

# SENATE . . . . . No. 2442

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Senate, April 29, 2021 -- Text of the Senate amendment to the House Bill financing the reconstruction of the Soldiers' Home in Holyoke (House, No. 3701) (being the text of Senate, No. 2439, printed as amended)

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## The Commonwealth of Massachusetts

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In the One Hundred and Ninety-Second General Court  
(2021-2022)  
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1           SECTION 1. To provide for a program to protect, repair and improve the capital facilities  
2 of the commonwealth and for a program of capital asset acquisitions, dispositions and other  
3 improvements for general government operations, the sum set forth in section 2 for the several  
4 purposes and subject to the conditions specified in this act is hereby made available, subject to  
5 the laws regulating the disbursement of public funds. The sum made available in this act shall be  
6 in addition to any other amounts previously appropriated for these purposes.

7           SECTION 2.

8           EXECUTIVE OFFICE FOR ADMINISTRATION AND FINANCE

9           Division of Capital Asset Management and Maintenance

10          4000-2026 For costs associated with planning and studies, dispositions, acquisition of  
11 land and buildings and interests therein by purchase, prepayment of lease for a term that exceeds  
12 the useful life of the facility, gift or other transfer or by eminent domain pursuant to chapter 79  
13 of the General Laws, for the preparation of plans and specifications, repairs, renovations,  
14 improvements, modernization, construction, reconstruction, furnishing, equipping, acquiring,

15 remodeling, refurbishing, asset management, accessibility improvements, demolition, disposition  
16 and remediation of facilities and grounds operated by the various departments within the  
17 executive office of health and human services, all as the commissioner of capital asset  
18 management and maintenance, in consultation with the secretary of health and human services  
19 and the appropriate commissioners of the departments within the executive office, shall consider  
20 appropriate; provided, that \$400,000,000 shall be expended for the design and construction of a  
21 new facility for the Soldiers' Home in Holyoke to replace the existing Soldiers' Home facility;  
22 provided further, that costs payable from this item shall include, but not be limited to, the costs of  
23 leases of temporary relocation space or equipment as required for completion of the project;  
24 provided further, that costs payable from this item may include costs for additional adult day  
25 health, mental health and substance use and recovery programming on the site of the new  
26 facility; provided further, that design and construction of the new facility shall achieve, to the  
27 greatest extent feasible, the "small house" model design, as defined by the United States  
28 Department of Veterans Affairs; provided further, that such design and construction shall reflect  
29 current and projected needs of the population it is intended to serve, best practices to meet those  
30 needs, the quality, effectiveness and efficiency of care to be delivered at the facility and shall  
31 seek to promote the quality of life for those whom it will serve; provided further, that federal  
32 reimbursements received for the new facility shall be used to reduce the amount of bonds issued  
33 and sold by the commonwealth for this item, so that the amount of federal reimbursements and  
34 bonded funds for this item shall total not more than \$400,000,000 in the aggregate; provided  
35 further, that in the planning, design and construction of such facilities, the administration shall  
36 endeavor at all times to control and minimize costs to the commonwealth through the  
37 maximization of efficiencies, cost savings and federal and other non-state cost sharing or

38 reimbursements; provided further, that, subject to the previous proviso that the amount of federal  
39 reimbursements and bonded funds for this item shall total no more than \$400,000,000 in the  
40 aggregate, any federal reimbursement received by a state agency including, but not limited to, a  
41 project related to providing health care, including mental health and substance use and recovery,  
42 human services and veterans' services in connection with projects funded from this item, may be  
43 retained by the executive office for administration and finance and expended for the purposes of  
44 the project, without further appropriation, in addition to the amounts appropriated in this item;  
45 provided further, that the division of capital asset management and maintenance, in consultation  
46 with the executive office of health and human services and the department of veterans' services,  
47 shall seek to maximize federal reimbursement for funds expended from this item; provided  
48 further, that the executive office for administration and finance shall report on any such federal  
49 reimbursement to the joint committee on veterans and federal affairs, the joint committee on  
50 racial equity, civil rights, and inclusion and the house and senate committees on ways and means  
51 not less than 15 days after receipt of the reimbursement, and provided further, that if the  
52 application for federal reimbursement for this item is not approved, bonds shall not be issued or  
53 sold for this item until federal reimbursement is secured.....\$400,000,000

