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[CEA] for Draft Building Performance Strategy Report

Thank you.

Additional submitted attachment is included below.



To: California Energy Commission

From: California Energy Alliance [CEA]

Date: August 21st, 2026

Subject: [CEA] for *Draft Building Performance Standards Report*

Dear Commissioners and Staff,

CEA thanks the California Energy Commission for its leadership in developing the *Draft California Building Energy Performance Strategy Report*. CEA is submitting the following comments to suggest improvements to the treatment of the draft report before a final report is submitted to the legislature. Consider this comment from the CEA as its initial version or iteration as Member-Partners of the CEA are increasingly getting involved in the subject. Given our ongoing work in this area, we look forward to submitting and engaging with the Commission on our expanded and updated comments.

Our initial comments are organized as follows:

1. Workforce
2. Benchmarking and Outcome-based Processes
3. Compliance
4. Tenant Protections
5. Workforce (*continued*)
6. Energy Efficiency, Title 24 Part 6

Section I. Keyword: **Workforce**

Chapter 4: Economics of Building Performance
Chapter 5: Recommendations



[CEA] is identifying the need for better workforce definitions to align with California's existing workforce standards operating in the current market economy.

Currently, the draft report describes the term “workforce” only in terms of training but then includes job or employment-related characteristics (i.e., prevailing wages and High-road jobs) in its list, creating confusion about the scope of the topic in the report.

While the CEA commends Commission staff for their thorough analysis of workforce needs in the body of the report, CEA recommends refining the introductory definition of “workforce” to align with the context it provides in subsequent sections.

1. CEA recommends revising the following statement on page 76 to read:

“The term ‘workforce’ focuses on the primary types of training and critical employment conditions necessary to build the nongovernmental workforce with the goal of increasing equitable access to economic opportunities, including:

- Community colleges.
 - Union apprenticeships.
 - Prevailing wages.
 - High-road jobs.¹”
2. The draft report includes the term *union apprenticeships*, which is a misnomer. In California, the occurrence is this: signatory contractors and labor unions almost always sponsor apprenticeship programs together and **in equal partnership with each other**. As such, these programs are formally known as *joint apprenticeship programs* where “joint” refers to the employer and employees being in joint partnership; a California workforce standard that is tightly related to the quality of installations and compliance which impacts the long term cost effectiveness of California’s built environment.
 3. The Commission should know that credible apprenticeship programs are referred to as *Registered Apprenticeship Programs* (RAPs), which are those that have been vetted by a state or federal public agency for meeting rigorous standards of excellence.²
 4. In consideration of points (2) and (3), CEA recommends for the Commission to replace “Union apprenticeships” with “Joint, Registered Apprenticeship Programs.”

¹ CEA recommends adding the underlined text on this page to be added to the existing draft report.

² *What is a Registered Apprenticeship Program*, <https://www.apprenticeship.gov/employers/registered-apprenticeship-program>. Accessed on August 5, 2026.



5. For the legislative submission, CEA recommends the Commission to highlight recent research indicating that Joint RAPs perform better than unilateral RAPs in the building and construction trades with respect to workers' earnings as well as gender and racial equity, to bolster the Commission's emphasis on joint apprenticeship programs in the report to the legislature.³

In reference to the draft report's page 76, footnote 175, CEA recommends the Commission to revise the definition of *High-road jobs* for greater clarity:

6. "High-road jobs are those that pay a living wage, provide comprehensive benefits and job security, are connected to career advancement opportunities, guarantee healthy and safe working conditions, and may offer other benefits."
7. Importantly, CEA recommends adding to the draft report's bulleted list on page 76:
 - "Multi-craft apprenticeship readiness programs (ARPs)".

ARPs play a critical role in making sure that clean energy jobs are accessible to a diverse set of market actors and workers in California. The Commission's own experience supporting multi-craft ARPs is explained in Section 5, page 12-15, of this comment letter.

