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Matthew R. Bernier Sr. Counsel Duke Energy Florida, Inc.

July 9, 2014

## VIA HAND DELIVERY

Ms. Carlotta Stauffer, Commission Clerk Florida Public Service Commission 2540 Shumard Oak Boulevard Tallahassee, Florida 32399-0850

Re: Modification of Request for Confidential Classification and Substitution of Exhibits, Docket No. 130200

REDACTED

Dear Ms. Stauffer:

Duke Energy Florida, Inc. ("DEF") submits the attached modified Exhibit A (confidential document, replacing document number 02353-14), Exhibit B (two redacted versions of the confidential document) and Exhibit C (justification matrix) to its Request for Confidential Classification, document number 02352-14, filed in the above referenced docket on May 19, 2014. It has come to DEF's attention that portions of the confidential document are available to the public, and therefore the modified exhibits are being submitted to more accurately represent the confidential information contained within the document. Please return or destroy the original exhibits filed on May 19, 2014.

Thank you for your assistance in this matter. Please feel free to call me at (850) 521-1428 should you have any questions concerning this filing.

COM \_\_\_\_\_ AFD \_\_\_\_\_ APA \_\_\_\_\_ ECO ENG COM ENG COM Enclosures IDM \_\_\_\_\_ TEL \_\_\_\_\_ CLK \_\_\_\_\_

Respectfully.

Matthew R. Bernier Sr. Counsel Matthew.Bernier@duke-energy.com

#### Docket No. 130200

### CERTIFICATE OF SERVICE

I HEREBY CERTIFY that a true and correct copy of the foregoing has been furnished via electronic mail to the following this 9<sup>th</sup> day of July, 2014.

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# Exhibit B

# REDACTED



# Contents



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#### SEIA

Justin Baca, Director of Research Will Lent, Senior Analyst Shawn Rumery, Research Manager



# 1. Introduction

The U.S. solar industry has much to celebrate about the year 2013. Photovoltaic (PV) installations continued to proliferate, increasing 41% over 2012 to reach 4,751 MW. Solar was the second-largest source of new electricity generating capacity in the U.S., exceeded only by natural gas. And the cost to install solar fell throughout the year, with average system prices ending the year 15% below the mark set at the end of 2012.



Figure 1.1 New U.S. Electricity Generation Capacity, 2012 vs. 2013

Jource. GTWI RESEARCH, LEKO

Note: FERC Energy Infrastructure Update report used for all technologies other than solar. SMI data on PV and CSP

The U.S. solar market showed the first real glimpse of its path toward mainstream status in 2013. The combination of rapid customer adoption, grassroots support, improved financing terms, and public market successes brought clear gains for solar in the eyes of both the general public and the investment community. And in the long term, a mainstream solar industry will need both customers who seek out and support solar, as well as investors who see an attractive risk-adjusted opportunity in the market.

The solar industry also became a key part of a much larger discussion that took center stage in 2013 around the future of electricity and electric utilities. As distributed solar gains steam, and as adjacent technologies such as energy storage become economically viable, the traditional utility business model is increasingly called into question. Throughout the electricity industry, 2013 was the year of catchphrases such as "utility 2.0" and

"utility of the future." Utilities themselves began to stake out positions on all sides of the issue, some protecting their current territory and others investing in distributed generation.

But if 2013 was about raising the issue, 2014 will be about defining solutions. Increasingly, solar is not bound by its cost but rather by its role in the electricity sector. And as solar continues along its path toward mainstream status, its integration with the broader electricity market from a technical, market and regulatory perspective will become the most important issue in the industry.