54       4000-2027 For costs associated with increasing geographic equity and accessibility  
55 related to the continuum of long-term care services, including mental health and substance use  
56 and recovery services, for the commonwealth's veterans not primarily served by the Soldiers'  
57 Home in Massachusetts located in the city of Chelsea or the Soldiers' Home in Holyoke,  
58 including the establishment of regional or satellite veterans' homes as well as new or expanded  
59 supports for community-based care services and home-based care services; provided, that costs  
60 shall include, but not be limited to, planning and studies, dispositions, acquisition of land and

61 buildings and interests therein by purchase, prepayment of lease for a term that exceeds the  
62 useful life of the facility, gift or other transfer or by eminent domain pursuant to chapter 79 of  
63 the General Laws, for the preparation of plans and specifications, repairs, renovations,  
64 improvements, modernization, construction, reconstruction, furnishing, equipping, acquiring,  
65 remodeling, refurbishing, asset management, accessibility improvements, demolition, disposition  
66 and remediation of facilities and grounds operated by the various departments within the  
67 executive office of health and human services, all as the commissioner of capital asset  
68 management and maintenance, in consultation with the secretary of health and human services  
69 and the appropriate commissioners of the departments within the executive office, shall consider  
70 appropriate; provided further, that the division of capital asset management and maintenance, in  
71 consultation with the executive office of health and human services and the department of  
72 veterans' services, shall prioritize regional equity and accessibility, as well as equitable access  
73 for people of all identities, including, but not limited to, race, religion, sex, gender identity and  
74 sexual orientation, and the creation of "small house" model design options, as defined by the  
75 United States Department of Veterans Affairs, when developing plans for new long-term care  
76 facilities; provided further, that the division shall consider an appropriate combination of  
77 residential long-term care and permanent supportive housing services and community-based  
78 services when designing new homes or facilities; provided further, that the division, in  
79 consultation with the executive office of health and human services, shall seek input from  
80 residential long-term care experts when designing new homes or facilities; provided further, that  
81 the division, in consultation with the executive office of health and human services and the  
82 department of veterans' services, shall maximize opportunities for federal reimbursement, cost  
83 savings and efficiencies when designing new homes or facilities; provided further, that the

84 department of veterans' services shall consider the needs of the changing veteran population in  
85 the commonwealth, including, but not limited to, service-related injuries, mental health and  
86 gender, when designing new homes or facilities; provided further, that the department of  
87 veterans' services shall seek stakeholder input from veteran communities in developing the  
88 design and placement of new homes or facilities; provided further, that funds may be expended  
89 for public-private partnerships to increase services across the continuum of care for veterans,  
90 including residential long-term care and permanent supportive housing services, community-  
91 based services, home-based services and other supports or services; provided further, that not  
92 later than September 1, 2021, the division, the executive office of health and human services and  
93 the department of veterans' services shall hold not less than 6 public hearings, with at least 1  
94 hearing held in each of the following areas of the commonwealth: (1) the western region; (2) the  
95 central region; (3) the metrowest region; (4) the northeastern region; (5) the southeastern region;  
96 and (6) Cape Cod and the Islands region, to better understand the regional long-term care needs  
97 of veterans; provided further, that not later than December 1, 2021, the division, in consultation  
98 with the executive office of health and human services and the department of veterans' services,  
99 shall submit a report to the joint committee on veterans and federal affairs, the joint committee  
100 on racial equity, civil rights, and inclusion and the house and senate committees on ways and  
101 means that shall include: (i) an analysis of the current state of service access across the  
102 continuum of care for veterans, including a comparison of the differences between care available  
103 to those veterans in the primary service area and those not in the primary service area of the  
104 Soldiers' Home in Massachusetts located in the city of Chelsea or the Soldiers' Home in  
105 Holyoke; (ii) an analysis of the efficacy of additional regionally equitable veterans' homes using  
106 the "small house" model, including consideration of geographic areas and communities with the

