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September 24, 2026

Michael D. Hurley
Clerk of the Senate
State House, Room 335
Boston, MA 02133

RE: FY2026 Job Order Contracting Report

Dear Mr. Clerk:

Attached please find the FY2026 Job Order Contracting Report in accordance with M.G.L Chapter 42, Section 42 of the Acts of 22.

Sincerely,

HANNAH CARRILLO

Director of External Affairs
She/Her/Hers
Division of Capital Asset Management & Maintenance
Executive Office
PHONE: 857-421-9298



The Commonwealth of Massachusetts

Executive Office for Administration and Finance

Report on Job Order Contracting FY2026

September 24, 2026

Prepared by the Division of Capital Asset Management and Maintenance

Adam Baacke, Commissioner



Section 63 of Chapter 42 of the Acts of 2022 dictates that the Division of Capital Asset Management and Maintenance (DCAMM) shall prepare and submit an annual report on projects utilizing Job Order Contracts (JOC), including analysis of the cost effectiveness and any other benefits of the JOC pilot program.

Background

The five-year JOC pilot program established by Section 49 of Chapter 9 of the Acts of 2011 has been extended several times pursuant to Sections 23 and 24 of Chapter 119 of the Acts of 2015; Sections 22-24 of Chapter 113 of the Acts of 2018; Sections 22-23 of Chapter 34 of the Acts of 2019; and Section 63 of Chapter 42 of the Acts of 2022. The JOC authority granted by Section 63 of Chapter 42 of the Acts of 2022 expires on January 1, 2027, but any job order contract awarded before that date may be executed and continue in effect for a maximum of 2 years from the date of execution and delivery.

Description of Job Order Contracting

Job Order Contracting is a procurement method resulting in "a contract for the performance of maintenance, repair, alteration, and conversion projects, or a subset thereof: (i) that is limited to a specified term; (ii) in which the contract specifications consist of technical descriptions of various tasks, materials and equipment at stated unit prices but do not specify the specific projects to be performed by the contractor; (iii) which contains a fixed contractor's mark up over the unit prices stated in the specifications; and (iv) in accordance with which at least 1 specified state agency may enter into fixed price job orders with the contractor for the performance of specific projects, consisting solely of combinations of the tasks, materials and equipment specified in the contract, at the unit prices specified therein plus the contractor's mark-up." ¹

Job Order Contracting Program Requirements

Job Order Contracting "contracts shall be limited to job orders estimated to cost not more than \$150,000 each and shall be procured through the procedures specified in section 39M of Chapter 30 of the General Laws except that: (i) the amount of the bid deposit shall be \$5,000; (ii) contractors who are awarded job orders under any job order contract shall be certified by the division of capital asset management and maintenance for the category of work specified in the contract; and (iii) the amounts of surety bonds required by the contract may be satisfied with respect to each particular job order before the commencement of any work under that job order." ²

¹ Section 63 of Chapter 42 of the Acts of 2022

² Ibid

Job Order Contract Pilot Program Implementation

In fiscal year 2026, 39 tasks were assigned and completed (see table on page 4). The average cost of a FY26 JOC project was \$84,301.35.

Tasks rarely have a duration greater than 2-3 weeks, due to the maximum allowable estimated cost of \$150,000/per task, and the critical nature of the required work.

Benefits of Using Job Order Contracting

DCAMM uses JOC to rapidly undertake required maintenance, repair, and replacement work at facilities under DCAMM's care and control, while adhering to Massachusetts State Finance laws. Facilities under DCAMM's care and control are typically occupied and must continue to be safe and operational during the completion of maintenance work. JOC enables DCAMM to respond in a timely manner while maintaining safety and continuity of operations.

The ability to address maintenance needs immediately with certified general contractors already under contract (procured via standard public procurement) allows DCAMM to address issues that arise for facility managers who are facing deferred maintenance, aged systems, and emergency/unexpected failures that could result in building shutdowns.

The main cost savings from the JOC program come from the reduction of administrative costs. JOC reduces procurement administrative time and project management support time for DCAMM staff. The JOC project delivery method also results in minimized administrative transactions, fewer change orders than those associated with conventional project delivery, reduced contracts management and payment/accounting support.

In addition to enabling expedited project delivery at occupied facilities and reducing costs, JOC facilitates an effective working environment between DCAMM and contractors. Using a pool of vendors to perform tasks allows the vendors to become "experts" in DCAMM processes. As the pool of contractors becomes more familiar with DCAMM's procedures, staff spend less time addressing incorrectly submitted proposals, supporting documents, and invoices. While it is difficult to quantify these savings, this improved efficiency allows DCAMM administrative staff to perform other tasks instead of managing contractors who are unfamiliar with DCAMM's processes. And for contractors, this system allows for more time to focus on their expertise rather than addressing bureaucracy.