8. The draft report takes in serious consideration of SB 48 requirements, guidance from the CEC Justice, Access, Equity, Diversity, and Inclusion (JAEDI) Framework⁴, and the Equity Framework by the Disadvantaged Communities Advisory Group (DACAG) Equity Framework⁵. Because of these considerations, CEA urges the Commission to consider expanding its introductory paragraph of Chapter 4, page 71, to explain how BPS-related work and its associated workforce sectors and occupations are already embedded in existing industries.⁶ **This embeddedness is relevant as it addresses the existing patterns of disparity and inequality in the occupations within these industries.** The programmatization of BPS in the State of California, should advance equitable access to the economic opportunities presented by BPS-related work and investments. CEA recommends for BPS-related work and resources to be accessible to those already fragmented by the energy and workforce development system.

³ *New Research Shows the Value of Joint Apprenticeship Training*, <https://www.mcaa.org/new-research-shows-the-value-of-joint-apprenticeship-training/>. Accessed on 8/12/2026.

⁴ Justice Access Equity Framework, https://www.energy.ca.gov/sites/default/files/2023-11/CEC-JAEDI-Framework_ada.pdf. Accessed on 8/21/2026.

⁵ Docket 16-OIR-06, TN 259133, <https://efiling.energy.ca.gov/GetDocument.aspx?tn=259133>

⁶ E4 the Future and E2, 2022, "Energy Efficiency Jobs in America," https://e4thefuture.org/wp-content/uploads/2022/12/EE-Jobs-in-America_All-States_2022.pdf (accessed on 8/5/2026). See also U.S. Department of Energy and Interstate Renewable Energy Council, "Green Buildings Career Map," <https://greenbuildingscareermap.org/>. Accessed 8/14/2026



Section II.

Keyword: **Benchmarking**

[CEA] Keyword: **Outcome Based Processes**

Chapter 1: A Building Performance Strategy to Achieve California's Goals
APPENDIX B: Equitable Stakeholder Analysis and Engagement

CEA supports the direction of a statewide Building Performance Standard (BPS) and recommends that the CEC view this effort as a foundation for the future development of an Outcome-Based Building Code framework. Rather than establishing another standalone reporting requirement, **BPS should help create a measurable, long-term plan that ensures buildings are designed, commissioned, operated, measured, and evaluated based on actual performance over the life of the building.**

9. The CEC describes Building Performance Standards as complementing new-construction building codes and states that BPS would track and enforce building performance after a building enters service and over the life of the building. (ref: pp. 19–20; p. 132)

While the proposed BPS creates an opportunity to establish the measurement, verification, and data infrastructure needed to support California's longer-term transition toward Outcome-Based Code, the draft does not actually explicitly establish this connection.

CEA recommends that the CEC explicitly consider how the measurement, verification, benchmarking, and performance data developed through the BPS can support the future development of an Outcome-Based Code compliance pathway. CEA encourages the CEC to avoid creating separate compliance systems that do not share data, metrics, and verification infrastructure.



10. The CEC states that benchmarking provides building owners with data and insights to analyze building performance and identify opportunities to reduce energy expenditures. The draft also recommends energy benchmarking data verification at key BPS evaluation years. (ref: p. 20; p. 132; p. 134)

Benchmarking provides an important starting point, but it does not by itself establish why a building is performing as it does, whether systems are operating as intended, or what corrective action may be needed.

CEA recommends a staged performance pathway that builds on benchmarking: benchmarking → verification → performance evaluation → diagnosis → corrective action → re-verification. This would move the BPS from simply reporting performance towards **actively improving and maintaining performance**.

- a. It should be noted that the performance of maintenance requires a skilled and trained workforce.
- b. It should be noted that BPS-related work should be accessible to California's diverse energy stakeholders and workforce.