107 greatest need for care and services; (iii) initial recommendations to promote an appropriate  
108 combination of residential long-term care and permanent supportive housing services,  
109 community-based services and home-based services distributed equitably across the  
110 commonwealth; (iv) initial recommendations on the feasibility of establishing “small house”  
111 model design options as defined by the United States Department of Veterans Affairs, distributed  
112 equitably across the commonwealth, including an analysis of a veterans’ home focused on  
113 female veterans and veterans’ homes focused on minority veterans in urban centers; (v) an initial  
114 analysis on the potential costs and timelines for implementing a more regionally equitable and  
115 accessible service model; (vi) efforts to seek stakeholder input from the veterans community and  
116 public testimony received at public hearings; (vii) aggregate demographics of the veteran  
117 population currently being served by the Soldiers’ Home in Massachusetts located in the city of  
118 Chelsea or the Soldiers’ Home in Holyoke, including, but not limited to, age, gender, race,  
119 ethnicity, disability status, place of residence and income and asset levels; (viii) an analysis of  
120 the accessibility of additional regionally equitable veterans’ homes, including, but not limited to,  
121 the availability of existing or proposed bus, commuter rail, shuttle, subway or trolley services for  
122 veterans and their family members who may lack car access or may no longer drive; and (ix)  
123 aggregate demographics of the veteran population not currently being served by the Soldiers’  
124 Home in Massachusetts located in the city of Chelsea or the Soldiers’ Home in Holyoke,  
125 including, but not limited to, age, gender, race, ethnicity, disability status, place of residence and  
126 income and asset levels, including information for veterans receiving financial or medical  
127 assistance benefits under chapter 115 of the General Laws but not including information for  
128 veterans who are recipients under institutional or transitional budgets and veterans previously  
129 residing in housing through a United States Department of Veterans Affairs supportive housing

130 voucher with medical documentation showing a need for long term care services; provided  
131 further, that the division, in consultation with the executive office of health and human services  
132 and the department of veterans' services, shall submit subsequent biannual reports, due on the  
133 first of May and the first of November beginning in calendar year 2022, to the joint committee  
134 on veterans and federal affairs, the joint committee on racial equity, civil rights, and inclusion  
135 and the house and senate committees on ways and means on any updates to planning, design,  
136 cost, timeline and implementation of new residential long-term care, community-based and  
137 home-based facilities and services; provided further, that funds from this item may be made  
138 available to establish not more than 2 pilot programs to increase access to long-term care  
139 services for veterans residing in areas not primarily served by the Soldiers' Home in  
140 Massachusetts located in the city of Chelsea or the Soldiers' Home in Holyoke; provided further,  
141 that the division, in consultation with the executive office of health and human services and the  
142 department of veterans' services, shall report biannually to the joint committee on veterans and  
143 federal affairs, the joint committee on racial equity, civil rights, and inclusion and the house and  
144 senate committees on ways and means on the status of implementing any such pilot program,  
145 including, but not limited to: (a) proposed locations and communities served; (b) service designs;  
146 (c) facility type and capacity; (d) anticipated pilot program timelines; (e) estimated pilot program  
147 costs; and (f) recommendations for establishing additional veterans' homes and facilities based  
148 on pilot program designs, implementation and outcomes....\$200,000,000

149 SECTION 3. Notwithstanding sections 32 to 37, inclusive, of chapter 7C of the General  
150 Laws or any other general or special law to the contrary, to carry out the purposes of this act,  
151 the commissioner of capital asset management and maintenance may acquire, by purchase, lease  
152 or leaseback for a term, including any extensions, not to exceed 50 years, gift or other transfer or

153 by eminent domain under chapter 79 of the General Laws, any interests in land and buildings  
154 considered necessary by the commissioner to carry out the purposes of this act including, but not  
155 limited to, easements for drainage, access, utilities and environmental mitigation and may grant  
156 and retain such easements and interests as considered necessary by the commissioner to carry out  
157 the purposes of this act.

