The Massachusetts 2025-2027 Energy Efficiency and Decarbonization Plan

Executive Summary

April 30, 2025

WE ARE MASS SAVE®:

Berkshire Gas
An Avangrid company

Cape Light Compact

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Introduction

The Massachusetts Program Administrators (PAs)[1] are proud to submit the 2025-2027 Energy Efficiency and Decarbonization Plan (Plan).[2] This $4.5 billion investment, including $1.78 billion in equity-related investment, represents a significant step toward the achievement of the Massachusetts 2030 climate goals for the building sector and in support of our efforts to ensure that residents and businesses across the Commonwealth benefit from the Mass Save® programs.

To accomplish these outcomes, we are introducing a set of bold, new solutions designed to improve the customer experience and reduce barriers that impact participation, particularly for underserved communities and customers. The collaboratively developed activities and offerings within the Plan represent a meaningful commitment to equity and distributive justice and to continuous improvement through learning and engagement. We are deeply grateful to the Energy Efficiency Advisory Council (EEAC), including the Equity Working Group (EWG), the Department of Energy Resources (DOER), the Attorney General's Office (AGO), the public, our implementation and community partners, and our trade allies for their feedback and support in developing the Plan and without whom implementation of the Mass Save programs would not be possible. We look forward to continued collaboration as we work to implement these efforts. We also thank the Department of Public Utilities (Department)[3] for their commitment to ongoing regulatory supervision and guidance.

[1] The PAs are: The Berkshire Gas Company, Cape Light Compact JPE (the Compact), NSTAR Electric Company, NSTAR Gas Company, and Eversource Gas Company of Massachusetts, each d/b/a Eversource Energy, Liberty Utilities Corp. (New England Natural Gas Company) d/b/a Liberty, Massachusetts Electric Company, Nantucket Electric Company, Boston Gas Company, each d/b/a National Grid, and Fitchburg Gas & Electric Light Company d/b/a Unitil. The Program Administrators may be referred to as the "PAs", the "Massachusetts PAs", or the "Program Administrators" throughout this document.

[2] The 2025-2027 Energy Efficiency and Decarbonization Plan may be referred to as the "2025-2027 Plan", the "Three-Year Plan", or the "Plan" throughout this document.

[3] The Massachusetts Department of Public Utilities may be referred to as the "Department," "DPU," or "D.P.U." throughout this document.

By the Numbers

The 2025-2027 Plan builds on more than two decades of customer investment in energy efficiency and electrification in the Commonwealth. These nation-leading programs support approximately 76,000 high-quality, energy efficiency and electrification jobs in Massachusetts.[4]

	What We've Done Since 2013, we have:	What We're Going To Do Under the 2025-2027 Plan, we aim to:
	Supported the installation of heat pumps in over 75,000 homes and businesses (since 2019), including 6,100 low-income households.	Support the installation of heat pumps in an additional 87,000 households, including over 21,800 low- and moderate-income households and more than 13,000 rental units.
	Weatherized approximately 350,000 homes, including 70,000 low-income households.	Weatherize more than 163,000 homes, including over 69,000 low- and moderate-income households and more than 49,000 rental units.
	Reduced greenhouse gas (GHG) emissions by 3.7 million metric tons of carbon dioxide equivalent (CO_2e), the same as taking 800,000 cars off the road for a year.	Reduce GHG emissions by 864,000 metric tons of CO_2e.
	Delivered over 153 million megawatt-hours (MWh) and 4.7 billion therms in energy savings, equivalent to the average annual output of five Brayton Point power plants, as well as $31 billion in total benefits to customers.	Deliver 8.2 million MWh and 1.0 billion therms in energy savings and $12.1 billion in total benefits to customers, including more than $4.1 billion in equity benefits.
	Invested $1.1 billion in improvements that lower energy bills and improve health, safety, and comfort for low-income households.	Invest $1.78 billion in equity-related efforts, including $1.2 billion in incentives paid for low- and moderate-income customers and over $592 million for renters.
	Provided $6.7 billion in customer incentives.	Provide over $3.0 billion in customer incentives.

[4] Massachusetts Clean Energy Center, "2023 Massachusetts Clean Energy Industry Report," at 17.

How We Are Going To Do It

Reduce greenhouse gas emissions

1. Drive electrification of new and existing buildings, including by supporting installation of heat pumps in 87,000 homes
2. Weatherize over 164,000 homes and small businesses, including significant enhancements to help small businesses access and benefit from available programs
3. Support GHG reductions for commercial and industrial (C&I) customers via decarbonization planning and existing building commissioning
4. Identify new measures and innovative approaches specifically designed to reduce GHG emissions in commercial buildings
5. Introduce a coordinated approach to joint electrification funding and customer engagement between electric and gas PAs
6. Reduce the costs of the programs to customers by pursuing outside funding and other cost control measures

Accelerate program access for vulnerable and underserved customers

1. Increase electrification and continue to expand access to weatherization for low-income customers
2. Increase moderate-income customer participation by reducing barriers to qualification, expanding the offer to moderate-income renters (in addition to homeowners), eliminating out-of-pocket costs for weatherization and electrification, resolving health and safety barriers, and improving the customer experience
3. Increase participation for residential renters and rental properties, with a particular focus on designated equity communities
4. Expand participation pathways for small business renters, leased properties and landlords
5. Support energy efficiency and electrification improvements in schools across the Commonwealth, with a particular focus on underserved communities
6. Continue to partner and invest in communities as a foundational strategy for reaching underserved customers
7. Enhance support for customers who prefer to be served in a language other than English (LOTE customers)[5]

[5] A person who prefers to be served in a language other than English, or LOTE customer, refers to any individual who speaks, reads, writes, or understands a non-English language and has a language access need. The term LOTE is growing in usage within the language access industry and was identified as a preferred term by people who self-identify as such. We will utilize "LOTE customer" throughout this Plan document in lieu of the previously used terms of non-English speakers, English-isolated customers, and Limited English Proficiency.

