February 24, 2025

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 and Chapter 88 of the Acts of 2024, we are transmitting to you this bi-weekly 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 24, 2025
- RE: Bi-weekly EA report

Background/Narrative

The table below includes key datapoints outlined in Chapter 77 of the Acts of 2023 and Chapter 88 of the Acts of 2024. The data is updated as of February 20, 2025. The Administration continues to pursue key activities related to these datapoints below.

Caseload (values as of 2/20/25)

Datapoint	Bridge Shelter	Rapid Shelter (TRCs)	Notes
Total families in EA who entered as migrants, refugees, or asylum seekers	2546	183	Estimate based on family head of household citizenship status and primary language spoken.
Total families currently in shelters, hotels or motels, by municipality	See App	oendix B	Families are supported across traditional EA shelters and hotels/motels.
Number of families applying for shelter in the previous 14 days	53	39	Not all families that apply for shelter are eligible.
Number of families in Temporary Respite Centers (TRCs) and Clinical and Safety Risk Assessment (CSRA) sites	N/A	329	This currently includes three state-funded Temporary Respite Centers (Chelsea, Lexington, and Norfolk) and one clinical and safety risk assessment sites (Revere). Families at these two types of sites are placed in site based on site availability and a family's health and safety needs.
Number of exits from EA in the previous 14 days (families)	263	29	Exits from February 6 – February 19
Average length of stay in the EA program	384 days	64 days	Based on families active in EA shelters/hotels on 02/20/2025
Number of new student enrollments	1	6	Data includes newly enrolled students in K-12 districts from

associated with the EA program in the last 14 days			hotel EA sites and TRCs from the previous 2 weeks. There may be a lag in data reporting to the Department of Elementary and Secondary Education from school districts.
Number of families certified pursuant to G.L. Chapter 23B Section 30 paragraph G	5,704	N/A	
Number of families not certified pursuant to G.L. Chapter 23B Section 30 paragraph G	0	N/A	

EA Contact List (values as of 2/20/25)

Datapoint	Bridge Shelter	Rapid Shelter (TRCs)	Notes	
Number of families on the EA contact list	58	35		
Number of families on the contact list who have been placed in the last 14 days	128	32	Placements from February 6 – February 19	
Services provided to families on the EA contact list	 Family Welcom Basic ne wipes, hy Employr Public be Vaccinate Retickete Referrates assistance Clinical and Saffamilies on the box Clinical context 	eds provisions, includ ygiene products, baby nent authorization legenefits enrollment tions and health screeting s to other services succes, mental health servicety Risk Assessment	cluding but not limited to: ding but not limited to diapers, y formula, and meals gal assistance enings ch as ESOL courses, legal ices, health care services site services for eligible list, incl. but not limited to: nections to care	

Work Authorizations (values as of 2/20/25)

• Work Authorization Clinics: In partnership with the Department of Homeland Security and multiple Massachusetts state 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	Bridge Shelter	Rapid Shelter (TRCs)	Notes
Total number of individuals in EA who entered as migrants, refugees, or asylum seekers who have work authorizations	3,586	49	Adults who entered as migrants, refugees, or asylum seekers in EA shelter system who have self-reported that they have confirmed work authorization, including those who filed for work authorization at the work authorization clinic in November. This excludes (1) US citizens and green card holders; 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. This number does not include individuals who have recently exited EA, so may drop due to individuals with approved work authorizations exiting the system.
Total number of individuals in EA who entered as migrants, refugees, or asylum seekers who have filed for work authorizations	4,034	201	In addition to the approved work authorization efforts, the Administration is working with local legal services providers to file additional work authorization applications for migrants staying in emergency shelter. This number includes those captured above who have confirmed receipt of a work

permit, as well as those who have filed and are waiting for their application to be processed.
This number does not include individuals who have recently exited EA, so may drop due to individuals with pending work authorizations exiting the system.