11. The CEC identifies energy use and direct GHG emissions as primary metrics and recommends exploring demand-management metrics such as coincident peak demand. The report also discusses Site EUI, load flexibility, and metrics that are within building-owner control. (ref: p. 18; pp. 38–40; pp. 47–48; p. 133)

CEA supports simple, measurable metrics such as Site EUI and GHGI, but aggregate metrics alone may not provide sufficient information to understand actual building operation or the factors driving energy use.

CEA recommends that the metric framework evolve to provide greater insight into actual building performance, including operating conditions, major load characteristics, peak demand, and load flexibility. This would allow the BPS to evaluate not only how much energy a building uses, but also how the building operates and how effectively it can respond to changing grid conditions.

12. The CEC states that BPS policies complement new-construction codes and are intended to maintain minimum building performance over the life of the building. (ref: pp. 19–20; p. 132)



The transition from new-construction compliance to long-term building performance is an important opportunity for the State to embed an Outcome-Based perspective. The draft does not clearly establish how information generated during design and construction would follow the building into operation.

CEA recommends establishing a pathway for design intent, modeled performance targets, commissioning and functional verification information, controls sequences, metering information, and other relevant compliance documentation to support post-occupancy performance evaluation and future BPS/OBC compliance.

13. The CEC recommends establishing energy benchmarking data verification performed by a qualified professional at key BPS evaluation years. (p. 18; p. 134)

California already has compliance, commissioning, testing, utility-data, and other verification processes that may provide useful infrastructure for a future performance-based system.

CEA recommends that the CEC evaluate how existing compliance, commissioning, acceptance/functional testing⁷, and utility-data capabilities can contribute to the BPS verification framework. Standardized digital records and automated data validation should be considered to improve consistency and reduce duplicative administrative requirements.

CEA urges the Commission to read again CEA's comment letter to the Commission regarding the Role of Acceptance Testing Technicians in California's built environment.

14. The CEC specifically identifies operational controls—including thermostats, lighting controls, and other automatic systems—as factors within building-owner control. The report also evaluates lighting controls and other efficiency investments. (ref: p. 47; pp. 101–102)

The ability of a building to achieve and maintain an energy-performance outcome depends not only on installed equipment but also on how systems are controlled, monitored, and operated. This is particularly relevant to advanced lighting controls and building automation.

- a. CEA recommends recognizing advanced controls, metering, analytics, and Fault Detection & Diagnostics (FDD)⁸ as enabling infrastructure for

⁷ DOCKET 24-BSTD-05, TN 267713,

<https://efiling.energy.ca.gov/GetDocument.aspx?tn=267713&DocumentContentId=104737>

⁸ *CASE Initiative Nonresidential HVAC Fault Detection and Diagnostics*,

https://title24stakeholders.com/wp-content/uploads/2026/06/2028_CASE-Report_Nonresidential-HVAC-Fault-Detection-and-Diagnostics_MaCS.pdf, Accessed on 8/21/2026.



measurable and persistent building performance. These technologies should support outcome-based performance rather than become prescriptive technology requirements.

- b. CEA is acknowledging that the task and scope of work of managing, operating, installing and maintaining these advanced systems are performed by a specialized skilled labor, representing BPS-related work or clean energy jobs. Embedding (1) through (8) of this comment is critical.

15. The CEC states that BPS would track and enforce building performance over the life of the building. It recommends a trajectory structure with five-year cycles, interim targets, and final performance targets. (ref: p. 20; pp. 52–53; p. 132)

Five-year compliance cycles provide a useful policy structure, but formal compliance checkpoints should not be the only points at which a building is monitored, resulting in lengthy periods of unmonitored building performance. Buildings can experience operational drift between compliance milestones.

CEA recommends that the BPS incorporate mechanisms for periodic or continuous performance monitoring, where appropriate, and corrective action between formal compliance milestones. This would support persistence of savings and ensure that buildings maintain performance rather than simply meeting periodic targets.

