

BEFORE THE FLORIDA PUBLIC SERVICE COMMISSION

In re: Petition for approval of demand-side  
management plan, by JEA.

DOCKET NO. 20240167-EG  
ORDER NO. PSC-2025-0094-PAA-EG  
ISSUED: March 24, 2025

The following Commissioners participated in the disposition of this matter:

MIKE LA ROSA, Chairman  
ART GRAHAM  
GARY F. CLARK  
ANDREW GILES FAY  
GABRIELLA PASSIDOMO SMITH

NOTICE OF PROPOSED AGENCY ACTION  
ORDER APPROVING JEA'S DEMAND-SIDE MANAGEMENT PLAN

BY THE COMMISSION:

NOTICE is hereby given by the Florida Public Service Commission that the action discussed herein is preliminary in nature and will become final unless a person whose interests are substantially affected files a petition for a formal proceeding, pursuant to Rule 25-22.029, Florida Administrative Code (F.A.C.).

Background

Sections 366.80 through 366.83, and 403.519, Florida Statutes (F.S.), known collectively as the Florida Energy Efficiency and Conservation Act (FEECA), require the Florida Public Service Commission (Commission) to adopt conservation goals to increase the efficiency of energy consumption. FEECA emphasizes reducing the growth rates of weather-sensitive peak demand, reducing and controlling the growth rates of electricity consumption, reducing the consumption of expensive resources such as petroleum fuels, and encouraging demand-side renewable energy resources. We most recently established conservation goals for JEA (JEA or Utility) by Order No. PSC-2024-0432-FOF-EG (2024 Goalsetting Order), issued September 20, 2024, in Docket No. 20240016-EG.<sup>1</sup>

On December 19, 2024, JEA filed a petition requesting approval of its DSM Plan and associated program standards. The Commission has jurisdiction over this matter pursuant to Sections 366.80 through 366.83 and 403.519, F.S.

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<sup>1</sup> Order No. PSC-2024-0432-FOF-EG, issued September 20, 2024, in Docket No. 20240016-EG, *In re: Commission review of numeric conservation goals (JEA)*

### Legal Standard

Section 366.82(7), F.S., requires that following the adoption of annual conservation goals, this Commission shall require each utility subject to FEECA to develop a DSM plan to meet its conservation goals. Rule 25-17.0021(4), Florida Administrative Code (F.A.C.), requires each electric utility subject to FEECA to file its DSM plan, which consists of one or more DSM programs, and program participation standards for our approval.

We consider the appropriateness of DSM programs by evaluating the following criteria, first outlined in Order No. 22176: (1) whether the program advances the policy objectives of FEECA and its implementing rules (such as reducing demand and energy usage); (2) whether the program is directly monitorable and yields measurable results; and (3) whether the program is cost-effective. Pursuant to 366.82(7), F.S., we may then approve, modify, or deny the utility's DSM plan.

### Decision and Analysis

We have reviewed JEA's proposed DSM Plan, including its demand and energy savings, cost-effectiveness, and rate impact. Overall, JEA's DSM Plan is consistent with the proposed programs used to establish its DSM goals and is projected to meet the annual numeric conservation goals approved by this Commission in the 2024 Goalsetting Order, and the programs included in JEA's DSM Plan are directly monitorable and measurable. In addition, we have reviewed JEA's program participation and administrative standards and they appear to be consistent with JEA's DSM Plan. For these reasons and as explained more fully below, we approve JEA's DSM plan and program standards. JEA's local governing body will make its own determination as to whether expenditures are reasonable and prudent. In addition, JEA shall notify the Commission prior to modifying its DSM Plan or program standards.

### **Description of Demand-Side Management Plan**

JEA's DSM Plan consists of a total of four programs: three residential programs and one commercial/industrial program. A complete list of the programs and a brief description of each can be found in Attachment A of this Order. JEA has proposed to continue its Residential Neighborhood Efficiency program and Commercial Prescriptive Lighting program while adding two new programs.

We find JEA's DSM Plan is consistent with the proposed programs used to establish its DSM goals and is projected to meet the annual numeric conservation goals approved by this Commission in the 2024 Goalsetting Order.

