



Commonwealth of Massachusetts  
Executive Office of Energy and Environmental Affairs  
DEPARTMENT OF ENERGY RESOURCES



**Executive Order No. 594**  
**LEADING BY EXAMPLE: DECARBONIZING AND MINIMIZING  
ENVIRONMENTAL IMPACTS OF STATE GOVERNMENT**

**Section 9 Guideline**  
**Program Administration**

**Guideline Effective Date: November 15, 2021**

**Background and Purpose**

On April 22, 2021 Governor Baker signed [Leading by Example Executive Order 594, Decarbonizing and Minimizing Environmental Impacts of State Government](#) (the “Order”).

The Order sets forth targets and establishes policies, programs, and strategies to substantially reduce greenhouse gas emissions from state government operations at state owned and managed buildings, facilities, and campuses, as well as enhance their resilience. This will be achieved by advancing high performance buildings for new construction; expanding energy efficiency and decarbonizing fuels in existing buildings; acquiring fuel efficient and zero emission vehicles and continuing the deployment of new renewable energy.

This document provides guidance regarding the terms of significance and directives of Section 9 of the Order that relate to Leading by Example (LBE) program administration including the LBE Council, agency participation, energy tracking, innovative technologies, training, and awareness.<sup>1</sup> This guideline is intended to provide a more detailed understanding of the respective roles of the LBE Council and appointed LBE Coordinators, including partner responsibilities related to data reporting and communication with LBE Program staff. Additional LBE Executive Order 594 guideline documents can be downloaded from the LBE web page at <https://www.mass.gov/info-details/leading-by-example-executive-order-594-decarbonizing-and-minimizing-environmental-impacts-of-state-government>.

**Definitions**

- a) **Agency** - All executive offices, boards, commissions, departments, divisions, councils, bureaus, offices, and other state agencies within the Executive Department, now existing and hereafter established.

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<sup>1</sup> Please note: Partners without an LBE Coordinator or representation on the LBE Council are still subject to the other mandates and targets the Order as applicable.

- b) **Partner** - A term used to refer to the collective array of state entities -- public institutions of higher education, executive branch agencies, and quasi-public authorities -- that comprise the LBE portfolio and that work with the LBE Program.

## Program Administration: Guidance on Section 9 of the Order

Language directly from the Order is italicized below.

### **Part I: The LBE Council**

#### *Leading by Example Council*

*There shall be established a Leading by Example Council that shall be chaired by the Secretary of the Executive Office of Energy and Environmental Affairs or their designee, and which shall meet no less than four times per year. The purpose of the Council shall be to provide feedback to LBE on priorities, make recommendations on the desired types of assistance and guidance, and support the overall objectives contained in this Order.*

*Membership of the Council shall, at a minimum, include at least one representative from each of the following agencies:*

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|--|---|
| • <i>Executive Office for Administration and Finance</i> | • <i>Department of Environmental Protection</i>                 |
| • <i>Executive Office of Education</i>                   | • <i>Department of Higher Education</i>                         |
| • <i>Executive Office of Health and Human Services</i>   | • <i>Division of Capital Asset Management &amp; Maintenance</i> |
| • <i>Executive Office of Public Safety and Security</i>  | • <i>Operational Services Division</i>                          |
| • <i>Massachusetts Department of Transportation</i>      | • <i>University of Massachusetts Office of the President</i>    |
| • <i>Department of Conservation and Recreation</i>       |   |
| • <i>Department of Energy Resources</i>                  |   |

*The Council may invite other agencies, quasi-independent authorities and public institutions of higher education to join the Council and participate in its meetings and deliberations.*

Each agency listed above is required to designate at least one participant for the LBE Council, though staff from other state agencies, authorities and institutions of higher education may be invited to join the Council and participate in Council meetings and proceedings. LBE Council members and LBE Coordinators (see below) may be the same or different individuals. Every agency designated as a member of the LBE Council has received a communication requesting a new or confirming existing contact(s) to serve on the Council.

Through meetings every other month and regular communication, the LBE Council (Council) supports and advises the LBE Program by providing feedback on program design, reviewing guidance documents, and assessing innovative strategies and products.

