February 12, 2024

The Honorable Michael J. Rodrigues
Chair, Senate Committee on Ways and Means
State House, Room 212
Boston, MA 02133

The Honorable Aaron Michlewitz
Chair, House Committee on Ways and Means
State House, Room 243
Boston, MA 02133

Dear Chairs Rodrigues and Michlewitz:

Pursuant to Chapter 77 of the Acts of 2023, we are transmitting to you this report on the Emergency Housing Assistance Program.

Sincerely,

Secretary Matthew J. Gorzkowicz,
Executive Office for Administration and Finance

Secretary Edward Augustus,
Executive Office for Housing and Livable Communities

MEMORANDUM

TO: House and Senate Committees on Ways and Means
FR: Executive Office for Administration and Finance, Executive Office of Housing and Livable Communities
DT: February 12, 2024
RE: Bi-weekly EA report

Background/Narrative

The table below includes key datapoints outlined in Chapter 77 of the Acts of 2023. The data is updated as of February 8, 2024. The Administration continues to pursue key activities related to these datapoints below.

Caseload

Datapoint	Value as of 02/08/24	Notes
Total families in EA who entered as migrants, refugees, or asylum seekers	3,717	Estimate based on citizenship status of families recently entering EA applied to systemwide caseload based on primary language of heads of household.
Total families currently in shelters, hotels or motels, by municipality	See Appendix A	Families are supported across traditional EA shelters, hotels/motels, and temporary emergency shelters.

Work Authorizations

- **Work Authorization Clinics:** In partnership with the Department of Homeland Security and multiple Commonwealth agencies, the Administration successfully ran two weeks of work authorization clinics for migrants staying in emergency family shelter (November 13-17 and November 27-30). In total, the work authorization clinics supported 2,910 individuals, completed 1,951 biometrics with USCIS, vaccinated 1,031 adults and children, and facilitated 734 visits to MassHire stations.

Datapoint	Value as of 02/08/24	Notes
Total number of individuals in EA who entered as migrants, refugees, or asylum seekers who have work authorizations	2,713	Adults who entered as migrants, refugees, or asylum seekers in EA shelter system who have self-reported that they have confirmed work authorization plus the number of approved work authorizations resulting from the work authorization clinic as reported by USCIS. This excludes (1) US citizens, green card holders, and other categories of individuals who have not recently migrated

		but are eligible to work; and (2) those who entered as migrants, refugees, or asylum seekers who have applied for work authorization but who have not reported confirmation of approved work authorization. While this number is unchanged from the last biweekly report, the Administration continues to partner with the Department of Homeland Security to verify additional work authorizations granted via the November work authorization clinic. In addition to this effort, the Administration is working with local resettlement agencies to file additional work authorization applications for migrants staying in emergency shelter.

Fiscal

Datapoint	Value as of 02/08/24	Notes
Total amount expended on the emergency housing assistance program in FY24	$360 M	Spending to date includes shelter & associated services, National Guard activation, Clinical and Safety Risk Assessment Sites, Temporary Emergency Shelters, Family Welcome Centers. Because the Commonwealth typically pays service providers and vendors monthly, spending to date is largely reflective of costs through December; January invoices are currently being received and processed.
Total amount expended on supplemental school district costs, by district	See Appendix B	FY23 and FY24 school district per-pupil emergency aid payments detailed in Appendix B.
Total amount expended on municipal supports, by municipality	$8 M	$8.4 M spent on FY24 school district per-pupil emergency aid payments detailed in Appendix B.
Total amount spent for any other purpose from 1599-0514	$5 M	$4.6 M spent for Clinical and Safety Risk Assessment site operations in Quincy and $173 K spent on life safety improvements to the Registry of Deeds building in Cambridge to support overflow shelters.
Projected FY24 deficiency	$224 M	Estimated deficiency accounts for funding available through the FY24 GAA, Housing Preservation and Stabilization Trust Fund,