### **Program Participation**

JEA's program participation and administrative standards can be found in Attachment B of this Order, and we find they appear consistent with JEA's DSM Plan. The projected program demand and energy savings meet the goals established by the Commission in the 2024

Goalsetting Order, and we find the programs included in JEA's DSM Plan are directly monitorable and measurable.

JEA is responsible for continuing to monitor actual participation in its programs and requesting modifications to its DSM plan and/or program standards as necessary to meet the annual conservation goals. If JEA is unable to meet the annual conservation goals established by the Commission the Utility may be subject to appropriate action by the Commission.

### **Cost-Effectiveness Review**

As required by Rule 25-17.008, F.A.C., JEA provided cost-effectiveness analyses for the programs included in its DSM Plan using the Rate Impact Measure (RIM), the Total Resource Cost (TRC), and the Participants tests. "[W]e have flexibility in how we interpret and apply the cost-effectiveness tests required pursuant to Rule 25-17.008, F.A.C."<sup>2</sup> Furthermore, cost-effectiveness is but one of the factors we weigh when analyzing DSM programs.<sup>3</sup>

All of the DSM programs passed the Participants test, all but one passed the TRC test, and all programs failed the RIM test. We note that the cost-effectiveness of the DSM programs is consistent with what was provided in the 2024 Goalsetting proceeding. JEA's local governing body will make its own determination as to whether expenditures are reasonable and prudent.

### **Rate Impact**

Table 1-1 shows an estimate of the monthly rate impact on the typical residential customer over the 2025 through 2034 period.

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<sup>2</sup> Order No. PSC-2020-0274-PAA-EG, issued August 3, 2020, in Docket Nos. 20200053-EG, 20200054-EG, 20200055-EG, 20200056-EG, & 20200060-EG, *In re: Petition for approval of demand-side management plan, by Tampa Electric Company, In re: Petition for approval of proposed demand-side management plan, by Duke Energy Florida, LLC, In re: Petition for approval of proposed demand-side management plan, by Gulf Power Company, In re: Petition for approval of demand-side management plan and request to modify residential and business on call tariff sheets, by Florida Power & Light Company, & In re: Petition for approval of demand-side management plan, by Florida Public Utilities Company*, p. 4.

<sup>3</sup> See Order No. PSC-2019-0509-FOF-EG, issued November 26, 2019, in Docket No. 20190015-EG, *In re: Commission review of numeric conservation goals (Florida Power & Light Company)*, pp. 8–10 (finding that despite demand-side renewable energy systems not being cost-effective, continued encouragement of those systems through net metering practices nonetheless furthered FEECA); Order No. PSC-97-0528-FOF-EG, issued May 7, 1997, in Docket No. 960624-EG, *In re: Petition for approval of Green Pricing Research and Development Project by Florida Power & Light Company*, pp. 1–2 (approving not cost-effective DSM program involving photovoltaic modules when program could ultimately contribute to commercialization of renewable technologies or stimulate economic and technological growth in renewable technologies).

**Table 1**  
**JEA's DSM Plan Estimated Monthly Rate Impact**

Year	Residential Customer Rate Impact (\$/1,200 kWh-mo)
2025	0.26
2026	0.28
2027	0.30
2028	0.31
2029	0.33
2030	0.35
2031	0.36
2032	0.37
2033	0.37
2034	0.36

Conclusion

JEA's DSM Plan is consistent with the proposed programs used to establish its DSM goals and is projected to meet the annual numeric conservation goals approved by the Commission in the 2024 Goalsetting Order. JEA's program participation and administrative standards appear to be consistent with JEA's DSM Plan. The programs included in JEA's proposed DSM plan are cost effective and directly monitorable and measurable. Therefore, we approve JEA's DSM plan and program standards.

JEA's local governing body will make its own determination as to whether expenditures are reasonable and prudent. In addition, JEA shall notify the Commission prior to modifying its DSM Plan or program standards.