16. The CEC proposes flexible compliance options, long-term performance targets, alternative compliance pathways, and adjustments based on financial, operational, and other qualifying circumstances. (p. 20; pp. 104; 133–135)

CEA supports flexibility because buildings differ in age, use, operation, capital-planning cycles, and technical feasibility. However, flexibility should provide alternative pathways to achieve the required outcome rather than reduce the importance of the outcome itself.

CEA recommends maintaining flexibility in how building owners achieve BPS requirements while establishing clear, measurable, and enforceable outcomes. Adjustments to baselines, targets, and timelines should be transparent, documented, and periodically evaluated to ensure that flexibility does not unintentionally weaken the long-term performance objective.



Section III.

Keyword: **Compliance**

[CEA] Keyword: **Code Complexity**

[CEA] Keyword: **Collaborative Compliance Approach**

Chapter 3: Compliance and Enforcement

On June 16th, the CEA hosted an Energy Stakeholder Progress Meeting in Sacramento. CEA would like to express its sincerest appreciation to the Commissioner and Commission staff for generously hosting the venue and actively engaging throughout the session. CEA's Progress Meeting resulted in emergent inputs from energy stakeholders regarding challenges to Compliance and Enforcement of Title 24, Part 6. The comments represented below are the feedback gathered during CEA's Progress Meeting.

17. CEA is focused on overcoming systemic barriers to energy code enforcement. While the draft report focuses on structural or financial relief for building owners through alternative pathways, CEA is emphasizing the need for addressing the enforcement gap, addressing code complexity, and bringing more attention to resource-constrained local jurisdictions (AHJs) which lead to widespread non-compliance. **CEA acknowledges the disparity between well-resourced and under-resourced local jurisdictions and its impact on California's communities.** Properly resourcing AHJs and underrepresented energy stakeholders through BPS will be critical in ensuring that certain communities are not left behind in California's goals of decarbonization and energy efficiency.
 - a. Because of code complexity and severe resource constraints, local jurisdictions either ignore or are completely unaware of specific requirements. Local building departments are overwhelmed, understaffed, and lack the bandwidth to comply with complex energy code line items.
 - b. The energy code has become so complex that without a plausible expectation of consequences for non-compliance, skipping steps becomes a path of least resistance. To fix this, California needs a simplification of the standard that preserves energy savings without creating an impossible administrative burden to local jurisdictions.



18. CEA is interested in bridging policy design with field reality. CEA is made up of stakeholders who are the actual skilled and trained practitioners working to apply Title 24, Part 6 to the built environment. Matching policy with what is happening in the field and improving what already exists is critical. CEA commends the Commission for its efforts to engage with a diverse group of stakeholders and encourages it to continuously seek input especially every time it reports to the legislature.
 - a. The CEA warns against skewed program evaluations. When enforcement is lacking, widespread non-compliance distorts performance metrics. This creates a misleading picture on paper, making the energy code look highly effective to policymakers, readership of contracted studies, and state agencies.
 - b. As a result, CEA appreciates the Commission's consideration of CEA's comments and participating in its Progress Meetings, Working Groups, and Roundtable discussions.
19. Statewide enforcement needs the collaboration of contractors who invest in proper compliance. CEA does not condone non-compliant actors who bypass rules and undermine California's decarbonization goals.
 - a. The CEA urges the commission to increase its education and awareness to contractors by partnering with resourced stakeholders such as the Investor Owned Utilities.
 - b. While excellent resources like Energy Code Ace exist, the ecosystem needs a centralized, highly accessible, democratized "Wikipedia for compliance," that can be understood by technical and especially, nontechnical energy stakeholders. This shared platform should provide answers tailored to every persona in the construction lifecycle—from architects, to field installers, and tenants.
20. The cost effectiveness of Compliance is long-term cost savings for Californians. Adhering to the energy code secures decades of operational cost savings for energy consumers in California which includes tenants; thus, increasing the opportunity to keep capital local and within households rather than on utility bills. CEA is urging the Commission to partner with resourced stakeholders to improve the ways in which it disseminates the narrative of cost effectiveness of Compliance.