		Ch. 268 of the Acts of 2022, Ch. 2 of the Acts of 2023, and Ch. 77 of the Acts of 2023. The supplemental budget filed on January 24th will address this deficiency, which includes shelter & associated services, staffing, Clinical and Safety Risk Assessment Sites, Family Welcome Centers, school district reimbursements, immigration and refugee health, community, and workforce supports, and municipal support.
Projected FY25 costs through the end of FY25	$915 M	While $915 M represents projected FY25 costs, when one subtracts assumed FY25 resources consistent with the FY24 GAA, the gap between projected FY25 costs and assumed GAA resources is $590 M. Estimate includes shelter & associated services, staffing, Clinical and Safety Risk Assessment Sites, Family Welcome Centers, school district reimbursements, immigration and refugee health, community, and workforce supports, and municipal support.

Blueprint Moving Forward

Healey-Driscoll EA Shelter Funding Blueprint

Addressing Incurred and Anticipated Costs

In September, the Administration filed a $250 M supplemental budget request to address the expanding needs of the Emergency Shelter System based on the number of families in the shelter system at that time. Since then, the number of families in our shelter system has grown, as has the associated funding need. The Legislature's recent passage of $260 M in supplemental funding has provided a critical infusion of resources to keep the system operating for the next several months at the capacity level of 7,500.[1] To continue to operate at that capacity level, the shelter system **requires** additional funding to avoid imminent run-out dates for key programs.

Table 1: Breakdown of FY24 Remaining Deficiency

Item	FY24 Est. Spending	FY24 Funding Available (FY24 GAA, previously authorized supps, and HPSTF)	Ch. 77 of the Acts of 2023	FY24 Emergency Housing & Community Trust Fund Supplemental Budget
Shelter & Associated Services	(656)	382	60	215
Supplemental Shelter Staffing	(28)	22	6	-
Clinical and Safety Risk Assessment Sites / Temporary Emergency Shelters	(61)	19	42	-
Family Welcome Centers	(3)	1	-	-
School District Reimbursements	(77)	2	75	-
Immigration & Refugee Health & Community Support	(33)	9	15	10
Immigration & Refugee Workforce & Work Authorization Programs	(7)	5	5	-
Additional Municipal Support	(7)	-	7	-
Other EA Contracts (Budgeted in FY24)	(10)	10	-	-
Overflow site planning	(50)	-	50	-
Total	*(932)*	*448*	*260*	*225*

At the same time, the current average length of stay for families in the system exceeds one year. That means that even with the system's capacity level established, deficiency needs for EA are a two fiscal year problem, requiring a solution that spans FY24 and FY25. Fundamentally, the crisis of family homelessness requires a multi-faceted set of policies including shelter, supportive services, education and workforce training, and affordable housing programs that enable families to leave shelter and ultimately move on to stable housing.

Thankfully, the state has the resources available in Transitional Escrow to put a plan in place that will address FY24 and much of FY25 at the capacity level of 7,500 families without requiring offsetting budget cuts to other programs to meet the spending requirements of the family shelter crisis. As of January 2024, the estimated uncommitted balance of the Transitional Escrow Fund (TEF) is approximately $873 M.[2]

The Administration is, therefore, proposing to use the remaining balance of Transitional Escrow to fund direct EA costs and related services that help stabilize families and address barriers to

