogeneration Conservation Value Commercial Cool Roof Commercial Cooling Demand Response Commercial Duct Repair Commercial Electronically Commutated Motors (ECM) Industrial Load Management (GSLM 2&3) Lighting Conditioned Space Lighting Non-Conditioned Space Lighting Occupancy Sensors Commercial Load Management Refrigeration Anti-Condensate Control Standby Generator Thermal Energy Storage Commercial Wall Insulation Commercial Water Heating
Other	Conservation Research and Development Renewable Energy

Gulf Power Company https://www.gulfpower.com/residential/savings-and-energy https://www.gulfpower.com/business/savings-and-energy	
Residential Programs	Residential Energy Audit and Education Community Energy Saver (Low-Income) Residential Custom Incentive HVAC Efficiency Improvement Residential Building Efficiency Energy Select Residential Service Time of Use Pilot
Commercial/Industrial Programs	Commercial/Industrial Energy Analysis Commercial HVAC Retrocommissioning Commercial Building Efficiency Commercial/Industrial Custom Incentive Critical Peak Option
Other	Conservation Demonstration and Development

Florida Public Utilities Company http://www.fpuc.com/electric/residential/rebates/ http://www.fpuc.com/electric/commercial/commercial-rebates/	
Residential Programs	Residential Energy Survey Residential Heating and Cooling Efficiency Upgrade
Commercial/Industrial Programs	Commercial Energy Consultation Commercial Heating and Cooling Efficiency Upgrade Commercial Reflective Roof Commercial Chiller Upgrade
Other	Low-Income Energy Outreach Conservation Demonstration and Development

Electric Municipal Utilities

JEA https://www.jea.com/ways_to_save/home/ https://www.jea.com/ways_to_save/business/	
Residential Programs	Residential Energy Audit Residential Solar Water Heating Residential Solar Net Metering Neighborhood Efficiency (Low-Income) Residential Efficiency Upgrade Energy Efficient Products Residential New Build
Commercial/Industrial Programs	Commercial Energy Audit Commercial Solar Net Metering Commercial Prescriptive Small Business Direct Install Custom Commercial

Orlando Utilities Commission http://www.ouc.com/residential/save-energy-water-money http://www.ouc.com/business/business-rebates-programs	
Residential Programs	Residential Home Energy Survey Residential Duct Repair/Replacement Rebate Residential Ceiling Insulation Upgrade Rebate Residential Window Film/Solar Screen Rebate Residential High Performance Windows Rebate Residential Efficient Electric Heat Pump Rebate Residential New Home Rebate Residential Efficiency Delivered (Low-Income)
Commercial/Industrial Programs	Commercial Energy Survey Commercial Efficient Electric Heat Pump Rebate Commercial Duct Repair Rebate Commercial Window Film/Solar Screen Rebate Commercial High Performance Windows Rebate Commercial Ceiling Insulation Rebate Commercial Cool/Reflective Roof Rebate

Natural Gas LDC

Peoples Gas System https://www.peoplesgas.com/residential/saveenergy/rebates/ https://www.peoplesgas.com/business/saveenergy/rebates/	
Residential Programs	Residential Customer Assisted Energy Audit Residential New Construction Residential Appliance Retention Residential Appliance Replacement Oil Heat Replacement
Commercial/Industrial Programs	Commercial Walk-Through Energy Audit Commercial Electric Replacement Gas Space Conditioning Small Package Cogeneration Commercial New Construction Commercial Retention Commercial Replacement
Other	Monitoring and Research Conservation Demonstration and Development

Appendix B. FEECA Utilities' Conservation Program Descriptions

Electric FEECA IOUs

A. Florida Power & Light Company

Residential Programs

Residential Home Energy Survey

The Residential Home Energy Survey Program encourages implementation of recommended energy efficiency measures, even if they are not included in FPL's DSM programs. The Residential Home Energy Survey Program also identifies FPL DSM programs that could be appropriate considering the residential customers' home layouts and electricity usage patterns. FPL offers in-home, phone-assisted, and online audits for its residential customers.

Residential Ceiling Insulation

The Residential Ceiling Insulation Program encourages customers to improve their homes' thermal efficiency.

Residential Air Conditioning

The Residential Air Conditioning Program encourages customers to install high-efficiency central air conditioning systems.

Residential New Construction (BuildSmart)

The Residential New Construction Program encourages builders and developers to design and construct new homes that achieve BuildSmart certification and move towards ENERGY STAR qualifications.

Residential Low-Income

The Residential Low-Income Program assists low-income customers through state Weatherization Assistance Provider ("WAP") agencies and FPL conducted energy retrofits.

Residential Load Management (On Call)

The Residential Load Management Program allows FPL to turn off certain customer-selected appliances using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.

Commercial/Industrial Programs

Business Energy Evaluation

The Business Energy Evaluation Program educates customers on energy efficiency and encourages implementation of recommended practices and measures, even if these are not included in FPL's DSM programs. The Business Energy Evaluation is also used to identify potential opportunities to implement for other FPL DSM programs. FPL offers the Business Energy Evaluation in on-site or online formats.

Business Lighting

The Business Lighting Program encourages customers to install high-efficiency lighting systems.

Business Heating, Ventilating, and Air Conditioning (HVAC)

The Business HVAC program encourages customers to install high-efficiency HVAC systems.

Business Custom Incentive

The Business Custom Incentive Program encourages customers to install unique high-efficiency technologies not covered by other FPL DSM programs.

Business On Call

The Business On Call Program allows FPL to turn off customers' direct expansion central air conditioning units using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.

Commercial/Industrial Load Control (CILC)

The Commercial/Industrial Load Control Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. The CILC Program was closed to new participants as of 2000.

Commercial/Industrial Demand Reduction (CDR)

The Commercial/Industrial Demand Reduction Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. FPL installs a load management device at the customer's facility and provides monthly credits to customers. Unlike the CILC program, the CDR program is still open to new customers.

Cogeneration & Small Power Production

The Cogeneration and Small Power Production Program facilitates the interconnection and administration of contracts for cogenerators and small power producers.

Research and Development Programs

Conservation Research and Development (CRD)

Under Conservation Research and Development, FPL conducts research projects to identify, evaluate, and quantify the impact of new energy efficient technologies. FPL uses the findings to potentially add new energy efficient technologies to DSM programs.

B. Duke Energy Florida, LLC

Residential Programs

Home Energy Check

The Home Energy Check is a residential energy audit program that provides residential customers with an analysis of their energy consumption and educational information on how to reduce energy usage and save money. DEF offers walkthrough, online, and phone-assisted audits for its residential customers.

Residential Incentive

The Residential Incentive Program provides incentives to residential customers for energy efficiency improvements in both existing and new homes.

Low-Income Weatherization Assistance Program

The Low-Income Weatherization Assistance Program works with the Florida Department of Economic Opportunity and local weatherization providers to deliver energy education, efficiency measures, and incentives to weatherize the homes of low-income families.

Neighborhood Energy Saver

The Neighborhood Energy Saver Program installs energy conservation measures, identified through an energy assessment, in the homes of customers in selected neighborhoods where at least 50 percent of households have incomes equal to or less than 200 percent of the poverty level established by the U.S. government.

Residential Energy Management

The Residential Energy Management Program uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods by temporarily interrupting select customer appliances.

Commercial/Industrial Programs

Business Energy Check

The Business Energy Check Program provides no-cost energy audits at non-residential facilities either over the phone or at the customer's facility.

Commercial Energy Management

The Commercial Energy Management Program uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods.

The Commercial Energy Management Program was closed to new participants in 2000, but is still open for existing participants.

Better Business

Better Business is an umbrella efficiency program that provides incentives to existing C/I and government customers for HVAC, roof insulation, duct leakage and repair, demand-control ventilation, and cool roof coating.

Florida Custom Incentive

The Florida Custom Incentive Program provides incentives for individual custom projects, such as new construction measures or thermal energy storage systems, that are cost effective but not addressed by DEF's other programs.

Standby Generation

The Standby Generation Program is a demand control program that reduces DEF's system demand based on control of customer equipment. This program is available to C/I customers who have on-site generation capability and are willing to reduce demand on DEF's system when requested for system reliability purposes.

Interruptible Service

Interruptible Service is a direct load control DSM program in which customers allow DEF to interrupt their electrical service during times of capacity shortages based on peak or emergency conditions. In return, customers receive a monthly bill credit.

Curtable Service

Curtable Service is an indirect load control DSM program in which customers contract to curtail all or a portion of their electricity demand during times of capacity shortages. In contrast to the Interruptible Service Program, the customer, instead of DEF, controls whether or not the customer's appliances are turned off during times of stress on the grid. In return, customers receive a monthly bill credit.

Qualifying Facility

The Qualifying Facility Program supports the interconnection and purchase of as-available energy as well as firm energy and capacity from qualifying facilities including those that use renewable energy and distributed energy resources.

Research and Development Programs

Technology Development

The Technology Development Program allows DEF to investigate technologies that hold promise for cost-effective demand reduction and energy efficiency. DEF will investigate variable capacity heat pump air conditioners, building automated energy efficiency and demand response, energy management circuit breakers, and more.

C. Florida Public Utilities Company

Residential Programs

Residential Energy Survey

In the Residential Energy Survey Program, FPUC provides the customer with specific whole-house energy efficiency recommendations. FPUC also provides customers with lists of blower-door test contractors who can check for duct leakage. Finally, FPUC provides the customer with a conservation kit. FPUC offers in-home and online audits to its residential customers.

Residential Heating and Cooling Efficiency Upgrade

The Residential Heating and Cooling Upgrade Program incentivizes customers operating inefficient heat pumps and air conditioners to replace them with more efficient units. The program also provides incentives for customers to install a new heat pump.

Low-Income Energy Outreach

The Low-Income Energy Outreach Program partners with Department of Economic Opportunity approved Low-Income Weatherization Program operators to offer Residential Energy Surveys, distribute energy conservation materials, and more.

Commercial Programs

Commercial Energy Consultation

In the Commercial Energy Consultation Program, FPUC energy conservation representatives conduct commercial site visits to assess the potential for applicable DSM programs, educate customers about FPUC's commercial DSM programs, and more.

Commercial Heating and Cooling Efficiency Upgrade

The Commercial Heating and Cooling Upgrade Program provides rebates to small commercial customers (customers with a maximum of 5-ton units) if the customers install a high-efficiency central air conditioner or heat pump with a minimum 15 SEER.

Commercial Reflective Roof

The Commercial Reflective Roof Program provides rebates to non-residential customers who convert or install a new cool roof on an existing or new building. The rebates cover up to 25 percent of the added upfront cost of installing a cool roof compared to an alternative roof.

Commercial Chiller Upgrade

The Commercial Chiller Upgrade Program offers customers an incentive of up to \$175/kW of savings above minimum efficiency levels.

Research and Development Programs

Conservation Demonstration and Development

The Conservation Demonstration and Development Program researches energy efficiency and conservation projects to identify, develop, demonstrate, and evaluate promising end-use energy efficient technologies across a wide variety of applications.

D. Gulf Power Company

Residential Programs

Residential Energy Audit and Education

The Residential Energy Audit and Education Program is the primary educational program to help customers improve the energy efficiency of their new or existing home. The program provides energy conservation advice and information that encourages the implementation of efficiency measures and behaviors that result in electricity bill savings. Gulf offers its residential customers in-home and online audits.

Community Energy Saver (Low-Income)

The Community Energy Saver Program installs energy conservation measures in the homes of low-income families at no cost to the customers. The program also educates families on behavioral changes designed to save money by decreasing energy use.

Residential Custom Incentive

The Residential Custom Incentive Program aims to increase energy efficiency in the residential rental property sector. The program promotes the installation of efficiency measures available through other programs, such as HVAC maintenance and quality installation, high performance windows, and reflective roofing. As suitable, the program has other incentives to surmount the split-incentive barrier in a landlord/renter situation.

HVAC Efficiency Improvement

The HVAC Efficiency Improvement Program aims to increase energy efficiency and improve HVAC cooling system performance for new and existing homes. Gulf increases efficiency through HVAC maintenance, duct repair, and HVAC quality installation.

Residential Building Efficiency

The Residential Building Efficiency Program is an umbrella efficiency program for existing and new residential customers to install eligible equipment such as high-performance windows, reflective roofs, and ENERGY STAR window air conditioners. The goals are to increase customer demand for energy efficient technologies and to create long-term energy savings and peak demand reduction.

Energy Select

The *Energy Select* Program gives customers a way to manage their energy consumption by programming their heating and cooling systems and major appliances, such as electric

water heaters and pool pumps, to respond automatically to prices that vary during the day and by season in relation to Gulf's cost of producing or purchasing energy.

Residential Service Time of Use Pilot

The Residential Service Time of Use Pilot Program provides residential customers the opportunity to use customer-owned equipment to respond automatically and take advantage of a variable pricing structure with a critical peak component. The pilot will be offered to 400 residential customers. The goal is to measure customers' response, with customer owned equipment, to a variable electricity price.

Commercial Programs

Commercial/Industrial Audit

The Commercial/Industrial Audit Program provides advice to Gulf's existing C/I customers on how to reduce energy consumption. The program ranges from an Energy Analysis Audit and walk-through surveys to a Technical Assistance Audit and computer programs that simulate options for very large, energy-intensive customers. Gulf offers this audit in the form of an on-site walkthrough.

Commercial HVAC Retrocommissioning

The Commercial HVAC Retrocommissioning program offers retrocommissioning at a reduced cost for qualifying installations by C/I customers. Retrocommissioning is a process of identifying suboptimal performance in a facility's systems and replacing the outdated equipment.

Commercial Building Efficiency

The Commercial Building Efficiency Program is an umbrella efficiency program for C/I customers to encourage the installation of high-efficiency equipment in order to reduce energy and demand. The high-efficiency equipment is focused on commercial geothermal heat pumps, ceiling/roof insulation, and reflective roofs.

Commercial/Industrial Custom Incentive

The Commercial/Industrial Custom Incentive Program offers energy efficient end-user equipment to C/I customers. The C/I Custom Incentive Program also offers energy services such as comprehensive audits, design, and construction of energy conservation projects. Covered projects include demand reduction or energy improvement retrofits that are beyond the scope of other DSM programs.

Critical Peak Option

This program allows customers on Gulf's Large Power Time-of-Use rate schedule an option to receive credits for capacity that can be reduced during peak load conditions. The program provides a fixed, per-kW credit for measured on-peak demand and a charge for any measured demand recorded during a called critical peak event.

Research and Development Programs

Conservation Demonstration and Development

The Conservation Demonstration and Development Program is an umbrella program for the identification, development, and evaluation of end-use energy efficient technologies.

E. Tampa Electric Company

Residential Programs

Residential Energy Audits

The Residential Energy Audits Program includes a walk-through free energy check, a customer-assisted energy audit, a computer-assisted paid energy audit, and a building energy ratings system (BERS) audit.

Residential Ceiling Insulation

The Residential Ceiling Insulation Program offers rebates to existing residential customers to install additional ceiling insulation in existing homes.

Residential Duct Repair

The Residential Duct Repair Program encourages residential customers to repair leaky duct work of central air conditioning systems in existing homes.

Residential Electronically Commutated Motors (ECM)

The Residential Electronically Commutated Motors Program encourages residential customers to replace their existing HVAC air handler motors with more efficient ECMs.

Energy Education, Awareness, and Agency Outreach

The Energy Education, Awareness, and Agency Outreach Program engages and educates groups of customers and students on energy efficiency in an organized setting. Also, participants receive an energy savings kit with energy saving devices and information.

ENERGY STAR for New Multi-Family Residences

The ENERGY STAR for Multi-Family Residences Program utilizes a rebate to encourage construction of new multi-family residences that meet the requirements to achieve the ENERGY STAR certified apartments and condominiums label.

ENERGY STAR for New Homes

The ENERGY STAR for New Homes Program incentivizes residential home builders to build homes that qualify for the ENERGY STAR award by achieving energy efficiency levels greater than current Florida building code baseline practices.

Residential Heating and Cooling

The Residential Heating and Cooling Program offers rebates to residential customers for installing high-efficiency heating and cooling equipment in existing homes.

Neighborhood Weatherization (Low-Income)

The Neighborhood Weatherization Program provides for the installation of energy efficient measures for qualified low-income customers.

Renewable Energy

The Renewable Energy Program delivers renewable energy options to TECO's customers through program administration, renewable electricity generation, evaluation of potential new renewable sources, and market research.

Residential Price Responsive Load Management (Energy Planner)

The Residential Price Responsive Load Management (Energy Planner) Program reduces weather-sensitive loads through an innovative price responsive rate. The price responsive rate encourages residential customers to make behavioral or equipment usage changes by pre-programming HVAC, water heating, and pool pumps.

Residential Wall Insulation

The Residential Wall Insulation Program offers rebates to existing residential customers to install additional wall insulation in existing homes.

Residential Window Replacement

The Residential Window Replacement Program offers rebates to existing residential customers to install window upgrades in existing homes.

Commercial Programs**Commercial/Industrial Energy Audits**

In the C/I Energy Audits Program, C/I customers can receive more limited free energy audits or comprehensive paid energy audits.

Commercial Ceiling Insulation

The Commercial Ceiling Insulation Program incentivizes C/I customers to install additional ceiling insulation in existing commercial buildings.

Commercial Chiller

The Commercial Chiller Program offers rebates to C/I customers for installing high efficiency chiller equipment.

Cogeneration

The Cogeneration Program incentivizes large industrial customers with waste heat or fuel resources to use their onsite energy to avoid fuel waste and install electric generating equipment. The large industrial customers may sell their surplus electric generation to TECO.

Conservation Value

The Conservation Value Program offers rebates to C/I customers to invest in energy conservation measures that are not in other C/I programs.

Commercial Cool Roof

The Commercial Cool Roof Program encourages C/I customers to install a cool roof system above conditioned spaces.

Commercial Cooling

The Commercial Cooling Program encourages C/I customers to install high efficiency direct expansion commercial air conditioning cooling equipment.

Demand Response

The Demand Response Program incentivizes C/I customers to reduce electricity demand at certain peak times.

Commercial Duct Repair

The Commercial Duct Repair Program encourages C/I customers to repair leaky ductwork of central air conditioning systems in existing C/I facilities.

Commercial Electronically Commutated Motors (ECM)

The Commercial Electronically Commutated Motors Program encourages C/I customers to replace air handler motors or refrigeration fan motors with ECMs.

Industrial Load Management (GSLM 2&3)

The Industrial Load Management Program incentivizes large industrial customers to allow TECO to interrupt part of or their entire electrical service during periods of peak stress on the grid.

Lighting Conditioned Space

The Lighting Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing conditioned areas of C/I facilities.

Lighting Non-Conditioned Space

The Lighting Non-Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing non-conditioned areas of C/I facilities.

Lighting Occupancy Sensors

The Lighting Occupancy Sensors Program encourages C/I customers to install occupancy sensors to control C/I lighting systems.

Commercial Load Management

The Commercial Load Management Program incentivizes C/I customers to allow TECO to control weather-sensitive heating, cooling, and water heating systems to reduce the associated weather-sensitive peak demand.

Refrigeration Anti-Condensate Control

The Refrigeration Anti-Condensate Control Program encourages C/I customers to install anti-condensate equipment sensors within refrigerated door systems.

Standby Generator

The Standby Generator Program incentivizes C/I customers to use available emergency electrical generation capacity in order to reduce weather-sensitive peak demand on the grid.

Thermal Energy Storage

The Thermal Energy Storage Program encourages C/I customers to install an off-peak air conditioning system.

Commercial Wall Insulation

The Commercial Wall Insulation Program encourages C/I customers to install wall insulation in existing C/I structures.

Commercial Water Heating

The Commercial Water Heating Program encourages C/I customers to install high efficiency water heating systems.

Research and Development**Conservation Research and Development (R&D)**

The Conservation Research and Development Program allows TECO to explore DSM measures that have insufficient data on cost-effectiveness and the impact on TECO's ratepayers.

Electric FEECA Municipal Utilities**A. JEA****Residential Programs****Residential Energy Audit**

In the Residential Energy Audit Program, JEA examines homes, educates customers, and makes recommendations on low-cost or no-cost energy-saving practices and measures.

Residential Solar Water Heating

The Residential Solar Water Heating Program pays a financial incentive to customers to encourage the use of solar water heating technology.

Residential Solar Net Metering

The Residential Solar Net Metering Program promotes the use of PV by purchasing excess electricity from residential customers who have PV.

Neighborhood Efficiency (Low-Income)

The Neighborhood Efficiency Program offers education concerning the efficient use of energy and water as well as the direct installation of an array of energy and water efficiency measures at no cost to income qualified customers.

Residential Efficiency Upgrade

The Residential Efficiency Upgrade Program provides incentives to encourage the use of high efficiency HVAC and water heating. This is one of the DSM programs that JEA offers which has not been approved by the Commission and is not part of the FEECA goalsetting process. Nevertheless, this program creates demand and energy savings.

Energy Efficient Products

The Energy Efficient Products Program provides incentives to encourage the use of high efficiency lighting and efficient appliances. This is one of the DSM programs that JEA offers which has not been approved by the Commission and is not part of the FEECA goalsetting process.

Residential New Build

The Residential New Build Program promotes the use of high efficiency HVAC, water heating, lighting, and appliances in the new construction market. This is one of the DSM programs that JEA offers which has not been approved by the Commission and is not part of the FEECA goalsetting process. Nevertheless, this program creates demand and energy savings.

Commercial Programs

Commercial Energy Audit

In the Commercial Energy Audit Program, JEA examines businesses, educates customers, and makes recommendations on low-cost or no-cost energy-saving practices.

Commercial Solar Net Metering

The Commercial Solar Net Metering Program promotes the use of PV by purchasing excess electricity from commercial customers who have PV.

Commercial Prescriptive

The Commercial Prescriptive Program provides incentives to encourage the use of high efficiency HVAC, lighting, cooking, and water heating products. This is one of the DSM programs that JEA offers which has not been approved by the Commission and is not part of the FEECA goalsetting process. Nevertheless, this program creates demand and energy savings.

Small Business Direct Install

The Small Business Direct Install Program promotes the use of high efficiency HVAC, lighting, water heating, and appliances in the small business sector. This is one of the DSM programs that JEA offers which has not been approved by the Commission and is not part of the FEECA goalsetting process. Nevertheless, this program creates demand and energy savings.

Custom Commercial

The Custom Commercial Program promotes the use of custom efficiency measures based on specific applications for each customer. This is one of the DSM programs that JEA

offers which has not been approved by the Commission and is not part of the FEECA goalsetting process. Nevertheless, this program creates demand and energy savings.

B. Orlando Utilities Commission

Residential Programs

Residential Home Energy Survey

The Residential Home Energy Survey Program consists of three measures: a Residential Energy Walk-Through Survey, a Residential Energy Survey DVD, and an interactive Online Energy Survey.

Residential Duct Repair/Replacement Rebate

The Residential Duct Repair/Replacement Rebate Program provides up to a \$160 rebate to encourage customers to repair leaking ducts on existing systems.

Residential Ceiling Insulation Upgrade Rebate

The Residential Ceiling Insulation Upgrade Rebate Program is offered to residential customers to encourage the upgrade of attic insulation.

Residential Window Film/Solar Screen Rebate

The Residential Window Film/Solar Screen Rebate Program encourages solar shading on windows.

Residential High Performance Windows Rebate

The Residential High Performance Windows Rebate Program encourages customers to install windows that minimize heating, cooling, and lighting costs.

Residential Efficient Electric Heat Pump Rebate

The Residential Efficient Electric Heat Pump Rebate Program provides rebates to customers in existing homes who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.

Residential New Home Rebate

The Residential New Home Rebate Program offers rebates for cool/reflective roofs, block wall insulation, ceiling insulation upgrades to R-38, heat pumps, ENERGY STAR washing machines, ENERGY STAR heat pump water heaters, and solar water heaters.

Residential Efficiency Delivered (Low-Income)

The Residential Efficiency Delivered Program is income based and provides up to \$2,000 of energy and water efficiency upgrades based on the needs of the residential customer's home. An OUC Conservation Specialist visits the home, performs a home survey, and recommends which home improvements have the most potential of lowering utility bills.

Commercial Programs

Commercial Energy Survey

The Commercial Energy Audit Program includes a free survey consisting of a physical walk-through inspection of the commercial facility performed by experienced energy experts. Following the inspection, the customer receives a written report.

Commercial Efficient Electric Heat Pump Rebate

The Commercial Efficient Electric Heat Pump Rebate Program provides rebates to qualifying customers in existing buildings who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.

Commercial Duct Repair Rebate

The Commercial Duct Repair Rebate Program provides rebates of 100 percent of the cost, up to \$160, when qualifying customers have an existing central air conditioning system of 5.5 tons or less. Then, customers must seal ducts with mastic and fabric tape or Underwriters Laboratory approved duct tape.

Commercial Window Film/Solar Screen Rebate

The Commercial Window Film/Solar Screen Rebate Program aims to reflect heat during hot summer days and retain heat on cool winter days. The program provides rebates of \$1 per square foot for window tinting and solar screening with a solar heat gain coefficient (SHGC) of 0.44 or shading coefficient of 0.5 or less.

Commercial High Performance Windows Rebate

The Commercial High Performance Windows Rebate Program encourages customers to install windows that minimize heating, cooling, and lighting costs.

Commercial Ceiling Insulation Rebate

The Commercial Ceiling Insulation Rebate Program aims to increase a building's resistance to heat loss and gain. Participating customers receive a rebate per square foot for upgrading their attic insulation up to R-30.

Commercial Cool/Reflective Roof Rebate

The Commercial Cool/Reflective Roof Rebate Program aims to reflect the sun's rays and lower roof surface temperature while increasing the lifespan of the roof. OUC provides rebates per square foot of ENERGY STAR cool/reflective roofing that has an initial solar reflectance greater than or equal to 0.70.

Natural Gas FEECA Utility

A. Peoples Gas System

Residential Programs

Residential Customer Assisted Energy Audit

The Residential Customer Assisted Audit is designed to save energy by increasing residential customer awareness of natural gas use in personal residences. Recommendations provided to the customer include an estimated range of energy savings including insightful advice on how to manage their overall energy usage. This audit is only available in an online format.

Residential New Construction

The Residential New Construction Program is designed to save energy for new homeowners by offering incentives to builders for the installation of natural gas appliances.

Residential Appliance Retention

The Residential Appliance Retention Program is designed to encourage current natural gas customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Residential Appliance Replacement

The Residential Appliance Replacement Program is designed to encourage customers to make cost-effective improvements in existing residences by replacing existing electric appliances with energy efficient natural gas appliances.

Oil Heat Replacement

The Oil Heat Replacement Program is designed to encourage customers to make cost-effective improvements in existing residences by converting/replacing their existing oil heating system to more energy efficient natural gas heating.

Commercial/Industrial Programs

Commercial Walk-Through Energy Audit

This program is designed to reduce demand and energy consumption of C/I facilities by increasing customer awareness of the energy use in their facilities.

Commercial Electric Replacement

The Commercial Electric Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric resistance appliances with energy efficient natural gas appliances.

Gas Space Conditioning

The Gas Space Conditioning Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by converting/replacing their electric space conditioning equipment to energy efficient natural gas space conditioning equipment.

Small Package Cogeneration

The Small Package Cogeneration Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by the installation of an energy efficient on-site natural gas-fired combined heat and power system for the simultaneous production of mechanical and thermal energy.

Commercial New Construction

The Commercial New Construction Program is designed to save energy for new commercial facility owners by offering incentives to commercial customers for the installation of natural gas appliances.

Commercial Retention

The Commercial Retention Program is designed to encourage current natural gas commercial customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Commercial Replacement

The Commercial Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric appliances with energy efficient natural gas appliances.

Research and Development**Monitoring and Research**

The Monitoring and Research Program is designed to pursue research, development, and demonstration projects designed to promote energy efficiency and conservation.

Conservation Demonstration and Development

The Conservation Demonstration and Development Program is designed to encourage Peoples Gas System and other natural gas LDCs to pursue opportunities for individual and joint research, including testing of technologies to develop new energy conservation programs.

Appendix C. FEECA Utilities' Energy Audits

Residential energy audits are required by Section 366.82(11), F.S. Energy audits serve as an avenue for utilities to identify and evaluate conservation opportunities for customers. FEECA utilities use energy audits as a gateway to their other DSM programs. For example, some rebate programs require customers to have an energy audit so that the utility can identify existing equipment before the customer is eligible to participate. Utilities also use energy audits to educate customers on behavioral changes and energy efficiency investments they can make outside of utility-sponsored DSM programs.

Rule 25-17.0021, F.A.C., requires that all FEECA utilities offer a Walk-Through Audit, a Building Energy-Efficiency Rating System (BERS) Audit, and a Computer-Assisted Audit to their residential customers. All FEECA electric utilities also offer Walk-Through audits for their commercial customers. In addition to the required audits, FEECA utilities are now offering online audits and some are offering phone audits, and residential customers have been increasingly requesting these types of audits. While online and phone audits are not as thorough as Walk-Through audits, they give customers access to much of the same information on their own time, without needing to schedule appointments with their utility. These audits also typically have lower administrative costs than Walk-Through audits.

Tables 13 and 14 below reflect data for the FEECA utilities that conducted residential and commercial audits in 2019. As previously noted, PGS was granted a waiver, as a part of its goalsetting process, exempting it from the requirement to offer Walk-Through audits. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. PGS launched its online audits in 2020. Therefore, the information shown in Table 13 and 14 does not include PGS audit details.

During 2019, the FEECA electric utilities performed 241,025 residential audits, as shown in Table 13.²⁶ Residential online audits attracted nearly three and a half times as many participants as did the residential walk-through audits.

²⁶Walk-Through, BERS, and Computer-Assisted audits all require a utility auditor to physically inspect the customer's premises, and therefore are consolidated for the purposes of Tables 13 and 14.

Table 13
Residential Audits by Type in 2019

Utility	Audit Type			
	Walk-Through, BERS, and Computer Assisted	Online	Phone	Total
FPL	16,955	80,695	19,711	117,361
DEF	13,754	5,596	9,783	29,133
TECO	6,787	57,370	0	64,157
Gulf	2,575	10,006	0	12,581
FPUC	123	0	0	123
JEA	5,947	10,265	0	16,212
OUC	1,278	180	0	1,458
Total	47,419	164,112	29,494	241,025

Source: FEECA utilities' demand-side management annual reports.

These FEECA utilities also performed 8,506 commercial energy audits in 2019. A breakdown of these audits performed in 2019 can be found in Table 14. In-person commercial audits continue to attract more participants than online audits by a wide margin.

Table 14
Commercial Audits by Type in 2019

Utility	Audit Type		
	Walk-Through, BERS, and Computer Assisted	Online	Total
FPL	5,099	1,556	6,655
DEF	565	0	565
TECO	867	0	867
Gulf	109	60	169
FPUC	19	0	19
JEA	157	0	157
OUC	74	0	74
Total	6,890	1,616	8,506

Source: FEECA utilities' demand-side management annual reports.

Impact of COVID-19 on Audit Programs

Although this report reviews the 2019 annual goal results for the FEECA utilities and fulfills the statutory obligations of Section 366.82(10), F.S., a significant global health pandemic event began early in 2020, which impacted how the seven electric FEECA utilities can offer their audit programs. On March 1, 2020, Governor Ron DeSantis declared a public health emergency²⁷ related to the outbreak of COVID-19. On March 9, 2020, a state of emergency was declared,²⁸ leading to the implementation of the State's Comprehensive Emergency Management Plan.²⁹

Below is a condensed summary describing how the seven electric FEECA utilities modified their practices for offering audit programs in response to the COVID-19 pandemic from roughly March through October 2020.³⁰

FPL

FPL suspended employee visits to customers' homes and businesses in March 2020. FPL does not have a date for when visits will resume, but states that it has successfully shifted all participation to its online and phone channels to offset the suspension of on-site surveys.

DEF

DEF suspended on-site appointments in March 2020. Messages were posted on social media notifying customers of the suspension and encouraged phone-assisted and online audits as an alternative. DEF resumed residential on-site visits in June 2020, and commercial on-site visits in early May on a case-by-case basis. Beginning June 15, 2020, DEF began routinely performing commercial on-site visits when requested by the customer. DEF is performing commercial on-site audits after hours to limit COVID-19 exposure. Safety precautions, such as wearing protective equipment, have been implemented to ensure safety and protection.

TECO

TECO suspended on-site appointments in March 2020. Emphasis was placed on the phone and online offerings in an effort to provide assistance for customers. TECO implemented a commercial phone-audit in place of the field audit, which involves an energy analyst reviewing the customer's billing information and discussing several steps the customer can take to lower their energy usage.

Gulf

Gulf suspended on-site visits in March 2020. Gulf continues to promote phone and online audits through social media, the Company's website, and advertisements. There is no timetable for when Gulf will resume on-site visits.

²⁷[Executive Order No. 20-51](#)

²⁸[Executive Order No. 20-52](#)

²⁹<https://www.floridadisaster.org/globalassets/cemp/2020-cemp/2020-state-cemp.pdf>

³⁰Utilities' Responses to Staff's First Set of Interrogatories, Docket No. 20200002-EG.

FPUC

FPUC suspended in home audits mid-March 2020. FPUC has encouraged customers to participate in the phone and online audits provided on the Company's website. There is no timetable for when FPUC will be returning to performing in home audits.

JEA

JEA suspended on-site visits in March 2020, beginning virtual/remote Efficiency Assessments starting in late April. There is no official projected start date to resume on-site visits, but virtual/remote audits continue to assist customers with their conservation and utility consumption needs.

OUC

OUC energy auditors are not currently entering the customer's home. However, energy auditors visit the property and remain outside, where they can verify the meter and other information, and speak to the customer at a safe distance while wearing a mask. OUC will re-evaluate entering customer homes and businesses on a monthly basis.



FLORIDA
PUBLIC
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COMMISSION

FEECA

Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act

As Required by Sections 366.82(10), 377.703(2)(f), and 553.975, Florida Statutes

NOVEMBER 2021

Florida Public Service Commission

Annual Report on Activities Pursuant to The Florida Energy Efficiency and Conservation Act

As Required by Sections 366.82(10) and 377.703(2)(f), and 553.975, Florida Statutes

November 2021

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List of Acronyms

C/I	Commercial and Industrial (Customers)
Commission or FPSC	Florida Public Service Commission
COVID-19	Coronavirus Disease of 2019
CUC	Chesapeake Utilities Corporation
DEF	Duke Energy Florida, LLC
DOE	U.S. Department of Energy
DSM	Demand-Side Management
ECCR	Energy Conservation Cost Recovery
EV	Electric Vehicle
F.A.C.	Florida Administrative Code
FCG	Florida City Gas
FEECA	Florida Energy Efficiency and Conservation Act
FLBC	Florida Building Code
FPL	Florida Power & Light Company
FPUC	Florida Public Utilities Company
FRCC	Florida Reliability Coordinating Council
F.S.	Florida Statutes
GPR	Gross Power Rating
GRIM	Gas Rate Impact Measure Test
Gulf	Gulf Power Company
GWh	Gigawatt-Hour
HVAC	Heating, Ventilation, and Air Conditioning
IGC	Indiantown Gas Company
IOU	Investor-Owned Utility
JEA	Formerly known as Jacksonville Electric Authority
kWh	Kilowatt-Hour
LDC	Natural Gas Local Distribution Company
MMBtu	One Million British Thermal Units
MW	Megawatt
MWh	Megawatt-Hour
NGCCR	Natural Gas Conservation Cost Recovery
OUC	Orlando Utilities Commission
O&M	Operations and Maintenance
PV	Photovoltaic
PGS	Peoples Gas System
RIM	Rate Impact Measure Test
SGS	Sebring Gas System
SJNG	St. Joe Natural Gas
TECO	Tampa Electric Company
TRC	Total Resource Cost Test

Executive Summary

Purpose

Reducing the growth of Florida's peak electric demand and energy consumption became a statutory objective in 1980, with the enactment of the Florida Energy Efficiency and Conservation Act (FEECA). FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of the production and use of electricity and natural gas, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Sections 366.82(2) and 366.82(6), Florida Statutes (F.S.), require the Florida Public Service Commission (FPSC or Commission) to establish goals for the FEECA utilities and review the goals every five years, at minimum. The utilities are required to develop cost-effective demand-side management (DSM) plans that meet those goals and submit them to the Commission for approval.

Energy conservation and DSM in Florida are accomplished through a multi-pronged approach that includes energy efficiency requirements in building codes for new construction, federal appliance efficiency standards, utility programs, and energy education efforts. Utility programs, which are paid for by all customers, are aimed at increasing efficiency levels above building codes and appliance efficiency standards.

The Commission is required by Section 366.82(10), F.S., to provide an annual report to the Florida Legislature and the Governor summarizing the adopted goals and the progress made toward achieving those goals. Similarly, Section 377.703(2)(f), F.S., requires the Commission to file information on electricity and natural gas energy conservation programs with the Department of Agriculture and Consumer Services. Pursuant to Section 366.82(10), F.S., this report on conservation results achieved by the FEECA utilities is due to the Florida Legislature and Governor by March 1, 2022. This report reviews the 2020 annual goal results for each of the FEECA utilities and fulfills these statutory obligations.

The seven electric utilities and single natural gas utility currently subject to FEECA are listed below in order of sales:

Electric Investor-Owned Utilities	Municipal Electric Utilities
<ul style="list-style-type: none">• Florida Power & Light Company (FPL)• Duke Energy Florida, LLC (DEF)• Tampa Electric Company (TECO)• Gulf Power Company (Gulf)• Florida Public Utilities Company (FPUC)	<ul style="list-style-type: none">• JEA• Orlando Utilities Commission (OUC)
	Investor-Owned Natural Gas Local Distribution Company (LDC)
	<ul style="list-style-type: none">• Peoples Gas System (PGS)

The Commission regulates the rates and conservation cost recovery of the five electric IOUs and the single FEECA natural gas LDC. The Commission does not regulate the rates or conservation program costs of the two municipal electric utilities for which it sets DSM goals.

Report Layout

This report presents the FEECA utilities' progress towards achieving the Commission-established goals and the Commission's efforts in overseeing these conservation initiatives. This report details these efforts through the following five sections and appendices:

- Section 1 provides a brief history of FEECA and a description of existing tools for increasing conservation throughout the State of Florida.
- Section 2 discusses the DSM goalsetting process and the most recent Commission-established goals set for the FEECA utilities.
- Section 3 reviews the utilities' goal achievements, program impacts of COVID-19, and information on audit, low-income, and research and development programs.
- Section 4 provides an overview of the associated 2020 DSM program costs recovered through the Energy Conservation Cost Recovery (ECCR) Clause (as applies to electric IOUs) and Natural Gas Conservation Cost Recovery (NGCCR) Clause (as applies to LDCs).
- Section 5 discusses methods the Commission has used to educate consumers about conservation during the prior period, including a list of related web sites.
- Appendices A and B provide a list of the 2020 conservation programs offered by FEECA Utilities and a description of each program's purpose.

2019 Goalsetting Proceeding

In April 2019, the electric FEECA utilities filed proposed conservation goals, including numeric goals for summer demand, winter demand, and annual energy savings, for the 2020-2029 period. On November 5, 2019, the Commission chose to reject the goals proposed by the electric FEECA utilities. Instead, the Commission opted to continue with the goals that were established in the 2014 goalsetting proceeding for the period 2020-2024 and directed its staff to review the FEECA process for potential updates and revisions as may be appropriate.¹ In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C. Rule development workshops for this docket were conducted in January and May 2021.²

In May and June 2020, the Commission approved the filed DSM plans municipal electric FEECA utilities submitted.³ In August 2020, the Commission approved the DSM plans the investor-owned electric FEECA utilities submitted.⁴

¹Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review cf numeric conservation goals*.

²See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

³Order No. PSC-2020-0140-PAA-EG, issued May 12, 2020, in Docket No. 20200058-EG, *In re: Petition for approval cf 2020 demand-side management plan, by Orlando Utilities Commission*; Order No. PSC-2020-0200-PAA-EG, issued June 24, 2020, in Docket No. 20200057-EG, *In re: Petition for approval cf 2020 demand-side management plan, by JEA*.

The 2014 approved goals were based on estimated energy and demand savings from measures that passed the Rate Impact Measure (RIM) and Participants cost-effectiveness tests.⁵ These tests were used to ensure that all ratepayers benefit from energy efficiency programs due to downward pressure on electric rates. Compared to its review in 2009, the Commission identified fewer cost-effective energy efficiency measures in 2014. This was as a result of more stringent building codes and appliance efficiency standards. Higher appliance efficiency standards and building codes contribute to conservation outside of utility-sponsored DSM programs. Additionally, reduced utility avoided costs, caused by relatively low natural gas prices at the time these goals were adopted, resulted in fewer cost-effective measures.

Section 366.82(2), F.S., also requires that the Commission adopt goals for increasing the development of demand-side renewable energy systems. The Commission recognized in its 2019 review, that Rule 25-6.065, F.A.C., Interconnection and Net Metering of Customer-Owned Renewable Generation, adopted in 2008, offered an effective means to encourage the development of demand-side renewable energy in the state. This rule allows customers a method for offsetting their energy usage. In addition, in 2020, the Commission initiated a fact-finding workshop to explore various topics regarding demand-side renewable energy system development.

The Commission also established numeric therm savings goals for a natural gas utility for the first time in 2019. In August 2019, the Commission approved 2019-2028 goals for PGS, based upon programs it found were cost-effective.⁶ PGS also developed audit programs for its residential and commercial customers as part of the proceedings. The 2019 goalsetting processes for all FEECA utilities are further discussed in Section 2.

2020 Achievements and Related Program Costs

FEECA has been successful in reducing the growth rates of winter and summer peak electric demand and reducing annual energy consumption. On a cumulative basis through 2020, savings from FEECA utility DSM programs have contributed to the statewide totals which reflect that summer peak demand has been reduced by 8,171 MW, winter peak demand has been reduced by 7,276 MW, and annual energy consumption has been reduced by 14,935 GWh.⁷ During 2020, the Florida electric FEECA utilities offered 125 residential and commercial programs which focused on demand reduction and energy conservation (see Appendix B). In addition, FEECA electric utilities performed over 229,000 residential and commercial energy audits in 2020, as shown in Section 3.3. Each FEECA utility's achievements toward the 2020 Commission-approved goals are detailed in Section 3.1.

⁴Order No. PSC-2020-0274-PAA-EG, issued August 3, 2020, in Docket Nos. 20200053-EG (TECO), 20200054-EG (DEF), 20200055-EG (FPL), 20200056-EG (Gulf), and 20200060-EG (FPUC), *In re: Petition for approval of 2020 demand-side management plans*.

⁵ Order No. PSC-14-0696-FOF-EU, issued December 16, 2014 (2014 Goalsetting Order), in Docket Nos. 20130199EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

⁶Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand-side management goals and residential customer assisted and commercial walk-through energy audit programs*, by Peoples Gas System.

⁷Florida Reliability Coordinating Council (FRCC), *2021 Load & Resource Plan* (S-3, S-4, S-5).

The Commission has authority, by statute, to allow investor-owned utilities to recover costs related to conservation.⁸ The Commission has implemented this authority for electric IOUs through the ECCR clause since 1980. For 2020, Florida's investor-owned electric utilities recovered approximately \$320 million in conservation program expenditures.

Conclusion

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards and state building codes for new construction, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating, ventilation, and air conditioning (HVAC) equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient homes. Florida's electric and natural gas utilities also encourage conservation by offering energy audits, customer education, rebates on energy efficient equipment and building envelope improvements, and demand response programs.

Utilities design DSM programs to encourage conservation that exceeds levels set by current building codes and minimum efficiency standards. More stringent efficiency standards and building codes, as well as customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs. The level of realized savings from utility programs is uncertain because it requires voluntary participation and, in some cases, changes in customer behavior.

Because all customers pay for the utility conservation programs as a portion of their monthly utility bills, the Commission focuses on ensuring that all customers benefit from utility-sponsored DSM programs. The Commission also encourages customers to use energy efficiently through its customer education efforts. Overall, reducing Florida's electric demand and energy usage relies on customer education and participation in utility DSM programs, along with each individual's efforts to save electricity.

Conservation and renewable energy will continue to play an important role in Florida's energy future. The Commission is continuing its efforts to encourage cost-effective conservation that defers the need for new electric-generating capacity and reduces the use of fossil fuels. These initiatives support a balanced mix of resources that reliably and cost-effectively meet the needs of Florida's ratepayers.

⁸Section 366.05(1), F.S.

Section 1. Florida Energy Efficiency and Conservation Act

1.1 FEECA History and Implementation

FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of electricity and natural gas production and use, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Pursuant to FEECA, the Commission is required to establish conservation goals and the FEECA utilities must develop DSM programs to meet those goals.

Originally, all electric utilities in Florida were subject to FEECA. In 1989, changes were made to the law limiting the requirement to electric utilities with more than 500 gigawatt-hours (GWh) of annual retail sales. At that time, 12 Florida utilities met this threshold requirement and their combined sales accounted for 94 percent of Florida's retail electricity sales. An additional change to the law encouraged cogeneration projects.

In 1996, the Florida Legislature raised the minimum retail sales threshold for municipal and cooperative electric utilities to 2,000 GWh. Retail sales for these utilities were measured as of July 1, 1993, and two municipal utilities met the threshold of the amended statute: JEA and OUC. In addition to these two utilities, all five Florida investor-owned electric utilities must comply with FEECA regardless of sales levels. No rural electric cooperatives are currently subject to FEECA.

FEECA also includes natural gas utilities whose annual retail sales volume is equal to or greater than 100 million therms. PGS is the only natural gas utility that meets the therm sales threshold for conservation goals under FEECA, and thus has its own Commission-approved DSM goals.

The FEECA statute also allows the Commission to provide appropriate financial rewards and penalties to the utilities over which it has rate-setting authority. The Commission also has the authority to allow an IOU to receive an additional return on equity of up to 50 basis points for exceeding 20 percent of its annual load growth through energy efficiency and conservation measures. To date, the Commission has not awarded financial rewards or assessed penalties for any of the IOUs through FEECA. The Commission does not have rate-setting authority over JEA and OUC and therefore cannot assess financial penalties or provide financial rewards under FEECA.

Table 1 lists the seven electric FEECA utilities and shows their 2020 retail electricity sales and the percentage of total statewide electricity sales by each utility. The table also includes the total energy sales for all non-FEECA utilities. Currently, the seven electric utilities that are subject to FEECA account for approximately 83.9 percent of all Florida energy sales.

Table 1
Energy Sales by Florida's Electric FEECA Utilities in 2020

Florida's Electric FEECA Utilities	Energy Sales (GWh)	Percent of Total Energy Sales
Florida Power & Light Company	113,531	46.9%
Duke Energy Florida, LLC	39,230	16.2%
Tampa Electric Company	19,954	8.2%
JEA	12,319	5.1%
Gulf Power Company	10,764	4.4%
Orlando Utilities Commission	6,751	2.8%
Florida Public Utilities Company	646	0.3%
Electric FEECA Utilities' Total	203,195	83.9%
Non-FEECA Utilities' Total	39,128	16.1%
Total Statewide Energy Sales	242,323	100.0%

Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Table 26) published in October 2021.

Sections 366.82(2) and 366.82(6), F.S., require the Commission to set demand-side management goals at least every five years for the utilities subject to FEECA. The Commission sets electric goals with respect to summer and winter electric-peak demand and annual energy savings over a ten-year period, with a re-evaluation every five years. Once goals are established, the electric FEECA utilities must submit DSM plans containing cost-effective programs intended to meet the goals for Commission approval.

In 2008, the Florida Legislature amended the FEECA statute, placing upon the Commission additional responsibilities when adopting conservation goals. These responsibilities included the consideration of the benefits and costs to program participants and ratepayers as a whole, as well as the need for energy efficiency incentives for customers and utilities. The Commission must also consider any costs imposed by state and federal regulations on greenhouse gas emissions.

1.2 FEECA's Influence on the Florida Energy Market

FEECA's mission is important to Florida's overall energy market. Florida's total electric consumption ranks among the highest in the country due to its sizeable population and climate-induced demand for cooling. When compared to the rest of the country, Florida's energy market is unique. The distinction is largely due to the state's climate, the high proportion of residential customers to total customers, and the reliance on electricity for heating and cooling.

Florida is typically a summer-peaking state, since the summer peak demand generally exceeds winter peak demand. On a typical summer day, the statewide demand for electricity can increase significantly over a span of hours.⁹ Additionally, 87.7 percent of Florida's electricity customers are residential and consume 55 percent of the electrical energy produced. In contrast, nationally,

⁹FPSC's *Review of the 2021 Ten-Year Site Plans of Florida's Electric Utilities* (October 2021).

residential customers account for only 40 percent of total electric sales, while commercial customers represent 35 percent of electric consumption, and industrial customers represent 25 percent.¹⁰ Table 2 shows the makeup of Florida's electric customers by class and consumption.

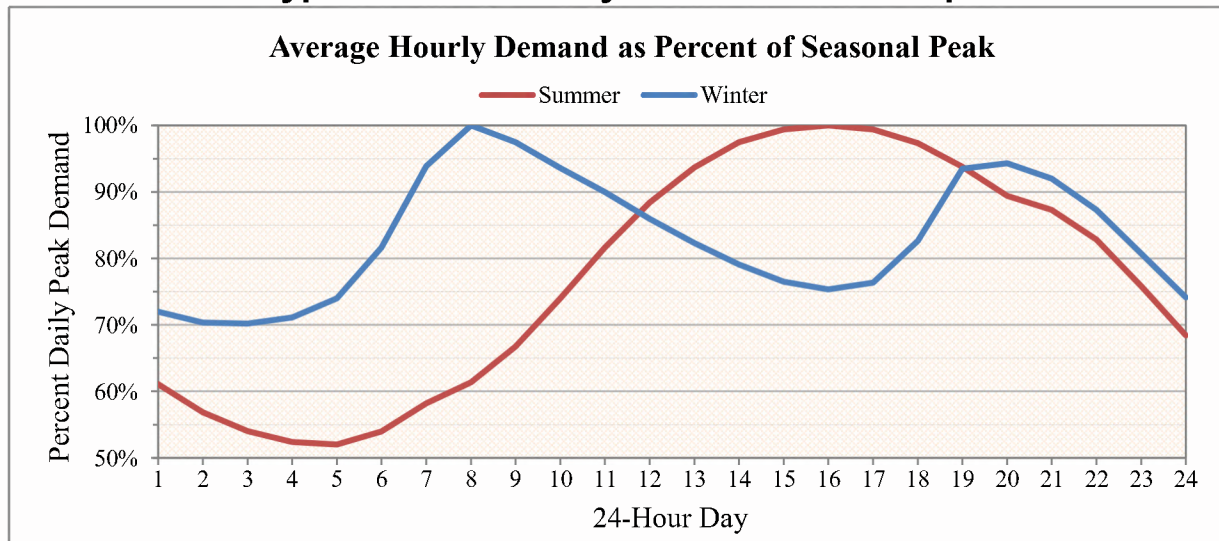
Table 2
Florida's Electric Customers by Class and Consumption in 2020

Customer Class	Number of Customers	Percent of Customers	Energy Sales (GWh)	Percent of Sales
Residential	9,737,740	87.7%	133,202	55.0%
Commercial	1,186,216	10.7%	83,101	34.3%
Industrial	24,396	0.2%	19,603	8.1%
Other*	155,948	1.4%	6,417	2.6%
Total	11,104,300	100.0%	242,323	100.0%

*Street and highway lighting, sales to public authorities, and interdepartmental sales.
Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Tables 26 and 33) published October 2021.

Figure 1 shows the daily electric load curves for a typical Florida summer and winter day. In the summer, air conditioning demand starts to increase in the morning and peaks in the early evening; a pattern which aligns with the sun's heating of buildings. In comparison, the winter load curve has two peaks—the largest in mid-morning, followed by a smaller peak in the late evening—which correspond to heating loads.

Figure 1
Typical Florida Daily Electric Load Shapes



Source: FPSC's *Review of 2021 Ten-Year Site Plans of Florida's Electric Utilities* published October 2021.

¹⁰National data as reported for 2020 by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 1): https://www.eia.gov/electricity/sales_revenue_price/

Residential load patterns are rapidly shifting and have high peak-to-trough variation. In contrast, commercial or industrial loads demonstrate more consistency throughout the 24-hour day and experience fewer spikes in demand.

Utilities dispatch additional generating capacity throughout the day in order to follow the customer load patterns. Peaking generating units, are dispatched during high demand periods of the day, and are less fuel-efficient than baseload or intermediate generating units. Utility DSM programs play a role in reducing energy usage and shifting peak demand, thus reducing the need to dispatch fuel-inefficient generating units.¹¹ Over time, the need for additional generating capacity has increased in Florida, largely due to population growth. In addition to providing fuel savings at existing generating units, utility-sponsored DSM programs and individual consumer conservation efforts can avoid or defer the need for new electric generating capacity.

Utility-sponsored DSM programs are funded by all ratepayers. Therefore, in order to meet FEECA requirements, the Commission and utilities must ensure that the DSM programs created to reap the benefits of reduced fuel usage and deferred generating capacity are cost-effective, i.e. less costly than generation. The Commission's methodologies to determine the cost-effectiveness of demand-side management programs are explained in detail in Section 2.1.

Since its enactment, FEECA has been successful in reducing the growth rate of weather-sensitive electric peak demands, and in conserving expensive resources. These savings have avoided or deferred the need for new generating capacity and offset the use of existing generating units, resulting in savings of fuel, as well as variable operations and maintenance (O&M) costs. During 2020, FEECA utility DSM programs continued contributing to the reduction of statewide energy needs and deferred the need for new generating capacity. Table 3 details cumulative savings for summer peak demand, winter peak demand, and overall energy consumption through 2020, as reported in the Florida Reliability Coordinating Council (FRCC)'s 2021 Regional Load & Resource Plan. In 2020, the FEECA DSM programs contributed annual energy savings of 187.1 GWh, which is enough electricity to power approximately 13,929 homes for a year.¹²

¹¹Electric generating units are typically categorized as baseload, intermediate, or peaking. Aside from planned and forced outages, baseload units are scheduled to operate continuously. Intermediate units generate power to follow load for periods of time, but are not planned to operate nonstop. Peaking units supplement baseload and intermediate power, operating during high-demand, or peak periods.

¹²This estimate is based on an average annual household energy use of 13,704 kWh for Florida in 2020 as reported by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 5.a): https://www.eia.gov/electricity/sales_revenue_price/

Table 3
Statewide Cumulative Demand and Energy Savings (Through 2020)

Type	Achieved Reduction
Summer Peak Demand	8,171 MW
Winter Peak Demand	7,276 MW
Annual Energy Reduction	14,935 GWh

Source: Florida Reliability Coordinating Council's 2021 *Regional Load & Resource Plan* (S-3, S-4, S-5).

In 2020, the electric FEECA utilities provided 125 programs for residential, commercial, and industrial customers (see Appendix B). Programs focus on either reducing energy use at a given moment, which shifts/reduces demand, or toward reducing overall energy consumption over a period of time. Utility-sponsored DSM programs are an important means of achieving demand and energy savings and these programs are designed to encourage customer conservation efforts.

Additionally, residential energy audits, required by Section 366.82(11), F.S., serve as an avenue to identify and evaluate conservation opportunities for customers, including their potential participation in utility-sponsored DSM and conservation programs. Energy audits also educate customers about behavioral changes and energy efficiency investments they can make outside of utility-sponsored DSM programs. During 2020, FEECA electric utilities performed 223,146 residential audits. Though FEECA does not require commercial energy audits, FEECA electric utilities also performed 6,071 commercial energy audits in 2020. Additional information about these results is presented in Section 3.

1.3 Recovery of Conservation Expenditures

The IOUs are allowed by Commission Rule 25-17.015, F.A.C., to recover reasonable expenses for DSM programs through the ECCR clause. Such expenses may include administrative costs, equipment, and incentive payments. Before attempting to recover costs through the ECCR clause, a utility must provide data on DSM program cost-effectiveness. Utilities must have Commission approval for any new programs or program modifications prior to seeking cost recovery.

Commission Rule 25-17.015, F.A.C., also permits natural gas LDCs to seek recovery for costs related to Commission-approved conservation programs. While PGS is the only natural gas utility subject to FEECA, the other Florida LDCs offer Commission-approved DSM programs without a specific therm savings goal. Natural gas conservation programs have historically focused on providing rebates to residential customers that support the replacement of less efficient appliances with new, energy-efficient gas appliances. However, several LDCs have expanded their rebate programs to commercial customers.¹³

On an annual basis, the Commission conducts financial audits of DSM program expenses that are included in the electric IOUs' and LDCs' cost recovery requests. A full evidentiary hearing is

¹³ Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

held to determine the cost recovery factors to be applied to customer bills in the following year. The Commission-approved 2022 conservation cost recovery factors are discussed further in Section 4.

Section 2. DSM Goalsetting

2.1 DSM Program Cost-Effectiveness and Energy Savings

Section 366.81, F.S., requires utility conservation programs to be cost-effective. This statutory requirement is codified in Rule 25-17.008, F.A.C., for electric utilities and Rule 25-17.009, F.A.C., for natural gas LDCs. The rules identify the cost-effectiveness methodologies to be used and require that utilities provide cost and benefit information to the Commission when requesting to add a program or make changes or additions to an existing program.

The Commission requires that electric utilities measure cost-effectiveness from three perspectives, at a minimum - the program participant, the utility's ratepayers, and society's overall cost for energy services. The Participants test, the Rate Impact Measure (RIM) test, and the Total Resource Cost (TRC) test capture these viewpoints. The electric FEECA utilities are required to provide the results of all three tests when seeking to add a new program or make changes to an existing program.

Similarly, Rule 25-17.009, F.A.C., requires natural gas LDCs to provide the results of the Participants test and Gas Rate Impact Measure Test (GRIM). The GRIM test is a modified version of the RIM test, specific to gas utilities. Natural gas LDCs are also required to provide the results of these tests when seeking to add a new program or modify an existing program.

Table 4 summarizes the costs and benefits considered in the three Commission-approved electric cost-effectiveness methodologies for electric utilities.

Table 4
Summary of Electric Cost-Effectiveness Methodologies

	Participants	RIM	TRC
Benefits			
Bill Reduction	X		
Incentives Received	X		
Avoided Generation (Capital and O&M)		X	X
Avoided Transmission (Capital and O&M)		X	X
Fuel savings		X	X
Costs			
Program Costs		X	X
Incentives Paid		X	
Lost Revenues		X	
Participant's Costs (Capital and O&M)	X		X

Participants Test

The Participants test analyzes costs and benefits from a program participant's point of view, rather than the impact on the utility and other ratepayers not participating in the program. The Participants test includes the up-front costs customers pay for equipment and costs to maintain this equipment. Benefits considered in the test include the incentives paid by utilities to the customers and the reduction in customer bills. Failure to demonstrate cost-effectiveness under this test would infer that rational customers would not elect to participate in this program.

Rate Impact Measure (RIM) Test

The RIM test is designed to ensure that all ratepayers, not just the program's participants, will benefit from a proposed DSM program. The RIM test includes the costs associated with incentive payments to participating customers and decreased revenues to the utility. DSM programs can reduce utility revenues due to reduced kilowatt-hour (kWh) sales and reduced demand. The decreased utility revenues typically are recovered from the general body of ratepayers at the time of a rate case. A DSM program that passes the RIM test ensures that all customer rates are the same or lower than rates would be without the DSM program.

Total Resource Cost (TRC) Test

The TRC test measures the overall economic efficiency of a DSM program from a social perspective. This test measures the net costs of a DSM program based on its total costs, including both the participants' and the utility's costs. Unlike the RIM test, customer incentives and decreased utility revenues are not included as costs in the TRC test. Instead, these factors are treated as transfer payments among ratepayers. Moreover, if appropriate, certain external costs and benefits such as environmental impacts may be taken into account. Because incentives and foregone revenues are not treated as "costs," electric rates for all customers tend to be higher for programs implemented solely using the TRC test to judge cost-effectiveness.

Ensuring Cost-Effectiveness

Ensuring utility-sponsored DSM programs remain cost-effective benefits the general body of electric ratepayers. These programs can reduce costs to ratepayers by postponing capital expenditures such as future power plant construction, and reducing current electrical generation costs, including fuel and variable O&M costs. DSM programs can also benefit customers by improving reliability.

When an IOU determines that a DSM program is no longer cost-effective, the utility should petition the Commission for modification or discontinuation of the program. In many instances, programs may need to be modified due to the adoption of a more stringent appliance efficiency standard or building code. In contrast, if new efficiency measures become available that are cost-effective, the utility may petition the Commission for approval of a new program.

2019 Electric DSM Goalsetting Proceeding

Pursuant to Sections 366.82(2) and 366.82(6), F.S., the electric FEECA utilities filed proposed goals for the 2020-2029 period in April 2019. The utilities' proposed goals were lower overall than those established in the 2014 goalsetting proceeding, with some utilities proposing goals of zero or near-zero for the 10-year period. A technical hearing on the proposed goals was held on August 12 and 13, 2019. The Commission heard testimony on cost-effectiveness tests, whether a

goal of zero fulfilled statutory requirements, how to account for free ridership, and how to ensure low-income customers are able to effectively participate in DSM programs.

By issuing Order No. PSC-2019-0509-FOF-EG¹⁴ on November 26, 2019, the Commission rejected the goals proposed by the electric FEECA utilities and chose to continue with the 2020-2024 portion of the goals established in the 2014 goalsetting proceeding.¹⁵ While the goalsetting process produces annual goals, the cumulative goals for the entire 10-year period are shown in Table 5 for illustrative purposes. The Commission also expressed a desire to review the goalsetting process for potential revisions. In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C. Rule development workshops for this docket were conducted in January and May, 2021.¹⁶

Table 5
Cumulative Commission-Approved Electric DSM Goals, 2015-2024

Electric Utility	Summer Demand Goals (MW)	Winter Demand Goals (MW)	Annual Energy Goals (GWh)
FPL	526.1	324.2	526.3
DEF	259.1	419.3	195.0
TECO	56.3	78.3	144.3
Gulf	68.1	36.7	84.2
FPUC	1.3	0.4	2.0
OUC	5.0	8.4	13.0
JEA	10.8	9.7	25.8
Total	926.7	877.0	990.6

Source: Order No. PSC-14-0696-FOF-EU.

The goals established in 2014 were based upon estimated energy and demand savings from measures that passed both the RIM and Participants cost-effectiveness tests. Measures that pass the Participants test ensure that participating customers' benefits exceed the costs of the measure or program to the participants. Use of the RIM test minimizes subsidies between customers who participate in DSM programs and those who do not participate but pay for program expenditures. The RIM test also ensures rates would remain the same or lower than otherwise would occur.

As part of its review of goals in 2019, the Commission recognized Rule 25-6.065, F.A.C., (Customer-Owned Renewable Generation Rule) as an effective means of encouraging the development of demand-side renewable energy systems. Figure 2 shows the growth in the

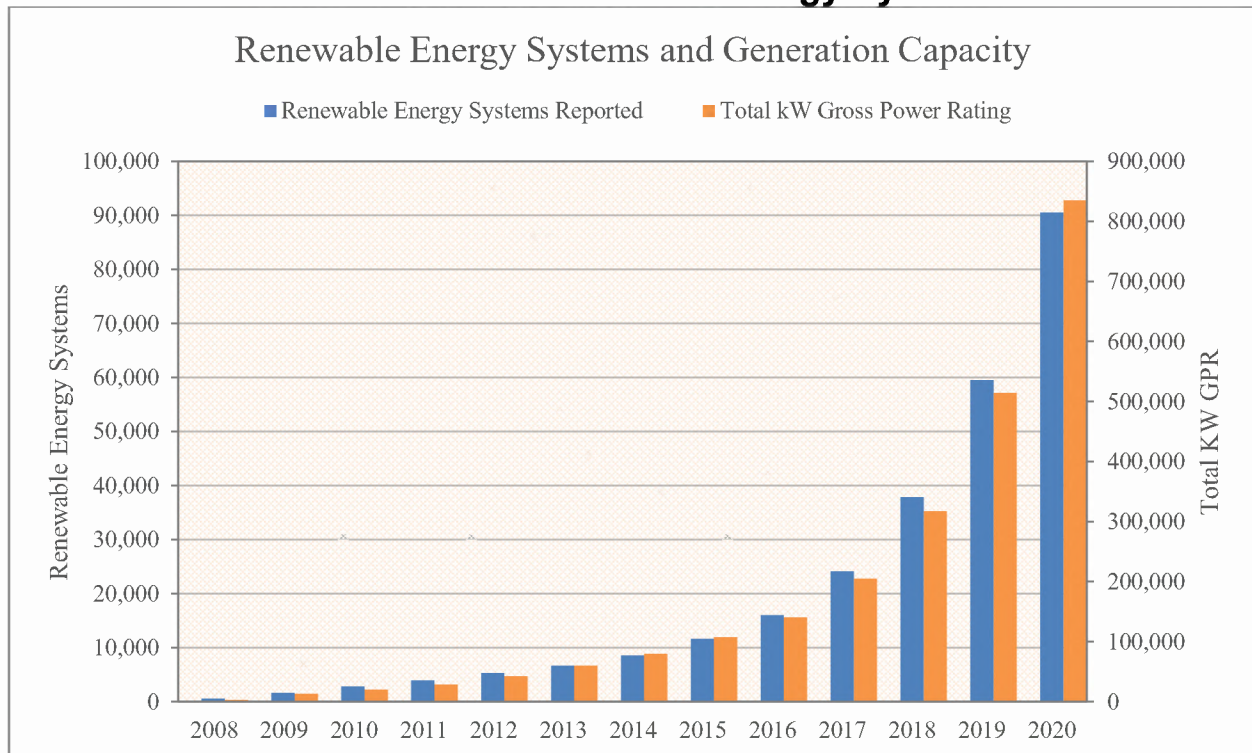
¹⁴ Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

¹⁵ Within 90 days of the issuance of the Order approving goals, the electric FEECA Utilities shall file individual DSM plans designed to meet their approved goals.