Fiscal (values as of 2/20/25)

Datapoint	EA System	Notes
Total amount expended on the emergency housing assistance program in FY24	\$856.8 M	Spending to date includes shelter & associated services, National Guard activation, Clinical and Safety Risk Assessment Sites, Temporary Emergency Shelters, Family Welcome Centers, municipal payments, and TRC spending.
Total amount expended on the emergency housing assistance program in FY25	\$520.4 M	Spending to date includes shelter & associated services, National Guard activation, Clinical and Safety Risk Assessment Sites, Temporary Emergency Shelters, TRC spending, and exit programs.
Total amount expended on supplemental school district costs, by district	See Appendix C	FY23 - FY25 school district per-pupil emergency aid payments detailed in Appendix C.
Total amount expended on municipal supports, by municipality	\$57.7 M	 \$54.5 M spent on FY24 and FY25 school district per-pupil emergency aid payments detailed in Appendix C. \$3.2 M spent on FY24 (all four quarters) and FY25 (Q1 and Q2) municipal room occupancy tax reimbursements.
FY24 total amount spent for any other purpose from 1599- 0514 and 1599-1213	\$393.2 M	 \$298.3 M spent to pay shelter providers \$43.0 M for emergency per-pupil student aid \$31.3 M spent to pay service providers at Clinical and Safety Risk Assessment and Temporary Respite Centers \$9.7 M spent for National Guard payroll. \$3.8 M spent for life safety improvements at Temporary Respite Centers \$3.0 M for additional educational supports for homeless student transportation and multi-lingual faculty

		 \$2.0 M for municipal reimbursements \$743 K for community health, including vaccine record reviews \$524 K spent for Immigrant Family Services Institute \$359 K spent for Regional Response Team Leads \$260 K for Neighborhood Villages Pilot Program \$88 K spent for nursing staff supporting Temporary Respite Centers Note: Figure is inclusive of municipal payments reported above.
Projected FY24 deficiency	\$0	FY24 finished without a deficiency.
Projected FY25 costs through the end of FY25	\$1.064 B	Estimate includes shelter & associated services, staffing, Clinical and Safety Risk Assessment Sites, Family Welcome Centers, Temporary Respite Centers, school district reimbursements, immigration and refugee health, community, and workforce supports, municipal support, and exits.
Current funded capacity of the EA program	7,500	Sufficient funding existed to support a capacity of 7,500 through January 31, 2025.
Expenditures from TEF consistent with Section 25 of Chapter 88 of the Acts of 2024 in the previous 14 days, delineated by purpose (line 1599-0514)	\$21.7 M	 \$21.2 M for shelter support services \$237 K for National Guard payroll \$111 K for Neighborhood Village Program \$68 K for life safety improvements at Temporary Respite Centers \$53 K Educational Support
Total expenditures from TEF consistent with Section 25 of Chapter 88 of the Acts of 2024 since July 1, 2024, delineated by purpose (line 1599- 0514)	\$94.1 M	 \$72.1 M for shelter services \$11.5 M Educational Aid \$7.4 M for National Guard payroll \$1.2 M Municipal Room Tax Reimbursement \$1.1 M for life safety improvements at Temporary Respite Centers \$464 K for Neighborhood Villages Program \$225 K Educational Support \$108 K for new arrival supports
FY25 total amount spent from other appropriations	\$426.3 M	\$326.1 M for shelter services\$55.9 M for HomeBASE

		 \$32.4 M for Temporary Respite Centers and Clinical Safety Risk Assessment sites \$5.0 M for United Way Shelter Safety Net Program \$2.4 M for new arrival supports \$2.7 M for public and mental health services \$1.3 M for life safety improvements at Temporary Respite Centers \$488 K for technical infrastructure
	pursue federal support	tive branch agencies continue to aggressively t for the EA program. So far, the following
Efforts by A&F to	have been secured:	
maximize federal support and reimbursement for	additional rein	vised 1115 waiver, which may bring obursements on HHS-related EA program o the General Fund
funds spent on EA		n of joint City of Boston-Commonwealth of award within FEMA Shelter and Services -A) in 2023

Appendix A: Emergency Assistance Fiscal Blueprint for the remainder of FY25

Today, the Administration is filing a supplemental budget with the aim of putting the Emergency Assistance (EA) program on a sustainable path for the future. This legislation will include a request for:

(1) Policy changes to ensure that shelter is a rare, brief, and non-recurring stop for families as they transition to permanent housing and that help reduce EA caseloads to sustainable, more affordable levels in the coming years: The policy reforms proposed in the forthcoming legislation build on lessons learned from the last year and ensure that the EA shelter system can appropriately meet the needs of families while balancing the need to return EA caseloads to sustainable, affordable levels recognizing that there is not currently identified funding for extraordinary EA costs beyond FY25.