158 SECTION 4. Every 6 months, not later than June 30 and December 31, and until the  
159 completion of the new facility for the Soldiers' Home in Holyoke, the department of veterans'  
160 services, in consultation with the division of capital asset management and maintenance, shall  
161 file a report on the construction of the new facility. The report shall include, but not be limited  
162 to: (i) a brief, current description of the project and any substantial changes in the description of  
163 the project during the previous year; (ii) the state of progress of the project; (iii) a summary of  
164 the total and major costs of the project as originally estimated and as currently expended or  
165 currently estimated to be expended; (iv) the original project schedule and the current and  
166 estimated schedule and progress of the project; and (v) identification of the designers and  
167 contractors who have contracted to provide materials or services for the new facility, including  
168 how the designers and contractors meet any applicable participation goals for minority and  
169 women workers and minority-owned and women-owned businesses. The report shall be filed  
170 with the clerks of the senate and house of representatives, the joint committee on veterans and  
171 federal affairs, the joint committee on racial equity, civil rights, and inclusion and the house and  
172 senate committees on ways and means and posted on the websites of the general court and the  
173 department of veterans' services.

174 SECTION 5. To meet the expenditures necessary in carrying out section 2, the state  
175 treasurer shall, upon request of the governor, issue and sell bonds of the commonwealth in an



176 amount to be specified by the governor, from time to time, but not exceeding, in the aggregate,  
177 \$600,000,000. All such bonds issued by the commonwealth shall be designated on their face,  
178 Veterans Homes Capital Improvement and Equity Act of 2021, and shall be issued for a  
179 maximum term of years, not exceeding 30 years, as recommended by the governor to the general  
180 court pursuant to section 3 of Article LXII of the Amendments to the Constitution. The bonds  
181 shall be payable not later than June 30, 2056. All interest and payments on account of principal  
182 on these obligations shall be payable from the General Fund. Notwithstanding any other  
183 provision of this act to the contrary, bonds issued under this section and interest thereon shall be  
184 general obligations of the commonwealth.

185 SECTION 6. (a) The funds authorized by item 4000-2026 of section 2 for the  
186 construction of a new facility for the Soldiers' Home in Holyoke that is sufficiently extensive in  
187 size, complexity and duration to replace the existing Soldiers' Home facility shall be expended in  
188 accordance with the following conditions:

189 (i) sections 26 to 27F, inclusive, and section 29 of chapter 149 of the General Laws shall  
190 apply to all contracts for the project; and

191 (ii) all construction employees employed in the construction of the project shall be paid  
192 not less than the wage rate established for the work pursuant to a project labor agreement with  
193 the appropriate labor organization that shall include: (A) a uniform grievance and arbitration  
194 procedure for the resolution of work-related disputes on job sites; (B) mutually agreeable  
195 uniform work rules and schedules for the project; (C) an obligation for any labor organization  
196 and its constituent members not to strike with respect to work on the project; (D) participation  
197 goals of minority, veteran and women workers to be employed on each contract and the

198 processes and procedures to ensure compliance with those workforce participation goals,  
199 including, but not limited to, a requirement to employ a sufficient number of apprentices to allow  
200 for the training and employment of individuals who would not otherwise qualify for employment  
201 on the project, the establishment of an access, inclusion and diversity committee and the  
202 reporting and enforcement requirements of paragraph (G) of section 44A of said chapter 149;  
203 and (E) an agreement to facilitate the entry of interested veterans into the building and  
204 construction trades by designating an entity or organization to serve as a resource for preliminary  
205 orientation, apprenticeship programs and other needs, as mutually agreeable, to foster veteran  
206 employment opportunities.

207 (b) The access, inclusion and diversity committee shall meet publicly not less than  
208 monthly to implement and monitor diversity, inclusion workforce and enterprise goals. The  
209 committee shall receive regular reports from the project owner and all contractors and  
210 subcontractors regarding work hours, diversity, inclusion and progress toward the participation  
211 goals for minority, women and veteran workers employed as set forth in the agreement. The  
212 committee shall review reports describing: (i) the number of contracts; (ii) total dollar amounts  
213 contracted with and actually paid to MBE, WBE and VBE, as defined by section 58 of chapter 7  
214 of the General Laws, for design and construction of the Soldier's Home in Holyoke; (iii) the total  
215 number and value of all subcontracts awarded to MBE, WBE and VBE; and (iv) a comparison of  
216 these reports with the goals established by the division of capital asset management and  
217 maintenance, in consultation with the committee. The committee shall regularly assess progress  
218 and identify any obstacles to successfully achieving inclusion of socially and economically  
219 disadvantaged workers and businesses in the design and construction opportunities associated  
220 with this project and shall make related recommendations to the division on how to overcome