## Part II: Council Meeting Frequency and Expectations

The Council typically convenes once every other month although schedules are subject to change. The schedule will be made available on the [LBE website](#) and partners will be notified via email. These meetings will take place in-person when possible, but virtual call-in options will also be made available to facilitate greater participation from partners across the state. The LBE staff will develop the meeting agenda and topics of discussion in coordination with partners as needed. Topics are determined by LBE priorities, programs, and policies under development at the state and regional levels, and by partner request. These topics are intended to equip partners with the tools, knowledge, and resources needed to advance the overall objectives of the Order. Meetings typically consist of presentations by the LBE Program and partners, panel discussions with experts, question and answer sessions, and breakout groups, depending on the meeting topic and desired outcomes determined in advance. Partners are encouraged to actively participate in these meetings and discussions. Partner agencies are welcome to [contact LBE staff](#) with recommendations and input.

## Part III: Council Participation

### Agency Participation

*Within 120 days of this Order, all agencies with more than 75 employees shall appoint at least one LBE coordinator, who shall be responsible for disseminating information related to LBE efforts, collaborating with LBE staff, complying with the reporting requirements of this Order as applicable, establishing internal agency committees or working groups as necessary and working in their own facilities to support the targets and programs outlined in this Order. Agencies with fewer than 75 employees may appoint an LBE coordinator.*

*The Council may elect to form various subcommittees that shall be tasked with focusing on specific issues of importance to support LBE in efforts to support the implementation of this Order.<sup>2</sup>*

Besides those enumerated in the Order, additional state entities may be invited to participate on the Council. Such entities may include state campuses, authorities, and executive branch agencies that maintain state facilities, engage in policy decisions related to environmental programs, and/or play a funding or oversight role in projects or properties with associated emissions/environmental impacts not otherwise tracked as part of the state portfolio. LBE staff will conduct outreach to these entities as appropriate and continue to offer technical assistance and ongoing support to entities that elect not to engage in Council proceedings. State entities invited to participate in the Council are strongly encouraged to attend as many meetings as possible to ensure they are receiving the latest news and guidance and have an opportunity to provide input and solicit support as needed. Council members may opt to invite other staff to participate in Council meetings to ensure the appropriate audience is present to contribute their expertise and learn from their peers.

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<sup>2</sup> At the time the Order was issued, leadership at applicable state entities were invited to appoint an LBE Coordinator via a formal letter from the Commissioner of DOER.

## The Role of LBE Coordinators

Any state entity with more than 75 total employees are required to designate at least one LBE Coordinator to serve as the primary contact to the LBE Program. LBE Coordinators serve as the primary points-of-contact between LBE Program staff and their respective agency. Specific responsibilities may include, but are not limited to:

- Submitting data requested by the LBE Program.
- Circulating guidance on clean energy and sustainability to appropriate agency staff.
- Coordinating meetings between agency and LBE staff.
- Developing internal working groups, committees, reporting mechanisms, and more to ensure the goals of the Order are advanced.

State entities not subject to the LBE Coordinator appointment requirements or to the Order itself are encouraged to appoint LBE Coordinators and [contact LBE staff](#) to learn how to get involved.

## Subcommittees of the LBE Council

The LBE Program and its partners may opt to create subcommittees with specific goals related to this Order. This may include creating guidance, offering input on new resources, providing technical assistance on specific projects, and more. The LBE staff will coordinate with LBE Council members and other partner entities to create these subcommittees as needed.

## **Part IV: Annual Data Tracking and Reporting**

### *Energy Tracking, Reporting, Benchmarking and Transparency*

*On an annual basis, LBE shall be responsible for tracking and collecting building and vehicle energy consumption, clean energy development, GHG emissions, and other relevant information associated with state government operations. LBE shall report annually on progress toward meeting the targets and objectives of this Order. Every five years, starting in 2025, LBE shall publish a comprehensive review of portfolio progress and efforts undertaken.*

LBE staff will utilize an annual data tracking form to solicit energy and sustainability data and information from state partners, including but not limited to, energy consumption, fleet composition, energy efficiency efforts, sustainable landscaping projects, etc. LBE Coordinators or their designees will be responsible for collecting and inputting data into this form and submitting it to the LBE Program. LBE staff will also leverage data from existing databases and resources, such as statewide contracts, Massachusetts Energy Insight and the Commonwealth Energy Intelligence System, to track agency fuel and energy use. Agencies interested in leveraging these systems for their own data analyses purposes can [contact LBE staff](#).