(2) Additional one-time funding via the Transitional Escrow Fund (TEF) to cover the fiscal gap in FY25: While these policy changes are going into effect, the EA system requires an additional appropriation to avoid running out of funding for critical supports, including paying providers for shelter services, in late January 2025.

Current State of Emergency Assistance System

In the face of heightened demand since the beginning of the Healey-Driscoll Administration and a lack of federal action, the Emergency Assistance system has worked extensively to serve homeless families while balancing limited resources to do so. As a result of this approach, in FY25, the system has supported up to 7,500 families in Emergency Assistance shelter, created Temporary Respite Center services for an additional 350 families that are currently on the waitlist, and accelerated the pace at which families exit or divert from the system to sustainable housing. For example, today, approximately 16 families are seeking shelter daily, down from a high of 40 families in 2023. Moreover, the system now sees upwards of 400 families exit per month, the highest level of exits in the last decade, doubling monthly totals seen throughout most of 2023.

However, in spite of these efforts and recent exit numbers, demand for shelter remains high and exceeds available supply of shelter – more than 400 families remain on the waitlist and up to 400 new, additional families apply for shelter each month, thereby leading to a caseload of up to 7,500 families this year. In the face of this continued demand and the federal government's failure to advance a solution, additional resources are necessary to fund the current system in the short term while accelerating efforts to increase the rate of exits and bring the caseload down to sustainable levels in the medium to long term. The sooner the below policy changes go into effect, the sooner the state will be able to realize reduced caseloads and costs.

Proposed Blueprint for Fiscal and Operational Sustainability

To address these challenges, and consistent with recent legislation, the Healey-Driscoll Administration convened the Special Commission on Emergency Assistance between June to November 2024. Last month, the Administration and Commission members approved a report making findings and recommendations on the sustainability, efficiency, and effectiveness of the emergency housing assistance program.¹

Building on those recommendations and lessons learned from the last year, on November 22, the Healey-Driscoll Administration announced a package of policy reforms in line with Commission recommendations to ensure that EA shelter is brief, rare, and non-recurring, and that the system is fiscally and operationally sustainable in FY26 and beyond. These actions are designed to help bring the EA system back to fiscal and operational sustainability once it is fully implemented, which will take a period of time. This plan is also in line with peer states and cities that have begun to scale back their shelter and new arrival programs through reductions in size, lengths of stay, and other tools to address financial and capacity constraints. To realize this goal, the Healey-Driscoll Administration proposes policy changes – detailed further here -- that:

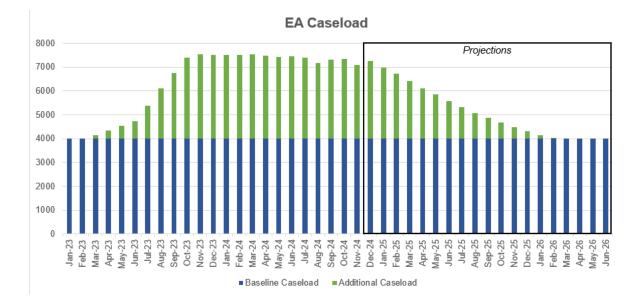
- **Prioritizes families, particularly long-term Massachusetts residents, based on their needs** and establishing two tracks to support them with necessary resources to either rapidly find self-sufficient permanent housing -- via the Rapid Shelter Track -- or provide additional services and supports such as work authorizations, job placements, and English classes via the Bridge Shelter Track
- **Reducing the Length of Stay for the Bridge Shelter Track** from 9 months to 6 months and amending extension criteria contained in prior legislation to help families and EA providers rehouse more quickly, which ultimately helps families move to permanency more rapidly and helps the system serve more families. This change helps to set expectations for families, maintain focus on efforts to move toward permanent housing, and helps us to serve more families annually with less resources.
- **Phasing out the use of hotels and motels for emergency shelter by the end of 2025** per the recommendations of the EA Commission

Proposed Blueprint for Fiscal and Operational Sustainability

Implementation of these policy changes, which will be included in the supplemental budget filed today, will take some time before the Administration is able to increase exits and return the caseload to a sustainable level. To that end, the Administration – leveraging remaining one-time funding from the Transitional Escrow fund -- will work to return caseload to baseline levels and costs over the current and next fiscal year as illustrated in Figure 1 below.