Deliver an improved customer experience

1. Provide holistic, multilingual support for all customers via creation of a statewide contact center
2. Ensure timely rebate processing and continuous improvement in the rebate processing experience
3. Improve the customer experience for electrification, starting with low- and moderate-income customers and renters in designated equity communities
4. Standardize the C&I custom project pathway tools and requirements to create a consistent customer experience
5. Invest in digital enhancements and improved reporting

Strengthen and expand the workforce

1. Collaborate with the Massachusetts Clean Energy Center to expand the workforce, doubling annual funding to $24 million per year
2. Broaden our pool of qualified suppliers, including through adoption of an aspirational benchmark to spend 15% of dollar volume of direct Mass Save contracts with diverse suppliers
3. Expand and strengthen a robust heat pump installation workforce via the Heat Pump Installer Network and ensure delivery of high-quality installations in both homes and businesses via contractor management and training[6]
4. Expand C&I training opportunities, with a focus on integrating building controls and electrification

[6] The PAs will not use the benchmark as a means to preference or disadvantage certain suppliers based on race, gender, or sexuality in our individual procurement decisions. The benchmark is aspirational and expressly does not require a certain percentage of spending or quota be spent on diverse suppliers.

What's New?

Major enhancements for the 2025-2027 Plan include:

Decarbonization

- Redesigned Home Energy Assessments that provide customers with recommendations and opportunities for pursuing decarbonization of their homes.
- A simplified customer experience to drive greater adoption of electrification through a managed delivery option for installation of heat pumps, starting first with moderate-income customers and renters in designated equity communities.
- New technical assistance offerings for commercial customers to support near-term existing building commissioning and long-term decarbonization planning.
- Incentives for new measures that produce meaningful GHG savings for medium and large commercial customers, such as refrigerant leak mitigation and retrofits and behind-the-meter gas leak mitigation.
- Creation of a coordinated, statewide approach for joint delivery and funding of electrification.

Equity

- Continuation of expanded eligibility criteria for moderate-income customers by considering both state and area median income and by extending moderate-income offers to income-qualified renters.
- Increased barrier mitigation and electrification support for moderate-income customers and renters in designated equity communities, which will include a managed delivery model to reduce or eliminate out-of-pocket costs and reduce the time commitment required of customers. To protect these customers against increased energy burdens, electrification support will focus on conversion of oil, propane, and electric resistance heating systems.
- Significant expansion of efforts to drive low-income electrification. In collaboration with DOER, approximately $72 million in federal Inflation Act Reduction funding to support electrification of low- and moderate-income customers.
- Accelerated delivery of weatherization and electrification improvements to low-income customers by expanding the list of qualified vendors and providing standalone income verification services.
- Increased funding and data access for Community First Partners.
- Targeted support for decarbonization of schools across the Commonwealth with a focus on underserved communities.
- Enhanced support for LOTE customers by working to provide comprehensive language access support throughout the customer journey.
- Collaboration with the Massachusetts Clean Energy Center to expand the workforce, doubling annual funding to $24 million per year.
- Increased incentive support for small non-profits and small business renters.
- Efforts to broaden our pool of qualified suppliers, including through establishment of an aspirational benchmark to spend 15% of the dollar volume of direct contracts with diverse suppliers.
- Changes to the HEAT loan and the adoption of declining incentives to reduce the costs of the programs and free up funding to address equity priorities.

Customer Experience

- Provision of multilingual, holistic customer support for all residential customers and small businesses through the launch of a statewide contact center and continued expansion of a statewide client services center for low-income customers.
- Increased data transparency and reimagined reporting.
- Standardization of technical support for commercial customers.
- Enhanced focus on comprehensive projects for small businesses and ensuring all opportunities are identified during energy assessments.
- Streamlining the small business customer experience by ensuring contracted vendors can serve both the electricity and gas needs of a customer.

Reduce greenhouse gas emissions

The Global Warming Solutions Act, as amended, establishes a statewide goal to achieve net zero GHG emissions by 2050 and reduce GHG emissions at least 50 percent below 1990 levels by 2030.[7] To help accomplish these goals, the 2030 Clean Energy and Climate Plan aims to reduce GHG emissions from residential and commercial heating and cooling equipment by weatherizing and electrifying buildings. The 2030 Clean Energy and Climate Plan recognizes the importance of the Mass Save programs to achieving this transition. Consistent with statewide efforts and the requirements of the Global Warming Solutions Act, the Secretary of Energy and Environmental Affairs (EEA Secretary) has established a GHG reduction goal for the 2025-2027 Plan of 1.0 million metric tons of CO_2e.[8] The PAs filed a plan on October 31, 2024 that was constructed to achieve the Secretary's GHG reduction goal. To address the challenges around energy affordability in the winter of 2024-2025, the Department modified and approved the Plan, as authorized by statute, to reduce the residential sector budget by $500 million, while preserving "as many of the GHG reductions and equity aspects of the Three-Year Plans as practicable."[9] The PAs submitted a revised Plan to the Department on April 30, 2025, which meets these requirements.[10]

We aim to deliver these GHG reductions through six key strategies:

1. Drive electrification of new and existing buildings, including by supporting installation of heat pumps in 87,000 homes

The 2022 Climate Act reinforced our decarbonization efforts by requiring the phase-out of support and incentives for fossil fuels under the Mass Save programs, except in extremely limited situations.[10]

The Plan makes electrification the default solution for all residential customers, where possible, and a cornerstone for achieving planned GHG reductions. To support these efforts, we will redesign Home Energy Assessments to provide customers with recommendations and opportunities to pursue decarbonization of their homes. In addition to supporting electrification of space and hot water heating and appliances (e.g., induction stoves, clothes dryers), assessments will also help inform customers about electrical upgrades required to support electrification, as well as opportunities to adopt electric vehicle charging and onsite renewable energy.

In the previous term, we laid the foundation for transforming the heating and cooling market by supporting the development of an ecosystem of heat pump installation contractors, manufacturers, and distributors necessary to support this work in the Commonwealth. In the 2025-2027 term, we will continue to build and strengthen this ecosystem with the goal of installing heat pumps in 87,000 housing units, including over 21,800 low- and moderate-income homes and more than 13,000 rental units. To improve the customer experience and reduce barriers to adoption, we will develop a managed (or "turnkey") solution for residential customers who want to install heat pumps without having to identify and select a contractor themselves. Under this approach, customers will have the option to work with a single vendor provided through the programs to pursue weatherization, barrier mitigation, and electrification upgrades for their home. The vendor will manage each step of the process and the various subcontractors. Initially, we plan to start with moderate-income customers and renters in designated equity communities and then expand to market-rate customers near the end of the three-year term. We anticipate that the creation of this turnkey offering will help manage customers' costs associated with decarbonization by creating a competitively priced alternative.