State portfolio progress will be reported annually by the LBE Program via the LBE website, presentations to the LBE Council, with comprehensive progress reports every five years. Partners seeking more frequent updates or more in-depth analysis on their own progress can contact LBE staff for assistance including supporting data collection, data analysis, and presentations to agency staff as needed.

## Part V: Benchmarking Performance

*LBE shall utilize energy consumption data to benchmark the energy performance and emissions of state buildings and facilities and to compare their performance against other buildings. Such performance shall be made public except when the release of such data presents a public safety or other concern that would override public disclosure of energy data.*

LBE Program staff will collect available data to benchmark performance and track progress at the agency and facility levels. Appropriate progress data will be made available to partners and interested entities via the [LBE website](#), communications documents, and presentations, ensuring that any sensitive facility information is excluded.

## Part VI: Municipal Energy Disclosure Ordinances

*LBE shall also use energy data to report on the effectiveness of energy projects, identify priorities for future projects, and other metrics deemed relevant by LBE and the Council. LBE is also authorized to report building and facility energy use for all state agency properties that are located in a municipality where an energy disclosure ordinance has been established. Agencies will provide energy consumption data and other information as requested by LBE.*

While state government buildings are not subject to municipal building ordinances, voluntarily reporting can help bolster energy tracking and building benchmarking and provide an opportunity to enhance LBE reporting transparency. If the LBE Program reports information as part of a municipal energy disclosure ordinance (such as Boston's BERDO<sup>3</sup> or Cambridge's BEUDO<sup>4</sup>) on behalf of any state facilities, appropriate partner entity staff will be informed and asked to provide a review of any data before final submission.

## Part VII: Innovative Technologies

### Innovative Technologies

*When developing strategies to increase energy efficiency, reduce GHG emissions, construct zero net energy buildings, or install alternative energy technologies, agencies shall consider opportunities to use innovative technologies that can effectively address challenges not solved by business-as-usual practices. LBE shall develop a coordinated approach with other agencies and partners as applicable to support the deployment of new technologies at state facilities, and, in collaboration with the Massachusetts Clean Energy Center, target technologies that are made or manufactured in Massachusetts to help further develop the local clean energy market.*

Achieving the goals and targets of the Order will require access to, and reliance on, new and innovative technologies that may not yet be available or ready for deployment. As such, the LBE

<sup>3</sup> Boston [Building Energy Reporting and Disclosure Ordinance](#).

<sup>4</sup> Cambridge [Building Energy Use Disclosure Ordinance](#).

Program will coordinate efforts to identify innovative technologies and technological opportunities that can serve to support the advancement of decarbonization for state facilities and fleets. This includes but is not limited to working with the Massachusetts Clean Energy Center (MassCEC), partner agencies such as DCAMM, OSD, and MassDEP, other states, the U.S. Department of Energy, national labs, and various vendors and manufacturers. The LBE Program shall serve as a clearinghouse for applicable guidance and updates and will share this information with partners accordingly.

## **Part VIII: Training and Awareness**

### *Training and Awareness*

*To ensure that the Massachusetts government is managing its facilities in the most efficient and economical way possible and to be effective stewards of environmental protection, LBE shall work with all applicable agencies to ensure that state employees are provided with the tools and training necessary to implement sustainability programs across their facilities.*

*LBE shall develop recognition programs that acknowledge agency leaders in sustainability practices. Such programs shall at least include an annual LBE awards program.*

Tools and trainings developed by the LBE Program and partner entities may include calculators, guidance documents, workshops, presentations, and hands-on database and tool demonstrations. Partner agencies can [contact LBE staff](#) to offer recommendations on tools and trainings needed to advance their clean energy and sustainability goals.

The annual [Leading by Example Recognition Awards](#) ceremony will continue to be held, generally scheduled during late fall. Award winners will include up to two entities in each of the following categories: government agency, public institution of higher education, and municipality, and one individual each from a state entity and municipality. Year-round partner recognition may take many forms, including online or email featurettes, announcements to the LBE Council, letters from state leadership, press releases, dedicated stories on the LBE website, and more. State agencies with recently completed projects or innovative approaches they would like to have highlighted via one of these methods should contact LBE staff. New recognition programs may be developed over time and reflect the goals of the Order.