¹⁶ See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

number of customer-owned renewable energy systems in Florida, as well as the growth in gross power ratings (i.e. generating capacity) since the Commission's approval of net-metering in 2008.

Figure 2
Demand-Side Renewable Energy Systems



Source: Data compiled from Interconnection and Net Metering Reports provided to the Commission from IOU, municipal, and rural electric cooperative electric companies, 2008-2020.

2.2 Summary of the 2019 Goalsetting Process for Peoples Gas

PGS is the only natural gas utility that meets the therm sales threshold for establishing conservation goals under FEECA. In October 2018, PGS filed a petition for approval of numeric therm reduction goals for the 2019-2028 period. PGS estimated its goals based upon its current Commission-approved DSM programs. Because PGS had existing programs already in place, there is expected to be no additional cost to its customers, aside from the costs of the new audit programs. PGS utilized the Participants and GRIM tests to calculate its goals.¹⁷ The Commission approved the goals for PGS in Order No. PSC-2019-0361-PAA-GU, issued on August 26, 2019. Table 6 shows the 10-year therm-savings goals for PGS over the 2019-2028 period.

¹⁷Rule 25-17.009, F.A.C., requires natural gas utilities that seek to recover costs for conservation programs to file the cost-effectiveness test results of the Participants test and the GRIM test.

Table 6
Commission-Approved DSM Goals for PGS, 2019-2028

Cumulative Savings (Therms)		
Residential	Small-Commercial	Combined
3,749,583	2,426,634	6,176,217

Source: Order No. PSC-2019-0361-PAA-GU.

PGS was also required to develop a residential audit program as part of the goalsetting process. However, PGS filed for and was granted a waiver of Rules 25-17.003(3)(a) and (b), F.A.C., which require all FEECA utilities to offer residential customers three different types of on-site audits - Building Energy Efficiency Rating System (BERS) Audits, Computer-Assisted Audits, and Walk-Through Audits. PGS argued that the on-site audits would impose a substantial hardship on the Company and that the purpose of the underlying statute can be achieved by other means. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. The Commission approved the implementation of the electronic audits for PGS's residential customers, as well as on-site audits for its commercial customers, beginning in 2020. Customers of PGS are still eligible to receive walk-through energy audits through their electricity provider.

In November 2019, a docket was established to consider the petition from PGS for Approval of Demand-Side Management Plan and Standards together.¹⁸ In June 2020, PGS informed the Commission of its intention to revise programs in an amended filing. In February 2021, an Amended Petition for Approval of Demand-Side Management Plan was filed. By Order No. PSC-2021-0242-PAA-EG, the revised filing was approved.¹⁹

2.3 Impact of Outside Factors on FEECA Utility DSM Programs

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating and air conditioning equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient homes.

Utilities design DSM programs to encourage conservation that exceeds levels set by current building codes and minimum efficiency standards. However, the cost-effectiveness of DSM measures has declined due to several factors outside of the FEECA utilities' control. More stringent state and federal efficiency standards, building codes, and customer actions to

¹⁸See Docket No. 20190210-EG, Petition for approval of demand-side management plan, by Peoples Gas System.

¹⁹Order No. PSC-2021-0242-PAA-EG, issued July 2, 2021, in Docket No. 20190210-EG, *In re: Petition for approval of demand-side management plan, by Peoples Gas System*.

implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs.

Federal efficiency standards and state building codes establish a baseline in assessing the cost-effectiveness of a potential DSM program. Florida utility DSM programs offer rebates and incentives for appliances that exceed federally established minimum efficiency standards. However, increases in federal efficiency standards, independent conservation efforts by consumers, and general conservation practices make it more challenging for utilities to achieve demand and energy savings through DSM programs. Moreover, participation rates in the utility programs are driven by the anticipated payback to the participating customer. While utility incentives tend to increase customers' "take rate" in conservation programs, electric rates are also a contributing factor in customers' decisions to invest in more efficient appliances. Thus, low or declining electric rates tend to reduce customer energy efficiency investments, while increasing rates can have the opposite effect. This makes it crucial that the FEECA utilities frequently evaluate conservation programs to ensure that they remain cost-effective. Likewise, the FEECA utilities are also expected to evaluate the potential for new, cost-effective DSM program opportunities as energy-efficiency technologies develop.

State Building Code

At the state level, the FLBC is amended annually to incorporate interpretations and clarifications as well as to update efficiency standards. The Florida Building Commission updates the FLBC with relevant new standards every three years. In 2017, the FLBC was updated and became effective in December 2017. After review of the 2017 FLBC and the DSM programs that were current at that time, FEECA utilities reported that the code update had no impact on the programs that had been established during the 2014 goalsetting proceeding. In 2020, the FLBC was updated to the Seventh Edition, which became effective in December 2020. In August 2021, a supplement to the Seventh Edition was issued. While there were several changes in both documents that pertain to construction standards, no changes were made to Chapter 11, Energy Efficiency, and none of the FEECA utilities made regulatory filings to modify DSM Plans or programs as a result of FLBC code updates.²⁰

Federal Government Efficiency Standards

At the federal government level, the U.S. Department of Energy's (DOE) Building Technologies Office sets energy efficiency standards for more than 60 categories of appliances and other equipment, including HVAC equipment.²¹ Within the Building Technologies Office, the Appliances and Equipment Standards Program maintains a multi-year rulemaking schedule that establishes minimum energy efficiency standards and test procedures which are the basis for these standards. The products regulated by DOE standards represent about 90 percent of home,

²⁰Details of the Seventh Edition (2020) Florida Building Code and 2021 Supplement to the 7th Edition (2020) Florida Building Code can be found at https://www.floridabuilding.org/fbc/Links_to_Code_Resources.html.

²¹Pursuant to Section 553.975, F.S., the Commission must report the effectiveness of state energy conservation standards established by Sections 553.951-553.973, F.S. Florida's appliance efficiency standards are mandatory efficiency improvements but have not been updated since 1993, and therefore have likely been superseded by more recent federal efficiency standards.

60 percent of commercial building, and 30 percent of industrial energy use.²² Some of the consumer products regulated by these Conservation Standards and Test Procedures include laundry appliances, dishwashers, microwave ovens, televisions, and several other common household products. In addition to consumer products, there are categories for lighting, plumbing, and commercial/industrial products.²³ Deadlines for reviewing many of these standards were not met in 2020. However, in January 2021, an executive order from the President of the United States was issued which included direction to address the overdue rule and test procedure reviews.²⁴ In the August 2021 Report To Congress, DOE conveyed that since the last Report to Congress (July 2019), 123 rulemaking actions related to energy conservation standards and test procedures have been completed. Of this total, 71 of the actions were related to energy conservation standards rulemaking notices, with 15 being final actions. Examples of the equipment for which final actions were taken include ceiling fans, commercial air compressors, dishwashers, fluorescent light ballasts, and portable air conditioners. The full list, including information on the fifty two rulemaking notices that relate to test procedures, is accessible via the link identified in the footnote below.²⁵

Federal standards that change the baseline requirements for a product may have a direct effect on DSM programs. If a DSM program is no longer cost effective as a result of changing federal standards, then the utility should file a petition to modify or discontinue the program.

²²Federal Appliance and Equipment Standards Program: <http://energy.gov/eere/buildings/appliance-and-equipment-standards-program>.

²³ Federal Conservation Standards and Test Procedures: <http://energy.gov/eere/buildings/standards-and-test-procedures>.

²⁴ Executive Order No. 13990, 86 Federal Register 7037 (January 25, 2021): <https://www.govinfo.gov/content/pkg/FR-2021-01-25/pdf/2021-01765.pdf>

²⁵U.S. Department of Energy, Semi-Annual Report to Congress on Appliance Energy Efficiency Rulemakings, Energy Conservation Standards Activities (August 2021): <https://www.energy.gov/sites/default/files/2021-08/EXEC-2019-005022%20-%20Final%20Report%20ksb.pdf>

Section 3. FEECA Utilities' Goal Achievements

3.1 Assessing Goal Achievement

Commission rules require separate goals be set for electric residential and commercial/industrial (C/I) customers, assigning context to measuring goal achievement within these two primary customer categories. Each utility's achievements in these categories are also combined and compared against total demand and energy savings goals.

Every FEECA utility must file an annual DSM report pursuant to Rule 25-17.0021, F.A.C., which summarizes demand savings, energy savings, and customer participation rates for each approved program. The report also includes the residential, C/I, and total energy efficiency achievements compared to the approved DSM goals. Each FEECA utility's current (2020) and archived annual DSM reports from prior years can be found on the Commission's website: <http://www.psc.state.fl.us/>.

Monitoring annual goal achievements enables the Commission to evaluate the effectiveness of each utility's programs. In addition to reviewing the FEECA utilities' annual DSM reports, staff issues discovery requests for additional information from the utilities on their demand and energy saving achievements. Staff's data requests also seek explanations of factors preventing the utilities from achieving projected participation levels. Each FEECA utility's DSM performance in 2020 is discussed below. The utility achievements have been compared to the annual goals established by the Commission in November 2014 and reapplied in August 2021. Table 7 provides a breakdown of each electric utility's goal achievements for the period.

FPL

FPL met all of its goals for the C/I customer class, and also achieved its goals for total winter and summer demand reduction, but did not achieve its goal for total energy savings in 2020. FPL did not achieve any of its 2020 goals for the residential customer class. FPL stated that its performance in this sector was attributable to fewer in-home audits beginning in March, since those activities were suspended due to COVID-19 restrictions.

DEF

DEF met its 2020 total demand and energy savings goals and all C/I customer class goals. Although DEF suspended the installation of in-home measures for its customers in March in response to the COVID-19 pandemic, the company achieved its summer demand reduction and energy savings goals for the residential customer class in 2020, and it missed achieving its winter demand reduction goal by a very small margin.

TECO

TECO met its 2020 total demand and energy savings goals and all C/I customer class goals. For the residential customer class, TECO achieved its energy savings goals in 2020, although it missed achieving its winter and summer demand reduction goals. As a response to the COVID-19 pandemic, TECO suspended face-to-face in-home interactions for the safety of its customers, employees, and contractors. The company believes fewer interactions impacted its ability to achieve the demand reduction goals for the residential customer class.

Gulf

Gulf achieved its 2020 goal for winter demand reduction for the C/I customer class, but did not achieve any other goals in 2020. Gulf stated that the COVID-19 pandemic significantly impacted the delivery of many of Gulf's DSM programs. Gulf suspended traditional outreach activities that are ordinarily the primary driver of many DSM programs. By not participating in home shows and community events, Gulf had fewer opportunities to engage with residential and C/I customers. In addition, suspending employee visits in customers' homes and business locations beginning in March, suppressed its ability to offer programs to achieve its residential and some C/I customer class goals.

FPUC

FPUC met all of its 2020 total demand and energy savings and residential goals, stating that enhanced participation in its Residential Heating and Cooling Upgrade program as the principle reason. The company did not meet any of its 2020 goals for the C/I sector, although goal achievement improved in this customer class compared to 2019.

JEA

JEA met its 2020 total demand and energy savings goals and all individual customer class goals.

OUC

OUC met its 2020 total demand and energy savings goals and all individual customer class goals.

Table 7
Electric DSM Goals Compared to Annual (2020) Achievements

Utility	Winter (MW)		Summer (MW)		Annual (GWh)	
	Goals	Achieved Reduction	Goals	Achieved Reduction	Goals	Achieved Reduction
FPL*						
Residential	16.7	11.5	26.9	20.0	25.0	20.6
Commercial/Industrial	16.1	28.6	26.2	40.2	28.7	30.7
Total	32.8	40.1	53.1	60.2	53.7	51.3
DEF*						
Residential	32.0	31.0	16.0	18.0	9.0	35.0
Commercial/Industrial	5.0	24.0	8.0	46.0	6.0	40.0
Total	37.0	55.0	24.0	64.0	15.0	75.0
TECO*						
Residential	7.6	3.5	3.3	2.6	7.4	8.9
Commercial/Industrial	1.7	10.4	3.5	11.8	10.3	26.1
Total	9.3	13.9	6.8	14.4	17.7	35.0
Gulf*						
Residential	3.8	1.1	6.7	1.6	6.8	2.2
Commercial/Industrial	0.2	0.0	0.8	1.0	2.5	2.2
Total	4.0	1.1	7.5	2.6	9.3	4.4
FPUC*						
Residential	0.028	0.142	0.089	0.253	0.060	0.488
Commercial/Industrial	0.018	0.001	0.052	0.018	0.168	0.044
Total	0.046	0.143	0.141	0.271	0.228	0.532
JEA						
Residential	0.960	1.794	0.940	2.004	2.500	3.940
Commercial/Industrial	0.007	0.582	0.140	1.188	0.080	6.240
Total	0.967	2.376	1.080	3.192	2.580	10.180
OUC						
Residential	0.210	0.821	0.210	0.763	0.770	1.628
Commercial/Industrial	0.700	1.960	0.390	2.325	0.850	9.087
Total	0.910	2.782	0.600	3.087	1.620	10.715

*Bold numbers indicate the utility did not meet its annual goals within that category.

Source: FEECA utilities' demand-side management annual reports.

PGS

Table 8 provides a breakdown of the goal achievements for PGS for the period. Therm-savings goals for PGS were first approved in August 2019. PGS met its 2020 total energy reduction goal and its individual customer class goals.

Table 8
PGS DSM Goals Compared to Annual (2020) Achievements

Utility	Annual Energy Reduction (Therms)	
	Goals	Achieved Reduction
PGS		
Residential	347,108	416,915
Commercial/Industrial	222,062	285,662
Total	569,170	702,577

Source: PGS' demand-side management annual report.

3.2 Program Impacts of COVID-19

The COVID-19 pandemic profoundly impacted DSM program implementation in 2020 for Florida's electric FEECA utilities. COVID-19 led each FEECA utility to restrict implementation of DSM programs requiring face-to-face or on-site contact with their customers in 2020. All FEECA utilities suspended offering conservation programs that involved employee visits to customers' homes beginning in March 2020. In a few instances, the duration of suspensions was brief. Many program suspensions were lifted in the 4th quarter of the year, although in a few limited cases, some programs remained suspended for the remainder of 2020 and into 2021.

The FEECA utilities responded to this challenge through enhanced communications with their customers using traditional channels (radio, television, bill messaging, and print mediums), as well as internet-based and social media (Facebook and Twitter) platforms. In addition, the FEECA utilities frequently updated information regarding the availability of their conservation programs on their corporate websites, and some entities developed webinars and other informative content for their customers. For the first time, the FEECA utilities also communicated with their customers using technology-based applications (FaceTime, Teams, and Zoom) in efforts to assist customers to learn about and engage in conservation programs and measures. Discussed below is a summary of the extraordinary practices the FEECA utilities implemented in response to COVID-19 impacts.

FPL

Many of FPL's residential and commercial conservation programs were suspended between March and October of 2020. Throughout 2020, FPL posted and updated its website messaging about the conservation programs that were suspended. The company also enhanced the training for call-center and customer-facing workforces in order to encourage customers to participate in telephonic and virtual audit programs, which were continuously offered through 2020. Although in-person audit programs were not offered for portions of 2020, all customers who requested an in-home survey were encouraged to complete the survey via phone or video, and customers who

preferred an onsite survey were put on a call-back list to be notified once field visits resumed. According to FPL, the success of advisor-led virtual phone surveys led the company to continue offering this service to their customers as it allows for flexible scheduling and is a less intrusive method for completing an energy survey.

During 2020, FPL also adjusted its Residential Ceiling Insulation program to allow insulation contractors to directly deliver the program to FPL customers without a pre-qualification that would normally result from an audit. To promote best practices and also its portfolio of conservation programs for customers in the business and commercial class, FPL produced and offered an energy efficiency-related webinar in 2020.

DEF

In 2020, COVID-19 impacted DEF's residential and commercial conservation programs for varying durations. The company's Non-Residential Demand Response program had the shortest suspension, lasting about two weeks, while other programs, such as Home Energy Check (DEF's in-home audit program), were suspended in mid-March 2020, restored in mid-June, and then suspended again in early November 2020 for the remainder of the calendar year.

Like FPL, DEF actively posted current information about conservation programs on its website, and also made use of video conferencing tools as an alternative to face-to-face communications. Prior to 2020, the Company sponsored in-person events to promote the Neighborhood Energy Saver program. COVID-related impacts in 2020, however, prompted DEF to develop plans to promote this program through a virtual event.

The company relied more heavily on its online and social media outlets (Facebook and Twitter) for messaging about the conservation programs, and increased its promotion of telephonic and online audits. For customers who initiated contact with the company about in-home audits or other suspended programs, DEF instituted waitlists during the period(s) when suspensions were in place. Although lower costs in some programs were recorded in 2020 due to suspensions throughout the year, higher expenses for incentives were incurred in the Interruptible Service Program, which contributed to the slight rise in overall costs for all programs. Despite suspending in-home audits for portions of 2020, DEF was the only FEECA electric utility to record an increase in overall audit participation in 2020.²⁶

TECO

TECO suspended on-site appointments in March 2020 and followed protocols which deferred face-to-face interaction with customers. TECO pursued energy education for its customers through traditional and emerging communication channels. Through its website and other digital avenues, the company provided information about suspended conservation programs, while also actively promoting the non-suspended programs. According to TECO, the company placed an emphasis on promoting telephonic and online audits, and like DEF, created wait-lists to accommodate requests for in-home audits or other suspended programs. All customers awaiting an energy audit were offered an initial phone audit, as well as an evaluation of their ceiling

²⁶Tables 9 and 10, which appear on Pages 26 and 28 in this report, provide additional information from all of the FEECA electric utilities on the number of residential and commercial/industrial audits conducted in 2020.

insulation and ductwork, if outside access was available. TECO's online customer portal featured popup messaging to promote Online Energy Audits, allowing instant access for information and sign-ups. TECO's Commercial Energy Management Team offered a virtual energy efficiency webinar to offer information on phone audits and energy efficiency assistance geared specifically to commercial/industrial customers.

TECO also implemented some process changes that allowed on-going participation in some of the company's COVID-impacted DSM programs. Working through its vendors, the company allowed photographs to document the installation of qualifying energy efficient equipment. TECO also implemented an electronic signature tool in order to enroll customers in load management and demand response programs. For the company's Weatherization program, TECO specialists ordinarily install all of the items in the energy efficiency kits that are offered with that program. However, during the period of COVID-related suspensions, the company mailed the kits and instructed the participating customers to self-install what they were comfortable with, leaving the remaining items for a specialist to install at a later date. For these participating customers, TECO plans to initiate contact when restrictions expire.

TECO developed and launched social media content focused on educating its customers on energy saving tips, while simultaneously promoting its conservation programs. In 2020, a team of TECO specialists created seven conservation-related videos for social media outlets, including one offered in Spanish. This content offered information on the benefits of participating in company-sponsored programs, along with topics that ranged from water heating to adjusting thermostat settings.

Gulf

Gulf, like DEF, began suspensions in March 2020 and ended them at various dates through the following year. Gulf suspended all on-site visits in March 2020 through the remainder of the year. Although two residential programs, Energy Select and the Low-Income Community Energy Saver, were only suspended between March and July of 2020, the programs operated in the latter part of 2020 under very limited capacities.

Like FPL, Gulf shifted its messaging to encourage customers to participate in telephonic and virtual audit programs, which were offered through 2020 in lieu of in-person audits. Gulf adjusted how it communicated with its customers through increased use of internet-based platforms and its social media (Facebook and Twitter) avenues to educate customers and also offer information about conservation programs.

Gulf introduced surveys via phone or video for their residential and commercial customers, which allowed customers to receive a personal consultation while maintaining its suspension of in-person visits to homes and businesses. Gulf stated that any customers who preferred an on-site energy audit were put on a call-back list for notification once field visits resumed.

Late in 2020, Gulf took steps designed to solidify its relationships with its preferred vendors in conjunction with three new residential programs (HVAC, Ceiling Insulation, and High Efficiency Pool Pump). By the second quarter of 2021, Gulf had resumed offering all of its residential and business conservation programs.

FPUC

FPUC's two audit programs that feature on-site visits, the Residential Energy Survey Program and the Commercial Energy Consultation Program, were suspended in March and remained suspended for the balance of 2020. To provide an alternative for customers requesting an on-site audit, the company offered an online energy survey, and helped customers with over the phone audits as well. In addition, the company updated its free online energy survey software and conservation calculator and included a bill insert to alert its customers about the availability of these tools.

The company states that it enhanced its efforts to promote online and telephonic audits in 2020. Like the larger IOUs, FPUC began its energy education efforts with changes to the company's website. Through website, social media, and email messaging, the company provided information about suspended conservation programs and offered energy-saving tips. FPUC also provided its customers with links to access their newly updated energy conservation tools, which included cost calculators for appliances and other equipment. In 2020, the company maintained its usual marketing efforts to promote its entire energy conservation portfolio through bill messaging and print advertising (including billboards and banners) in its service territories.

JEA and OUC

JEA and OUC suspended programs in March that involved utility personnel entering customer homes, and both entities used websites and social media accounts for communicating with customers about conservation programs.

While both utilities offered virtual audits, OUC offered on-site audits whereby conservation specialists remained outdoors during the audits, using video-conferencing tools to give guidance to its customers. OUC expressed that its modified audit program obviated the need to create waitlists that would have otherwise been necessary if the utility had fully suspended the program.

3.3 Information on Audit Programs

Residential energy audits are required by Section 366.82(11), F.S. Energy audits serve as an avenue for utilities to identify and evaluate conservation opportunities for customers. FEECA utilities use energy audits as a gateway to their other DSM programs. For example, some rebate programs require customers to have an energy audit so that the utility can identify existing equipment to determine program eligibility before the customer is eligible to participate. Utilities also use energy audits to educate customers on behavioral changes and energy efficiency investments they can make outside of the utility-sponsored DSM programs.

Rule 25-17.0021, F.A.C., requires that all FEECA utilities offer a Walk-Through Audit, a Building Energy-Efficiency Rating System (BERS) Audit, and a Computer-Assisted Audit to their residential customers. All FEECA electric utilities offer Walk-Through audits for their commercial customers as well. In addition to the required audits, FEECA utilities also offer online and phone audits which have become increasingly popular with customers. While online and phone audits are not as thorough as Walk-Through audits, they give customers access to much of the same information on their own time, without the need to schedule appointments with their utility. These audits also typically have lower administrative costs than Walk-Through audits.

As a part of its goalsetting process, PGS was granted a waiver which exempts the company from the requirement to offer Walk-Through audits. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. In April 2020, PGS launched its Residential Customer Assisted Audit program, as an online audit program for residential customers, and offered 4,878 audits to residential customers. In the third quarter of 2021, PGS updated staff on the delay in its plans to launch its Commercial Walk-Through Energy Audit program.

Residential Audits

The FEECA electric utilities performed a total of 223,146 residential audits in 2020, as shown in Table 9 below.²⁷ On various dates in 2020, the FEECA electric utilities suspended and later reinstated employee visits to customers' homes and businesses. As a result, during the suspension periods, the utilities were not able to offer Walk-Through, BERS, and Computer-Assisted audits since these types of audits require a utility auditor to physically inspect the customer's premises. The FEECA electric utilities responded to these suspensions by offering virtual energy audits via online or telephonic audit programs.

Table 9
Residential Audits by Type in 2020

Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	3,786	80,940	18,921	103,647
DEF	9,525	11,558	10,477	31,560
TECO	1,514	59,323	443	61,280
Gulf	135	11,764	106	12,005
FPUC	23	0	60	83
JEA	3,187	9,924	0	13,111
OUC	1,296	164	0	1,460
Total	19,446	173,673	30,027	223,146

Source: FEECA utilities' demand-side management annual reports.

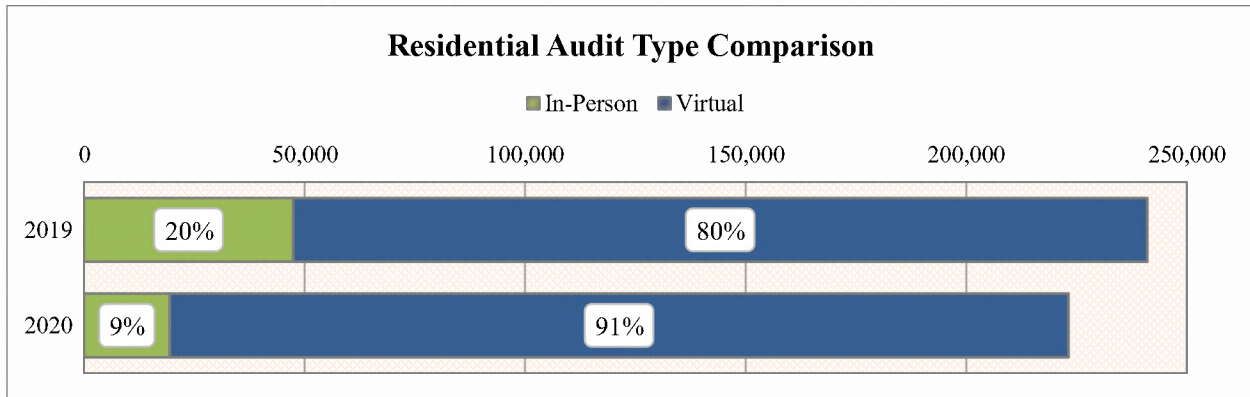
The 2020 total number of residential audits for all electric FEECA utilities, 223,146, was almost 18,000 fewer audits than the 241,025 audits conducted in 2019. In 2020, FPL, Gulf, TECO, FPUC, and the municipal utilities all reported that fewer audits overall were conducted, compared to 2019. However, overall participation for DEF increased by over 8 percent in 2020, when a total of 31,560 audits were conducted.²⁸

²⁷ Walk-Through, BERS, and Computer-Assisted audits all require a utility auditor to physically inspect the customer's premises, and therefore are consolidated for the purposes of Figures 3 and 4.

²⁸ In 2019, DEF reported a total of 29,133 audits, including 13,754 Walk-Through, BERS, and Computer Assisted audits, 5,596 Online audits, and 9,783 Phone audits. Despite fewer in-person audits in 2020, DEF more than doubled the number of Online audits that year.

In 2019, approximately 80 percent of all residential audits were conducted virtually, and the balance were conducted in person. For 2020, not only did the overall number of audits decline, but a proportional shift was observed as well. As Figure 3 below shows, a higher proportion of residential audits were conducted virtually in 2020 (91 percent), while far fewer in-person audits were conducted, as expected due to the suspension of onsite audits.

Figure 3
Residential Audits in 2019 and 2020



Source: FEECA utilities' demand-side management annual reports.

Commercial / Industrial Audits

The FEECA electric utilities also performed 6,071 commercial energy audits in 2020, down from 8,506 in 2019. As with the residential audit programs, the suspension of on-site visits during 2020 contributed significantly to the lower overall numbers reported by all of the FEECA electric utilities. However, suspending on-site visits had a greater impact on the C/I sector than the residential sector, since some of the FEECA electric utilities only offered in-person audits to the C/I sector. In 2019, FPUC conducted 19 audits for the C/I sector, but conducted no audits in 2020. FPL and Gulf had previously offered other types of audits (e.g. online and/or telephonic audits) to this sector in 2019, and continued offering such audits in 2020. In 2020, DEF offered telephonic audits for the first time to the C/I sector. Table 10 shows a breakdown of the participation numbers in 2020.

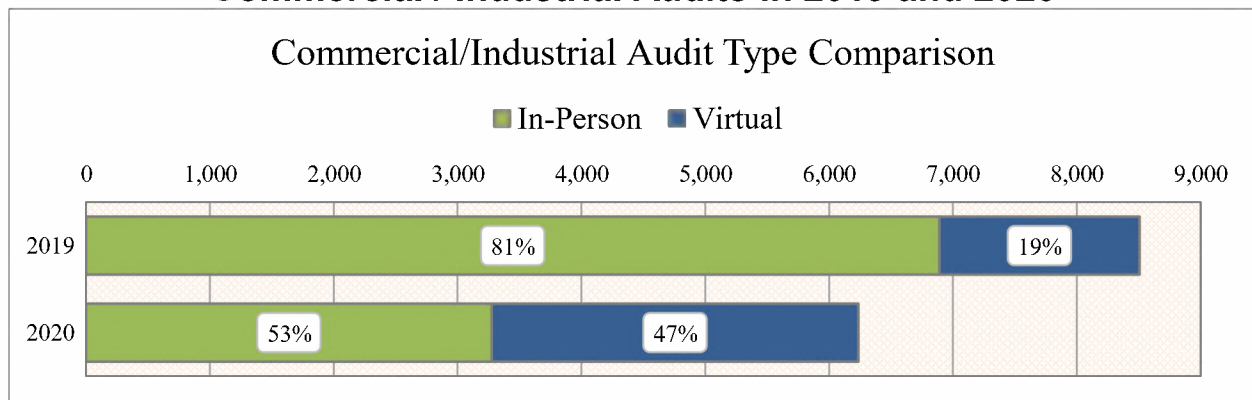
Table 10
Commercial / Industrial Audits by Type in 2020

Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	2,464	1,230	1,321	5,015
DEF	363	0	66	429
TECO	238	0	171	409
Gulf	17	6	0	23
FPUC	0	0	0	0
JEA	142	0	0	142
OUC	53	0	0	53
Total	3,277	1,236	1,558	6,071

Source: FEECA utilities' demand-side management annual reports.

Similar to the observations from the residential sector, the suspension of in-person audits for periods in 2020 resulted in a proportional shift between virtual and in-person audits. Figure 4 below shows a higher proportion of C/I audits were conducted virtually in 2020, while far fewer in-person audits were conducted.

Figure 4
Commercial / Industrial Audits in 2019 and 2020



Source: FEECA utilities' demand-side management annual reports.

3.4 Low-Income Programs

The 2014 DSM Goals Order²⁹ states, “When the FEECA utilities file their DSM implementation plans, each plan should address how the utilities will assist and educate their low-income customers, specifically with respect to the measures with a two-year or less payback.”³⁰ In accordance with this Order, each electric FEECA utility has implemented programs within its DSM plan that address low-income conservation. Low-income customer participation in energy conservation programs furthers the intent of FEECA by encouraging potential demand and energy reduction in the State of Florida. Customers that participate in these programs benefit through increased knowledge of conservation opportunities and through rebates on energy saving equipment, resulting in potential bill reduction.

Low-income programs mainly focus on efforts to provide energy efficiency information, weatherization opportunities and the installation of energy efficient measures to residential homes. In many cases, the utilities have established partnerships with government and non-profit agencies. They work together to help identify low-income neighborhoods and educate customers on conservation opportunities through energy audits, bill inserts, presentations, and other measures.

Since 2015, all of the electric FEECA utilities have submitted programs in their DSM plans tailored to offer assistance to qualifying customers. Each FEECA utility’s conservation efforts with respect to low-income customers during 2020 are discussed below.

FPL

In 2020, FPL provided assistance to low-income customers through the Low-Income DSM program, which provides direct installation of energy saving measures through government designated Weatherization Assistance Providers. A thorough home energy survey with customer specific recommendations for saving energy is also offered with this program. Although on-site, in-home energy surveys were suspended between March and October 2020 due to COVID-19, FPL offered participants the option of doing the home energy survey over the phone or online.

DEF

DEF uses a variety of marketing channels to promote its conservation programs to all customers, including low-income customers. These channels include bill stuffers, emails, direct mail, social media and information published on the company’s website.

In 2020, DEF worked with local government social service agencies, including Pinellas County Urban League, Mid-Florida Community Services, Capitol Area Community Action Agency and other organizations to ensure these entities are aware of the benefits available to low-income customers. For much of 2020, COVID-19 related concerns prompted DEF to suspend offering in-home direct installations of measures in customers’ homes. Safety related concerns also impacted the social service agencies DEF partnered with, although in 2021 these agencies have

²⁹The 2014 DSM Goals Order references electric utilities only.

³⁰Order No. PSC-14-0696-FOF-EU, issued December 16, 2014, in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

resumed activity and have submitted some applications for rebates through DEF's Weatherization Program.

In July 2021, DEF petitioned the Commission to request approval for several modifications to the company's DSM Plan and standards.³¹ The modifications are intended to provide both short-term and long-term relief to low income customers. The Commission is scheduled to consider the DEF pleading in December 2021.

TECO

In 2020, TECO continued its multi-pronged approach for communicating with all customers, including low-income customers. TECO used social media (Facebook and Twitter) posts to announce details for offering its Neighborhood Weatherization Program.

Additionally, TECO recognized that work-from-home directives would impact an increased number of its residential customers, including low-income customers. The company responded by developing a series of seven energy conservation videos that were launched on social media outlets to offer energy savings tips. These videos feature topics that range from water heating to HVAC maintenance. Two specific videos promoted the benefits of weatherization kits and participating in a telephonic energy audit. Another video, "Energy Efficiency Tips for Summer," was offered for Spanish language viewers. The company's Communications office also issued several press releases in 2020 which offered tips and guidance on such topics as working from home, operating costs for common appliances, holiday lighting, and energy efficient cooking practices.

Gulf

In 2020, Gulf engaged in several initiatives to ensure low-income customers were aware of and had access to conservation programs. While overall participation was impacted by COVID-19 restrictions, Gulf specifically targeted lower income neighborhoods with its Community Energy Saver (CES) program, a program where company representatives canvas specifically-identified neighborhoods to provide basic energy conservation recommendations as well as installation of conservation measures including energy efficient LED light bulbs and low-flow shower heads.

In addition to the outreach through the CES program, Gulf emailed all customers whose energy usage had significantly increased from the prior year to offer energy saving tips and bill assistance. Gulf also ran an advertising campaign on local TV, digital channels and social media channels during some of the warmest summer months to encourage customers to identify more ways to save energy and money through the online energy checkup tool.

FPUC

In 2020, FPUC continued to serve its customers, including low-income customers, through its Energy Expert program, which provides energy-related tips, advice, articles, videos, blog content, and other downloadable materials. This energy conservation resource features an "Ask the Energy Expert" tool which allows customers to submit energy-related questions to the

³¹See Docket No. 20210121-EG, *Petition for Approval of Modifications to Demand-side Management Program Plan and Participation Standards*.

company and receive a direct response from FPUC personnel. These questions and answers are also made available on the FPUC website so that other customers may benefit from the information. As part of the Energy Expert program, FPUC energy conservation professionals continuously interact with employees from other departments to provide basic energy efficiency and conservation training. This training helps customer service, sales, and other customer-facing employees address high-bill complaints and to effectively communicate with customers regarding their energy usage, and FPUC's energy conservation measures and programs.

JEA

As in prior years, JEA provided a specific program for low-income customers called its Neighborhood Energy Efficiency Program. This program included free installation of conservation products and provides energy education packets that give customers energy-saving ideas and information about JEA's other DSM programs. JEA also provided speakers from its Ambassador Team to give a "Savings Without Sacrifice" presentation to neighborhood associations, churches, schools, community development groups, and other organizations in low-income neighborhoods. JEA held regular meal events with leaders of multiple advocacy groups for low-income customers, seniors, and disabled persons to keep these leaders aware of utility programs, changes, and resources.

OUC

In 2020, OUC continued its Project Care and Efficiency Delivered programs to reach low-income customers. Project Care assists customers in paying their energy bills and implementing energy efficiency measures. OUC donates \$2 for every \$1 donated to the program. In 2020, OUC added more measures and increased the cap for the Efficiency Delivered program, whereby OUC pays for 85 percent of the costs for energy and water efficiency upgrades up to a cap of \$2,500 per installation. Income qualified participants pay the remaining 15 percent over the first 24 months, interest free.

In addition, OUC partners with the City of Orlando to conduct neighborhood meetings in low-income communities. These meetings promote all low-income programs and offer information on energy conservation education and utility-sponsored audit programs.

3.5 Investor-Owned Utility Research and Development Programs

In addition to specific DSM programs that provide measurable demand and energy savings, the five electric IOUs conduct conservation research and development initiatives to evaluate emerging DSM opportunities. In these programs, Florida's electric IOUs often partner with universities or established industry research organizations. With the arrival of new electricity-consuming products and new technologies, research and development by Florida's electric IOUs creates opportunities to identify emergent options to conserve electricity. The recent initiatives undertaken by the electric IOUs are discussed below.

FPL

In 2020, FPL continued researching conservation-related topics with the engineering departments of several Florida universities, in addition to continuing its work with the Electric Power Research Institute (EPRI). Through these initiatives, FPL and its research partners

participated in larger research projects with other utilities, which is a cost-effective strategy to gain insights at a lower cost than performing similar research on a stand-alone basis. In 2020, FPL began a research initiative exploring the use of Smart Thermostats and related devices for potential application as demand response technologies. Observations are projected to continue through 2021 and into 2022. FPL did not produce any final reports in 2020.

DEF

DEF continued research projects with the University of South Florida and University of Central Florida to gain insights into energy storage. The company hopes to use the results of this research for design of a potential cost-effective demand response program. DEF also engaged in research to study electric vehicle charging, and continued its research on CTA-2045 Technology, a port that enables connected appliances to receive and execute commands. Like FPL, DEF also continued its work with EPRI and other national partners.

In 2020, DEF launched a pilot to develop software and equipment for a Smart Home Gateway. The Smart Home Gateway would use real-time energy usage data and communications technology to interface with appliance control or similar devices. DEF also launched a pilot aimed at precision temperature measurement and analysis. Under this pilot, data on the performance of HVAC systems, ducts, or the building envelope will be analyzed to assist in-home energy auditors to investigate leaks and other deficiencies that may be the root cause of high bill complaints.

TECO

In 2020, TECO continued several of its battery storage research initiatives with University of South Florida, including a project exploring the use of large commercial electric vehicle lithium-ion batteries to export power to the company's grid during peak times. TECO also continued examining a Commercial Small to Mid-sized Business Online Energy Audit program and researching Home Energy Management Systems, including Heat Pump Water Heaters, in its Energy Planner Program.

In August 2020, the University of South Florida's Center for Urban Transportation Research published a final report (Benefits of Electric Vehicles to Tampa Electric Company) it prepared for TECO. This report is a significant resource to supplement the regulated entity's on-going conservation research and development efforts.

Gulf

Gulf previously reported on completed conservation and research projects, and did not initiate any new projects in 2020.

FPUC

In 2020, FPUC expanded the scope of its Battery Storage Conservation Research and Development (CRD) project by adding additional participants and technology providers. This research explores the impacts battery technology has on FPUC's electrical system, comparing data from stand-alone battery units to various configurations that combine solar and battery components. The research is intended to provide the company with data and insights for determining appropriate business model design and regulatory structure for a (future) DSM

program offering for residential customers. In addition to evaluating how the equipment performs, the project also monitors customer acceptance and experience with the technology.

FPUC expects to continue this study through 2021, with plans to provide a final report on this research in March 2022.

Section 4. Conservation Cost Recovery

Florida's IOUs are allowed to recover reasonable expenses for Commission-approved DSM programs through cost recovery clauses. For electric IOUs, the recovery mechanism is the ECCR clause. For natural gas LDCs, the recovery mechanism is the Natural Gas Conservation Cost Recovery (NGCCR) clause. These costs include utility expenses such as administrative costs, equipment, and incentive payments to customers. Before requesting recovery of costs through the ECCR clause, an electric IOU must provide data on DSM program cost-effectiveness. The Commission conducts a financial audit each year prior to approving cost recovery of these expenses.

4.1 Electric IOU Cost Recovery

From 2010 through 2014, annual electric utility expenditures to fund conservation programs grew due to additions and modifications of these programs. However, annual costs recovered from customers through the ECCR clause after 2014 have declined for most IOUs, due to DSM program modifications designed to meet the Commission's 2014 goals. Table 11 shows the annual DSM expenditures recovered by Florida's IOUs from 2011-2020.

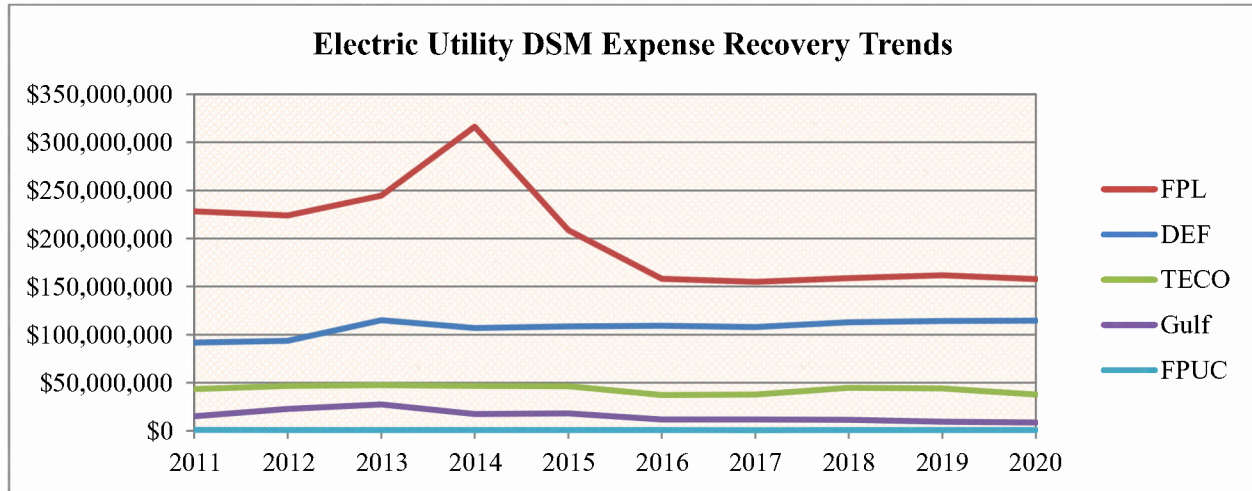
Table 11
DSM Expenditures Recovered by IOUs

	FPL	DEF	TECO	Gulf	FPUC	Total
2011	\$228,293,640	\$91,738,039	\$43,349,092	\$15,003,596	\$954,297	\$379,338,664
2012	\$224,033,738	\$93,728,110	\$46,593,831	\$22,885,826	\$695,235	\$387,936,740
2013	\$244,443,534	\$115,035,455	\$47,502,652	\$27,431,962	\$806,698	\$435,220,301
2014	\$316,311,166	\$107,033,335	\$46,620,508	\$17,412,618	\$772,612	\$488,150,239
2015	\$208,643,788	\$108,455,141	\$46,516,401	\$17,961,885	\$718,616	\$382,295,831
2016	\$158,174,787	\$109,155,438	\$37,242,148	\$11,915,459	\$687,590	\$317,175,422
2017	\$154,916,595	\$107,890,962	\$37,585,598	\$11,854,558	\$640,996	\$312,888,709
2018	\$158,735,829	\$112,863,333	\$44,558,717	\$11,399,250	\$656,154	\$328,213,283
2019	\$161,738,898	\$114,084,224	\$43,988,528	\$9,607,262	\$865,843	\$330,284,755
2020	\$157,892,907	\$114,692,900	\$37,850,526	\$8,637,394	\$782,143	\$319,855,870
Total						\$3,717,351,379

Source: Docket Nos. 20120002-EG through 20210002-EG, Schedules CT-2 from the IOUs' May testimony.

Figure 5 shows trends in annual DSM expenditures for the five electric IOUs from 2011 to 2020.

Figure 5
DSM Expenditures Recovered by Electric IOUs



Source: Docket Nos. 20120002-EG through 20210002-EG, Schedules CT-2 from the IOUs' May testimony.

*FPL's 2014 recovery included a one-time \$56.3 million payment to Solid Waste Authority of Palm Beach County.

During the annual ECCR clause proceedings, the Commission approves the ECCR factors, by customer class, which each utility will apply to the energy and demand portions of customer bills. These factors are set using each IOU's estimated conservation costs for the next year and reconciliation for any actual conservation cost over- or under-recovery amounts associated with the current and prior years.

In November 2021, the Commission set the ECCR factors for the 2022 billing cycle. Table 12 illustrates the approved ECCR factors and the monthly bill impact for a residential customer. For illustrative purposes, these factors are applied to a monthly residential bill based on 1,000 kilowatt-hour (kWh) per month energy usage.

Table 12
Residential Energy Conservation Cost Recovery Factors in 2022

Utility*	ECCR Factor (Cents per kWh)	Monthly Bill Impact (Based on usage of 1,000 kWh)
FPL/Gulf**	0.134	\$1.34
DEF	0.283	\$2.83
TECO	0.236	\$2.36
FPUC	0.134	\$1.34

Source: Order No. PSC-2021-0427-FOF-EG, Docket No. 20210002-EG.

*While JEA and OUC fall under FEECA Statute, the Commission does not regulate electric rates for municipal utilities.

**On January 1, 2021, Gulf legally merged with and into FPL, and FPL and Gulf will be operationally and functionally integrated in 2022. A consolidated ECCR factor for FPL/Gulf was approved by the Commission in Order No. PSC-2021-0427-FOF-EG.

4.2 Natural Gas Cost Recovery

Commission Rule 25-17.015, F.A.C., establishes a mechanism for recovery of reasonable costs attributed to natural gas conservation programs. While PGS is the only natural gas utility subject to FEECA, the other LDCs covered in this section offer Commission-approved DSM programs without a specific therm savings goal. As it does for the electric IOUs, the Commission also conducts financial audits of the LDCs' conservation expenditures on a yearly basis and adjusts the LDCs' cost recovery factors to allow for recovery of actual and projected program-related costs. Table 13 shows the amounts each LDC recovered in natural gas conservation program expenditures from 2011-2020.

Table 13
DSM Expenditures Recovered by LDCs

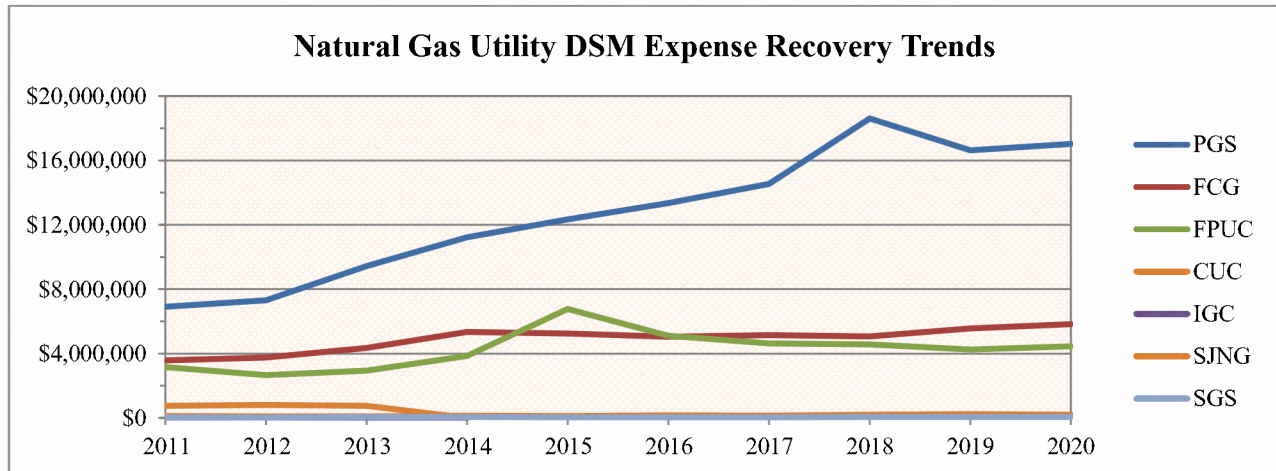
	PGS	FCG	FPUC Consolidated Companies			SJNG	SGS	Total
			Fort Meade	Chesapeake	Indiantown			
2011	\$6,906,668	\$3,573,513	\$3,163,050	\$755,779	\$11,357	\$106,300	\$34,640	\$14,551,307
2012	\$7,314,940	\$3,743,811	\$2,655,654	\$806,747	\$5,238	\$102,425	\$25,090	\$14,653,905
2013	\$9,432,551	\$4,342,603	\$2,935,140	\$742,412	\$10,222	\$96,575	\$53,967	\$17,613,470
2014	\$11,229,211	\$5,343,191	\$3,844,386	*	*	\$128,000	\$58,382	\$20,603,170
2015	\$12,335,245	\$5,240,383	\$6,768,175			\$123,400	\$33,563	\$24,500,766
2016	\$13,345,716	\$5,037,863	\$5,098,245			\$156,250	\$36,801	\$23,674,875
2017	\$14,543,555	\$5,149,573	\$4,617,501			\$144,900	\$42,237	\$24,497,766
2018	\$18,605,532	\$5,067,917	\$4,562,021			\$190,625	\$47,126	\$28,473,221
2019	\$16,619,336	\$5,564,237	\$4,252,769			\$231,600	\$46,184	\$26,714,126
2020	\$17,031,280	\$5,824,651	\$4,447,010			\$189,625	\$52,162	\$27,544,728
Total								\$222,827,334

Source: Docket Nos. 20120004-GU through 20210004-GU, Schedules CT-2 from LDCs' May testimony.

*Spending combined with FPUC.

Figure 6 shows the trends in annual conservation expenditures for all LDCs from 2011 to 2020. In 2013, the Commission approved the LDCs' Commercial Conservation programs, resulting in additional overall conservation expenditures.³²

Figure 6
DSM Expenditures Recovered by LDCs



Source: Docket Nos. 20120004-EG through 20210004-EG, Schedules CT-2 from the LDCs' May testimony.

*Note that since 2014, DSM expenditures for CUC and IGC were consolidated with FPUC-Fort Meade, and reported as FPUC Consolidated Companies. The graph does not reveal that the amounts for SJNG and SGS are relatively low.

In November 2021, the Commission set the natural gas LDC conservation cost recovery factors for the 2022 billing cycle. Table 14 provides the LDCs' residential cost recovery factors for 2022 and the impact on a residential customer bill using 20 therms of natural gas per month.

³²Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

Table 14
Residential Natural Gas Conservation Cost Recovery Factors in 2022

Utility	Cost Recovery Factor (Cents per Therm)	Monthly Bill Impact (Based on usage of 20 Therms)
PGS	13.116	\$2.62
FCG	27.057	\$5.41
FPUC – Fort Meade	8.627	\$1.73
Chesapeake	14.627	\$2.93
Indiantown	8.395	\$1.68
SJNG	34.498	\$6.90
SGS	20.867	\$4.17

Source: Order No. PSC-2021-0422-FOF-GU, Docket No. 20210004-GU.

Section 5. Educating Florida’s Consumers on Conservation

5.1 Commission Consumer Education Outreach

While the Commission has statutory authority to require conservation efforts by regulated utilities, as part of the agency’s outreach program, the Commission complements utility efforts with its own conservation-related activities. To effectively reach as many consumers as possible, the Commission’s consumer education program uses a variety of platforms to share conservation information, including the Commission website, public events, brochures, press releases, E-Newsletters, and Twitter. Conservation information is also available through other governmental and utility websites. Section 5.2 lists related websites for state and federal agencies, investor owned electric utilities, and local gas distribution companies to further assist consumers. Most of the data in this section covers October 2020 through August 2021.

Triple E Award

Each quarter, the Commission recognizes a small business for implementing Commission approved, cost-effective conservation programs. Covering the state’s five major geographic areas, the Commission presents its Triple E Award—for Energy Efficiency Efforts—to a local business that has accomplished superior energy efficiency by working with its local utility to help reduce its energy footprint. Triple E Award recipients receive an award plaque, are featured and archived under Hot Topics on the FPSC homepage—www.FloridaPSC.com—and are highlighted statewide via a press release and on Twitter (@floridapsc).

Website Outreach Resources

The PSC invites consumers to visit its website to find an assortment of information to help save energy. According to Google Analytics, website page views for October 1, 2020 through August 27, 2021 totaled over 1.1 million. *Find Your Utility* and *Lifeline Assistance* pages were among the most popular FPSC Consumer Assistance pages.

The Commission offers several energy conservation brochures and other helpful free resources. Brochures may be viewed and printed directly from the website, FloridaPSC.com/publications, ordered online, or requested by mail or phone. From October 2020 through August 12, 2021, the FPSC received more than 18,548 requests for brochures.

Newsletters

The Commission’s quarterly Consumer Connection E-Newsletter features current energy and water conservation topics, consumer tips, and general Commission information. Consumer tips and information highlighted through video and text during the reporting period include: Chairman Gary Clark’s consumer message for National Consumer Protection Week, Hurricane Preparedness, and Conservation Strategies while Sheltering at Home. The Consumer Connection E-Newsletter is available under Consumer Corner on the Commission’s homepage and distributed to consumers via Twitter (@floridapsc) and by subscribing to the free newsletter online.

National Consumer Protection Week

National Consumer Protection Week (NCPW), highlighting consumer protection and education efforts, was instrumental to the Commission’s 2021 conservation education efforts. Chairman

Gary Clark recognized the 23rd Annual NCPW (February 23-March 6, 2021) with a consumer message on the importance of education and awareness about utility services and about avoiding scams targeting utility customers.

Even during the pandemic, the PSC strives to keep consumers engaged. Many of the senior and community centers the PSC regularly visit remain temporarily closed, with in-person events cancelled. For NCPW 2021, the PSC partnered with coordinators at the Tallahassee Senior Center and Foundation to deliver and distribute information to seniors and answer questions via their “*Learn and Wave*” events. For 14 years, the FPSC has joined government agencies, advocacy organizations, and private sector groups nationwide to highlight NCPW.

Older Americans Month

Each May, the Commission participates in Older Americans Month, a national project to honor and recognize older Americans for their contributions to families, communities, and society. “Communities of Strength” was the theme for Older Americans Month 2021. Due to pandemic restrictions, instead of in-person events, the PSC partnered with staff coordinators at five senior centers in Broward, Palm Beach and Washington Counties to deliver and distribute information to area seniors.

Energy Awareness Month

Each October, the U.S. Department of Energy (DOE) sponsors National Energy Awareness Month to promote smart energy choices and highlight economic and job growth, environmental protection, and increased energy independence. In 2020, as consumers spent more time at home, average home electricity usage increased. The Commission encouraged consumers to use *Conservation at Home*, using our [Conservation House](#) and other PSC information to provide energy saving tips during the month.

Also during the month of October, the PSC recognized the annual “*Imagine a Day Without Water*,” a national Value of Water Campaign on October 21. Produced a few years ago, PSC Commissioners and Executive Director participated in a “*Water Walk*” video with each imaging how a day without water would affect a typical neighborhood. The video’s message is still relevant and was highlighted and distributed in a press release.

Community Events

FPSC Commissioners are active in communities around the state and regularly present energy conservation information to students at area schools, to seniors and low-income residents at local community centers, and to county and city businesses at meetings or other events. Through ongoing partnerships with governmental entities, consumer groups, and many other service organizations, the Commission regularly distributes energy and water conservation materials. The Commission also actively seeks new community events, venues, and opportunities where conservation materials can be distributed and discussed with consumers. Although outreach events were suspended during the 2020-2021 reporting period, Commissioners are looking forward to public events resuming in the future.

Hearings and Customer Meetings

As an ongoing outreach initiative, the Commission supplies conservation brochures to consumers at Commission service hearings and customer meetings across the state. From October 2020 through August 2021, the FPSC's service hearings and customer meetings were held virtually. While educational opportunities with consumers were limited, those participating in virtual customer meetings received an FPSC Rate Case Overview that explains their energy or water utility's bill change request. Customers' questions were answered by Commission outreach staff, who also helped them find useful information on the FPSC website.

Library Outreach Campaign

Each August, the Commission provides educational packets, including conservation materials, to Florida public libraries across the state for consumer distribution. The Commission's Library Outreach Campaign reached 615 state public libraries and branches in 2021. To reduce mailing and production costs, the Commission's 2021 campaign included a cover letter, book marks, and a consumer-friendly brochure order form. Following the Campaign, the FPSC filled many libraries' brochure order requests.

Media Outreach

News releases are posted to the website and distributed via email and Twitter on major Commission decisions, meetings, and public events. The Office of Consumer Assistance & Outreach also issues news releases urging energy conservation during annual recognitions, such as Energy Awareness Month and NCPW. Water conservation was highlighted in March with a release on the federal government's Fix a Leak Week, offering easy repairs to save valuable water and money. For May's National Drinking Water Week, the FPSC reminded consumers to conserve water.

Youth Education

The Commission emphasizes conservation education for Florida's young consumers. During 2020 and 2021, the Commission continued to produce its student resource booklet, Get Wise and Conserve Florida!, to teach children about energy and water conservation. The booklet is promoted to all public libraries through the Library Outreach Programs, is available at all Commission outreach events, and continues to be a favorite during senior events.

5.2 Related Websites

State Agencies and Organizations

Florida Public Service Commission – <http://www.floridapsc.com/>

Florida Department of Environmental Protection – <http://www.dep.state.fl.us>

The Office of Energy – <https://www.fdacs.gov/Divisions-Offices/Energy>

Florida Solar Energy Center – <https://energyresearch.ucf.edu/>

Florida Weatherization Assistance – <https://www.benefits.gov/benefit/1847>

Florida's Local Weatherization Agencies List – <https://floridajobs.org/community-planning-and-development/community-services/weatherization-assistance-program/contact-your-local-weatherization-office-for-help>

U.S. Agencies and National Organizations

U.S. ENERGY STAR Program – <https://www.energystar.gov/>
U.S. Department of Energy – Energy Efficiency and Renewable Energy
Information <http://www.eere.energy.gov/>
National Energy Foundation – <https://nef1.org/>

Florida's Utilities Subject to FEECA

Florida Power & Light Company – <http://www.fpl.com/>
Duke Energy Florida, LLC – <http://www.duke-energy.com/>
Tampa Electric Company – <http://www.tampaelectric.com/>
Gulf Power Company – <http://www.gulfpower.com/>
Florida Public Utilities Company – <http://www.fpuc.com/>
JEA – <http://www.jea.com/>
Orlando Utilities Commission – <http://www.ouc.com/>
Peoples Gas System – <http://www.peoplesgas.com/>

Florida's Investor-Owned Natural Gas Utilities

Florida City Gas – <http://www.floridacitygas.com/>
Florida Division of Chesapeake Utilities – <http://www.chpk.com/companies/chesapeake-utilities/>
Florida Public Utilities Company – <http://www.fpuc.com/>
Florida Public Utilities Company – Ft. Meade Div. – <http://www.fpuc.com/fortmeade/>
Florida Public Utilities Company – Indiantown Div. – <http://www.fpuc.com/about/fpufamily>
Peoples Gas System – <http://www.peoplesgas.com/>
Sebring Gas System – <http://www.sebringgas.com/>
St. Joe Natural Gas Company – <http://www.stjoenaturalgas.com/>

Appendix A. 2020 FEECA Utility Conservation Programs

Electric IOUs

Florida Power & Light Company	
Residential Programs	Residential Home Energy Survey Residential Ceiling Insulation Residential Load Management (On Call®) Residential Air Conditioning Residential New Construction (BuildSmart®) Residential Low-Income Weatherization
Commercial/Industrial Programs	Business On Call® Business Lighting Commercial/Industrial Load Control (CILC) Commercial/Industrial Demand Reduction (CDR) Business Energy Evaluation (BEE) Business Heating, Ventilating, and Air Conditioning (HVAC) Business Custom Incentive (BCI)
Other	Conservation Research and Development (CRD) Cogeneration & Small Power Production

Duke Energy Florida, LLC	
Residential Programs	Home Energy Check Residential Incentive Low-Income Weatherization Assistance Program Neighborhood Energy Saver Residential Load Management
Commercial/Industrial Programs	Business Energy Check Better Business Commercial Custom Incentive Interruptible Service Curtable Service Standby Generation Commercial Energy Management
Other	Technology Development Qualifying Facility

Tampa Electric Company	
Residential Programs	Residential Energy Audits Residential Ceiling Insulation Residential Duct Repair Residential Electronically Commutated Motors (ECM) Energy Education, Awareness, and Agency Outreach ENERGY STAR Multi-Family ENERGY STAR for New Homes ENERGY STAR Pool Pumps ENERGY STAR Thermostats Residential Heating and Cooling Neighborhood Weatherization (Low-Income) Residential Price Responsive Load Management (Energy Planner) Residential Prime Time Plus (Residential Load Management) Residential Wall Insulation Residential Window Replacement
Commercial/Industrial Programs	Commercial/Industrial Energy Audits Commercial Ceiling Insulation Commercial Chiller Cogeneration Conservation Value Commercial Cool Roof Commercial Cooling Demand Response Commercial Duct Repair Commercial Electronically Commutated Motors (ECM) Industrial Load Management (GSLM 2&3) Facility Energy Management System Street and Outdoor Lighting Conversion Lighting Conditioned Space Lighting Non-Conditioned Space Lighting Occupancy Sensors Commercial Load Management Commercial Smart Thermostats Standby Generator Variable Frequency Drive for Compressors Commercial Water Heating
Other	Conservation Research and Development Integrated Renewable Energy System Pilot Program Renewable Energy (Sun to Go)

Gulf Power Company	
Residential Programs	Residential Energy Audit and Education Community Energy Saver (Low-Income) Residential Custom Incentive HVAC Efficiency Residential Building Efficiency Energy Select Residential HVAC Residential Ceiling Insulation Residential High Efficiency Pool Pump Residential Time of Use Rate Pilot
Commercial/Industrial Programs	Commercial/Industrial Energy Analysis Commercial HVAC Retrocommissioning Commercial Building Efficiency Commercial/Industrial Custom Incentive Business HVAC Critical Peak Option Curtable Load
Other	Conservation Demonstration and Development

Florida Public Utilities Company	
Residential Programs	Residential Energy Survey Residential Heating and Cooling Efficiency Upgrade
Commercial/Industrial Programs	Commercial Energy Consultation Commercial Heating and Cooling Efficiency Upgrade Commercial Reflective Roof Commercial Chiller Upgrade
Other	Low-Income Energy Outreach Conservation Demonstration and Development

Electric Municipal Utilities

JEA	
Residential Programs	Residential Energy Audit Residential Solar Water Heating Neighborhood Efficiency (Low-Income) Residential Efficiency Upgrade Energy Efficient Products Residential New Build MyWay Prepaid Program Residential Distributed Generation and Battery Rebate Program
Commercial/Industrial Programs	Commercial Energy Audit Commercial Prescriptive Lighting Program Commercial Prescriptive Small Business Direct Install Custom Commercial Commercial Distributed Generation and Battery Rebate Program

Orlando Utilities Commission	
Residential Programs	Residential Home Energy Survey Residential Duct Repair/Replacement Rebate Residential Ceiling Insulation Upgrade Rebate Residential Window Film/Solar Screen Rebate Residential High-Performance Windows Rebate Residential Efficient Electric Heat Pump Rebate Residential New Home Rebate Residential Efficiency Delivered (Low-Income)
Commercial/Industrial Programs	Commercial Energy Survey Commercial Efficient Electric Heat Pump Rebate Commercial Duct Repair Rebate Commercial Window Film/Solar Screen Rebate Commercial High-Performance Windows Rebate Commercial Ceiling Insulation Rebate Commercial Cool/Reflective Roof Rebate

Natural Gas LDC

Peoples Gas System	
Residential Programs	Residential Customer Assisted Energy Audit Residential New Construction Residential Appliance Retention Residential Appliance Replacement Oil Heat Replacement
Commercial/Industrial Programs	Commercial Walk-Through Energy Audit Commercial Electric Replacement Commercial New Construction Commercial Retention Commercial Replacement Commercial Gas Space Conditioning Small Package Cogeneration
Other	Monitoring and Research Conservation Demonstration and Development

Appendix B. 2020 FEECA Utility Conservation Program Descriptions

Electric FEECA IOUs

A. Florida Power & Light Company

Residential Programs

- **Residential Home Energy Survey**
The Residential Home Energy Survey Program educates customers on energy efficiency and encourages implementation of recommended energy efficiency measures, even if they are not included in FPL's DSM programs. The Residential Home Energy Survey Program is also used to identify potential candidates for other FPL DSM programs. FPL offers in-home, phone-assisted, and online audits for its residential customers.
- **Residential Ceiling Insulation**
The Residential Ceiling Insulation Program encourages customers to improve their homes' thermal efficiency.
- **Residential Load Management (On Call)**
The Residential Load Management Program allows FPL to turn off certain customer-selected appliances using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Residential Air Conditioning**
The Residential Air Conditioning Program encourages customers to install high-efficiency central air conditioning systems.
- **Residential New Construction (BuildSmart®)**
The Residential New Construction Program encourages builders and developers to design and construct new homes that achieve BuildSmart® certification and move towards ENERGY STAR® qualifications.
- **Residential Low-Income Weatherization**
The Residential Low-Income Weatherization Program assists low-income customers through state Weatherization Assistance Provider (WAP) agencies and FPL-conducted Energy Retrofits.

Commercial/Industrial Programs

- **Business On Call®**
The Business On Call® Program allows FPL to turn off customers' direct expansion central air-conditioning units using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Business Lighting**
The Business Lighting Program encourages customers to install high-efficiency lighting systems.
- **Commercial/Industrial Load Control (CILC)**
The Commercial/Industrial Load Control Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. The CILC Program was closed to new participants as of 2000, but is available for existing participants who entered into a CILC agreement as of March 1996.
- **Commercial/Industrial Demand Reduction (CDR)**
The Commercial/Industrial Demand Reduction Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. FPL installs a load management device at the customer's facility and provides monthly credits to customers. Unlike the CILC program, the CDR program is still open to new customers.
- **Business Energy Evaluation (BEE)**
The Business Energy Evaluation Program educates customers on energy efficiency and encourages implementation of recommended practices and measures, even if these are not included in FPL's DSM programs. The Business Energy Evaluation is also used to identify potential candidates for other FPL DSM programs. FPL offers the Business Energy Evaluation in on-site or online formats.
- **Business Heating, Ventilating, and Air Conditioning (HVAC)**
The Business HVAC Program encourages customers to install high-efficiency HVAC systems.
- **Business Custom Incentive (BCI)**
The Business Custom Incentive Program encourages customers to install unique high-efficiency technologies not covered by other FPL DSM programs.