[7] See Acts of 2008, c. 298 (Global Warming Solutions Act) as amended by Acts of 2012, c. 209; Acts of 2018, c. 227 § 20; Acts of 2021, c. 8; Acts of 2022, c. 179.

[8] See EEA Secretary's Letter to the Program Administrators establishing a GHG emissions reduction requirement for Mass Save 2025-2027 Energy Efficiency Plans, Mar. 1, 2024.

[9] See G.L. c. 25, § 21(d)(2).

[10] To the PAs' knowledge after careful review, the Plan, as approved by the Department in its Three-Year Plan Order, complies with all applicable laws and regulations. To the extent a PA concludes that any provision of the Plan is in conflict with any applicable laws and regulations as may be in effect during the 2025-2027 Plan term, the PA will notify the Department that such provisions can no longer be applied as written and will, if practicable, seek to modify the conflicting terms to ensure compliance. If it is not practical to modify the conflicting terms to ensure compliance with applicable law, the PA will notify the Department that the provision can no longer be applied and cease performing or discontinue offering the noncompliant provision so that the PA continues to comply with applicable laws and regulations.

[11] See An Act Driving Clean Energy and Offshore Wind, Acts of 2022, c. 179, § 26 (2022 Climate Act).

Additionally, we will provide the option for residential customers who choose to select their own installation vendor to pre-approve their heat pump projects before installation. Pre-approval will help to ensure that customers understand the eligibility requirements at the outset and install heat pumps that are subsequently eligible for incentives. Separately, we will offer virtual decarbonization consultations to help customers make informed decisions when they are considering installing a heat pump, including help comparing installation quotes. Finally, we will redesign the Residential New Homes & Renovations program to make all-electric construction the default option for new homes built in the Commonwealth.

2. Weatherize over 164,000 homes and small businesses, including significant enhancements to help small businesses access and benefit from available programs

Energy efficiency and weatherization are critical to reducing energy use and emissions, maintaining comfort, and minimizing customers' energy bills. Energy efficiency also provides the foundation to help manage the system costs of electrification by minimizing the extent of infrastructure investments resulting from the transition to electric heating and cooling. In accordance with our enabling authority, we will continue to pursue all available, cost-effective energy savings, with a primary focus on weatherization and building envelope improvements for over 164,000 homes and small businesses.

To drive adoption of weatherization in small businesses, we will bring in more weatherization vendors through our Customer Directed Option and work to upskill the vendor community to identify and deliver high-quality weatherization projects. Additionally, we will streamline the process for weatherization vendors by doing more prescriptive projects and making the custom projects easier to calculate with custom express tools available to the contractor community. Lastly, we will support more small business weatherization projects for customers who lease their facilities and for select nonprofit organizations by increasing incentives.

3. Support GHG reductions for C&I customers via decarbonization planning and existing building commissioning

We are committed to helping C&I customers decarbonize. As part of this Plan, energy assessments will cover both energy efficiency and electrification to help customers develop decarbonization roadmaps for their buildings. This strategy is focused on transitioning program participation from a widget, "plug and play" model to a comprehensive, strategic, portfolio-wide approach to optimizing energy use in building systems.

We will also help drive savings for medium and large C&I customers by introducing enhanced support for existing building commissioning. This effort will drive near-term savings by optimizing the performance of existing controls and equipment, while identifying opportunities, through a variety of assessments or engineering studies, to implement new capital measures such as control upgrades and building envelope improvements.

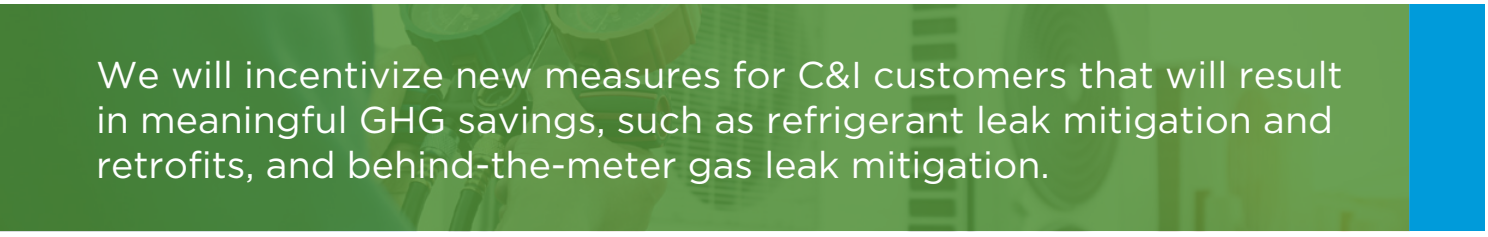
Additionally, we will introduce new services to support customers through portfolio-level assessments of buildings and through enhanced support for facilities that must comply with GHG reduction ordinances such as Boston's Building Emissions Reduction and Disclosure Ordinance (BERDO), Cambridge's Building Energy Use Disclosure Ordinance (BEUDO), and new statewide building energy reporting requirements for all other buildings over 20,000 square feet. For cities and towns that need additional help setting and meeting decarbonization goals in municipal buildings, we will offer financial support for communities to hire a dedicated municipal energy manager.

4. Identify new measures and innovative approaches specifically designed to reduce GHG emissions in commercial buildings

To help C&I customers advance further along the path to decarbonization, we will also incentivize measures that will result in meaningful GHG savings. Examples of these types of measures include refrigerant leak mitigation and retrofits and behind-the-meter gas leak mitigation. In certain building types, these GHG reducing measures can be highly cost effective and can have shorter implementation cycles, helping customers make immediate progress in reducing emissions.