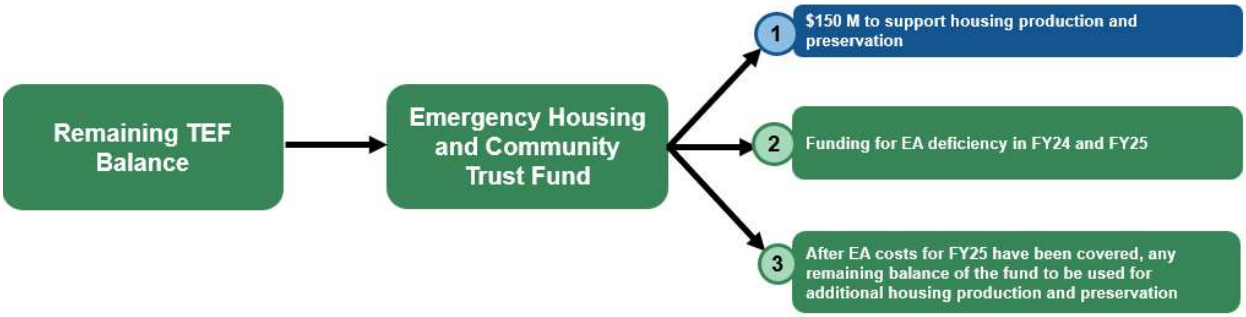
[1] Includes the $250 M originally sought for supplemental funding plus a new $10 M line item in the closeout supp for resettlement agencies.

[2] Subject to change.

shelter exits. The plan also invests in housing production and preservation to make affordable, stable housing options available to more families.

Specifically, the Administration plans to file legislation that would move the remaining TEF balance into an Emergency Housing and Community Trust Fund, to be spent in the following prioritized manner:

1. Up to $150 M to support housing production and preservation, supplementing the investments in the recently filed Affordable Homes Act
2. To fund FY24 EA shelter and related costs and continuing FY25 EA shelter costs at the system capacity level
3. Remainder can be used for additional housing production and preservation



When combined with the recently passed $260 M in supplemental budget funding[3], and the established system capacity levels, this plan covers the full projected FY24 deficiency and more than half of expected FY25 costs. The proposal also creates flexibility in how we address costs in FY25 so that if circumstances change (ex: federal supports, work authorizations, increased exits), resources can be redirected from reacting to the current crises to investing in housing production and preservation.

Table 2: Summary of Proposed EA Funding Strategy

		$ (In Millions)
FY24	Transitional Escrow Fund (TEF) Total Available as of January 2024	$ 873
	One-time production & preservation investment	$ (150)
	Remaining FY24 Deficiency	$ (224)
	TEF Remaining Balance After Addressing FY24 Deficiency	$ 499
FY25	FY25 Est. Spending	$ (915)
	Assuming resources consistent with FY24 GAA	$ 325
	Remaining anticipated funding need	**$ (91)**

[3] Includes the $250 M originally sought for supplemental funding plus a new $10 M line item in the closeout supp for resettlement agencies.

The Administration's EA Shelter Funding Blueprint covers critical resources for families in the EA Shelter System as well as the communities supporting them, including the following FY24 investments:

Production-Focused Investments

- Up to $150 M in cash for housing production and preservation to supplement investments in the recently filed Affordable Homes Act and continue addressing long-term solutions to housing insecurity

Shelter System Needs

- $215 M for supportive services and safe shelter, including:
    - Shelter system at capacity caseloads (7,500 families)
    - Case management, housing search, public health, and community supports Childcare, workforce readiness, English language, and other services to help families exit shelter and achieve stable permanent housing

- $10 M for specialized Immigration and Refugee health and community supports to address the needs of families with complex immigration status issues

The remaining $499 M in TEF funding will be held in reserve for FY25 needs. Recognizing the fluidity of the situation and the significant need for shelter and services during this crisis, as well as the importance of supporting the local communities in which these families are sheltered, attending school, and participating in everyday life, the proposal will allow spending flexibility to address changing demands in FY24 and FY25.