Other Programs

- **Conservation Research and Development (CRD) Project**
This project consists of research studies designed to: identify new energy efficient technologies; evaluate and quantify their impacts on energy, demand, and customers; and where appropriate and cost-effective, incorporate an emerging technology into a DSM program.

- **Cogeneration & Small Power Production**

The Cogeneration and Small Power Production Program facilitates the interconnection and administration of contracts for cogenerators and small power producers.

B. Duke Energy Florida, LLC

Residential Programs

- **Home Energy Check**

The Home Energy Check is a residential energy audit program that provides residential customers with an analysis of their energy consumption and educational information on how to reduce energy usage and save money. The Home Energy Check Program is the foundation for other residential demand-side management programs and offers walkthrough, online, phone-assisted, and Home Energy Rating audits for its residential customers. Participants in the program may receive a residential Energy Efficiency Kit that contains energy-saving measures that can be easily installed and utilized by the customer.

- **Residential Incentive**

The Residential Incentive Program provides incentives to residential customers for energy efficiency improvements in both existing and new homes. This includes incentives for measures such as duct testing, duct repair, attic insulation, replacement of windows, high-efficiency heat pump replacing resistance heat, high-efficiency heat pump replacing a heat pump, and newly constructed Energy Star homes.

- **Low-Income Weatherization Assistance Program**

The Low-Income Weatherization Assistance Program works with the Florida Department of Economic Opportunity and local weatherization providers to deliver energy education, efficiency measures, and incentives to weatherize the homes of income-eligible families. DEF assists by providing energy education materials and financial incentives to weatherize the homes of low-income families.

- **Neighborhood Energy Saver**

The Neighborhood Energy Saver Program installs energy conservation measures, identified through an energy assessment, in the homes of customers in selected neighborhoods where at least 50 percent of households have incomes equal to or less than 200 percent of the poverty level established by the U.S. government.

- **Residential Energy Management**

The Residential Energy Management Program is a voluntary program that uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods by controlling service to select customer appliances.

Commercial/Industrial Programs

- **Business Energy Check**

The Business Energy Check Program is a commercial energy audit program that provides commercial customers with an analysis of their energy usage and information about energy-saving practices and cost-effective measures that they can implement at their facilities.

- **Better Business**

Better Business is an umbrella efficiency program that provides incentives to existing C/I and government customers for HVAC, ceiling and roof insulation upgrades, duct leakage and repair, demand-control ventilation, and cool roof coating.

- **Commercial Custom Incentive Program**

The Florida Custom Incentive Program is designed to encourage C/I customers to make capital investments for energy-efficiency measures which reduce peak demand and provide energy savings. This program provides incentives for projects which are cost-effective but not otherwise addressed through DEF's incentive programs.

- **Interruptible Service**

Interruptible Service is a direct load control program that allows DEF to reduce system demand by interrupting electrical service during times of capacity shortage during peak or emergency conditions. In return, customers receive a monthly bill credit.

- **Curtable Service**

Curtable Service is an indirect load control program that reduces system demand through customer contracts to curtail all or a portion of their electricity demand at times of capacity shortage during peak or emergency conditions. In contrast to the Interruptible Service Program, the customer is able to control whether their appliances are turned off during times of stress on the grid. In return, customers receive a monthly bill credit.

- **Standby Generation**

The Standby Generation Program is a demand control program that allows DEF to reduce system demand by dispatching the customer's standby generator. This is a voluntary program available to C/I customers who have on-site generation capability and are willing to reduce demand on DEF's system when requested for system reliability purposes.

- **Commercial Energy Management**

The Commercial Energy Management Program uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods. The Commercial Energy Management Program was closed to new participants in 2000, but is still open for existing participants.

Other Programs

- **Technology Development**

The Technology Development Program allows DEF to investigate technologies that support the development of new demand response and energy-efficiency programs. DEF is investigating hardware and software to manage residential loads, the value of long-duration customer-side energy storage systems, precision temperature measurement and analysis, solar resources, and data and patterns related to charging electric vehicles.

- **Qualifying Facilities Program**

This program develops standard offer contracts, negotiates, enters into, amends and restructures nonfirm energy, and firm energy and capacity contracts entered into with qualifying cogeneration, small power producers, and renewable facilities

C. Tampa Electric Company

Residential Programs

- **Residential Energy Audits**

The Residential Energy Audits Program includes a walk-through free energy check, a customer-assisted energy audit, a computer-assisted paid energy audit, and a building energy ratings system (BERS) audit.

- **Residential Ceiling Insulation**

The Residential Ceiling Insulation Program offers rebates to existing residential customers to install additional ceiling insulation in existing homes.

- **Residential Duct Repair**

The Residential Duct Repair Program encourages residential customers to repair leaky duct work of central air conditioning systems in existing homes.

- **Residential Electronically Commutated Motors (ECM)**

The Residential Electronically Commutated Motors Program encourages residential customers to replace their existing HVAC air handler motors with more efficient ECMs.

- **Energy Education, Awareness, and Agency Outreach**

The Energy Education, Awareness, and Agency Outreach Program engages and educates groups of customers and students on energy efficiency in an organized setting. Also, participants receive an energy savings kit with energy saving devices and information.

- **ENERGY STAR for New Multi-Family Residences**

The ENERGY STAR for Multi-Family Residences Program utilizes a rebate to encourage construction of new multi-family residences that meet the requirements to achieve the ENERGY STAR certified apartments and condominiums label.

- **ENERGY STAR for New Homes**
The ENERGY STAR for New Homes Program incentivizes residential home builders to build homes that qualify for the ENERGY STAR award by achieving energy efficiency levels greater than current Florida building code baseline practices.
- **ENERGY STAR Pool Pumps**
The ENERGY STAR Pool Pumps Program offers customer rebates for installing high efficiency ENERGY STAR rated pool pumps to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **ENERGY STAR Thermostats**
The ENERGY STAR Thermostats Program offers customer rebates for installing an ENERGY STAR certified smart thermostat to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **Residential Heating and Cooling**
The Residential Heating and Cooling Program offers rebates to residential customers for installing high-efficiency heating and cooling equipment in existing homes.
- **Neighborhood Weatherization (Low-Income)**
The Neighborhood Weatherization Program provides for the installation of energy efficient measures for qualified low-income customers.
- **Residential Price Responsive Load Management (Energy Planner)**
The Residential Price Responsive Load Management (Energy Planner) Program reduces weather-sensitive loads through an innovative price responsive rate. The price responsive rate encourages residential customers to make behavioral or equipment usage changes by pre-programming HVAC, water heating, and pool pumps.
- **Residential Prime Time Plus (Residential Load Management)**
The Residential Prime Time Plus (Residential Load Management) is a residential load management program designed to alter the Utility's system load curve by reducing summer and winter demand peaks. Customers participating in Prime Time Plus will receive monthly incentive credits on their electric bill.
- **Residential Wall Insulation**
The Residential Wall Insulation Program offers rebates to existing residential customers to install additional wall insulation in existing homes.
- **Residential Window Replacement**
The Residential Window Replacement Program offers rebates to existing residential customers to install window upgrades in existing homes.

Commercial Programs

- **Commercial/Industrial Energy Audits**
In the C/I Energy Audits Program, C/I customers can receive free energy audits or more comprehensive paid energy audits.
- **Commercial Ceiling Insulation**
The Commercial Ceiling Insulation Program incentivizes C/I customers to install additional ceiling insulation in existing commercial buildings.
- **Commercial Chiller**
The Commercial Chiller Program offers rebates to C/I customers for installing high efficiency chiller equipment.
- **Cogeneration**
The Cogeneration Program incentivizes large industrial customers with waste heat or fuel resources to use their onsite energy to avoid fuel waste and install electric generating equipment. The large industrial customers may sell their surplus electric generation to TECO.
- **Conservation Value**
The Conservation Value Program offers rebates to C/I customers to invest in energy conservation measures that are not in other C/I programs.
- **Commercial Cool Roof**
The Commercial Cool Roof Program encourages C/I customers to install a cool roof system above conditioned spaces.
- **Commercial Cooling**
The Commercial Cooling Program encourages C/I customers to install high efficiency direct expansion commercial air conditioning cooling equipment.
- **Demand Response**
The Demand Response Program incentivizes C/I customers to reduce electricity demand at certain peak times.
- **Commercial Duct Repair**
The Commercial Duct Repair Program encourages C/I customers to repair leaky ductwork of central air conditioning systems in existing C/I facilities.
- **Commercial Electronically Commutated Motors (ECM)**
The Commercial Electronically Commutated Motors Program encourages C/I customers to replace air handler motors or refrigeration fan motors with ECMs.
- **Facility Energy Management System**
The Facility Energy Management System Program offers customer rebates for installing a facility energy management system that provides real time operational, production and

energy consumption information which enables the customer to reduce their energy consumption and demand and reducing TECO's peak demand.

- **Industrial Load Management (GSLM 2&3)**

The Industrial Load Management Program incentivizes large industrial customers to allow TECO to interrupt part or all of their electrical service during periods of peak grid stress.

- **LED Street and Outdoor Lighting Conversion**

The Street and Outdoor Lighting Conversion Program is designed to encourage the conversion from Non-Light Emitting Diode ("LED") street and outdoor lighting luminaires to eligible LED luminaires in a five-year program. The goal of this program is to install energy efficient LED street and outdoor lighting technology to reduce the energy consumption and demand and reducing TECO's peak demand.

- **Lighting Conditioned Space**

The Lighting Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing conditioned areas of C/I facilities.

- **Lighting Non-Conditioned Space**

The Lighting Non-Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing non-conditioned areas of C/I facilities.

- **Lighting Occupancy Sensors**

The Lighting Occupancy Sensors Program encourages C/I customers to install occupancy sensors to control C/I lighting systems.

- **Commercial Load Management**

The Commercial Load Management Program incentivizes C/I customers to allow TECO to control weather-sensitive heating, cooling, and water heating systems to reduce the associated weather-sensitive peak demand.

- **Refrigeration Anti-Condensate Control**

The Refrigeration Anti-Condensate Control Program encourages C/I customers to install anti-condensate equipment sensors within refrigerated door systems.

- **Commercial Smart Thermostats**

The Commercial Smart Thermostats Program offers customer rebates for installing smart thermostats to help reduce their demand while reducing TECO's weather sensitive peak demand.

- **Standby Generator**

The Standby Generator Program incentivizes C/I customers to use available emergency electrical generation capacity to reduce weather-sensitive peak demand on the grid.

- **Variable Frequency Drive for Compressors**
The Variable Frequency Drive for Compressors Program offers customer rebates for installing variable frequency drives to their new or existing refrigerant or air compressor motors to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Commercial Water Heating**
The Commercial Water Heating Program encourages C/I customers to install high efficiency water heating systems.

Other Programs

- **Conservation Research and Development (R&D)**
The Conservation Research and Development Program allows TECO to explore DSM measures that have insufficient data on cost-effectiveness and the impact on TECO's ratepayers.
- **Integrated Renewable Energy System**
The commercial/industrial Integrated Renewable Energy System Pilot Program is a five-year pilot program to study the capabilities and DSM opportunities of a fully integrated renewable energy system. The integrated renewable energy system will also be used as an education platform for commercial and industrial customers.
- **Renewable Energy (Sun to Go)**
The Renewable Energy (Sun to Go) Program delivers renewable energy options to TECO's customers through program administration, renewable electricity generation, evaluation of potential new renewable sources, and market research.

D. Gulf Power Company

Residential Programs

- **Residential Energy Audit and Education**
The Residential Energy Audit and Education Program is the primary educational program to help customers improve the energy efficiency of their new or existing home. The program provides energy conservation advice and information that encourages the implementation of efficiency measures and behaviors that result in electricity bill savings. Gulf offers its residential customers in-home and online audits.
- **Community Energy Saver (Low-Income)**
The Community Energy Saver Program installs energy conservation measures in the homes of low-income families at no cost to the customers. The program also educates families on behavioral changes designed to save money by decreasing energy use.

- **Residential Custom Incentive**
The Residential Custom Incentive Program aims to increase energy efficiency in the residential rental property sector. The program promotes the installation of efficiency measures available through other programs, such as HVAC maintenance and quality installation, high performance windows, reflective roofing, and Energy Star Window A/Cs. As suitable, the program has other incentives to surmount the split-incentive barrier in a landlord/renter situation.
- **HVAC Efficiency Improvement**
The HVAC Efficiency Improvement Program aims to increase energy efficiency and improve HVAC cooling system performance for new and existing homes. Gulf increases efficiency through HVAC maintenance, duct repair, and HVAC quality installation.
- **Residential Building Efficiency**
The Residential Building Efficiency Program is an umbrella efficiency program for existing and new residential customers to install eligible equipment such as high-performance windows, reflective roofs, and ENERGY STAR window air conditioners. The goals are to increase customer demand for energy efficient technologies and to create long-term energy savings and peak demand reduction.
- **Energy Select**
The *Energy Select* Program gives customers a way to manage their energy consumption by programming their heating and cooling systems and major appliances, such as electric water heaters and pool pumps, to respond automatically to prices that vary during the day and by season in relation to Gulf's cost of producing or purchasing energy.
- **Residential HVAC**
The Residential HVAC Program enables customers to increase energy efficiency and improve HVAC cooling and heating system performance for both new and existing single-family homes by offering an incentive for the installation of a high-efficiency electric heat pump.
- **Residential Ceiling Insulation**
The Residential Ceiling Insulation program encourages customers to improve their homes' thermal efficiency by providing customers an incentive to install a minimum of R-19 insulation in their existing home.
- **Residential High Efficiency Pool Pump**
The Residential High Efficiency Pool Pump Program encourages customers to install a high-efficiency pool pump by providing an incentive in both new and existing residential applications.
- **Residential Service Time of Use Pilot**
The Residential Service Time of Use Pilot Program provides residential customers the opportunity to use customer-owned equipment to respond automatically and take advantage of a variable pricing structure with a critical peak component. The pilot will be offered to 400

residential customers. The goal is to measure customers' response, with customer owned equipment, to a variable electricity price.

Commercial Programs

- **Commercial/Industrial Audit**

The Commercial/Industrial Audit Program provides advice to Gulf's existing C/I customers on how to reduce energy consumption. The program ranges from an Energy Analysis Audit and walk-through surveys to a Technical Assistance Audit and computer programs that simulate options for very large, energy-intensive customers. Gulf offers this audit in the form of an on-site walkthrough.

- **Commercial HVAC Retrocommissioning**

The Commercial HVAC Retrocommissioning program is a process of identifying suboptimal performance in a facility's systems and replacing outdated equipment at a reduced cost for qualifying installations.

- **Commercial Building Efficiency**

The Commercial Building Efficiency Program is an umbrella efficiency program for C/I customers to encourage the installation of high-efficiency equipment in order to reduce energy and demand. The high-efficiency equipment is focused on commercial geothermal heat pumps, ceiling/roof insulation, and reflective roofs.

- **Commercial/Industrial Custom Incentive**

The Commercial/Industrial Custom Incentive Program offers energy efficient end-user equipment to C/I customers, comprehensive audits, design, and construction of energy conservation projects. Covered projects include demand reduction or energy improvement retrofits that are beyond the scope of other DSM programs.

- **Business HVAC**

The Business HVAC Program encourages customers to install high-efficiency HVAC systems including chillers; split/package direct expansion (DX); demand control ventilation (DCV); and energy recovery ventilation (ERV) by offering incentives which will vary according to the size of the systems or ventilation installed.

- **Critical Peak Option**

This program allows customers on Gulf's Large Power Time-of-Use rate schedule an option to receive credits for capacity that can be reduced during peak load conditions. The program provides a fixed, per-kW credit for measured on-peak demand and a charge for any measured demand recorded during a called critical peak event.

- **Curtailable Load**

The Curtailable Load (CL) Program is available to customers taking service under rate schedules LP, LPT, PX, or PXT and who also execute a Curtailable Load Service agreement. The program provides capacity payments for electric load which can be curtailed during certain conditions, and customers must commit a minimum of 4,000 Kw of non-firm load.

Other Programs

- **Conservation Demonstration and Development**

The Conservation Demonstration and Development Program is an umbrella program for the identification, research, development, and evaluation of new or emerging end-use energy efficient technologies.

E. Florida Public Utilities Company

Residential Programs

- **Residential Energy Survey**

In the Residential Energy Survey Program, FPUC offers in-home and online audits which provides the customer with specific whole-house energy efficiency recommendations, a list of blower-door test contractors who can check for duct leakage, and a conservation kit.

- **Residential Heating and Cooling Efficiency Upgrade**

The Residential Heating and Cooling Upgrade Program incentivizes customers operating inefficient heat pumps and air conditioners to replace them with more efficient units.

Commercial Programs

- **Commercial Energy Consultation**

In the Commercial Energy Consultation Program, FPUC energy conservation representatives conduct commercial site visits to assess the potential for applicable DSM programs, educate customers about FPUC's commercial DSM programs, conduct a bill review, offer energy savings suggestions, and inform customers about commercial online resources and tools.

- **Commercial Heating and Cooling Efficiency Upgrade**

The Commercial Heating and Cooling Upgrade Program provides rebates to small commercial customers (customers with a maximum of 5-ton units) if the customers install a high-efficiency central air conditioner or heat pump with a minimum 15 SEER.

- **Commercial Reflective Roof**

The Commercial Reflective Roof Program provides rebates to non-residential customers and contractors who convert or install a new cool roof on existing facilities or on new building construction. The roofing material must be Energy Star Certified.

- **Commercial Chiller Upgrade**

The Commercial Chiller Upgrade Program offers commercial customers who replace existing chillers with a more efficient system, an incentive of up to \$100 per kW of additional savings above the minimum efficiency levels.

Other Programs

- **Conservation Demonstration and Development**
The Conservation Demonstration and Development Program researches energy efficiency and conservation projects to identify, develop, demonstrate, and evaluate promising end-use energy efficient technologies across a wide variety of applications. In 2019, FPUC installed two battery storage systems to improve customer electric system reliability and resiliency, and has extended this study with completion expected in 2021.
- **Low-Income Energy Outreach**
The Low-Income Energy Outreach Program partners with Department of Economic Opportunity approved Low-Income Weatherization Program operators to offer Residential Energy Surveys, host energy conservation events, and distribute conservation materials.

Electric FEECA Municipal Utilities

A. JEA

Residential Programs

- **Residential Energy Audit**
In the Residential Energy Audit Program, utility auditors examine homes, educate customers, and makes recommendations on low-cost or no-cost energy-saving practices and measures.
- **Residential Solar Water Heating**
The Residential Solar Water Heating Program pays a financial incentive to customers to encourage the use of solar water heating technology.
- **Residential Solar Net Metering**
The Residential Solar Net Metering Program promotes the use of PV by purchasing excess electricity from residential customers who have PV.
- **Neighborhood Efficiency (Low-Income)**
The Neighborhood Efficiency Program offers education on the efficient use of energy and water as well as the direct installation of an array of energy and water efficiency measures at no cost to income qualified customers.
- **Residential Efficiency Upgrade**
The Residential Efficiency Upgrade Program provides incentives to encourage the use of high efficiency HVAC and water heating. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Energy Efficient Products**

The Energy Efficient Products Program provides incentives to encourage the use of high efficiency lighting and efficient appliances. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Residential New Build**

The Residential New Build Program promotes the use of high efficiency HVAC, water heating, lighting, and appliances in the new construction market. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **MyWay Prepaid Program**

The MyWay Prepaid Program offers an option for all customers, especially those who prefer to prepay for services versus being billed monthly. It is consumer-focused experience for environmentally conscious consumers who like to keep their consumption in mind. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Residential Distributed Generation and Battery Rebate Program**

The Residential Distributed Generation and Battery Rebate Program pays a financial incentive to encourage the use of battery storage when purchasing new solar voltaic systems. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

Commercial Programs

- **Commercial Energy Audit**

In the Commercial Energy Audit Program, JEA examines businesses, educates customers, and makes recommendations on low-cost or no-cost energy-saving practices.

- **Commercial Prescriptive Lighting Program**

Commercial Prescriptive Lighting Program pays a financial incentive to customers to encourage the use of high efficiency lighting technology.

- **Commercial Prescriptive**

The Commercial Prescriptive Program provides incentives to encourage the use of high efficiency HVAC, lighting, cooking, and water heating products. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Small Business Direct Install**

The Small Business Direct Install Program promotes the use of high efficiency HVAC, lighting, water heating, and appliances in the small business sector. This program has not

been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Custom Commercial**

The Custom Commercial Program promotes the use of custom efficiency measures based on specific applications for each customer. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Commercial Distributed Generation and Battery Rebate Program**

The Commercial Distributed Generation and Battery Rebate Program pays a financial incentive to encourage the use of battery storage when purchasing new solar voltaic systems. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

B. Orlando Utilities Commission

Residential Programs

- **Residential Home Energy Survey**

The home energy walk-through surveys were designed to provide residential customers with recommended energy efficiency measures and practices customers can implement, and to encourage participation in various OUC rebate programs. OUC provides participating customers specific tips on conservation and details on customer rebate programs.

- **Residential Duct Repair Rebate**

The program is designed to encourage residential customers to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system, within certain limits and ducts must be sealed with mastic and fabric tape or any other Underwriters Laboratory (UL) approved duct tape.

- **Residential Ceiling Insulation Upgrade Rebate**

The Residential Ceiling Insulation Upgrade Rebate Program is offered to residential customers to encourage the upgrade of attic insulation.

- **Residential High-Performance Windows Rebate**

The Residential High Performance Windows Rebate Program encourages customers to improve energy efficiency in their homes by purchasing ENERGY STAR® rated energy efficient windows.

- **Residential Efficient Electric Heat Pump Rebate**

The Residential Efficient Electric Heat Pump Rebate Program provides rebates to customers in existing homes who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.

- **Residential New Home Rebate**
The Residential New Home Rebate Program offers rebates for cool/reflective roofs, block wall insulation, ceiling insulation upgrades to R-38, heat pumps, ENERGY STAR washing machines, ENERGY STAR heat pump water heaters, and solar water heaters.
- **Heat Pump Water Heater Rebate**
The program provides rebates for the heat pumps commonly known as hybrid electric heat pump water heaters for qualifying installations
- **Residential Efficiency Delivered (Low-Income)**
The Residential Efficiency Delivered Program is income based and provides up to \$2,500 of energy and water efficiency upgrades based on the needs of the residential customer's home. An OUC Conservation Specialist visits the home, performs a home survey, and recommends which home improvements have the most potential of lowering utility bills.

Commercial Programs

- **Commercial Energy Audit**
The Commercial Energy Audit Program includes a free survey consisting of a physical walk-through inspection of the commercial facility performed by experienced energy experts. The customer receives a written report detailing cost-effective recommendations to make the facility more energy and water efficient.
- **Commercial Efficient Electric Heat Pump Rebate**
The Commercial Efficient Electric Heat Pump Rebate Program provides rebates to qualifying customers in existing buildings who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **Commercial Duct Repair Rebate**
The Commercial Duct Repair Rebate Program commercial customers to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system of within certain limits and ducts must be sealed with mastic and fabric tape or any other UL approved duct tape.
- **Commercial High-Performance Windows Rebate**
The Commercial High Performance Windows Rebate Program encourages customers to install windows that minimize heating, cooling, and lighting costs.
- **Commercial Ceiling Insulation Rebate**
The Commercial Ceiling Insulation Rebate Program aims to increase building resistance to heat loss and gain. Customers receive a rebate for upgrading their attic insulation up to R-30.

- **Commercial Cool/Reflective Roof Rebate**
The Commercial Cool/Reflective Roof Rebate Program aims to lower roof surface temperature while increasing the lifespan of the roof. OUC provides rebates for ENERGY STAR cool/reflective roofing that has an initial solar reflectance greater than or equal to 0.70.
- **Indoor Lighting Billed Solution Program**
The Indoor Lighting Billed Solution Program assists commercial customers with investments in new lighting technologies. The program is a cash-flow neutral billed solution where the savings pay for the project's cost over the pay-back period or term.
- **Indoor Lighting Rebates Program**
The Indoor Lighting Rebates Program offers commercial customers that upgrade the efficiency of their indoor lighting a rebate if they meet certain requirements. Participation is open to facilities located within OUC's service area that receive electric service under an OUC commercial rate.
- **Custom Incentive Program**
Through the Custom Incentive Program, commercial customers receive incentives based on the reduction in peak demand their projects achieve plus the first-year energy savings.

Natural Gas FEECA Utility

A. Peoples Gas System

Residential Programs

- **Residential Customer Assisted Energy Audit**
The Residential Customer Assisted Energy Audit is designed to save energy by increasing residential customer awareness of natural gas use in personal residences. Recommendations provided to the customer include an estimated range of energy savings including insightful advice on how to manage their overall energy usage. This audit is only available in an online format.
- **Residential New Construction**
The Residential New Construction Program is designed to save energy for new homeowners by offering incentives to builders and developers who construct new single family and multi-family homes with the installation of energy efficient natural gas appliances.
- **Residential Appliance Retention**
The Residential Appliance Retention Program is designed to encourage current natural gas customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

- **Residential Appliance Replacement**

The Residential Appliance Replacement Program is designed to encourage customers to make cost-effective improvements in existing residences by replacing existing electric appliances with energy efficient natural gas appliances.

- **Oil Heat Replacement**

The Oil Heat Replacement Program is designed to encourage customers to make cost-effective improvements in existing residences by converting/replacing their existing oil heating system to more energy efficient natural gas heating.

Commercial/Industrial Programs

- **Commercial Walk-Through Energy Audit**

This program is designed to reduce demand and energy consumption of C/I facilities by increasing customer awareness of the energy use in their facilities.

- **Commercial Electric Replacement**

The Commercial Electric Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric resistance appliances with energy efficient natural gas appliances.

- **Gas Space Conditioning**

The Gas Space Conditioning Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by converting/replacing their electric space conditioning equipment to energy efficient natural gas space conditioning equipment.

- **Small Package Cogeneration**

The Small Package Cogeneration Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by the installation of an energy efficient on-site natural gas-fired combined heat and power system for the simultaneous production of mechanical and thermal energy.

- **Commercial New Construction**

The Commercial New Construction Program is designed to save energy for new commercial facility owners by offering incentives to commercial customers for the installation of natural gas appliances.

- **Commercial Retention**

The Commercial Retention Program is designed to encourage current natural gas commercial customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

- **Commercial Replacement**

The Commercial Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric appliances with energy efficient natural gas appliances.

Other Programs

- **Monitoring and Research**

The Monitoring and Research Program is designed to pursue research, development, and demonstration projects designed to promote energy efficiency and conservation.

- **Conservation Demonstration and Development**

The Conservation Demonstration and Development Program is designed to encourage Peoples Gas System and other natural gas LDCs to pursue opportunities for individual and joint research, including testing of technologies to develop new energy conservation programs.



FLORIDA
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FEECA

Annual Report on Activities Pursuant to the Florida Energy Efficiency and Conservation Act

As Required by Sections 366.82(10), and 377.703(2)(f), Florida Statutes

DECEMBER 2022

Florida Public Service Commission

Annual Report on Activities Pursuant to The Florida Energy Efficiency and Conservation Act

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December 2022

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List of Acronyms

C/I	Commercial and Industrial (Customers)
Commission or FPSC	Florida Public Service Commission
COVID-19	Coronavirus Disease of 2019
CUC	Chesapeake Utilities Corporation
DEF	Duke Energy Florida, LLC
DOE	U.S. Department of Energy
DSM	Demand-Side Management
ECCR	Energy Conservation Cost Recovery
EV	Electric Vehicle
F.A.C.	Florida Administrative Code
FCG	Florida City Gas
FEECA	Florida Energy Efficiency and Conservation Act
FLBC	Florida Building Code
FPL	Florida Power & Light Company
FPUC	Florida Public Utilities Company
FRCC	Florida Reliability Coordinating Council
F.S.	Florida Statutes
GPR	Gross Power Rating
GRIM	Gas Rate Impact Measure Test
Gulf	Gulf Power Company
GWh	Gigawatt-Hour
HVAC	Heating, Ventilation, and Air Conditioning
IGC	Indiantown Gas Company
IOU	Investor-Owned Utility
JEA	Formerly known as Jacksonville Electric Authority
kWh	Kilowatt-Hour
LDC	Natural Gas Local Distribution Company
MMBtu	One Million British Thermal Units
MW	Megawatt
MWh	Megawatt-Hour
NGCCR	Natural Gas Conservation Cost Recovery
OUC	Orlando Utilities Commission
O&M	Operations and Maintenance
PV	Photovoltaic
PGS	Peoples Gas System
RIM	Rate Impact Measure Test
SGS	Sebring Gas System
SJNG	St. Joe Natural Gas
TECO	Tampa Electric Company
TRC	Total Resource Cost Test

Executive Summary

Purpose

Reducing the growth of Florida's peak electric demand and energy consumption became a statutory objective in 1980, with the enactment of the Florida Energy Efficiency and Conservation Act (FEECA). FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of the production and use of electricity and natural gas, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Sections 366.82(2) and 366.82(6), Florida Statutes (F.S.), require the Florida Public Service Commission (FPSC or Commission) to establish goals for the FEECA utilities and review the goals every five years, at minimum. The utilities are required to develop cost-effective demand-side management (DSM) plans that meet those goals and submit them to the Commission for approval.

Energy conservation and DSM in Florida are accomplished through a multi-pronged approach that includes energy efficiency requirements in building codes for new construction, federal appliance efficiency standards, utility programs, and energy education efforts. Utility programs, which are paid for by all customers, are aimed at increasing efficiency levels above building codes and appliance efficiency standards.

The Commission is required by Section 366.82(10), F.S., to provide an annual report to the Florida Legislature and the Governor by March 1 summarizing the adopted goals and the progress made toward achieving those goals. Similarly, Section 377.703(2)(f), F.S., requires the Commission to file information on electricity and natural gas energy conservation programs with the Department of Agriculture and Consumer Services. This report reviews the 2021 annual goal results for each of the FEECA utilities and fulfills these statutory obligations.

The seven electric utilities and single natural gas utility subject to FEECA in 2021 are listed below in order of sales:¹

Electric Investor-Owned Utilities	Municipal Electric Utilities
<ul style="list-style-type: none">• Florida Power & Light Company (FPL)• Duke Energy Florida, LLC (DEF)• Tampa Electric Company (TECO)• Gulf Power Company (Gulf)• Florida Public Utilities Company (FPUC)	<ul style="list-style-type: none">• JEA• Orlando Utilities Commission (OUC)
	Investor-Owned Natural Gas Local Distribution Company (LDC)
	<ul style="list-style-type: none">• Peoples Gas System (PGS)

¹For 2021, FPL and Gulf operated as separate ratemaking entities. However, by Order PSC-2021-0446-S-EI, the Commission approved consolidating the rates and tariffs of FPL and Gulf, with all former Gulf customers becoming FPL customers, and Gulf ceasing to exist as a separate ratemaking entity, effective January 1, 2022. In future publications of this report, only six electric utilities will be identified as subject to FEECA.

The Commission regulates the rates and conservation cost recovery of the five electric IOUs and the single FEECA natural gas LDC. The Commission does not regulate the rates or conservation program costs of the two municipal electric utilities for which it sets DSM goals.

Report Layout

This report presents the FEECA utilities' progress towards achieving the Commission-established goals and the Commission's efforts in overseeing these conservation initiatives. This report details these efforts through the following five sections and appendices:

- Section 1 provides a brief history of FEECA and a description of existing tools for increasing conservation throughout the State of Florida.
- Section 2 discusses the DSM goalsetting process and the most recent Commission-established goals set for the FEECA utilities.
- Section 3 reviews the utilities' goal achievements, program impacts of COVID-19, and information on audit, low-income, and research and development programs.
- Section 4 provides an overview of the associated 2021 DSM program costs recovered through the Energy Conservation Cost Recovery (ECCR) Clause (as applies to electric IOUs) and Natural Gas Conservation Cost Recovery (NGCCR) Clause (as applies to LDCs).
- Section 5 discusses methods the Commission has used to educate consumers about conservation during the prior period, including a list of related websites.
- Appendices A and B provide a list of the 2021 conservation programs offered by FEECA Utilities and a description of each program's purpose.

2019 Goalsetting Proceeding

In November 2019, the Commission chose to continue with the goals that were established in the 2014 goalsetting proceeding for the period 2020-2024 and directed its staff to review the FEECA process for potential updates and revisions as may be appropriate.² In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C.³

In 2020, the Commission approved the DSM plans proposed by the investor-owned electric utilities and the municipal electric utilities.⁴

²Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review cf numeric conservation goals*.

³See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

⁴Order No. PSC-2020-0140-PAA-EG, issued May 12, 2020, in Docket No. 20200058-EG, *In re: Petition for approval cf 2020 demand-side management plan, by Orlando Utilities Commission*; Order No. PSC-2020-0200-PAA-EG, issued June 24, 2020, in Docket No. 20200057-EG, *In re: Petition for approval cf 2020 demand-side management plan, by JEA*; Order No. PSC-2020-0274-PAA-EG, issued August 3, 2020, in Docket Nos. 20200053-EG (TECO), 20200054-EG (DEF), 20200055-EG (FPL), 20200056-EG (Gulf), and 20200060-EG (FPUC), *In re: Petition for approval cf 2020 demand-side management plans*.

The numeric goals are based on estimated energy and demand savings from individual DSM measures that passed the Rate Impact Measure (RIM) and Participants cost-effectiveness tests.⁵ These tests are used to ensure that all ratepayers benefit from energy efficiency programs due to downward pressure on electric rates.

Section 366.82(2), F.S., also requires that the Commission adopt goals for increasing the development of demand-side renewable energy systems. The Commission recognized in its 2019 review, that Rule 25-6.065, F.A.C., Interconnection and Net Metering of Customer-Owned Renewable Generation, adopted in 2008, offered an effective means to encourage the development of demand-side renewable energy in the state.

The Commission also established numeric therm savings goals for a natural gas utility for the first time in 2019. In August 2019, the Commission approved 2019-2028 goals for PGS, based upon programs it found were cost-effective.⁶ PGS also developed audit programs for its residential and commercial customers as part of the proceedings. The 2019 goalsetting processes for all FEECA utilities are further discussed in Section 2.

2021 Achievements and Related Program Costs

Florida utilities have been successful in reducing the growth rates of winter and summer peak electric demand and reducing annual energy consumption. On a cumulative basis through 2021, statewide totals reflect that summer peak demand has been reduced by 7,982 MW, winter peak demand has been reduced by 7,294 MW, and annual energy consumption has been reduced by 19,678 GWh.⁷ During 2021, the electric FEECA utilities offered 114 residential and commercial programs which focused on demand reduction and energy conservation (see Appendices A and B). In addition, FEECA electric utilities performed over 212,000 residential and commercial energy audits in 2021, as shown in Section 3.3. Each FEECA utility's achievements toward the 2021 Commission-approved goals are detailed in Section 3.1.

The Commission has authority, by statute, to allow investor-owned utilities to recover costs related to conservation.⁸ The Commission has implemented this authority for electric IOUs through the ECCR clause since 1980. For 2021, Florida's investor-owned electric utilities recovered approximately \$307 million in conservation program expenditures.

Conclusion

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes for new construction, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by

⁵Order No. PSC-14-0696-FOF-EU, issued December 16, 2014 (2014 Goalsetting Order), in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

⁶Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand-side management goals and residential customer assisted and commercial walk-through energy audit programs*, by Peoples Gas System.

⁷Florida Reliability Coordinating Council (FRCC), *2022 Load & Resource Plan* (S-3, S-4, S-5). The demand and energy savings from FEECA utility DSM programs are included in these statewide FRCC totals.

⁸Section 366.05(1), F.S.

investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating, ventilation, and air conditioning (HVAC) equipment available to Florida's consumers. Likewise, changes in the Florida Building Code (FLBC) have resulted in more energy efficient homes. Florida's electric and natural gas utilities also encourage conservation by offering energy audits, customer education, rebates on energy efficient equipment and building envelope improvements, and demand response programs.

Utilities design DSM programs to encourage the installation of appliances and equipment that exceeds levels set by current building codes and minimum efficiency standards. More stringent efficiency standards and building codes, as well as customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs. The level of realized savings from utility programs is dependent upon voluntary participation and, in some cases, changes in customer behavior.

Because all customers pay for the utility conservation programs as a portion of their monthly utility bills, the Commission focuses on ensuring that all customers benefit from utility-sponsored DSM programs. The Commission also encourages customers to use energy efficiently through its customer education efforts. Overall, reducing Florida's electric demand and energy usage relies on customer education and participation in utility DSM programs, along with each individual's efforts to save electricity.

Conservation and renewable energy will continue to play an important role in Florida's energy future. The Commission is continuing its efforts to encourage cost-effective conservation that defers the need for new electric-generating capacity and reduces the use of fossil fuels. These initiatives support a balanced mix of resources that reliably and cost-effectively meet the needs of Florida's ratepayers.

Section 1. Florida Energy Efficiency and Conservation Act

1.1 FEECA History and Implementation

FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of electricity and natural gas production and use, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Pursuant to FEECA, the Commission is required to establish appropriate goals and the FEECA utilities must develop DSM programs to meet those goals.

Upon enactment in 1980, all electric utilities in Florida were subject to FEECA. In 1989, changes were made to the law limiting the requirement to electric utilities with more than 500 gigawatt-hours (GWh) of annual retail sales. At that time, 12 Florida utilities met this threshold requirement and their combined sales accounted for 94 percent of Florida's retail electricity sales. An additional change to the law encouraged cogeneration projects.

In 1996, the Florida Legislature raised the minimum retail sales threshold for municipal and cooperative electric utilities to 2,000 GWh. Retail sales for these utilities were fixed as of July 1, 1993, and two municipal utilities met the threshold of the amended statute: JEA and OUC. In addition to these two utilities, all five Florida investor-owned electric utilities must comply with FEECA regardless of sales levels. No rural electric cooperatives are subject to FEECA.

FEECA also includes natural gas utilities whose annual retail sales volume is equal to or greater than 100 million therms. PGS is the only natural gas utility that meets the therm sales threshold for conservation goals under FEECA, and thus has its own Commission-approved DSM goals.

The statute also allows the Commission to provide appropriate financial rewards and penalties to the utilities over which it has rate-setting authority. The Commission also has the authority to allow an IOU to receive an additional return on equity of up to 50 basis points for exceeding 20 percent of its annual load growth through energy efficiency and conservation measures. To date, the Commission has not awarded financial rewards or assessed penalties for any of the IOUs through FEECA. The Commission does not have rate-setting authority over JEA and OUC and therefore cannot assess financial penalties or provide financial rewards under its authority.

Table 1 lists the seven electric FEECA utilities and shows their 2021 retail electricity sales and the percentage of total statewide electricity sales by each utility. The table also includes the total energy sales for all non-FEECA utilities. Currently, the seven electric utilities that are subject to FEECA account for approximately 83.7 percent of all Florida energy sales.

Table 1
Energy Sales by Florida's Electric FEECA Utilities in 2021

Florida's Electric FEECA Utilities	Energy Sales (GWh)	Percent of Total Energy Sales
Florida Power & Light Company	112,176	46.4%
Duke Energy Florida, LLC	39,682	16.4%
Tampa Electric Company	20,093	8.3%
JEA	12,066	5.0%
Gulf Power Company	10,732	4.4%
Orlando Utilities Commission	6,824	2.8%
Florida Public Utilities Company	626	0.3%
Electric FEECA Utilities' Total	202,199	83.7%
Non-FEECA Utilities' Total	39,307	16.3%
Total Statewide Energy Sales	241,506	100.0%

Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Table 26) published in October 2022.

Sections 366.82(2) and 366.82(6), F.S., require the Commission to set goals at least every five years for the utilities subject to FEECA. The Commission sets electric goals with respect to summer and winter electric-peak demand and annual energy savings over a ten-year period, with a re-evaluation every five years. Once goals are established, the electric FEECA utilities must submit DSM plans containing programs intended to meet the goals for Commission approval.

In 2008, the Florida Legislature amended the FEECA statute, placing upon the Commission additional responsibilities when adopting conservation goals. These responsibilities included the consideration of the benefits and costs to program participants and ratepayers as a whole, as well as the need for energy efficiency incentives for customers and utilities. The Commission must also consider any costs imposed by state and federal regulations on greenhouse gas emissions.

1.2 FEECA's Influence on the Florida Energy Market

FEECA's mission is important to Florida's overall energy market. Florida's total electric consumption ranks among the highest in the country due to its sizeable population and climate-induced demand for cooling. When compared to the rest of the country, Florida's energy market is unique. The distinction is largely due to the state's climate, the high proportion of residential customers to total customers, and the significant reliance on electricity for heating and cooling.

Florida is typically a summer-peaking state, since the summer peak demand generally exceeds winter peak demand. On a typical summer day, the statewide demand for electricity can increase significantly over a span of hours.⁹ Additionally, 87.7 percent of Florida's electricity customers are residential and consume 53.9 percent of the electrical energy produced. In contrast, nationally, residential customers account for 39 percent of total electric sales, while commercial

⁹FPSC's *Review of the 2022 Ten-Year Site Plans of Florida's Electric Utilities* (October 2022).

customers represent 35 percent of electric consumption, and industrial customers represent 26 percent.¹⁰ Table 2 shows the makeup of Florida's electric customers by class and consumption.

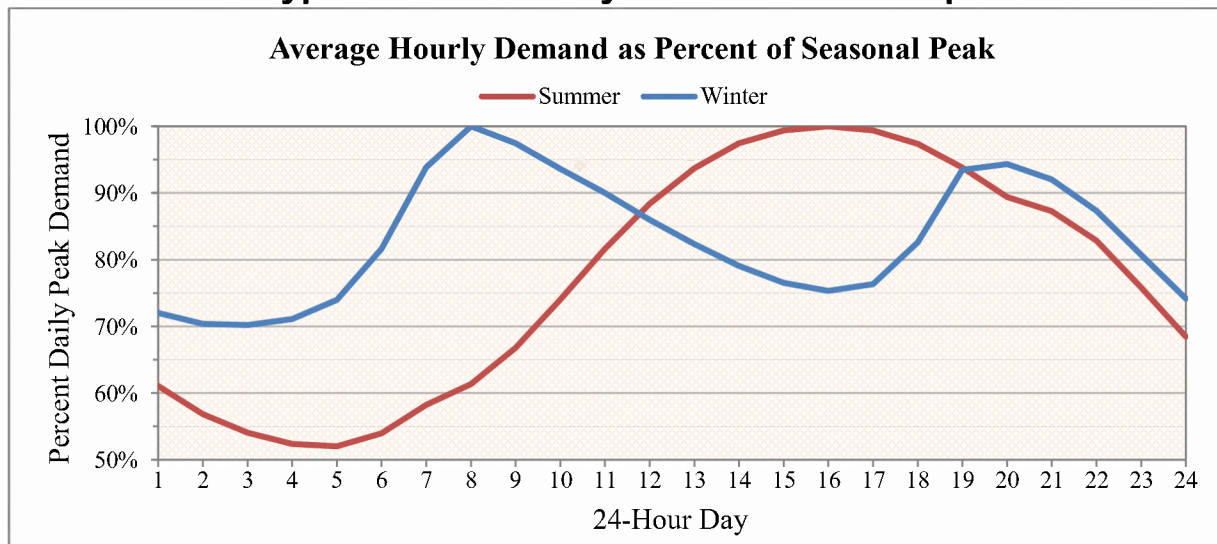
Table 2
Florida's Electric Customers by Class and Consumption in 2021

Customer Class	Number of Customers	Percent of Customers	Energy Sales (GWh)	Percent of Sales
Residential	9,895,491	87.7%	130,203	53.9%
Commercial	1,206,110	10.7%	84,732	35.1%
Industrial	24,864	0.2%	20,121	8.3%
Other*	158,726	1.4%	6,449	2.7%
Total	11,285,191	100.0%	241,506	100.0%

*Street and highway lighting, sales to public authorities, and interdepartmental sales.
Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Tables 26 and 33) published October 2022.

Figure 1 shows the daily electric load curves for a typical Florida summer and winter day. In the summer, air conditioning demand starts to increase in the morning and peaks in the early evening; a pattern which aligns with the sun's heating of buildings. In comparison, the winter load curve has two peaks—the largest in mid-morning, followed by a smaller peak in the late evening—which correspond to heating loads.

Figure 1
Typical Florida Daily Electric Load Shapes



Source: FPSC's *Review of 2021 Ten-Year Site Plans of Florida's Electric Utilities* published October 2022.

¹⁰ National data as reported for 2021 by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 2): https://www.eia.gov/electricity/sales_revenue_price/

Residential load patterns shift rapidly and have high peak-to-trough variation. In contrast, commercial or industrial loads demonstrate more consistency throughout the 24-hour day and experience fewer spikes in demand.

Utilities dispatch additional generating capacity throughout the day in order to follow the customer load patterns. Peaking generating units, which are dispatched during high demand periods of the day, are less fuel-efficient than baseload or intermediate generating units. Utility DSM programs play a role in reducing energy usage and shifting peak demand, thus reducing the need to dispatch fuel-inefficient generating units.¹¹ Over time, the need for additional generating capacity has increased in Florida, largely due to population growth. In addition to providing fuel savings at existing generating units, utility-sponsored DSM programs and individual consumer conservation efforts can avoid or defer the need for new electric generating capacity.

Utility-sponsored DSM programs are funded by all ratepayers. Therefore, in order to meet FEECA requirements, the Commission and utilities must ensure that the DSM programs created to reap the benefits of reduced fuel usage and deferred generating capacity are cost-effective, i.e. less costly than generation. The Commission's methodologies to determine the cost-effectiveness of demand-side management programs are explained in detail in Section 2.1.

Since its enactment, implementation of FEECA has been successful in reducing the growth rate of weather-sensitive electric peak demands, and in conserving expensive resources. These savings have avoided or deferred the need for new generating capacity and offset the use of existing generating units, resulting in savings of fuel, as well as variable operations and maintenance (O&M) costs. During 2021, FEECA utility DSM programs continued contributing to the reduction of statewide energy needs and deferred the need for new generating capacity. Table 3 details statewide cumulative savings for summer peak demand, winter peak demand, and overall energy consumption through 2021, as reported in the Florida Reliability Coordinating Council's (FRCC) 2022 Regional Load & Resource Plan.¹² In 2021, the FEECA DSM programs contributed annual energy savings of 147.1 GWh, which is enough electricity to power approximately 11,188 homes for a year.¹³

¹¹Electric generating units are typically categorized as baseload, intermediate, or peaking. Aside from planned and forced outages, baseload units are scheduled to operate continuously. Intermediate units generate power to follow load for periods of time, but are not planned to operate nonstop. Peaking units supplement baseload and intermediate power, operating during high-demand, or peak periods.

¹²The cumulative MW savings for summer peak demand and winter peak demand shown in Table 3 reflect the maximum capability of demand response programs.

¹³This estimate is based on an average annual household energy use of 13,150 kWh for Florida in 2021 as reported by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 5.a): https://www.eia.gov/electricity/sales_revenue_price/

Table 3
Statewide Cumulative Demand and Energy Savings (Through 2021)

Type	Achieved Reduction
Summer Peak Demand	7,982 MW
Winter Peak Demand	7,294 MW
Annual Energy Reduction	19,678 GWh

Source: Florida Reliability Coordinating Council's 2022 Regional Load & Resource Plan (S-3, S-4, S-5).

In 2021, the electric FEECA utilities offered 114 programs for residential, commercial, and industrial customers (see Appendices A and B). Programs focus on either reducing energy use at a given moment, which shifts/reduces demand, or toward reducing overall energy consumption over a period of time. Utility-sponsored DSM programs are an important means of achieving demand and energy savings and these programs are designed to encourage customer conservation efforts.

Additionally, residential energy audits, required by Section 366.82(11), F.S., serve as an avenue to identify and evaluate conservation opportunities for customers, including their potential participation in utility-sponsored DSM and conservation programs. Energy audits also educate customers about behavioral changes and energy efficiency investments they can make outside of utility-sponsored DSM programs. During 2021, FEECA electric utilities performed 207,066 residential audits. Though FEECA does not require commercial energy audits, FEECA electric utilities also performed 5,591 commercial energy audits in 2021. Additional information about these results is presented in Section 3.

1.3 Recovery of Conservation Expenditures

The IOUs are allowed by Commission Rule 25-17.015, F.A.C., to recover reasonable expenses for DSM programs through the ECCR clause. Such expenses may include administrative costs, equipment, and incentive payments. Before attempting to recover costs through the ECCR clause, a utility must provide data on DSM program cost-effectiveness. Utilities must have Commission approval for any new programs or program modifications prior to seeking cost recovery.

Commission Rule 25-17.015, F.A.C., also permits natural gas LDCs to seek recovery for costs related to Commission-approved conservation programs. While PGS is the only natural gas utility subject to FEECA, the other Florida LDCs offer Commission-approved DSM programs without a specific therm savings goal. Natural gas conservation programs have historically focused on providing rebates to residential customers that support the replacement of less efficient appliances with new, energy-efficient gas appliances. However, several LDCs have expanded their rebate programs to commercial customers.¹⁴

¹⁴Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

On an annual basis, the Commission conducts financial audits of DSM program expenses that are included in the electric IOUs' and LDCs' cost recovery requests. A full evidentiary hearing is held to determine the cost recovery factors to be applied to customer bills in the following year. The Commission-approved 2023 conservation cost recovery factors are discussed further in Section 4.

Section 2. DSM Goalsetting

2.1 DSM Program Cost-Effectiveness and Energy Savings

Section 366.81, F.S., emphasizes that it is critical to utilize cost-effective conservation. This statutory provision is codified in Rule 25-17.008, F.A.C., for electric utilities and Rule 25-17.009, F.A.C., for natural gas LDCs. The rules identify the cost-effectiveness methodologies to be used and require that utilities provide cost and benefit information to the Commission when requesting to add a program or make changes or additions to an existing program.

The Commission requires that electric utilities measure cost-effectiveness from three perspectives, at a minimum - the program participant, the utility's ratepayers, and society's overall cost for energy services. The Participants test, the Rate Impact Measure (RIM) test, and the Total Resource Cost (TRC) test capture these viewpoints. The electric FEECA utilities are required to provide the results of all three tests when seeking to add a new program or make changes to an existing program.

Similarly, Rule 25-17.009, F.A.C., requires natural gas LDCs to provide the results of the Participants test and Gas Rate Impact Measure Test (GRIM). The GRIM test is a modified version of the RIM test, specific to gas utilities. Natural gas LDCs are also required to provide the results of these tests when seeking to add a new program or modify an existing program.

Table 4 summarizes the costs and benefits considered in the three Commission-approved electric cost-effectiveness methodologies for electric utilities.

Table 4
Summary of Electric Cost-Effectiveness Methodologies

	Participants	RIM	TRC
Benefits			
Bill Reduction	X		
Incentives Received	X		
Avoided Generation (Capital and O&M)		X	X
Avoided Transmission (Capital and O&M)		X	X
Fuel savings		X	X
Costs			
Program Costs		X	X
Incentives Paid		X	
Lost Revenues		X	
Participant's Costs (Capital and O&M)	X		X

Participants Test

The Participants test analyzes costs and benefits from a program participant's point of view, rather than the impact on the utility and other ratepayers not participating in the program. The Participants test includes the up-front costs customers pay for equipment and costs to maintain

this equipment. Benefits considered in the test include the incentives paid by utilities to the customers and the reduction in customer bills. Failure to demonstrate cost-effectiveness under this test would infer that rational customers would not elect to participate in this program.

Rate Impact Measure (RIM) Test

The RIM test is designed to ensure that all ratepayers, not just the program's participants, will benefit from a proposed DSM program. The RIM test includes the costs associated with incentive payments to participating customers and decreased revenues to the utility. DSM programs can reduce utility revenues due to reduced kilowatt-hour (kWh) sales and reduced demand. The decreased utility revenues typically are recovered from the general body of ratepayers at the time of a rate case. A DSM program that passes the RIM test ensures that all customer rates are the same or lower than rates would be without the DSM program.

Total Resource Cost (TRC) Test

The TRC test measures the overall economic efficiency of a DSM program from a social perspective. This test measures the net costs of a DSM program based on its total costs, including both the participants' and the utility's costs. Unlike the RIM test, customer incentives and decreased utility revenues are not included as costs in the TRC test. Instead, these factors are treated as transfer payments among ratepayers. Moreover, if appropriate, certain external costs and benefits such as environmental impacts may be taken into account. Because incentives and foregone revenues are not treated as "costs," electric rates for all customers tend to be higher for programs implemented solely using the TRC test to judge cost-effectiveness.

Ensuring Cost-Effectiveness

Ensuring utility-sponsored DSM programs remain cost-effective benefits the general body of electric ratepayers. These programs can reduce costs to ratepayers by postponing capital expenditures such as future power plant construction, and reducing current electrical generation costs, including fuel and variable O&M costs. DSM programs can also benefit customers by improving reliability.

When an IOU determines that a DSM program is no longer cost-effective, the utility should petition the Commission for modification or discontinuation of the program. In many instances, programs may need to be modified due to the adoption of a more stringent appliance efficiency standard or building code. In contrast, if new efficiency measures become available that are cost-effective, the utility may petition the Commission for approval of a new program.

2019 Electric DSM Goalsetting Proceeding

Pursuant to Sections 366.82(2) and 366.82(6), F.S., the electric FEECA utilities filed proposed goals for the 2020-2029 period in April 2019. The utilities' proposed goals were lower overall than those established in the 2014 goalsetting proceeding, with some utilities proposing goals of zero or near-zero for the 10-year period. A technical hearing on the proposed goals was held on August 12 and 13, 2019. The Commission heard testimony on cost-effectiveness tests, whether a goal of zero fulfilled statutory requirements, how to account for free ridership, and how to ensure low-income customers are able to effectively participate in DSM programs.

By issuing Order No. PSC-2019-0509-FOF-EG¹⁵ on November 26, 2019, the Commission rejected the goals proposed by the electric FEECA utilities and chose to continue with the 2020-2024 portion of the goals established in the 2014 goalsetting proceeding. While the goalsetting process produces annual goals, the cumulative goals for the entire 10-year period are shown in Table 5 for illustrative purposes. The Commission also expressed a desire to review the goalsetting process for potential revisions. In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C. Rule development workshops for this docket were conducted in January 2021, May 2021, and November 2022.¹⁶

Table 5
Cumulative Commission-Approved Electric DSM Goals, 2015-2024

Electric Utility	Summer Demand Goals (MW)	Winter Demand Goals (MW)	Annual Energy Goals (GWh)
FPL	526.1	324.2	526.3
DEF	259.1	419.3	195.0
TECO	56.3	78.3	144.3
Gulf	68.1	36.7	84.2
FPUC	1.3	0.4	2.0
OUC	5.0	8.4	13.0
JEA	10.8	9.7	25.8
Total	926.7	877.0	990.6

Source: Order No. PSC-14-0696-FOF-EU.

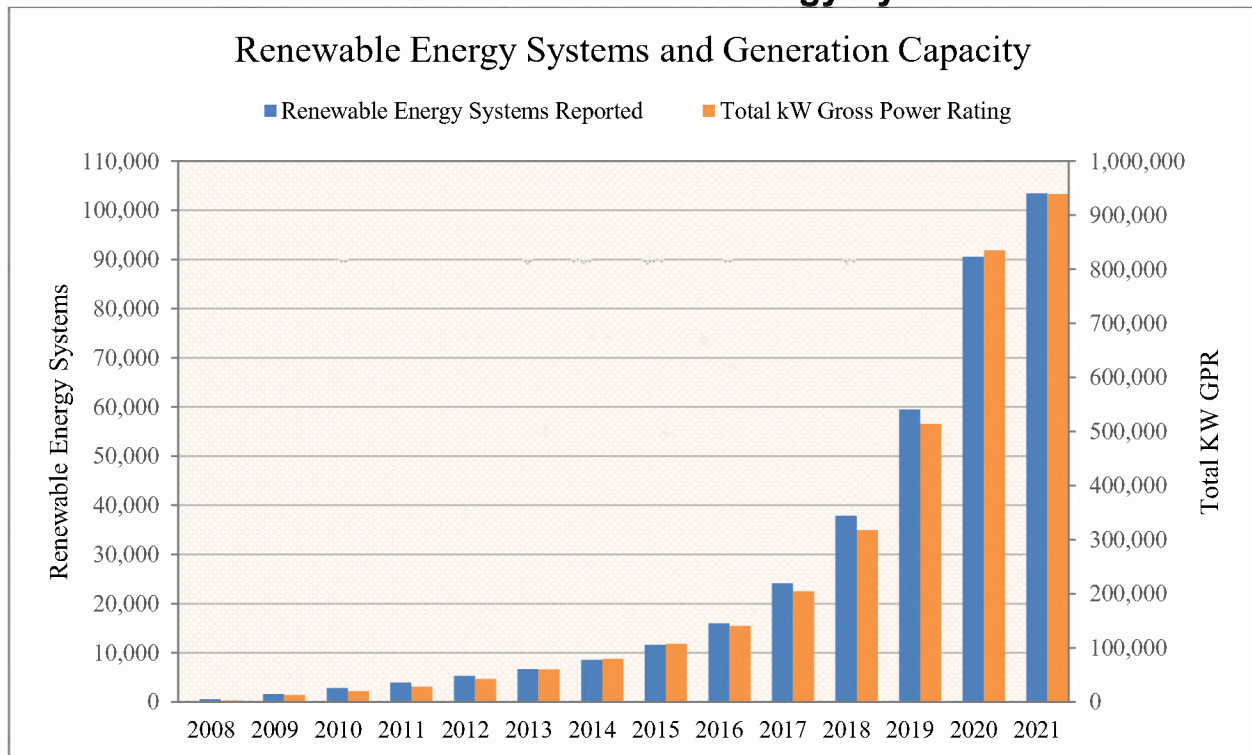
The goals established in 2014 were based upon estimated energy and demand savings from measures that passed both the RIM and Participants cost-effectiveness tests. Measures that pass the Participants test ensure that participating customers' benefits exceed the costs of the measure or program to the participants. Use of the RIM test minimizes subsidies between customers who participate in DSM programs and those who do not participate but pay for program expenditures. The RIM test also ensures rates would remain the same or lower than otherwise would occur.

As part of its review of goals in 2019, the Commission recognized Rule 25-6.065, F.A.C., (Customer-Owned Renewable Generation Rule) as an effective means of encouraging the development of demand-side renewable energy systems. Figure 2 shows the growth in the number of customer-owned renewable energy systems in Florida, as well as the growth in gross power ratings (i.e. generating capacity) since the Commission's approval of net-metering in 2008.

¹⁵ Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

¹⁶See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

Figure 2
Demand-Side Renewable Energy Systems



Source: Data compiled from Interconnection and Net Metering Reports provided to the Commission from IOU, municipal, and rural electric cooperative electric companies, 2008-2021.

2.2 Summary of the 2019 Goalsetting Process for Peoples Gas

PGS is the only natural gas utility that meets the therm sales threshold for establishing conservation goals under FEECA. In October 2018, PGS filed a petition for approval of numeric therm reduction goals for the 2019-2028 period. PGS estimated its goals based upon its current Commission-approved DSM programs. Because PGS had existing programs already in place, there is expected to be no additional cost to its customers, aside from the costs of the new audit programs. PGS utilized the Participants and GRIM tests to calculate its goals.¹⁷ The Commission approved the goals for PGS in Order No. PSC-2019-0361-PAA-GU, issued on August 26, 2019. Table 6 shows the 10-year therm-savings goals for PGS over the 2019-2028 period.

¹⁷Rule 25-17.009, F.A.C., requires natural gas utilities that seek to recover costs for conservation programs to file the cost-effectiveness test results of the Participants test and the GRIM test.

Table 6
Commission-Approved DSM Goals for PGS, 2019-2028

Cumulative Savings (Therms)		
Residential	Small Commercial	Combined
3,749,583	2,426,634	6,176,217

Source: Order No. PSC-2019-0361-PAA-GU.

PGS was also required to develop a residential audit program as part of the goalsetting process. However, PGS filed for and was granted a waiver of Rules 25-17.003(3)(a) and (b), F.A.C., which require all FEECA utilities to offer residential customers three different types of on-site audits - Building Energy Efficiency Rating System (BERS) Audits, Computer-Assisted Audits, and Walk-Through Audits. PGS argued that the on-site audits would impose a substantial hardship on the Company and that the purpose of the underlying statute can be achieved by other means. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. The Commission approved the implementation of the electronic audits for PGS's residential customers, as well as on-site audits for its commercial customers, beginning in 2020. Customers of PGS are still eligible to receive walk-through energy audits through their electricity provider.

In November 2019, a docket was established to consider the petition from PGS for Approval of Demand-Side Management Plan and Program Standards together.¹⁸ In June 2020, PGS informed the Commission of its intention to revise programs in an amended filing. In February 2021, an Amended Petition for Approval of Demand-Side Management Plan was filed. By Order No. PSC-2021-0242-PAA-EG, the revised filing was approved.¹⁹

2.3 Impact of Outside Factors on FEECA Utility DSM Programs

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating and air conditioning equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient homes.

Utilities design DSM programs to encourage conservation that exceeds levels achievable through current building codes and minimum efficiency standards. However, the cost-effectiveness of some DSM measures has declined due to several factors outside of the FEECA utilities' control. More stringent state and federal efficiency standards, building codes, and customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs.

¹⁸See Docket No. 20190210-EG, Petition for approval of demand-side management plan, by Peoples Gas System.

¹⁹Order No. PSC-2021-0242-PAA-EG, issued July 2, 2021, in Docket No. 20190210-EG, *In re: Petition for approval of demand-side management plan, by Peoples Gas System*.

Federal efficiency standards and state building codes establish a baseline in assessing the cost-effectiveness of a potential DSM program. Florida utility DSM programs offer rebates and incentives for appliances that exceed federally established minimum efficiency standards. However, increases in federal efficiency standards, independent conservation efforts by consumers, and general conservation practices make it more challenging for utilities to achieve demand and energy savings through DSM programs. Moreover, participation rates in the utility programs are driven by the anticipated payback to the participating customer. While utility incentives tend to increase customers' "take rate" in conservation programs, electric rates are also a contributing factor in customers' decisions to invest in more efficient appliances. Thus, low or declining electric rates tend to reduce customer energy efficiency investments, while increasing rates can have the opposite effect. This makes it crucial that the FEECA utilities frequently evaluate conservation programs to ensure that they remain cost-effective. Likewise, the FEECA utilities are also expected to evaluate the potential for new, cost-effective DSM program opportunities as energy-efficiency technologies develop.

State Building Code

At the state level, the FLBC is amended annually to incorporate interpretations and clarifications as well as to update efficiency standards. The Florida Building Commission updates the FLBC with relevant new standards every three years, most recently in 2020 when the 7th Edition (2020) was issued. The 7th Edition (2020) became effective in December 2020, although in August 2021, the FLBC issued the 2021 Supplement to the 7th Edition (2020).²⁰ While there were several changes in both documents that pertain to construction standards, no changes were made to Chapter 11, Energy Efficiency. After review of these resources and the DSM programs that were current when these codes became effective, FEECA utilities reported that the code updates had no impact on the programs that had been established in the 2014 goalsetting process. None of the FEECA utilities made regulatory filings to modify DSM Plans or programs as a result of 2020 or the 2021 FLBC code updates.

Federal Government Efficiency Standards

At the federal government level, the U.S. Department of Energy's (DOE) Building Technologies Office sets energy efficiency standards for more than 60 categories of appliances and other equipment, including HVAC equipment. Within the Building Technologies Office, the Appliances and Equipment Standards Program maintains a multi-year rulemaking schedule that establishes minimum energy efficiency standards and test procedures which are the basis for these standards. The products regulated by DOE standards represent about 90 percent of home, 60 percent of commercial building, and 30 percent of industrial energy use.²¹ Some of the consumer products regulated by these Conservation Standards and Test Procedures include laundry appliances, dishwashers, microwave ovens, televisions, and several other common

²⁰The 2021 Supplement to the 7th Edition (2020) became effective August 18, 2021. Details of the Seventh Edition (2020) Florida Building Code and 2021 Supplement to the 7th Edition (2020), including legislative updates in the 2022 Supplement, can be found at https://www.floridabuilding.org/fbc/Links_to_Code_Resources.html. In addition, details are provided regarding the development of the 8th Edition, currently scheduled for 2023.

²¹Federal Appliance and Equipment Standards Program: <http://energy.gov/eere/buildings/appliance-and-equipment-standards-program>.

household products. In addition to consumer products, there are categories for lighting, plumbing, and commercial/industrial products.²²

In January 2021, an executive order from the President of the United States was issued which included direction to address the overdue rule and test procedure reviews.²³ In the August 2021 Report To Congress, the DOE conveyed that since the last Report to Congress (July 2019), 123 rulemaking actions related to energy conservation standards and test procedures have been completed. Of this total, 71 of the actions were related to energy conservation standards rulemaking notices, with 15 being final actions. Examples of the equipment for which final actions were taken include ceiling fans, commercial air compressors, dishwashers, fluorescent light ballasts, and portable air conditioners. The full list, including information on the fifty two rulemaking notices that relate to test procedures, is accessible via the link identified in the footnote below.²⁴

Federal standards that change the baseline requirements for a product may have a direct effect on DSM programs. If a DSM program is no longer cost effective as a result of changing federal standards, then the utility should file a petition to modify or discontinue the program.