Figure 1: Illustrative FY25-26 Caseload Projection

¹ The final Report of the Special Commission on Emergency Housing Assistance Programs can be found here <u>https://www.mass.gov/doc/ea-commission-final-report/download</u>



As depicted in Figure 2 and Table 1 below, this approach allows the Administration to leverage the remaining one-time funds in the Transitional Escrow Fund to continue to operate current caseloads in FY25 while proposed policy changes are considered and implemented. To execute this plan, the Administration's supplemental budget proposes appropriating supplemental funding from TEF into a newly created reserve account to cover EA shelter costs through the end of FY25.

Beyond FY25, the administration intends to move towards operational sustainability in FY26 and beyond, recognizing that there is not identified funding for extraordinary EA costs in the long term. The administration, therefore, anticipates once again proposing General Fund EA and HomeBASE appropriations in H.1 at levels consistent with the FY25 GAA and requesting reserve FY26 funding to support the system's transition to sustainability. The exact format and timing of that request is under consideration. If successful, the system will return to baseline caseloads and costs, and therefore operational and fiscal sustainability, by the end of FY26.

Figure 2: Unfunded Deficiency in FY25 and Expected Run-Out Date for Funding EA Shelter and Related Services

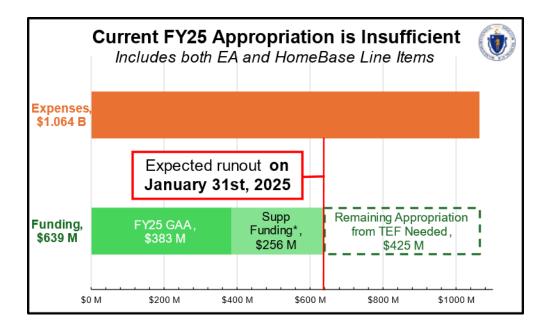


Table 1: Breakdown of FY25 Remaining Deficiency

FY25 EA Program Spending Categories by Fund Source (\$ M)	FY25 GAA	Ch 88 of Acts of 2024	Deficiency	Total
Shelter & Associated Services	325	156	261	742
Supplemental Shelter Staffing		5	9	14
CSR Sites & Family Welcome Centers		15	24	40
School/Muni Support		17	29	46
Immigrant Health/Community		7	11	18
Work Authorization/ Workforce		9	15	25
Other EA Contracts	1	8	12	21
Temporary Respite Centers		28	46	74
Exits	57	11	18	86
TOTAL	383	256	425	1064

Town	Total Bridge Shelter Families	Total Rapid Shelter Families
Acton	19	
Amherst	6	
Andover	22	
Ashland	2	
Attleboro	13	
Auburn	59	
Ayer	2	
Barnstable	27	
Beverly	22	
Boston	1,242	
Bourne	29	
Bridgewater	6	
Brockton	175	
Brookline	32	
Burlington	24	
Cambridge	34	
Chelmsford	3	
Chelsea	20	86
Chicopee	63	
Concord	53	
Dedham	138	
Devens	11	
Everett	87	
Fall River	87	
Falmouth	9	
Fitchburg	9	
Foxborough	45	
Framingham	93	
Gardner	27	
Gloucester	5	
Greenfield	16	
Hanson	1	
Haverhill	70	
Holyoke	167	
Hudson	28	
Kingston	71	
Lawrence	79	
Leicester	35	
Lexington	19	48
Lowell	296	
Lynn	300	
Malden	44	

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

Marlborough	126	
Marshfield	16	
Medford	38	
Medway	10	
Melrose	1	
Methuen	58	
Middleborough	11	
Milford	55	
Milton	2	
New Bedford	23	
Norfolk	0	114
Northampton	17	
Northborough	5	
Norton	16	
Norwell	10	
Norwood	59	
Peabody	235	
Pittsfield	19	
Plainville	28	
Plymouth	22	
Raynham	47	
Revere	28	
Rockland	60	
Salem	74	
Saugus	20	
Sharon	36	
Shrewsbury	54	
Somerville	1	
South Hadley	5	
Springfield	256	
Stoughton	162	
Taunton	130	
Tewksbury	20	
Waltham	41	
Wareham	61	
Watertown	19	
West Springfield	46	
	40	
Westborough Westminster	21	
Weymouth	6	
Wongester	75	
Worcester	278	249
Total	5,704	248