21. The energy code is not just about infrastructure and buildings, but it is about human health. Ensuring proper ventilation, fresh air exchange, and thermal comfort impacts the well-being and productivity of building occupants which includes students, office workers, health care practitioners, building security, care providers, educators, and so much more. The CEA supports easing code complexity to work out for all Californians, not just for those who build and hold authorities of jurisdictions.
22. CEA is acknowledging that Compliance Improvement is a path to grid stability. As California rapidly electrifies, consistent code compliance will prevent localized grid failures and reduce peak demand. Compliance can only be improved if there is coordination and collaboration between diverse stakeholders.
23. **CEA values the California Energy Code as a foundational pillar for statewide decarbonization and insists that a collaborative compliance approach must be paired with the active participation of resourced stakeholders to support under-resourced stakeholders so that access to the necessary tools and resources to achieve improved compliance across the State of California is available to more energy stakeholders.**

On Compliance, CEA is advocating that the narrative on Compliance escalates from "not urgent enough" to a core priority in the Commission's BPS report to the legislature.

Section IV.

Keyword: **Tenant Protections**

Chapter 4: Economics of Building Performance

The draft report presents a thorough, well-referenced research on the burdens of California's tenants. The comments below are CEA's responses to the strategies proposed on pages 86–87 to avoid tenant eviction, harassment, and displacement.



24. “Establish regulatory authority for the state to prevent abuse of the Ellis Act to force evictions and additional authority to enforce the requirements of the Tenant Protection Act” (ref: p. 86)

If compliance of energy codes is already at a risk due to the lack of local enforcement capacity, then anti-displacement protections like the Tenant Protection Act and the Ellis Act require a dedicated regulatory oversight body with perhaps strict, standardized state-level reporting.

- a. To prevent decarbonization retrofits from being leveraged to displace housed residents, the Commission should establish cross-agency coordination mechanisms with state and local housing enforcement bodies. Rather than expanding direct housing law oversight under BPS, the CEC should tie compliance with tenant protection laws—including the Tenant Protection Act and the Ellis Act—directly to program eligibility. Building owners found to be in bad-faith violation of tenant protections or unlawful evictions should face immediate disqualification from state-funded decarbonization subsidies, technical assistance programs, and expedited BPS compliance pathways. Aligning state energy incentives with housing compliance ensures state resources support equitable building performance without subsidizing tenant displacement. BPS should empower local governments in this process as well.
 - b. The newly established or designated regulatory authority should be responsible in conducting culturally responsive tenant outreach and education across California and provided in the languages that are present in the state.
 - c. The newly established or designated regulatory authority should establish targeted BPS dissemination strategies that directly inform tenants of upcoming building upgrades, expected project timelines, and their specific rights throughout the retrofit process. This must be done through culturally responsive methodologies which includes the thoughtfulness of language that can be understood by those who are not a technical audience.
25. Aligning rent stabilization ordinances and establishing shared enforcement methods and resources between state and local jurisdictions takes massive coordination capacity. This coordination should be managed by the newly designated or established regulatory authority that will work in close collaboration with the California Energy Commission to keep tenants housed and able to afford their living spaces. This is a necessary state investment especially if BPS is projected to impact the cost of buildings in California.



26. **Decarbonization incentives and other state housing subsidies should be available to tenants of all types instead of building owners only.** While the draft report focuses on a BPS program to incorporate limitations, or caps, on annual rent increases enforced by local government ordinances, **CEA encourages the draft report to include the agency of tenants by guaranteeing tenants of all types direct access to their building's energy consumption data.** Tenants are part of California's diverse energy stakeholders.
27. Tenants must be recognized as primary energy stakeholders in BPS. The draft report extensively writes about prospective incentives for building owners; however, the CEA recommends the Commission to consider what incentives it can systemize for energy stakeholders such as tenants of all types in California.
28. CEA recommends integrating its comments on the Building Energy Action Plan⁹ to tenant protections in the continuation of achieving a comprehensive clean energy strategy.