5. Introduce a coordinated approach to joint electrification funding and customer engagement between electric and gas PAs

We will implement a new statewide model to jointly fund and deliver prescriptive C&I and residential rebate electrification projects that will simplify and improve the customer experience and ensure that funding is available for customers of all fuel types who have an electric or gas account with at least one PA. Under this model, we will have a single, statewide rebate processing vendor for all PAs and implement cross-PA data sharing for customers of multiple PAs. This will reduce customer confusion and improve the customer experience by ensuring that residential customers get to the right person quickly when they need guidance or experience an issue with their rebate. This joint approach will also ensure that we can more seamlessly market to and educate our customers on electrification, regardless of heating fuel type or overlapping service territories.



We will incentivize new measures for C&I customers that will result in meaningful GHG savings, such as refrigerant leak mitigation and retrofits, and behind-the-meter gas leak mitigation.

This new model will also allow for equitable sharing and allocation of costs, savings, and GHG emissions reductions between electric and gas PAs related to prescriptive electrification projects. This sharing will help mitigate cost-effectiveness issues related to gas-to-electric conversions. For commercial customers, study costs will also be shared, with reports housed in a central database accessible to both the electric and gas PA.

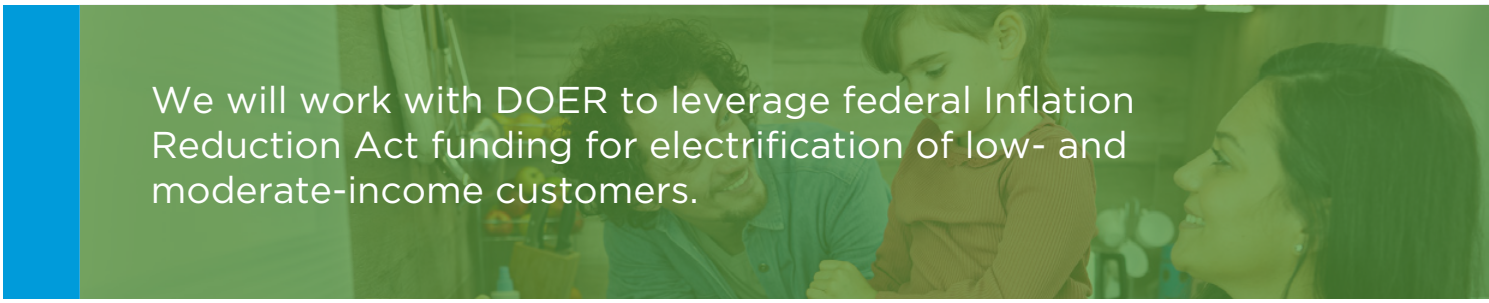
Additionally, customer engagement for C&I custom electrification projects will be led by the electric PA—eliminating the potential for overlapping outreach and confusion in joint service territories. This approach will also allow for equitable sharing and allocation of costs, savings, and GHG emissions reductions between electric and gas PAs related to custom C&I electrification projects.

6. Reduce the costs of the programs to customers by pursuing outside funding and other cost control measures

We are acutely aware that the cost of this Plan is substantial and will continue to aggressively pursue outside funding and contain costs to support our decarbonization efforts and reduce the burden on customers. The PAs will establish an outside funding working group with DOER, the AGO, and other key stakeholders to identify and pursue additional sources of funding for the programs and program participants. Sources of outside funding for the 2025-2027 term may include, but are not limited to, proceeds from the Regional Greenhouse Gas Initiative auctions, revenues associated with participation in the Forward Capacity Market administered by the Independent System Operator in New England, federal funding for weatherization and emergency heating system replacements and repairs at low-income households, federal Inflation Reduction Act funding for electrification of low- and moderate-income customers, and federal bipartisan Infrastructure Investment and Jobs Act funding to install batteries for low- and moderate-income customers. The PAs also look forward to working with DOER and the Massachusetts Clean Energy Center to explore opportunities for co-delivery of solar with electrification in coordination with the Solar for All Initiative.

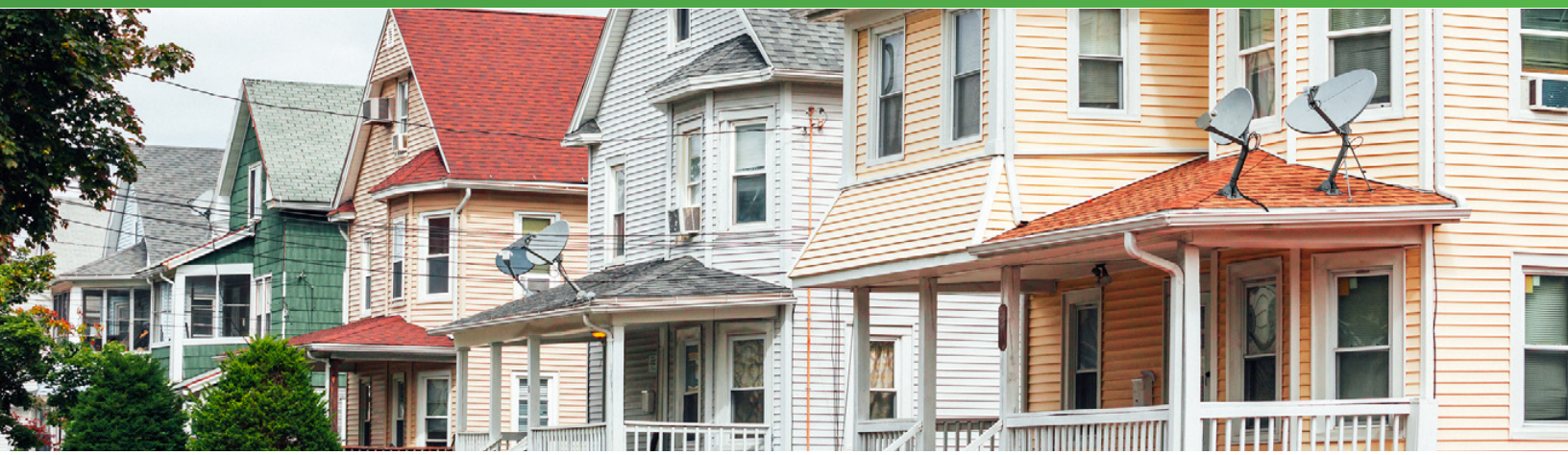
Increases in the interest rate, along with the high cost of electrification improvements, have significantly increased the costs of HEAT loans in the 2022-2024 term. In an effort to reduce HEAT loan costs, we have reduced the loan cap to $25,000 per loan and created new, shorter loan terms for customers at higher incomes. Through means testing, the PAs will ensure that lower-earning households can continue to access the HEAT loan at a 0% interest rate over 7 years.[12] We will also work to cross promote other financing opportunities with the Massachusetts Climate Bank in order to reduce the number of HEAT Loans and explore opportunities to negotiate an interest rate reduction with lenders relative to current levels and consider the potential for establishing risk mitigation mechanisms (including, but not limited to, a loan loss reserve) to help support such reductions. Further, we will also establish a stakeholder working group, which includes the AGO, DOER, and the Council Consultant team, to explore options for bringing down HEAT loan costs, including the potential for accessing outside capital.