Additional highlights from the 2013 in the U.S. solar market:

- Positive Early Signs in NEM Debates: Disputes between utilities and solar advocates emerged over the
  issue of net energy metering (NEM) across a variety of markets ranging from major solar states (e.g.,
  California, Colorado and Arizona) to states with more nascent solar markets (e.g., Utah, Idaho, Louisiana
  and Georgia). Broadly speaking, the solar market has remained unscathed thus far. But the next two
  years will bring both new venues for NEM debates and longer-term decisions in the existing battlegrounds.
- Financial Innovation: After years of discussion and speculation, a number of new financing mechanisms for solar emerged in 2013. NRG Energy took its first YieldCo public, generating a tradable, dividend-producing security that encompasses both utility-scale and rooftop solar projects, as well as fossil fuel assets. SolarCity successfully launched the first distributed solar securitization, worth \$54 million. And opportunities for consumers to invest in solar via crowdfunding or community solar gained new prominence.
- Cost Reduction: PV module prices increased slightly in 2013, the first annual price increase since 2008. However, prices fell substantially for other components such as inverters (which decreased by 15% to 18%) and racking systems (19% to 24%). In addition, a range of other factors including downstream innovations drove down overall system prices throughout the year in all market segments. By the end of the year, system prices had fallen 9% in the residential market, 16% in the non-residential market and 14% in the utility market.
- A New U.S.-China Trade Case: On December 31, 2013, SolarWorld Industries filed a new antidumping/countervailing duty petition before the U.S. International Trade Commission. This petition seeks to prevent Chinese module manufacturers from using Taiwanese crystalline PV cells to avoid paying the import tariffs on modules with Chinese cells that were imposed after SolarWorld's initial petition, filed in October 2011. Under the previous ruling, Chinese module manufacturers can produce solar wafers in China, ship them to Taiwan for cell manufacturing, and then send them back to China for module assembly to avoid U.S. import tariffs of more than 30%. While the outcome of this case remains in question, it is likely to reshape the U.S. solar market in some fashion. (More details will be offered in subsequent sections of the report, or visit www.seia.org/policy/manufacturingtrade/international-trade.
- California Sees Unparalleled Growth: California alone installed more than half of all solar in the U.S. in 2013. In fact, the state installed more solar in 2013 than the entire country did in 2011. California led the pack in each market segment and saw a doubling of installations in both the residential and utility segments. Looking to 2014, California shows no signs of slowing down, particularly in the distributed generation market.
- The Ascent of North Carolina, Massachusetts, and Georgia: While New Jersey, historically the secondlargest state solar market, faltered in 2013, three states in particular emerged to fill the gap. North Carolina grew 171% over 2012 to install 335 MW, Massachusetts grew 76% to install 237 MW, and Georgia grew 762% to install 91 MW in 2013.

The Promise of Centralized Solar Is Realized: The U.S. installed 2.8 GW of utility solar in 2013, up 58% over 2012. Eleven individual projects of more than 50 MW each were completed in 2013, more than in any other year. Together, Arizona, California, and North Carolina accounted for 87% of all utility PV installations.

## 1.1. Key Figures

- The U.S. installed 4,751 MW of solar PV in 2013, up 41% over 2012 and nearly fifteen times the amount installed five years earlier.
- There is now a total of 12.1 GW of PV and 918 MW of CSP operating in the U.S.
- There were nearly 140,000 individual solar installations in the U.S. in 2013, and a total of over 440,000 systems operating today.
- Q4 2013 was by far the largest quarter ever for PV installations in the U.S., up 60% over the secondlargest quarter (Q4 2012).
- More solar has been installed in the U.S. in the last eighteen months than in the 30 years prior.
- The market value of all PV installations completed in 2013 was \$13.7 billion.
- Solar accounted for 29% of all new electricity generation capacity in 2013, up from 10% in 2012. This
  made solar the second-largest source of new generating capacity behind natural gas.
- Weighted average PV system prices fell 15% in 2013, reaching a new low of \$2.59/W in the fourth quarter.
- The wave of CSP installations slated for completion in 2013-2014 began with the 280 MWac Solana project and the Genesis Solar project's initial 125 MWac phase. In early 2014, BrightSource's notable lvanpah project also began operation.