²² Federal Conservation Standards and Test Procedures: <http://energy.gov/eere/buildings/standards-and-test-procedures>

²³Executive Order No. 13990, 86 Federal Register 7037 (January 25, 2021): <https://www.govinfo.gov/content/pkg/FR-2021-01-25/pdf/2021-01765.pdf>

²⁴U.S. Department of Energy, Semi-Annual Report to Congress on Appliance Energy Efficiency Rulemakings, Energy Conservation Standards Activities (August 2021): <https://www.energy.gov/sites/default/files/2021-08/EXEC-2019-005022%20-%20Final%20Report%20ksb.pdf>

Section 3. FEECA Utilities' Goal Achievements

3.1 Assessing Goal Achievement

Commission rules require separate goals be set for electric residential and commercial/industrial (C/I) classes, assigning context to measuring goal achievement within these two primary customer categories. Each utility's achievements in these categories are also combined and compared against total demand and energy savings goals.

Every FEECA utility must file an annual DSM report pursuant to Rule 25-17.0021, F.A.C., which summarizes demand savings, energy savings, and customer participation rates for each approved program. The report also includes the residential, C/I, and total energy efficiency achievements compared to the approved DSM goals. Each FEECA utility's current (2021) and archived annual DSM reports from prior years can be found on the Commission's website: <http://www.psc.state.fl.us/>.

Monitoring annual goal achievements enables the Commission to evaluate the effectiveness of each utility's programs. In addition to reviewing the FEECA utilities' annual DSM reports, staff issues discovery requests for additional information from the utilities on their demand and energy saving achievements. Staff's data requests also seek explanations of factors preventing the utilities from achieving projected participation levels. Each FEECA utility's DSM performance in 2021 is discussed below. The utility achievements have been compared to the annual goals established by the Commission in November 2014 and reapplied in November 2019. Table 7 provides a breakdown of each electric utility's goal achievements for the period.

FPL

The company met its summer and winter demand reduction goals for the C/I customer class, but missed its annual energy savings goal for that class. FPL did not achieve any of its three 2021 goals for the residential customer class. For an illustration of one residential metric, FPL's goal for summer demand reduction in this customer class was 27.30 MWs, yet FPL recorded 18.04 MWs of summer demand reduction, a shortfall of 34 percent. FPL met its total (i.e. all classes combined) summer demand reduction goal and its total winter demand reduction goals, but it did not meet its total annual energy savings goal. According to FPL, program participation fell in 2021 below projections in programs that required in-home contractors, specifically referencing their residential insulation and air conditioning programs. The company attributes the lower program participation in these programs as a contributing factor for missing its goals for the residential customer class. In 2022, FPL reported that it has engaged in efforts to improve customer receptivity to in-home visits in order to increase program participation.

DEF

In 2021, DEF exceeded all of its demand reduction and annual energy savings goals for the C/I customer class. The company met its annual energy savings goal for the residential customer class, but it did not meet its residential summer and winter demand reduction goals for this class. For summer demand reduction in the residential customer class, DEF's goal was 14.00 MWs, yet the company recorded 10.00 MWs of summer demand reduction, a shortfall of 29 percent. DEF met the total goals for summer demand reduction and annual energy savings. The company did not meet its total winter demand reduction goal.

Although the company attributed impacts of the COVID-19 pandemic as the principle reason for not achieving all of its goals in 2021, it stated that in 2022, it has increased staffing for work crews that install conservation measures, and is examining dispatch efficiencies that will enable such crews to stay in one area for extended times.

TECO

TECO met all of its 2021 demand and energy savings goals for the C/I customer class. TECO achieved its residential 2021 energy savings and summer demand reduction goals. However, the company missed achieving its residential winter demand reduction goal, which resulted in it missing its total winter demand reduction goal as well. TECO's goal for winter demand reduction in the residential customer class was 8.00 MWs, yet the utility recorded a reduction of 4.50 MWs, a shortfall of 44 percent. Through most of 2021, TECO suspended offering programs that required on-site interactions for the safety of its customers, employees, and contractors. The company believes the decline in on-site interactions particularly impacted its ability to achieve its winter demand reduction goal for the residential customer class.

Although participation in the company's on-line residential audit program grew in 2021, many of the suspended programs had lower participation numbers than projected for 2021. From early November 2020 through the end of 2021, TECO maintained a waiting list so that it could address program participation requests received. Normal field operations resumed on November 8, 2021, and the waiting list numbers declined thereafter.

Gulf

Gulf missed all of its 2021 energy and demand reduction goals for both classes, thus it missed its total energy and demand reduction goals as well. For an illustration of one residential metric, Gulf's summer demand reduction goal for 2021 was 7.50 MWs, yet Gulf recorded 1.33 MWs of summer demand reduction, a shortfall of 82 percent. Gulf stated lower program participation combined with the ongoing impacts of COVID-19 pandemic as the reason for its missed demand reduction and annual energy savings goals for both classes.

Calendar year 2021 was the last time period that goal achievement results for Gulf will be reported as stand-alone entity. Beginning in 2022, FPL and Gulf, two formerly separate companies, combined their operations. For 2022, the energy and demand reduction goal achievement results that FPL reports will reflect the operationally-merged entity.

FPUC

FPUC met all of its 2021 demand reduction and energy savings goals for the residential customer class, but did not meet any of its goals in the C/I customer class. For an example of one C/I measure, FPUC's goal for winter demand reduction was 0.018 MWs, yet the utility recorded a reduction of 0.002 MWs, a shortfall of 89 percent. However, the goal achievement for 2021 in the residential customer class enabled FPUC to also meet all of its total winter and summer demand reduction goals, as well as its total annual energy savings goal.

JEA

JEA met all its 2021 individual customer class goals, thus it met its total demand and energy savings goals as well.

OUC

OUC met all its 2021 individual customer class goals, thus it met its total demand and energy savings goals as well.

Table 7
Electric DSM Goals Compared to Annual (2021) Achievements

Utility	Winter (MW)		Summer (MW)		Annual (GWh)	
	Goals	Achieved Reduction	Goals	Achieved Reduction	Goals	Achieved Reduction
FPL*						
Residential	16.90	11.41	27.30	18.04	25.70	21.87
Commercial/Industrial	16.50	22.45	26.60	37.96	30.10	17.71
Total	33.40	33.87	53.90	55.99	55.80	39.58
DEF*						
Residential	28.00	16.00	14.00	10.00	6.00	25.00
Commercial/Industrial	5.00	11.00	7.00	24.00	4.00	22.00
Total	33.00	27.00	21.00	34.00	10.00	47.00
TECO*						
Residential	8.00	4.50	3.30	6.40	7.70	16.40
Commercial/Industrial	1.90	4.70	3.60	5.60	10.40	20.40
Total	9.90	9.20	6.90	12.10	18.10	36.80
Gulf*						
Residential	4.30	1.11	7.50	1.33	7.60	3.89
Commercial/Industrial	0.20	0.04	0.90	0.04	2.70	0.13
Total	4.50	1.15	8.40	1.36	10.30	4.01
FPUC*						
Residential	0.031	0.095	0.099	0.167	0.067	0.318
Commercial/Industrial	0.018	0.002	0.058	0.004	0.182	0.007
Total	0.049	0.097	0.157	0.171	0.249	0.325
JEA						
Residential	0.960	1.830	0.940	2.150	2.500	4.200
Commercial/Industrial	0.007	0.240	0.140	0.470	0.080	2.500
Total	0.967	2.070	1.080	2.620	2.580	6.660
OUC						
Residential	0.220	0.659	0.210	0.631	0.800	1.422
Commercial/Industrial	0.780	1.676	0.400	1.859	0.860	11.330
Total	1.000	2.335	0.610	2.489	1.660	12.752

***Bold numbers shown in Table 7 indicate the utility did not meet its annual goals within that category.**

Source: FEECA utilities' 2021 demand-side management annual reports.

PGS

Table 8 provides a breakdown of the goal achievements for PGS for the period. Therm-savings goals for PGS were first approved in August 2019. PGS met its 2021 total energy reduction goal and its individual customer class goals.

Table 8
PGS DSM Goals Compared to Annual (2021) Achievements

Utility	Annual Energy Reduction (Therms)	
	Goals	Achieved Reduction
PGS		
Residential	355,569	425,798
Small Commercial	227,968	292,210
Total	583,537	718,008

Source: PGS' 2021 demand-side management annual report.

3.2 Program Impacts of COVID-19

As in 2020, the COVID-19 pandemic continued to impact DSM program implementation in 2021 for Florida's electric FEECA utilities. COVID-related health concerns prompted most FEECA utilities to restrict implementing DSM programs requiring face-to-face or on-site contact with their customers throughout portions of 2021. In most instances, the duration of suspensions was brief, although in a few limited cases, some programs remained suspended for most of 2021, and into the early portions of 2022.

The FEECA utilities responded to this challenge through enhanced communications with their customers using traditional channels (radio, television, bill messaging, and print mediums), and continued into 2021 offering information via internet-based and social media (Facebook and Twitter) platforms that were launched in 2020. In addition, the FEECA utilities used their corporate websites to provide frequently updated information regarding the availability of their conservation programs, and to offer webinars and other informative content for their customers. In 2021, the FEECA utilities continued communicating with their customers using technology-based applications (FaceTime, Teams, and Zoom) in efforts to assist customers to learn about and engage in conservation programs and measures. Discussed below is a summary of the practices the FEECA utilities implemented in response to COVID-19 impacts.

FPL

Since October 2020, and through all of 2021, FPL resumed offering all residential and commercial conservation programs. During 2021, FPL launched updates to an online resource (Energy Analyzer) customers can access to obtain information about their specific energy usage and energy-saving opportunities.

According to FPL, COVID-related concerns may be the root cause behind a reluctance from its customers to participate in programs that required in-home contractors. Innovations that were offered in 2020 for the first time, such as allowing insulation contractors to issue rebate certificates for the Residential Ceiling Insulation program without a pre-qualifying FPL in-home energy survey, were continued in 2021 and incorporated on a permanent basis into the 2022

program standards. FPL continued offering alternatives to in-home energy surveys as part of its communication efforts to engage all customers, including those that may remain reluctant to allow in-home visits.

DEF

In 2021, COVID-related health concerns impacted DEF's ability to offer some residential and commercial conservation programs for varying durations. Although the company's Home Energy Check, Residential Incentive and Residential Load Management programs were not offered in January and February, these programs resumed normal operations on March 1, 2021. The Low Income Weatherization Assistance program followed a very similar schedule, and resumed normal operations the following day. DEF's Neighborhood Energy Saver program had the longest period of suspension in 2021, and was not offered until May 17, 2021.

In 2021, DEF continued the practice of posting current information about conservation programs on its website, using a banner to provide information about suspended programs or measures. In addition, the company used video conferencing tools as an alternative to face-to-face communications.

As it did in 2020, the company relied more heavily on its online and social media outlets (Facebook and Twitter) over print or more traditional communication outlets for messaging about the conservation programs, and increased its marketing efforts to promote telephonic and online audits.

TECO

For most of 2021, TECO did not offer conservation programs that involved person-to-person interactions, only resuming those programs in early November. Nevertheless, the company developed call-back lists for in-home audits and for other programs, and when normal operations resumed, worked aggressively to fulfill the requests it received throughout the year.

In 2021, TECO's energy education efforts mirrored those used in 2020, using both traditional and emerging communication channels. Through its website and other digital avenues, the company provided information about suspended conservation programs, while also actively promoting the non-suspended programs. According to TECO, the company placed an emphasis on promoting telephonic and online audits as it did in 2020, TECO's online customer portal featured popup messaging to promote Online Energy Audits and other programs. TECO continued to maintain social media content focused on educating its customers on energy saving tips, while simultaneously promoting residential and commercial conservation programs.

TECO continued to support process changes that allowed on-going participation in some of the company's COVID-impacted DSM programs. Working through its vendors, the company continued the practice of allowing photographs to document the installation of qualifying energy efficient equipment. TECO also continued to allow use of an electronic signature tool in order to enroll customers in load management and demand response programs. For the company's Weatherization program, TECO specialists ordinarily install all of the items in the energy efficiency kits that are offered with that program. However, during COVID-related suspensions, the company mailed the kits and instructed the participating customers to self-install what they

were comfortable with, leaving the remaining items for a specialist to install at a later date. Late in 2021, the company diligently made contact with these participating customers to fully install any of the remaining items from their kits.

Gulf

Gulf began the year with its residential in-home audit program suspended, along with three commercial/industrial programs as well. These suspensions were terminated on various dates through the first portion of 2021. While these programs were under suspensions, Gulf offered its customers the opportunity to be placed on waiting lists. In addition to the offer of a waiting list, those requesting an in-person residential or business audit were offered the opportunity to participate in on-line and/or telephonic audits. For non-suspended programs that required on-site work at a customer's location, Gulf employees adhered to strict masking and social distancing protocols.

As it did in 2020, Gulf shifted its messaging to encourage customers to participate in telephonic and virtual audit programs, which were offered through 2021 as the preferred alternative to in-person audits. Gulf continued communicating with its customers through internet-based platforms and its social media avenues (Facebook and Twitter) to educate customers and also offer information about conservation programs. During the warmest summer months of 2021, Gulf conducted an advertising campaign offering information on conservation practices, and promoting its on-line Energy Survey tool. The campaign used local television, printed flyers, digital channels and social media channels. Gulf also maintained a COVID-19 resource page on its website that also included links to payment arrangements and bill payment assistance, along with energy saving tips.

FPUC

Although none of FPUC's residential or commercial conservation programs were suspended in 2021, customers that requested to participate in the company's Residential Energy Survey Program were only offered an online and/or a telephonic energy audit in lieu of an on-site audit. In addition, the company only offered off-site resources for customers that requested to participate in its commercial Energy Consultation Program. FPUC states that its website offered information on all other conservation programs, and this resource and its call center staff promoted the company's free online energy survey software and conservation calculator.

In 2021, the company maintained its usual marketing efforts to promote its entire energy conservation portfolio through bill messaging, print advertising, and by billboards and banners in its service territories.

JEA

In 2021, JEA offered its full portfolio of conservation programs without any suspensions or modified practices attributable to COVID-related concerns. The utility states that all DSM program delivery has returned to its pre-pandemic state, with no additional tools or adjusted practices deemed necessary.

OUC

Like JEA in 2021, OUC also offered its conservation programs to customers without suspensions or significantly modified practices. The utility states that on limited occasions, on-site conservation specialists used modified field practices whereby they would remain outdoors during their visits to customer locations, and made use of video-conferencing tools to give guidance to customers. OUC expressed that its modified audit program obviated the need to create waitlists that would have otherwise been necessary if the utility had fully suspended their program.

3.3 Information on Audit Programs

Residential energy audits are required by Section 366.82(11), F.S. Energy audits serve as an avenue for utilities to identify and evaluate conservation opportunities for customers. FEECA utilities use energy audits as a gateway to their other DSM programs. For example, some rebate programs require customers to have an energy audit so that the utility can identify existing equipment to determine program eligibility before the customer is eligible to participate. Utilities also use energy audits to educate customers on behavioral changes and energy efficiency investments they can make outside of the utility-sponsored DSM programs.

Rule 25-17.0021, F.A.C., requires that all FEECA utilities offer a Walk-Through Audit, a Building Energy-Efficiency Rating System (BERS) Audit, and a Computer-Assisted Audit to their residential customers. All FEECA electric utilities offer Walk-Through Audits for their commercial customers as well. In addition to the required audits, FEECA utilities also offer online and phone audits which have become increasingly popular with customers. While online and phone audits are not as thorough as Walk-Through Audits, they give customers access to much of the same information on their own time, without the need to schedule appointments with their utility. These audits also typically have lower administrative costs than Walk-Through Audits.

As a part of its goalsetting process, PGS was granted a waiver which exempts the company from the requirement to offer Walk-Through Audits. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. In April 2020, PGS launched its Residential Customer Assisted Audit program as an online audit program for residential customers. In 2021, a total of 7,983 audits of this type were conducted. In addition, PGS announced plans to launch its Commercial Walk-Through Energy Audit program before the end of 2022.

Residential Audits

The FEECA electric utilities performed a total of 207,066 residential audits in 2021, as shown in Table 9 below.²⁵ Similar to 2020, the number of audits conducted by the FEECA electric utilities was impacted by varying restrictions regarding on-site visitation to customers' homes and businesses. During the suspension periods, the utilities were not able to offer Walk-Through, BERS, and Computer-Assisted Audits since these types of audits require a utility auditor to

²⁵ Walk-Through, BERS, and Computer-Assisted audits all require a utility auditor to physically inspect the customer's premises, and therefore are consolidated for the purposes of Figures 3 and 4.

physically inspect the customer's premises. The FEECA electric utilities responded to these suspensions by offering virtual energy audits via online or telephonic audit programs.

Table 9
Residential Audits by Type in 2021

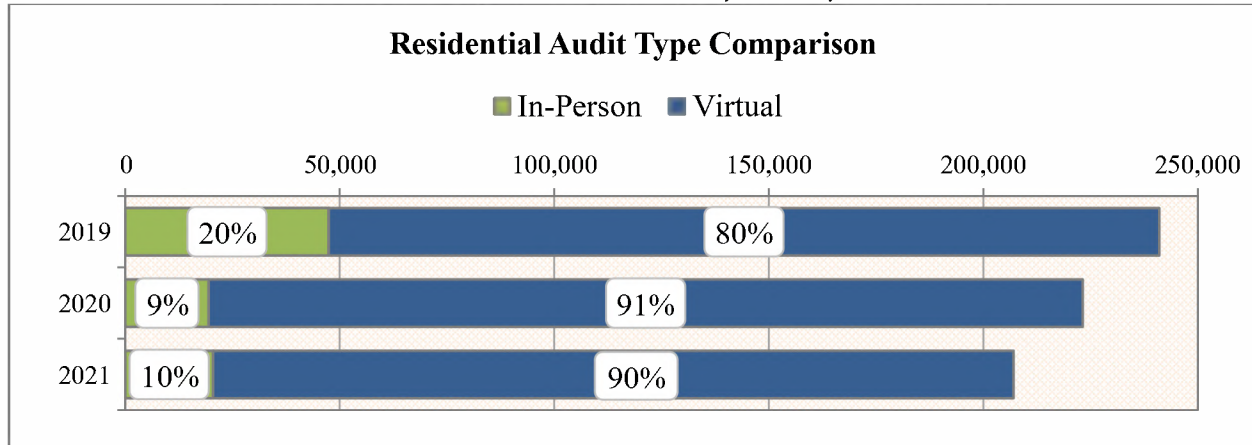
Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	8,626	65,236	11,016	84,878
DEF	5,983	8,393	7,356	21,732
TECO	1,035	68,540	819	70,394
Gulf	251	10,929	554	11,734
FPUC	6	40	22	68
JEA	3,346	8,059	0	11,405
OUC	1,229	5,626	0	6,855
Total	20,476	166,823	19,767	207,066

Source: FEECA utilities' 2021 demand-side management annual reports.

FEECA electric utilities conducted 207,066 residential audits in 2021, which was almost 16,000 fewer residential audits compared to 2020 when 223,146 audits were conducted. Although FPL, DEF, Gulf, FPUC, and JEA each conducted fewer audits in 2021 compared to 2020, two FEECA electric utilities, TECO and OUC, reported more audits in the same period. For TECO, fewer in-person audits were conducted in 2021 (1,035 in 2021 compared to 1,514 in 2020), but a higher number of virtual audits more than offset that decline for in-person audits, resulting in an overall total increase of about 15 percent (70,394 in 2021 compared to 61,280 in 2020). In 2021, OUC launched a new online audit tool, and reported an extraordinary gain in the number of residential audits conducted (5,626 audits in 2021 compared to 164 in 2020).

In 2019, before the onset of COVID-related program suspensions, approximately 80 percent of all residential audits were conducted virtually, and the balance were conducted in person. For 2020, when periods of suspensions were experienced, not only did the overall number of audits decline, but a proportional shift was observed, with virtual audits growing from 80 percent of total audits to 91 percent, and in-person audits declining from 20 percent of total audits to 9 percent, as shown in Figure 3 below. For 2021, the proportional relationship remained similar to 2020, even though fewer total audits were conducted.

Figure 3
Residential Audits in 2019, 2020, and 2021



Source: FEECA utilities' 2019-2021 demand-side management annual reports.

Commercial / Industrial Audits

The FEECA electric utilities also performed 5,591 commercial/industrial energy audits in 2021, down from 6,071 such audits in 2020. As with the residential audit programs, the suspension of on-site visits during 2021 impacted the overall number of commercial/industrial energy audits reported by all of the FEECA electric utilities. FPL and Gulf reported conducting more in-person and telephonic audits in 2021 compared to 2020, and fewer online audits. JEA conducted more in-person audits in 2021 compared to 2020 (173 in 2021 compared to 142 in 2020), while DEF, TECO, and OUC reported fewer commercial/industrial audits. FPUC does not offer an audit program for commercial/industrial customers.

Table 10
Commercial / Industrial Audits by Type in 2021

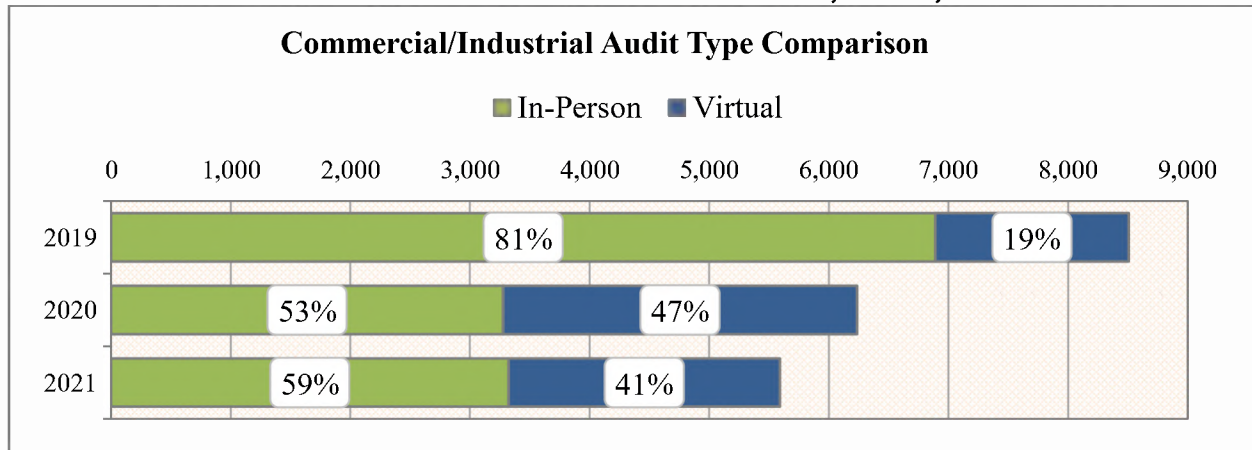
Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	2,702	400	1,649	4,751
DEF	262	0	25	287
TECO	101	0	105	206
Gulf	55	67	22	144
FPUC	0	0	0	0
JEA	173	0	0	173
OUC	30	0	0	30
Total	3,323	467	1,801	5,591

Source: FEECA utilities' 2021 demand-side management annual reports.

Figure 4 below shows that a higher number of C/I audits were conducted in 2019, prior to all of the periods of suspensions that occurred at different times in 2020 and 2021. In 2019, about 81

percent of all commercial/industrial audits were conducted as on-premises (in-person) audits, with the balance conducted virtually. In 2020, a pronounced shift to this proportion was observed, such that on-premises audits in that year declined to 53 percent of total commercial/industrial audits. In 2021, that shift reversed slightly, when the on-premises audits as a percentage of total audits rose to 59 percent. The total number of commercial/industrial audits declined significantly in 2020, and a smaller decrease was noted in 2021.

Figure 4
Commercial / Industrial Audits in 2019, 2020, and 2021



Source: FEECA utilities' 2019-2021 demand-side management annual reports.

3.4 Low-Income Programs

The 2014 DSM Goals Order²⁶ states, “When the FEECA utilities file their DSM implementation plans, each plan should address how the utilities will assist and educate their low-income customers, specifically with respect to the measures with a two-year or less payback.”²⁷ In accordance with this Order, each electric FEECA utility has implemented programs within its DSM plan that address low-income conservation. Low-income customer participation in energy conservation programs furthers the intent of FEECA by encouraging potential demand and energy reduction in Florida. Customers that participate in these programs benefit through increased knowledge of conservation opportunities and through rebates on energy saving equipment, resulting in potential bill reduction.

Low-income programs mainly focus on efforts to provide energy efficiency information, weatherization opportunities and the installation of energy efficient measures to residential homes. In many cases, the utilities have established partnerships with government and non-profit agencies. They work together to help identify low-income neighborhoods and educate customers on conservation opportunities through energy audits, bill inserts, presentations, and other measures.

²⁶The 2014 DSM Goals Order references electric utilities only.

²⁷Order No. PSC-14-0696-FOF-EU, issued December 16, 2014, in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

Since 2015, all of the electric FEECA utilities have submitted programs in their DSM plans tailored to offer assistance to qualifying customers. Each FEECA utility's conservation efforts with respect to low-income customers during 2021 are discussed below.

FPL

FPL reported that proactive marketing efforts resulted in program participation being higher than projected for 2021. The company provided assistance to low-income customers through the Residential Low-Income Weatherization Assistance program, which provides direct installation of energy saving measures through government designated Weatherization Assistance Providers. A home energy survey with customer specific recommendations for saving energy is also offered with this program. FPL Home and Business Energy representatives targeted income-qualified zip codes in its service territory in order to offer energy saving tips and related information to the property managers and customers in those areas. This outreach included the installation of energy efficiency measures at no cost to participants.

FPL's program manager for this DSM program is a member of the advisory board for the Florida Housing Coalition, which sponsors an annual Affordability Conference. Through engagement at this conference, the program manager is able to discuss strategies for increasing the adoption of the Residential Low-Income Weatherization Assistance program with representatives from regional social service agencies that offer services throughout FPL's service territory.

DEF

DEF promotes its conservation programs to all customers, including low-income customers through a variety of marketing channels. These channels include bill stuffers, emails, direct mail, and social media. Promotional information about conservation programs is also published on the company's website.

In 2021, DEF worked with the Pinellas County Urban League, Mid-Florida Community Services, Capitol Area Community Action Agency and other social service organizations to ensure these entities are aware of the benefits available to low-income customers. For portions of 2021, COVID-19 related concerns prompted DEF to suspend offering in-home direct installations of measures in customers' homes. Safety related concerns also impacted the social service agencies DEF partnered with, although in 2021 these agencies have resumed activity and have submitted some applications for rebates through DEF's Weatherization Program.

Despite these ongoing efforts by DEF, participation in low-income DSM programs was not as high in 2021 as in 2020. In July 2021, DEF petitioned the Commission to request approval for several modifications to the company's DSM Plan and standards intended to provide both short-term and long-term relief to low-income customers.²⁸ In December 2021, the Commission granted partial approval of the requested modifications.²⁹

²⁸See Docket No. 20210121-EG, *Petition for Approval of Modifications to Demand-side Management Program Plan and Participation Standards*.

²⁹See Order No. PSC-2021-0465-PAA-EG, issued December 20, 2021, in Docket No. 20210121-EG, *Petition for Approval of Modifications to Demand-side Management Program Plan and Participation Standards*.

TECO

In 2021, as in 2020, TECO continued its multi-pronged approach for communicating with customers of all income levels. TECO used paid advertising channels (television and radio), social media (Facebook and Twitter), as well as bill communications, direct mail, and website banners to promote its non-customer contact DSM programs. Social media outlets were used to publicize the company's Energy and Renewable Education, Awareness and Agency Outreach program, as well as to provide information about community energy education and awareness events. Historically, these efforts have proven to be effective at encouraging the participation of low-income customers. Through TECO's marketing efforts, participation in the Energy and Renewable Education, Awareness and Agency Outreach program improved in 2021, from historically low enrollment in 2020.³⁰ Customers, including low-income customers, who attended free community energy education events in 2021 received energy-saving tips and program information directly from company personnel. Eligible attendees also received free energy-saving kits. Social media was also used to announce the details for offering the company's Neighborhood Weatherization Program, which also rebounded from historically low participation in 2020.³¹

In 2021, TECO also leveraged its on-going relationships with the Tampa Housing Authority and Hillsborough County's Sustainability department as avenues for offering virtual energy education to all customers, including low-income customers.

Gulf

In 2021, Gulf engaged in several initiatives to ensure low-income customers were aware of and had access to conservation programs. While overall participation was impacted by COVID-19 restrictions, Gulf specifically targeted lower income neighborhoods with its Residential Low Income (Community Energy Saver) program, a program where company representatives canvas specifically-identified neighborhoods to provide basic energy conservation recommendations as well as installation of conservation measures including energy efficient LED light bulbs and low-flow shower heads. Information promoting this program was featured in direct mail campaigns, and through outreach via community awareness events, yard signs, and by engaging community leaders. In 2021, these efforts resulted in Gulf more than doubling the number of customers participating in its Residential Low Income (Community Energy Saver) program, compared to 2020.³²

As the summer and winter peak season approached, Gulf sent emails to all of its customers that it had valid email addresses for, including low-income customers, offering energy saving tips and bill assistance information. In 2021, Gulf also ran an advertising campaign on local TV, digital channels and social media channels during some of the warmest summer months to encourage

³⁰In 2021, a total of 810 customers participated in TECO's Energy and Renewable Education, Awareness and Agency Outreach program. In 2020, only 445 did so.

³¹In 2021, a total of 2,923 customers participated in TECO's Neighborhood Weatherization program. In 2020, only 1,760 did so.

³²In 2021, a total of 3,795 participants enrolled in Gulf's Residential Low Income (Community Energy Saver) program, compared to 1,436 in 2020.

customers to identify more ways to save energy and money through the online energy checkup tool.

FPUC

In 2021, FPUC continued its outreach programs to all customers, including low-income customers, through the company's website and various forms of advertising in its service territory. FPUC's Energy Expert program provides energy-related tips, advice, articles, videos, blog content, and other downloadable materials. This on-line energy conservation resource features an "Ask the Energy Expert" tool which allows customers to submit energy-related questions to the company and receive a direct response from FPUC personnel. As part of the Energy Expert program, FPUC energy conservation professionals continuously interact with employees from other departments to provide basic energy efficiency and conservation training. This training helps customer service, sales, and other customer-facing employees address high-bill complaints and to effectively communicate with customers regarding their energy usage, and FPUC's energy conservation measures and programs.

JEA

As in prior years, JEA provided a specific program for low-income customers called its Neighborhood Energy Efficiency Program. This program included free installation of conservation products and provides energy education packets that give customers energy-saving ideas and information about JEA's other DSM programs. In 2021, JEA formed a partnership with the Wealth Watchers Florida organization to provide energy efficiency kits to the group's Home Buyer Education program.

OUC

In 2021, OUC continued its Project Care and Efficiency Delivered programs to assist low-income customers in conserving energy and demand. Project Care assists customers in paying their energy bills and implementing energy efficiency measures. OUC donates \$2 for every \$1 donated to the program. In the income-based Efficiency Delivered program, OUC pays for 85 percent of the costs for energy and water efficiency upgrades up to a cap of \$2,500 per installation. Income qualified participants pay the remaining 15 percent over the first 24 months, interest free.

In 2021, OUC continued a partnership with the City of Orlando to conduct neighborhood meetings in low-income communities. OUC also participated in the construction of 16 new, affordable single family homes within its service territory through its affiliation with the Central Florida Regional Housing Trust Partnership.

3.5 Investor-Owned Utility Research and Development Programs

In addition to specific DSM programs that provide measurable demand and energy savings, the five electric IOUs conduct conservation research and development initiatives to evaluate emerging DSM opportunities. In these programs, Florida's electric IOUs often partner with universities or established industry research organizations. With the arrival of new electricity-consuming products and new technologies, research and development by Florida's electric IOUs creates opportunities to identify emergent options to conserve electricity. The recent initiatives undertaken by the electric IOUs are discussed below.

FPL

In 2021, FPL performed a review of smart thermostat programs, smart panel pilot programs, and other control device demand response programs currently being administered by investor-owned utilities across the nation. Smart panels function as a replacement technology for traditional circuit breaker panels. FPL is considering using smart thermostats, smart panels, and smart breakers as potential supplements to its Residential On Call Program, where air conditioning, strip heating, water heating, and pool pump circuits could be targeted for monitoring and control. FPL reported that those evaluations are being conducted through a pilot program which was approved in the 2021 rate case. In addition to evaluating the load control capabilities of these replacement panels, the pilot will also study the optimization of electric vehicle chargers, solar PV systems, and battery storage technologies.

DEF

DEF continued research projects with the University of South Florida and University of Central Florida to gain insights into energy storage. The company hopes to use the results of this research for design of a potential cost-effective demand response program. DEF also continued its research on CTA-2045 Technology, a port that enables connected appliances to receive and execute commands, as well as its Energy Management Circuit Breaker (EMCB) Project. The purpose of the EMCB Project is to examine the potential for developing a customer circuit breaker program that incorporates communication, metering, and remote operations for a variety of energy efficiency and demand response applications. DEF also continues to participate in research with the Electric Power Research Institute (EPRI) on projects evaluating customer solar resources with a focus on larger arrays with and without energy storage systems. With the EPRI, DEF also participated in studies to measure the potential of using customer demand response to compensate for variable loads and intermittent renewable generation resources.

In 2021, DEF completed a two-year research project that gathered data about residential customers who drive electric vehicles (EV). The study analyzed what types of hardware customers use for charging, where customers do the majority of their charging, and how much power is consumed by EV charging. The final results of this study appear in a report published in October 2021.

In 2021, DEF launched a project for a study to evaluate the demand response capability of internet-connected residential batteries. The project will focus on the capabilities of a particular aggregator to collect data from multiple battery manufacturers, feasibility of utilizing the technology to dispatch demand response event commands, and the net impacts these have on shaping demand. These aggregation systems enable existing units that have already been installed by residential customers in DEF's territory to be used in this study. Residential batteries have the potential to offer the ability to provide power reduction for demand response while reducing discomfort to the customer, in comparison to residential appliance demand response.

TECO

In 2021, TECO continued several of its battery storage research initiatives with University of South Florida, including a project exploring the use of large commercial electric vehicle lithium-ion batteries to export power to the company's grid during peak times. TECO also continued

examining a Commercial Small to Mid-sized Business Online Energy Audit program and research to include Heat Pump Water Heaters, in its Energy Planner Program.

TECO issued a final report on its two-year study of a home energy management system, which indicated a 641 kWh reduction in annual energy usage for a typical home, as well as a summer demand reduction of 0.08 KWs and a winter demand reduction of 0.10 KWs. Although the company gained valuable insights and data from this study, it is not intending on developing a DSM offering at this time. Nonetheless, TECO intends to continue to monitor the technology, stating that as the next goal-setting proceeding approaches, there is a high probability that technology from this study will be included in the Residential Measures List.

Gulf

Gulf did not initiate any new projects in 2021, and its work with the Electric Power Research Institute (EPRI) SHINES Project was completed late in the year. Through this program, Gulf and other partners in the EPRI's Integration of Distributed Energy Resources program developed an educational tool for the public to monitor the performance characteristics of a solar energy system, a battery energy storage system, and household energy loads in a residential setting. Visitors to the SHINES Project website can also access historical performance measurements and weather information through interactive charts. Data collection was completed in late 2021.

FPUC

In December 2021, FPUC completed its Battery Storage Conservation Demonstration and Development (CDD) project. This research explored the impacts battery technology has on FPUC's electrical system, by comparing data from stand-alone battery units to various configurations that combine solar and battery components. The research was intended to provide the company with data and insights for determining appropriate business model design and regulatory structure for a conservation program offering for residential customers. A final report was completed in May 2022. FPUC states that it gained valuable insights into customer-level acceptance of battery storage system technology. The company believes the data from this study will be useful to the engineering firm that will assist the company to prepare for the 2024 DSM Goals docket. FPUC hopes to leverage the data from this study and the customer insights into one or more conservation programs at a future date, pending the cost-effectiveness review.

FPUC started another CDD effort in 2021, which targets commercial customers, and is expected to run through 2022. This project will examine technologies and systems that increase the electrical efficiency for certain large commercial and industrial customers. The core component of this study is a mechanical control device that reduces energy consumption by controlling the voltage across all phases of supply. Preliminary findings indicate this device can effectively lower kilowatt demand and overall energy consumption. The study is expected to run through December 2022.

Section 4. Conservation Cost Recovery

Florida's IOUs are allowed to recover reasonable expenses for Commission-approved DSM programs through cost recovery clauses. For electric IOUs, the recovery mechanism is the ECCR clause. For natural gas LDCs, the recovery mechanism is the Natural Gas Conservation Cost Recovery (NGCCR) clause. These costs include utility expenses such as administrative costs, equipment, and incentive payments to customers. Before requesting recovery of costs through the ECCR clause, an electric IOU must provide data on DSM program cost-effectiveness. The Commission conducts a financial audit each year prior to approving cost recovery of these expenses.

4.1 Electric IOU Cost Recovery

From 2010 through 2014, annual electric utility expenditures to fund conservation programs grew due to additions and modifications of these programs. However, annual costs recovered from customers through the ECCR clause after 2014 have declined for most IOUs due to DSM program modifications. In addition, these utilities have reported that 2020 and 2021 COVID-related impacts have resulted in lower levels of customer participation in DSM programs, contributing to the more recent decline in DSM expenditures. Table 11 shows the annual DSM expenditures recovered by Florida's IOUs from 2012-2021.

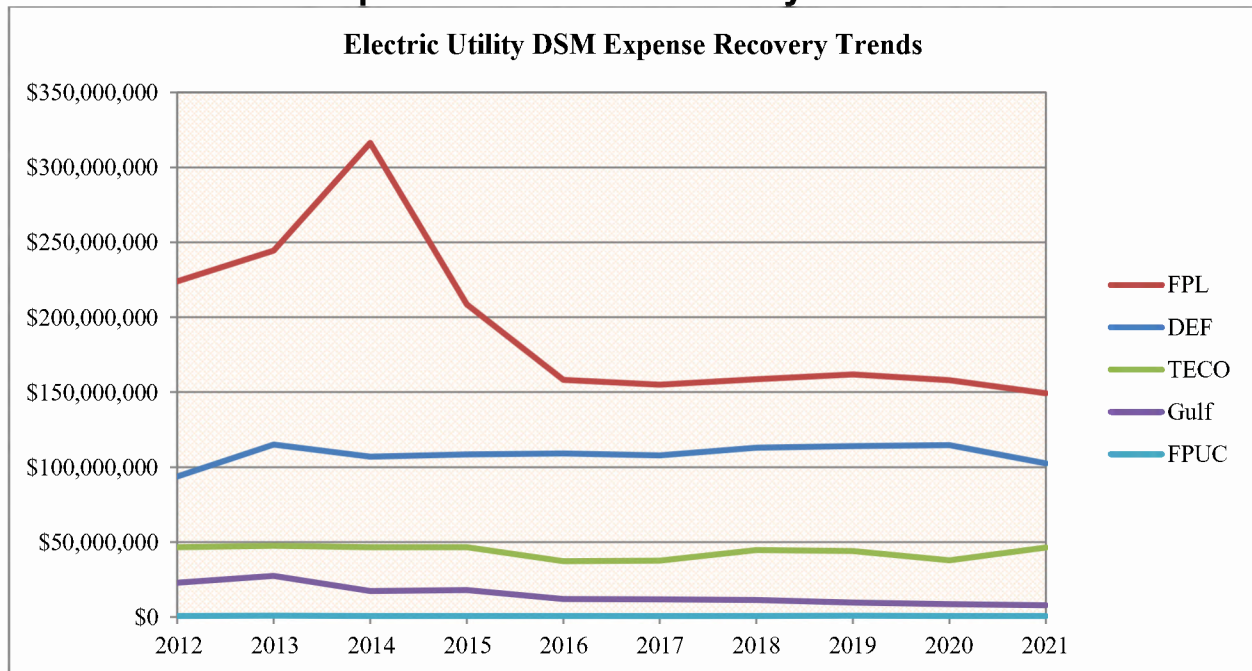
Table 11
DSM Expenditures Recovered by IOUs

	FPL	DEF	TECO	Gulf	FPUC	Total
2012	\$224,033,738	\$93,728,110	\$46,593,831	\$22,885,826	\$695,235	\$387,936,740
2013	\$244,443,534	\$115,035,455	\$47,502,652	\$27,431,962	\$806,698	\$435,220,301
2014	\$316,311,166	\$107,033,335	\$46,620,508	\$17,412,618	\$772,612	\$488,150,239
2015	\$208,643,788	\$108,455,141	\$46,516,401	\$17,961,885	\$718,616	\$382,295,831
2016	\$158,174,787	\$109,155,438	\$37,242,148	\$11,915,459	\$687,590	\$317,175,422
2017	\$154,916,595	\$107,890,962	\$37,585,598	\$11,854,558	\$640,996	\$312,888,709
2018	\$158,735,829	\$112,863,333	\$44,558,717	\$11,399,250	\$656,154	\$328,213,283
2019	\$161,738,898	\$114,084,224	\$43,988,528	\$9,607,262	\$865,843	\$330,284,755
2020	\$157,892,907	\$114,692,900	\$37,850,526	\$8,637,394	\$782,143	\$319,855,870
2021	\$149,275,934	\$102,542,901	\$46,328,538	\$7,852,934	\$751,683	\$306,751,990
Total						\$3,608,773,140

Source: Docket Nos. 20130002-EG through 20220002-EG, Schedules CT-2 from the IOUs' May testimonies.

Figure 5 shows trends in annual DSM expenditures for the five electric IOUs from 2012 to 2021.

Figure 5
DSM Expenditures Recovered by Electric IOUs



Source: Docket Nos. 20130002-EG through 20220002-EG, Schedules CT-2 from the IOUs' May testimony.

*FPL's 2014 recovery included a one-time \$56.3 million payment to Solid Waste Authority of Palm Beach County.

During the annual ECCR clause proceedings, the Commission approves the ECCR factors, by customer class, which each utility will apply to the energy and demand portions of customer bills. These factors are set using each IOU's estimated conservation costs for the next year and reconciliation for any actual conservation cost over- or under-recovery amounts associated with the current and prior years.

In November 2022, the Commission set the ECCR factors for the 2023 billing cycle. Table 12 illustrates the approved ECCR factors and the monthly bill impact for a residential customer. For illustrative purposes, these factors are applied to a monthly residential bill based on 1,000 kilowatt-hours (kWh) per month energy usage.

Table 12
Residential Energy Conservation Cost Recovery Factors in 2023

Utility*	ECCR Factor (Cents per kWh)	Monthly Bill Impact (Based on usage of 1,000 kWh)
FPL	0.122	\$1.22
DEF	0.320	\$3.20
TECO	0.281	\$2.81
FPUC	0.113	\$1.13

Source: Order No. PSC-2022-0422-FOF-EG, Docket No. 20220002-EG.

*While JEA and OUC fall under the FEECA Statute, the Commission does not regulate electric rates for municipal utilities.

4.2 Natural Gas Cost Recovery

Commission Rule 25-17.015, F.A.C., establishes a mechanism for recovery of reasonable costs attributed to natural gas conservation programs. While PGS is the only natural gas utility subject to FEECA, the other LDCs covered in this section offer Commission-approved DSM programs without a specific therm savings goal. As it does for the electric IOUs, the Commission also conducts financial audits of the LDCs' conservation expenditures on a yearly basis and adjusts the LDCs' cost recovery factors to allow for recovery of actual and projected program-related costs. Table 13 shows the amounts each LDC recovered in natural gas conservation program expenditures from 2012-2021.

Table 13
DSM Expenditures Recovered by LDCs

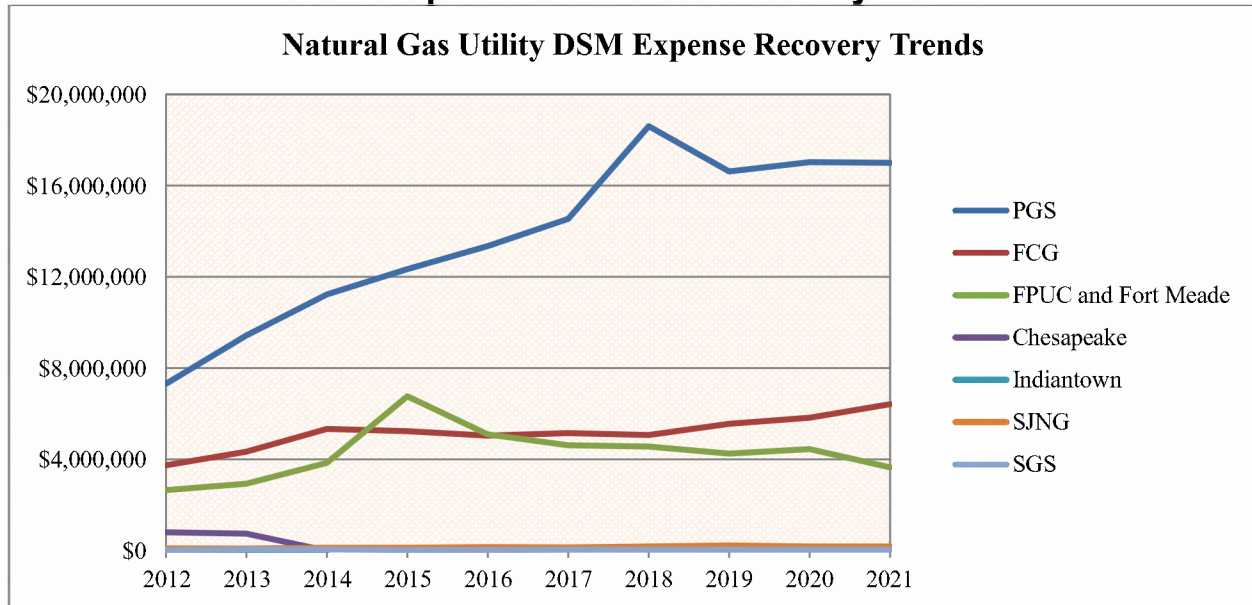
	PGS	FCG	FPUC Consolidated Companies			SJNG	SGS	Total
			FPUC and Fort Meade	Chesapeake	Indiantown			
2012	\$7,314,940	\$3,743,811	\$2,655,654	\$806,747	\$5,238	\$102,425	\$25,090	\$14,653,905
2013	\$9,432,551	\$4,342,603	\$2,935,140	\$742,412	\$10,222	\$96,575	\$53,967	\$17,613,470
2014	\$11,229,211	\$5,343,191	\$3,844,386	*	*	\$128,000	\$58,382	\$20,603,170
2015	\$12,335,245	\$5,240,383	\$6,768,175			\$123,400	\$33,563	\$24,500,766
2016	\$13,345,716	\$5,037,863	\$5,098,245			\$156,250	\$36,801	\$23,674,875
2017	\$14,543,555	\$5,149,573	\$4,617,501			\$144,900	\$42,237	\$24,497,766
2018	\$18,605,532	\$5,067,917	\$4,562,021			\$190,625	\$47,126	\$28,473,221
2019	\$16,619,336	\$5,564,237	\$4,252,769			\$231,600	\$46,184	\$26,714,126
2020	\$17,031,280	\$5,824,651	\$4,447,010			\$189,625	\$52,162	\$27,544,728
2021	\$16,999,771	\$6,421,893	\$3,653,829			\$179,450	\$40,411	\$27,295,354
Total								\$235,571,381

Source: Docket Nos. 20130004-GU through 20220004-GU, Schedules CT-2 from LDCs' May testimonies.

*Spending combined with FPUC.

Figure 6 shows the trends in annual conservation expenditures for all LDCs from 2012 to 2021. In 2013, the Commission approved the LDCs' Commercial Conservation programs, resulting in additional overall conservation expenditures.³³

Figure 6
DSM Expenditures Recovered by LDCs



Source: Docket Nos. 20130004-EG through 20220004-EG, Schedules CT-2 from the LDCs' May testimony.

*Note that since 2014, DSM expenditures for CUC and IGC were consolidated with FPUC-Fort Meade, and reported as FPUC Consolidated Companies. The graph does not reveal that the amounts for SJNG and SGS are relatively low.

In November 2022, the Commission set the natural gas LDC conservation cost recovery factors for the 2023 billing cycle. Table 14 provides the LDCs' residential cost recovery factors for 2023 and the impact on a residential customer bill using 20 therms of natural gas per month.

³³Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

Table 14
Residential Natural Gas Conservation Cost Recovery Factors in 2023

Utility	Cost Recovery Factor (Cents per Therm)	Monthly Bill Impact (Based on usage of 20 Therms)
PGS	9.056	\$1.81
FCG	25.615	\$5.21
FPUC – Fort Meade	8.852	\$1.77
Chesapeake	14.368	\$2.87
Indiantown	9.466	\$1.89
SJNG	27.254	\$5.45
SGS	12.192	\$2.44

Source: Order No. PSC-2022-0423-FOF-GU, Docket No. 20220004-GU.

Section 5. Educating Florida’s Consumers on Conservation

5.1 Commission Consumer Education Outreach

While the Commission has statutory authority to require conservation efforts by regulated utilities, as part of the agency’s outreach program, the Commission complements utility efforts with its own conservation-related activities. To effectively reach as many consumers as possible, the Commission’s consumer education program uses a variety of platforms to share conservation information, including the Commission website, public events, brochures, press releases, E-Newsletters, YouTube, LinkedIn, and Twitter. Conservation information is also available through other governmental and utility websites. Section 5.2 lists related websites for state and federal agencies, investor-owned electric utilities, and local gas distribution companies to further assist consumers. Most of the data in this section covers October 2021 through August 2022.

Triple E Award

Each quarter, the Commission recognizes a small business for implementing Commission approved, cost-effective conservation programs. Covering the state’s five major geographic areas, the Commission presents its Triple E Award—for Energy Efficiency Efforts—to a local business that has accomplished superior energy efficiency by working with its local utility to help reduce its energy footprint. Triple E Award recipients receive an award plaque, are featured and archived under Hot Topics on the FPSC homepage—www.FloridaPSC.com—and are highlighted statewide via a press release and on Twitter (@floridapsc).

Website Outreach Resources

The FPSC invites consumers to visit its website to find an assortment of information to help save energy. According to Google Analytics, website page views for October 1, 2021 through August 24, 2022 totaled over 1,051,000. “Find Your Utility” and “Lifeline Assistance” were among the most popular FPSC Consumer Assistance pages.

The Commission offers several energy conservation brochures and other helpful free consumer resources. Conservation brochures may be viewed and printed directly from the FPSC website, FloridaPSC.com/publications, ordered online, or requested by mail or phone. From October 2021 through August 31, 2022, the FPSC received more than 32,400 requests for brochures.

Newsletters

The Commission’s quarterly [Consumer Connection E-Newsletter](#) features current energy and water conservation topics, consumer tips, and general Commission information. Consumer tips and information highlighted through video and text during the reporting period include: Commissioner Andrew Fay Highlights National Drive Electric Week with Statewide Electric Vehicle Tour, Chairman Andrew Fay Experiences the Line Life, and Hardening the Electric Grid to Withstand Storms. The Consumer Connection E-Newsletter is available under Consumer Corner on the Commission’s homepage and distributed to consumers via Twitter (@floridapsc) and by subscribing to the free [newsletter](#) online.

National Consumer Protection Week

National Consumer Protection Week (NCPW), March 6-12, 2022, highlighting consumer protection and education efforts, aided the Commission’s 2022 conservation education efforts.

Chairman Andrew Fay recognized the 24th Annual NCPW by raising awareness and education on scams targeting utility customers, and securing online privacy and personal information.

For NCPW 2022, the Commission made presentations to consumers at the Jefferson County Senior Citizens Center and the Senior Citizens Council of Madison County showing them how to save money through energy and water conservation and how to avoid scams. For more than a decade, the FPSC has joined government agencies, advocacy organizations, and private sector groups nationwide to highlight NCPW.

Older Americans Month

Each May, the Commission participates in Older Americans Month, a national project to honor and recognize older Americans for their contributions to families, communities, and society. “Age My Way” was the theme for Older Americans Month 2022. The FPSC partnered with centers in Hamilton, Suwanee, Lafayette, and Leon Counties to meet with seniors in-person and discuss FPSC information. Virtual meetings were also held with senior centers in Sarasota, Charlotte, Putnam and DeSoto Counties.

Energy Awareness Month

Each October, the U.S. Department of Energy (DOE) sponsors National Energy Awareness Month to promote smart energy choices and highlight economic and job growth, environmental protection, and increased energy independence. In 2021, as consumers spent more time at home, average home electricity usage increased. Chairman Gary Clark provided energy saving tips for the home in a video featured on Twitter and LinkedIn. Commission outreach resources such as our [Conservation House](#), [Conserve Your World](#) and related FPSC information provided energy saving tips for consumers.

Community Events

FPSC Commissioners are active in communities around the state and present energy conservation information to students at area schools, to seniors and low-income residents at local community centers, and to county and city businesses at meetings or other events. Through ongoing partnerships with governmental entities, consumer groups, and many other service organizations, the Commission regularly distributes energy and water conservation materials. The Commission also actively seeks new community events, venues, and opportunities where conservation materials can be distributed and discussed with consumers. Virtual and in-person outreach events resumed during the 2021-2022 reporting period, with more public meetings and events to be scheduled in the future. In-person events where conservation information was shared during October 2021 through August 2022 included:

- Jacksonville Senior Expo
- Children’s Day at the Florida Capitol
- Jefferson Senior Citizens Center
- Madison County Senior Citizens Counsel
- Museum of Florida History’s 39th Annual Children’s Day
- Lunch and Learn at Chaires Community Center
- Hamilton County Senior Center
- Suwannee County Senior Center

- Lafayette County Senior Center
- Lunch and Learn at Ft. Braden Community Center
- Lunch and Learn at Lake Jackson Community Center

Virtual meetings where conservation information was shared during October 2021 through August 2022 included:

- Career Source Community Resource Center – Port St. Joe, Northwest Regional Library System, Career Source Community Resource Center – Apalachicola
- Florida Impact to End Hunger
- One Senior Place – Altamonte Springs/Greater, Orlando, One Senior Place – Brevard County/Space Coast
- Florida Association for Community Action
- North County Senior Center – Palm Beach Gardens, Mid County Senior Center – Lake Worth, and West County Senior Center – Belle Glade
- Fairview Shores Branch Library
- Friendship Senior Centers in Venice, Sarasota, Punta Gorda, and Arcadia
- Edgar Johnson Senior Center
- Miami Gardens Senior Family Center
- Monroe County Senior Nutrition Program – Key West
- Osceola Council on Aging, Kissimmee
- Oaks at Riverview Senior Center
- Council on Aging, St. Lucie County
- Council on Aging, Volusia County

Hearings and Customer Meetings

As an ongoing outreach initiative, the Commission supplies conservation brochures to consumers at Commission service hearings and customer meetings across the state. From October 2021 through August 2022, the majority of the FPSC's service hearings and customer meetings were held virtually. While educational opportunities with consumers were limited, those participating in the virtual customer meetings and customer service hearings received an FPSC Rate Case Overview that explains their energy or water utility's bill change request. FPSC conservation brochures were also offered to customers attending two in-person service hearings this year. Customers' questions were answered by Commission outreach staff, who also helped them find useful information on the FPSC website.

Library Outreach Campaign

Each August, the Commission provides educational packets, including FPSC conservation materials, to Florida public libraries across the state for consumer distribution. The Commission's Library Outreach Campaign reached 617 state public libraries and branches in 2022. To reduce mailing and production costs, the Commission's 2022 campaign was accomplished electronically. Following the Campaign, the FPSC filled many libraries' brochure order requests.

Media Outreach

News releases are posted to the website and distributed via email and Twitter on major Commission decisions, meetings, and public events. The FPSC also issues news releases, or posts videos to Twitter and LinkedIn, urging energy conservation during annual recognitions, such as Energy Awareness Month and NCPW. Water conservation was highlighted in March with a release on Fix a Leak Week, sponsored by the EPA, and in May for National Drinking Water Week, sponsored by the American Water Works Association. In August, the challenges small water utilities face was discussed in a release.

Youth Education

The Commission emphasizes conservation education for Florida's young consumers. During 2021 and 2022, the Commission continued to distribute its student resource booklet, Get Wise and Conserve Florida!, to teach children about energy and water conservation. The booklet is promoted to all public libraries through the Library Outreach Programs, is available at all Commission outreach events, and continues to be a favorite during senior events.

5.2 Related Websites

State Agencies and Organizations

- Florida Public Service Commission – <http://www.floridapsc.com/>
- Florida Department of Environmental Protection – <http://www.dep.state.fl.us>
- The Office of Energy – <https://www.fdacs.gov/Divisions-Offices/Energy>
- Florida Solar Energy Center – <https://energyresearch.ucf.edu/>
- Florida Weatherization Assistance – <https://www.benefits.gov/benefit/1847>
- Florida's Local Weatherization Agencies List - <https://floridajobs.org/community-planning-and-development/community-services/weatherization-assistance-program/contact-your-local-weatherization-office-for-help>

U.S. Agencies and National Organizations

- U.S. ENERGY STAR Program – <https://www.energystar.gov/>
- U.S. Department of Energy – Energy Efficiency and Renewable Energy Information <http://www.eere.energy.gov/>
- National Energy Foundation – <https://nef1.org/>

Florida's Utilities Subject to FEECA

- Florida Power & Light Company – <http://www.fpl.com/>
- Duke Energy Florida, LLC – <http://www.duke-energy.com/>
- Tampa Electric Company – <http://www.tampaelectric.com/>
- Florida Public Utilities Company – <http://www.fpuc.com/>
- JEA – <http://www.jea.com/>
- Orlando Utilities Commission – <http://www.ouc.com/>
- Peoples Gas System – <http://www.peoplesgas.com/>

Florida's Investor-Owned Natural Gas Utilities

- Florida City Gas – <http://www.floridacitygas.com/>
- Florida Division of Chesapeake Utilities – <http://www.chpk.com/companies/chesapeake-utilities/>
- Florida Public Utilities Company – <http://www.fpuc.com/>
- Florida Public Utilities Company – Ft. Meade Div. – <http://www.fpuc.com/fortmeade/>
- Florida Public Utilities Company – Indiantown Div. – <http://www.fpuc.com/about/fpufamily>
- Peoples Gas System – <http://www.peoplesgas.com/>
- Sebring Gas System – <http://www.sebringgas.com/>
- St. Joe Natural Gas Company – <http://www.stjoenaturalgas.com/>

Appendix A. 2021 FEECA Utility Conservation Programs

Electric IOUs

Florida Power & Light Company	
Residential Programs	Residential Home Energy Survey Residential Ceiling Insulation Residential Load Management (On Call®) Residential Air Conditioning Residential New Construction (BuildSmart®) Residential Low-Income Weatherization
Commercial/Industrial Programs	Business On Call® Business Lighting Commercial/Industrial Load Control (CILC) Commercial/Industrial Demand Reduction (CDR) Business Energy Evaluation (BEE) Business Heating, Ventilating, and Air Conditioning (HVAC) Business Custom Incentive (BCI)
Other	Conservation Research and Development (CRD) Cogeneration & Small Power Production

Duke Energy Florida, LLC	
Residential Programs	Home Energy Check Residential Incentive Low-Income Weatherization Assistance Neighborhood Energy Saver Residential Load Management
Commercial/Industrial Programs	Business Energy Check Better Business Smart \$aver Custom Incentive Interruptible Service Curtable Service Standby Generation Commercial Energy Management
Other	Technology Development Qualifying Facilities

Tampa Electric Company	
Residential Programs	Residential Energy Audits (3 Programs) Residential Ceiling Insulation Residential Duct Repair Energy Education, Awareness, and Agency Outreach ENERGY STAR Multi-Family ENERGY STAR for New Homes ENERGY STAR Pool Pumps ENERGY STAR Thermostats Residential Heating and Cooling Neighborhood Weatherization (Low-Income) Residential Price Responsive Load Management (Energy Planner) Residential Prime Time Plus (Residential Load Management) Residential Window Replacement
Commercial/Industrial Programs	Commercial/Industrial Energy Audits (2 Programs) Commercial Chiller Cogeneration Conservation Value Commercial Cool Roof Commercial Cooling Demand Response Facility Energy Management System Industrial Load Management (GSLM 2&3) Street and Outdoor Lighting Conversion Lighting Conditioned Space Lighting Non-Conditioned Space Lighting Occupancy Sensors Commercial Load Management (GSLM 1) Commercial Smart Thermostats Standby Generator Variable Frequency Drive for Compressors Commercial Water Heating
Other	Conservation Research and Development Integrated Renewable Energy System (Pilot Program) Renewable Energy (Sun To Go)

Gulf Power Company	
Residential Programs	Residential Home Energy Survey Energy Select Residential Low Income (Community Energy Saver Program) Residential HVAC Residential Ceiling Insulation Residential High Efficiency Pool Pump
Commercial/Industrial Programs	Business Energy Survey Business HVAC Curtable Load Rider Business Custom Incentive
Other	Conservation Demonstration and Development

Florida Public Utilities Company	
Residential Programs	Residential Energy Survey Residential Heating and Cooling Efficiency Upgrade
Commercial/Industrial Programs	Commercial Energy Consultation Commercial Heating and Cooling Efficiency Upgrade Commercial Reflective Roof Commercial Chiller Upgrade
Other	Conservation Demonstration and Development Low-Income Energy Outreach

Electric Municipal Utilities

JEA	
Residential Programs	Residential Energy Audit Residential Solar Water Heating Neighborhood Efficiency (Low-Income) Residential Efficiency Upgrade Energy Efficient Products MyWay Prepaid Program Residential Distributed Generation and Battery Rebate Program
Commercial/Industrial Programs	Commercial Energy Audit Commercial Prescriptive Lighting Program Commercial Prescriptive Small Business Direct Install Custom Commercial Commercial Distributed Generation and Battery Rebate Program

Orlando Utilities Commission	
Residential Programs	Home Energy Survey Duct Repair Rebate Ceiling Insulation Rebate High-Performance Windows Rebate Efficient Electric Heat Pump Rebate New Home Rebate Heat Pump Water Heater Rebate Efficiency Delivered (Low-Income)
Commercial/Industrial Programs	Energy Audit Efficient Electric Heat Pump Rebate Duct Repair Rebate Ceiling Insulation Rebate Cool/Reflective Roof Rebate Indoor Lighting Billed Solution Indoor Lighting Rebate Custom Incentive

Natural Gas LDC

Peoples Gas System	
Residential Programs	Residential Customer Assisted Energy Audit Residential New Construction Residential Retrofit Residential Retention Oil Heat Replacement
Commercial/Industrial Programs	Commercial Walk-Through Energy Audit Commercial New Construction Commercial Retrofit Commercial Retrofit Combined Heat & Power Commercial Retrofit Electric Replacement Commercial Retention
Other	Conservation Research and Development

Appendix B. 2021 FEECA Utility Conservation Program Descriptions

Electric FEECA IOUs

A. Florida Power & Light Company

Residential Programs

- **Residential Home Energy Survey**
The Residential Home Energy Survey Program educates customers on energy efficiency and encourages implementation of recommended energy efficiency measures, even if they are not included in FPL's DSM programs. The Residential Home Energy Survey Program is also used to identify potential candidates for other FPL DSM programs. FPL offers in-home, phone-assisted, and online audits for its residential customers.
- **Residential Ceiling Insulation**
The Residential Ceiling Insulation Program encourages customers to improve their homes' thermal efficiency.
- **Residential Load Management (On Call)**
The Residential Load Management Program allows FPL to turn off certain customer-selected appliances using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Residential Air Conditioning**
The Residential Air Conditioning Program encourages customers to install high-efficiency central air conditioning systems.
- **Residential New Construction (BuildSmart®)**
The Residential New Construction Program encourages builders and developers to design and construct new homes that achieve BuildSmart® certification and move towards ENERGY STAR® qualifications.
- **Residential Low-Income Weatherization**
The Residential Low-Income Weatherization Program assists low-income customers through state Weatherization Assistance Provider (WAP) agencies and FPL-conducted Energy Retrofits.

Commercial/Industrial Programs

- **Business On Call®**
The Business On Call® Program allows FPL to turn off customers' direct expansion central air-conditioning units using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Business Lighting**
The Business Lighting Program encourages customers to install high-efficiency lighting systems.
- **Commercial/Industrial Load Control (CILC)**
The Commercial/Industrial Load Control Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. The CILC Program was closed to new participants as of 2000, but is available for existing participants who entered into a CILC agreement as of March 1996.
- **Commercial/Industrial Demand Reduction (CDR)**
The Commercial/Industrial Demand Reduction Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. FPL installs a load management device at the customer's facility and provides monthly credits to customers. Unlike the CILC program, the CDR program is still open to new customers.
- **Business Energy Evaluation (BEE)**
The Business Energy Evaluation Program educates customers on energy efficiency and encourages implementation of recommended practices and measures, even if these are not included in FPL's DSM programs. The Business Energy Evaluation is also used to identify potential candidates for other FPL DSM programs. FPL offers the Business Energy Evaluation in on-site or online formats.
- **Business Heating, Ventilating, and Air Conditioning (HVAC)**
The Business HVAC Program encourages customers to install high-efficiency HVAC systems.
- **Business Custom Incentive (BCI)**
The Business Custom Incentive Program encourages customers to install unique high-efficiency technologies not covered by other FPL DSM programs.

Other Programs

- **Conservation Research and Development (CRD) Project**
This project consists of research studies designed to: identify new energy efficient technologies; evaluate and quantify their impacts on energy, demand, and customers; and where appropriate and cost-effective, incorporate an emerging technology into a DSM program.