Updating DCAMM's JOC Authorization

The current JOC pilot program authorization expires on January 1, 2027. Based on the success of the Job Order Contracting pilot program over the past 13 years in allowing DCAMM to address maintenance needs quickly while also saving costs for taxpayers and reducing administrative burden, DCAMM is proposing updates to the program. The following updates take into account lessons learned and aim to ensure the continued ability for the agency to effectively utilize this important procurement tool:

- Transition JOC from a pilot to a permanent program for DCAMM, similar to the MBTA's parallel authority.
- Increase the project cost threshold from \$150,000 to \$250,000 to align JOC with construction cost increases due to inflation.
- Extend the contract term from 2 years to 3 years to increase competition and encourage more favorable pricing.

- Publish notice in the Central Register when a JOC contract is awarded in an effort to increase transparency.

The Healey-Driscoll Administration has filed these updates in the FY26 Close Out Supplemental Budget, enabling DCAMM to implement them at the start of 2027, if approved by the legislature. DCAMM would continue to be subject to reporting requirements to the legislature in line with current practice.

Conclusion

In FY26, the Job Order Contracting pilot program continued to enable DCAMM to complete critical maintenance and repairs to Commonwealth-controlled facilities in a timely and cost-effective fashion while reducing duplicative or unnecessary work for both the Commonwealth and our vendors.

DCAMM thanks the legislature for the success of the program in streamlining the process of addressing high-priority, time-sensitive repair projects without compromising safety, operational continuity, or fiscal responsibility.

FY26 JOC PROJECTS

Company Name	Project Name
R. Mullen & Associates, Inc.	State House - Maintenance Shop Dehumidification Project
R. Mullen & Associates, Inc.	MITC Building- Wellness Room
NEL Corporation	Concord Prison – Mothballing – Cut/Cap Domestic Water Lines
NEL Corporation	Concord Prison – Mothballing – Fire Service Cut/Cap
NEL Corporation	Concord Prison – Mothballing – SFU Roof Repairs
R. Mullen & Associates, Inc.	Concord Prison – Mothballing – Cold Mothball Plywood Install
R. Mullen & Associates, Inc.	Concord Prison – Mothballing – SFU Fire Alarm Repairs
R. Mullen & Associates, Inc.	McCormack Building - Main Electrical Room AC Replacement
NEL Corporation	Lancaster Complex - Campbell Building -- Water Main Repair
NEL Corporation	Templeton Complex - Water Disconnect
Excell Construction Corp.	McCormack Building - Fire Alarm System Repairs
R. Mullen & Associates, Inc.	McCormack Building - Replace Boiler 11
R. Mullen & Associates, Inc.	McCormack Building - Replace Air Compressor and Air Dryer
Excell Construction Corp.	McCormack Building - Stairwell Lighting Upgrade Project
Excell Construction Corp.	McCormack Building - Chiller BMS Upgrades
R. Mullen & Associates, Inc.	McCormack Building - Replacement of Garage Sewer Mains
NEL Corporation	Lindemann Building - Safety Netting Exterior of Building
R. Mullen & Associates, Inc.	Lindemann Building - Power Failure Repairs to Ceilings
R. Mullen & Associates, Inc.	McCormack Building - Bike Storage Room
P & P General Contractors Inc.	Dwight Street - Stairwell 3 Painting
P & P General Contractors Inc.	Dwight Street - Electric Heaters in Stairwell
NEL Corporation	Northborough Facility - Shot Feeder installation
NEL Corporation	Dwight Street - Rear Railing Repairs
Mill City Construction, Inc.	McCormack Building - Chiller 2 Overhaul and Upgrade
R. Mullen & Associates, Inc.	McCormack Building - Lower Mechanical Room Upgrades
R. Mullen & Associates, Inc.	McCormack Building - Boiler 4 Replacement
NEL Corporation	Hurley Building - Replacement of Loading Dock Door
Mill City Construction, Inc.	Lindemann Building - Replace Failing Air Compressor for Building Controls
NEL Corporation	MITC Building - Loading Dock Air Curtain Installation
NEL Corporation	MITC Building - Repairs to Front Walkway Concrete
NEL Corporation	DFW Facilities - Exterior Siding Repairs
NEL Corporation	MITC Building - Raised Floor Repairs
NEL Corporation	McCormack Building - Playground Upgrade
NEL Corporation	Templeton Complex - Hydrant Removal
P & P GENERAL CONTRACTORS INC	Springfield Data Center - Chiller BMS Repairs
NEL Corporation	Templeton Developmental Center - Repair Water Main Break
D.A. Sullivan and Sons, Inc.	Big E Building Exterior – Door Repair Project
P & P General Contractors Inc	Springfield Data Center - Room 234 Portal Door Replacement
P & P General Contractors Inc	Springfield Data Center - Room 246 Double Door Installation