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## 2. Photovoltaics

## 2.1. Installations

The U.S. installed 4,751 MW of PV in 2013, up 41% over 2012. Annual weighted average PV system prices continued to decline in 2013, reaching a historic low of \$2.89/W.

Figure 2.1 U.S. PV Installations and Average System Price, 2000-2013



Sources: GTM Research/SEIA and Lawrence Berkeley National Laboratory

Of the 4,751 MW installed in 2013, 2,106 MW (44%) came in the fourth quarter. This makes Q4 2013 by far the largest quarter in the history of the U.S. market, exceeding the next largest quarter by 60%. This end-ofyear boom came from all market segments, but was particularly strong in the utility market, which saw over 1.4 GW installed across fifteen states in Q4.





## 2.1.1. Seasonal Trends

The fourth-quarter boom experienced in 2013 is a pattern consistent with previous years. The U.S. market tends to see a significant jump in installations at the end of the year, regardless of whether there are major incentives expiring. This seasonality held true in the distributed generation market, where 35% of all 2013 installations took place in Q4, but it has been particularly pronounced in the utility market, where 51% of annual installations were completed in Q4.



## 2.1.2. Market Segment Trends





### Residential

Key Figures

- 792 MW installed in 2013, representing 60% annual growth
- The U.S. residential solar market has been distinguished over the past three years by its remarkably consistent incremental growth. On a national level, residential solar has steadily gained steam as homeowner financing options (leases, loans, and PPAs) proliferate, system costs continually decline, and market participants innovate. Some of the most impactful developments in 2013 included:

- Evolving Channel Strategies Residential solar installers and originators spent much effort in 2013 honing their strategies to reach customers. Some announced new retail partnerships (such as with brands like Home Depot and Toyota), while others linked up with electricity retailers or local service professionals. We expect to see further diversification of sales channels in 2014, including a number of new partnerships with electricity suppliers, the entry of cable and other home service providers, and potentially an increased role for local banks in solar sales.
- Financial Innovation Though its immediate impact is small, the long-term impact of SolarCity's first
  securitization of distributed solar assets is likely to be huge. Securitizing pools of residential solar assets
  can both lower the cost of capital and increase its availability removing two of the primary historical
  barriers to growth in the residential sector. In 2014, another residential system owner will almost certainly
  securitize its own portfolio, and, if all goes according to plan, yields on these pools will begin to decrease.

But most notable about 2013 was the Q4 boom, in which installations jumped 33% over the previous quarter – the largest quarterly increase in recent history.





This year-end jump, and indeed much of the annual growth, is attributable primarily to California. While the California market has always been the largest for residential solar, its importance has only grown over time, with its market share of national installations increasing from 43% in Q1 2010 to 55% in Q4 2013. As we have noted previously, California is the first major solar market to successfully transition away from state-level

incentives. By all accounts, the residential solar market in California shows no signs of slowing down in the near term, at least until final decisions are made regarding net energy metering and rate design.



Figure 2.7 Residential PV Installations, California vs. Rest of U.S., 2010-2013











## Non-Residential

Key Figures

- 1,112 MW installed in 2013, representing 4% growth over 2012
- 405 MW installed in Q4 2013, representing 78% quarterly growth

Thanks to a huge Q4, the non-residential market (comprising commercial, government, school and nonprofit installations) squeaked out 4% annual growth at the national level. Still, it was a difficult year overall for the market. Three of the top five state markets in 2012 (Arizona, California and New Jersey) shrank in 2013. While this decline was balanced by impressive growth in a number of other markets, most notably Massachusetts, it made for a volatile period for project developers.



Figure 2.10 Quarterly Non-Residential Installation Growth, 2010-2013

Within the Q4 2013 data, there are a number of positive signs for this market's recovery in 2014.