- **Cogeneration & Small Power Production**

The Cogeneration and Small Power Production Program facilitates the interconnection and administration of contracts for cogenerators and small power producers.

B. Duke Energy Florida, LLC

Residential Programs

- **Home Energy Check**

The Home Energy Check is a residential energy audit program that provides residential customers with an analysis of their energy consumption and educational information on how to reduce energy usage and save money. The Home Energy Check Program is the foundation for other residential demand-side management programs and offers walkthrough, online, phone-assisted, and Home Energy Rating audits for its residential customers. Participants in the program may receive a residential Energy Efficiency Kit that contains energy-saving measures that can be easily installed and utilized by the customer.

- **Residential Incentive**

The Residential Incentive Program provides incentives to residential customers for energy efficiency improvements in both existing and new homes. This includes incentives for measures such as duct testing, duct repair, attic insulation, replacement of windows, high-efficiency heat pump replacing resistance heat, high-efficiency heat pump replacing a heat pump, and newly constructed Energy Star homes.

- **Low-Income Weatherization Assistance Program**

The Low-Income Weatherization Assistance Program works with the Florida Department of Economic Opportunity and local weatherization providers to deliver energy education, efficiency measures, and incentives to weatherize the homes of income-eligible families. DEF assists by providing energy education materials and financial incentives to weatherize the homes of low-income families.

- **Neighborhood Energy Saver**

The Neighborhood Energy Saver Program installs energy conservation measures, identified through an energy assessment, in the homes of customers in selected neighborhoods where at least 50 percent of households have incomes equal to or less than 200 percent of the poverty level established by the U.S. government.

- **Residential Load Management**

The Residential Load Management Program is a voluntary program that uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods by controlling service to select customer appliances.

Commercial/Industrial Programs

- **Business Energy Check**

The Business Energy Check Program is a commercial energy audit program that provides commercial customers with an analysis of their energy usage and information about energy-saving practices and cost-effective measures that they can implement at their facilities.

- **Better Business**

Better Business is an umbrella efficiency program that provides incentives to existing C/I and government customers for HVAC, ceiling and roof insulation upgrades, duct leakage and repair, demand-control ventilation, and cool roof coating.

- **Smart Saver Custom Incentive**

The Smart Saver Custom Incentive Program is designed to encourage C/I customers to make capital investments for energy-efficiency measures which reduce peak demand and provide energy savings. This program provides incentives for projects which are cost-effective but not otherwise addressed through DEF's incentive programs.

- **Interruptible Service**

Interruptible Service is a direct load control program that allows DEF to reduce system demand by interrupting electrical service during times of capacity shortage during peak or emergency conditions. In return, customers receive a monthly bill credit.

- **Curtable Service**

Curtable Service is an indirect load control program that reduces system demand through customer contracts to curtail all or a portion of their electricity demand at times of capacity shortage during peak or emergency conditions. In contrast to the Interruptible Service Program, the customer is able to control whether their appliances are turned off during times of stress on the grid. In return, customers receive a monthly bill credit.

- **Standby Generation**

The Standby Generation Program is a demand control program that allows DEF to reduce system demand by dispatching the customer's standby generator. This is a voluntary program available to C/I customers who have on-site generation capability and are willing to reduce demand on DEF's system when requested for system reliability purposes.

- **Commercial Energy Management**

The Commercial Energy Management Program uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods. The Commercial Energy Management Program was closed to new participants in 2000, but is still open for existing participants.

Other Programs

- **Technology Development**

The Technology Development Program allows DEF to investigate technologies that support the development of new demand response and energy-efficiency programs. DEF is investigating hardware and software to manage residential loads, the value of long-duration customer-side energy storage systems, precision temperature measurement and analysis, solar resources, and data and patterns related to charging electric vehicles.

- **Qualifying Facilities Program**

This program develops standard offer contracts, negotiates, enters into, amends and restructures nonfirm energy, and firm energy and capacity contracts entered into with qualifying cogeneration, small power producers, and renewable facilities.

C. Tampa Electric Company

Residential Programs

- **Residential Energy Audit Programs**

Tampa Electric offers three Residential Energy Audits Programs, includes a walk-through free energy check, a customer-assisted energy audits, and a building energy ratings system (BERS) audit.

- **Residential Ceiling Insulation**

The Residential Ceiling Insulation Program offers rebates to existing residential customers to install additional ceiling insulation in existing homes.

- **Residential Duct Repair**

The Residential Duct Repair Program encourages residential customers to repair leaky duct work of central air conditioning systems in existing homes.

- **Energy Education, Awareness, and Agency Outreach**

The Energy Education, Awareness, and Agency Outreach Program engages and educates groups of customers and students on energy efficiency in an organized setting. Also, participants receive an energy savings kit with energy saving devices and information.

- **ENERGY STAR for New Multi-Family Residences**

The ENERGY STAR for Multi-Family Residences Program utilizes a rebate to encourage construction of new multi-family residences that meet the requirements to achieve the ENERGY STAR certified apartments and condominiums label.

- **ENERGY STAR for New Homes**

The ENERGY STAR for New Homes Program incentivizes residential home builders to build homes that qualify for the ENERGY STAR award by achieving energy efficiency levels greater than current Florida building code baseline practices.

- **ENERGY STAR Pool Pumps**
The ENERGY STAR Pool Pumps Program offers customer rebates for installing high efficiency ENERGY STAR rated pool pumps to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **ENERGY STAR Thermostats**
The ENERGY STAR Thermostats Program offers customer rebates for installing an ENERGY STAR certified smart thermostat to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **Residential Heating and Cooling**
The Residential Heating and Cooling Program offers rebates to residential customers for installing high-efficiency heating and cooling equipment in existing homes.
- **Neighborhood Weatherization (Low-Income)**
The Neighborhood Weatherization Program provides for the installation of energy efficient measures for qualified low-income customers.
- **Residential Price Responsive Load Management (Energy Planner)**
The Residential Price Responsive Load Management (Energy Planner) Program reduces weather-sensitive loads through an innovative price responsive rate. The price responsive rate encourages residential customers to make behavioral or equipment usage changes by pre-programming HVAC, water heating, and pool pumps.
- **Residential Prime Time Plus (Residential Load Management)**
The Residential Prime Time Plus (Residential Load Management) is a residential load management program designed to alter the Utility's system load curve by reducing summer and winter demand peaks. Customers participating in Prime Time Plus will receive monthly incentive credits on their electric bill. This program is an enhancement of a retired program with a similar name (Residential Prime Time).
- **Residential Window Replacement**
The Residential Window Replacement Program offers rebates to existing residential customers to install window upgrades in existing homes.

Commercial Programs

- **Commercial/Industrial Energy Audit Programs**
Tampa Electric offers two C/I Energy Audits Programs, one free, and the other a more comprehensive audit that a customer pays for.
- **Commercial Chiller**
The Commercial Chiller Program offers rebates to C/I customers for installing high efficiency chiller equipment.

- **Cogeneration**
The Cogeneration Program incentivizes large industrial customers with waste heat or fuel resources to use their onsite energy to avoid fuel waste and install electric generating equipment. The large industrial customers may sell their surplus electric generation to TECO.
- **Conservation Value**
The Conservation Value Program offers rebates to C/I customers to invest in energy conservation measures that are not in other C/I programs.
- **Cool Roof**
The Commercial Cool Roof Program encourages C/I customers to install a cool roof system above conditioned spaces. Although this program was closed in November 2020 due to COVID, projects that were approved prior to that date were completed in 2021.
- **Commercial Cooling**
The Commercial Cooling Program encourages C/I customers to install high efficiency direct expansion commercial air conditioning cooling equipment.
- **Demand Response**
The Demand Response Program incentivizes C/I customers to reduce electricity demand at certain peak times.
- **Facility Energy Management System**
The Facility Energy Management System Program offers customer rebates for installing a facility energy management system that provides real time operational, production and energy consumption information which enables the customer to reduce their energy consumption and demand and reducing TECO's peak demand.
- **Industrial Load Management (GSLM 2&3)**
The Industrial Load Management Program incentivizes large industrial customers to allow TECO to interrupt part or all of their electrical service during periods of peak grid stress.
- **Street and Outdoor Lighting Conversion**
The Street and Outdoor Lighting Conversion Program is designed to encourage the conversion from Non-Light Emitting Diode ("LED") street and outdoor lighting luminaires to eligible LED luminaires in a five-year program. The goal of this program is to install energy efficient LED street and outdoor lighting technology to reduce the energy consumption and demand and reducing TECO's peak demand.
- **Lighting Conditioned Space**
The Lighting Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing conditioned areas of C/I facilities.
- **Lighting Non-Conditioned Space**
The Lighting Non-Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing non-conditioned areas of C/I facilities.

- **Lighting Occupancy Sensors**
The Lighting Occupancy Sensors Program encourages C/I customers to install occupancy sensors to control C/I lighting systems.
- **Commercial Load Management**
The Commercial Load Management Program incentivizes C/I customers to allow TECO to control weather-sensitive heating, cooling, and water heating systems to reduce the associated weather-sensitive peak demand.
- **Commercial Smart Thermostats**
The Commercial Smart Thermostats Program offers customer rebates for installing smart thermostats to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Standby Generator**
The Standby Generator Program incentivizes C/I customers to use available emergency electrical generation capacity to reduce weather-sensitive peak demand on the grid.
- **Variable Frequency Drive for Compressors**
The Variable Frequency Drive for Compressors Program offers customer rebates for installing variable frequency drives to their new or existing refrigerant or air compressor motors to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Commercial Water Heating**
The Commercial Water Heating Program encourages C/I customers to install high efficiency water heating systems.

Other Programs

- **Conservation Research and Development**
The Conservation Research and Development Program allows TECO to explore DSM measures that have insufficient data on cost-effectiveness and the impact on TECO's ratepayers.
- **Integrated Renewable Energy System (Pilot Program)**
The commercial/industrial Integrated Renewable Energy System is a five-year pilot program to study the capabilities and DSM opportunities of a fully integrated renewable energy system. The integrated renewable energy system will also be used as an education platform for commercial and industrial customers.
- **Renewable Energy (Sun to Go)**
The Renewable Energy (Sun to Go) Program delivers renewable energy options to TECO's customers through program administration, renewable electricity generation, evaluation of potential new renewable sources, and market research.

D. Gulf Power Company

Residential Programs

- **Residential Home Energy Survey**
The Residential Home Energy Survey is the primary educational program to help customers improve the energy efficiency of their new or existing home. The program provides energy conservation advice and information that encourages the implementation of efficiency measures and behaviors that result in electricity bill savings. Gulf offers its residential customers in-home and online audits.
- **Energy Select**
The *Energy Select* Program gives customers a way to manage their energy consumption by programming their heating and cooling systems and major appliances, such as electric water heaters and pool pumps, to respond automatically to prices that vary during the day and by season in relation to Gulf's cost of producing or purchasing energy.
- **Residential Low Income (Community Energy Saver Program)**
The Community Energy Saver Program will assist low-income families in addressing costs through increased awareness and installation of energy efficiency measures in the homes of low-income families at no cost to the customers. The program also educates families on behavioral changes designed to save money by decreasing energy use.
- **Residential Heating, Ventilating, and Air Conditioning (HVAC)**
The HVAC Efficiency Improvement Program is designed to increase energy efficiency and improve HVAC cooling system performance for new and existing homes. Gulf increases efficiency through HVAC maintenance, duct repair, and HVAC quality installation.
- **Residential Ceiling Insulation**
The Residential Ceiling Insulation program encourages customers to improve their homes' thermal efficiency by providing customers an incentive to install a minimum of R-19 insulation in their existing home.
- **Residential High Efficiency Pool Pump**
The Residential High Efficiency Pool Pump Program encourages customers to install a high-efficiency pool pump by providing an incentive in both new and existing residential applications.

Commercial Programs

- **Business Energy Survey**
The Business Energy Survey program educates customers on energy efficiency and encourages them to participate in applicable DSM programs or implement other recommended actions to reduce energy consumption. Gulf offers several types of audits under this program, including on-site walkthrough audits.

- **Business HVAC**

The Business HVAC Program encourages customers to install high-efficiency HVAC systems including chillers; split/package direct expansion (DX); demand control ventilation (DCV); and energy recovery ventilation (ERV) by offering incentives which will vary according to the size of the systems or ventilation installed.

- **Curtable Load Rider**

The Curtable Load (CL) Program is available to customers taking service under rate schedules LP, LPT, PX, or PXT and who also execute a Curtable Load Service agreement. The program provides capacity payments for electric load which can be curtailed during certain conditions, and customers must commit a minimum of 4,000 Kw of non-firm load.

- **Business Custom Incentive**

The Business Custom Incentive Program offers advances energy services and energy efficient end-use equipment to Business customers. The specific focus of this program is demand reduction and/or efficiency improvement retrofits.

Other Programs

- **Conservation Demonstration and Development**

The Conservation Demonstration and Development Program is an umbrella program for the identification, research, development, and evaluation of new or emerging end-use energy efficient technologies.

E. Florida Public Utilities Company

Residential Programs

- **Residential Energy Survey**

In the Residential Energy Survey Program, FPUC offers in-home and online audits which provides the customer with specific whole-house energy efficiency recommendations, a list of blower-door test contractors who can check for duct leakage, and a conservation kit.

- **Residential Heating and Cooling Efficiency Upgrade**

The Residential Heating and Cooling Upgrade Program incentivizes customers operating inefficient heat pumps and air conditioners to replace them with more efficient units.

Commercial Programs

- **Commercial Energy Consultation**

In the Commercial Energy Consultation Program, FPUC energy conservation representatives conduct commercial site visits to assess the potential for applicable DSM programs, educate customers about FPUC's commercial DSM programs, conduct a bill review, offer energy savings suggestions, and inform customers about commercial online resources and tools.

- **Commercial Heating and Cooling Efficiency Upgrade**
The Commercial Heating and Cooling Upgrade Program provides rebates to small commercial customers (customers with a maximum of 5-ton units) if the customers install a high-efficiency central air conditioner or heat pump with a minimum 15 SEER.
- **Commercial Reflective Roof**
The Commercial Reflective Roof Program provides rebates to non-residential customers and contractors who convert or install a new cool roof on existing facilities or on new building construction. The roofing material must be Energy Star Certified.
- **Commercial Chiller Upgrade**
The Commercial Chiller Upgrade Program offers commercial customers who replace existing chillers with a more efficient system, an incentive of up to \$100 per kW of additional savings above the minimum efficiency levels.

Other Programs

- **Conservation Demonstration and Development**
The Conservation Demonstration and Development Program researches energy efficiency and conservation projects to identify, develop, demonstrate, and evaluate promising end-use energy efficient technologies across a wide variety of applications. In 2019, FPUC installed two battery storage systems to improve customer electric system reliability and resiliency, and has extended this study with completion expected in 2021.
- **Low-Income Energy Outreach**
The Low-Income Energy Outreach Program partners with Department of Economic Opportunity approved Low-Income Weatherization Program operators to offer Residential Energy Surveys, host energy conservation events, and distribute conservation materials.

Electric FEECA Municipal Utilities

A. JEA

Residential Programs

- **Residential Energy Audit**
In the Residential Energy Audit Program, utility auditors examine homes, educate customers, and makes recommendations on low-cost or no-cost energy-saving practices and measures.
- **Residential Solar Water Heating**
The Residential Solar Water Heating Program pays a financial incentive to customers to encourage the use of solar water heating technology.

- **Neighborhood Efficiency (Low-Income)**
The Neighborhood Efficiency Program offers education on the efficient use of energy and water as well as the direct installation of an array of energy and water efficiency measures at no cost to income qualified customers.
- **Residential Efficiency Upgrade**
The Residential Efficiency Upgrade Program provides incentives to encourage the use of high efficiency HVAC and water heating. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **Energy Efficient Products**
The Energy Efficient Products Program provides incentives to encourage the use of high efficiency lighting and efficient appliances. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **MyWay Prepaid Program**
The MyWay Prepaid Program offers an option for all customers, especially those who prefer to prepay for services versus being billed monthly. It is consumer-focused experience for environmentally conscious consumers who like to keep their consumption in mind. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **Residential Distributed Generation and Battery Rebate Program**
The Residential Distributed Generation and Battery Rebate Program pays a financial incentive to encourage the use of battery storage when purchasing new solar voltaic systems. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

Commercial Programs

- **Commercial Energy Audit**
In the Commercial Energy Audit Program, JEA examines businesses, educates customers, and makes recommendations on low-cost or no-cost energy-saving practices.
- **Commercial Prescriptive Lighting Program**
Commercial Prescriptive Lighting Program pays a financial incentive to customers to encourage the use of high efficiency lighting technology.

- **Commercial Prescriptive**

The Commercial Prescriptive Program provides incentives to encourage the use of high efficiency HVAC, lighting, cooking, and water heating products. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Small Business Direct Install**

The Small Business Direct Install Program promotes the use of high efficiency HVAC, lighting, water heating, and appliances in the small business sector. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Custom Commercial**

The Custom Commercial Program promotes the use of custom efficiency measures based on specific applications for each customer. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Commercial Distributed Generation and Battery Rebate Program**

The Commercial Distributed Generation and Battery Rebate Program pays a financial incentive to encourage the use of battery storage when purchasing new solar voltaic systems. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

B. Orlando Utilities Commission

Residential Programs

- **Home Energy Survey**

The home energy walk-through surveys were designed to provide residential customers with recommended energy efficiency measures and practices customers can implement, and to encourage participation in various OUC rebate programs. OUC provides participating customers specific tips on conservation and details on customer rebate programs.

- **Duct Repair Rebate**

This rebate program is designed to encourage residential customers to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system, within certain limits and ducts must be sealed with mastic and fabric tape or any other Underwriters Laboratory (UL) approved duct tape.

- **Ceiling Insulation Rebate**

The Ceiling Insulation Rebate Program is offered to residential customers to encourage the upgrade of attic insulation.

- **High-Performance Windows Rebate**
The High Performance Windows Rebate Program encourages customers to improve energy efficiency in their homes by purchasing ENERGY STAR® rated energy efficient windows.
- **Efficient Electric Heat Pump Rebate**
The Efficient Electric Heat Pump Rebate Program provides rebates to customers in existing homes who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **New Home Rebate**
The New Home Rebate Program offers rebates for cool/reflective roofs, block wall insulation, ceiling insulation upgrades to R-38, heat pumps, ENERGY STAR washing machines, ENERGY STAR heat pump water heaters, and solar water heaters.
- **Heat Pump Water Heater Rebate**
The program provides rebates for the heat pumps commonly known as hybrid electric heat pump water heaters for qualifying installations
- **Efficiency Delivered (Low-Income)**
The Efficiency Delivered Program is income based and provides up to \$2,500 of energy and water efficiency upgrades based on the needs of the residential customer's home. An OUC Conservation Specialist visits the home, performs a home survey, and recommends which home improvements have the most potential of lowering utility bills.

Commercial Programs

- **Energy Audit**
The Energy Audit Program includes a free survey consisting of a physical walk-through inspection of the commercial facility performed by experienced energy experts. The customer receives a written report detailing cost-effective recommendations to make the facility more energy and water efficient.
- **Efficient Electric Heat Pump Rebate**
The Efficient Electric Heat Pump Rebate Program provides rebates to qualifying customers in existing buildings who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **Duct Repair Rebate**
This program for commercial customers provides a rebate to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system of within certain limits and ducts must be sealed with mastic and fabric tape or any other UL approved duct tape.
- **Ceiling Insulation Rebate**
The Ceiling Insulation Rebate Program for commercial customers aims to increase building resistance to heat loss and gain. Participating commercial customers receive a rebate for upgrading their attic insulation up to R-30.

- **Cool/Reflective Roof Rebate**
The Cool/Reflective Roof Rebate Program for commercial customers aims to lower roof surface temperature while increasing the lifespan of the roof. OUC provides rebates for ENERGY STAR cool/reflective roofing that has an initial solar reflectance greater than or equal to 0.70.
- **Indoor Lighting Billed Solution Program**
The Indoor Lighting Billed Solution Program assists commercial customers with investments in new lighting technologies. The program is a cash-flow neutral billed solution where the savings pay for the project's cost over the pay-back period or term.
- **Indoor Lighting Rebates Program**
The Indoor Lighting Rebates Program offers commercial customers that upgrade the efficiency of their indoor lighting a rebate if they meet certain requirements. Participation is open to facilities located within OUC's service area that receive electric service under an OUC commercial rate.
- **Custom Incentive Program**
Through the Custom Incentive Program, commercial customers receive incentives based on the reduction in peak demand their projects achieve plus the first-year energy savings.

Natural Gas FEECA Utility

A. Peoples Gas System

Residential Programs

- **Residential Customer Assisted Energy Audit**
The Residential Customer Assisted Audit is designed to save energy by increasing residential customer awareness of natural gas use in personal residences. Recommendations provided to the customer include an estimated range of energy savings including insightful advice on how to manage their overall energy usage. This audit is only available in an online format.
- **Residential New Construction**
The Residential New Construction Program is designed to save energy for new homeowners by offering incentives to builders and developers who construct new single family and multi-family homes with the installation of energy efficient natural gas appliances.
- **Residential Retrofit**
The Residential Retrofit Program offers rebates to encourage customers to make cost-effective improvements in existing residences by replacing existing electric appliances with energy efficient natural gas appliances.

- **Residential Retention**

The Residential Retention Program offers rebates to encourage new and current natural gas customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

- **Oil Heat Replacement**

The Oil Heat Replacement Program is designed to encourage customers to make cost-effective improvements in existing residences by converting/replacing their existing oil heating system to more energy efficient natural gas heating. This program closed for enrollment on December 31, 2021.

Commercial/Industrial Programs

- **Commercial Walk-Through Energy Audit**

This program is designed to reduce demand and energy consumption of C/I facilities by increasing customer awareness of the energy use in their facilities.

- **Commercial New Construction**

The Commercial New Construction Program is designed to save energy for new commercial facility owners by offering incentives to commercial customers for the installation of natural gas appliances.

- **Commercial Retrofit**

The Commercial Retrofit Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric appliances with energy efficient natural gas appliances.

- **Retrofit Combined Heat and Power (CHP)**

The Retrofit CHP Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by the installation of an energy efficient on-site natural gas-fired combined heat and power system for the simultaneous production of mechanical and thermal energy.

- **Commercial Electric Replacement**

The Commercial Electric Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric resistance appliances with energy efficient natural gas appliances.

- **Commercial Retention**

The Commercial Retention Program is designed to encourage current natural gas commercial customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Other Programs

- **Conservation Research and Development (R&D)**

The Conservation R&D Program is designed to encourage Peoples Gas System and other natural gas LDCs to pursue opportunities for individual and joint research, including testing of technologies to develop new energy conservation programs.



ANNUAL REPORT ON
**Activities Pursuant TO THE
Florida Energy AND Efficiency
Conservation Act**

As required by Sections 366.82(10), and 377.703(2)(f), and 355.975, Florida Statutes

NOVEMBER 2023

Florida Public Service Commission

Annual Report on Activities Pursuant to The Florida Energy Efficiency and Conservation Act

As Required by Sections 366.82(10), 377.703(2)(f), and 553.975, Florida Statutes

November 2023

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List of Acronyms

C/I	Commercial and Industrial (Customers)
Commission or FPSC	Florida Public Service Commission
COVID-19	Coronavirus Disease of 2019
CUC	Chesapeake Utilities Corporation
DEF	Duke Energy Florida, LLC
DOE	U.S. Department of Energy
DSM	Demand-Side Management
ECCR	Energy Conservation Cost Recovery
EV	Electric Vehicle
F.A.C.	Florida Administrative Code
FCG	Florida City Gas
FEECA	Florida Energy Efficiency and Conservation Act
FLBC	Florida Building Code
FPL	Florida Power & Light Company
FPUC	Florida Public Utilities Company
FRCC	Florida Reliability Coordinating Council
F.S.	Florida Statutes
GPR	Gross Power Rating
GRIM	Gas Rate Impact Measure Test
Gulf	Gulf Power Company
GWh	Gigawatt-Hour
HVAC	Heating, Ventilation, and Air Conditioning
IGC	Indiantown Gas Company
IOU	Investor-Owned Utility
JEA	Formerly known as Jacksonville Electric Authority
kWh	Kilowatt-Hour
LDC	Natural Gas Local Distribution Company
MMBtu	One Million British Thermal Units
MW	Megawatt
MWh	Megawatt-Hour
NGCCR	Natural Gas Conservation Cost Recovery
OUC	Orlando Utilities Commission
O&M	Operations and Maintenance
PV	Photovoltaic
PGS	Peoples Gas System
RIM	Rate Impact Measure Test
SGS	Sebring Gas System
SJNG	St. Joe Natural Gas
TECO	Tampa Electric Company
TRC	Total Resource Cost Test

Executive Summary

Purpose

Reducing the growth of Florida's peak electric demand and energy consumption became a statutory objective in 1980, with the enactment of the Florida Energy Efficiency and Conservation Act (FEECA). FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of the production and use of electricity and natural gas, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Sections 366.82(2) and 366.82(6), Florida Statutes (F.S.), require the Florida Public Service Commission (FPSC or Commission) to establish goals for the FEECA utilities and review the goals every five years, at minimum. The utilities are required to develop cost-effective demand-side management (DSM) plans that meet those goals and submit them to the Commission for approval.

Energy conservation and DSM in Florida are accomplished through a multi-pronged approach that includes energy efficiency requirements in building codes for new construction, federal appliance efficiency standards, utility programs, and energy education efforts. Utility programs, which are paid for by all customers, are aimed at increasing efficiency levels above building codes and appliance efficiency standards.

The Commission is required by Section 366.82(10), F.S., to provide an annual report to the Florida Legislature and the Governor by March 1 summarizing the adopted goals and the progress made toward achieving those goals. Similarly, Section 377.703(2)(f), F.S., requires the Commission to file information on electricity and natural gas energy conservation programs with the Department of Agriculture and Consumer Services. This report reviews the 2022 annual goal results for each of the FEECA utilities and fulfills these statutory obligations.

The six electric utilities and single natural gas utility subject to FEECA in 2022 are listed below in order of sales:¹

Electric Investor-Owned Utilities	Municipal Electric Utilities
<ul style="list-style-type: none">Florida Power & Light Company (FPL)Duke Energy Florida, LLC (DEF)Tampa Electric Company (TECO)Florida Public Utilities Company (FPUC)	<ul style="list-style-type: none">JEAOrlando Utilities Commission (OUC)
	Investor-Owned Natural Gas Local Distribution Company (LDC)
	<ul style="list-style-type: none">Peoples Gas System (PGS)

¹Effective January 1, 2022, FPL and Gulf Power Company (Gulf) operationally merged. By Order No. PSC-2021-0446-S-EI, the Commission approved consolidating the rates and tariffs of FPL and Gulf, and all former Gulf customers became FPL customers.

The Commission regulates the rates and conservation cost recovery of the four electric IOUs and the single FEECA natural gas LDC. The Commission does not regulate the rates or conservation program costs of the two municipal electric utilities for which it sets DSM goals.

Report Layout

This report presents the FEECA utilities' progress towards achieving the Commission-established goals and the Commission's efforts in overseeing these conservation initiatives. This report details these efforts through the following five sections and appendices:

- Section 1 provides a brief history of FEECA and a description of existing tools for increasing conservation throughout the State of Florida.
- Section 2 discusses the DSM goalsetting process and the most recent Commission-established goals set for the FEECA utilities.
- Section 3 reviews the utilities' goal achievements, and information on audit, low-income, and research and development programs. In the 2020 and 2021 reports, additional information in this section was included discussing the program impacts of COVID-19. Because the impact was minimal in 2022, that additional information is no longer included in this section.
- Section 4 provides an overview of the associated 2022 DSM program costs recovered through the Energy Conservation Cost Recovery (ECCR) Clause (as applies to electric IOUs) and Natural Gas Conservation Cost Recovery (NGCCR) Clause (as applies to LDCs).
- Section 5 discusses methods the Commission has used to educate consumers about conservation during the prior period, including a list of related websites.
- Appendices A and B provide a list of the 2022 conservation programs offered by FEECA Utilities and a description of each program's purpose.

2019 Goalsetting Proceeding

In November 2019, the Commission chose to continue with the goals that were established in the 2014 goalsetting proceeding for the period 2020-2024 and directed its staff to review the FEECA process for potential updates and revisions as may be appropriate.² In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C.³ In 2020, the

²Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

³See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities. Rule development workshops for this docket were conducted in January 2021, May 2021, and November 2022. On May 2, 2023 a Rule Hearing was held, and on May 17, 2023, a Rule Certification Packet was forwarded to the Administrative Code and Register Section of the Florida Department of State. The amendments to Rule 25-17.0021, F.A.C. that were adopted in May 2023 will be used when the DSM goalsetting proceeding is initiated in 2024.

Commission approved the DSM plans proposed by the investor-owned electric utilities and the municipal electric utilities.⁴

The numeric goals are based on estimated energy and demand savings from individual DSM measures that passed the Rate Impact Measure (RIM) and Participants cost-effectiveness tests.⁵ These tests are used to ensure that all ratepayers benefit from energy efficiency programs due to downward pressure on electric rates.

Section 366.82(2), F.S., also requires that the Commission adopt goals for increasing the development of demand-side renewable energy systems. The Commission recognized in its 2019 review, that Rule 25-6.065, F.A.C., Interconnection and Net Metering of Customer-Owned Renewable Generation, adopted in 2008, offered an effective means to encourage the development of demand-side renewable energy in the state.

The Commission also established numeric therm savings goals for a natural gas utility for the first time in 2019. In August 2019, the Commission approved 2019-2028 goals for PGS, based upon programs it found were cost-effective.⁶ PGS also developed audit programs for its residential and commercial customers as part of the proceedings. The 2019 goalsetting processes for all FEECA utilities are further discussed in Section 2.

2022 Achievements and Related Program Costs

Florida utilities have been successful in reducing the growth rates of winter and summer peak electric demand and reducing annual energy consumption. On a cumulative basis through 2022, statewide totals reflect that summer peak demand has been reduced by 8,156 MW, winter peak demand has been reduced by 7,573 MW, and annual energy consumption has been reduced by 11,975 GWh.⁷ During 2022, the electric FEECA utilities offered 103 residential and commercial programs which focused on demand reduction and energy conservation (see Appendices A and B). In addition, FEECA electric utilities performed over 255,000 residential and commercial energy audits in 2022, as shown in Section 3.2. Each FEECA utility's achievements toward the 2022 Commission-approved goals are detailed in Section 3.1.

The Commission has authority, by statute, to allow investor-owned utilities to recover costs related to conservation.⁸ The Commission has implemented this authority for electric IOUs through the ECCR clause since 1980. For 2022, Florida's investor-owned electric utilities

⁴Order No. PSC-2020-0140-PAA-EG, issued May 12, 2020, in Docket No. 20200058-EG, *In re: Petition for approval of 2020 demand-side management plan, by Orlando Utilities Commission*; Order No. PSC-2020-0200-PAA-EG, issued June 24, 2020, in Docket No. 20200057-EG, *In re: Petition for approval of 2020 demand-side management plan, by JEA*; Order No. PSC-2020-0274-PAA-EG, issued August 3, 2020, in Docket Nos. 20200053-EG (TECO), 20200054-EG (DEF), 20200055-EG (FPL), 20200056-EG (Gulf), and 20200060-EG (FPUC), *In re: Petition for approval of 2020 demand-side management plans*.

⁵Order No. PSC-14-0696-FOF-EU, issued December 16, 2014 (2014 Goalsetting Order), in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

⁶Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand-side management goals and residential customer assisted and commercial walk-through energy audit programs, by Peoples Gas System*.

⁷FRCC's 2023 Load & Resource Plan (S-3, S-4, S-5). The demand and energy savings from FEECA utility DSM programs are included in these statewide FRCC totals.

⁸Section 366.05(1), F.S.

recovered approximately \$313 million in conservation program expenditures, and the investor-owned natural gas utilities recovered about \$33.6 million in conservation program expenditures.

Conclusion

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes for new construction, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating, ventilation, and air conditioning (HVAC) equipment available to Florida's consumers. Likewise, changes in the Florida Building Code (FLBC) have resulted in more energy efficient homes. Florida's electric and natural gas utilities also encourage conservation by offering energy audits, customer education, rebates on energy efficient equipment and building envelope improvements, and demand response programs.

Utilities design DSM programs to encourage the installation of appliances and equipment that exceeds levels set by current building codes and minimum efficiency standards. More stringent efficiency standards and building codes, as well as customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs. The level of realized savings from utility programs is dependent upon voluntary participation and, in some cases, changes in customer behavior.

Because all customers pay for the utility conservation programs as a portion of their monthly utility bills, the Commission focuses on ensuring that all customers benefit from utility-sponsored DSM programs. The Commission also encourages customers to use energy efficiently through its customer education efforts. Overall, reducing Florida's demand and energy usage for electric customers and therm usage for natural gas customers relies on customer education and participation in utility DSM programs, along with each individual's efforts to save electricity.

Conservation and renewable energy will continue to play an important role in Florida's energy future. The Commission is continuing its efforts to encourage cost-effective conservation that defers the need for new electric-generating capacity and reduces the use of fossil fuels. These initiatives support a balanced mix of resources that reliably and cost-effectively meet the needs of Florida's ratepayers.

Section 1. Florida Energy Efficiency and Conservation Act

1.1 FEECA History and Implementation

FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of electricity and natural gas production and use, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Pursuant to FEECA, the Commission is required to establish appropriate goals and the FEECA utilities must develop DSM programs to meet those goals.

Upon enactment in 1980, all electric utilities in Florida were subject to FEECA. In 1989, changes were made to the law limiting the requirement to electric utilities with more than 500 gigawatt-hours (GWh) of annual retail sales. At that time, 12 Florida utilities met this threshold requirement and their combined sales accounted for 94 percent of Florida's retail electricity sales. An additional change to the law encouraged cogeneration projects.

In 1996, the Florida Legislature raised the minimum retail sales threshold for municipal and cooperative electric utilities to 2,000 GWh. Retail sales for these utilities were fixed as of July 1, 1993, and two municipal utilities met the threshold of the amended statute: JEA and OUC. In addition to these two utilities, all five Florida investor-owned electric utilities must comply with FEECA regardless of sales levels. No rural electric cooperatives are subject to FEECA.

FEECA also includes natural gas utilities whose annual retail sales volume is equal to or greater than 100 million therms. PGS is the only natural gas utility that meets the therm sales threshold for conservation goals under FEECA, and thus has its own Commission-approved DSM goals.

The statute also allows the Commission to provide appropriate financial rewards and penalties to the utilities over which it has rate-setting authority. The Commission also has the authority to allow an IOU to receive an additional return on equity of up to 50 basis points for exceeding 20 percent of its annual load growth through energy efficiency and conservation measures. To date, the Commission has not awarded financial rewards or assessed penalties for any of the IOUs through FEECA. The Commission does not have rate-setting authority over JEA and OUC and therefore cannot assess financial penalties or provide financial rewards under its authority.

Table 1 lists the seven electric FEECA utilities and shows their 2022 retail electricity sales and the percentage of total statewide electricity sales by each utility. The table also includes the total energy sales for all non-FEECA utilities. Currently, the six electric utilities that are subject to FEECA account for approximately 83.7 percent of all Florida energy sales.

Table 1
Energy Sales by Florida's Electric FEECA Utilities (2022)

Florida's Electric FEECA Utilities	Energy Sales (GWh)	Percent of Total Energy Sales
Florida Power & Light Company	126,450	51.0%
Duke Energy Florida, LLC	40,513	16.3%
Tampa Electric Company	20,467	8.2%
JEA	12,491	5.0%
Orlando Utilities Commission	7,024	2.9%
Florida Public Utilities Company	637	0.3%
Electric FEECA Utilities' Total	207,582	83.7%
Non-FEECA Utilities' Total	40,547	16.3%
Total Statewide Energy Sales	248,129	100.0%

Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Table 26), published in October 2023.

Sections 366.82(2) and 366.82(6), F.S., require the Commission to set goals at least every five years for the utilities subject to FEECA. The Commission sets electric goals with respect to summer and winter electric-peak demand and annual energy savings over a ten-year period, with a re-evaluation every five years. Once goals are established, the electric FEECA utilities must submit DSM plans containing programs intended to meet the goals for Commission approval.

In 2008, the Florida Legislature amended the FEECA statute, placing upon the Commission additional responsibilities when adopting conservation goals. These responsibilities included the consideration of the benefits and costs to program participants and ratepayers as a whole, as well as the need for energy efficiency incentives for customers and utilities. The Commission must also consider any costs imposed by state and federal regulations on greenhouse gas emissions.

1.2 FEECA's Influence on the Florida Energy Market

FEECA's mission is important to Florida's overall energy market. Florida's total electric consumption ranks among the highest in the country due to its sizeable population and climate-induced demand for cooling. When compared to the rest of the country, Florida's energy market is unique. The distinction is largely due to the state's climate, the high proportion of residential customers to total customers, and the significant reliance on electricity for heating and cooling.

Florida is typically a summer-peaking state, since the summer peak demand generally exceeds winter peak demand. On a typical summer day, the statewide demand for electricity can increase significantly over a span of hours.⁹ Additionally, 87.7 percent of Florida's electricity customers are residential and consume 53.9 percent of the electrical energy produced. In contrast, nationally, residential customers account for 39 percent of total electric sales, while commercial

⁹FPSC's *Review of the 2022 Ten-Year Site Plans of Florida's Electric Utilities* (October 2023).

customers represent 35 percent of electric consumption, and industrial customers represent 26 percent.¹⁰ Table 2 shows the makeup of Florida's electric customers by class and consumption.

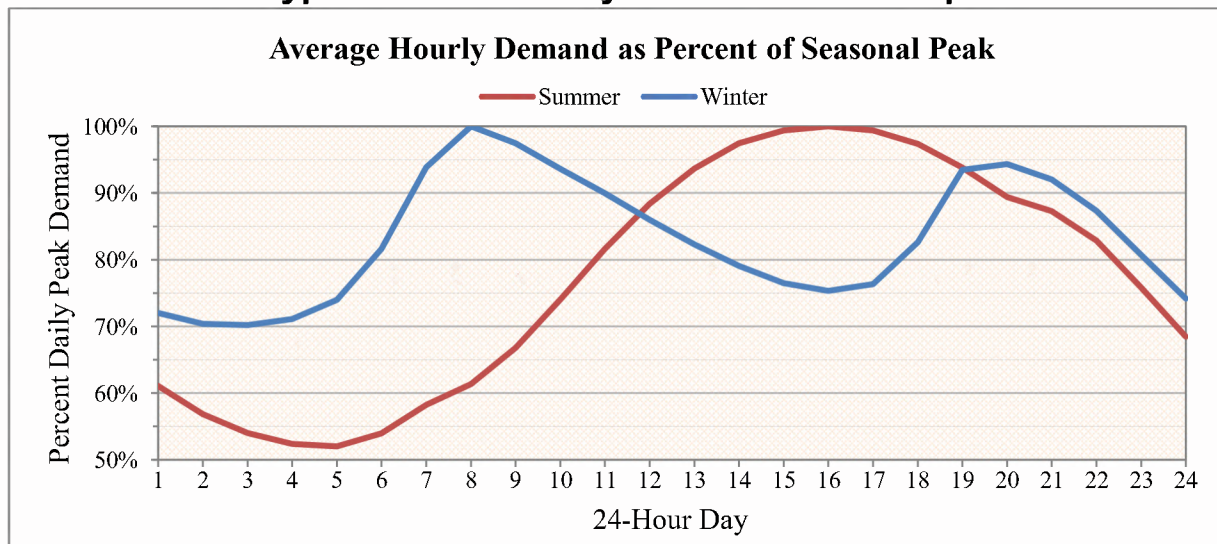
Table 2
Florida's Electric Customers by Class and Consumption (2022)

Customer Class	Number of Customers	Percent of Customers	Energy Sales (GWh)	Percent of Sales
Residential	10,117,256	87.7%	133,791	53.9%
Commercial	1,224,259	10.6%	87,206	35.1%
Industrial	26,885	0.2%	20,494	8.3%
Other*	163,196	1.4%	6,638	2.7%
Total	11,531,596	100.0%	248,129	100.0%

*Street and highway lighting, sales to public authorities, and interdepartmental sales.
Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Tables 26 and 33), published October 2023.

Figure 1 shows the daily electric load curves for typical Florida summer and winter day. In the summer, air conditioning demand starts to increase in the morning and peaks in the early evening; a pattern which aligns with the sun's heating of buildings. In comparison, the winter load curve has two peaks—the largest in mid-morning, followed by a smaller peak in the late evening—which correspond to heating loads.

Figure 1
Typical Florida Daily Electric Load Shapes



Source: FPSC's *Review of 2022 Ten-Year Site Plans of Florida's Electric Utilities* published October 2023.

¹⁰National data as reported for 2022 by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 2): https://www.eia.gov/electricity/sales_revenue_price/

Residential load patterns shift rapidly and have high peak-to-trough variation. In contrast, commercial or industrial loads demonstrate more consistency throughout the 24-hour day and experience fewer spikes in demand.

Utilities dispatch additional generating capacity throughout the day in order to follow the customer load patterns. Peaking generating units, which are dispatched during high demand periods of the day, are less fuel-efficient than baseload or intermediate generating units. Utility DSM programs play a role in reducing energy usage and shifting peak demand, thus reducing the need to dispatch fuel-inefficient generating units.¹¹ Over time, the need for additional generating capacity has increased in Florida, largely due to population growth. In addition to providing fuel savings at existing generating units, utility-sponsored DSM programs and individual consumer conservation efforts can avoid or defer the need for new electric generating capacity.

Utility-sponsored DSM programs are funded by all ratepayers. Therefore, in order to meet FEECA requirements, the Commission and utilities must ensure that the DSM programs created to reap the benefits of reduced fuel usage and deferred generating capacity are cost-effective, i.e. less costly than generation. The Commission's methodologies to determine the cost-effectiveness of demand-side management programs are explained in detail in Section 2.1.

Since its enactment, implementation of FEECA has been successful in reducing the growth rate of weather-sensitive electric peak demands, and in conserving expensive resources. These savings have avoided or deferred the need for new generating capacity and offset the use of existing generating units, resulting in savings of fuel, as well as variable operations and maintenance (O&M) costs. During 2022, FEECA utility DSM programs continued contributing to the reduction of statewide energy needs and deferred the need for new generating capacity. Table 3 details statewide cumulative savings for summer peak demand, winter peak demand, and overall energy consumption through 2022, as reported in the Florida Reliability Coordinating Council's (FRCC) 2023 Regional Load & Resource Plan.¹² In 2022, the FEECA DSM programs contributed annual energy savings of 175.3 GWh, which is enough electricity to power approximately 13,089 homes for a year.¹³

¹¹Electric generating units are typically categorized as baseload, intermediate, or peaking. Aside from planned and forced outages, baseload units are scheduled to operate continuously. Intermediate units generate power to follow load for periods of time, but are not planned to operate nonstop. Peaking units supplement baseload and intermediate power, operating during high-demand, or peak periods.

¹²The cumulative MW savings for summer peak demand and winter peak demand shown in Table 3 reflect the maximum capability of demand response programs.

¹³This estimate is based on an average annual household energy use of 13,389 kWh for Florida in 2022 as reported by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 5.a): https://www.eia.gov/electricity/sales_revenue_price/

Table 3
Statewide Cumulative Demand and Energy Savings (1980-2022)

Type	Achieved Reduction
Summer Peak Demand	8,156 MW
Winter Peak Demand	7,573 MW
Annual Energy Reduction	11,975 GWh

Source: Florida Reliability Coordinating Council's 2023 *Regional Load & Resource Plan* (S-3, S-4, S-5).

In 2022, the electric FEECA utilities offered 103 programs for residential, commercial, and industrial customers (see Appendices A and B). Programs focus on either reducing energy use at a given moment, which shifts/reduces demand, or toward reducing overall energy consumption over a period of time. Utility-sponsored DSM programs are an important means of achieving demand and energy savings and these programs are designed to encourage customer conservation efforts.

Additionally, residential energy audits, required by Section 366.82(11), F.S., serve as an avenue to identify and evaluate conservation opportunities for customers, including their potential participation in utility-sponsored DSM and conservation programs. Energy audits also educate customers about behavioral changes and energy efficiency investments they can make outside of utility-sponsored DSM programs. During 2022, FEECA electric utilities performed 248,398 residential audits. Though FEECA does not require commercial energy audits, FEECA electric utilities also performed 6,931 commercial energy audits in 2022. Additional information about these results is presented in Section 3.

1.3 Recovery of Conservation Expenditures

The IOUs are allowed by Commission Rule 25-17.015, F.A.C., to recover reasonable expenses for DSM programs through the ECCR clause. Such expenses may include administrative costs, equipment, and incentive payments. Before petitioning the Commission to recover costs through the ECCR clause, a utility must provide data on DSM program cost-effectiveness. Utilities must have Commission approval for any new programs or program modifications prior to seeking cost recovery.

Commission Rule 25-17.015, F.A.C., also permits natural gas LDCs to seek recovery for costs related to Commission-approved conservation programs. While PGS is the only natural gas utility subject to FEECA, the other Florida LDCs offer Commission-approved DSM programs without a specific therm savings goal. Natural gas conservation programs have historically focused on providing rebates to residential customers that support the replacement of less efficient appliances with new, energy-efficient gas appliances. However, several LDCs have expanded their rebate programs to commercial customers.¹⁴

On an annual basis, the Commission conducts financial audits of DSM program expenses that are included in the electric IOUs' and LDCs' cost recovery requests. A full evidentiary hearing is

¹⁴Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

held to determine the cost recovery factors to be applied to customer bills in the following year. The Commission-approved 2024 conservation cost recovery factors are discussed further in Section 4.

Section 2. DSM Goalsetting

2.1 DSM Program Cost-Effectiveness and Energy Savings

Section 366.81, F.S., emphasizes that it is critical to utilize cost-effective conservation. This statutory provision is codified in Rule 25-17.008, F.A.C., for electric utilities and Rule 25-17.009, F.A.C., for natural gas LDCs. The rules identify the cost-effectiveness methodologies to be used and require that utilities provide cost and benefit information to the Commission when requesting to add a program or make changes or additions to an existing program.

The Commission requires that electric utilities measure cost-effectiveness from three perspectives, at a minimum - the program participant, the utility's ratepayers, and society's overall cost for energy services. The Participants test, the Rate Impact Measure (RIM) test, and the Total Resource Cost (TRC) test capture these viewpoints. The electric FEECA utilities are required to provide the results of all three tests when seeking to add a new program or make changes to an existing program.

Similarly, Rule 25-17.009, F.A.C., requires natural gas LDCs to provide the results of the Participants test and Gas Rate Impact Measure Test (GRIM). The GRIM test is a modified version of the RIM test, specific to gas utilities. Natural gas LDCs are also required to provide the results of these tests when seeking to add a new program or modify an existing program.

Table 4 summarizes the costs and benefits considered in the three Commission-approved electric cost-effectiveness methodologies for electric utilities.

Table 4
Summary of Electric Cost-Effectiveness Methodologies

	Participants	RIM	TRC
Benefits			
Bill Reduction	X		
Incentives Received	X		
Avoided Generation (Capital and O&M)		X	X
Avoided Transmission (Capital and O&M)		X	X
Fuel savings		X	X
Costs			
Program Costs		X	X
Incentives Paid		X	
Lost Revenues		X	
Participant's Costs (Capital and O&M)	X		X

Participants Test

The Participants test analyzes costs and benefits from a program participant's point of view, rather than the impact on the utility and other ratepayers not participating in the program. The Participants test includes the up-front costs customers pay for equipment and costs to maintain

this equipment. Benefits considered in the test include the incentives paid by utilities to the customers and the reduction in customer bills. Failure to demonstrate cost-effectiveness under this test would infer that rational customers would not elect to participate in this program.

Rate Impact Measure (RIM) Test

The RIM test is designed to ensure that all ratepayers, not just the program's participants, will benefit from a proposed DSM program. The RIM test includes the costs associated with incentive payments to participating customers and decreased revenues to the utility. DSM programs can reduce utility revenues due to reduced kilowatt-hour (kWh) sales and reduced demand. The decreased utility revenues typically are recovered from the general body of ratepayers at the time of a rate case. A DSM program that passes the RIM test ensures that all customer rates are the same or lower than rates would be without the DSM program.

Total Resource Cost (TRC) Test

The TRC test measures the overall economic efficiency of a DSM program from a social perspective. This test measures the net costs of a DSM program based on its total costs, including both the participants' and the utility's costs. Unlike the RIM test, customer incentives and decreased utility revenues are not included as costs in the TRC test. Instead, these factors are treated as transfer payments among ratepayers. Moreover, if appropriate, certain external costs and benefits such as environmental impacts may be taken into account. Because incentives and foregone revenues are not treated as "costs," electric rates for all customers tend to be higher for programs implemented solely using the TRC test to judge cost-effectiveness.

Ensuring Cost-Effectiveness

Ensuring utility-sponsored DSM programs remain cost-effective benefits the general body of electric ratepayers. These programs can reduce costs to ratepayers by postponing capital expenditures such as future power plant construction, and reducing current electrical generation costs, including fuel and variable O&M costs. DSM programs can also benefit customers by improving reliability.

When an IOU determines that a DSM program is no longer cost-effective, the utility should petition the Commission for modification or discontinuation of the program. In many instances, programs may need to be modified due to the adoption of a more stringent appliance efficiency standard or building code. In contrast, if new efficiency measures become available that are cost-effective, the utility may petition the Commission for approval of a new program.

2019 Electric DSM Goalsetting Proceeding

Pursuant to Sections 366.82(2) and 366.82(6), F.S., the electric FEECA utilities filed proposed goals for the 2020-2029 period in April 2019. The utilities' proposed goals were lower overall than those established in the 2014 goalsetting proceeding, with some utilities proposing goals of zero or near-zero for the 10-year period. A technical hearing on the proposed goals was held on August 12 and 13, 2019. The Commission heard testimony on cost-effectiveness tests, whether a goal of zero fulfilled statutory requirements, how to account for free ridership, and how to ensure low-income customers are able to effectively participate in DSM programs.

By issuing Order No. PSC-2019-0509-FOF-EG¹⁵ on November 26, 2019, the Commission rejected the goals proposed by the electric FEECA utilities and chose to continue with the 2020-2024 portion of the goals established in the 2014 goalsetting proceeding. While the goalsetting process produces annual goals, the cumulative goals for the entire 10-year period are shown in Table 5 for illustrative purposes.

The Commission also expressed a desire to review the goalsetting process for potential revisions. In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C.¹⁶ Rule development workshops for this docket were conducted in January 2021, May 2021, and November 2022, and on May 2, 2023 a rule hearing was held. On May 17, 2023, a rule certification packet was forwarded to the Administrative Code and Register Section of the Florida Department of State. Rule 25-17.0021, F.A.C., was primarily amended to: (1) make goals based upon projected savings from potential programs offered to customers rather than upon aggregated savings from individual conservation measures; and (2) to require utilities to provide projected savings or goals developed under two cost-effectiveness scenarios, rather than a single cost-effectiveness test, in order to provide a more robust record of evidence. Specifically, the Commission's objective with the updated rule was to bring into the goal-setting phase a greater focus on potential conservation programs that could be offered to customers in order to reach a utility's approved goals.¹⁷ The changes that were adopted in May 2023 will be used when the DSM goalsetting proceeding is initiated in 2024.

Table 5
Cumulative Commission-Approved Electric DSM Goals (2015-2024)

Electric Utility	Summer Demand Goals (MW)	Winter Demand Goals (MW)	Annual Energy Goals (GWh)
FPL	526.1	324.2	526.3
DEF	259.1	419.3	195.0
TECO	56.3	78.3	144.3
Gulf	68.1	36.7	84.2
FPUC	1.3	0.4	2.0
OUC	5.0	8.4	13.0
JEA	10.8	9.7	25.8
Total	926.7	877.0	990.6

Source: Order No. PSC-14-0696-FOF-EU.

The goals established in 2014 were based upon estimated energy and demand savings from measures that passed both the RIM and Participants cost-effectiveness tests. Measures that pass the Participants test ensure that participating customers' benefits exceed the costs of the measure or program to the participants. Use of the RIM test minimizes subsidies between customers who

¹⁵Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

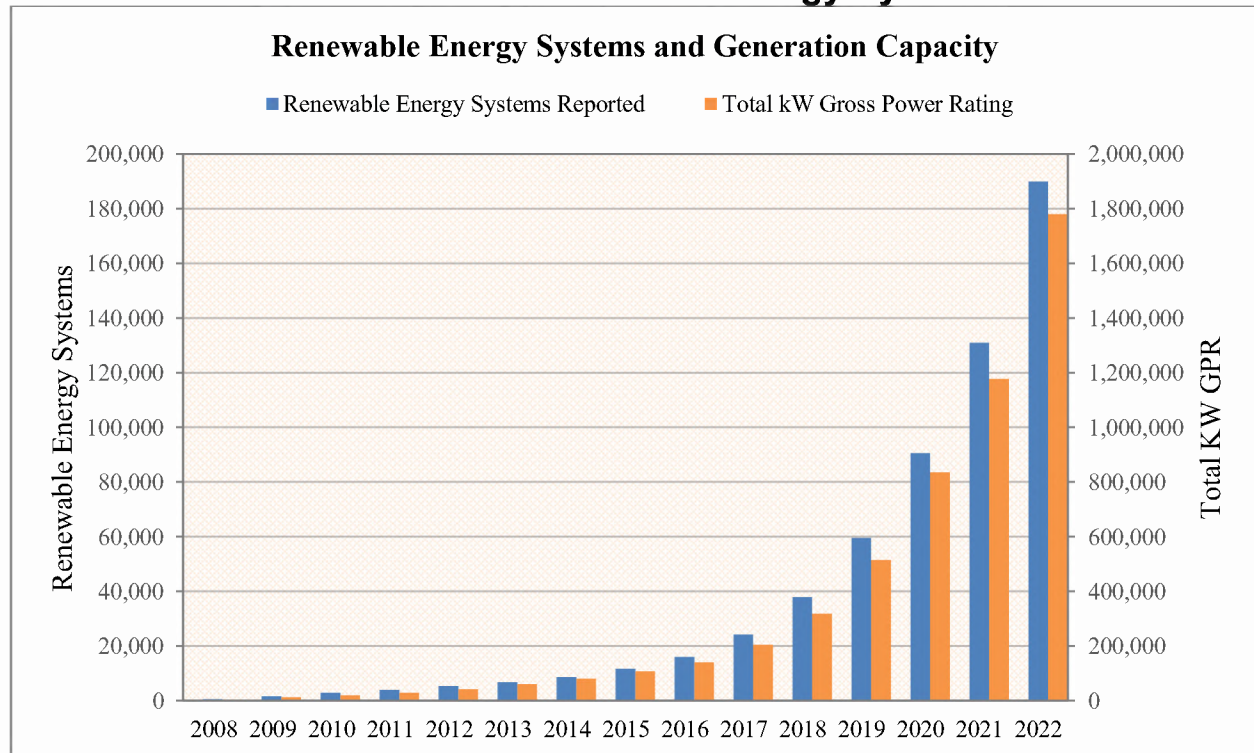
¹⁶See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

¹⁷Order No. PSC-2023-0165-FOF-EU, Notice of Adoption of Rule, issued May 18, 2023, in Docket No. 20200181-EU, *In re: Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities*.

participate in DSM programs and those who do not participate but pay for program expenditures. The RIM test also ensures rates would remain the same or lower than otherwise would occur.

As part of its review of goals in 2019, the Commission recognized Rule 25-6.065, F.A.C., (Customer-Owned Renewable Generation Rule) as an effective means of encouraging the development of demand-side renewable energy systems. Figure 2 shows the growth in the number of customer-owned renewable energy systems in Florida, as well as the growth in gross power ratings (i.e., generating capacity) since the Commission's approval of net-metering in 2008.

Figure 2
Demand-Side Renewable Energy Systems



Source: Data compiled from Interconnection and Net Metering Reports provided to the Commission from IOU, municipal, and rural electric cooperative electric companies, 2008-2022.

2.2 Summary of the 2019 Goalsetting Process for Peoples Gas

PGS is the only natural gas utility that meets the therm sales threshold for establishing conservation goals under FEECA.¹⁸ In October 2018, PGS filed a petition for approval of numeric therm reduction goals for the 2019-2028 period. PGS estimated its goals based upon its current Commission-approved DSM programs. Because PGS had existing programs already in place, there is expected to be no additional cost to its customers, aside from the costs of the new

¹⁸Section 366.82, F.S., provides that a natural gas utility is subject to FEECA requirements if a utility's annual retail sales volume is equal to or greater than 100 million therms.

audit programs. PGS utilized the Participants and GRIM tests to calculate its goals.¹⁹ The Commission approved the goals for PGS in Order No. PSC-2019-0361-PAA-GU, issued on August 26, 2019. Table 6 shows the 10-year therm-savings goals for PGS over the 2019-2028 period.²⁰

Table 6
Commission-Approved DSM Goals for PGS (2019-2028)

Cumulative Savings (Therms)		
Residential	Small Commercial	Combined
3,749,583	2,426,634	6,176,217

Source: Order No. PSC-2019-0361-PAA-GU.

PGS was also required to develop a residential audit program as part of the goalsetting process. However, PGS filed for and was granted a waiver of Rules 25-17.003(3)(a) and (b), F.A.C., which require all FEECA utilities to offer residential customers three different types of on-site audits - Building Energy Efficiency Rating System (BERS) Audits, Computer-Assisted Audits, and Walk-Through Audits. PGS argued that the on-site audits would impose a substantial hardship on the Company and that the purpose of the underlying statute can be achieved by other means. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. The Commission approved the implementation of the electronic audits for PGS's residential customers, as well as on-site audits for its commercial customers, beginning in 2020. Customers of PGS are still eligible to receive walk-through energy audits through their electricity provider.

In November 2019, a docket was established to consider the petition from PGS for Approval of Demand-Side Management Plan and Program Standards together.²¹ In June 2020, PGS informed the Commission of its intention to revise programs in an amended filing. In February 2021, an Amended Petition for Approval of Demand-Side Management Plan was filed. By Order No. PSC-2021-0242-PAA-EG, the revised filing was approved.²²

2.3 Impact of Outside Factors on FEECA Utility DSM Programs

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating and air conditioning equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient homes.

¹⁹Rule 25-17.009, F.A.C., requires natural gas utilities that seek to recover costs for conservation programs to file the cost-effectiveness test results of the Participants test and the GRIM test.

²⁰Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand side management goals and residential customer assisted and commercial walk-through energy audit programs, by Peoples Gas System.*

²¹See Docket No. 20190210-EG, Petition for approval of demand-side management plan, by Peoples Gas System.

²²Order No. PSC-2021-0242-PAA-EG, issued July 2, 2021, in Docket No. 20190210-EG, *In re: Petition for approval of demand-side management plan, by Peoples Gas System.*

Utilities design DSM programs to encourage conservation that exceeds levels achievable through current building codes and minimum efficiency standards. However, the cost-effectiveness of some DSM measures has declined due to several factors outside of the FEECA utilities' control. More stringent state and federal efficiency standards, building codes, and customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs.

Federal efficiency standards and state building codes establish a baseline in assessing the cost-effectiveness of a potential DSM program. Florida utility DSM programs offer rebates and incentives for appliances that exceed federally established minimum efficiency standards. However, increases in federal efficiency standards, independent conservation efforts by consumers, and general conservation practices make it more challenging for utilities to achieve demand and energy savings through DSM programs. Moreover, participation rates in the utility programs are driven by the anticipated payback to the participating customer. While utility incentives tend to increase customers' "take rate" in conservation programs, electric rates are also a contributing factor in customers' decisions to invest in more efficient appliances. Thus, low or declining electric rates tend to reduce customer energy efficiency investments, while increasing rates can have the opposite effect. This makes it crucial that the FEECA utilities frequently evaluate conservation programs to ensure that they remain cost-effective. Likewise, the FEECA utilities are also expected to evaluate the potential for new, cost-effective DSM program opportunities as energy-efficiency technologies develop.

State Building Code

At the state level, the FLBC is amended annually to incorporate interpretations and clarifications as well as to update efficiency standards. The Florida Building Commission updates the FLBC with relevant new standards every three years, most recently in 2020 when the 7th Edition (2020) was issued. The 7th Edition (2020) became effective in December 2020. Two Supplements were issued in 2022, and one has been issued to-date in 2023.²³ While there were several changes in both documents that pertain to construction standards, no changes were made to Chapter 11, Energy Efficiency. After review of these resources and the DSM programs that were current when these codes became effective, FEECA utilities reported that the code updates had no impact on the programs that had been established in the 2014 goalsetting process. None of the FEECA utilities made regulatory filings to modify DSM Plans or programs as a result of 2020 or the 2022 FLBC code updates.

Federal Government Efficiency Standards

At the federal government level, the U.S. Department of Energy's (DOE) Building Technologies Office sets energy efficiency standards for more than 60 categories of appliances and other equipment, including HVAC equipment.²⁴ Within the Building Technologies Office, the

²³The 2022 Supplements to the 7th Edition added code language for consistency with changes in laws that became effective July 1, 2022. Details of the Seventh Edition (2020) Florida Building Code and all Supplements to it can be found at https://www.floridabuilding.org/fbc/Links_to_Code_Resources.html. In addition, details are provided regarding the new federal standards for central air conditioners, effective January 1, 2023.

²⁴Pursuant to Section 553.975, F.S., the Commission must report the effectiveness of state energy conservation standards established by Sections 553.951-553.973, F.S. Florida's appliance efficiency standards are mandatory efficiency improvements but have not been updated since 1993, and therefore have likely been superseded by more recent federal efficiency standards.

Appliances and Equipment Standards Program maintains a multi-year rulemaking schedule that establishes minimum energy efficiency standards and test procedures which are the basis for these standards. The products regulated by DOE standards represent about 90 percent of home, 60 percent of commercial building, and 30 percent of industrial energy use.²⁵ Some of the consumer products regulated by these Conservation Standards and Test Procedures include laundry appliances, dishwashers, microwave ovens, televisions, and several other common household products. In addition to consumer products, there are categories for lighting, plumbing, and commercial/industrial products.²⁶

In January 2021, an executive order from the President of the United States was issued which included direction to address the overdue rule and test procedure reviews.²⁷ In the August 2021 Report To Congress, the DOE conveyed that since the last Report to Congress (July 2019), 123 rulemaking actions related to energy conservation standards and test procedures have been completed. Of this total, 71 of the actions were related to energy conservation standards rulemaking notices, with 15 being final actions. Examples of the equipment for which final actions were taken include ceiling fans, commercial air compressors, dishwashers, fluorescent light ballasts, and portable air conditioners. The full list, including information on the fifty two rulemaking notices that relate to test procedures, is accessible via the link identified in the footnote below.²⁸

Federal standards that change the baseline requirements for a product may have a direct effect on DSM programs. If a DSM program is no longer cost effective as a result of changing federal standards, then the utility should file a petition to modify or discontinue the program.

²⁵Federal Appliance and Equipment Standards Program: <https://www.energy.gov/eere/buildings/appliance-and-equipment-standards-program>

²⁶Federal Conservation Standards and Test Procedures: <https://energy.gov/eere/buildings/standards-and-test-procedures>

²⁷Executive Order No. 13990, 86 Federal Register 7037 (January 25, 2021): <https://www.govinfo.gov/content/pkg/FR-2021-01-25/pdf/2021-01765.pdf>

²⁸U.S. Department of Energy, Semi-Annual Report to Congress on Appliance Energy Efficiency Rulemakings, Energy Conservation Standards Activities (August 2021): <https://www.energy.gov/sites/default/files/2021-08/EXEC-2019-005022%20-%20Final%20Report%20ksb.pdf>

Section 3. FEECA Utilities' Goal Achievements

3.1 Assessing Goal Achievement

Commission rules require separate goals be set for electric residential and commercial/industrial (C/I) classes, assigning context to measuring goal achievement within these two primary customer categories. Each utility's achievements in these categories are also combined and compared against total demand and energy savings goals.

Every FEECA utility must file an annual DSM report pursuant to Rule 25-17.0021, F.A.C., which summarizes demand savings, energy savings, and customer participation rates for each approved program. The report also includes the residential, C/I, and total energy efficiency achievements compared to the approved DSM goals. Each FEECA utility's current (2022) and archived annual DSM reports from prior years can be found on the Commission's website: <http://www.psc.state.fl.us/>.

Monitoring annual goal achievements enables the Commission to evaluate the effectiveness of each utility's programs. In addition to reviewing the FEECA utilities' annual DSM reports, staff issues discovery requests for additional information from the utilities on their demand and energy saving achievements. Staff's data requests also seek explanations of factors preventing the utilities from achieving projected participation levels. Each FEECA utility's DSM performance in 2022 is discussed below. The utility achievements have been compared to the annual goals established by the Commission in November 2014 and reapplied in November 2019. Table 7 provides a breakdown of each electric utility's goal achievements for the period.

FPL

FPL met 1 of 9 DSM demand and energy savings goals in 2022. FPL met its goal for annual energy reduction in the residential customer class. The company stated lower than projected participation in its Residential On Call program contributed to its failure to achieve all other residential goals. Some shortfalls were significant. For example, FPL's goal for summer demand reduction in this customer class was 35.70 MWs, but FPL recorded 24.17 MWs of summer demand reduction, a shortfall of 48 percent. About 14,000 fewer residential audits were conducted in 2022 (82,631), compared to 2021 (96,612). FPL attributes some of that decline to the impacts of Hurricanes Ian and Nicole in the fall of 2022. Although more C/I audits were conducted in 2022 (5,669) compared with 2021 (4,895), very low participation in the company's C/I Demand Reduction program contributed to FPL missing all of its C/I goals in 2022. FPL missed each of its total demand and energy savings goals by significant margin.