	FY23 – First Tranche	FY23 – Second Tranche	FY24 – First Tranche	FY24 – Second Tranche	FY24 - Third FY25 - First Tranche Tranche		Total to
District	Amount (Oct. 1, 2022 – Mar. 1, 2023)		Amount (Sept. 1, 2023 – Nov. 30, 2023)	Amount (Dec. 1, 2023 – Feb. 29, 2024)	Amount Mar 1, 2024 - end of school year)	Amount (Sept. 1, 2024 – Nov. 30, 2024)	Date
Acton-Boxborough			\$0	\$49,193	\$197,445		\$246,638
Andover			\$16,048	\$72,374	\$72,374	\$112,652	\$273,448
Arlington			\$0	\$114,645	\$80,765		\$195,410
Ashburnham-Westminster			\$61,570	\$81,395	\$89,681	\$118,526	\$351,172
Auburn			\$121,568	\$152,478	\$293,191	\$235,793	\$803,030
Ayer Shirley School District			\$61,570	\$92,408	\$223,924	\$133,525	\$511,427
Bedford			\$284,252	\$260,547	\$343,095		\$887,894
Berkshire Hills School District			\$0	\$0	\$131,322	\$7,237	\$138,559
Billerica			\$94,611	\$114,993	\$140,895		\$350,499
Boston			\$0	\$751,844	\$1,034,867	\$217,122	\$2,003,833
Bourne			\$221,737	\$214,710	\$12,587		\$449,034
Braintree			\$40,488	\$47,934	\$70,440	\$55,382	\$214,244
Bridgewater-Raynham			\$0	\$223,557	\$219,919	\$213,032	\$656,508
Burlington		\$44,200	\$142,021	\$147,895	\$177,789	\$135,518	\$647,423
Cambridge		\$11,648	\$0	\$180,281	\$230,309	\$166,670	\$588,908
Chelsea			\$0	\$154,713	\$90,730	\$138,560	\$384,003
Chicopee		\$52,416	\$101,009	\$394,177	\$314,040	\$260,757	\$1,122,399

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

Concord		\$39,832	\$148,944	\$139,713	\$258,239	\$304,496	\$891,224
Concord-Carlisle		\$13,312	\$0	\$46,991	\$35,348	\$46,152	\$141,803
Danvers			\$251,946	\$517,057	\$694,712	\$496,444	\$1,960,159
Dartmouth			\$62,514	\$72,060	\$9,860		\$144,434
Dedham		\$5,824	\$477,354	\$280,791	\$508,716	\$210,724	\$1,483,409
Dennis-Yarmouth			\$112,652	\$177,474	\$250,049	\$34,928	\$575,103
Everett			\$0	\$595,461	\$376,240	\$13,531	\$985,232
Fairhaven			\$30,418	\$44,473	\$0		\$74,891
Foxborough			\$214,710	\$275,231	\$354,738	\$192,054	\$1,036,733
Framingham			\$231,387	\$269,079	\$317,685	\$97,862	\$916,013
Franklin			\$198,557	\$385,575	\$434,979	\$405,190	\$1,424,301
Gardner			\$163,628	\$145,482	\$197,928		\$507,038
Greenfield		\$18,200	\$68,598	\$205,060	\$246,701	\$191,319	\$729,878
Hadley			\$22,237	\$47,725	\$73,675	\$28,530	\$172,167
Holyoke			\$75,626	\$0	\$0		\$75,626
Hudson			\$83,283	\$115,798	\$166,880	\$192,893	\$558,854
King Philip			\$64,717	\$90,835	\$104,261		\$259,813
Kingston	\$87,984	\$130,416	\$101,848	\$248,170	\$251,841	\$338,270	\$1,158,529
Leicester			\$81,604	\$87,479	\$138,472	\$69,227	\$376,782
Lexington			\$24,964	\$81,919	\$239,746	\$251,736	\$598,365
Lowell			\$0	\$256,236	\$431,598	\$567,245	\$1,255,079
Malden			\$420	\$104,155	\$102,583	\$83,388	\$290,546
Mansfield			\$48,249	\$54,630	\$32,178	\$20,768	\$155,825
Marlborough	\$38,064	\$104,832	\$423,756	\$684,532	\$925,507	\$693,008	\$2,869,699
Methuen	\$237,952	\$376,480	\$277,959	\$454,803	\$412,431	\$463,614	\$2,223,239