Based on the foregoing, it is

ORDERED by the Florida Public Service Commission that JEA's Demand-Side Management Plan, as described in Attachment A, is approved. It is further

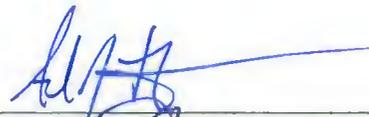
ORDERED that JEA's program participation standards, as described in Attachment B, are consistent with the Demand-Side Management Plan and are approved. It is further

ORDERED that JEA is responsible for monitoring actual participation rates and petitioning, if necessary, to modify, add, or remove programs and/or standards as necessary to meet the annual conservation goals. If JEA is unable to meet the goals established by us in the 2024 Goalsetting Order, then JEA may be subject to appropriate action. It is further

ORDERED that the provisions of this Order, issued as proposed agency action, shall become final and effective upon the issuance of a Consummating Order unless an appropriate petition, in the form provided by Rule 28-106.201, Florida Administrative Code, is received by the Office of Commission Clerk, 2540 Shumard Oak Boulevard, Tallahassee, Florida 32399-0850, by the close of business on the date set forth in the “Notice of Further Proceedings or Judicial Review” attached hereto. It is further

ORDERED that in the event this Order becomes final, this docket shall be closed.

By ORDER of the Florida Public Service Commission this 24th day of March, 2025.



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ADAM J. TEITZMAN  
Commission Clerk  
Florida Public Service Commission  
2540 Shumard Oak Boulevard  
Tallahassee, Florida 32399  
(850) 413-6770  
[www.floridapsc.com](http://www.floridapsc.com)

Copies furnished: A copy of this document is provided to the parties of record at the time of issuance and, if applicable, interested persons.

NOTICE OF FURTHER PROCEEDINGS OR JUDICIAL REVIEW

The Florida Public Service Commission is required by Section 120.569(1), Florida Statutes, to notify parties of any administrative hearing that is available under Section 120.57, Florida Statutes, as well as the procedures and time limits that apply. This notice should not be construed to mean all requests for an administrative hearing will be granted or result in the relief sought.

Mediation may be available on a case-by-case basis. If mediation is conducted, it does not affect a substantially interested person's right to a hearing.

The action proposed herein is preliminary in nature. Any person whose substantial interests are affected by the action proposed by this order may file a petition for a formal proceeding, in the form provided by Rule 28-106.201, Florida Administrative Code. This petition must be received by the Office of Commission Clerk, 2540 Shumard Oak Boulevard, Tallahassee, Florida 32399-0850, by the close of business on April 14, 2025.

In the absence of such a petition, this order shall become final and effective upon the issuance of a Consummating Order.

Any objection or protest filed in this/these docket(s) before the issuance date of this order is considered abandoned unless it satisfies the foregoing conditions and is renewed within the specified protest period.

## **JEA Program Descriptions**

### **RESIDENTIAL PROGRAMS**

#### ***Residential Home Efficiency Upgrades Rebates Program***

JEA has been offering its Residential Home Efficiency Upgrades Rebates Program since 2007 and will continue offering it as part of JEA's 2025 DSM Plan. The Program consists of incentives (rebates) for customers to improve the efficiency of their homes through the installation of qualifying heat pump water heaters, improvements to the heating, ventilation, and air conditioning (HVAC) systems, or ceiling insulation. This Program is offered to all Residential customers in JEA's service territory.

#### ***Residential Energy Efficient Products Rebates Program***

JEA has been offering its Residential Energy Efficient Products Rebates Program since 2007 and will continue offering it as part of JEA's 2025 DSM Plan. The Program consists of incentives (rebates) for customers to improve the efficiency of their homes through the installation of ENERGY STAR clothes washers, room air conditioners, and smart thermostats. This Program is offered to all Residential customers in JEA's service territory through select home improvement stores and retailers.

#### ***Residential Neighborhood Energy Efficiency (NEE) Program***

JEA has been offering its Residential NEE Program since 2008 and will continue offering it as part of JEA's 2025 DSM Plan. The Program is available to low-income customers in disadvantaged neighborhoods as designated by the U.S. Census Bureau. Through the Residential NEE Program, JEA installs various energy (and water) efficiency products at no cost to the participating customers, which helps to lower the customers' utility bills. JEA also provides tips on how customers may be able to manage their electric and water usage.

### **COMMERCIAL/INDUSTRIAL PROGRAMS**

#### ***Commercial/Industrial Prescriptive Lighting Rebates Program***

JEA has been offering its Commercial/Industrial Prescriptive Lighting Rebates Program since 2009 and will continue offering it as part of JEA's 2025 DSM Plan. The Program consists of incentives (rebates) for customers to install energy efficient lighting and occupancy sensors.