Additionally, we have adopted a declining incentive structure for residential heat pump incentives over the term with the goal of reducing prices paid by customers. As heat pumps achieve greater scale, we anticipate that the cost of delivering heat pumps will decline. These reductions will help control costs and free up budget for other equity-related Plan priorities. At the same time, we will also provide support for greater price transparency for heat pump installation jobs through the creation of an enhanced heat pump calculator—which should enable customers to choose the lowest cost offers that meet their needs. We will also utilize managed pricing to help minimize the costs associated with the new turnkey heat pump and barrier remediation delivery model and the expansion of no cost offers for moderate income customers and renters in designated equity communities. Finally, we will continue our existing efforts to minimize costs, including collaboration and sharing of resources, use of competitive procurements, and rigorous quality control and inspection efforts.



[12] The PAs will continue to offer a 7-year repayment term at 0% interest for households earning from 81% up to 135% of state median income ("SMI"). Customer households earning 135% up to 300% of SMI and those earning above 300% of SMI will be eligible for 5-year and 3-year loan terms respectively at a 0% interest rate.

Accelerate program access for vulnerable and underserved customers



In this Plan, we expand on our commitment to equity and incorporate distributive justice as a key element of program design and implementation. Recognizing that there can be multiple definitions and uses of these terms, in the context of the decarbonization and energy efficiency services provided through the Mass Save programs, we define 'distributive justice' as a commitment to promoting fair and equitable distribution of benefits and burdens across all customers, upholding and prioritizing the needs of historically underserved customers burdened with economic challenges, discrimination, negative environmental impacts, and justice disparities. For the 2025-2027 plan, we propose to invest $1.78 billion for energy efficiency and electrification improvements for low-income customers[13] and underserved communities and customer groups, including moderate-income customers, renters, LOTE customers, and small businesses, and deliver over $4.1 billion in equity-related benefits. While we recognize that distributive justice is a work in progress, we believe that the activities and offerings proposed within this Plan represent a strong and meaningful commitment to equity and to continuous improvement. We are deeply grateful to all stakeholders, including the EWG, for their time, efforts and engagement during the Plan development process and look forward to remaining engaged with them during the coming term in order to meet the goals that we have laid out and to identify additional improvements in promoting the fair and equitable distribution of the benefits of energy efficiency.

For the 2025-2027 term, we aim to accelerate program access for vulnerable and underserved customers through seven key strategies:

1. Increase electrification and continue to expand access to weatherization for low-income customers

As the Commonwealth transitions towards high-efficiency electric heating, it is critical that low-income customers—especially those that heat with delivered fuels—have an opportunity to electrify. In partnership with the network of Community Action Program (CAP) agencies, we will continue to deliver programs at no cost to low-income customers. We will also ensure that electrification is the default heating solution for low-income customers that heat with electric resistance and delivered fuels because these are the situations where electrification will not lead to increased energy burdens. Additionally, we will work with the Executive Office of Housing and Livable Communities (EOHLC) to support gas-to-electric conversions for low-income customers living in subsidized housing where utility allowances are being adjusted to address the differential costs between gas and electric heating and eliminate energy burden concerns for these customers.
Over the 2025-2027 Plan, the PAs and their partner CAP agencies aim to weatherize over 43,000 low-income homes and install heat pumps at more than 16,000 low-income housing units. This target represents

[13] Low-income customers are defined as those earning up to 60 percent of state median income and living in 1-4 family homes and those earning up to 60 percent of area median income and living in 5+ unit multifamily buildings. Low-income customers are also often referred to in Mass Save program documents as "income-eligible customers," because they qualify for certain additional financial assistance. "Low-income" and "income-eligible" are used interchangeably through this document to refer to these customers.

approximately 50 percent year-over-year growth in low-income heat pump installations during the term and will require significant additional investment in weatherization and barrier mitigation to make these homes electrification-ready. To improve the customer experience and reduce the time required to provide services to this customer demographic, we will continue to support Action for Boston Community Development's (ABCD's) operation of the LEAN Statewide Client Services Center and make available year-round income qualification that is independent of the fuel assistance application process. Additionally, we will work with EOHLC to expand automated data sharing on categorical eligibility, which will help to increase enrollment on the discount rate and expand the number of customers eligible for services under the low-income programs.

To ensure that there is sufficient workforce to drive these increases in service, ABCD and Action, Inc. will continue to leverage the capabilities and resources of contractors and vendors from the market rate program across Eversource and National Grid territories to provide service within the low-income programs. Local CAP agencies will also increase capacity through additional staffing. The PAs, ABCD, and Action, Inc. will also review and optimize workflow processes, including with these new vendors, to ensure that projects are managed as efficiently as possible while also ensuring quality installations for this vulnerable customer group.

2. Increase moderate-income customer participation

Starting at the end of last term, we expanded the definition of "moderate-income" to consider both state and area median income and made moderate-income offerings available to landlords whose tenants meet these income qualifications. These changes will increase the number of customers eligible for our moderate-income offerings and reduce barriers to program qualification by aligning with the criteria used for many federal and state programs, such as rental assistance.

To reduce out-of-pocket costs and remove barriers to participation, we will offer no-cost weatherization, barrier remediation, and electrification to moderate-income customers. These measures will be delivered via a turnkey solution, streamlining the customer experience, ensuring quality installations, and managing costs. To further reduce barriers to qualification, we also propose to continue allowing moderate-income customers to qualify for no-cost weatherization by self-attesting to their household income and household size.[14] Through these efforts, we aim to weatherize over 25,000 moderate-income housing units, and support electrification of more than 5,000 moderate-income housing units across the state. To protect against increasing moderate-income customer energy burdens, our electrification efforts will focus on customers who heat with electric resistance, oil, and propane.