- New Jersey Market Recovery New Jersey saw early signs of a recovery from its SREC-oversupply-driven slump in Q4, installing 55 MW, up from a low of 21 MW in Q3. As is discussed in more detail in the New Jersey section of the report, SREC pricing and supply/demand indicators suggest that the New Jersey market will see a stronger 2014 overall, though it is unlikely to reach its previous heights.
- Massachusetts Solar Shines The Massachusetts market now has visibility regarding the next phase of
  its SREC program, dubbed SREC II, and 2014 will see a mixture of installations from final SREC I projects
  (of which there are many) and projects under the new scheme, combining to create another strong year
  for 2013's third-largest non-residential market.
- Secondary Market Expansion A number of states with previously small or stagnant non-residential markets will see meaningful installation growth in 2014. In particular, look for significant figures out of New York (75 MW), Arizona (70 MW), and Colorado (41 MW).







#### Utility

Key Figures

- 2,847 MW installed in 2013, representing 58% growth over 2012

To place the utility PV sector's impressive installation growth in historical perspective, utility PV installations in 2013 alone account for approximately one-quarter of all cumulative PV capacity in the U.S. as of the end of 2013. Of this total, a record-breaking 1.4 GW came on-line in Q4 2013 alone. In fact, nine of the ten largest PV projects currently in operation were completed or partially commissioned in 2013.







#### Figure 2.13 Utility PV Pipeline

Source: GTM Research U.S. Utility PV Tracker

Looking forward to 2014, the demand landscape has shifted toward projects in the 1 MW to 20 MW range in order to meet utilities' near-term capacity needs and remaining RPS compliance obligations. New procurement of utility PV in the 50 MW to 100 MW range is currently confined primarily to Georgia Power's Advanced Solar Initiative and the wave of new RFPs that will be issued by North Carolina's IOUs to meet the ample capacity remaining for their RPS requirements. A glimpse of future utility PV demand based on pure cost-competitiveness has come from Xcel Energy in Colorado, which has received approval to procure 170 MW of utility PV as a hedge against volatile natural gas prices.









U.S. Solar Market Insight



## 2.1.5. State Market Analysis

Figure 2.18 2013 PV Installations by State 2013 PV INSTALLATIONS BY STATE Megawatts States 200 400 600 800 1.000 1.200 1.400 1.600 1.800 2.000 2,200 2,400 2,600 California\* - 23 50 100 150 200 250 300 350 400 500 450 -023 Arizona North Carolina - 33.8 21023 Massachusetts - -New Jersey - 1933 Hawaii -101 Georgia Key Texas - 600 New York - E31 Market Segment Residential Colorado I Non-Residential Utility 2013 Total Megawatts Total Capacity Installed (MW, ) Residential 792 Non-Residential 1.112 Utility 2,847 Total. \* California on individual scale




















DEF-DSM-04709

































	Q4 2013			2013 Annual			Cumulative		
				Carries.	Т	otal			
Arizona					0.0	421			Trans.
California					2	,621			Notice 1
Colorado					1	56			
Connecticut			2.50						
Delaware				1		1 1			
Florida					1				
Georgia						91			
Hawaii						146			
Illinois					1	1 1	-		
Indiana									
Maryland					1				
Massachusetts									
Minnesota						1 1		1.1	
Missouri								1	
Nevada				1				-	
New Jersey						236			
New Hampshire				1	1			1	
New Mexico									
New York					1	69			
North Carolina						335			
Ohio					1 1				
Oregon				1	I				
Pennsylvania					1 1				
Tennessee									
Texas						75			
Utah					1			1	1
Vermont				1	1 1				
Virginia					1			1	1
Washington					1			1	
Washington, D.C.					I			1	
Wisconsin								1	
Other									
Total					4	751			

# Figure 2.34 U.S. PV Installations by State and Market Segment







#### 2014 Forecast

For 2014, our forecast calls for 26% overall growth in the U.S. solar market, with installations reaching 5,982 MW. We expect growth in all three segments, though at differing magnitudes:













Figure 2.39 PV Installation Forecast by Market Segment, 2010

2.3.1. **Detailed Forecast Tables** 













# 2.4. Installed Price



2013 ranks as another banner year for average installed price reductions across all market segments in the U.S.