221 such obstacles and increase the level of minority, women, and veteran workers employed on the  
222 project and MBE, WBE and VBE participation as contractors and subcontractors for the project.  
223 The committee may participate in public forums and other educational or outreach activities  
224 designed to inform the general public about the project as determined by the division. The  
225 committee shall consist of: 1 member appointed by the governor, who shall serve as chair; the  
226 deputy chief of the office of access and opportunity or a designee; the executive director of the  
227 supplier diversity office or a designee; the secretary of the department of veterans' services or a  
228 designee; the secretary of the executive office of labor and workforce development or a designee;  
229 and 14 members appointed by the division of capital asset management and maintenance, 2 of  
230 whom shall be representatives of the city of Holyoke as recommended by the mayor of the city  
231 of Holyoke, 2 of whom shall be representatives of the union trades working on the project as  
232 recommended by the Massachusetts Building Trades Council, 2 of whom shall be representatives  
233 of contractors as recommended by an established trade organization in the commonwealth, 2 of  
234 whom shall be representatives of WBE and MBE with a demonstrated track record of advancing  
235 diversity, equity and inclusion, 2 of whom shall be representatives of an advocacy organization  
236 focused on diversity and equity with a demonstrated track record of advancing diversity, equity  
237 and inclusion, 2 of whom shall be representatives of organizations that promote the advancement  
238 and equity of women as recommended by the Massachusetts commission on the status of women  
239 and 2 of whom shall be representatives of organizations that promote the wellbeing of veterans  
240 as recommended by the Disabled American Veterans of Massachusetts. Notwithstanding any  
241 requirement that certain committee members shall not be named until contracts for the project  
242 are signed, the committee shall hold its first meeting not later than 90 days after the passage of  
243 this act and shall continue to meet as a full committee until such time as said members are

244 appointed. The division of capital asset management and maintenance shall provide  
245 administrative support to the committee as appropriate.

246 (c) The division of capital asset management and maintenance, in consultation with the  
247 executive office of labor and workforce development, shall conduct pre-apprentice recruitment  
248 and other pipeline programming, with a goal of reaching underserved communities, to facilitate  
249 compliance with goals for minority and women workers and to promote veteran employment on  
250 the project. The division may contract with entities or organizations to facilitate such recruitment  
251 and pipeline programming.

252 (d) The division of capital asset management and maintenance, in consultation with the  
253 access, inclusion and diversity committee, shall set participation goals for MBE, WBE and VBE,  
254 as defined by section 58 of chapter 7 of the General Laws, contracting on the project. The  
255 division, in consultation with the access, inclusion and diversity committee and the  
256 Massachusetts Growth Capital Corporation, shall: (i) conduct outreach and recruitment, prior to  
257 the issuance of invitations for bids and requests for proposals of bids, to facilitate the  
258 certification and participation of MBE, WBE and VBE based in the commonwealth; (ii) make  
259 available technical assistance grants to be used by socially and economically disadvantaged  
260 businesses, which may include, but shall not be limited to, MBE, WBE and VBE to facilitate  
261 participation in the bid process; (iii) consider programs and incentives for contractors that meet  
262 or exceed goals, including, but not limited to, a “quick-pay” program to expedite payment and  
263 working capital and offerings from the Massachusetts Growth Capital Corporation. Prior to  
264 issuing invitations for bids and requests for proposals and again after bids are awarded, the  
265 division shall file a comprehensive report that outlines the steps taken by the division to recruit  
266 and certify WBE, MBE and VBE and the progress in meeting contractor and business enterprise

267 goals with the clerks of the senate and house of representatives and with the access, inclusion  
268 and diversity committee.

269 (e) There shall be no precondition to the award of a contract that a bidder has previously  
270 entered into a collective bargaining agreement with a labor organization; provided, however, that  
271 the bidder shall be willing to execute and comply with the project labor agreement for the project  
272 if it is awarded a contract for the designated project.

273 (f) Any bidder that has a demonstrated record of failure to achieve a workforce or  
274 subcontracting diversity goal on a project for the commonwealth shall not be a suitable bidder to  
275 receive an award of a contract on the project described in this act.