3. Increase participation for residential renters and rental properties, with a particular focus on designated equity communities

To more comprehensively serve residential renters and rental properties, we will provide no-cost weatherization, barrier remediation, and electrification for rental properties in designated equity communities where electrification will not increase renters' energy burdens[15] and automatically qualify all properties with more than 50% rental units within these communities for the offer. This will include coordination of (or "turnkey") delivery of services to address time constraints, manage costs, and improve the customer experience, as well as outreach to landlords. To help protect against increased energy burdens, landlords will be required to sign a form—similar to what is currently required in the low-income program—committing not to raise rent or evict tenants for a period following the receipt of electrification incentives.

[14] Moderate income customers will still be required to income verify in order to access no-cost barrier mitigation and electrification.

[15] To protect renters against increased energy burdens, the PAs will limit the offer to electrification of rental units that displace delivered fuels and electric resistance heating.

We worked collaboratively with DOER and the EWG to establish the criteria and select designated equity communities for the 2025-2027 Plan. We selected communities in which: (1) more than 35 percent of the population are renters; (2) there were greater than 8,000 renters; and (3) more than 50 percent of the population are low- or moderate-income.[16] The process resulted in selection of 21 communities, including: Boston, Brockton, Chelsea, Everett, Fall River, Framingham, Fitchburg, Lawrence, Lowell, Lynn, Malden, New Bedford, Oak Bluffs, Pittsfield, Quincy, Revere, Salem, Springfield, Tisbury, Woburn, and Worcester.[17]

Outside of these communities, we will continue to provide rental units with no-cost weatherization and enhanced incentives to mitigate pre-weatherization barriers. In total, the Plan includes a record investment of over $592 million dedicated to serving renters.

4. Expand participation pathways for small business renters, leased properties and landlords

We are designing new pathways to make it easier for small business renters and landlords to work together on energy-saving projects. Since longer-term investments like heat pumps and weatherization involve commitments from both renters and landlords, we will create new incentives and simplified processes to benefit both parties. For landlords, we will launch a targeted engagement strategy to have more leased buildings participate in our program and streamline the participation process, including options for managing multiple accounts in one building. Renters will also have access to resources on a new Mass Save Renters webpage, helping them approach their landlords about energy-efficient upgrades and understand the available incentives. These efforts, which include a focus on LOTE customers, are designed to make energy efficiency benefits accessible and attractive to both building tenants and owners.

5. Support energy efficiency and electrification improvements in schools across the Commonwealth, with a particular focus on underserved communities

We will work with DOER and other stakeholders to support energy efficiency and decarbonization improvements at schools in underserved communities through two offerings. First, together with support from other state agencies, we will help fully decarbonize five schools in underserved communities that will serve as models for supporting a clean, equitable transition for our public schools. We will support DOER's lead in selection of the five schools and help communities pursue other funding, such as the Massachusetts School Building Authority's (MSBA) heat pump program and the Massachusetts Clean Energy Center Green School Works grant. Second, the PAs will launch an offer to assist all participating K-12 schools on their path to decarbonization. These efforts will include support for new municipal energy managers, grant-writing support and enhanced incentives and technical assistance. In addition, the PAs will provide staff and Mass Save K-12 teacher training, as well as student workshops to integrate clean energy into learning outcomes while engaging in building upgrades. The PA approach to school decarbonization acknowledges the sometimes overlapping array of funding available for schools from different state entities and sources. Alongside the leadership efforts of DOER, the PAs are collaborating with a cross-agency working group that includes the Climate Office, MSBA, and the Massachusetts Clean Energy Center, to align program priorities and offers, participation requirements, application processes and other logistics to ensure a streamlined experience for accessing this much-needed decarbonization support.

[16] The Compact, which has a unique service territory, selected towns where (1) at least 28% of the population are renters and (2) 40% or more of the population are low- or moderate-income.

[17] Unitil, Berkshire Gas, and Liberty may further limit eligibility within these communities in their service territories by focusing on certain economically-disadvantaged census blocks.

6. Continue to partner and invest in communities as a foundational strategy for reaching underserved customers

The 2025-2027 Plan significantly strengthens our commitment to working with community partners by deepening our efforts to provide multilingual, culturally sensitive outreach and engagement. This approach is crucial in raising awareness and participation in energy efficiency programs, particularly in designated equity communities with substantial populations of low- and moderate-income customers, renters, and LOTE customers. In response to the recommendations from the EWG, we are increasing both the budget and flexibility for Community First Partners (CFPs). This will enable CFPs to tailor their outreach strategies more effectively, retain skilled staff, and design marketing initiatives that resonate deeply with their residents and small business owners. We will also provide support and training for the CFP lead vendor and energy advocates on small business incentives and opportunities to drive more small business assessments.

We recognize the unique knowledge that these community-based organizations and municipalities possess and are committed to empowering them further by enhancing data sharing between vendors and communities, supporting more targeted outreach, and driving a significant increase in participation among underserved groups. These initiatives bolster support for CFPs and are integral to our commitment to distributive justice, ensuring that all communities have the opportunity to participate fully in the energy efficient future that we are co-creating. This enhanced partnership model not only acknowledges the importance of local expertise but is critical to delivering on the broader principles of distributive justice by ensuring that the benefits of energy efficiency are more equitably distributed, particularly among those who have historically been underserved. Additionally, through our Mass Save Community Education Grant, we will continue to increase our community engagement, with a focus on underserved communities, through energy efficiency education and literacy programs paired with marketing and training support. The 2025-2027 Plan's equity initiatives, informed by the EWG, represent a concerted effort to address both new challenges and ongoing needs.