			1				
Middleborough			\$116,743	\$186,599	\$220,269		\$523,611
Milford			\$40,907	\$161,321	\$265,162	\$299,776	\$767,166
North Attleborough			\$113,806	\$185,840	\$141,046	\$36,187	\$476,879
Northampton			\$0	\$0	\$35,750	\$68,598	\$104,348
Northboro-Southboro			\$25,488	\$39,439	\$34,614	\$14,265	\$113,806
Northborough			\$46,152	\$72,920	\$76,117	\$30,313	\$225,502
Norton			\$3,147	\$35,453	\$31,362	\$44,054	\$114,016
Norwood		\$3,432	\$12,692	\$141,407	\$243,558	\$139,189	\$540,278
Oxford	\$21,320	\$50,232	\$0	\$0	\$0		\$71,552
Peabody		\$43,472	\$183,348	\$542,334	\$697,963	\$582,244	\$2,049,361
Pittsfield			\$8,916	\$38,494	\$49,928		\$97,338
Plainville			\$111,183	\$124,924	\$160,641	\$205,165	\$601,913
Plymouth	\$93,496	\$123,864	\$135,728	\$202,081	\$173,040	\$128,595	\$856,804
Revere		\$11,544	\$0	\$339,384	\$299,719	\$62,619	\$713,266
Rockland			\$36,082	\$63,878	\$187,930	\$135,413	\$423,303
Salem	\$52,936	\$231,504	\$388,303	\$395,194	\$421,343	\$6,189	\$1,495,469
Saugus			\$98,072	\$124,400	\$112,756	\$194,886	\$530,114
Seekonk			\$84,751	\$34,299	\$0		\$119,050
Sharon			\$6,503	\$306,214	\$329,904		\$642,621
Shrewsbury		\$102,648	\$310,055	\$261,805	\$359,773	\$172,439	\$1,206,720
Silver Lake	\$27,248	\$64,584	\$77,409	\$66,500	\$83,493	\$150,937	\$470,171
Somerset			\$43,949	\$111,813	\$83,073	\$70,906	\$309,741
Somerset Berkley Regional School District			\$5,245	\$34,928	\$12,796	\$7,133	\$60,102
Stoughton			\$43,949	\$715,970	\$708,950	\$658,709	\$2,127,578

Total	\$877,032	\$2,162,576	\$8,782,966	\$15,683,657	\$18,545,641	\$11,536,222	\$57,588,094
Worcester	\$201,240	\$235,040	\$586,020	\$745,034	\$891,985	\$341,732	\$3,001,051
Woburn			\$464,348	\$443,475	\$552,036	\$446,831	\$1,906,690
Westborough	\$44,928	\$142,064	\$194,256	\$191,739	\$238,700	\$45,522	\$857,209
West Springfield	\$71,864	\$295,360	\$383,058	\$785,836	\$733,496	\$331,767	\$2,601,381
Watertown			\$0	\$152,930	\$138,664	\$224,360	\$515,954
Wareham			\$58,843	\$106,477	\$71,540	\$43,110	\$279,970
Waltham			\$58,214	\$74,262	\$119,034	\$41,956	\$293,466
Tewksbury			\$0	\$0	\$5,769		\$5,769
Taunton		\$61,672	\$345,508	\$324,949	\$492,773	\$507,248	\$1,732,150
Tantasqua			\$37,865	\$19,720	\$64,449		\$122,034
Swansea			\$59,158	\$79,507	\$25,488		\$164,153
Sutton			\$90,625	\$79,297	\$0		\$169,922
Sturbridge			\$302,398	\$61,361	\$194,780	\$49,928	\$608,467