## **JEA Program Standards**

### **RESIDENTIAL PROGRAMS**

#### ***Residential Home Efficiency Upgrades Rebates Program***

JEA offers a direct incentive (rebate) to customers that install a qualifying heat pump water heater. The program is promoted to all customers in the JEA service territory via email and other social media avenues. Additionally, store signage and paper applications are made available in select home improvement stores and retailers. After purchase, the customer provides supporting purchase and installation information to acquire the incentive payment (rebate).

JEA has a pre-qualified contractor (PQC) program that allows JEA customers to select a contractor to perform the installation of the HVAC and/or ceiling insulation. After the installation is complete, the PQC provides the customer with an invoice with a line item showing the discounted amount (reflective of the rebates) from JEA. The PQC then submits the application to JEA for reimbursement for the discounted amount (rebate). All customer proposals and invoices must clearly show the full price of the system, the JEA incentive (rebate), and the resulting net price to the customer. The customer pays the net price of the system to the PQC. JEA will only provide incentive payments for systems accepted by the customer as complete, in accordance with what they purchased from the PQC, and in compliance with the requirements of the incentive program.

#### ***Residential Energy Efficient Products Rebates Program***

For the mail-in rebate provided with clothes washers and smart thermostats the customer provides supporting purchase and installation information to acquire the incentive payment (rebate). The program is promoted to all customers in the JEA service territory via email and other social media avenues. Additionally, store signage and paper applications are made available in select home improvement stores and retailers.

JEA offers an instant discount taken at the register at select stores with which there is an agreement to showcase the JEA discount and provide a \$25 incentive off the purchase price of qualifying room air conditioners.

#### ***Residential Neighborhood Energy Efficiency (NEE) Program***

The Residential NEE Program is available to low-income customers in disadvantaged neighborhoods. JEA identifies qualifying neighborhoods as having 50 percent or more of the residents living at or below 150 percent of the Federal Poverty guidelines within the U.S. Census Bureau Tract. Once a neighborhood has been identified, all residents will receive postcards explaining the NEE program and when to expect NEE crews in the neighborhood. All installed measures and behavioral education under the Residential NEE Program are provided by JEA at no cost to participating customers.

## COMMERCIAL/INDUSTRIAL PROGRAMS

### ***Commercial/Industrial Prescriptive Lighting Rebates Program***

JEA offers rebates for lighting equipment installed as part of a retrofit project. Lighting retrofit project applicants must submit a lighting workbook and be pre-approved prior to equipment purchase and installation. Lighting equipment that results in verifiable installed wattage reduction is eligible for rebates, provided that the following criteria are met:

- LED light fixtures and retrofit kits must be qualified as Design Light Consortium (DLC) or Energy Star
- Type A tube LEDs that use existing ballast are not eligible for rebates. Type B tube LEDs that use line voltage via lamp holders should install new lamp holders as part of retrofit. Type C tube LEDs that use a dedicated external driver shall submit technical specifications for the power supply/driver being used
- Rebates are currently capped at 50% net customer cost and \$100,000 per customer per program year

The following exclusions apply to the Commercial/Industrial Prescriptive Lighting Rebates Program:

- Measures with energy savings due solely to behavioral changes
- T12 fluorescent lighting
- Incandescent and screw-in compact fluorescent lamps (CFLs)
- Screw-in LED lamps
- Standard metal halide, mercury vapor, or any high-pressure sodium lighting
- De-lamping without upgrading to qualifying lighting equipment
- Pin based LED replacing compact fluorescent using fluorescent ballasts
- Exit sign replacement

JEA offers rebates for the installation of occupancy sensors, subject to meeting the following criteria:

- Retrofit installations, where not required by ASHRAE 90.1-2004, are eligible
- Sensors must be new and installed in a manner that meets or exceeds code regulations
- Sensors or control must be hard-wired and permanently installed (no plug-based sensors)
- Installations must comply with manufacturer's guidelines on coverage and maximum controlled watts
- Sensors can be passive infrared, ultrasonic, or dual technology
- Wall or fixture mounted sensors must control a minimum of 200 watts
- Ceiling mounted sensors must control a minimum of 400 watts

Occupancy sensors or installations with the ability to disable sensor functions (other than for maintenance) are not eligible for rebates under this Program.