7. Enhance support for LOTE customers

The Plan provides enhanced support for LOTE customers by improving language access throughout the customer journey, including material translations, interpreter services, and multilingual staff. We worked with vendors to develop language access strategies for residential and small business programs, starting with the five most commonly spoken languages in Massachusetts other than English, including Spanish, Portuguese, Mandarin, Cantonese, and Haitian Creole. These languages were identified based on the results of the study as the area of greatest and most immediate need for enhancing language access support. The study and recommendations were released in draft in June. We have committed to implementing the recommendations and are working to operationalize them within the programs. CFPs will also provide additional language support in communities where other languages are spoken. As part of these efforts, the LEAN Statewide Client Services Center and the Mass Save Statewide Contact Center will be positioned to comprehensively serve LOTE customers.

Deliver an improved customer experience

Currently, customers face challenges in accessing appropriate customer support resources to help them understand the various options for decarbonizing their homes or small businesses, the steps required to pursue them effectively, and how to efficiently access program supports and financial incentives. These challenges can pose barriers to participation, ultimately limiting customer adoption of the building decarbonization solutions critical to meeting the Commonwealth's climate and clean energy goals.

To drive the ambitious levels of customer adoption needed to meet the Commonwealth's decarbonization goals, we plan to implement new enhancements to streamline the customer experience and lead to increased program participation. Our objective is to deliver an improved customer experience through five key strategies:

1. Provide holistic, multilingual support for all customers via creation of a statewide contact center

To complement ABCD's LEAN Statewide Client Services Center for low-income customers described above, we will launch a new statewide contact center to provide comprehensive, multilingual support to residential and small business customers statewide regarding all energy efficiency and electrification offerings. This support will include guidance for customers at the beginning of their decarbonization journey who want information on where and how to start and the range of potential solutions available for their home or small business. Our statewide contact center will also support those customers who already have a specific objective in mind, such as electrification of their home, and want to know how they can access the Mass Save programs to support their plans.

Our statewide contact center will be staffed by program specialists who are knowledgeable on all Mass Save offerings and who can assist with topics including program guidance, Home Energy Assessments, HEAT Loans, the Massachusetts Climate Bank's Energy Saver Loan, decarbonization consultations, relevant tax credits or federal incentives, and the status of a rebate. Center staff will also be trained and equipped to help customers access incentives outside of the Mass Save programs, such as incentives for electric vehicles and distributed solar installations. Customers will be able to access these comprehensive resources via phone, chat, and email.

2. Ensure timely rebate processing and continuous improvement in the rebate processing experience

We process approximately 300,000 rebates annually. To support this demand and create a faster rebate process, we engaged a new rebate processing vendor as of July 1, 2023, and have worked very closely with them to improve the process for customers. We understand the significant challenges posed to customers by rebate processing delays last term and have actively worked to eliminate these issues and improve the customer experience. Going forward, we will continue to improve the rebate processing experience. This effort will include increasing the quality and completeness of submitted applications by creating an optional pre-approval step for customers pursuing electrification to help ensure customers understand and comply with each of the required components for successfully securing a rebate prior to submission of an application form.

Additionally, we will continue to work with our rebate processing vendor to further reduce the number of applications with missing information via enhancements to the online submission process and proactive outreach to affected customers. This outreach is in addition to the automated notifications customers already receive. We are also working to optimize and reduce the time required for inspections, while ensuring appropriate levels of post-installation review. Finally, we are also working with our rebate processing vendor to support digital payments, such as ACH payment and "digital checks." Together, we expect these efforts to continue improving the rebate experience while ensuring that installed heat pumps achieve the expected energy savings and GHG reductions, and that customer dollars are prudently deployed.

3. Improve the customer experience for electrification, starting with low- and moderate-income customers and renters in designated equity communities

As already noted, we propose to improve the customer experience and eliminate out-of-pocket costs by offering moderate-income customers and renters in designated equity communities with no-cost weatherization, barrier remediation, and electrification, delivered via a turnkey approach. This approach will be modeled on our existing approach to weatherization, and our comprehensive delivery model to low-income customers, enabling the programs to provide a facilitated project management experience to customers for a broader range of offerings within decarbonization. By expanding the range of turnkey offerings, 2-to-4-unit homes containing a mix of market-rate and low- and moderate-income customers will be able to participate more effectively.

Based on our initial experience implementing a turnkey approach for moderate-income customers and renters in designated equity communities, we will expand the turnkey electrification offering to market-rate customers prior to the end of the 2025-2027 term. Through our partnership with the network of CAP agencies and implementation partners, we will also continue to reduce the time to serve low-income customers by deploying qualified vendors to areas where the local CAP agency's time to serve exceeds six-to-eight weeks.

To drive the ambitious levels of customer adoption needed to meet the Commonwealth's decarbonization goals, we plan to implement new enhancements to streamline the customer experience and increase program participation.

4. Standardize the C&I custom project pathway tools and requirements to create a consistent customer experience

We will offer several enhancements to improve the experience of C&I customers and vendors participating in the custom pathway. This includes standardizing savings calculation tools, engineering requirements, project documentation, and both pre- and post-installation inspections and savings validation processes across PAs. These resources will be made available on a shared website available to all PA engineers and technical service vendors. A central working group will oversee this alignment effort, to create a consistent experience for C&I customers developing custom-designed projects, on an ongoing basis. A 2024 statewide solicitation for technical service vendors will also help ensure we take a consistent approach to overseeing technical vendors and further enable shared practices. New initiatives for comprehensive energy assessments, existing building commissioning, and schools in equity communities will offer additional customer support in developing more comprehensive projects. Finally, the PAs are exploring ways to make project information more readily available to C&I customers.

5. Invest in digital enhancements and improved reporting

We will continue to enhance MassSave.com to expand electrification-related content, improve language access, and foster an optimal user experience. This will include personalization enhancements to nurture residential and C&I customers along their decarbonization journeys by providing the most relevant and helpful content and information. The net effect of the above-referenced strategies will lead to higher customer satisfaction, increased speed and accuracy of rebate processing, improved customer support, and ultimately, increased program participation.

The PAs are working in collaboration with DOER to provide the Council, the public, and interested stakeholders with valuable and easy-to-understand information on the programs that help measure progress toward our Plan goals. This information will include details on key measures such as weatherization jobs and heat pumps installed across different customer types and communities; investments in low- and moderate-income customers and in designated equity communities; and information on commercial projects such as custom electrification and existing building commissioning projects. Further details are included in Section 5.4: Operational Metrics and Key Performance Indicators.