DEF

In 2022, DEF met its residential and total demand and energy savings goals. DEF's 2022 residential demand and energy savings were higher than those of 2021, and DEF conducted significantly more residential energy audits in 2022 (37,725), compared to 2021 (21,732). For the C/I customer class, the company met its goals for Winter Demand Reduction and Annual Energy Savings, but missed achieving its goal for Summer Peak Demand Reduction by a very small margin (1 MW). In 2022, DEF conducted only about half as many C/I audits (146) compared to 2021 (287).

TECO

TECO met its 2022 total goals and all individual customer class goals. In 2022, all demand and energy savings levels were higher compared to 2021, with enhanced participation in audit and other programs appearing to play a significant part in those results. In 2022, TECO conducted significantly more residential audits (114,112, compared to 70,394 in 2021), and also reported higher participation in residential Insulation and Duct Repair programs. In addition, the company conducted 766 audits for C/I customers, up from 206 in 2021.

FPUC

FPUC met all of its 2022 demand reduction and energy savings goals for the residential customer class, and in doing so, also met all of its total winter and summer demand reduction goals. Fewer residential audits were conducted in 2022, compared to 2021, although strong participation in its residential HVAC program contributed to the results achieved in that sector. In 2022, FPUC did not achieve any demand reduction and energy savings or meet any of its goals in the C/I customer class. The company states that a limited number of C/I customers in its service territory is a significant factor for it not contributing any demand reductions or annual energy savings from the C/I sector.

JEA

JEA met all its 2022 individual customer class goals, thus it met its total demand and energy savings goals as well.

OUC

OUC met all its 2022 individual customer class goals, thus it met its total demand and energy savings goals as well.

Table 7
Electric DSM Goals Compared to Annual Achievements (2022)

Utility	Winter (MW)		Summer (MW)		Annual (GWh)	
	Goals	Achieved Reduction	Goals	Achieved Reduction	Goals	Achieved Reduction
FPL*						
Residential	21.80	16.44	35.70	24.17	34.80	36.46
Commercial/Industrial	<u>17.20</u>	<u>13.50</u>	<u>28.00</u>	<u>25.56</u>	<u>34.60</u>	<u>16.87</u>
Total	39.00	29.94	63.70	49.73	69.40	53.33
DEF*						
Residential	24.50	25.00	12.20	16.00	3.75	49.00
Commercial/Industrial	<u>4.70</u>	<u>5.00</u>	<u>6.00</u>	<u>5.00</u>	<u>2.40</u>	<u>3.00</u>
Total	29.20	30.00	18.20	21.00	6.15	52.00
TECO						
Residential	7.40	9.50	3.00	11.10	6.90	30.40
Commercial/Industrial	<u>1.90</u>	<u>7.10</u>	<u>3.30</u>	<u>12.30</u>	<u>10.20</u>	<u>26.60</u>
Total	9.30	16.60	6.30	23.40	17.10	57.00
FPUC*						
Residential	0.034	0.101	0.073	0.174	0.073	0.320
Commercial/Industrial	<u>0.027</u>	<u>0.000</u>	<u>0.058</u>	<u>0.000</u>	<u>0.202</u>	<u>0.000</u>
Total	0.061	0.101	0.131	0.174	0.275	0.320
JEA						
Residential	0.960	1.830	0.940	2.100	2.500	4.110
Commercial/Industrial	<u>0.007</u>	<u>0.260</u>	<u>0.140</u>	<u>0.490</u>	<u>0.080</u>	<u>2.540</u>
Total	0.967	2.090	1.080	2.590	2.580	6.650
OUC						
Residential	0.200	0.581	0.190	0.531	0.720	1.137
Commercial/Industrial	<u>0.780</u>	<u>1.956</u>	<u>0.370</u>	<u>1.985</u>	<u>0.850</u>	<u>4.816</u>
Total	0.980	2.537	0.560	2.516	1.570	5.953

***Bold numbers shown in Table 7 indicate the utility did not meet its annual goals within that category.**

Source: FEECA utilities' 2022 demand-side management annual reports.

PGS

PGS met its 2022 total goals and all individual customer class goals. The annual energy reduction for the residential customer class (450,602 therms) not only exceeded the goal for 2022, but also outpaced the achieved reduction from 2021 (425,798 therms). The annual energy reduction for the Small Commercial customer class (558,218 therms) also exceeded the goal for 2022, and nearly doubled the achieved reduction from 2021 (292,210 therms). In both customer classes, 2022 participation levels were higher in New Construction programs.

Table 8 provides a breakdown of the goal achievements for PGS for the period. Therm-savings goals for PGS were first approved in August 2019. PGS met its 2022 total energy reduction goal and its individual customer class goals.

Table 8
DSM Goals Compared to Annual Achievements (2022)

PGS	Annual Energy Reduction (Therms)	
	Goals	Achieved Reduction
Residential	363,728	450,602
Small Commercial	<u>233,833</u>	<u>558,218</u>
Total	597,561	1,008,820

Source: PGS' 2022 demand-side management annual report.

3.2 Information on Audit Programs

Residential energy audits are required by Section 366.82(11), F.S. Energy audits serve as an avenue for utilities to identify and evaluate conservation opportunities for customers. FEECA utilities use energy audits as a gateway to their other DSM programs. For example, some rebate programs require customers to have an energy audit so that the utility can identify existing equipment to determine program eligibility before the customer is eligible to participate. Utilities also use energy audits to educate customers on behavioral changes and energy efficiency investments they can make outside of the utility-sponsored DSM programs.

Rule 25-17.0021, F.A.C., requires that all FEECA utilities offer a Walk-Through Audit, a Building Energy-Efficiency Rating System (BERS) Audit, and a Computer-Assisted Audit to their residential customers. All FEECA electric utilities offer Walk-Through Audits for their commercial customers as well. In addition to the required audits, FEECA utilities also offer online and phone audits which have become increasingly popular with customers. While online and phone audits are not as thorough as Walk-Through Audits, they give customers access to much of the same information on their own time, without the need to schedule appointments with their utility. These audits also typically have lower administrative costs than Walk-Through Audits.

As a part of its goalsetting process, PGS was granted a waiver which exempts the company from the requirement to offer Walk-Through Audits. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. In April 2020, PGS launched its Residential Customer Assisted Audit program as an online audit program for residential customers. In 2022, a total of 12,834 audits of this type were conducted. In addition, PGS launched its Commercial Walk-Through Energy Audit program in July 20, 2023.

Residential Audits

As shown in Table 9 below, the FEECA electric utilities performed a total of 248,398 residential audits in 2022, which was about 41,000 more residential audits compared to 2021 when 207,066 audits were conducted.²⁹

Table 9
Residential Audits by Type (2022)

Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	13,824	53,446	15,361	82,631
DEF	8,598	25,919	3,208	37,725
TECO	4,310	109,802	0	114,112
FPUC	18	56	0	74
JEA	4,758	7,629	0	12,387
OUC	1,469	0	0	1,469
Total	32,977	196,852	18,569	248,398

Source: FEECA utilities' 2022 demand-side management annual reports.

By type, the FEECA electric utilities were less restricted in 2022 to offer in-person audits compared to 2021, when periods of suspensions and restrictions occurred as a result of COVID. Collectively, the number of in-person audits conducted in 2022 rose by about 61 percent (32,977 in 2022 compared to 20,476 in 2021). For virtual audits, the overall number of online audits rose in 2022, while the number of audits by phone declined slightly. Across all FEECA electric utilities, the number of online audits conducted in 2022 rose by about 18 percent (196,852 in 2022, compared with 166,823 in 2021), while the number of audits by phone fell by about 6 percent (18,569 in 2022 compared to 19,767 in 2021).

Overall, DEF, TECO, FPUC and JEA all reported that more audits were conducted in 2022, compared to 2021. FPL reported more in-person and phone audits, but fewer online audits were conducted in 2022 compared to 2021, which resulted in a lower number of audits overall for 2022. FPL stated that two significant storm events in the fourth quarter of 2022 (Hurricanes Ian and Nicole) impacted the number of residential customers that requested audits. For OUC, the utility conducted more in-person audits (1,469 in 2022, compared to 1,229 in 2021), but reported no virtual audits for 2022, which resulted in an overall decline for the year. OUC's decline in virtual audits conducted in 2022 was attributable to the change in reporting by the utility to clarify the distinction between an energy survey and an energy audit.³⁰

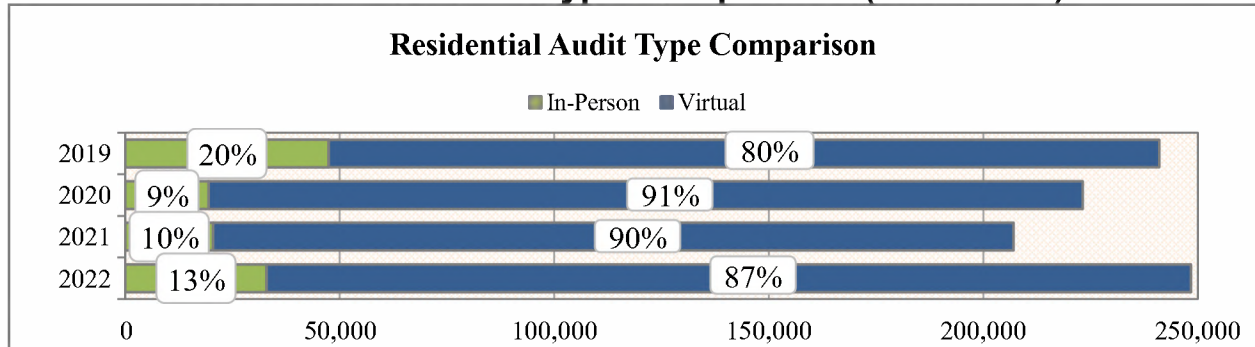
In 2019, before the onset of COVID-related program suspensions, approximately 80 percent of all residential audits were conducted virtually, and the balance were conducted in person. For 2020, when periods of suspensions were experienced, not only did the overall number of audits

²⁹Walk-Through, BERS, and Computer-Assisted audits all require a utility auditor to physically inspect the customer's premises, and therefore are consolidated for the purposes of Figures 3 and 4. On a percentage basis, the number of residential audits conducted in 2022 grew by about 20 percent, compared with 2021.

³⁰Although not reflected in Table 9, OUC conducted 1,185 online energy surveys for residential customers in 2022.

decline, but a proportional shift was observed, with virtual audits growing from 80 percent of total audits to 91 percent, and in-person audits declining from 20 percent of total audits to 9 percent, as shown in Figure 3 below. For 2021, the proportional relationship remained similar to 2020, even though fewer total audits were conducted. For 2022, the proportional relationship between in-person audits and virtual audits moved in the direction of pre-pandemic levels, with increased in-person audits. In addition, the overall number of audits was higher than the three previous years.

Figure 3
Residential Audits Type Comparison (2019-2022)



Source: FEECA utilities' 2019-2022 demand-side management annual reports.

Commercial / Industrial Audits

On an overall basis, Table 10 below shows that the FEECA electric utilities performed 6,931 commercial/industrial energy audits in 2022, compared to 5,591 such audits in 2021. Although in 2021, FPL, DEF, TECO, and Gulf all offered C/I audits through in-person and virtual means, only DEF and primarily FPL continued the practice of offering virtual audits in 2022. For TECO, JEA, and OUC, all of the audits conducted for this customer class in 2022 were conducted by site visits as in-person audits. FPUC does not offer an audit program for commercial/industrial customers.

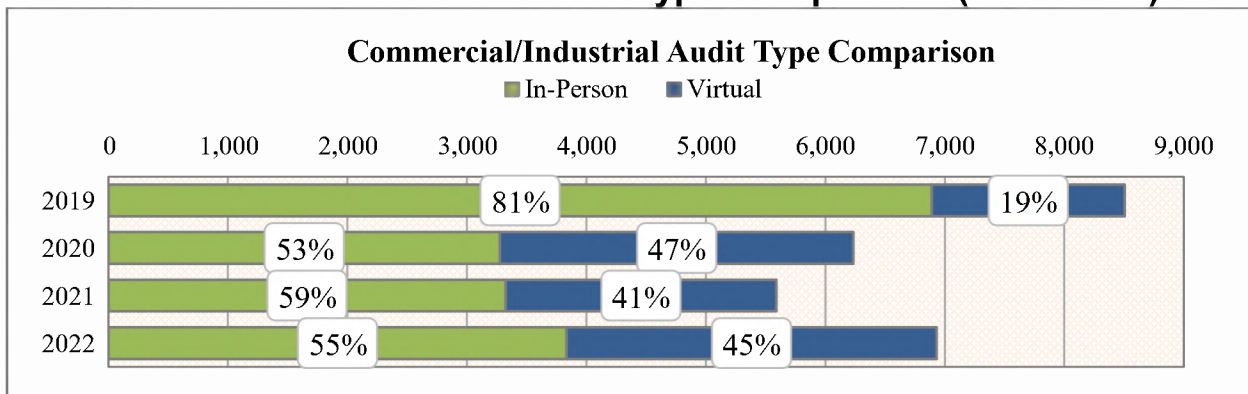
Table 10
Commercial / Industrial Audits by Type (2022)

Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	2,574	536	2,559	5,669
DEF	143	0	3	146
TECO	766	0	0	766
FPUC	0	0	0	0
JEA	320	0	0	320
OUC	30	0	0	30
Total	3,833	536	2,562	6,931

Source: FEECA utilities' 2022 demand-side management annual reports.

Figure 4 below shows that a higher number of C/I audits were conducted in 2019, prior to all of the periods of suspensions that occurred at different times in 2020 and 2021. In 2019, about 81 percent of all commercial/industrial audits were conducted as on-premises (in-person) audits, with the balance conducted virtually. In 2020, a pronounced shift to this proportion was observed, such that on-premises audits in that year declined to 53 percent of total commercial/industrial audits. In 2021, that shift reversed slightly, when the on-premises audits as a percentage of total audits rose to 59 percent. The total number of commercial/industrial audits declined significantly in 2020, and a smaller decrease was noted in 2021. In 2022, the total number of commercial/industrial audits increased compared to 2021, although the proportional number of virtual audits is dominated by the results from one utility (FPL).

Figure 4
Commercial / Industrial Audit Type Comparison (2019-2022)



Source: FEECA utilities' 2019-2022 demand-side management annual reports.

3.3 Low-Income Programs

The 2014 DSM Goals Order³¹ states, “When the FEECA utilities file their DSM implementation plans, each plan should address how the utilities will assist and educate their low-income customers, specifically with respect to the measures with a two-year or less payback.”³² In accordance with this Order, each electric FEECA utility has implemented programs within its DSM plan that address low-income conservation. Low-income customer participation in energy conservation programs furthers the intent of FEECA by encouraging potential demand and energy reduction in Florida. Customers that participate in these programs benefit through increased knowledge of conservation opportunities and through rebates on energy saving equipment, resulting in potential bill reduction.

Low-income programs mainly focus on efforts to provide energy efficiency information, weatherization opportunities and the installation of energy efficient measures to residential homes. In many cases, the utilities have established partnerships with government and non-profit agencies. They work together to help identify low-income neighborhoods and educate customers on conservation opportunities through energy audits, bill inserts, presentations, and other measures.

³¹The 2014 DSM Goals Order references electric utilities only.

³²Order No. PSC-14-0696-FOF-EU, issued December 16, 2014, in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

Since 2015, all of the electric FEECA utilities have submitted programs in their DSM plans tailored to offer assistance to qualifying customers. Each FEECA utility's conservation efforts with respect to low-income customers during 2022 are discussed below.

FPL

Through its Low Income Weatherization program, FPL leverages its partnerships with Weatherization Assistance Providers throughout its territory to offer these providers rebates for installation of program measures in qualifying homes.³³ In 2022, FPL focused on direct outreach to income qualified communities by coordinating with property managers for large income qualified communities, as well as to individuals who have requested a home energy survey in income qualified zip codes. In its Northwest Florida service territory, FPL uses former Gulf Power vendor Honeywell International to deliver this program.

There are three ways a qualified customer can enroll in FPL's Low Income Weatherization program. First, when a customer in an income qualified zip code initiates contact with the company with a high bill concern or an energy survey request, the customer is encouraged to schedule an in-home energy survey. During that field service visit, the FPL representative conducting the energy survey will install program measures. Second, income qualified neighborhoods are identified and targeted for canvassing by FPL representatives who offer installation of program measures in a proactive manner. Finally, FPL customers can contact Weatherization Assistance Providers for direct assistance. The Weatherization Assistance Providers are responsible for qualifying customers who approach them for direct assistance, and would receive rebates directly from FPL when providing measure to customers.

DEF

DEF's Low Income Weatherization Assistance program is operated through weatherization agencies. The company and participating agencies, including the State of Florida's Department of Economic Opportunity, forge agreements to address direct payments from DEF to those entities upon the installation of weatherization measures. From DEF's website, customers must select a link requesting financial assistance, and thereafter, must make a selection for the "Low Income Energy Assistance program." Once that selection is made, customers must follow an additional website link to reach partnering agencies to obtain information on qualifying for this program. The company meets directly with participating agencies and organizations to share information about their Low Income Weatherization Assistance program and offers assistance in getting incentives through the program. In addition, DEF conducts Energy Education workshops for both agencies and their customers. DEF does not use advertising resources to promote this program.

In 2022, DEF worked with the Pinellas County Urban League, Mid-Florida Community Services, Osceola Council on Aging and other social service organizations to ensure these entities are aware of the benefits available to low-income customers. Currently, DEF is finalizing the arrangements for the Pinellas County Housing Authority to offer the program. DEF believes that this move will help increase participation in its Low Income Weatherization program.

³³The Weatherization Assistance Program offered by FPL and other investor-owned electric utilities in Florida is a United States Department of Energy program that is administered at the state and local levels. Resource links are provided at this website: <https://www.energy.gov/scep/wap/how-apply-weatherization-assistance>

TECO

After periods of COVID-related suspensions in 2021, TECO's Neighborhood Weatherization (Low Income) program experienced a large increase in participation in 2022. (Participation in this program rose from 2,923 in 2021 to 9,159 in 2022.) In 2022, TECO used social media outlets (Facebook and Twitter) to promote this program and also to announce energy education and awareness events in their service territory. As in prior years, TECO partnered with and provides resources and training on an ongoing basis to different social service agencies regarding access to this and all of the company's DSM programs. In 2022, TECO customers learned about the program through direct contact with call center employees, or through referrals through social service agencies. After such referrals, company personnel were directly involved in determining if customers qualified for enrolling in the Neighborhood Weatherization program.

Although unrelated to its Neighborhood Weatherization program, TECO also began an energy equity initiative with the American Council for an Energy Efficient Economy to develop energy scorecards for measuring and benchmarking energy equity. TECO started a three year study through the Consortium for Energy Efficiency to characterize and define hard to reach audiences and to ensure the program administrators are equitably serving all their customers. TECO began sponsoring the Distributed Energy Financial Group's Executive Advisory Panel of the Equity in the Clean Energy Economy, which examines the impacts of distributed and renewable energy on the grid with particular attention provided to ensure that at-risk customers share the benefits of the transition to a clean energy economy. This sponsorship focuses on improving customer options, experience, and service to low income customers through the Low Income Energy Issues Forum. Also in 2022, TECO also joined a new partnership with the Center of Economic Development Organization to create awareness and provide education to veterans, disabled customers, seniors, and low income homeowners.

FPUC

FPUC does not offer a low income program, although it conducts outreach programs to all customers, including low-income customers, through the company's website, customer contact centers, billboards, and other forms of advertising in its service territory. From the company's website, all customers can access an on-line tool, Energy Expert, which provides energy-related tips, advice, articles, videos, blog content, and other downloadable materials. Via the Energy Expert program, FPUC customers learn about basic and advanced energy efficiency and conservation. FPUC also provides a downloadable reference file containing contact information for all Special Assistance Programs and Agencies within its operating territory. This on-line energy conservation resource features an "Ask the Energy Expert" feature which allows customers to submit energy-related questions to the company and receive a direct response from FPUC personnel.

JEA

JEA's specific program for low-income customers called its Neighborhood Energy Efficiency Program. This program included free installation of conservation products and provides energy education packets that give customers energy-saving ideas and information about JEA's other DSM programs. JEA also promotes the availability of nonprofit community-based utility bill assistance programs, including its Neighbor to Neighbor donation program. These programs are found on the JEA website and amplified through social media and direct email promotions.

In 2022, JEA continued its partnership with multiple government and non-profit agencies that provide direct and indirect financial assistance to customers in its service territory. In addition, JEA developed and presented conservation based educational resources designed to help homeowners understand the biggest users of energy and water inside and outside the home, and how to better manage usage.

OUC

In 2022, OUC continued its Project Care and Efficiency Delivered programs to assist low-income customers in conserving energy and demand. Project Care assists customers in paying their energy bills and implementing energy efficiency measures. OUC donates \$2 for every \$1 donated to the program. In the income-based Efficiency Delivered program, OUC pays for 85 percent of the costs for energy and water efficiency upgrades up to a cap of \$2,500 per installation. Income qualified participants pay the remaining 15 percent over the first 24 months, interest free.

In 2022, OUC worked with contractors to send out energy reports to over 40,000 customers every month with tips and suggestions on ways to save energy. And although unrelated to specific program, the utility also enabled a Google Translate feature on its main website (OUC.com) in order to mitigate any language barriers for customers that speak languages other than English or Spanish.

3.4 Investor-Owned Utility Research and Development Programs

In addition to specific DSM programs that provide measurable demand and energy savings, the four electric IOUs conduct conservation research and development initiatives to evaluate emerging DSM opportunities. In these programs, Florida's electric IOUs often partner with universities or established industry research organizations. With the arrival of new electricity-consuming products and new technologies, research and development by Florida's electric IOUs creates opportunities to identify emergent options to conserve electricity. The recent initiatives undertaken by the electric IOUs are discussed below.

FPL

In 2022, FPL did not formally launch any new research initiatives, although it began exploring the prospect of retro-commissioning as a vehicle to expand the application of technologies such as energy recovery ventilators, demand control ventilators, and variable speed drives. FPL hopes to initiate a scoping project in the northwest portion of its service territory. A candidate customer facility has been identified, local engineering expertise has been retained, and the scoping study has started.

In 2022, FPL continued to develop their Smart Panel Customer pilot program started in 2020. After reviewing proposals from multiple existing and emerging equipment providers, FPL acquired small samples of three technologies to evaluate in employee homes. FPL continues to monitor and support these installations and incorporated early leanings into the subsequent Smart Panel Customer Pilot. FPL also continues dialogue with the Florida Solar Energy Center (FSEC) and the building science and engineering departments of several Florida universities. FPL continued its participation in Electric Power Research Institute (ERPI) and E-source research initiatives.

DEF

In 2022, DEF launched a project to evaluate the demand response capability of the Ford Lightning Electric Pickup Truck in a Vehicle-to-Grid (V2G) configuration. The pilot will consist of lab testing of the vehicle, electric vehicle charger and home integration system. DEF will also test the system in four employee volunteer homes. This project will focus on the capabilities of the Ford Lightning EV to provide V2G demand response, Vehicle-to-Home backup power and EV charging control. These systems could be used as a part of DEF's Demand Response Program. The project is expected to conclude in 2024.

In 2022, DEF continued a research project with the University of Central Florida (UCF) to document the value of long-duration customer-side energy storage systems, and with the University of South Florida (USF) to leverage customer-sited solar PV and energy storage. DEF continued a pilot to develop software, firmware, and applications for a Smart Home Gateway to evaluate the potential for a future home energy management program and its ability to enhance the Company's future energy efficiency and DR programs. In this pilot, capabilities are being developed and tested to enable appliance demand response using CTA-2045 (EcoPort) local control and also circuit breaker devices that can monitor and respond to changes in demand in real time. The Smart Home Gateway can also potentially be used to engage customer awareness of how energy is being used in the home. In addition, DEF continued the Electric Power Research Institute (EPRI) Solar DPV project for data collection to document customer solar resources with a focus on larger PV arrays with and without energy storage. DEF also continued participation in an EPRI project to study the potential of using customer demand response to compensate for variable loads and intermittent renewable generation resources.

In 2022, DEF completed the EPRI Energy Management Circuit Breaker (EMCB) Project. This project explored the potential for developing a program for customer circuit breakers that include communication, metering, and remote operation for potential applications including EE, DR, and integration of distributed energy resources. The EMCB hardware and software in the field pilot program collected operational data from appliances in 9 customer homes. The hardware from this project is being utilized in other ongoing Technology Development pilots including the V2G Project and the Smart Home Gateway Project. The commercial version of the EMCB-EV (a self-contained electric vehicle charger) is still being studied for potential opportunities for controlled charging for EVs and Demand Response capabilities. This data will be used to document the operation of these breakers and assess the cost-effectiveness for potential EE and DR programs.

TECO

TECO did not initiate any new projects in 2022. TECO, although it continued several, including its Light Emitting Diode (LED) Street and Outdoor Lighting program and also its Integrated Renewable Energy System (IRES) program that was initiated in 2021. The IRES program is gathering data from an array featuring an 862 kW photovoltaic system located on five carports, five commercial-sized power pack batteries capable of storing 1,160 kWh of energy, six dual headed level "2" electric vehicle charging systems, and 10 industrial truck battery charging stations.

In 2022, TECO also continued a research project with the University of South Florida (USF) to evaluate small to mid-size commercial battery storage installations through research and field study with at least one battery being installed at a commercial/industrial customer's facility.

FPUC

FPUC did not initiate any new research projects in 2022, although it continued work on its Powerhouse Project that began in 2021. This research study has been extended through 2023 at the request of the participant, an industrial customer in the Company's service territory. The Powerhouse Project gathers usage data and uses an engineered apparatus to moderate the amount of energy used by reducing the reactive power delivered to the customer. Results from the Powerhouse Project research are being analyzed by the manufacturer of the apparatus, by the utility, and also by the industrial customer. This project is expected to run through December 2023.

Section 4. Conservation Cost Recovery

Florida's IOUs are allowed to recover reasonable expenses for Commission-approved DSM programs through cost recovery clauses. For electric IOUs, the recovery mechanism is the ECCR clause. For natural gas LDCs, the recovery mechanism is the NGCCR clause. These costs include utility expenses such as administrative costs, equipment, and incentive payments to customers. Before requesting recovery of costs through the ECCR clause, an electric IOU must provide data on DSM program cost-effectiveness. The Commission conducts a financial audit each year prior to approving cost recovery of these expenses.

4.1 Electric IOU Cost Recovery

From 2010 through 2014, annual electric utility expenditures to fund conservation programs grew due to additions and modifications of these programs. However, total annual costs recovered from customers through the ECCR clause after 2014 have declined for most IOUs due to DSM program modifications. In addition, these utilities have reported that 2020 and 2021 COVID-related impacts have resulted in lower levels of customer participation in DSM programs, contributing to the more recent decline in DSM expenditures. Table 11 shows the annual DSM expenditures recovered by Florida's IOUs from 2013-2022.

Table 11
DSM Expenditures Recovered by IOUs (2013-2022)

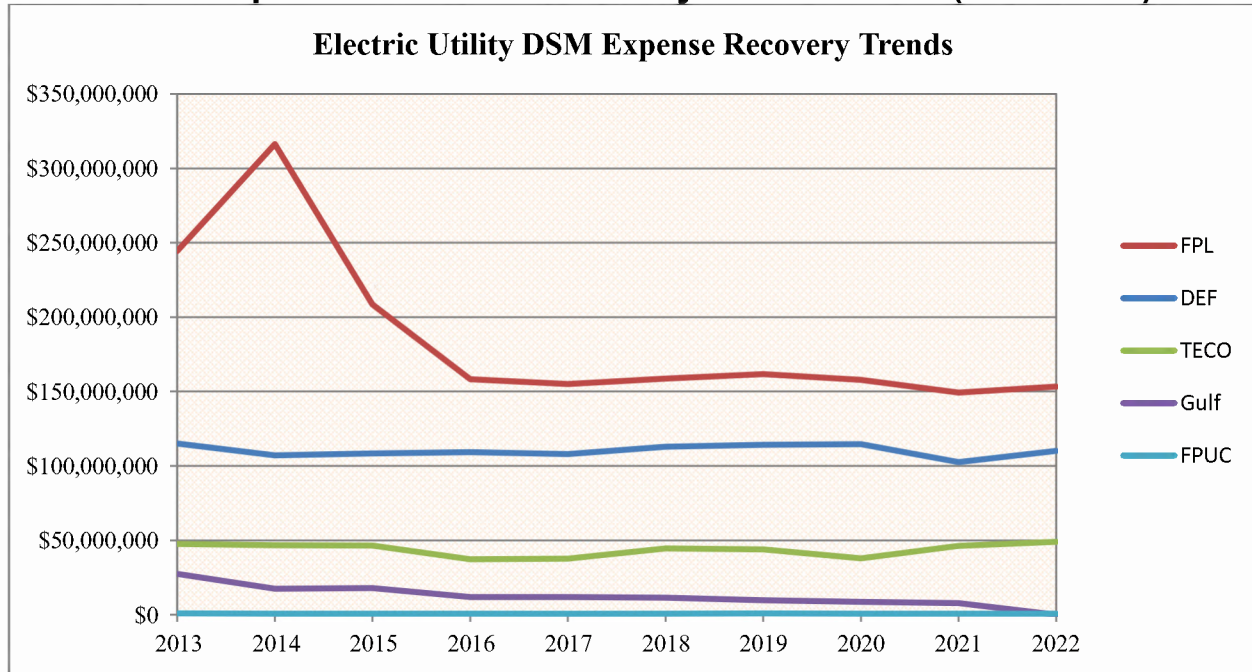
	FPL	DEF	TECO	Gulf	FPUC	Total
2013	\$244,443,534	\$115,035,455	\$47,502,652	\$27,431,962	\$806,698	\$435,220,301
2014	\$316,311,166	\$107,033,335	\$46,620,508	\$17,412,618	\$772,612	\$488,150,239
2015	\$208,643,788	\$108,455,141	\$46,516,401	\$17,961,885	\$718,616	\$382,295,831
2016	\$158,174,787	\$109,155,438	\$37,242,148	\$11,915,459	\$687,590	\$317,175,422
2017	\$154,916,595	\$107,890,962	\$37,585,598	\$11,854,558	\$640,996	\$312,888,709
2018	\$158,735,829	\$112,863,333	\$44,558,717	\$11,399,250	\$656,154	\$328,213,283
2019	\$161,738,898	\$114,084,224	\$43,988,528	\$9,607,262	\$865,843	\$330,284,755
2020	\$157,892,907	\$114,692,900	\$37,850,526	\$8,637,394	\$782,143	\$319,855,870
2021	\$149,275,934	\$102,542,901	\$46,328,538	\$7,852,934	\$751,683	\$306,751,990
2022	\$153,282,683	\$110,172,154	\$48,985,457	*	\$668,543	\$313,108,837
Total						\$3,220,836,400

Source: Docket Nos. 20140002-EG through 20230002-EG, Schedules CT-2 from the IOUs' May testimonies.

*Effective January 1, 2022, FPL and Gulf Power Company (Gulf) operationally merged.

Figure 5 shows trends in annual DSM expenditures for the five electric IOUs from 2013 to 2022.³⁴

Figure 5
DSM Expenditures Recovered by Electric IOUs (2013-2022)



Source: Docket Nos. 20140002-EG through 20230002-EG, Schedules CT-2 from the IOUs' May testimony.

*FPL's 2014 recovery included a one-time \$56.3 million payment to Solid Waste Authority of Palm Beach County related to a construction project to expand the capacity of an existing waste-to-energy facility. See DN 20110018-EU.

During the annual ECCR clause proceedings, the Commission approves the ECCR factors, by customer class, which each utility will apply to the energy and demand portions of customer bills. These factors are set using each IOU's estimated conservation costs for the next year and reconciliation for any actual conservation cost over- or under-recovery amounts associated with the current and prior years.

In November 2023, the Commission set the ECCR factors for the period January through December 2024. Table 12 illustrates the approved ECCR factors and the monthly bill impact for a residential customer. For illustrative purposes, these factors are applied to a monthly residential bill based on 1,000 kilowatt-hours (kWh) per month energy usage.

³⁴Because Table 5 incorporates the dollar amounts for DSM expenditures between the largest (FPL) and smallest (FPUC) investor-owned electric utilities, the scale for the X-axis (dollars) must accommodate very small and very large data points. As such, the data points in the line graph for FPUC appears as near zero values, although the actual values range between \$640,000 and \$870,000.

Table 12
Residential Energy Conservation Cost Recovery Factors (2024)

Utility*	ECCR Factor (Cents per kWh)	Monthly Bill Impact (Based on usage of 1,000 kWh)
FPL	0.124	\$1.24
DEF	0.330	\$3.30
TECO	0.215	\$2.15
FPUC	0.144	\$1.44

Source: Order No. PSC-2023-0342-FOF-EG, Docket No. 20230002-EG.

*While JEA and OUC fall under the FEECA Statute, the Commission does not regulate electric rates for municipal utilities.

4.2 Natural Gas Cost Recovery

Commission Rule 25-17.015, F.A.C., establishes a mechanism for recovery of reasonable costs attributed to natural gas conservation programs. While PGS is the only natural gas utility subject to FEECA, the other LDCs covered in this section offer Commission-approved DSM programs without a specific therm savings goal. As it does for the electric IOUs, the Commission also conducts financial audits of the LDCs' conservation expenditures on a yearly basis and adjusts the LDCs' cost recovery factors to allow for recovery of actual and projected program-related costs. Table 13 shows the amounts each LDC recovered in natural gas conservation program expenditures from 2013-2022.

Table 13
DSM Expenditures Recovered by LDCs (2013-2022)

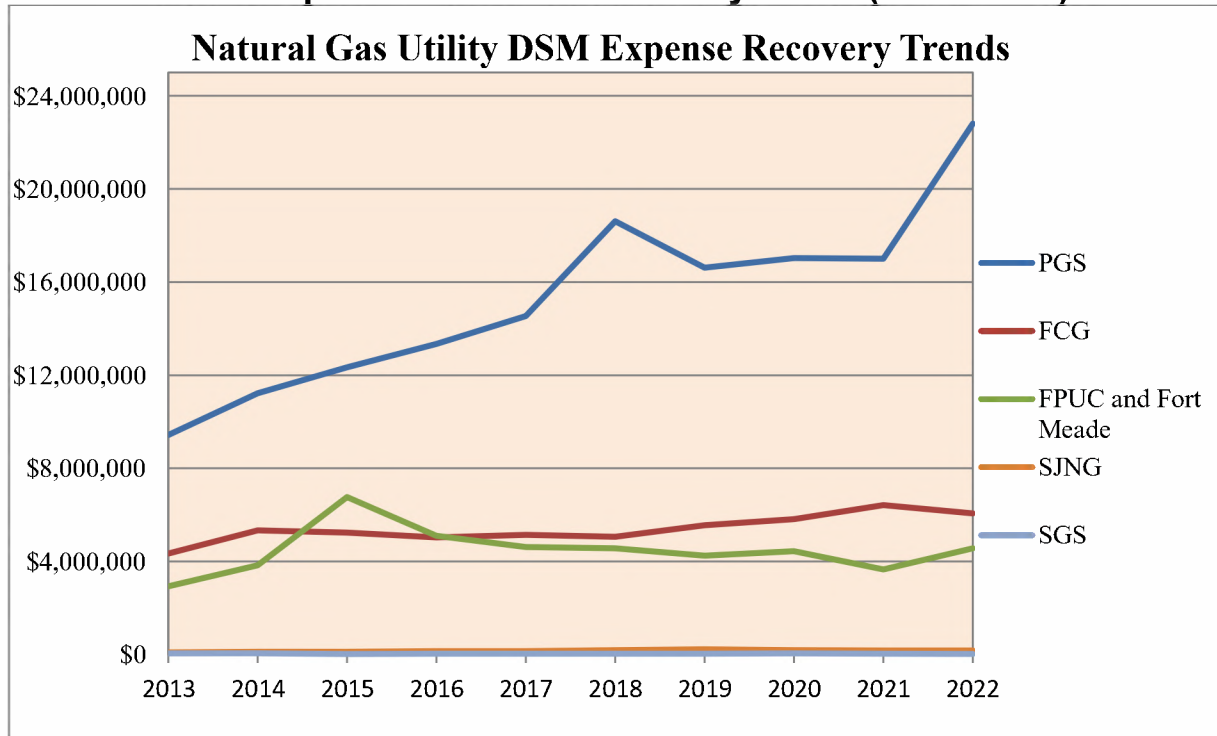
	PGS	FCG	FPUC Consolidated Companies			SJNG	SGS	Total
			FPUC and Fort Meade	Chesapeake	Indiantown			
2013	\$9,432,551	\$4,342,603	\$2,935,140	\$742,412	\$10,222	\$96,575	\$53,967	\$17,613,470
2014	\$11,229,211	\$5,343,191	\$3,844,386	*	*	\$128,000	\$58,382	\$20,603,170
2015	\$12,335,245	\$5,240,383	\$6,768,175			\$123,400	\$33,563	\$24,500,766
2016	\$13,345,716	\$5,037,863	\$5,098,245			\$156,250	\$36,801	\$23,674,875
2017	\$14,543,555	\$5,149,573	\$4,617,501			\$144,900	\$42,237	\$24,497,766
2018	\$18,605,532	\$5,067,917	\$4,562,021			\$190,625	\$47,126	\$28,473,221
2019	\$16,619,336	\$5,564,237	\$4,252,769			\$231,600	\$46,184	\$26,714,126
2020	\$17,031,280	\$5,824,651	\$4,447,010			\$189,625	\$52,162	\$27,544,728
2021	\$16,999,771	\$6,421,893	\$3,653,829			\$179,450	\$40,411	\$27,295,354
2022	\$22,801,408	\$6,070,844	\$4,573,742			\$173,225	\$30,841	\$33,650,060
Total								\$254,567,536

Source: Docket Nos. 20130004-GU through 20230004-GU, Schedules CT-2 from LDCs' May testimonies.

*Spending combined with FPUC.

Figure 6 shows the trends in annual conservation expenditures for all LDCs from 2013 to 2022.³⁵ In 2013, the Commission approved the LDCs' Commercial Conservation programs, resulting in additional overall conservation expenditures.³⁶

Figure 6
DSM Expenditures Recovered by LDCs (2013-2022)



Source: Docket Nos. 20130004-EG through 20230004-EG, Schedules CT-2 from the LDCs' May testimony.

*Note that since 2014, DSM expenditures for CUC and IGC were consolidated with FPUC-Fort Meade, and reported as FPUC Consolidated Companies.

In November 2023, the Commission set the natural gas LDC conservation cost recovery factors for the 2024 billing cycle. Table 14 provides the LDCs' residential cost recovery factors for 2024 and the impact on a residential customer bill using 20 therms of natural gas per month.

³⁵Because Table 6 incorporates the dollar amounts for DSM expenditures between the largest (PGS) and smallest (SGS) investor-owned natural gas utilities, the scale for the X-axis (dollars) must accommodate very small and very large data points. As such, the data points in the line graph for SGS and SJNG appear as near zero values, although the actual values range between \$30,000 and \$58,000 for SGS and \$96,000 and \$231,000 for SJNG. The upward-sloping trend line shown for PGS in 2022 was due to an under-recovery of actual costs primarily attributable to new construction activity in its service territory.

³⁶Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

Table 14
Residential Natural Gas Conservation Cost Recovery Factors in 2024

Utility	Cost Recovery Factor (Cents per Therm)	Monthly Bill Impact (Based on usage of 20 Therms)
PGS	21.579	\$4.32
FCG	29.484	\$5.90
FPUC – Consolidated	13.035	\$2.61
SJNG	33.922	\$6.78
SGS	12.985	\$2.60

Source: Order No. PSC-2023-0346-FOF-GU, Docket No. 20230004-GU.

Section 5. Educating Florida’s Consumers on Conservation

5.1 Commission Consumer Education Outreach

While the Commission has statutory authority to require conservation efforts by regulated utilities, as part of the agency’s outreach program, the Commission complements utility efforts with its conservation-related activities. To effectively reach as many consumers as possible, the Commission’s consumer education program uses a variety of platforms to share conservation information, including the Commission website, public events, brochures, press releases and articles, E-Newsletters, YouTube, LinkedIn, and X (formerly Twitter). Most of the data in this section covers October 2022 through August 2023.

Conservation information is also available through other governmental and utility websites. Section 5.2 lists related websites for state and federal agencies, investor-owned electric utilities, and local gas distribution companies to assist consumers further.

Triple E Award

Every four months, the Commission recognizes a small business for implementing Commission-approved, cost-effective conservation programs. Covering the state’s five major geographic areas, the Commission presents its Triple E Award—for Energy Efficiency Efforts—to a local business that has accomplished superior energy efficiency by working with its local utility to help reduce its energy footprint. Triple E Award recipients receive an award plaque, are highlighted statewide via a press release and on X (@floridapsc), and are featured and archived on the FPSC website, www.FloridaPSC.com, under Consumer Information/Consumer Portal.

Website Outreach Resources

In January 2023, the Commission launched its new and improved consumer-friendly website, www.FloridaPSC.com. There is an assortment of energy conservation brochures, publications, and other free resources to help consumers save energy on the new FPSC website. Conservation brochures may be viewed and printed directly from FloridaPSC.com/publications, [ordered online](#), or requested by mail or phone. The Commission received almost 50,000 requests for its publications during the reporting period, and according to Google Analytics, Consumer Assistance website page views reached nearly 525,000.

Newsletters

Recently redesigned and updated, the Commission’s quarterly [Consumer Connection Newsletter](#) (CCN) features current energy and water conservation topics, consumer tips, and general Commission information. Conservation-related information highlighted through video and text during the reporting period includes: *Chairman Andrew Fay Demonstrates Drone Technology Used by Utilities*, *How to Spot a Scam*, *New Mini Guide on Transportation Electrification*, and *Conquer the Chill with a Lower Electricity Bill*. The CCN is available under Consumer Assistance on the Commission’s homepage and distributed to consumers via X (@floridapsc) or by subscribing to the free [newsletter](#) online.

National Consumer Protection Week

National Consumer Protection Week (NCPW), March 5-11, 2023, highlights consumer protection and education. The Commission joins the annual Federal Trade Commission effort to promote conservation education to help protect consumers' bottom line. Chairman Andrew Fay recognized the 25th Annual NCPW by raising awareness and education on scams targeting utility customers that oftentimes offer erroneous home energy audits.

For NCPW 2023, the Commission presented information to consumers in Bay, Duval, and Leon Counties, showing them how to save money through energy and water conservation and avoid scams. A virtual meeting was also held with a housing authority in Pasco County. For more than a decade, the FPSC has joined government agencies, advocacy organizations, and private sector groups nationwide to highlight NCPW.

Older Americans Month

Each May, the Commission participates in Older Americans Month, a national project to honor and recognize older Americans for their contributions to families, communities, and society. "Aging Unbound" was the theme for Older Americans Month 2023. The FPSC partnered with community centers in Clay, Lake, and Leon Counties to meet with seniors in person and discuss FPSC information. A virtual meeting was also held with a housing authority in Collier County.

Energy Awareness Month

Each October, the U.S. Department of Energy sponsors National Energy Awareness Month to promote smart energy choices and highlight economic and job growth, environmental protection, and increased energy independence. In 2022, the FPSC shared daily conservation tips on X (@floridapsc) during the month, including its Conservation House, Conserve Your World and related outreach information with consumer energy saving tips.

Community Events

FPSC Commissioners are active in communities around the state and present energy conservation information to students at area schools, seniors and low-income residents at local community centers, and county and city businesses at meetings or other events. Through ongoing partnerships with governmental entities, consumer groups, and many other service organizations, the Commission regularly distributes energy and water conservation materials. The FPSC also actively seeks new community events, venues, and opportunities where conservation materials can be distributed and discussed with consumers. In-person outreach events resumed during the 2022-2023 reporting period and virtual events continued, with more public meetings and events scheduled in the future.

In-person events where conservation information was shared from October 2022 through August 2023 included:

- Ft. Braden Community Center Lunch and Learn
- Dixie County Senior Center
- Gilchrist County Client Senior/Service Center
- Levy County Client Senior Services - Chiefland
- Chaires Community Center Lunch and Learn
- Miccosukee Community Center Lunch and Learn

- Holmes County Council on Aging
- Bradfordville Community Center Lunch and Learn
- Baker County Council on Aging
- Mary Sue Rich Community Center
- 8th Avenue Adult Activity Center
- Bay County Council on Aging, First Baptist Church
- Bay County Council on Aging, Coulliette Senior Center
- Frances Padgett Senior Center
- Mary L. Singleton Senior Center
- Woodville Community Center
- Suwannee County Health and Wellness Fair
- Hernando County Day at the Capitol
- Washington County on Aging 2023 Senior Expo
- Holmes County Council on Aging 2023 Health Fair
- William M. Beam Senior Center
- Weigel Senior Center
- Leesburg Senior Center
- Southside Umatilla Community Center
- Grandparents as Parents (GaP)
- Woodville Community Center
- Jefferson County Senior Citizens Center
- Hamilton County Senior Service Center
- Madison County Senior Citizens Counsel

Virtual meetings where conservation information was shared from October 2022 through August 2023 included:

- Bradford County Senior Center
- Hendry County State Housing Initiatives Program
- Flagler County Board of County Commissioners, Social Services/Senior Division
- Mid-Florida Community Services, Inc.
- Tampa Housing Authority
- Pasco County Housing Authority
- Okeechobee County Housing Authority
- Collier County Housing Authority
- Nassau County State Housing Initiatives Program
- Nassau County Council on Aging
- Osceola Council on Aging

Hearings and Customer Meetings

As an ongoing outreach initiative, the Commission supplies conservation brochures to consumers at FPSC service hearings and customer meetings across the state. Over the past few years, most service hearings and customer meetings have become virtual for the convenience of utility customers, limiting one-on-one educational opportunities. Outreach is achieved through an FPSC

Rate Case Overview, which all participating customers receive, that answers FAQs on the utility's rate increase request and includes Commission website links to consumer information. Two in-person service hearings during the reporting period allowed FPSC staff to share and discuss conservation brochures with attending customers.

Library Outreach Campaign

Each August, the Commission provides educational packets, including FPSC conservation materials, to Florida public libraries across the state for consumer distribution. The Commission's electronic Library Outreach Campaign reached 617 state public libraries and branches in 2023. Following the Campaign, many libraries request hard copies of FPSC brochures throughout the year.

Media Outreach

News releases are posted to the website and distributed via email and X (formerly Twitter) on major Commission decisions, meetings, and public events. The FPSC also issues news releases or posts videos to X and LinkedIn, urging energy and water conservation during annual outreach programs, such as Energy Awareness Month and NCPW. Water conservation was highlighted in March with a release on Fix a Leak Week, sponsored by the Environmental Protection Agency, and in May for National Drinking Water Week, sponsored by the American Water Works Association. FPSC articles on conservation are also featured in [*Aging Outlook*](#), the biannual digital newspaper of the Florida Department of Elder Affairs.

Youth Education

The Commission supports conservation education for Florida's young consumers. Through the FPSC's student resource booklet, [*Get Wise and Conserve Florida!*](#), children can learn about energy and water conservation through engaging puzzles and games. The booklet is promoted to all public libraries through the Library Outreach Program, is available at all Commission outreach events, and continues to be a favorite during senior events.

5.2 Related Websites

State Agencies and Organizations

- Florida Public Service Commission – <http://www.floridapsc.com/>
- Florida Department of Environmental Protection – <http://www.dep.state.fl.us>
- The Office of Energy – <https://www.fdacs.gov/Divisions-Offices/Energy>
- Florida Solar Energy Center – <https://energyresearch.ucf.edu/>
- Florida Weatherization Assistance – <https://www.benefits.gov/benefit/1847>
- Florida's Local Weatherization Agencies List - <https://floridajobs.org/community-planning-and-development/community-services/weatherization-assistance-program/contact-your-local-weatherization-office-for-help>

U.S. Agencies and National Organizations

- U.S. ENERGY STAR Program – <https://www.energystar.gov/>
- U.S. Department of Energy – Energy Efficiency and Renewable Energy Information <http://www.eere.energy.gov/>
- National Energy Foundation – <https://nef1.org/>

Florida's Utilities Subject to FEECA

- Florida Power & Light Company – <http://www.fpl.com/>
- Duke Energy Florida, LLC – <http://www.duke-energy.com/>
- Tampa Electric Company – <http://www.tampaelectric.com/>
- Florida Public Utilities Company – <http://www.fpuc.com/>
- JEA – <http://www.jea.com/>
- Orlando Utilities Commission – <http://www.ouc.com/>
- Peoples Gas System – <http://www.peoplesgas.com/>

Florida's Investor-Owned Natural Gas Utilities

- Florida City Gas – <http://www.floridacitygas.com/>
- Florida Division of Chesapeake Utilities – <http://www.chpk.com/companies/chesapeake-utilities/>
- Florida Public Utilities Company – <http://www.fpuc.com/>
- Florida Public Utilities Company – Ft. Meade Div. – <http://www.fpuc.com/fortmeade/>
- Florida Public Utilities Company – Indiantown Div. – <http://www.fpuc.com/about/fpufamily>
- Peoples Gas System – <http://www.peoplesgas.com/>
- Sebring Gas System – <http://www.sebringgas.com/>
- St. Joe Natural Gas Company – <http://www.stjoenaturalgas.com/>

Appendix A. 2022 FEECA Utility Conservation Programs

Electric IOUs

Florida Power & Light Company	
Residential Programs	Residential Home Energy Survey Residential Load Management (On Call®) Residential Air Conditioning Residential New Construction (BuildSmart®) Residential Ceiling Insulation Residential Low-Income Weatherization
Commercial/Industrial Programs	Business Energy Evaluation (BEE) Business On Call® Commercial/Industrial Demand Reduction (CDR) Commercial/Industrial Load Control (CILC) Business Heating, Ventilating, and Air Conditioning (HVAC) Business Lighting Business Custom Incentive (BCI) Curtable Load
Other	Conservation Research and Development (CRD) Cogeneration & Small Power Production

Duke Energy Florida, LLC	
Residential Programs	Home Energy Check Residential Incentive Neighborhood Energy Saver Low-Income Weatherization Assistance Residential Load Management
Commercial/Industrial Programs	Business Energy Check Smart Saver Business (f/k/a Better Business) Commercial Energy Management Smart Saver Custom Incentive Interruptible Service Curtable Service Standby Generation
Other	Technology Development Qualifying Facilities

Tampa Electric Company	
Residential Programs	Residential Energy Audits (4 Programs) Residential Ceiling Insulation Residential Duct Repair Energy Education, Awareness, and Agency Outreach ENERGY STAR for New Multi-Family ENERGY STAR for New Homes ENERGY STAR Pool Pumps ENERGY STAR Thermostats Residential Heating and Cooling Neighborhood Weatherization (Low-Income) Residential Price Responsive Load Management (Energy Planner) Residential Prime Time Plus (Residential Load Management) Residential Window Replacement
Commercial/Industrial Programs	Commercial/Industrial Energy Audits (2 Programs) Commercial Chiller Cogeneration Conservation Value Commercial Cooling Demand Response Facility Energy Management System Industrial Load Management (GSLM 2&3) Street and Outdoor Lighting Conversion Lighting Conditioned Space Lighting Non-Conditioned Space Lighting Occupancy Sensors Commercial Load Management (GSLM 1) Commercial Smart Thermostats Standby Generator Variable Frequency Drive for Compressors Commercial Water Heating
Other	Conservation Research and Development Integrated Renewable Energy System Renewable Energy

Florida Public Utilities Company	
Residential Programs	Residential Energy Survey Residential Heating and Cooling Efficiency Upgrade
Commercial/Industrial Programs	Commercial Energy Consultation Commercial Heating and Cooling Efficiency Upgrade Commercial Chiller Upgrade Commercial Reflective Roof
Other	Conservation Demonstration and Development Low-Income Energy Outreach

Electric Municipal Utilities

JEA	
Residential Programs	Residential Energy Audit Residential Solar Water Heating Neighborhood Efficiency (Low-Income) Residential Efficiency Upgrade Energy Efficient Products MyWay Prepaid Program
Commercial/Industrial Programs	Commercial Energy Audit Commercial Prescriptive Lighting Program Commercial Prescriptive Small Business Direct Install Custom Commercial

Orlando Utilities Commission	
Residential Programs	Home Energy Survey Duct Repair Rebate Ceiling Insulation Rebate High-Performance Windows Rebate Efficient Electric Heat Pump Rebate New Home Rebate Heat Pump Water Heater Rebate Efficiency Delivered (Low-Income)
Commercial/Industrial Programs	Energy Audit Efficient Electric Heat Pump Rebate Duct Repair Rebate Ceiling Insulation Rebate Cool/Reflective Roof Rebate Indoor Lighting Billed Solution Indoor Lighting Rebate Custom Incentive

Natural Gas LDC

Peoples Gas System	
Residential Programs	Residential Customer Assisted Energy Audit Residential New Construction Residential Retrofit Residential Retention
Commercial/Industrial Programs	Commercial Walk-Through Energy Audit Commercial New Construction Commercial Retrofit Commercial Retrofit Combined Heat & Power Commercial Retrofit Electric Replacement Commercial Retention
Other	Conservation Research and Development

Appendix B. 2022 FEECA Utility Conservation Program Descriptions

Electric FEECA IOUs

A. Florida Power & Light Company

Residential Programs

- **Residential Home Energy Survey**
The Residential Home Energy Survey Program educates customers on energy efficiency and encourages implementation of recommended energy efficiency measures, even if they are not included in FPL's DSM programs. The Residential Home Energy Survey Program is also used to identify potential candidates for other FPL DSM programs. FPL offers in-home, phone-assisted, and online audits for its residential customers.
- **Residential Load Management (On Call)**
The Residential Load Management Program allows FPL to turn off certain customer-selected appliances using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Residential Air Conditioning**
The Residential Air Conditioning Program encourages customers to install high-efficiency central air conditioning systems.
- **Residential New Construction (BuildSmart®)**
The Residential New Construction Program encourages builders and developers to design and construct new homes that achieve BuildSmart® certification and move towards ENERGY STAR® qualifications.
- **Residential Ceiling Insulation**
The Residential Ceiling Insulation Program encourages customers to improve their homes' thermal efficiency.
- **Residential Low-Income Weatherization**
The Residential Low-Income Weatherization Program assists low-income customers through state Weatherization Assistance Provider (WAP) agencies and FPL-conducted Energy Retrofits.

Commercial/Industrial Programs

- **Business Energy Evaluation (BEE)**
The Business Energy Evaluation Program educates customers on energy efficiency and encourages implementation of recommended practices and measures, even if these are not

included in FPL's DSM programs. The Business Energy Evaluation is also used to identify potential candidates for other FPL DSM programs. FPL offers the Business Energy Evaluation in on-site or online formats.

- **Business On Call®**
The Business On Call® Program allows FPL to turn off customers' direct expansion central air-conditioning units using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Commercial/Industrial Demand Reduction (CDR)**
The Commercial/Industrial Demand Reduction Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. FPL installs a load management device at the customer's facility and provides monthly credits to customers. Unlike the CILC program, the CDR program is still open to new customers.
- **Commercial/Industrial Load Control (CILC)**
The Commercial/Industrial Load Control Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. The CILC Program was closed to new participants as of 2000, but is available for existing participants who entered into a CILC agreement as of March 1996.
- **Business Heating, Ventilating, and Air Conditioning (HVAC)**
The Business HVAC Program encourages customers to install high-efficiency HVAC systems.
- **Business Lighting**
The Business Lighting Program encourages customers to install high-efficiency lighting systems.
- **Business Custom Incentive (BCI)**
The Business Custom Incentive Program encourages customers to install unique high-efficiency technologies not covered by other FPL DSM programs.
- **Curtailable Load**
The Curtailable Load program provides qualifying customers capacity payments for electric load which could be curtailed during certain conditions. This program was closed for new enrollment as of January 1, 2022.

Other Programs

- **Conservation Research and Development (CRD) Project**
This project consists of research studies designed to: identify new energy efficient technologies; evaluate and quantify their impacts on energy, demand, and customers; and where appropriate and cost-effective, incorporate an emerging technology into a DSM program.

- **Cogeneration & Small Power Production**

The Cogeneration and Small Power Production Program facilitates the interconnection and administration of contracts for cogenerators and small power producers.

B. Duke Energy Florida, LLC

Residential Programs

- **Home Energy Check**

The Home Energy Check is a residential energy audit program that provides residential customers with an analysis of their energy consumption and educational information on how to reduce energy usage and save money. The Home Energy Check Program is the foundation for other residential demand-side management programs and offers walkthrough, online, phone-assisted, and Home Energy Rating audits for its residential customers. Participants in the program may receive a residential Energy Efficiency Kit that contains energy-saving measures that can be easily installed and utilized by the customer.

- **Residential Incentive**

The Residential Incentive Program provides incentives to residential customers for energy efficiency improvements in both existing and new homes. This includes incentives for measures such as duct testing, duct repair, attic insulation, replacement of windows, high-efficiency heat pump replacing resistance heat, high-efficiency heat pump replacing a heat pump, and newly constructed Energy Star homes.

- **Neighborhood Energy Saver**

The Neighborhood Energy Saver Program installs energy conservation measures, identified through an energy assessment, in the homes of customers in selected neighborhoods where at least 50 percent of households have incomes equal to or less than 200 percent of the poverty level established by the U.S. government.

- **Low-Income Weatherization Assistance Program**

The Low-Income Weatherization Assistance Program works with the Florida Department of Economic Opportunity and local weatherization providers to deliver energy education, efficiency measures, and incentives to weatherize the homes of income-eligible families. DEF assists by providing energy education materials and financial incentives to weatherize the homes of low-income families.

- **Residential Load Management**

The Residential Load Management Program is a voluntary program that uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods by controlling service to select customer appliances.

Commercial/Industrial Programs

- **Business Energy Check**

The Business Energy Check Program is a commercial energy audit program that provides commercial customers with an analysis of their energy usage and information about energy-saving practices and cost-effective measures that they can implement at their facilities.

- **Smart Saver Business (f/k/a Better Business)**

Smart Saver Business is an umbrella efficiency program that provides incentives to existing C/I and government customers for HVAC, ceiling and roof insulation upgrades, duct leakage and repair, demand-control ventilation, and cool roof coating.

- **Commercial Energy Management**

The Commercial Energy Management Program uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods. The Commercial Energy Management Program was closed to new participants in 2000, but is still open for existing participants.

- **Smart Saver Custom Incentive**

The Smart Saver Custom Incentive Program is designed to encourage C/I customers to make capital investments for energy-efficiency measures which reduce peak demand and provide energy savings. This program provides incentives for projects which are cost-effective but not otherwise addressed through DEF's incentive programs.

- **Interruptible Service**

Interruptible Service is a direct load control program that allows DEF to reduce system demand by interrupting electrical service during times of capacity shortage during peak or emergency conditions. In return, customers receive a monthly bill credit.

- **Curtable Service**

Curtable Service is an indirect load control program that reduces system demand through customer contracts to curtail all or a portion of their electricity demand at times of capacity shortage during peak or emergency conditions. In contrast to the Interruptible Service Program, the customer is able to control whether their appliances are turned off during times of stress on the grid. In return, customers receive a monthly bill credit.

- **Standby Generation**

The Standby Generation Program is a demand control program that allows DEF to reduce system demand by dispatching the customer's standby generator. This is a voluntary program available to C/I customers who have on-site generation capability and are willing to reduce demand on DEF's system when requested for system reliability purposes.

Other Programs

- **Technology Development**

The Technology Development Program allows DEF to investigate technologies that support the development of new demand response and energy-efficiency programs. DEF is investigating hardware and software to manage residential loads, the value of long-duration customer-side energy storage systems, precision temperature measurement and analysis, solar resources, and data and patterns related to charging electric vehicles.

- **Qualifying Facilities Program**

This program develops standard offer contracts, negotiates, enters into, amends and restructures nonfirm energy, and firm energy and capacity contracts entered into with qualifying cogeneration, small power producers, and renewable facilities.

C. Tampa Electric Company

Residential Programs

- **Residential Energy Audit Programs**

Tampa Electric offers four Residential Energy Audits Programs, including walk-through free energy audits, customer assisted energy audits, and also computer assisted audits.

- **Residential Ceiling Insulation**

The Residential Ceiling Insulation Program offers rebates to existing residential customers to install additional ceiling insulation in existing homes.

- **Residential Duct Repair**

The Residential Duct Repair Program encourages residential customers to repair leaky duct work of central air conditioning systems in existing homes.

- **Energy Education, Awareness, and Agency Outreach**

The Energy Education, Awareness, and Agency Outreach Program engages and educates groups of customers and students on energy efficiency in an organized setting. Also, participants receive an energy savings kit with energy saving devices and information.

- **ENERGY STAR for New Multi-Family Residences**

The ENERGY STAR for Multi-Family Residences Program utilizes a rebate to encourage construction of new multi-family residences that meet the requirements to achieve the ENERGY STAR certified apartments and condominiums label.

- **ENERGY STAR for New Homes**

The ENERGY STAR for New Homes Program incentivizes residential home builders to build homes that qualify for the ENERGY STAR award by achieving energy efficiency levels greater than current Florida building code baseline practices.

- **ENERGY STAR Pool Pumps**
The ENERGY STAR Pool Pumps Program offers customer rebates for installing high efficiency ENERGY STAR rated pool pumps to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **ENERGY STAR Thermostats**
The ENERGY STAR Thermostats Program offers customer rebates for installing an ENERGY STAR certified smart thermostat to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **Residential Heating and Cooling**
The Residential Heating and Cooling Program offers rebates to residential customers for installing high-efficiency heating and cooling equipment in existing homes.
- **Neighborhood Weatherization (Low-Income)**
The Neighborhood Weatherization Program provides for the installation of energy efficient measures for qualified low-income customers.
- **Residential Price Responsive Load Management (Energy Planner)**
The Residential Price Responsive Load Management (Energy Planner) Program reduces weather-sensitive loads through an innovative price responsive rate. The price responsive rate encourages residential customers to make behavioral or equipment usage changes by pre-programming HVAC, water heating, and pool pumps.
- **Residential Prime Time Plus (Residential Load Management)**
The Residential Prime Time Plus (Residential Load Management) is a residential load management program designed to alter the Utility's system load curve by reducing summer and winter demand peaks. Customers participating in Prime Time Plus will receive monthly incentive credits on their electric bill. This program is an enhancement of a retired program with a similar name (Residential Prime Time).
- **Residential Window Replacement**
The Residential Window Replacement Program offers rebates to existing residential customers to install window upgrades in existing homes.

Commercial Programs

- **Commercial/Industrial Energy Audit Programs**
Tampa Electric offers two C/I Energy Audits Programs, one free, and the other a more comprehensive audit that a customer pays for.
- **Commercial Chiller**
The Commercial Chiller Program offers rebates to C/I customers for installing high efficiency chiller equipment.

- **Cogeneration**
The Cogeneration Program incentivizes large industrial customers with waste heat or fuel resources to use their onsite energy to avoid fuel waste and install electric generating equipment. The large industrial customers may sell their surplus electric generation to TECO.
- **Conservation Value**
The Conservation Value Program offers rebates to C/I customers to invest in energy conservation measures that are not in other C/I programs.
- **Commercial Cooling**
The Commercial Cooling Program encourages C/I customers to install high efficiency direct expansion commercial air conditioning cooling equipment.
- **Demand Response**
The Demand Response Program incentivizes C/I customers to reduce electricity demand at certain peak times.
- **Facility Energy Management System**
The Facility Energy Management System Program offers customer rebates for installing a facility energy management system that provides real time operational, production and energy consumption information which enables the customer to reduce their energy consumption and demand and reducing TECO's peak demand.
- **Industrial Load Management (GSLM 2&3)**
The Industrial Load Management Program incentivizes large industrial customers to allow TECO to interrupt part or all of their electrical service during periods of peak grid stress.
- **Street and Outdoor Lighting Conversion**
The Street and Outdoor Lighting Conversion Program is designed to encourage the conversion from Non-Light Emitting Diode ("LED") street and outdoor lighting luminaires to eligible LED luminaires in a five-year program. The goal of this program is to install energy efficient LED street and outdoor lighting technology to reduce the energy consumption and demand and reducing TECO's peak demand.
- **Lighting Conditioned Space**
The Lighting Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing conditioned areas of C/I facilities.
- **Lighting Non-Conditioned Space**
The Lighting Non-Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing non-conditioned areas of C/I facilities.
- **Lighting Occupancy Sensors**
The Lighting Occupancy Sensors Program encourages C/I customers to install occupancy sensors to control C/I lighting systems.

- **Commercial Load Management**
The Commercial Load Management Program incentivizes C/I customers to allow TECO to control weather-sensitive heating, cooling, and water heating systems to reduce the associated weather-sensitive peak demand.
- **Commercial Smart Thermostats**
The Commercial Smart Thermostats Program offers customer rebates for installing smart thermostats to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Standby Generator**
The Standby Generator Program incentivizes C/I customers to use available emergency electrical generation capacity to reduce weather-sensitive peak demand on the grid.
- **Variable Frequency Drive for Compressors**
The Variable Frequency Drive for Compressors Program offers customer rebates for installing variable frequency drives to their new or existing refrigerant or air compressor motors to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Commercial Water Heating**
The Commercial Water Heating Program encourages C/I customers to install high efficiency water heating systems.