Section V.

Keyword: **Workforce** *Continued*

Chapter 4: Economics of Building Performance
Chapter 5: Recommendations

29. CEA supports the draft reports suggestion that an authorized agency regulating BPS Workforce Needs should coordinate with the California Workforce Development Board and other relevant stakeholders throughout the implementation of a BPS to increase equitable access to high-road jobs.
30. In concern with the addition to the bulleted list on page 76: "multi-craft apprenticeship readiness programs (ARPs)", the CEA would like to articulate the Commission's own experience supporting multi-craft ARPs as explained below.

⁹ DOCKET 23-DECARB-03, TN 269008,
<https://efiling.energy.ca.gov/GetDocument.aspx?tn=269008&DocumentContentId=106214>



In addition:

- a. From about 2015-2020, under the California Clean Energy Jobs Act (Proposition 39), the Commission worked with the California Workforce Development Board (CWDB) to invest about \$5M per year in multi-craft, construction-sector ARPs throughout the state. The investment not only yielded significant results in terms of training completion, placement rates, and diversity of ARP graduates but also demonstrated a systematic, High Road approach to developing a skilled workforce capable of meeting California's energy efficiency goals.¹⁰ That is, funds were used to help individuals enter a career pathway in the building trades rather than obtain training that would have only applied to the retrofit of schools, which was the main focus of the overall Prop 39 program. By creating an onramp to registered apprenticeship in the building and construction trades, this approach leveraged an existing system of quality employment and training that provides workers with long-term employment across a sector rather than short-term jobs in certain industry segments such as building energy retrofits. This example could serve as a model for advancing the Commission's recommendation in the draft report to increase equitable access to high-road jobs and training.
- b. Funding for multi-craft ARPs and registered apprenticeship programs, while helpful, is only part of the solution to increasing equitable access to high-road jobs and training. Registered apprenticeship, or earn-and-learn, programs, are a job first and foremost. Therefore, creating jobs for registered apprentices in decarbonization programs – by, for example, including *apprenticeship utilization* or *Skilled and Trained Workforce requirements* in program rules – can contribute to the demand signals needed to justify opening up new apprenticeship slots in the future while tapping into the current pool of apprentices. California's *public works law* (Labor Code Section 1720) may very well apply to decarbonization programs, which would trigger prevailing wage and apprenticeship utilization requirements.¹¹ CEA recommends the Commission address, in the "Equitable Access to Economic Opportunities" section on page 77, these program policies given their salience to the buildings sector overall

¹⁰ California Workforce Development Board, February 2020, "California Clean Energy Jobs Act (Proposition 39): Final Report on California Workforce Development Board (CWDB) Pre-Apprenticeship Program,"

https://www.energy.ca.gov/sites/default/files/2020-05/APPENDIX_C-California_Workforce_Development_Board_Proposition_39_Pre-Apprenticeship_Program_Final_Report_ADA.pdf (accessed on 8/12/2026).

¹¹ California Department of Industrial Relations, "Public Works Apprenticeship Requirements," <https://www.dir.ca.gov/das/publicworks.html> (accessed 8/14/2026).



(especially the non-residential subsector), and that they may be legally-mandated in publicly-funded decarbonization programs.

31. Equity best practices include the preservation and advancement of job quality as a means to expand the economic opportunities of the BPS-related workforce.

- a. CEA supports the emphasis on job quality as well as on requirements to ensure high job quality in discussing equitable access to BPS-related economic opportunities. Describing the benefits of prevailing and minimum wage standards to businesses and the industry (e.g. cost savings and higher productivity due to lower worker turnover) and their impact on reducing income inequality could serve as model text for state and local agencies that share similar goals and are engaged in the building energy efficiency sector. The Commission may want to consider providing context for the focus on wage standards, such as by noting the high concentration of energy efficiency workers in the construction industry where a prevailing wage standard is a common, and sometimes legally mandated, requirement.