Appendix A: Total Families Currently in Shelters, Hotels or Motels by Municipality

Town	Total Families
Acton	**15**
Amherst	**4**
Andover	**25**
Arlington	**16**
Ashland	**2**
Attleboro	**15**
Auburn	**40**
Ayer	**45**
Barnstable	**33**
Bedford	**89**
Beverly	**27**
Boston	**1299**
Bourne	**43**
Braintree	**15**
Bridgewater	**2**
Brockton	**164**
Brookline	**32**
Burlington	**32**
Cambridge	**35**
Chelmsford	**3**
Chelsea	**17**
Chicopee	**126**
Concord	**92**
Danvers	**159**
Dedham	**169**
Devens	**12**
Everett	**108**
Fall River	**81**
Falmouth	**9**
Fitchburg	**7**
Foxborough	**92**
Framingham	**166**
Franklin	**94**
Gardner	**52**
Gloucester	**5**
Great Barrington	**4**
Great Barrington	**15**

Greenfield	**57**
Hadley	**11**
Hanson	**1**
Haverhill	**78**
Holyoke	**173**
Hudson	**42**
Kingston	**98**
Lawrence	**50**
Leicester	**52**
Lexington	**30**
Lowell	**287**
Ludlow	**1**
Lynn	**287**
Malden	**60**
Marlborough	**187**
Marshfield	**21**
Medford	**37**
Medway	**12**
Melrose	**1**
Methuen	**80**
Middleborough	**60**
Milford	**74**
Milton	**2**
New Bedford	**24**
North Attleboro	**2**
Northborough	**23**
Norton	**22**
Norwell	**14**
Norwood	**75**
Peabody	**207**
Pittsfield	**33**
Plainville	**56**
Plymouth	**37**
Raynham	**75**
Revere	**56**
Rockland	**50**
Salem	**164**
Saugus	**68**
Sharon	**71**
Shrewsbury	**72**
South Hadley	**10**
Southbridge	**1**
Springfield	**283**
Stoneham	**1**

Stoughton	**237**
Sturbridge	**43**
Sutton	**30**
Taunton	**170**
Tewksbury	**25**
Wakefield	**2**
Waltham	**51**
Watertown	**42**
West Springfield	**100**
Westborough	**96**
Westminster	**30**
Weymouth	**9**
Woburn	**151**
Worcester	**295**
Yarmouth	**36**
Total	**7506**

Appendix B: Amount Expended on Supplemental School District Costs by District

District	*FY23 – First Tranche*		*FY23 – Second Tranche*		*FY24 – First Tranche*		Total to Date
	Amount (Oct. 1, 2022 – Mar. 1, 2023)	Date	Amount (Mar 2, 2023 – end of school year)	Date	Amount (Sept. 1, 2023 – Nov. 30, 2023)	Date	
Andover	$-		$-		$16,048	1/29/2024	$16,048
Ashburnham-Westminster	$-		$-		$61,570	1/29/2024	$61,570
Auburn	$-		$-		$121,568	1/29/2024	$121,568
Ayer Shirley School District	$-		$-		$61,570	1/29/2024	$61,570
Bedford	$-		$-		$284,252	1/29/2024	$284,252
Billerica	$-		$-		$94,611	1/29/2024	$94,611
Bourne	$-		$-		$221,737	1/29/2024	$221,737
Braintree	$-		$-		$40,488	1/29/2024	$40,488
Burlington	$-		$44,200	8/30/2023	$142,021	1/29/2024	$186,221
Cambridge	$-		$11,648	8/30/2023	$-		$11,648
Chicopee	$-		$52,416	8/30/2023	$101,009	1/29/2024	$153,425
Concord	$-		$39,832	8/30/2023	$148,944	1/29/2024	$188,776
Concord-Carlisle	$-		$13,312	8/30/2023	$-		$13,312
Danvers	$-		$-		$251,946	1/29/2024	$251,946
Dartmouth	$-		$-		$62,514	1/29/2024	$62,514
Dedham	$-		$5,824	8/30/2023	$477,354	1/29/2024	$483,178
Dennis-Yarmouth	$-		$-		$112,652	1/29/2024	$112,652
Fairhaven	$-		$-		$30,418	1/29/2024	$30,418
Foxborough	$-		$-		$214,710	1/29/2024	$214,710
Framingham	$-		$-		$231,387	1/29/2024	$231,387