Other Programs

- **Conservation Research and Development**
The Conservation Research and Development Program allows TECO to explore DSM measures that have insufficient data on cost-effectiveness and the impact on TECO's ratepayers.
- **Integrated Renewable Energy System (Pilot Program)**
The commercial/industrial Integrated Renewable Energy System is a five-year pilot program to study the capabilities and DSM opportunities of a fully integrated renewable energy system. The integrated renewable energy system will also be used as an education platform for commercial and industrial customers.
- **Renewable Energy**
The Renewable Energy (Sun to Go) Program delivers renewable energy options to TECO's customers through program administration, renewable electricity generation, evaluation of potential new renewable sources, and market research.

D. Florida Public Utilities Company

Residential Programs

- **Residential Energy Survey**
In the Residential Energy Survey Program, FPUC offers in-home and online audits which provides the customer with specific whole-house energy efficiency recommendations, a list of blower-door test contractors who can check for duct leakage, and a conservation kit.
- **Residential Heating and Cooling Efficiency Upgrade**
The Residential Heating and Cooling Upgrade Program incentivizes customers operating inefficient heat pumps and air conditioners to replace them with more efficient units.

Commercial Programs

- **Commercial Energy Consultation**
In the Commercial Energy Consultation Program, FPUC energy conservation representatives conduct commercial site visits to assess the potential for applicable DSM programs, educate customers about FPUC's commercial DSM programs, conduct a bill review, offer energy savings suggestions, and inform customers about commercial online resources and tools.
- **Commercial Heating and Cooling Efficiency Upgrade**
The Commercial Heating and Cooling Upgrade Program provides rebates to small commercial customers (customers with a maximum of 5-ton units) if the customers install a high-efficiency central air conditioner or heat pump with a minimum 15 SEER.
- **Commercial Reflective Roof**
The Commercial Reflective Roof Program provides rebates to non-residential customers and contractors who convert or install a new cool roof on existing facilities or on new building construction. The roofing material must be Energy Star Certified.
- **Commercial Chiller Upgrade**
The Commercial Chiller Upgrade Program offers commercial customers who replace existing chillers with a more efficient system, an incentive of up to \$100 per kW of additional savings above the minimum efficiency levels.

Other Programs

- **Conservation Demonstration and Development**
The Conservation Demonstration and Development Program researches energy efficiency and conservation projects to identify, develop, demonstrate, and evaluate promising end-use energy efficient technologies across a wide variety of applications. In 2019, FPUC installed two battery storage systems to improve customer electric system reliability and resiliency, and has extended this study with completion expected in 2021.

- **Low-Income Energy Outreach**

The Low-Income Energy Outreach Program partners with Department of Economic Opportunity approved Low-Income Weatherization Program operators to offer Residential Energy Surveys, host energy conservation events, and distribute conservation materials.

Electric FEECA Municipal Utilities

A. JEA

Residential Programs

- **Residential Energy Audit**

In the Residential Energy Audit Program, utility auditors examine homes, educate customers, and makes recommendations on low-cost or no-cost energy-saving practices and measures.

- **Residential Solar Water Heating**

The Residential Solar Water Heating Program pays a financial incentive to customers to encourage the use of solar water heating technology.

- **Neighborhood Efficiency (Low-Income)**

The Neighborhood Efficiency Program offers education on the efficient use of energy and water as well as the direct installation of an array of energy and water efficiency measures at no cost to income qualified customers.

- **Residential Efficiency Upgrade**

The Residential Efficiency Upgrade Program provides incentives to encourage the use of high efficiency HVAC and water heating. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Energy Efficient Products**

The Energy Efficient Products Program provides incentives to encourage the use of high efficiency lighting and efficient appliances. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **MyWay Prepaid Program**

The MyWay Prepaid Program offers an option for all customers, especially those who prefer to prepay for services versus being billed monthly. It is consumer-focused experience for environmentally conscious consumers who like to keep their consumption in mind. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

Commercial Programs

- **Commercial Energy Audit**
In the Commercial Energy Audit Program, JEA examines businesses, educates customers, and makes recommendations on low-cost or no-cost energy-saving practices.
- **Commercial Prescriptive Lighting Program**
Commercial Prescriptive Lighting Program pays a financial incentive to customers to encourage the use of high efficiency lighting technology.
- **Commercial Prescriptive**
The Commercial Prescriptive Program provides incentives to encourage the use of high efficiency HVAC, lighting, cooking, and water heating products. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **Small Business Direct Install**
The Small Business Direct Install Program promotes the use of high efficiency HVAC, lighting, water heating, and appliances in the small business sector. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **Custom Commercial**
The Custom Commercial Program promotes the use of custom efficiency measures based on specific applications for each customer. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

B. Orlando Utilities Commission

Residential Programs

- **Home Energy Survey**
The home energy walk-through surveys were designed to provide residential customers with recommended energy efficiency measures and practices customers can implement, and to encourage participation in various OUC rebate programs. OUC provides participating customers specific tips on conservation and details on customer rebate programs.
- **Duct Repair Rebate**
This rebate program is designed to encourage residential customers to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system, within certain limits and ducts must be sealed with mastic and fabric tape or any other Underwriters Laboratory (UL) approved duct tape.

- **Ceiling Insulation Rebate**
The Ceiling Insulation Rebate Program is offered to residential customers to encourage the upgrade of attic insulation.
- **High-Performance Windows Rebate**
The High Performance Windows Rebate Program encourages customers to improve energy efficiency in their homes by purchasing ENERGY STAR® rated energy efficient windows.
- **Efficient Electric Heat Pump Rebate**
The Efficient Electric Heat Pump Rebate Program provides rebates to customers in existing homes who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **New Home Rebate**
The New Home Rebate Program offers rebates for cool/reflective roofs, block wall insulation, ceiling insulation upgrades to R-38, heat pumps, ENERGY STAR washing machines, ENERGY STAR heat pump water heaters, and solar water heaters.
- **Heat Pump Water Heater Rebate**
The program provides rebates for the heat pumps commonly known as hybrid electric heat pump water heaters for qualifying installations
- **Efficiency Delivered (Low-Income)**
The Efficiency Delivered Program is income based and provides up to \$2,500 of energy and water efficiency upgrades based on the needs of the residential customer's home. An OUC Conservation Specialist visits the home, performs a home survey, and recommends which home improvements have the most potential of lowering utility bills.

Commercial Programs

- **Energy Audit**
The Energy Audit Program includes a free survey consisting of a physical walk-through inspection of the commercial facility performed by experienced energy experts. The customer receives a written report detailing cost-effective recommendations to make the facility more energy and water efficient.
- **Efficient Electric Heat Pump Rebate**
The Efficient Electric Heat Pump Rebate Program provides rebates to qualifying customers in existing buildings who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **Duct Repair Rebate**
This program for commercial customers provides a rebate to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system of

within certain limits and ducts must be sealed with mastic and fabric tape or any other UL approved duct tape.

- **Ceiling Insulation Rebate**

The Ceiling Insulation Rebate Program for commercial customers aims to increase building resistance to heat loss and gain. Participating commercial customers receive a rebate for upgrading their attic insulation up to R-30.

- **Cool/Reflective Roof Rebate**

The Cool/Reflective Roof Rebate Program for commercial customers aims to lower roof surface temperature while increasing the lifespan of the roof. OUC provides rebates for ENERGY STAR cool/reflective roofing that has an initial solar reflectance greater than or equal to 0.70.

- **Indoor Lighting Billed Solution Program**

The Indoor Lighting Billed Solution Program assists commercial customers with investments in new lighting technologies. The program is a cash-flow neutral billed solution where the savings pay for the project's cost over the pay-back period or term.

- **Indoor Lighting Rebates Program**

The Indoor Lighting Rebates Program offers commercial customers that upgrade the efficiency of their indoor lighting a rebate if they meet certain requirements. Participation is open to facilities located within OUC's service area that receive electric service under an OUC commercial rate.

- **Custom Incentive Program**

Through the Custom Incentive Program, commercial customers receive incentives based on the reduction in peak demand their projects achieve plus the first-year energy savings.

Natural Gas FEECA Utility

A. Peoples Gas System

Residential Programs

- **Residential Customer Assisted Energy Audit**
The Residential Customer Assisted Audit is designed to save energy by increasing residential customer awareness of natural gas use in personal residences. Recommendations provided to the customer include an estimated range of energy savings including insightful advice on how to manage their overall energy usage. This audit is only available in an online format.
- **Residential New Construction**
The Residential New Construction Program is designed to save energy for new homeowners by offering incentives to builders and developers who construct new single family and multi-family homes with the installation of energy efficient natural gas appliances.
- **Residential Retrofit**
The Residential Retrofit Program offers rebates to encourage customers to make cost-effective improvements in existing residences by replacing existing electric appliances with energy efficient natural gas appliances.
- **Residential Retention**
The Residential Retention Program offers rebates to encourage new and current natural gas customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Commercial/Industrial Programs

- **Commercial Walk-Through Energy Audit**
This program is designed to reduce demand and energy consumption of C/I facilities by increasing customer awareness of the energy use in their facilities.
- **Commercial New Construction**
The Commercial New Construction Program is designed to save energy for new commercial facility owners by offering incentives to commercial customers for the installation of natural gas appliances.
- **Commercial Retrofit**
The Commercial Retrofit Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric appliances with energy efficient natural gas appliances.

- **Retrofit Combined Heat and Power (CHP)**

The Retrofit CHP Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by the installation of an energy efficient on-site natural gas-fired combined heat and power system for the simultaneous production of mechanical and thermal energy.

- **Commercial Electric Replacement**

The Commercial Electric Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric resistance appliances with energy efficient natural gas appliances.

- **Commercial Retention**

The Commercial Retention Program is designed to encourage current natural gas commercial customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Other Programs

- **Conservation Research and Development (R&D)**

The Conservation R&D Program is designed to encourage Peoples Gas System and other natural gas LDCs to pursue opportunities for individual and joint research, including testing of technologies to develop new energy conservation programs.



ANNUAL REPORT ON
**Activities Pursuant TO THE
Florida Energy AND Efficiency
Conservation Act**

As required by Sections 366.82(10), and 377.703(2)(f), and 355.975, Florida Statutes

DECEMBER 2024

Florida Public Service Commission

Annual Report on Activities Pursuant to The Florida Energy Efficiency and Conservation Act

As Required by Sections 366.82(10), 377.703(2)(f), and 553.975, Florida Statutes

December 2024

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List of Acronyms

C/I	Commercial and Industrial (Customers)
Commission or FPSC	Florida Public Service Commission
COVID-19	Coronavirus Disease of 2019
CUC	Chesapeake Utilities Corporation
DEF	Duke Energy Florida, LLC
DOE	U.S. Department of Energy
DSM	Demand-Side Management
ECCR	Energy Conservation Cost Recovery
EV	Electric Vehicle
F.A.C.	Florida Administrative Code
FCG	Florida City Gas
FEECA	Florida Energy Efficiency and Conservation Act
FLBC	Florida Building Code
FPL	Florida Power & Light Company
FPUC	Florida Public Utilities Company
FRCC	Florida Reliability Coordinating Council
F.S.	Florida Statutes
GPR	Gross Power Rating
GRIM	Gas Rate Impact Measure Test
Gulf	Gulf Power Company
GWh	Gigawatt-Hour
HVAC	Heating, Ventilation, and Air Conditioning
IGC	Indiantown Gas Company
IOU	Investor-Owned Utility
JEA	Formerly known as Jacksonville Electric Authority
kWh	Kilowatt-Hour
LDC	Natural Gas Local Distribution Company
MMBtu	One Million British Thermal Units
MW	Megawatt
MWh	Megawatt-Hour
NGCCR	Natural Gas Conservation Cost Recovery
OUC	Orlando Utilities Commission
O&M	Operations and Maintenance
PV	Photovoltaic
PGS	Peoples Gas System
RIM	Rate Impact Measure Test
SGS	Sebring Gas System
SJNG	St. Joe Natural Gas
TECO	Tampa Electric Company
TRC	Total Resource Cost Test

Executive Summary

Purpose

Reducing the growth of Florida’s peak electric demand and energy consumption became a statutory objective in 1980, with the enactment of Sections 366.80 through 366.83, and Section 403.519, Florida Statutes (F.S.), collectively known and cited as the Florida Energy Efficiency and Conservation Act (FEECA).¹ FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of the production and use of electricity and natural gas, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Sections 366.82(2) and 366.82(6), F.S., require the Florida Public Service Commission (FPSC or Commission) to establish goals for the FEECA utilities and review the goals every five years, at minimum. The utilities are required to develop cost-effective demand-side management (DSM) plans that meet those goals and submit them to the Commission for approval.

Energy conservation and DSM in Florida are accomplished through a multi-pronged approach that includes energy efficiency requirements in building codes for new construction, federal appliance efficiency standards, utility programs, and energy education efforts. Utility programs, which are paid for by all customers, are aimed at increasing efficiency levels above building codes and appliance efficiency standards.

The Commission is required by Section 366.82(10), F.S., to provide an annual report to the Florida Legislature and the Governor by March 1 summarizing the adopted goals and the progress made toward achieving those goals. Similarly, Section 377.703(2)(f), F.S., requires the Commission to file information on electricity and natural gas energy conservation programs with the Department of Agriculture and Consumer Services. This report reviews the 2023 annual goal results for each of the FEECA utilities and fulfills these statutory obligations.

The six electric utilities and single natural gas utility subject to FEECA in 2023 are listed below in order of sales:

Electric Investor-Owned Utilities	Municipal Electric Utilities
<ul style="list-style-type: none">• Florida Power & Light Company (FPL)• Duke Energy Florida, LLC (DEF)• Tampa Electric Company (TECO)• Florida Public Utilities Company (FPUC)	<ul style="list-style-type: none">• JEA• Orlando Utilities Commission (OUC)
	Investor-Owned Natural Gas Local Distribution Company (LDC)
	<ul style="list-style-type: none">• Peoples Gas System (PGS)

The Commission regulates the rates and conservation cost recovery of the four electric IOUs and the single FEECA natural gas LDC. The Commission does not regulate the rates or conservation program costs of the two municipal electric utilities for which it sets DSM goals.

¹For purposes of this report, “FEECA utilities” refers to those utilities subject to a subset of the FEECA statutes, specifically, Section 366.80 through 366.83, F.S., meeting the thresholds set forth on Section 366.82(1)(a), F.S.

Report Layout

This report presents the FEECA utilities' progress towards achieving the Commission-established goals and the Commission's efforts in overseeing these conservation initiatives. This report details these efforts through the following five sections and appendices:

- Section 1 provides a brief history of FEECA and a description of existing tools for increasing conservation throughout the State of Florida.
- Section 2 discusses the DSM goalsetting process and the most recent Commission-established goals set for the FEECA utilities.
- Section 3 reviews the utilities' goal achievements, and information on audit, low-income, and research and development programs.
- Section 4 provides an overview of the associated 2023 DSM program costs recovered through the Energy Conservation Cost Recovery (ECCR) Clause (as applies to electric IOUs) and Natural Gas Conservation Cost Recovery (NGCCR) Clause (as applies to LDCs).
- Section 5 discusses methods the Commission has used to educate consumers about conservation during the prior period, including a list of related websites.
- Appendices A and B provide a list of the 2023 conservation programs offered by FEECA Utilities and a description of each program's purpose.

2019 Goalsetting Proceeding

In November 2019, the Commission chose to continue with the goals that were established in the 2014 goalsetting proceeding for the period 2020-2024 and directed its staff to review the FEECA process for potential updates and revisions as may be appropriate.² In May 2023, Rule 25-17.0021, F.A.C. was amended in order to streamline information submitted by the utilities to the Commission.³ In 2020, the Commission approved the DSM plans proposed by the investor-owned electric utilities and the municipal electric utilities.⁴

The numeric goals are based on estimated energy and demand savings from individual DSM measures that passed the Rate Impact Measure (RIM) and Participants cost-effectiveness tests.⁵

²Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review cf numeric conservation goals*.

³See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities. Rule development workshops for this docket were conducted in January 2021, May 2021, and November 2022. The amendments to Rule 25-17.0021, F.A.C. that were adopted in May 2023 were used in the 2024 DSM goalsetting proceeding.

⁴Order No. PSC-2020-0140-PAA-EG, issued May 12, 2020, in Docket No. 20200058-EG, *In re: Petition for approval cf 2020 demand-side management plan, by Orlando Utilities Commission*; Order No. PSC-2020-0200-PAA-EG, issued June 24, 2020, in Docket No. 20200057-EG, *In re: Petition for approval cf 2020 demand-side management plan, by JEA*; Order No. PSC-2020-0274-PAA-EG, issued August 3, 2020, in Docket Nos. 20200053-EG (TECO), 20200054-EG (DEF), 20200055-EG (FPL), 20200056-EG (Gulf), and 20200060-EG (FPUC), *In re: Petition for approval cf 2020 demand-side management plans*.

⁵Order No. PSC-14-0696-FOF-EU, issued December 16, 2014 (2014 Goalsetting Order), in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review cf numeric conservation goals*.

These tests are used to ensure that all ratepayers benefit from energy efficiency programs due to downward pressure on electric rates.

Section 366.82(2), F.S., also requires that the Commission adopt goals for increasing the development of demand-side renewable energy systems. The Commission recognized in its 2019 review, that Rule 25-6.065, F.A.C., Interconnection and Net Metering of Customer-Owned Renewable Generation, adopted in 2008, offered an effective means to encourage the development of demand-side renewable energy in the state.

The Commission also established numeric therm savings goals for a natural gas utility for the first time in 2019. In August 2019, the Commission approved 2019-2028 goals for PGS, based upon programs it found were cost-effective.⁶ PGS also developed audit programs for its residential and commercial customers as part of the proceedings. The 2019 goalsetting processes for all FEECA utilities are further discussed in Section 2.

2023 Achievements and Related Program Costs

Florida utilities have been successful in reducing the growth rates of winter and summer peak electric demand and reducing annual energy consumption. On a cumulative basis through 2023, statewide totals reflect that summer peak demand has been reduced by 8,015 MW, winter peak demand has been reduced by 7,384 MW, and annual energy consumption has been reduced by 10,945 GWh.⁷ During 2023, the electric FEECA utilities offered 103 residential and commercial programs which focused on demand reduction and energy conservation (see Appendices A and B). In addition, FEECA electric utilities performed over 247,000 residential and commercial energy audits in 2023, as shown in Section 3.2. Each FEECA utility's achievements toward the 2023 Commission-approved goals are detailed in Section 3.1.

The Commission has authority, by statute, to allow investor-owned utilities to recover costs related to conservation.⁸ The Commission has implemented this authority for electric IOUs through the ECCR clause since 1980. For 2023, Florida's investor-owned electric utilities recovered approximately \$311.7 million in conservation program expenditures, and the investor-owned natural gas utilities recovered about \$42.1 million in conservation program expenditures.

Conclusion

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes for new construction, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and heating, ventilation, and air conditioning (HVAC) equipment available to Florida's consumers. Likewise, changes in the Florida Building Code (FLBC) have resulted in

⁶Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand-side management goals and residential customer assisted and commercial walk-through energy audit programs, by Peoples Gas System*.

⁷FRCC's 2024 Load & Resource Plan (S-3, S-4, S-5). The demand and energy savings from FEECA utility DSM programs are included in these statewide FRCC totals.

⁸Section 366.05(1), F.S.

more energy efficient homes. Florida's electric and natural gas utilities also encourage conservation by offering energy audits, customer education, rebates on energy efficient equipment and building envelope improvements, and demand response programs.

Utilities design DSM programs to encourage the installation of appliances and equipment that exceeds levels set by current building codes and minimum efficiency standards. More stringent efficiency standards and building codes, as well as customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs. The level of realized savings from utility programs is dependent upon voluntary participation and, in some cases, changes in customer behavior.

Because all customers pay for the utility conservation programs as a portion of their monthly utility bills, the Commission focuses on ensuring that all customers benefit from utility-sponsored DSM programs. The Commission also encourages customers to use energy efficiently through its customer education efforts. Overall, reducing Florida's demand and energy usage for electric customers and therm usage for natural gas customers relies on customer education and participation in utility DSM programs, along with each individual's efforts to save electricity.

Conservation and renewable energy will continue to play an important role in Florida's energy future. The Commission is continuing its efforts to encourage cost-effective conservation that defers the need for new electric-generating capacity and reduces the use of fossil fuels. These initiatives support a balanced mix of resources that reliably and cost-effectively meet the needs of Florida's ratepayers.

Section 1. Florida Energy Efficiency and Conservation Act

1.1 FEECA History and Implementation

FEECA emphasizes four key areas: reducing the growth rates of weather-sensitive peak demand and electricity usage, increasing the efficiency of electricity and natural gas production and use, encouraging demand-side renewable energy systems, and conserving expensive resources, particularly petroleum fuels. Pursuant to FEECA, the Commission is required to establish appropriate goals and the FEECA utilities must develop DSM programs to meet those goals.

Upon enactment in 1980, all electric utilities in Florida were subject to FEECA. In 1989, changes were made to the law limiting the requirement to electric utilities with more than 500 gigawatt-hours (GWh) of annual retail sales. At that time, 12 Florida utilities met this threshold requirement and their combined sales accounted for 94 percent of Florida's retail electricity sales. An additional change to the law encouraged cogeneration projects.

In 1996, the Florida Legislature raised the minimum retail sales threshold for municipal and cooperative electric utilities to 2,000 GWh. Retail sales for these utilities were fixed as of July 1, 1993, and two municipal utilities met the threshold of the amended statute: JEA and OUC. In addition to these two utilities, all four Florida investor-owned electric utilities must comply with FEECA regardless of sales levels. No rural electric cooperatives met the retail sales threshold of the amended statute.

FEECA also includes natural gas utilities whose annual retail sales volume is equal to or greater than 100 million therms. PGS is the only natural gas utility that meets the therm sales threshold for conservation goals under FEECA, and thus has its own Commission-approved DSM goals.

The statute also allows the Commission to provide appropriate financial rewards and penalties to the utilities over which it has rate-setting authority. The Commission also has the authority to allow an IOU to receive an additional return on equity of up to 50 basis points for exceeding 20 percent of its annual load growth through energy efficiency and conservation measures. To date, the Commission has not awarded financial rewards or assessed penalties for any of the IOUs through FEECA. The Commission does not have rate-setting authority over JEA and OUC and therefore cannot assess financial penalties or provide financial rewards under its authority.

Table 1 lists the six electric FEECA utilities' 2023 retail electricity sales and the percentage of total statewide electricity sales by each utility. The table also includes the total energy sales for all non-FEECA utilities. Currently, the six electric utilities that are subject to FEECA account for approximately 83.5 percent of all Florida energy sales.

Table 1
Energy Sales by Florida's Electric FEECA Utilities (2023)

Florida's Electric FEECA Utilities	Energy Sales (GWh)	Percent of Total Energy Sales
Florida Power & Light Company	127,904	50.9%
Duke Energy Florida, LLC	40,832	16.3%
Tampa Electric Company	20,791	8.3%
JEA	12,295	4.9%
Orlando Utilities Commission	7,183	2.9%
Florida Public Utilities Company	685	0.3%
Electric FEECA Utilities' Total	209,690	83.5%
Non-FEECA Utilities' Total	41,432	16.5%
Total Statewide Energy Sales	251,122	100.0%

Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Table 26), published in October 2024.

Sections 366.82(2) and 366.82(6), F.S., require the Commission to set goals at least every five years for the utilities subject to FEECA. The Commission sets electric goals with respect to summer and winter electric-peak demand and annual energy savings over a ten-year period, with a re-evaluation every five years. Once goals are established, the electric FEECA utilities must submit DSM plans containing programs intended to meet the goals for Commission approval.

In 2008, the Florida Legislature amended the FEECA statute, placing upon the Commission additional responsibilities when adopting conservation goals. These responsibilities included the consideration of the benefits and costs to program participants and ratepayers as a whole, as well as the need for energy efficiency incentives for customers and utilities. The Commission must also consider any costs imposed by state and federal regulations on greenhouse gas emissions.

1.2 FEECA's Influence on the Florida Energy Market

FEECA's mission is important to Florida's overall energy market. Florida's total electric consumption ranks among the highest in the country due to its sizeable population and climate-induced demand for cooling. When compared to the rest of the country, Florida's energy market is unique. The distinction is largely due to the state's climate, the high proportion of residential customers to total customers, and the significant reliance on electricity for heating and cooling.

Florida is typically a summer-peaking state, since the summer peak demand generally exceeds winter peak demand. On a typical summer day, the statewide demand for electricity can increase significantly over a span of hours.⁹ Additionally, 87.8 percent of Florida's electricity customers are residential and consume 54.7 percent of the electrical energy produced. In contrast, nationally, residential customers account for 37.7 percent of total electric sales, while commercial customers represent 35.6 percent of electric consumption, and industrial customers

⁹FPSC's *Review of the 2023 Ten-Year Site Plans of Florida's Electric Utilities* (December 2024).

represent 26.5 percent.¹⁰ Table 2 shows the makeup of Florida’s electric customers by class and consumption.

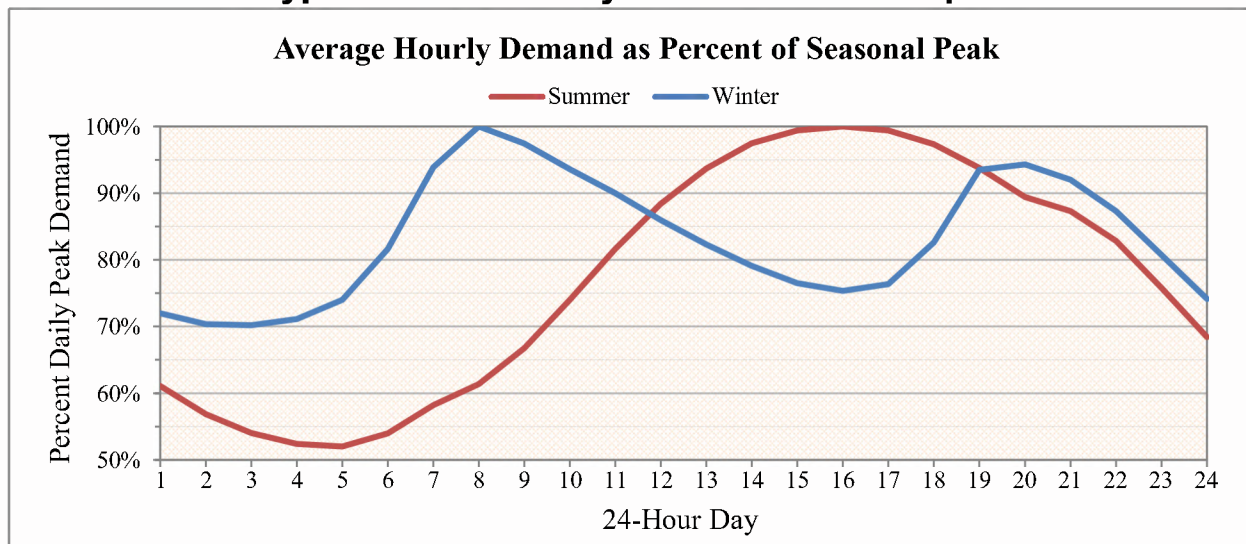
Table 2
Florida's Electric Customers by Class and Consumption (2023)

Customer Class	Number of Customers	Percent of Customers	Energy Sales (GWh)	Percent of Sales
Residential	10,310,877	87.8%	135,722	54.7%
Commercial	1,234,317	10.5%	88,558	35.7%
Industrial	29,227	.02%	20,309	8.2%
Other*	166,878	1.4%	6,536	2.6%
Total	11,741,299	100.0%	251,125	100.0%

*Street and highway lighting, sales to public authorities, and interdepartmental sales.
Source: FPSC's *Statistics of the Florida Electric Utility Industry* (Tables 26 and 33), published October 2024.

Figure 1 shows the daily electric load curves for typical Florida summer and winter day. In the summer, air conditioning demand starts to increase in the morning and peaks in the early evening; a pattern which aligns with the sun’s heating of buildings. In comparison, the winter load curve has two peaks—the largest in mid-morning, followed by a smaller peak in the late evening—which correspond to heating loads.

Figure 1
Typical Florida Daily Electric Load Shapes



Source: FPSC's *Review of 2023 Ten-Year Site Plans of Florida's Electric Utilities* published December 2024.

¹⁰National data as reported for 2023 by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 2): https://www.eia.gov/electricity/sales_revenue_price/

Residential load patterns shift rapidly and have high peak-to-trough variation. In contrast, commercial or industrial loads demonstrate more consistency throughout the 24-hour day and experience fewer spikes in demand.

Utilities dispatch additional generating capacity throughout the day in order to follow the customer load patterns. Peaking generating units, which are dispatched during high demand periods of the day, are less fuel-efficient than baseload or intermediate generating units. Utility DSM programs play a role in reducing energy usage and shifting peak demand, thus reducing the need to dispatch fuel-inefficient generating units.¹¹ Over time, the need for additional generating capacity has increased in Florida, largely due to population growth. In addition to providing fuel savings at existing generating units, utility-sponsored DSM programs and individual consumer conservation efforts can avoid or defer the need for new electric generating capacity.

Utility-sponsored DSM programs are funded by all ratepayers. Therefore, in order to meet FEECA requirements, the Commission and utilities must ensure that the DSM programs created to reap the benefits of reduced fuel usage and deferred generating capacity are cost-effective, i.e. less costly than generation. The Commission's methodologies to determine the cost-effectiveness of demand-side management programs are explained in detail in Section 2.1.

Since its enactment, implementation of FEECA has been successful in reducing the growth rate of weather-sensitive electric peak demands, and in conserving expensive resources. These savings have avoided or deferred the need for new generating capacity and offset the use of existing generating units, resulting in savings of fuel, as well as variable operations and maintenance (O&M) costs. During 2023, FEECA utility DSM programs continued contributing to the reduction of statewide energy needs and deferred the need for new generating capacity. Table 3 details statewide cumulative savings for summer peak demand, winter peak demand, and overall energy consumption through 2023, as reported in the Florida Reliability Coordinating Council's (FRCC) 2024 Regional Load & Resource Plan.¹² In 2023, the FEECA DSM programs contributed annual energy savings of 222.5 GWh, which is enough electricity to power approximately 16,749 homes for a year.¹³

¹¹Electric generating units are typically categorized as baseload, intermediate, or peaking. Aside from planned and forced outages, baseload units are scheduled to operate continuously. Intermediate units generate power to follow load for periods of time, but are not planned to operate nonstop. Peaking units supplement baseload and intermediate power, operating during high-demand, or peak periods.

¹²The cumulative MW savings for summer peak demand and winter peak demand shown in Table 3 reflect the maximum capability of demand response programs.

¹³This estimate is based on an average annual household energy use of 13,285 kWh for Florida in 2023 as reported by the U.S. Energy Information Administration in the annual *Electric Sales, Revenue, and Average Price (ESR)* report (Table 5.a): https://www.eia.gov/electricity/sales_revenue_price/

Table 3
Statewide Cumulative Demand and Energy Savings (1980-2023)

Type	Achieved Reduction
Summer Peak Demand	8,015 MW
Winter Peak Demand	7,384 MW
Annual Energy Reduction	10,945 GWh

Source: Florida Reliability Coordinating Council's *2024 Regional Load & Resource Plan* (S-3, S-4, S-5).

In 2023, the electric FEECA utilities offered 103 programs for residential, commercial, and industrial customers (see Appendices A and B). Programs focus on either reducing energy use at a given moment, which shifts/reduces demand, or toward reducing overall energy consumption over a period of time. Utility-sponsored DSM programs are an important means of achieving demand and energy savings and these programs are designed to encourage customer conservation efforts.

Additionally, residential energy audits, required by Section 366.82(11), F.S., serve as an avenue to identify and evaluate conservation opportunities for customers, including their potential participation in utility-sponsored DSM and conservation programs. Energy audits also educate customers about behavioral changes and energy efficiency investments they can make outside of utility-sponsored DSM programs. During 2023, FEECA electric utilities performed 240,742 residential audits. Though FEECA does not require commercial energy audits, FEECA electric utilities also performed 6,872 commercial energy audits in 2023. Additional information about these results is presented in Section 3.

1.3 Recovery of Conservation Expenditures

The IOUs are allowed by Commission Rule 25-17.015, F.A.C., to recover reasonable expenses for DSM programs through the ECCR clause. Such expenses may include administrative costs, equipment, and incentive payments. Before petitioning the Commission to recover costs through the ECCR clause, a utility must provide data on DSM program cost-effectiveness. Utilities must have Commission approval for any new programs or program modifications prior to seeking cost recovery.

Commission Rule 25-17.015, F.A.C., also permits natural gas LDCs to seek recovery for costs related to Commission-approved conservation programs. While PGS is the only natural gas utility subject to FEECA, the other Florida LDCs offer Commission-approved DSM programs without a specific therm savings goal. Natural gas conservation programs have historically focused on providing rebates to residential customers that support the replacement of less efficient appliances with new, energy-efficient gas appliances. However, several LDCs have expanded their rebate programs to commercial customers.¹⁴

On an annual basis, the Commission conducts financial audits of DSM program expenses that are included in the electric IOUs' and LDCs' cost recovery requests. A full evidentiary hearing is

¹⁴Order No. PSC-14-0039-PAA-EG, issued January 14, 2014, in Docket No. 130167-EG, *In re: Petition for approval of natural gas energy conservation programs for commercial customers, by Associated Gas Distributors of Florida*.

held to determine the cost recovery factors to be applied to customer bills in the following year. The Commission-approved 2025 conservation cost recovery factors are discussed further in Section 4.

Section 2. DSM Goalsetting

2.1 DSM Program Cost-Effectiveness and Energy Savings

Section 366.81, F.S., emphasizes that it is critical to utilize cost-effective conservation. This statutory provision is codified in Rule 25-17.008, F.A.C., for electric utilities and Rule 25-17.009, F.A.C., for natural gas LDCs. The rules identify the cost-effectiveness methodologies to be used and require that utilities provide cost and benefit information to the Commission when requesting to add a program or make changes or additions to an existing program.

The Commission requires that electric utilities measure cost-effectiveness from three perspectives, the program participant, the utility's ratepayers, and society's overall cost for energy services. The Participants test, the Rate Impact Measure (RIM) test, and the Total Resource Cost (TRC) test capture these viewpoints. The electric FEECA utilities are required to provide the results of all three tests when seeking to add a new program or make changes to an existing program.

Similarly, Rule 25-17.009, F.A.C., requires natural gas LDCs to provide the results of the Participants test and Gas Rate Impact Measure Test (GRIM). The GRIM test is a modified version of the RIM test, specific to gas utilities. Natural gas LDCs are also required to provide the results of these tests when seeking to add a new program or modify an existing program.

Table 4 summarizes the costs and benefits considered in the three Commission-approved electric cost-effectiveness methodologies for electric utilities.

Table 4
Summary of Electric Cost-Effectiveness Methodologies

	Participants	RIM	TRC
Benefits			
Bill Reduction	X		
Incentives Received	X		
Avoided Generation (Capital and O&M)		X	X
Avoided Transmission (Capital and O&M)		X	X
Fuel savings		X	X
Costs			
Program Costs		X	X
Incentives Paid		X	
Lost Revenues		X	
Participant's Costs (Capital and O&M)	X		X

Participants Test

The Participants test analyzes costs and benefits from a program participant's point of view, rather than the impact on the utility and other ratepayers not participating in the program. The Participants test includes the up-front costs customers pay for equipment and costs to maintain

this equipment. Benefits considered in the test include the incentives paid by utilities to the customers and the reduction in customer bills. Failure to demonstrate cost-effectiveness under this test would infer that rational customers would not elect to participate in this program.

Rate Impact Measure (RIM) Test

The RIM test is designed to ensure that all ratepayers, not just the program's participants, will benefit from a proposed DSM program. The RIM test includes the costs associated with incentive payments to participating customers and decreased revenues to the utility. DSM programs can reduce utility revenues due to reduced kilowatt-hour (kWh) sales and reduced demand. The decreased utility revenues typically are recovered from the general body of ratepayers at the time of a rate case. A DSM program that passes the RIM test ensures that all customer rates are the same or lower than rates would be without the DSM program.

Total Resource Cost (TRC) Test

The TRC test measures the overall economic efficiency of a DSM program from a social perspective. This test measures the net costs of a DSM program based on its total costs, including both the participants' and the utility's costs. Unlike the RIM test, customer incentives and decreased utility revenues are not included as costs in the TRC test. Instead, these factors are treated as transfer payments among ratepayers. Moreover, if appropriate, certain external costs and benefits such as environmental impacts may be taken into account. Because incentives and foregone revenues are not treated as "costs," electric rates for all customers tend to be higher for programs implemented solely using the TRC test to judge cost-effectiveness.

Ensuring Cost-Effectiveness

Ensuring utility-sponsored DSM programs remain cost-effective benefits the general body of electric ratepayers. These programs can reduce costs to ratepayers by postponing capital expenditures such as future power plant construction, and reducing current electrical generation costs, including fuel and variable O&M costs. DSM programs can also benefit customers by improving reliability.

When an IOU determines that a DSM program is no longer cost-effective, the utility should petition the Commission for modification or discontinuation of the program. In many instances, programs may need to be modified due to the adoption of a more stringent appliance efficiency standard or building code. In contrast, if new efficiency measures become available that are cost-effective, the utility may petition the Commission for approval of a new program.

2019 and 2024 Electric DSM Goalsetting Proceedings

Pursuant to Sections 366.82(2) and 366.82(6), F.S., the electric FEECA utilities filed proposed goals for the 2020 through 2029 period in April 2019. In that proceeding, the utilities' proposed goals were lower overall than those established in the 2014 goalsetting proceeding, with some utilities proposing goals of zero or near-zero for the 10-year period. A technical hearing on the proposed goals was held on August 12 and 13, 2019. The Commission heard testimony on cost-effectiveness tests, whether a goal of zero fulfilled statutory requirements, how to account for free ridership, and how to ensure low-income customers are able to effectively participate in DSM programs.

By issuing Order No. PSC-2019-0509-FOF-EG¹⁵ on November 26, 2019, the Commission rejected the goals proposed by the electric FEECA utilities and chose to continue with the 2020-2024 portion of the goals established in the 2014 goalsetting proceeding.¹⁶ While the goalsetting process produces annual goals, the cumulative goals for the entire 10-year period are shown in Table 5 for illustrative purposes.

Table 5
Cumulative Commission-Approved Electric DSM Goals (2015-2024)

Electric Utility	Summer Demand Goals (MW)	Winter Demand Goals (MW)	Annual Energy Goals (GWh)
FPL	526.1	324.2	526.3
DEF	259.1	419.3	195.0
TECO	56.3	78.3	144.3
Gulf	68.1	36.7	84.2
FPUC	1.3	0.4	2.0
OUC	5.0	8.4	13.0
JEA	10.8	9.7	25.8
Total	926.7	877.0	990.6

Source: Order No. PSC-14-0696-FOF-EU.

In that proceeding, the Commission also expressed a desire to review the goalsetting process for potential revisions that could be implemented before the next goalsetting proceeding (2024). In July 2020, a docket was established to consider proposed amendments to Rule 25-17.0021, F.A.C.¹⁷ On May 17, 2023, a rule certification packet was forwarded to the Administrative Code and Register Section of the Florida Department of State. The Commission rule, Rule 25-17.0021, F.A.C., provides the electric FEECA utilities with direction as to what to file in order for the Commission to evaluate DSM goals and programs. Rule 25-17.0021, F.A.C., provides that: (1) utilities should make goals based upon projected savings from potential programs offered to customers rather than upon aggregated savings from individual conservation measures; and (2) requires utilities to provide projected savings or goals developed under two cost-effectiveness scenarios in order to provide a more robust record of evidence. Specifically, the rule brings into the goal-setting phase a greater focus on potential conservation programs that could be offered to customers in order to reach a utility's approved goals.¹⁸

As part of its review of goals in 2019, the Commission recognized that Rule 25-6.065, F.A.C., (Customer-Owned Renewable Generation Rule) is an effective means of encouraging the development of demand-side renewable energy systems. Figure 2 shows the growth in the

¹⁵Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket Nos. 20190015-EG through 20190021-EG, *In re: Commission review of numeric conservation goals*.

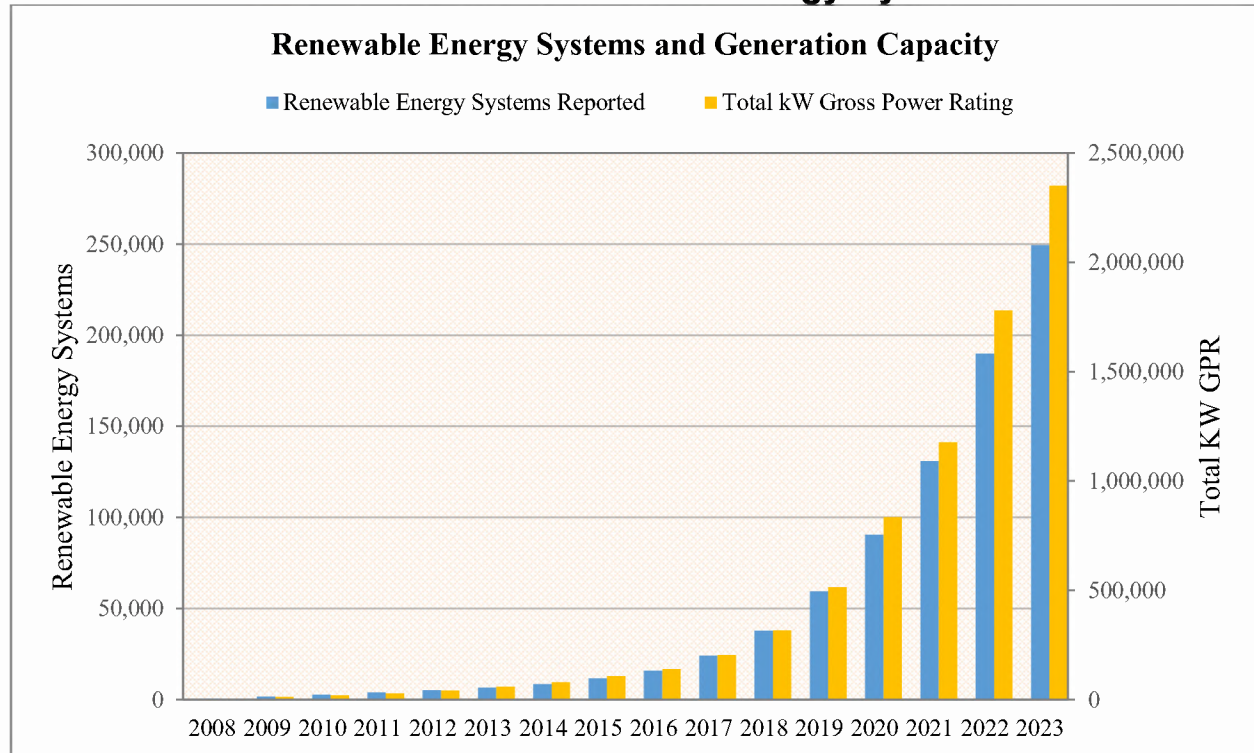
¹⁶ The goals established in 2014, and continued with the Commission's decision in the 2019 goalsetting proceeding, were based upon estimated energy and demand savings from measures that passed under a single cost effectiveness scenario, based upon the RIM and Participants cost-effectiveness tests.

¹⁷See Docket No. 20200181-EU, Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities.

¹⁸Order No. PSC-2023-0165-FOF-EU, Notice of Adoption of Rule, issued May 18, 2023, in Docket No. 20200181-EU, *In re: Proposed amendment of Rule 25-17.0021, F.A.C., Goals for Electric Utilities*.

number of customer-owned renewable energy systems in Florida, as well as the growth in gross power ratings (i.e., generating capacity) since the Commission revised its net-metering rule in 2008. In 2023, the total number of renewable energy systems reported was 249,521, with a total gross power rating of 2,351,333 kilowatts.

Figure 2
Demand-Side Renewable Energy Systems



Source: Data compiled from Net Metering Summary Spreadsheet (Net Metering Reports) provided to the Commission from IOU, municipal, and rural electric cooperative electric companies, 2008-2023.

In January 2024, dockets were opened for the 2024 DSM goalsetting proceeding to establish goals for the 2025 through 2034 time period.¹⁹ In September 2024, the Commission approved the numeric conservation goals to be applicable beginning in 2025 for DEF, TECO, FPUC, JEA, and OUC.²⁰ In December 2024, the Commission approved the numeric conservation goals for FPL.²¹

¹⁹See Docket Nos. 20240012-EG through 20240017-EG, Commission review of numeric conservation goals (for FPL, DEF, TECO, FPUC, JEA, and OUC).

²⁰See Order No. PSC-2024-0429-FOF-EG, issued September 20, 2024, in Docket No. 20240013-EG, *In re: Commission review cf numeric conservation goals (Duke Energy Florida, LLC)*; Order No. PSC-2024-0430-FOF-EG; issued September 20, 2024, in Docket No. 20240014-EG, *In re: Commission review cf numeric conservation goals (Tampa Electric Company)*; Order No. PSC-2024-0431-FOF-EG; issued September 20, 2024, in Docket No. 20240015-EG, *In re: Commission review cf numeric conservation goals (Florida Public Utilities Company)*; Order No. PSC-2024-0432-FOF-EG, issued September 20, 2024, in Docket No. 20240016-EG, *In re: Commission review cf numeric conservation goals (JEA)*; and Order No. PSC-2024-0433-FOF-EG, issued September 20, 2024, in Docket No. 20240017-EG, *In re: Approving numeric conservation goals (Orlando Utilities Commission)*.

²¹See Order No. PSC-2024-0505-FOF-EG, issued December 18, 2024, in Docket No. 20240012-EG, *In re: Commission review cf numeric conservation goals (Florida Power & Light Company)*.

2.2 Goalsetting Proceedings for Peoples Gas

PGS is the only natural gas utility that meets the therm sales threshold for establishing conservation goals under FEECA.²² In October 2018, PGS filed a petition for approval of numeric therm reduction goals for the 2019-2028 period. PGS estimated its goals based upon its current Commission-approved DSM programs. Because PGS had existing programs already in place, there is expected to be no additional cost to its customers, aside from the costs of the new audit programs. PGS utilized the Participants and GRIM tests to calculate its goals.²³ The Commission approved the goals for PGS in Order No. PSC-2019-0361-PAA-GU, issued on August 26, 2019. Table 6 shows the 10-year therm-savings goals for PGS over the 2019 through 2028 period.²⁴

Table 6
Commission-Approved DSM Goals for PGS (2019-2028)

Cumulative Savings (Therms)		
Residential	Small Commercial	Combined
3,749,583	2,426,634	6,176,217

Source: Order No. PSC-2019-0361-PAA-GU.

In accordance with this timing of goalsetting for the FEECA electric utilities, a docket was established in 2024 to establish therm reduction conservation goals for the 2025 through 2034 period.²⁵ In the 2024 goalsetting proceeding, PGS estimated its goals for the 2025 through 2034 period based upon the same Commission-approved DSM programs that were approved in the 2019 goalsetting proceeding. PGS utilized the Participants and GRIM tests to calculate its goals.²⁶ The Commission approved the 2025-2034 goals for PGS in Order No. PSC-2024-0280-PAA-GU, issued on July 30, 2024.²⁷

2.3 Impact of Outside Factors on FEECA Utility DSM Programs

Conservation in Florida is prompted by customer actions to conserve energy, federal appliance efficiency standards, state building codes, and utility-sponsored DSM programs. Customers can save energy and reduce their bills through behavioral changes and by investing in energy efficient homes, appliances, and equipment. Federal appliance efficiency standards have become more stringent over time, thus increasing the baseline energy efficiency of new appliances and

²²Section 366.82, F.S., provides that a natural gas utility is subject to FEECA requirements if a utility's annual retail sales volume is equal to or greater than 100 million therms.

²³Rule 25-17.009, F.A.C., requires natural gas utilities that seek to recover costs for conservation programs to file the cost-effectiveness test results of the Participants test and the GRIM test.

²⁴Order No. PSC-2019-0361-PAA-GU, issued August 26, 2019, in Docket No. 20180186-GU, *In re: Petition for approval of demand side management goals and residential customer assisted and commercial walk-through energy audit programs, by Peoples Gas System*.

²⁵See Docket No. 20240018-EG, Commission review of numeric conservation goals (Peoples Gas System). For the FEECA electric utilities, Rule 25-17.0021(1), F.A.C., sets forth that the Commission will initiate a proceeding at least once every five years to establish goals over a ten-year period.

²⁶Rule 25-17.009, F.A.C., requires natural gas utilities that seek to recover costs for conservation programs to file the cost-effectiveness test results of the Participants test and the GRIM test.

²⁷Order No. PSC-2024-0280-PAA-GU, issued July 30, 2024, in Docket No. 20240018-EG, *In re: Commission review of numeric conservation goals (Peoples Gas System)*.

heating and air conditioning equipment available to Florida's consumers. Likewise, changes in the Florida State Building Code (FLBC) have resulted in more energy efficient homes.

Utilities design DSM programs to encourage conservation that exceeds levels achievable through current building codes and minimum efficiency standards. However, the cost-effectiveness of some DSM measures has declined due to several factors outside of the FEECA utilities' control. More stringent state and federal efficiency standards, building codes, and customer actions to implement efficiency outside of utility programs, reduce the potential incremental demand and energy savings available from utility-sponsored DSM programs.

Federal efficiency standards and state building codes establish a baseline in assessing the cost-effectiveness of a potential DSM program. Florida utility DSM programs offer rebates and incentives for appliances that exceed federally established minimum efficiency standards. However, increases in federal efficiency standards, independent conservation efforts by consumers, and general conservation practices make it more challenging for utilities to attract voluntary participants in order to achieve demand and energy savings through DSM programs. Electric rates are also a contributing factor in customers' decisions to enroll or not enroll in DSM programs, or invest in more efficient appliances. Increasing electric rates tend to increase customer energy efficient investments, while stable or declining electric rates tend to reduce customer energy efficiency investments. In combination, these factors make it crucial that the FEECA utilities frequently evaluate their conservation program offerings to ensure that they remain cost-effective and attractive to customers. In addition, the FEECA utilities are also expected to engage in research or evaluate the potential for new, cost-effective DSM program opportunities as energy-efficiency technologies develop.

State Building Code

At the state level, the FLBC is amended annually to incorporate interpretations and clarifications as well as to update efficiency standards. The Florida Building Commission updates the FLBC with relevant new standards every three years, most recently in 2023 when the 8th Edition was issued. The 8th Edition (2023) became effective in December 2023, and three Supplements were issued in 2024.²⁸ While there were several changes in the three supplement documents that pertain to construction standards, no changes were made to Chapter 11, Energy Efficiency. After review of these resources and the current DSM programs, FEECA utilities reported that no program changes were needed as a direct result of the 2023 or 2024 FLBC code updates.

Federal Government Efficiency Standards

At the federal government level, the U.S. Department of Energy's (DOE) Building Technologies Office sets energy efficiency standards for more than 60 categories of appliances and other equipment, including HVAC equipment.²⁹ Within the Building Technologies Office, the

²⁸The 2024 Supplements to the 8th Edition added code language for consistency with changes in laws that became effective August 19, 2024. Details of the Eighth Edition (2023) Florida Building Code and all Supplements to it can be found at https://www.floridabuilding.org/fbc/Links_to_Code_Resources.html.

²⁹Pursuant to Section 553.975, F.S., the Commission must report the effectiveness of state energy conservation standards established by Sections 553.951-553.973, F.S. Florida's appliance efficiency standards are mandatory efficiency improvements but have not been updated since 1993, and therefore have likely been superseded by more recent federal efficiency standards.

Appliances and Equipment Standards Program maintains a multi-year rulemaking schedule that establishes minimum energy efficiency standards and test procedures which are the basis for these standards. The products regulated by DOE standards represent about 90 percent of home, 60 percent of commercial building, and 30 percent of industrial energy use.³⁰ Some of the consumer products regulated by these Conservation Standards and Test Procedures include laundry appliances, dishwashers, microwave ovens, televisions, and several other common household products. In addition to consumer products, there are categories for lighting, plumbing, and commercial/industrial products.³¹

Beginning in 2023, the United States Department of Energy (DOE) updated the standards of residential central air-conditioning and air-source heat pump systems. The new standards require a seasonal energy efficiency ratio (SEER) of no less than 14 for residential systems in the northern part of the United States, and a SEER rating of 15 in the southern part of the United States. Higher SEER ratios indicate more energy-efficient equipment. The DOE also instituted new energy conservation standards for dedicated purpose pool pump (DPPP) motors. The new standard for DPPP motors replaces single-speed motors in favor of variable-speed ones, and DOE estimates this new standard will reduce energy usage by 27.5 percent relative to single-speed motors.³² In December of 2023, the Department of Energy also adopted new standards for residential refrigerators and freezers, as well as commercial fans and blowers.³³ Overall, the Department of Energy proposed or finalized 30 energy efficient standards in 2023.

Federal standards that change the baseline requirements for a product may have a direct effect on DSM programs. If a DSM program is no longer cost effective as a result of changing federal standards, then the utility should file a petition to modify or discontinue the program. In 2023, many of the FEECA utilities updated their program standards in air conditioning programs to recognize the higher SEER rating, but no petitions were filed to modify or discontinue programs.

³⁰Federal Appliance and Equipment Standards Program: <https://www.energy.gov/eere/buildings/appliance-and-equipment-standards-program>

³¹Federal Conservation Standards and Test Procedures: <https://energy.gov/eere/buildings/standards-and-test-procedures>

³²U.S Department of Energy, Energy Conservation Program: Energy Conservation Standards for Dedicated Purpose Pool Motors: https://www.energy.gov/sites/default/files/2023-07/dpppm-ecs-fr_0.pdf

³³DOE Finalizes Efficiency Standards for Residential Refrigerators and Freezers, Closing Out Remarkable Year of Cost-Saving Progress: <https://www.energy.gov/articles/doe-finalizes-efficiency-standards-residential-refrigerators-and-freezers-closing-out>

Section 3. FEECA Utilities' Goal Achievements

3.1 Assessing Goal Achievement

Commission rules require separate goals be set for electric residential and commercial/industrial (C/I) classes, assigning context to measuring goal achievement within these two primary customer categories. Each utility's achievements in these categories are also combined and compared against total demand and energy savings goals.

Every FEECA utility must file an annual DSM report pursuant to Rule 25-17.0021, F.A.C., which summarizes demand savings, energy savings, and customer participation rates for each approved program. The report also includes the residential, C/I, and total energy efficiency achievements compared to the approved DSM goals. Each FEECA utility's current (2023) and archived annual DSM reports from prior years can be found on the Commission's website: <http://www.psc.state.fl.us/>.

Monitoring annual goal achievements enables the Commission to evaluate the effectiveness of each utility's programs. In addition to reviewing the FEECA utilities' annual DSM reports, staff issues discovery requests for additional information from the utilities on their demand and energy saving achievements. Staff's data requests also seek explanations of factors preventing the utilities from achieving projected participation levels. Each FEECA utility's DSM performance in 2023 is discussed below. The utility achievements have been compared to the annual goals established by the Commission in November 2014 and reapplied in November 2019. Table 7 provides a breakdown of each electric utility's goal achievements for the period.

FPL

FPL exceeded 5 of its 9 DSM demand and energy savings goals in 2023. FPL exceeded its summer and winter demand reduction and annual energy reduction goals for the commercial/industrial (C/I) customer class by significant margins (greater than 30 percent). However, the company did not meet any of its residential customer class goals in 2023, and fell short of its residential summer demand goal by a significant margin (approximately 38 percent, or 14 MWs). On a total savings basis across residential and C/I customer classes combined, the utility exceeded its annual energy reduction and winter demand reduction goal, but did not meet its summer demand reduction goal. The company stated that lower than projected participation in its Residential On Call and HVAC programs contributed to its inability to achieve its residential goals. Despite not achieving 4 of its goals in 2023, FPL's overall results improved compared to its performance in 2022, when the utility did not meet 8 of its 9 goals.

DEF

In 2023, DEF exceeded all 9 of its 2023 DSM demand and energy savings goals by significant margins, especially for the commercial sector. For the residential customer class, DEF's 2023 demand and energy savings were higher than the 2022 savings, despite conducting slightly fewer audits in 2023 (36,915) compared to 2022 (37,725). For the C/I customer class, substantially more customers participated in C/I audits in 2023 (479), compared to 2022 (146), which helped the company record greater achievements in all goal categories for this customer class compared to 2022.

TECO

TECO exceeded all 9 of its 2023 DSM demand and energy savings goals by significant margins. In the residential customer class, summer and winter demand reduction savings levels were higher in 2023, compared to 2022. Although the number of residential audits conducted in 2023 (104,284) declined compared to 2022 (114,112), the number of audits in the C/I customer class increased in 2023 (976), compared to the number in 2022 (766). TECO stated that more C/I customer class audits enhanced the winter demand savings and annual energy savings achievements in 2023 for this customer class.

FPUC

FPUC exceeded 2 of 9 DSM demand and energy savings goals in 2023. The company exceeded its winter demand reduction and annual energy savings goals for the residential customer class, but did not meet any of its remaining goals. FPUC stated that conducting more residential audits in 2023 (154), compared to the number in 2022 (74) enhanced the achievement results for this customer class. For the second consecutive year, FPUC did not achieve any of its C/I demand reduction or energy savings goals. The company states that a limited number of C/I customers in its service territory was a significant factor in not meeting the savings goals for that sector. With no contribution of savings from the C/I customer class, the company did not meet its goals for total demand and energy savings in 2023.

JEA

JEA exceeded all of its 2023 individual customer class goals by significant margins; thus, the utility exceeded its total demand and energy savings goals as well.

OUC

OUC exceeded all of its 2023 individual customer class goals by significant margins; thus, the utility exceeded its total demand and energy savings goals as well.

Table 7
DSM Goals Compared to Annual Achievements (2023)

Utility	Winter (MW)		Summer (MW)		Annual (GWh)	
	Goals	Achieved Reduction	Goals	Achieved Reduction	Goals	Achieved Reduction
FPL*						
Residential	22.50	17.58	36.80	22.82	36.30	33.97
Commercial/Industrial	<u>17.60</u>	<u>25.52</u>	<u>28.50</u>	<u>40.50</u>	<u>36.30</u>	<u>49.95</u>
Total	40.10	43.10	65.30	63.32	72.60	83.92
DEF						
Residential	22.00	30.00	11.00	19.00	2.00	50.00
Commercial/Industrial	<u>5.00</u>	<u>30.00</u>	<u>6.00</u>	<u>27.00</u>	<u>1.00</u>	<u>10.00</u>
Total	27.00	60.00	17.00	46.00	3.00	60.00
TECO						
Residential	6.80	10.30	2.90	12.50	6.30	29.60
Commercial/Industrial	<u>1.80</u>	<u>7.20</u>	<u>3.50</u>	<u>8.10</u>	<u>9.90</u>	<u>30.30</u>
Total	8.60	17.50	6.40	20.60	16.20	59.90
FPUC*						
Residential	0.036	0.058	0.117	0.098	0.078	0.190
Commercial/Industrial	<u>0.027</u>	0.000	<u>0.065</u>	0.000	<u>0.215</u>	0.000
Total	0.063	0.058	0.182	0.098	0.293	0.190
JEA						
Residential	0.960	1.600	0.940	1.840	2.500	3.610
Commercial/Industrial	<u>0.007</u>	<u>0.430</u>	<u>0.140</u>	<u>0.870</u>	<u>0.080</u>	<u>4.550</u>
Total	0.967	2.030	1.080	2.710	2.580	8.160
OUC						
Residential	0.180	0.954	0.190	0.810	0.660	1.856
Commercial/Industrial	<u>0.740</u>	<u>1.556</u>	<u>0.390</u>	<u>1.593</u>	<u>0.820</u>	<u>8.489</u>
Total	0.920	2.510	0.580	2.403	1.480	10.345

*Bold numbers indicate the utility did not meet its annual goals within that category.

Source: 2023 FEECA utility demand-side management annual reports.

PGS

PGS exceeded its residential therm reduction savings goal by 31 percent in 2023, and surpassed its C/I and total goals by significant margins.

Table 8 provides a breakdown of the goal achievements for PGS for the period. Therm-savings goals for PGS were first approved in August 2019. PGS met its 2023 total energy reduction goal and its individual customer class goals.

Table 8
DSM Goals Compared to Annual Achievements (2023)

Utility	Annual Energy Reduction, in Therms	
	Goals	Achieved Reduction
PGS		
Residential	371,562	488,301
Commercial/Industrial	239,661	1,515,462
Total	611,223	2,003,763

*Bold numbers indicate the utility did not meet its annual goals within that category.

Source: 2023 FEECA utility (PGS) demand-side management annual report.

3.2 Information on Audit Programs

Residential energy audits are required by Section 366.82(11), F.S. Energy audits serve as an avenue for utilities to identify and evaluate conservation opportunities for customers. FEECA utilities use energy audits as a gateway to their other DSM programs. For example, some rebate programs require customers to have an energy audit so that the utility can identify existing equipment to determine program eligibility before the customer is eligible to participate. Utilities also use energy audits to educate customers on behavioral changes and energy efficiency investments they can make outside of the utility-sponsored DSM programs.

Rule 25-17.0021, F.A.C., requires that all FEECA utilities offer a Walk-Through Audit, a Building Energy-Efficiency Rating System (BERS) Audit, and a Computer-Assisted Audit to their residential customers. All FEECA electric utilities offer Walk-Through Audits for their commercial customers as well. In addition to the required audits, FEECA utilities also offer online and phone audits which have become increasingly popular with customers. While online and phone audits are not as thorough as Walk-Through Audits, they give customers access to much of the same information on their own time, without the need to schedule appointments with their utility. These audits also typically have lower administrative costs than Walk-Through Audits.

As a part of its goalsetting process, PGS was granted a waiver which exempts the company from the requirement to offer Walk-Through Audits. The Commission allowed PGS to offer an electronic, online-only audit in lieu of on-site audits for residential customers. In April 2020, PGS launched its Residential Customer Assisted Audit program as an online audit program for residential customers. In 2023, a total of 9,576 audits of this type were conducted. In addition, PGS launched its Commercial Walk-Through Energy Audit program in July 2023.

Residential Audits

Table 9 shows FEECA electric utilities performed a total of 240,742 residential audits in 2023, which was about 7,600 fewer residential audits compared to 2022, when 248,398 audits were conducted.³⁴

Table 9
Residential Audits by Type (2023)

Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	15,936	57,840	13,274	87,050
DEF	10,033	23,985	2,897	36,915
TECO	4,095	100,189	0	104,284
FPUC	110	44	0	154
JEA	4,349	6,155	0	10,504
OUC	1,835	0	0	1,835
Total	36,358	188,213	16,171	240,742

Source: FEECA utilities' 2023 demand-side management annual reports.

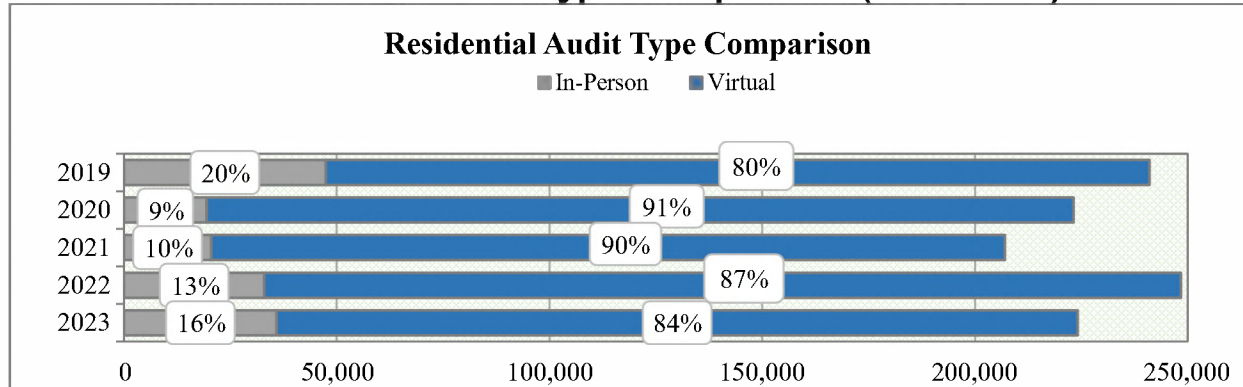
By type, FEECA electric utilities conducted 33,358 in-person audits were conducted in 2023, an increase relative to 2022, when 32,977 audits of this type were conducted. In 2023, the FEECA electric utilities were less restricted than in 2022, when suspensions and restrictions of short-duration were in effect as a result of COVID. The overall number of virtual online audits declined in 2023 (188,213) compared to 2022 (196,852). Only FPL and DEF offered virtual audits via telephone, and, on an overall basis, fewer audits of this type were conducted in 2023 (16,171) compared to 2022 (18,569).

By utility, FPL, FPUC, and OUC reported more audits were conducted on an overall basis in 2023 compared to 2022. FPL reported 87,050 audits were conducted in 2023, up from the number conducted in 2022 (82,631). FPUC and DEF reported more in-person audits, but fewer virtual audits, were conducted in 2023 compared to 2022. FPUC reported that 110 in-person audits were conducted in 2023, an increase compared to 2022 (18). For JEA and OUC, the number of audits by type in 2023 were similar to the results from 2022.

In 2019, before the onset of COVID-related program suspensions, approximately 80 percent of all residential audits were conducted virtually, and the balance were conducted in person. For 2020 through 2022, when periods of audit suspensions were experienced, not only did the overall number of audits decline, but a proportional shift was observed, with virtual audits growing from 80 percent of total audits to a peak of 91 percent (2020), and in-person audits declined from 20 percent of total audits to a low point of 9 percent (2020), as shown in Figure 3 below. Since the low point in 2020, the proportion of in-person audits to total audits has steadily increased through 2023, mimicking pre-pandemic levels.