Strengthen and expand the workforce

The success of the 2025-2027 Plan and ultimately the Commonwealth's ability to meet its net zero commitments are dependent on having a workforce capable of providing energy efficiency, decarbonization, and demand response services. Over the last decade, the energy efficiency workforce in Massachusetts has grown over 86 percent and now directly supports approximately 76,000 good paying green collar jobs. Despite this rapid growth, we acknowledge the gaps in supporting and cultivating a workforce that is reflective of the communities we aim to serve. To this end we recognize that a stable, trained, diverse, and adaptable labor pool is essential to the continued growth and success of our programs.

To meet this need, we are pursuing several strategies to expand and diversify a robust workforce. These efforts are designed to help us meet ambitious building efficiency, energy savings, and decarbonization goals with a workforce that reflects the diversity of the communities and customers we serve. Our four key strategies to strengthen and diversify the workforce are described below:

1. Collaborate with the Massachusetts Clean Energy Center to expand the workforce, doubling annual funding to $24 million per year

We will work collaboratively with the Massachusetts Clean Energy Center over the 2025-2027 term to expand the workforce, doubling annual funding to $24 million per year. Areas of focus will include training for contractors and job seekers who prefer to be served in a language other than English and creation of a "contractor development pathway" to provide interested contractors with business development and other essential support. The PAs and the Massachusetts Clean Energy Center hope that this "contractor development pathway" will enable additional, qualified contractors to participate successfully in the supplier ecosystem for energy efficiency and electrification. The Massachusetts Clean Energy Center will also provide regular reporting to the EEAC and the Department on their efforts, including through key performance indicators. This will help ensure that the $72 million in customer funds transferred from the Mass Save programs to the Massachusetts Clean Energy Center are designed to support the equity-related workforce needs of the programs, that new trainees and businesses are given opportunities, as available, within the network of Mass Save contractors and vendors upon completion of their training, and that we ultimately succeed in creating a workforce that better represents the communities in which they serve.

In addition to collaborating with the Massachusetts Clean Energy Center, we will also continue to support several complementary efforts. These include: (1) offering the Mass Save Workforce Training Grant, which seeks to increase the sustainability of the energy efficiency workforce by upskilling and transitioning new workers into the workforce through partnership development and grant funding; and (2) for Eversource and National Grid specifically, training new candidates, with an emphasis on those from underserved communities, through the Clean Energy Pathways program.

2. Broaden our pool of qualified suppliers, including through adoption of an aspirational benchmark to spend 15% of dollar volume of direct Mass Save contracts with diverse suppliers

We will also work to broaden our pool of qualified suppliers within the Mass Save programs. As a new effort and informed by the Council's recommendations, the PAs will set an aspirational benchmark[18] to spend 15% of dollar volume of direct Mass Save contracts with diverse suppliers for the 2025-2027 Term. To achieve a broader pool of qualified suppliers, we will work diligently to build the pipeline of diverse suppliers, support them in responding to requests for proposals (RFPs), and establish new metrics, to be reported annually, so that we can measure progress towards this benchmark. Separately, the PAs will invite our contractor community to indicate their diverse business status through regular surveys and make relevant data available to communities and interested customers, including on MassSave.com.

Additionally, we are committing to increase diverse supplier participation by: (1) publicly posting notice of opportunities and reaching out proactively to invite qualified and interested suppliers, including diverse suppliers, to respond to competitive RFPs; (2) communicating with diverse and interested suppliers on opportunities to work with the PAs through annual Supplier Engagement Summits; (3) facilitating quarterly and RFP-specific matchmaking opportunities to connect diverse and interested suppliers with lead vendors; (4) creating and funding a vendor network to help coordinate upcoming RFP opportunities and share best practices among diverse and interested suppliers.

3. Expand and strengthen a robust heat pump installation workforce via the Heat Pump Installer Network and ensure delivery of high-quality installations in both homes and businesses via contractor management and training

We will continue to develop an extensive network of heat pump installers who go through a qualification process in order to participate in the Mass Save programs. Training requirements for heat pump installers ensure that customers receive a quality heat pump installation. Over the 2025-2027 term, we will continue to expand our Heat Pump Installer Network and strengthen training requirements. Our Heat Pump Installer Network will provide the foundation for the development of a turnkey electrification pathway for moderate-income and market-rate customers. It will also be leveraged to expand electrification in our small commercial buildings. As small businesses across the Commonwealth seek resources to support their decarbonization goals, the PAs will continue to expand commercial installer participation in the Heat Pump Installer Network.

Finally, we are constantly evaluating the contractors who participate in the Mass Save programs and contractors who do not satisfy program requirements can be excluded from participating. To ensure excellence in program delivery and to help contractors succeed, we will provide training opportunities, including no-cost virtual trainings that are available 24/7 through our Mass Save Heating & Cooling Learning Center. These trainings have been created to address the design and installation of heat pump systems in both residential and commercial buildings.

[18] The PAs will not use the benchmark as a means to preference or disadvantage certain suppliers based on race, gender, or sexuality in our individual procurement decisions. The benchmark is aspirational and expressly does not require a certain percentage of spending or quota be spent on diverse suppliers.

4. Expand C&I training opportunities, with a focus on integrating building controls and electrification

We will expand the quantity and range of training courses available, with dedicated staff to support these efforts. Our focus areas for additional C&I trainings will include electrification, weatherization, heat recovery, building controls, energy auditing, and building commissioning. While the majority of these trainings will target system designers and installers, many will also benefit facility managers and staff. We will also collaborate with DOER to update and expand energy code trainings for architects, engineers, and builders in response to recent changes to Massachusetts building and stretch codes, as well as cutting-edge design practices. We will design these training opportunities, focused on integrating building controls and electrification, to help equip our local workforce with the skill sets needed to serve C&I customers and meet their decarbonization goals.

Finally, we have established relationships with local institutions and industry organizations to foster workforce development in the C&I sector. These relationships will result in training that is structured to introduce the latest technologies and arm training participants with an understanding of how to identify opportunities to implement the technologies, enumerate their benefits, and leverage relevant PA funding and resources. We also partner with the Northwest Energy Efficiency Council to offer Building Operator Certification, which elevates building operators' capabilities through training in energy efficiency and smart building technologies, continued education, and certification.

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