



The Commonwealth of Massachusetts

Executive Office for Administration and Finance

Report on Job Order Contracting FY2024 and FY2025

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Prepared by the Division of Capital Asset Management and Maintenance

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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

During fiscal year 2024, 19 tasks were assigned and completed (see table below). The average cost of a FY24 JOC project was \$90,500.48.

In fiscal year 2025, 13 tasks were assigned and completed (see table below). The average cost of a FY25 JOC project was \$79,115.82.

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.

Conclusion

In FY24 and FY25, 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 pilot program in streamlining the process of addressing high-priority, time-sensitive repair projects without compromising safety, operational continuity, or fiscal responsibility.

FY24 JOC PROJECTS

Company Name	Building and Project Name
D.A. Sullivan and Sons, Inc.	Springfield State Office Building - Boiler Repairs
Excell Construction Corp.	McCormack Building - Kitchen Exhaust Duct Repairs
NEL Corporation	Hooper Building - Turret Repairs
NEL Corporation	Springfield State Office Building - Transformer Relocation
NEL Corporation	Monson Campus- Bridge Temporary repairs and water system repairs
NEL Corporation	Monson Campus - Transformer disconnection and stabilization
NEL Corporation	Monson Campus- Fire Hydrant Repair
NEL Corporation	Big E - Roof Repairs
NEL Corporation	Springfield Data Center - Gate Repair and Bollard Removal
NEL Corporation	Springfield Data Center - Chiller and SCADA System Repair
One Source Construction LLC	State House Building - Room 195 Pipe Insulation
One Source Construction LLC	State House Building - Cooling Tower Repairs
One Source Construction LLC	McCormack Building - Cafe and Garage Fire Suppression Repair
One Source Construction LLC	Lindemann Building - Piping Repairs
One Source Construction LLC	Springfield State Office Building- Electrical Transfer Meter Installation
R. Mullen & Associates, Inc.	State House Building - Pipe and Duct Insulation Replacement
R. Mullen & Associates, Inc.	McCormack Garage - Lighting and Exit Signs
R. Mullen & Associates, Inc.	McCormack Building - 4th floor Ladies Room piping repairs
R. Mullen & Associates, Inc.	McCormack Building - Rain Leader Repairs

FY25 JOC PROJECTS

Company Name	Building and Project Name
D.A. Sullivan and Sons, Inc.	Pittsfield State Office Building- Facade Repairs
D.A. Sullivan and Sons, Inc.	Springfield Data Center - Electrical Repair
Excell Construction Corp.	State House Garage - Infrastructure Repair
Excell Construction Corp.	Hurley Building - Fire Alarm Panel Repair
NEL Corporation	Templeton Building - Water System Upgrades
NEL Corporation	Lancaster Complex - Power Telephone Pole Replacement
NEL Corporation	Lancaster Complex - Water Main Repair
NEL Corporation	Hurley Building - Fire Service Emergency Leak Repair
NEL Corporation	Lancaster Complex - East Side Water Main Repairs
One Source Construction LLC	Pittsfield State Office Building - HVAC Upgrades
R. Mullen & Associates, Inc.	MITC - Construction of New Wellness Room
R. Mullen & Associates, Inc.	McCormack Building - Rain Leader Repair
R. Mullen & Associates, Inc.	Lindemann Building - Merrimack Lot Fence Replacement