32. The draft report's Decarbonization Programs in California (p. 78) provides a useful synopsis of current state programs that are driving spending and spurring labor market demand for BPS-related work. CEA recommends the Commission add the zonal decarbonization pilot program launched in July 2026 to the list of decarbonization programs in California, noting how the California Public Utilities Commission (CPUC) chose to implement statutory requirements pertaining to high-road jobs and training.¹²

33. CEA offers the following recommendations for improving the content of this section to better connect the program descriptions with the discussion of job quality requirements and standards in the preceding section:

- a. Add the prevailing wage requirement for the Commission's Equitable Building Decarbonization (EBD) Program, as well as the guidance to program administrators about meeting all other applicable public works requirements (viz., apprenticeship utilization).¹³

¹² California Public Utilities Commission, "Cost-Effective Neighborhood Decarbonization: SB 1221 Implementation," <https://www.cpuc.ca.gov/industries-and-topics/natural-gas/sb-1221-implementation> (accessed 8/13/2026).

¹³ California Energy Commission, "Equitable Building Decarbonization Direct Install Program Guidelines," <https://www.energy.ca.gov/publications/2023/equitable-building-decarbonization-direct-install-program-guidelines> (accessed 8/13/2026).



- b. Note the opportunity to incorporate high-road job standards into future iterations of the BUILD and TECH programs, while discussing if any data pertaining to economic equity is available from implementation so far.
 - c. Add an explanation about how state programs can be a means for improving job quality and job access in the associated areas of work, referencing the State's high-road climate action plan.¹⁴
34. CEA suggests the Commission consider requesting input or content for this report from the CWDB and/or its grantees about High Road Training Partnerships (HRTTP) focused on building decarbonization in the Bay Area and Los Angeles¹⁵ as this could lead to lessons learned from the relevant research, partnerships', training materials, or other useful information produced for future investment.

Section VI.

Keyword: **Energy Efficiency**

Keyword: **Title 24, Part 6**

[CEA] Keyword: **Outcome Based Code**

Chapter 4: Economics of Building Performance

Chapter 5: Recommendations

¹⁴ "Zabin, Carol, et. al., September 2020, "Putting California on the High Road: A Jobs and Climate Action Plan for California," <https://laborcenter.berkeley.edu/putting-california-on-the-high-road-a-jobs-and-climate-action-plan-for-2030/> (accessed 8/13/2026).

¹⁵ California Workforce Development Board, "High Road Training Partnerships Across California," <https://cwdb.ca.gov/cwdb-home/our-programs/high-road-programs/high-road-training-partnerships/high-road-training-partnerships-across-california/> (accessed 8/13/2026).



Codes & Standards is a core pillar of the CEA. In March 2025, the CEA reached a key milestone in Title 24, Part 6 history by submitting six code proposals to the Codes and Standards Enhancement (CASE) team and the California Energy Commission (CEC).

CEA commends the Utility Codes & Standards team for engaging with our efforts and code development process. CEA also thanks Commissioner McAllister and the CEC team for acknowledging the proposals submitted by the CEA for the 2028 code cycle. CEA is encouraged by the Commission's encouragement of stakeholder feedback and participation of the state's public processes.

Rising to this momentum, CEA would like to offer its code proposal of Energy Monitoring to optimize energy savings and performance for a critical energy stakeholder: tenants of all types in California. CEA's energy code proposal proposes an upgrade to the existing California code from simply *requiring buildings to be designed so meters could be installed* in the future to requiring meters actually be installed in new buildings to monitor the energy performance of buildings.