Quarter-over-quarter, the national average system price declined by 15%, falling from \$3.05/W in Q3 to \$2.59/W in Q4, while dropping 14.8% from \$3.04/W a year earlier. This capacity-weighted number is heavily impacted by the volume of utility-scale solar installed in a given quarter. Utility PV capacity accounted for more than two-thirds of all new capacity installed in Q4, and for that reason, had a relatively larger impact on the blended average system price. Individually, the residential, non-residential, and utility segments all saw price decreases on a quarter-over-quarter basis. (It should be noted that prices reported in this section are weighted averages based on all systems that were completed in Q4 across many locations and that the weight of any individual location can influence the average.)

- From Q4 2012 to Q4 2013, residential system prices fell 8.8% percent, from \$5.03/W to \$4.59/W.
   Quarter-over-quarter, installed prices declined by 3.2% percent. Installed prices came down in most major residential markets including California, Arizona, New Jersey, and New York.
- Non-residential system prices fell by an impressive 16.3% percent year-over-year, from \$4.26/W to
  \$3.57/W, while quarter-over-quarter installed costs decreased by 11%. Higher-priced school and government
  projects with prevailing wage requirements drove up average installed costs in Arizona's non-residential
  market. Amidst this uptick, however, the non-residential market on the whole benefited from an influx in large
  ground-mount systems completed in Massachusetts and New Jersey, with \$3.00/W average installed prices
  and prices that ranged as low as \$1.94/W.
- Utility system prices once again declined quarter-over-quarter and year-over-year, down from \$2.27/W in Q4 2012 and \$2.04/W in Q3 2013, settling at \$1.96/W in Q4 2013.

On the whole, installed PV prices vary greatly not only state to state, but also project to project. Common residential system prices ranged from less than \$3.00/W to just under \$7.00/W. Non-residential prices hit levels as low as \$1.70/W, increasing up to almost \$8.00/W. Utility prices also display high variability: a 50-MW-plus fixed-tilt installation will be significantly less expensive than a 1 MW pilot project that employs dual-axis tracking. (Note that the lowest installed cost per watt does not necessarily yield the lowest levelized cost of energy, an important metric for measuring project returns, and one that is heavily influenced by the project's energy production.)



Figure 2.44 Average Installed Price by Market Segment, Q4 2011-Q4 2013


























![](_page_77_Picture_2.jpeg)

![](_page_78_Picture_2.jpeg)

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![](_page_79_Picture_3.jpeg)

![](_page_80_Picture_2.jpeg)

![](_page_80_Picture_3.jpeg)

## 2.6. Component Pricing

## 2.6.1. Polysilicon, Wafers, Cells and Modules

After two years of continuous and often precipitous declines, pricing for polysilicon and upstream PV components recovered in 2013 due to a much stronger global supply-demand balance. Pricing for polysilicon, wafers and modules in Q4 2013 registered increases of low single digits compared to Q4 2012, while Q4 2013 cell pricing was up 35% year-over-year. This was due to price hikes for Taiwanese cells driven by explosive growth in the Japanese end market, where large volumes of Taiwanese cells are currently sold for module assembly. On a quarterly basis, pricing continued to tick upwards slightly compared to Q3 2013 due to strong end demand in Japan, the U.S. and China, as well as a more consolidated supply chain. Blended polysilicon prices increased by 6% quarter-over-quarter to \$20.2/kg, while blended module ASPs were up to \$0.72/W, 3% higher than Q3 2013 levels. Pricing increases are set to continue over the course of 2014, with

spot polysilicon currently trading in the \$24 to \$25/kg range and U.S. module pricing increasing by 1 to 2 cents/W in January and February.