³⁴Walk-Through, BERS, and Computer-Assisted audits all require a utility auditor to physically inspect the customer's premises, and therefore are consolidated for the purposes of Figures 3 and 4. On a percentage basis, the number of residential audits conducted in 2023 reduced by about 3.1% percent, compared with 2022.

Figure 3
Residential Audits Type Comparison (2019-2023)



Source: FEECA utilities' 2019-2023 demand-side management annual reports.

Commercial / Industrial Audits

On an overall basis, Table 10 below shows that the FEECA electric utilities performed 6,872 commercial/industrial energy audits in 2023, compared to 6,931 such audits in 2022. During periods of COVID-era suspensions that began in 2021, FPL, DEF, and TECO offered C/I audits through in-person and virtual means. However, in 2023, only FPL and DEF continued the practice of offering virtual audits. For TECO, JEA, and OUC, all of the audits conducted for this customer class in 2023 were conducted by site visits (shown on Table 10 as in-person audits). While FPUC does not offer a formal audit program for commercial/industrial customers, it did consult with 45 commercial/industrial customers in 2023 to educate them on energy saving opportunities.

Table 10
Commercial / Industrial Audits by Type (2023)

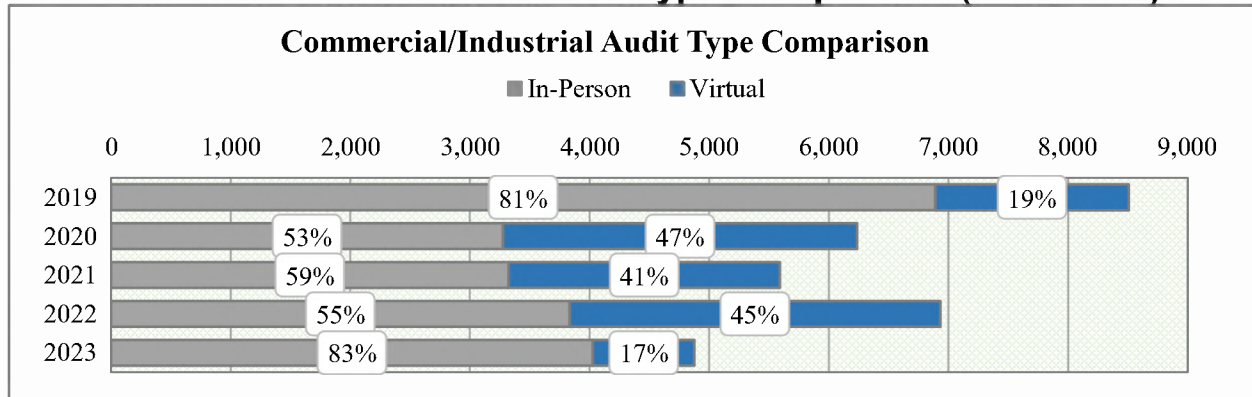
Utility	In-Person	Virtual		Total
	Walk-Through, BERS, and Computer-Assisted	Online	Phone	
FPL	2,225	804	2,079	5,108
DEF	441	0	38	479
TECO	976	0	0	976
FPUC	0	0	0	0
JEA	246	0	0	246
OUC	30	0	0	30
Total	3,951	804	2,117	6,872

Source: FEECA utilities' 2024 demand-side management annual reports.

Figure 4 below shows multiple years of data (2019 through 2023) to roughly demonstrate the that the proportion of in-person audits to total audits dropped off in 2020, but has been rebounding since then through 2023, mimicking pre-pandemic levels. In 2019, about 81 percent of all commercial/industrial audits were conducted as on-premises (in-person) audits, with the balance conducted virtually. In the years 2020 through 2022, a pronounced shift to this

proportion was observed, with lower numbers of in-person audits being conducted, in favor of virtual options. The results from 2023 indicate that the proportion of in-person audits from 2023 (about 83% of the total commercial/industrial audits in that period) is back to within two percentage points of the proportion from 2019. Staff observes that even though the proportional split between in-person and virtual audits is near pre-pandemic level, the overall number of audits has trended down since 2019.

Figure 4
Commercial / Industrial Audit Type Comparison (2019-2023)



Source: FEECA utilities' 2019-2023 demand-side management annual reports.

3.3 Low-Income Programs

The 2014 DSM Goals Order³⁵ states, “When the FEECA utilities file their DSM implementation plans, each plan should address how the utilities will assist and educate their low-income customers, specifically with respect to the measures with a two-year or less payback.”³⁶ In accordance with this Order, electric FEECA utility have implemented measures and/or programs that assist and educate low-income customers. Low-income customer participation in energy conservation programs furthers the intent of FEECA by encouraging potential demand and energy reduction in Florida. Customers that participate in these programs benefit through increased knowledge of conservation opportunities and through rebates on energy saving equipment, resulting in potential bill reduction.

Low-income programs mainly focus on efforts to provide energy efficiency information, weatherization opportunities and the installation of energy efficient measures to residential homes. In many cases, the utilities have established partnerships with government and non-profit agencies. They work together to help identify low-income neighborhoods and educate customers on conservation opportunities through energy audits, bill inserts, presentations, and other measures.

Since 2015, all of the electric FEECA utilities have submitted programs in their DSM plans tailored to offer assistance to qualifying customers. Each FEECA utility’s conservation efforts with respect to low-income customers during 2023 are discussed below.

FPL

Through its Low Income Weatherization program, FPL leverages its partnerships with Weatherization Assistance Providers throughout its territory to offer these providers rebates for installation of program measures in qualifying homes.³⁷ In 2023, FPL enrolled 11,254 customers in its Low-Income Weatherization program, which was 200 more customers than it did in 2022. In part, these additional enrollments were facilitated by utilizing a third-party contractor to install DSM-related equipment.

There are three ways a qualified customer can enroll in FPL’s Low Income Weatherization program. First, when a customer in an income qualified zip code initiates contact with the company with a high bill concern or an energy survey request, the customer is encouraged to schedule an in-home energy survey. In a subsequent field service visit, an FPL representative conducts the energy survey and provides, and may install equipment offered under select DSM program measures. Second, FPL representatives target property managers in income-qualified zip codes in order to offer energy saving tips and related information to them, as well as to the customers that reside in their properties in those areas. Finally, FPL advises its customers, via its website, to contact specified Weatherization Assistance Providers for direct assistance. The Weatherization Assistance Providers are responsible for qualifying customers who approach

³⁵The 2014 DSM Goals Order references electric utilities only.

³⁶Order No. PSC-14-0696-FOF-EU, issued December 16, 2014, in Docket Nos. 20130199-EI through 20130205-EI, *In re: Commission review of numeric conservation goals*.

³⁷The Weatherization Assistance Program offered by FPL and other investor-owned electric utilities in Florida is a United States Department of Energy program that is administered at the state and local levels. Resource links are provided at this website: <https://www.energy.gov/scep/wap/how-apply-weatherization-assistance>

them for direct assistance, and would receive rebates directly from FPL when providing measure to customers.

DEF

In 2023, DEF implemented new practices in offering its Neighborhood Energy Saver (NES) program, a program that serves all customers, including low income customers. By identifying targeted demographic areas within a 15-mile radius, the utility was able to facilitate easier scheduling of appointments for customers, and minimize travel time for its vendor. These efforts resulted in higher participation in 2023 (5,846), compared to the results from 2022, when 4,771 customers enrolled. Preliminary information reflects that DEF is continuing these efforts in 2024 to expand enrollment in this program. Year-to-date data for the NES program (through June 2024) indicates that 2024 enrollments could outpace the results from 2023.

Also in 2023, DEF added the Pinellas County Housing Authority to the list of agencies that participate in offering its Low-Income Neighborhood Weatherization Assistance program. The additional agency offering this program was a factor in the higher number of participant enrollments DEF reported in 2023 (184), compared to 2022 (134). Like NES, the year-to-date data for the Low-Income Neighborhood Weatherization Assistance program (through June 2024) indicates that 2024 enrollments could exceed the results from 2023.

Collectively, over 6,000 households had demand reduction and energy-saving measures installed in 2023 through the NES and Low-Income Neighborhood Weatherization Assistance programs. Although some measures are common to both programs, the measures offered in the NES program provide a higher amount of savings per installation, compared to the values derived from the Low-Income Neighborhood Weatherization Assistance program.

TECO

In 2023, a total of 8,258 customers enrolled in Tampa Electric's Neighborhood Weatherization program, a program that offers an energy efficiency kit to assist low-income residential customers. The energy efficiency kit includes 12 energy savings measures, in addition to ceiling insulation and/or duct sealing depending on the needs of the home. Some of the energy saving measures include: six light emitting diode ("LED") Lamps; installation of up to three low flow faucet aerators; and installation of hot water pipe insulation, if necessary. In 2023, approximately 800 customers were enrolled in this program through coordinated efforts between the utility and the Tampa Housing Authority.

Although unrelated to its Neighborhood Weatherization program, TECO continued its work in 2023 to participate in and/or support research initiatives to support low-income communities. The utility continued its participation in the energy equity initiative the American Council for an Energy Efficient Economy organization is conducting. TECO also continued its three year study through the Consortium for Energy Efficiency, which seeks to: (1) characterize and define hard to reach audiences, and (2) ensure the program administrators are equitably serving all their customers. Additionally, TECO continued its role as a sponsor for the Distributed Energy Financial Group's Executive Advisory Panel of Equity in the Clean Energy Economy, which examines the impacts of distributed and renewable energy on the grid, with particular attention

provided to ensure that at-risk customers share the benefits of the transition to a clean energy economy.

FPUC

Although FPUC does not offer a low income program, the company's website, customer contact centers, billboards, and other forms of advertising in its service territories promote its DSM programs to all customers, including low-income customers.

JEA

JEA's Neighborhood Energy Efficiency Program includes free installation of conservation products and provides energy education packets that give income-qualified customers energy-saving ideas and information about JEA's other DSM programs. JEA also promotes the availability of nonprofit community-based utility bill assistance programs, including its Neighbor to Neighbor donation program. These programs are found on the JEA website and amplified through social media and direct email promotions.

In 2023, JEA continued its partnership with multiple government and non-profit agencies that provide direct and indirect financial assistance to customers in its service territory. In addition, JEA developed and presented conservation based educational resources designed to help homeowners understand the biggest users of energy and water inside and outside the home, and how to better manage usage.

OUC

In 2023, OUC continued its Project Care and Efficiency Delivered programs to assist low-income customers in conserving energy and demand. Project Care assists customers in paying their energy bills and implementing energy efficiency measures. OUC donates \$2 for every \$1 donated to the program. In the income-based Efficiency Delivered program, OUC pays for 85 percent of the costs for energy and water efficiency upgrades up to a cap of \$2,500 per installation. Income qualified participants pay the remaining 15 percent over the first 24 months, interest free.

3.4 Investor-Owned Utility Research and Development Programs

In addition to specific DSM programs that provide measurable demand and energy savings, the four electric IOUs conduct conservation research and development initiatives to evaluate emerging DSM opportunities. In these programs, Florida's electric IOUs often partner with universities or established industry research organizations. With the arrival of new electricity-consuming products and new technologies, research and development by Florida's electric IOUs creates opportunities to identify emergent options to conserve electricity. The recent initiatives undertaken by the electric IOUs are discussed below.

FPL

In 2023, FPL focused on three research and development projects: the Smart Panel pilot, a retro-commissioning project, and a low-income project to install and test customer acceptance and usage patterns for energy efficient technologies.

The Smart Panel pilot evaluates the capabilities of smart panels to enable greater energy efficiency in a residential setting. FPL asserts that, to date, 100 smart panels have been installed in customer homes for study, and the pilot is scheduled to continue through 2024. In 2023, FPL continued a retro-commissioning study in the Northwest portion of its service territory. A large, multi-building church was selected for the research study, and in 2023, site assessment work was done as well as work to develop the baseline energy profile. FPL also initiated a deep retrofit pilot for income qualified customers in the Pensacola area. This pilot seeks to understand the impact deep retrofit measures have on customer energy use. FPL selected 25 customers to participate in the pilot. The installation of this pilot was completed in the summer of 2023 and data from this group will be tracked for a 12 month period.

In 2023, FPL also continued its dialogue with the Florida Solar Energy Center (FSEC) and the building science and engineering departments of several Florida universities. FPL continued its participation in Electric Power Research Institute (EPRI) and E-source research initiatives.

DEF

In 2023, DEF completed a research project with the Electric Power Research Institute (EPRI) project that studied the potential of using customer demand response to compensate for variable loads and intermittent renewable generation resources. DEF also completed research on a project studying the relationship between Wi-Fi infrastructure and connected devices.

Additionally, DEF completed a project for a study to evaluate the demand response capability of internet-connected residential batteries. This project focused on the capabilities of a particular aggregator to collect data from two battery manufacturers, the feasibility of utilizing aggregation technology for dispatching demand response event commands, and the net impact of these events on shaping demand. The project is expected to conclude in 2024.

In 2023, DEF continued a project to evaluate the demand response capability of the Ford Lightning Electric Pickup Truck in a Vehicle-to-Grid (V2G) configuration. DEF is testing the system in 4 employee volunteer customer homes. The testing has focused on the impact of charging a vehicle at home at full capability of the Ford Charge Station Pro and the capability of

providing Vehicle-to-Home backup power during outages. Testing of an interconnected operation for demand response will follow.

DEF also continued a research project with the University of Central Florida (UCF) to document the value of long-duration customer-side energy storage systems, and with the University of South Florida (USF) to leverage customer-sited solar PV and energy storage. DEF also continued a pilot to develop software, firmware, and applications for a Smart Home Gateway to evaluate the potential for a future home energy management program and its ability to enhance the Company's future energy efficiency and DR programs. In this pilot, capabilities are being developed and tested to enable appliance demand response using CTA-2045 (EcoPort) local control and also circuit breaker devices that can monitor and respond to changes in demand in real time. The Smart Home Gateway can also potentially be used to engage customer awareness of how energy is being used in the home.

In addition, DEF continued its participation in an EPRI Solar DPV project for data collection to document customer solar resources with a focus on larger PV arrays with and without energy storage.

TECO

In 2023, TECO completed the Light Emitting Diode ("LED") Street and Outdoor Lighting conversion program, which converted the remaining 8,827 street and outdoor lighting luminaires to LED technology.

On an on-going basis, TECO continues to study the Integrated Renewable Energy System ("IRES") Pilot program that was commissioned in 2021. The IRES program's main objectives are to evaluate the ability to maximize the demand side management benefits from the integrated system; to determine the ideal operating parameters that a commercial or industrial customer would operate this kind of system; and to use the installation and its associated operational information as an education platform for commercial and industrial customers seeking information on this type of system. TECO also continued a research project that began in 2016 with the University of South Florida (USF) to evaluate small to mid-size commercial battery storage installations through research and field study with at least one battery being installed at a commercial/industrial customer's facility.

FPUC

FPUC continued work on its Powerhouse Project that began in 2021 and reported that this research study has been extended through 2024. The Powerhouse Project gathers usage data and uses an engineered apparatus to moderate the amount of energy used by reducing the reactive power delivered to the customer. Results from the Powerhouse Project research are being analyzed by the manufacturer of the apparatus, by the utility, and also by the industrial customer operating in the utility's service territory. FPUC did not initiate any new research projects in 2023.

Section 4. Conservation Cost Recovery

Florida's IOUs are allowed to recover reasonable expenses for Commission-approved DSM programs through cost recovery clauses. For electric IOUs, the recovery mechanism is the ECCR clause. For natural gas LDCs, the recovery mechanism is the NGCCR clause. These costs include utility expenses such as administrative costs, equipment, and incentive payments to customers. Before requesting recovery of costs through the ECCR clause, an electric IOU must provide data on DSM program cost-effectiveness. The Commission conducts a financial audit each year prior to approving cost recovery of these expenses.

4.1 Electric IOU Cost Recovery

From 2010 through 2014, annual electric utility expenditures to fund conservation programs grew due to additions and modifications of these programs. However, total annual costs recovered from customers through the ECCR clause after 2014 have declined for most IOUs due to DSM program modifications. In addition, these utilities have reported that 2020 and 2021 COVID-related impacts have resulted in lower levels of customer participation in DSM programs, contributing to the more recent decline in DSM expenditures. Table 11 shows the annual DSM expenditures recovered by Florida's IOUs from 2014-2023.

Table 11
DSM Expenditures Recovered by IOUs (2014-2023)

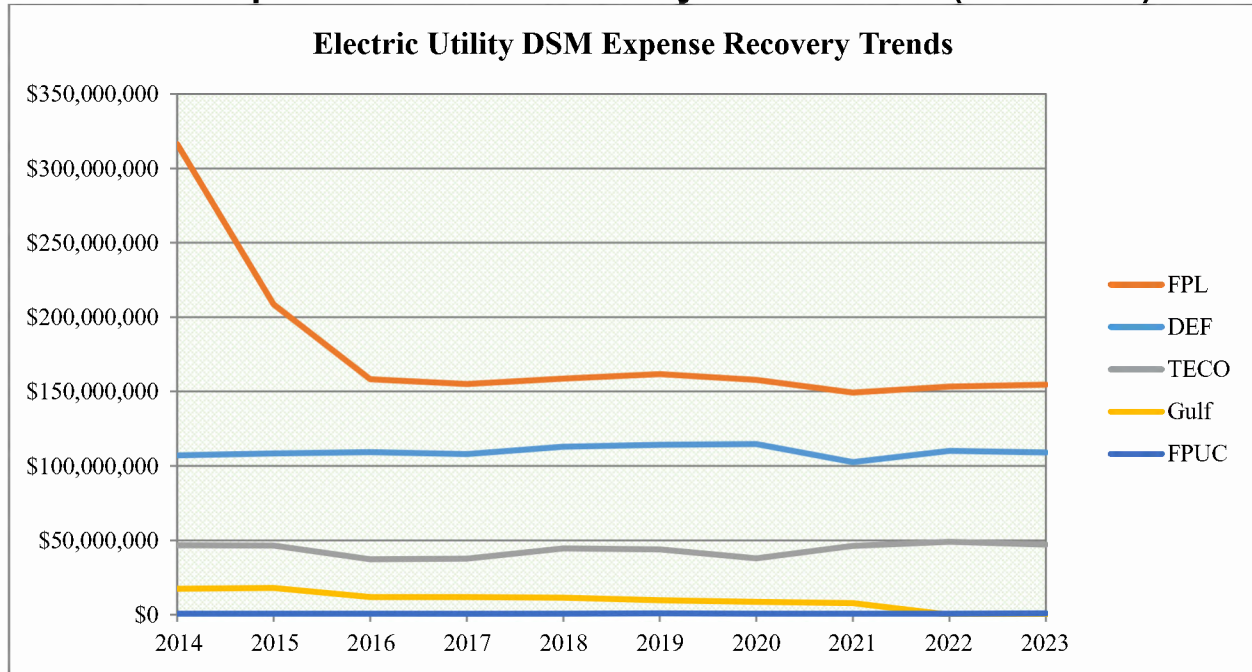
	FPL	DEF	TECO	Gulf	FPUC	Total
2014	\$316,311,166	\$107,033,335	\$46,620,508	\$17,412,618	\$772,612	\$488,150,239
2015	\$208,643,788	\$108,455,141	\$46,516,401	\$17,961,885	\$718,616	\$382,295,831
2016	\$158,174,787	\$109,155,438	\$37,242,148	\$11,915,459	\$687,590	\$317,175,422
2017	\$154,916,595	\$107,890,962	\$37,585,598	\$11,854,558	\$640,996	\$312,888,709
2018	\$158,735,829	\$112,863,333	\$44,558,717	\$11,399,250	\$656,154	\$328,213,283
2019	\$161,738,898	\$114,084,224	\$43,988,528	\$9,607,262	\$865,843	\$330,284,755
2020	\$157,892,907	\$114,692,900	\$37,850,526	\$8,637,394	\$782,143	\$319,855,870
2021	\$149,275,934	\$102,542,901	\$46,328,538	\$7,852,934	\$751,683	\$306,751,990
2022	\$153,282,683	\$110,172,154	\$48,985,457	*	\$668,543	\$313,108,837
2023	\$154,681,984	\$109,076,687	\$47,028,255	*	\$919,544	\$311,706,470
Total						\$3,845,651,707

Source: Docket Nos. 20140002-EG through 20240002-EG, Schedules CT-2 from the IOUs' May testimonies.

*Effective January 1, 2022, FPL and Gulf Power Company (Gulf) operationally merged.

Figure 5 shows trends in annual DSM expenditures for the five electric IOUs from 2014 to 2023.³⁸

Figure 5
DSM Expenditures Recovered by Electric IOUs (2014-2023)



Source: Docket Nos. 20140002-EG through 20230002-EG, Schedules CT-2 from the IOUs' May testimony.

*FPL's 2014 recovery included a one-time \$56.3 million payment to Solid Waste Authority of Palm Beach County related to a construction project to expand the capacity of an existing waste-to-energy facility. See Docket No. 20110018-EU.

During the annual ECCR clause proceedings, the Commission approves the ECCR factors, by customer class, which each utility will apply to the energy and demand portions of customer bills. These factors are set using each IOU's estimated conservation costs for the next year and reconciliation for any actual conservation cost over- or under-recovery amounts associated with the current and prior years.

In November 2024, the Commission set the ECCR factors for the period January through December 2025. Table 12 illustrates the approved ECCR factors and the monthly bill impact for a residential customer. For illustrative purposes, these factors are applied to a monthly residential bill based on 1,000 kilowatt-hours (kWh) per month energy usage.

³⁸Because Figure 5 incorporates the dollar amounts for DSM expenditures between the largest (FPL) and smallest (FPUC) investor-owned electric utilities, the scale for the X-axis (dollars) must accommodate very small and very large data points. As such, the data points in the line graph for FPUC appears as near zero values, although the actual values range between \$640,000 and \$920,000.

Table 12
Residential Energy Conservation Cost Recovery Factors (2025)

Utility*	ECCR Factor (Cents per kWh)	Monthly Bill Impact (Based on usage of 1,000 kWh per month)
FPL	0.138	\$1.38
DEF	0.326	\$3.26
TECO	0.294	\$2.94
FPUC	0.121	\$1.21

Source: Order No. PSC-2024-0484-FOF-EG, Docket No. 20240002-EG.

*While JEA and OUC fall under the FEECA Statute, the Commission does not regulate electric rates for municipal utilities.

4.2 Natural Gas Cost Recovery

Commission Rule 25-17.015, F.A.C., establishes a mechanism for recovery of reasonable costs attributed to natural gas conservation programs. While Peoples Gas System (PGS) is the only natural gas utility subject to FEECA, the other LDCs [Florida City Gas (FCG), Florida Public Utilities Company (FPUC), St. Joe Natural Gas Company (SJNG), and Sebring Gas System (SGS)] covered in this section offer Commission-approved DSM programs without a specific therm savings goal. As it does for the electric IOUs, the Commission also conducts financial audits of the LDCs' conservation expenditures on a yearly basis and adjusts the LDCs' cost recovery factors to allow for recovery of actual and projected program-related costs. Table 13 shows the amounts each LDC recovered in natural gas conservation program expenditures from 2014-2023.

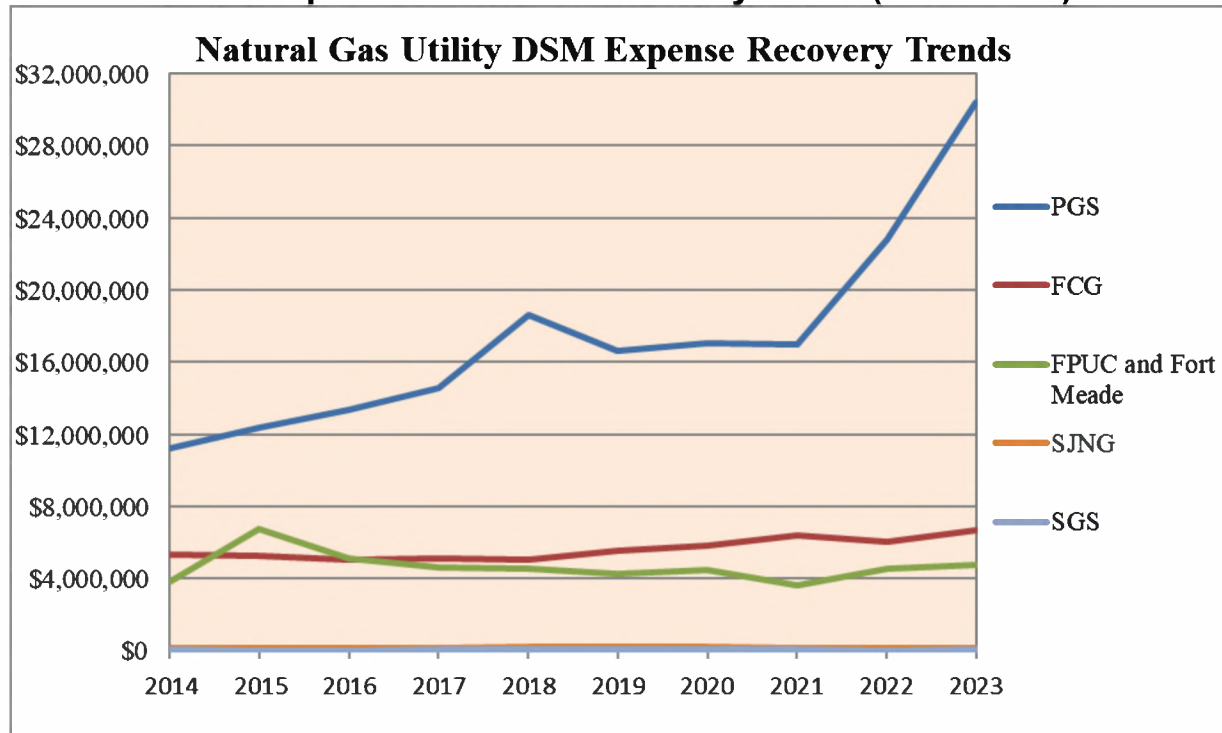
Table 13
DSM Expenditures Recovered by LDCs (2014-2023)

	PGS	FCG	FPUC Consolidated Companies	SJNG	SGS	Total
2014	\$11,229,211	\$5,343,191	\$3,844,386	\$128,000	\$58,382	\$20,603,170
2015	\$12,335,245	\$5,240,383	\$6,768,175	\$123,400	\$33,563	\$24,500,766
2016	\$13,345,716	\$5,037,863	\$5,098,245	\$156,250	\$36,801	\$23,674,875
2017	\$14,543,555	\$5,149,573	\$4,617,501	\$144,900	\$42,237	\$24,497,766
2018	\$18,605,532	\$5,067,917	\$4,562,021	\$190,625	\$47,126	\$28,473,221
2019	\$16,619,336	\$5,564,237	\$4,252,769	\$231,600	\$46,184	\$26,714,126
2020	\$17,031,280	\$5,824,651	\$4,447,010	\$189,625	\$52,162	\$27,544,728
2021	\$16,999,771	\$6,421,893	\$3,653,829	\$179,450	\$40,411	\$27,295,354
2022	\$22,801,408	\$6,070,844	\$4,573,742	\$173,225	\$30,841	\$33,650,060
2023	\$30,425,021	\$6,649,986	\$4,796,193	\$181,225	\$45,846	\$42,098,271
Total						\$279,052,337

Source: Docket Nos. 20140004-EG through 20240004-EG, Schedules CT-2 from the LDCs' May testimony.

Figure 6 shows the trends in annual conservation expenditures for all LDCs from 2014 to 2023.³⁹

Figure 6
DSM Expenditures Recovered by LDCs (2014-2023)



Source: Docket Nos. 20140004-EG through 20240004-EG, Schedules CT-2 from the LDCs' May testimony.

*Note that since 2014, DSM expenditures for CUC and IGC were consolidated with FPUC-Fort Meade, and reported as FPUC Consolidated Companies.

³⁹Because Figure 6 incorporates the dollar amounts for DSM expenditures between the largest (PGS) and smallest (SGS) investor-owned natural gas utilities, the scale for the Y-axis (dollars) must accommodate very small and very large data points. As such, the data points in the line graph for SGS and SJNG appear as near zero values, although the actual values range between \$30,000 and \$58,000 for SGS and \$123,000 and \$231,000 for SJNG. The upward-sloping trend line shown for PGS in 2022 and 2023 was due to incentive payments primarily attributable to new construction activity in its service territory.

In November 2024, the Commission set the natural gas LDC conservation cost recovery factors for the 2025 billing cycle. Table 14 provides the LDCs' residential cost recovery factors for 2025 and the impact on a residential customer bill using 20 therms of natural gas per month.

Table 14
Residential Natural Gas Conservation Cost Recovery Factors (2025)

Utility	Cost Recovery Factor (Cents per Therm)	Monthly Bill Impact (Based on usage of 20 Therms per month)
PGS	17.732	\$3.55
FCG	25.141	\$5.03
FPUC	23.552	\$4.71
SJNG	33.942	\$6.79
SGS	13.621	\$2.72

Source: Order No. PSC-2024-0486-FOF-GU, Docket No. 20240004-GU.

Section 5. Educating Florida's Consumers on Conservation

5.1 Commission Consumer Education Outreach

While the Commission has statutory authority to require conservation efforts by regulated utilities, as part of the agency's outreach program, the Commission complements utility efforts with its own conservation-related activities. To effectively reach as many consumers as possible, the Commission's consumer education program uses a variety of platforms to share conservation information, including the Commission website, public events, brochures, press releases and articles, E-Newsletters, YouTube, LinkedIn, and X. Most of the data in this section covers October 2023 through August 2024.

Conservation information is also available through other governmental and utility websites. Section 5.2 lists related websites for state and federal agencies, investor-owned electric utilities, and local gas distribution companies to further assist consumers.

National Consumer Protection Week

National Consumer Protection Week (NCPW), March 3-9, 2024, highlights consumer protection and education. The Commission joins the annual Federal Trade Commission effort to promote energy efficiency and conservation education as a tool to help protect consumers' bottom line. Chairman Mike La Rosa recognized the 26th Annual NCPW by raising awareness to the FPSC's free energy efficiency and water conservation resources to help protect consumers when making choices that affect their bottom line.

For NCPW 2024, the Commission presented information to consumers in Orange and Broward Counties, showing them how to save money through energy and water conservation and how to avoid utility-related scams. A virtual meeting was also held with a senior organization in Orange County. For more than a decade, the FPSC has joined government agencies, advocacy organizations, and private sector groups nationwide to highlight NCPW.

Older Americans Month

Each May, the Commission participates in Older Americans Month, a national project to honor and recognize older Americans for their contributions to families, communities, and society. "Powered by Connection" was the theme for Older Americans Month 2024. The FPSC partnered with community centers in Holmes, Washington, Hillsborough, Orange, Brevard, and Duval Counties to meet with seniors in-person and discuss FPSC information. A virtual meeting was also held with a senior organization in Lee County.

Library Outreach Campaign

Each August, the Commission provides educational packets, including FPSC conservation materials, to Florida public libraries across the state for consumer distribution. In 2024, the Commission's Library Outreach Campaign reached 548 state public libraries and branches. Following the electronic Campaign, many libraries request FPSC brochures throughout the year.

Energy Awareness Month

Each October, the U.S. Department of Energy sponsors National Energy Awareness Month to promote smart energy choices and highlight economic and job growth, environmental protection,

and increased energy independence. In 2023, the FPSC shared weekly conservation tips on X (@floridapsc) during the month, including its Conservation House, Conserve Your World and related outreach information with energy saving tips for consumers.

Community Events

FPSC Commissioners are active in communities around the state and present energy conservation information to students at area schools, to seniors and low-income residents at local community centers, and to county and city businesses at meetings or other events. Through ongoing partnerships with governmental entities, consumer groups, and many other service organizations, the Commission regularly distributes energy and water conservation materials.

The FPSC also actively seeks new community events, venues, and opportunities where conservation materials can be distributed and discussed with consumers. At least two public meetings or events are scheduled each month to provide consumers with the FPSC's conservation information. In-person outreach events resumed during the 2023-2024 reporting period and virtual events also continued.

In-person events where conservation information was shared during October 2023 through August 2024 included:

- Gulf County Senior Citizens Association
- Chaires Community Center Lunch and Learn
- Wakulla County Senior Center Health Fair
- Willie Mae Stokes Community Center
- Bradfordville Community Center Lunch and Learn
- Flagler County Housing Authority
- Gainesville Housing Authority
- L. Claudia Senior Center
- Grand Avenue Neighborhood Center
- Renaissance Senior Center at South Econ Park
- Northeast Focal Pointe Senior Center
- Southcentral Southeast Focal Point Senior Center
- The Carl Shechter Southwest Focal Point Community Center
- Miccosukee Community Center Lunch and Learn
- Taylor Senior Citizens Center, Inc.
- Holmes and Washington Counties on Aging Senior Expo
- Brandon Senior Center
- Town and Country Senior Center
- Lutz Senior Center
- East Orange Community Center
- Marks Street Senior Recreation Center
- William Beardall Senior Center
- North Brevard Senior Center
- Martin Andersen Senior Center
- Jacksonville Senior Expo

- Marion Café
- Marion Oaks
- Mid-Florida Community Services, Inc.
- Southside Umatilla Community Center
- Mid-Florida Community Services, Inc. at South Lake Presbyterian Church
- James L. Wyche Senior Center
- Florida Kids and Family Expo

Virtual meetings where conservation information was shared during October 2023 through August 2024 included:

- Cocoa Housing Authority
- Putnam County State Housing Initiatives Program
- Lee County Housing Authority
- Florida Impact, Inc.
- Area Agency on Aging of Palm Beach County/Treasure Coast, Inc.
- Seniors First, Inc.
- Seniors First, Inc., Project Connect
- Area Agency on Aging for Southwest Florida
- My Central Florida Family
- Flagler County Board of County Commissioners
- Buena Vista Apartments – Flagler County

Service Hearings and Customer Meetings

As an ongoing outreach initiative, the Commission supplies conservation brochures to customers at FPSC service hearings and customer meetings across the state. In 2024, several in-person service hearings were held for the customers two large investor-owned electric utilities and for the customers of a central Florida water/wastewater system. For the convenience of utility customers, the FPSC also offers virtual service hearings and customer meetings. In addition to FPSC conservation information, both virtual and in-person participating customers receive a Rate Case Overview that explains the utility's rate change request and includes FPSC website links to consumer information.

Triple E Award

The Commission recognized small businesses for implementing Commission approved, cost-effective conservation programs in 2023 and early 2024. Covering the state's five major geographic areas, the Commission presented its Triple E Award—for Energy Efficiency Efforts—to local businesses that accomplished superior energy efficiency by working with their local utility to help reduce their energy footprint. Triple E Award recipients were recognized with an award plaque, a statewide press release, on X (@floridapsc), and on the FPSC website, www.FloridaPSC.com, under Consumer Information/Consumer Portal.

Website Outreach Resources

There are an assortment of energy conservation brochures, publications, and other free resources to help consumers save energy on the FPSC website. Conservation brochures may be viewed and printed directly from the website, FloridaPSC.com/publications, [ordered online](#), or requested by

mail or phone. During the reporting period, the Commission received more than 87,000 requests for publications, and Consumer Assistance website pages were viewed more than 325,800 times, according to Google Analytics.

Newsletters

The Commission's quarterly Consumer Connection Newsletter (CCN) features current energy and water conservation topics, consumer tips, and general Commission information. Conservation-related information highlighted through video and text during the reporting period include: *FPSC Chairman Speaks at World Forum on Energy Regulation*, *Tis the Season to Save – Holiday Energy Savings*, and *How to Spot a Scam*. The CCN is available under Consumer Assistance on the Commission's homepage and distributed to consumers via X (@floridapsc), LinkedIn, or by subscribing to the free newsletter online.

Media Outreach

News releases on major Commission decisions, meetings, and public events are posted to the website and distributed via email and X. The FPSC also issues news releases, or posts videos to X and LinkedIn, urging energy and water conservation during annual outreach programs, such as Energy Awareness Month and NCPW. Water conservation was highlighted in March with a release on Fix a Leak Week, sponsored by the Environmental Protection Agency, and in May for National Drinking Water Week, sponsored by the American Water Works Association. FPSC articles on conservation are also featured in Aging Outlook, the biannual digital newspaper from the Florida Department of Elder Affairs.

Youth Education

The Commission supports conservation education for Florida's young consumers. Through the FPSC's student resource guide, Get Wise and Conserve Florida!, children learn about energy and water conservation through engaging puzzles and games. During the reporting period, the resource guide took center stage at the 9th Annual Florida Kids and Family Expo in Orlando, with more than 11,000 attending and visiting the FPSC's booth. The booklet is also promoted to all public libraries through the Library Outreach Campaign and is provided at all Commission outreach events, where it continues to be a favorite.

For Take Your Child to Work Day in April, FPSC activities focused on water, electric, and waste conservation, with the children demonstrating their newly-learned conservation strategies in a video that was shared on X, LinkedIn, and in the Consumer Connection Newsletter.

5.2 Related Websites

State Agencies and Organizations

Florida Public Service Commission – <http://www.floridapsc.com/>

Florida Department of Environmental Protection – <http://www.dep.state.fl.us>

The Office of Energy – <https://www.fdacs.gov/Divisions-Offices/Energy>

Florida Solar Energy Center – <https://energyresearch.ucf.edu/>

Florida Weatherization Assistance – <https://www.benefits.gov/benefit/1847>

Florida's Local Weatherization Agencies List - <https://floridajobs.org/community-planning-and-development/community-services/weatherization-assistance-program/contact-your-local-weatherization-office-for-help>

U.S. Agencies and National Organizations

U.S. ENERGY STAR Program – <https://www.energystar.gov/>
U.S. Department of Energy – Energy Efficiency and Renewable Energy
Information <http://www.eere.energy.gov/>
National Energy Foundation – <https://nef1.org/>

Florida's Investor-Owner Utilities Subject to FEECA

Florida Power & Light Company – <http://www.fpl.com/>
Duke Energy Florida, LLC – <http://www.duke-energy.com/>
Tampa Electric Company – <http://www.tampaelectric.com/>
Florida Public Utilities Company – <http://www.fpuc.com/>
JEA – <http://www.jea.com/>
Orlando Utilities Commission – <http://www.ouc.com/>
Peoples Gas System – <http://www.peoplesgas.com/>

Florida's Investor-Owned Natural Gas Utilities

Florida City Gas – <http://www.floridacitygas.com/>
Florida Division of Chesapeake Utilities – <http://www.chpk.com/companies/chesapeake-utilities/>
Florida Public Utilities Company – <http://www.fpuc.com/>
Florida Public Utilities Company – Ft. Meade Div. – <http://www.fpuc.com/>
Florida Public Utilities Company – Indiantown Div. – <http://www.fpuc.com/>
Peoples Gas System – <http://www.peoplesgas.com/>
Sebring Gas System – <http://www.sebringgas.com/>
St. Joe Natural Gas Company – <http://www.stjoenaturalgas.com/>

Appendix A. 2023 FEECA Utility Conservation Programs

Electric IOUs

Florida Power & Light Company	
Residential Programs	Residential Home Energy Survey Residential Load Management (On Call®) Residential Air Conditioning Residential New Construction (BuildSmart®) Residential Ceiling Insulation Residential Low-Income Weatherization
Commercial/Industrial Programs	Business Energy Evaluation (BEE) Business On Call® Commercial/Industrial Demand Reduction (CDR) Commercial/Industrial Load Control (CILC) Business Heating, Ventilating, and Air Conditioning (HVAC) Business Lighting Business Custom Incentive (BCI) Curtable Load
Other	Conservation Research and Development (CRD) Cogeneration & Small Power Production

Duke Energy Florida, LLC	
Residential Programs	Home Energy Check Residential Incentive Neighborhood Energy Saver Low-Income Weatherization Assistance Residential Load Management
Commercial/Industrial Programs	Business Energy Check Smart Saver Business (f/k/a Better Business) Commercial Energy Management Smart Saver Custom Incentive Interruptible Service Curtable Service Standby Generation
Other	Technology Development Qualifying Facilities

Tampa Electric Company	
Residential Programs	Residential Energy Audits (4 Programs) Residential Ceiling Insulation Residential Duct Repair Energy Education, Awareness, and Agency Outreach ENERGY STAR for New Multi-Family ENERGY STAR for New Homes ENERGY STAR Pool Pumps ENERGY STAR Thermostats Residential Heating and Cooling Neighborhood Weatherization (Low-Income) Residential Price Responsive Load Management (Energy Planner) Residential Prime Time Plus (Residential Load Management) Residential Window Replacement
Commercial/Industrial Programs	Commercial/Industrial Energy Audits (2 Programs) Commercial Chiller Cogeneration Conservation Value Commercial Cooling Demand Response Facility Energy Management System Industrial Load Management (GSLM 2&3) Street and Outdoor Lighting Conversion Lighting Conditioned Space Lighting Non-Conditioned Space Lighting Occupancy Sensors Commercial Load Management (GSLM 1) Commercial Smart Thermostats Standby Generator Variable Frequency Drive for Compressors Commercial Water Heating
Other	Conservation Research and Development Integrated Renewable Energy System Renewable Energy

Florida Public Utilities Company	
Residential Programs	Residential Energy Survey Residential Heating and Cooling Efficiency Upgrade
Commercial/Industrial Programs	Commercial Energy Consultation Commercial Heating and Cooling Efficiency Upgrade Commercial Chiller Upgrade Commercial Reflective Roof
Other	Conservation Demonstration and Development Low-Income Energy Outreach

Electric Municipal Utilities

JEA	
Residential Programs	Residential Energy Audit Residential Solar Water Heating Neighborhood Efficiency (Low-Income) Residential Efficiency Upgrade Energy Efficient Products MyWay Prepaid Program
Commercial/Industrial Programs	Commercial Energy Audit Commercial Prescriptive Lighting Program Commercial Prescriptive Small Business Direct Install Custom Commercial

Orlando Utilities Commission	
Residential Programs	Home Energy Survey Duct Repair Rebate Ceiling Insulation Rebate High-Performance Windows Rebate Efficient Electric Heat Pump Rebate New Home Rebate Heat Pump Water Heater Rebate Efficiency Delivered (Low-Income)
Commercial/Industrial Programs	Energy Audit Efficient Electric Heat Pump Rebate Duct Repair Rebate Ceiling Insulation Rebate Cool/Reflective Roof Rebate Indoor Lighting Billed Solution Indoor Lighting Rebate Custom Incentive

Natural Gas LDC

Peoples Gas System	
Residential Programs	Residential Customer Assisted Energy Audit Residential New Construction Residential Retrofit Residential Retention
Commercial/Industrial Programs	Commercial Walk-Through Energy Audit Commercial New Construction Commercial Retrofit Commercial Retrofit Combined Heat & Power Commercial Retrofit Electric Replacement Commercial Retention
Other	Conservation Research and Development

Appendix B. 2023 FEECA Utility Conservation Program Descriptions

Electric FEECA IOUs

A. Florida Power & Light Company

Residential Programs

- **Residential Home Energy Survey**
The Residential Home Energy Survey Program educates customers on energy efficiency and encourages implementation of recommended energy efficiency measures, even if they are not included in FPL's DSM programs. The Residential Home Energy Survey Program is also used to identify potential candidates for other FPL DSM programs. FPL offers in-home, phone-assisted, and online audits for its residential customers.
- **Residential Load Management (On Call)**
The Residential Load Management Program allows FPL to turn off certain customer-selected appliances using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Residential Air Conditioning**
The Residential Air Conditioning Program encourages customers to install high-efficiency central air conditioning systems.
- **Residential New Construction (BuildSmart®)**
The Residential New Construction Program encourages builders and developers to design and construct new homes that achieve BuildSmart® certification and move towards ENERGY STAR® qualifications.
- **Residential Ceiling Insulation**
The Residential Ceiling Insulation Program encourages customers to improve their homes' thermal efficiency.
- **Residential Low-Income Weatherization**
The Residential Low-Income Weatherization Program assists low-income customers through state Weatherization Assistance Provider (WAP) agencies and FPL-conducted Energy Retrofits.

Commercial/Industrial Programs

- **Business Energy Evaluation (BEE)**
The Business Energy Evaluation Program educates customers on energy efficiency and encourages implementation of recommended practices and measures, even if these are not

included in FPL's DSM programs. The Business Energy Evaluation is also used to identify potential candidates for other FPL DSM programs. FPL offers the Business Energy Evaluation in on-site or online formats.

- **Business On Call®**
The Business On Call® Program allows FPL to turn off customers' direct expansion central air-conditioning units using FPL-installed equipment during periods of extreme demand, capacity shortages, or system emergencies.
- **Commercial/Industrial Demand Reduction (CDR)**
The Commercial/Industrial Demand Reduction Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. FPL installs a load management device at the customer's facility and provides monthly credits to customers. Unlike the CILC program, the CDR program is still open to new customers.
- **Commercial/Industrial Load Control (CILC)**
The Commercial/Industrial Load Control Program allows FPL to control customer loads of 200 kW or greater during periods of extreme demand, capacity shortages, or system emergencies. The CILC Program was closed to new participants as of 2000, but is available for existing participants who entered into a CILC agreement as of March 1996.
- **Business Heating, Ventilating, and Air Conditioning (HVAC)**
The Business HVAC Program encourages customers to install high-efficiency HVAC systems.
- **Business Lighting**
The Business Lighting Program encourages customers to install high-efficiency lighting systems.
- **Business Custom Incentive (BCI)**
The Business Custom Incentive Program encourages customers to install unique high-efficiency technologies not covered by other FPL DSM programs.
- **Curtailable Load**
The Curtailable Load program provides qualifying customers capacity payments for electric load which could be curtailed during certain conditions. This program was closed for new enrollment as of January 1, 2022.

Other Programs

- **Conservation Research and Development (CRD) Project**
This project consists of research studies designed to: identify new energy efficient technologies; evaluate and quantify their impacts on energy, demand, and customers; and where appropriate and cost-effective, incorporate an emerging technology into a DSM program.

- **Cogeneration & Small Power Production**

The Cogeneration and Small Power Production Program facilitates the interconnection and administration of contracts for cogenerators and small power producers.

B. Duke Energy Florida, LLC

Residential Programs

- **Home Energy Check**

The Home Energy Check is a residential energy audit program that provides residential customers with an analysis of their energy consumption and educational information on how to reduce energy usage and save money. The Home Energy Check Program is the foundation for other residential demand-side management programs and offers walkthrough, online, phone-assisted, and Home Energy Rating audits for its residential customers. Participants in the program may receive a residential Energy Efficiency Kit that contains energy-saving measures that can be easily installed and utilized by the customer.

- **Residential Incentive**

The Residential Incentive Program provides incentives to residential customers for energy efficiency improvements in both existing and new homes. This includes incentives for measures such as duct testing, duct repair, attic insulation, replacement of windows, high-efficiency heat pump replacing resistance heat, high-efficiency heat pump replacing a heat pump, and newly constructed Energy Star homes.

- **Neighborhood Energy Saver**

The Neighborhood Energy Saver Program installs energy conservation measures, identified through an energy assessment, in the homes of customers in selected neighborhoods where at least 50 percent of households have incomes equal to or less than 200 percent of the poverty level established by the U.S. government.

- **Low-Income Weatherization Assistance Program**

The Low-Income Weatherization Assistance Program works with the Florida Department of Economic Opportunity and local weatherization providers to deliver energy education, efficiency measures, and incentives to weatherize the homes of income-eligible families. DEF assists by providing energy education materials and financial incentives to weatherize the homes of low-income families.

- **Residential Load Management**

The Residential Load Management Program is a voluntary program that uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods by controlling service to select customer appliances.

Commercial/Industrial Programs

- **Business Energy Check**

The Business Energy Check Program is a commercial energy audit program that provides commercial customers with an analysis of their energy usage and information about energy-saving practices and cost-effective measures that they can implement at their facilities.

- **Smart Saver Business (f/k/a Better Business)**

Smart Saver Business is an umbrella efficiency program that provides incentives to existing C/I and government customers for HVAC, ceiling and roof insulation upgrades, duct leakage and repair, demand-control ventilation, and cool roof coating.

- **Commercial Energy Management**

The Commercial Energy Management Program uses direct control of customer equipment to reduce system demand during winter and summer peak capacity periods. The Commercial Energy Management Program was closed to new participants in 2000, but is still open for existing participants.

- **Smart Saver Custom Incentive**

The Smart Saver Custom Incentive Program is designed to encourage C/I customers to make capital investments for energy-efficiency measures which reduce peak demand and provide energy savings. This program provides incentives for projects which are cost-effective but not otherwise addressed through DEF's incentive programs.

- **Interruptible Service**

Interruptible Service is a direct load control program that allows DEF to reduce system demand by interrupting electrical service during times of capacity shortage during peak or emergency conditions. In return, customers receive a monthly bill credit.

- **Curtable Service**

Curtable Service is an indirect load control program that reduces system demand through customer contracts to curtail all or a portion of their electricity demand at times of capacity shortage during peak or emergency conditions. In contrast to the Interruptible Service Program, the customer is able to control whether their appliances are turned off during times of stress on the grid. In return, customers receive a monthly bill credit.

- **Standby Generation**

The Standby Generation Program is a demand control program that allows DEF to reduce system demand by dispatching the customer's standby generator. This is a voluntary program available to C/I customers who have on-site generation capability and are willing to reduce demand on DEF's system when requested for system reliability purposes.

Other Programs

- **Technology Development**

The Technology Development Program allows DEF to investigate technologies that support the development of new demand response and energy-efficiency programs. DEF is investigating hardware and software to manage residential loads, the value of long-duration customer-side energy storage systems, precision temperature measurement and analysis, solar resources, and data and patterns related to charging electric vehicles.

- **Qualifying Facilities Program**

This program develops standard offer contracts, negotiates, enters into, amends and restructures nonfirm energy, and firm energy and capacity contracts entered into with qualifying cogeneration, small power producers, and renewable facilities.

C. Tampa Electric Company

Residential Programs

- **Residential Energy Audit Programs**

Tampa Electric offers four Residential Energy Audits Programs, including walk-through free energy audits, customer assisted energy audits, and also computer assisted audits.

- **Residential Ceiling Insulation**

The Residential Ceiling Insulation Program offers rebates to existing residential customers to install additional ceiling insulation in existing homes.

- **Residential Duct Repair**

The Residential Duct Repair Program encourages residential customers to repair leaky duct work of central air conditioning systems in existing homes.

- **Energy Education, Awareness, and Agency Outreach**

The Energy Education, Awareness, and Agency Outreach Program engages and educates groups of customers and students on energy efficiency in an organized setting. Also, participants receive an energy savings kit with energy saving devices and information.

- **ENERGY STAR for New Multi-Family Residences**

The ENERGY STAR for Multi-Family Residences Program utilizes a rebate to encourage construction of new multi-family residences that meet the requirements to achieve the ENERGY STAR certified apartments and condominiums label.

- **ENERGY STAR for New Homes**

The ENERGY STAR for New Homes Program incentivizes residential home builders to build homes that qualify for the ENERGY STAR award by achieving energy efficiency levels greater than current Florida building code baseline practices.

- **ENERGY STAR Pool Pumps**
The ENERGY STAR Pool Pumps Program offers customer rebates for installing high efficiency ENERGY STAR rated pool pumps to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **ENERGY STAR Thermostats**
The ENERGY STAR Thermostats Program offers customer rebates for installing an ENERGY STAR certified smart thermostat to help reduce their energy consumption while reducing TECO's weather sensitive peak demand.
- **Residential Heating and Cooling**
The Residential Heating and Cooling Program offers rebates to residential customers for installing high-efficiency heating and cooling equipment in existing homes.
- **Neighborhood Weatherization (Low-Income)**
The Neighborhood Weatherization Program provides for the installation of energy efficient measures for qualified low-income customers.
- **Residential Price Responsive Load Management (Energy Planner)**
The Residential Price Responsive Load Management (Energy Planner) Program reduces weather-sensitive loads through an innovative price responsive rate. The price responsive rate encourages residential customers to make behavioral or equipment usage changes by pre-programming HVAC, water heating, and pool pumps.
- **Residential Prime Time Plus (Residential Load Management)**
The Residential Prime Time Plus (Residential Load Management) is a residential load management program designed to alter the Utility's system load curve by reducing summer and winter demand peaks. Customers participating in Prime Time Plus will receive monthly incentive credits on their electric bill. This program is an enhancement of a retired program with a similar name (Residential Prime Time).
- **Residential Window Replacement**
The Residential Window Replacement Program offers rebates to existing residential customers to install window upgrades in existing homes.

Commercial Programs

- **Commercial/Industrial Energy Audit Programs**
Tampa Electric offers two C/I Energy Audits Programs, one free, and the other a more comprehensive audit that a customer pays for.
- **Commercial Chiller**
The Commercial Chiller Program offers rebates to C/I customers for installing high efficiency chiller equipment.

- **Cogeneration**
The Cogeneration Program incentivizes large industrial customers with waste heat or fuel resources to use their onsite energy to avoid fuel waste and install electric generating equipment. The large industrial customers may sell their surplus electric generation to TECO.
- **Conservation Value**
The Conservation Value Program offers rebates to C/I customers to invest in energy conservation measures that are not in other C/I programs.
- **Commercial Cooling**
The Commercial Cooling Program encourages C/I customers to install high efficiency direct expansion commercial air conditioning cooling equipment.
- **Demand Response**
The Demand Response Program incentivizes C/I customers to reduce electricity demand at certain peak times.
- **Facility Energy Management System**
The Facility Energy Management System Program offers customer rebates for installing a facility energy management system that provides real time operational, production and energy consumption information which enables the customer to reduce their energy consumption and demand and reducing TECO's peak demand.
- **Industrial Load Management (GSLM 2&3)**
The Industrial Load Management Program incentivizes large industrial customers to allow TECO to interrupt part or all of their electrical service during periods of peak grid stress.
- **Street and Outdoor Lighting Conversion**
The Street and Outdoor Lighting Conversion Program is designed to encourage the conversion from Non-Light Emitting Diode ("LED") street and outdoor lighting luminaires to eligible LED luminaires in a five-year program. The goal of this program is to install energy efficient LED street and outdoor lighting technology to reduce the energy consumption and demand and reducing TECO's peak demand.
- **Lighting Conditioned Space**
The Lighting Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing conditioned areas of C/I facilities.
- **Lighting Non-Conditioned Space**
The Lighting Non-Conditioned Space Program encourages C/I customers to invest in more efficient lighting technologies in existing non-conditioned areas of C/I facilities.
- **Lighting Occupancy Sensors**
The Lighting Occupancy Sensors Program encourages C/I customers to install occupancy sensors to control C/I lighting systems.

- **Commercial Load Management**
The Commercial Load Management Program incentivizes C/I customers to allow TECO to control weather-sensitive heating, cooling, and water heating systems to reduce the associated weather-sensitive peak demand.
- **Commercial Smart Thermostats**
The Commercial Smart Thermostats Program offers customer rebates for installing smart thermostats to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Standby Generator**
The Standby Generator Program incentivizes C/I customers to use available emergency electrical generation capacity to reduce weather-sensitive peak demand on the grid.
- **Variable Frequency Drive for Compressors**
The Variable Frequency Drive for Compressors Program offers customer rebates for installing variable frequency drives to their new or existing refrigerant or air compressor motors to help reduce their demand while reducing TECO's weather sensitive peak demand.
- **Commercial Water Heating**
The Commercial Water Heating Program encourages C/I customers to install high efficiency water heating systems.

Other Programs

- **Conservation Research and Development**
The Conservation Research and Development Program allows TECO to explore DSM measures that have insufficient data on cost-effectiveness and the impact on TECO's ratepayers.
- **Integrated Renewable Energy System (Pilot Program)**
The commercial/industrial Integrated Renewable Energy System is a five-year pilot program to study the capabilities and DSM opportunities of a fully integrated renewable energy system. The integrated renewable energy system will also be used as an education platform for commercial and industrial customers.
- **Renewable Energy**
The Renewable Energy (Sun to Go) Program delivers renewable energy options to TECO's customers through program administration, renewable electricity generation, evaluation of potential new renewable sources, and market research.

D. Florida Public Utilities Company

Residential Programs

- **Residential Energy Survey**
In the Residential Energy Survey Program, FPUC offers in-home and online audits which provides the customer with specific whole-house energy efficiency recommendations, a list of blower-door test contractors who can check for duct leakage, and a conservation kit.
- **Residential Heating and Cooling Efficiency Upgrade**
The Residential Heating and Cooling Upgrade Program incentivizes customers operating inefficient heat pumps and air conditioners to replace them with more efficient units.

Commercial Programs

- **Commercial Energy Consultation**
In the Commercial Energy Consultation Program, FPUC energy conservation representatives conduct commercial site visits to assess the potential for applicable DSM programs, educate customers about FPUC's commercial DSM programs, conduct a bill review, offer energy savings suggestions, and inform customers about commercial online resources and tools.
- **Commercial Heating and Cooling Efficiency Upgrade**
The Commercial Heating and Cooling Upgrade Program provides rebates to small commercial customers (customers with a maximum of 5-ton units) if the customers install a high-efficiency central air conditioner or heat pump with a minimum 15 SEER.
- **Commercial Reflective Roof**
The Commercial Reflective Roof Program provides rebates to non-residential customers and contractors who convert or install a new cool roof on existing facilities or on new building construction. The roofing material must be Energy Star Certified.
- **Commercial Chiller Upgrade**
The Commercial Chiller Upgrade Program offers commercial customers who replace existing chillers with a more efficient system, an incentive of up to \$100 per kW of additional savings above the minimum efficiency levels.

Other Programs

- **Conservation Demonstration and Development**
The Conservation Demonstration and Development Program researches energy efficiency and conservation projects to identify, develop, demonstrate, and evaluate promising end-use energy efficient technologies across a wide variety of applications. In 2019, FPUC installed two battery storage systems to improve customer electric system reliability and resiliency, and has extended this study with completion expected in 2021.

- **Low-Income Energy Outreach**

The Low-Income Energy Outreach Program partners with Department of Economic Opportunity approved Low-Income Weatherization Program operators to offer Residential Energy Surveys, host energy conservation events, and distribute conservation materials.

Electric FEECA Municipal Utilities

A. JEA

Residential Programs

- **Residential Energy Audit**

In the Residential Energy Audit Program, utility auditors examine homes, educate customers, and makes recommendations on low-cost or no-cost energy-saving practices and measures.

- **Residential Solar Water Heating**

The Residential Solar Water Heating Program pays a financial incentive to customers to encourage the use of solar water heating technology.

- **Neighborhood Efficiency (Low-Income)**

The Neighborhood Efficiency Program offers education on the efficient use of energy and water as well as the direct installation of an array of energy and water efficiency measures at no cost to income qualified customers.

- **Residential Efficiency Upgrade**

The Residential Efficiency Upgrade Program provides incentives to encourage the use of high efficiency HVAC and water heating. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **Energy Efficient Products**

The Energy Efficient Products Program provides incentives to encourage the use of high efficiency lighting and efficient appliances. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

- **MyWay Prepaid Program**

The MyWay Prepaid Program offers an option for all customers, especially those who prefer to prepay for services versus being billed monthly. It is consumer-focused experience for environmentally conscious consumers who like to keep their consumption in mind. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

Commercial Programs

- **Commercial Energy Audit**
In the Commercial Energy Audit Program, JEA examines businesses, educates customers, and makes recommendations on low-cost or no-cost energy-saving practices.
- **Commercial Prescriptive Lighting Program**
Commercial Prescriptive Lighting Program pays a financial incentive to customers to encourage the use of high efficiency lighting technology.
- **Commercial Prescriptive**
The Commercial Prescriptive Program provides incentives to encourage the use of high efficiency HVAC, lighting, cooking, and water heating products. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **Small Business Direct Install**
The Small Business Direct Install Program promotes the use of high efficiency HVAC, lighting, water heating, and appliances in the small business sector. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.
- **Custom Commercial**
The Custom Commercial Program promotes the use of custom efficiency measures based on specific applications for each customer. This program has not been approved by the Commission and is not part of JEA's FEECA goalsetting process. Nevertheless, JEA maintains that this program creates demand and energy savings.

B. Orlando Utilities Commission

Residential Programs

- **Home Energy Survey**
The home energy walk-through surveys were designed to provide residential customers with recommended energy efficiency measures and practices customers can implement, and to encourage participation in various OUC rebate programs. OUC provides participating customers specific tips on conservation and details on customer rebate programs.
- **Duct Repair Rebate**
This rebate program is designed to encourage residential customers to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system, within certain limits and ducts must be sealed with mastic and fabric tape or any other Underwriters Laboratory (UL) approved duct tape.

- **Ceiling Insulation Rebate**
The Ceiling Insulation Rebate Program is offered to residential customers to encourage the upgrade of attic insulation.
- **High-Performance Windows Rebate**
The High Performance Windows Rebate Program encourages customers to improve energy efficiency in their homes by purchasing ENERGY STAR® rated energy efficient windows.
- **Efficient Electric Heat Pump Rebate**
The Efficient Electric Heat Pump Rebate Program provides rebates to customers in existing homes who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **New Home Rebate**
The New Home Rebate Program offers rebates for cool/reflective roofs, block wall insulation, ceiling insulation upgrades to R-38, heat pumps, ENERGY STAR washing machines, ENERGY STAR heat pump water heaters, and solar water heaters.
- **Heat Pump Water Heater Rebate**
The program provides rebates for the heat pumps commonly known as hybrid electric heat pump water heaters for qualifying installations
- **Efficiency Delivered (Low-Income)**
The Efficiency Delivered Program is income based and provides up to \$2,500 of energy and water efficiency upgrades based on the needs of the residential customer's home. An OUC Conservation Specialist visits the home, performs a home survey, and recommends which home improvements have the most potential of lowering utility bills.

Commercial Programs

- **Energy Audit**
The Energy Audit Program includes a free survey consisting of a physical walk-through inspection of the commercial facility performed by experienced energy experts. The customer receives a written report detailing cost-effective recommendations to make the facility more energy and water efficient.
- **Efficient Electric Heat Pump Rebate**
The Efficient Electric Heat Pump Rebate Program provides rebates to qualifying customers in existing buildings who install heat pumps having a seasonal energy efficiency ratio (SEER) of 15.0 or higher.
- **Duct Repair Rebate**
This program for commercial customers provides a rebate to repair leaking ducts on existing systems. Qualifying customers must have an existing central air conditioning system of

within certain limits and ducts must be sealed with mastic and fabric tape or any other UL approved duct tape.

- **Ceiling Insulation Rebate**

The Ceiling Insulation Rebate Program for commercial customers aims to increase building resistance to heat loss and gain. Participating commercial customers receive a rebate for upgrading their attic insulation up to R-30.

- **Cool/Reflective Roof Rebate**

The Cool/Reflective Roof Rebate Program for commercial customers aims to lower roof surface temperature while increasing the lifespan of the roof. OUC provides rebates for ENERGY STAR cool/reflective roofing that has an initial solar reflectance greater than or equal to 0.70.

- **Indoor Lighting Billed Solution Program**

The Indoor Lighting Billed Solution Program assists commercial customers with investments in new lighting technologies. The program is a cash-flow neutral billed solution where the savings pay for the project's cost over the pay-back period or term.

- **Indoor Lighting Rebates Program**

The Indoor Lighting Rebates Program offers commercial customers that upgrade the efficiency of their indoor lighting a rebate if they meet certain requirements. Participation is open to facilities located within OUC's service area that receive electric service under an OUC commercial rate.

- **Custom Incentive Program**

Through the Custom Incentive Program, commercial customers receive incentives based on the reduction in peak demand their projects achieve plus the first-year energy savings.

Natural Gas FEECA Utility

A. Peoples Gas System

Residential Programs

- **Residential Customer Assisted Energy Audit**
The Residential Customer Assisted Audit is designed to save energy by increasing residential customer awareness of natural gas use in personal residences. Recommendations provided to the customer include an estimated range of energy savings including insightful advice on how to manage their overall energy usage. This audit is only available in an online format.
- **Residential New Construction**
The Residential New Construction Program is designed to save energy for new homeowners by offering incentives to builders and developers who construct new single family and multi-family homes with the installation of energy efficient natural gas appliances.
- **Residential Retrofit**
The Residential Retrofit Program offers rebates to encourage customers to make cost-effective improvements in existing residences by replacing existing electric appliances with energy efficient natural gas appliances.
- **Residential Retention**
The Residential Retention Program offers rebates to encourage new and current natural gas customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Commercial/Industrial Programs

- **Commercial Walk-Through Energy Audit**
This program is designed to reduce demand and energy consumption of C/I facilities by increasing customer awareness of the energy use in their facilities.
- **Commercial New Construction**
The Commercial New Construction Program is designed to save energy for new commercial facility owners by offering incentives to commercial customers for the installation of natural gas appliances.
- **Commercial Retrofit**
The Commercial Retrofit Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric appliances with energy efficient natural gas appliances.

- **Retrofit Combined Heat and Power (CHP)**
The Retrofit CHP Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by the installation of an energy efficient on-site natural gas-fired combined heat and power system for the simultaneous production of mechanical and thermal energy.
- **Commercial Electric Replacement**
The Commercial Electric Replacement Program is designed to encourage commercial customers to make cost-effective improvements in existing facilities by replacing electric resistance appliances with energy efficient natural gas appliances.
- **Commercial Retention**
The Commercial Retention Program is designed to encourage current natural gas commercial customers to make cost-effective improvements in existing residences by replacing existing natural gas appliances with energy efficient natural gas appliances.

Other Programs

- **Conservation Research and Development (R&D)**
The Conservation R&D Program is designed to encourage Peoples Gas System and other natural gas LDCs to pursue opportunities for individual and joint research, including testing of technologies to develop new energy conservation programs.