The Energy Monitoring proposal¹⁶ has the potential to solve several operational, regulatory, and equity challenges highlighted in the draft report:

35. BPS targets cannot be enforced or verified without granular, real-time building performance data. Mandating 15-minute interval recording; annual, monthly, daily, and hourly reporting; 36-month data retention provides building owners, utilities, and regulators with the exact empirical data needed to benchmark performance, track progress, and prove compliance with state energy targets.
36. Empowers Tenant Agency and Prevents Abuse: A core BPS challenge is protecting tenants during building decarbonization transitions. By explicitly mandating that *"the data for each tenant space shall be made available to that tenant,"* the proposal establishes transparency. This allows tenants to independently verify utility costs, monitor energy usage, and guard against improper cost pass-throughs or utility surcharges during retrofits.
37. Because BPS mandates will require significant operational adjustments, cost-effective solutions are essential. CEA encourages collaboration between well resourced stakeholders to articulate the cost effectiveness for energy consumers regardless of their type. Guidance from the CEC Justice, Access, Equity, Diversity, and Inclusion (JAEDI) Framework, and the Equity Framework by the Disadvantaged Communities Advisory Group (DACAG) Equity Framework is also available.

¹⁶ Docket 25-BSTD-03, TN 269370,
<https://efiling.energy.ca.gov/GetDocument.aspx?tn=269370&DocumentContentId=106468>



38. While Title 24, Part 6 governs new construction and major retrofits, the BPS focuses on long-term operational performance of existing buildings. Mandating functional submeters at the time of construction or major retrofit is required to ensure that buildings enter the BPS framework pre-equipped for continuous commissioning, demand response, ongoing operational efficiency, and verification of compliance with the BPS.
39. Complex decarbonization retrofits, advanced HVAC systems, and dynamic load management cannot rely on passive oversight. Submetering equips dedicated [WS1] building professionals who are skilled and trained with tools required to determine compliance with BPS, supporting the relevance of articulating the workforce needs component of BPS.
40. To support SB 48's focus on equity, affordability, and workforce needs, CEA recommends the Commission incorporate critical enhancements into future code cycles, CASE methodologies, and reports as it relates to BPS:
 - a. Advise CASE reports to identify the specific workforce to install, commission, and maintain proposed technologies. Explicitly mapping workforce needs ensures state code updates translate effectively to field compliance and quality installation and maintenance.
 - b. Advise CASE reports to treat tenants as active "market actors" by mandating secure, tenant-accessible utility data and embedding dedicated **tenant cost-effectiveness evaluations** directly into CASE methodologies. Evaluating energy code impacts from the tenant's financial perspective fulfills SB 48's directive to prioritize decarbonization measures that directly benefit tenants while protecting against affordability risks.
41. The Energy Monitoring proposal could transform the harmonization of codes & standards, compliance, workforce, energy education, and affordability into a collaborative compliance approach that California's energy consumers need.
42. CEA is established in its Outcome-Based Code position, which emphasizes actual, and measured building energy use as a more meaningful basis for evaluating performance rather than modeled or estimated energy use alone. An outcome-based approach can also capture whole-building energy consumption, including process loads and miscellaneous electric loads that may not be fully addressed through prescriptive or conventional performance-based compliance. CEA's previous work has also emphasized the importance of post-occupancy monitoring, advanced metering and monitoring, fault detection and diagnostics, facility training, digital compliance, and establishing a stronger connection between new-construction code compliance and long-term building performance.



43. CEA recommends the state leverage the BPS effort to establish an integrated, outcome-based framework connecting design intent, code compliance, verification, and ongoing operational data. BPS should afford building owners technology-neutral flexibility to achieve compliance with the BPS, while also establishing tenant protections in their buildings.

CEA is California's diverse energy stakeholders.

CEA would like to thank the California Energy Commission for preparing the draft report on Building Performance Strategy and looks forward to engaging with the Commission and energy stakeholders on its development.

Thank you,

California Energy Alliance

caenergyalliance.org