Figure 2.62 U.S. Polysilicon, Wafer, Cell, and Module Prices, Q4 2012-Q4 2013

	Q4 2012	Q1 2013	Q2 2013	Q3 2013	Q4 2013
Polysilicon (\$/kg)	\$19.88	\$17.36	\$19.00	\$19.00	\$20.20
Wafer (\$/W)	\$0.23	\$0.21	\$0.22	\$0.22	\$0.23
Cell (S/W)	\$0.31	\$0.32	\$0.44	\$0.42	\$0.43
Module (\$/W)	\$0.68	\$0.64	\$0.68	\$0.70	\$0.72

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#### N COMPOSITION CALLED

## 3.3. Installation Forecast

![](_page_85_Picture_4.jpeg)

While the 5 MWac Kalaeloa Solar One project was the only concentrating solar power (CSP) project to come on-line during the first three quarters of 2013, in Q4 the first wave of mega-scale CSP projects began to come on-line, starting with Abengoa's 280 MWac Solana Generating Station and the first 125 MWac phase of NextEra's Genesis solar project.

Project	Developer	State	Capacity (MWac)	Expected Completion	Project Status Update
Ivanpah	BrightSource Energy	CA	392	2014	Achieved full commercial operation in February 2014
Crescent Dunes	SolarReserve	NV	110	2014	SolarReserve delayed completion from December 2013 to early 2014; commissioning began in February 2014
Mojave Solar	Abengoa	CA	250	2014	Abengoa awarded Wood Group GTS with contract to install two steam turbines for the project
Tooele Army Depot Solar	Army Corps of Engineers	UT	1.5	2014	Cycle engine manufacturer Infinia filed for bankruptcy, but will operate under limited capacity to supply its PowerDish arrays
Palen Solar	BrightSource Energy, Abengoa Solar	CA	200	2016	The California Energy Commission released a proposed decision to reject conversion to solar power tower technology
Quartzsite Solar Project	SolarReserve	AZ	100	2017	SolarReserve delayed Quartzsite Solar Project's expected date of completion until 2017
Saguache	SolarReserve	CO	200	2017	SolarReserve delayed Saguache's expected date of completion until 2017
Sonoran West	BrightSource Energy	CA	540	2017	BrightSource increased Sonoran West's capacity to 540 MWac

Figure 3.3 Select Concentrating Solar Project Development Highlights

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#### DEF's Response to Staff's 1st Pods STAFF-PODS-1-3

SEIA/GTM Research

## U.S. SOLAR MARKET INSIGHT

2013 Year-in-Review Full Report

# Exhibit C

DOCUMENT/RESPONSES	PAGE/LINE	JUSTIFICATION
<b>DEF's Response to Staff's</b>	Portions of pp.:	§366.093(3)(d), F.S.
First Request for	• 5: all information in the "Note"	The document in question
Production of Documents	following "CSP";	contains confidential
(Nos 1-3): Staff 1-3	• 7: all information in the 8 <sup>th</sup> and	information, the disclosure of
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	Figures;	§300.093(3)(e), F.S.
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	above Figure 2.7;	contains confidential
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	point below "Key Figures".	business of the provider/owner
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	Annual Totals" column:	
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	heading "2014 Forecast" and	
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	• 59: all information above	
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	(2010 xxxx): all information in	
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	• 60: Figure 2.39, the last year of	
	the forecast period (2010-xxxx):	
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	after the 2016E data,	
	• 65: Under the heading	
	preceding "2013 ranks".	*
	• 66: All information in the chart	

## DUKE ENERGY FLORIDA Confidentiality Justification Matrix

I AGE/LINE	JUSTIFICATION
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chart in Figure 2.44;	
• 78: all above the heading	
"Component Pricing":	
• 79: all information above	
section 2.6.2:	
• 83: all information on the page	
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Report/U.S. Solar Market Insight	
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proprietary information :	
analyses, evaluations, and pricing	
prepared for DEF by a third-	
party that have not been	
disclosed to the public.	
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