Franklin	$-		$-		$198,557	1/29/2024	$198,557
Gardner	$-		$-		$163,628	1/29/2024	$163,628
Greenfield	$-		$18,200	8/30/2023	$68,598	1/29/2024	$86,798
Hadley	$-		$-		$22,237	1/29/2024	$22,237
Holyoke	$-		$-		$75,626	1/29/2024	$75,626
Hudson	$-		$-		$83,283	1/29/2024	$83,283
King Philip	$-		$-		$64,717	1/29/2024	$64,717
Kingston	$87,984	6/22/2023	$130,416	8/30/2023	$101,848	1/29/2024	$320,248
Leicester	$-		$-		$81,604	1/29/2024	$81,604
Lexington	$-		$-		$24,964	1/29/2024	$24,964
Malden	$-		$-		$420	1/29/2024	$420
Mansfield	$-		$-		$48,249	1/29/2024	$48,249
Marlborough	$38,064	6/22/2023	$104,832	8/30/2023	$423,756	1/29/2024	$566,652
Methuen	$237,952	6/22/2023	$376,480	8/30/2023	$277,959	1/29/2024	$892,391
Middleborough	$-		$-		$116,743	1/29/2024	$116,743
Milford	$-		$-		$40,907	1/29/2024	$40,907
North Attleborough	$-		$-		$113,806	1/29/2024	$113,806
Northboro-Southboro	$-		$-		$25,488	1/29/2024	$25,488
Northborough	$-		$-		$46,152	1/29/2024	$46,152
Norton	$-		$-		$3,147	1/29/2024	$3,147
Norwood	$-		$3,432	8/30/2023	$12,692	1/29/2024	$16,124
Oxford	$21,320	6/22/2023	$50,232	8/30/2023	$-		$71,552
Peabody	$-		$43,472	8/30/2023	$183,348	1/29/2024	$226,820
Pittsfield	$-		$-		$8,916	1/29/2024	$8,916
Plainville	$-		$-		$111,183	1/29/2024	$111,183
Plymouth	$93,496	6/22/2023	$123,864	8/30/2023	$135,728	1/29/2024	$353,088
Revere	$-		$11,544	8/30/2023	$-		$11,544
Rockland	$-		$-		$36,082	1/29/2024	$36,082
Salem	$52,936	7/10/2023	$231,504	8/30/2023	$388,303	1/29/2024	$672,743

Saugus	$-		$-		$98,072	1/29/2024	$98,072
Seekonk	$-		$-		$25,069	1/29/2024	$25,069
Sharon	$-		$-		$6,503	1/29/2024	$6,503
Shrewsbury	$-		$102,648	8/30/2023	$310,055	1/29/2024	$412,703
Silver Lake	$27,248	6/22/2023	$64,584	8/30/2023	$77,409	1/29/2024	$169,241
Somerset	$-		$-		$43,949	1/29/2024	$43,949
Somerset Berkley Regional School District	$-		$-		$5,245	1/29/2024	$5,245
Stoughton	$-		$-		$43,949	1/29/2024	$43,949
Sutton	$-		$-		$90,625	1/29/2024	$90,625
Swansea	$-		$-		$59,158	1/29/2024	$59,158
Tantasqua	$-		$-		$11,013	1/29/2024	$11,013
Taunton	$-		$61,672	8/30/2023	$345,508	1/29/2024	$407,180
Waltham	$-		$-		$58,214	1/29/2024	$58,214
Wareham	$-		$-		$58,843	1/29/2024	$58,843
West Springfield	$71,864	6/22/2023	$295,360	8/30/2023	$383,058	1/29/2024	$750,282
Westborough	$44,928	6/22/2023	$142,064	8/30/2023	$194,256	1/29/2024	$381,248
Woburn	$-		$-		$464,348	1/29/2024	$464,348
Worcester	$201,240	6/21/2023	$235,040	8/30/2023	$586,020	1/29/2024	$1,022,300
Total	**$877,032**		**$2,162,576**		**$8,394,032**		**$11,433,640**