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Commonwealth of Massachusetts

EXECUTIVE OFFICE FOR ADMINISTRATION AND FINANCE

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To: Chief Executives of Massachusetts Cities and Towns
From: Michael J. Heffernan, Secretary of Administration and Finance
Date: May 14, 2020
Re: Federal Coronavirus Relief Fund

The federal Coronavirus Aid, Relief, and Economic Security Act (the “CARES Act”) includes funds for Massachusetts governments to use to pay costs incurred in responding to the COVID-19 outbreak. This memo describes how your city or town can access funds for that purpose.

Background

The CARES Act authorized \$150 B through the Coronavirus Relief Fund for state and local governments, including \$2.7 B for Massachusetts. Aside from large local government units (Boston and Plymouth County), funds have been sent in the first instance to the state, with the expectation that the state will use funds for its own expenses and those of municipalities.

The Executive Office for Administration and Finance (“A&F”) has established an expendable trust to hold the federal funds and is authorized to spend from that trust on the basis of the federal law.

Eligible Uses

Under federal law, eligible uses must meet three conditions. They must be:

1. “Necessary expenditures incurred due to the public health emergency with respect to ... COVID-19”
 - a. Funds may not be used to substitute for lost revenue
2. Not budgeted as of March 27, 2020 when the CARES Act was enacted
 - a. May not supplant state or municipal spending
3. Incurred on or after March 1, 2020, up to December 30, 2020

For further context on costs that A&F anticipates municipalities may incur, see the attached list of potential uses (Attachment A). If your municipality contemplates the use of funds outside these parameters, please contact the Division of Local Services (DLS) at LocalGovCaresAct@dor.state.ma.us and we will follow up to discuss your needs further.

Note that these eligible uses are as currently described in federal law and relevant guidance from the US Treasury. If these uses are modified by future federal actions, A&F will revisit the process and procedures described in this guidance.

Intersection with Other Funding Sources

Eligible uses of the federal Coronavirus Relief Fund may overlap with allowable uses of other federal grants and reimbursements. A&F will be working with the Command Center,^{*} state agencies, and municipalities to optimize the use of federal funds.

As a condition of accepting federal Coronavirus Relief Fund money, municipalities must maximize Federal Emergency Management Agency (“FEMA”) reimbursements. In other words, for costs that appear eligible under the federal Coronavirus Relief Fund as well as for FEMA reimbursement, municipalities must apply for FEMA reimbursement.[†] Federal dollars cannot under any circumstances be claimed twice for the same spending. DLS will issue further guidance on establishment of appropriate fund structures for both anticipated FEMA reimbursement and CARES Act funds.

To the extent that municipalities are unsure of their precise needs or need money for cash flow purposes, they are free to request funds from the federal Coronavirus Relief Fund, with the understanding that unspent amounts will need to be returned to the Commonwealth.

While this approach may be a little complicated due to possible multiple funding sources for similar expenses, providing municipalities with funding now eliminates or reduces FY20 deficits and helps with cash flow issues.

Available Funds

A&F has determined that initially 25% of total federal Coronavirus Relief Fund dollars to the Commonwealth will be directly available for municipalities. After subtracting amounts for Boston and Plymouth County municipalities, funds have been allocated in proportion to population. The attached chart indicates total eligible amounts for each municipality to be distributed in this FY20 round and a subsequent FY21 round later in the calendar year.

At this time, cities and towns are asked to estimate their FY20 COVID-19 expenses. Municipalities who request less than the amount for which they are eligible do not forego the opportunity to ask for additional funds at a later date. Municipalities will be asked to estimate their COVID-19 expenses in FY21 still within the same ceiling. In other words, the ceiling is the preliminary total amount available for FY20 and FY21, but at this point all you are being asked to do is estimate your FY20 COVID-19 expenses.

^{*} The Command Center, headed by Health and Human Services Secretary Marylou Sudders, is the coordinating entity for the administration’s response to the COVID-19 outbreak.

[†] For further information on the FEMA reimbursement process, please see MEMA’s resource page: <https://www.mass.gov/info-details/covid-19-federal-disaster-declaration>.

Note that to the extent actual expenditures are less than the amount requested, at this time A&F expects that municipalities will be required to return the balance of unspent funds to the Commonwealth.

This approach is intended to get money out to municipalities quickly, and to allow adjustments over the coming months. A&F and DLS will continue to monitor the situation and may make additional funds available at a later date. Please contact DLS at LocalGovCaresAct@dor.state.ma.us if your FY20 expenditures are likely to exceed the eligible amounts in the first round. Municipalities located in Plymouth County should contact county officials for information about the Coronavirus Relief Fund.

Dispersal of Funds

Municipalities, through their chief executive officer, should complete the [web-based application form](#). The application asks for estimates of FY20 incurred or anticipated expenses for each category listed in Attachment A. Based on these estimated amounts, the application will calculate an Estimated Request amount based on an assumed FEMA reimbursement rate for each category. Municipalities may request an amount above or below the Estimated Request using the Other Request field.

Further, municipalities must return the certification (see Attachment B) through the web-based application form and agree to document costs and to return unspent funds, if any. The application deadline is Friday, June 5, 2020, but submissions will be reviewed and approved on a rolling basis.

DLS will provide guidance regarding local accounting requirements (e.g., treatment of funds, general ledger entries, etc.) via a Bulletin.

Audit Provisions and Documentation

Federal Coronavirus Relief Fund expenditures are subject to audit by an Inspector General within the U.S. Department of the Treasury. Documenting that costs were eligible uses are essential to managing compliance risk and to minimizing the possibility that the costs are deemed ineligible, thereby requiring that the municipality and the state may need to return funds to the federal government.

A&F will establish a bimonthly reporting process to monitor incurred spending relative to estimates, and to ensure that documentation is adequate to minimize compliance risk.

For now, we ask that you document costs clearly with respect to the date and nature of the expense incurred so that together we can best manage resources in the interests of the residents of Massachusetts. In general, we will be asking that you document expenses with the same specificity as for FEMA reimbursements. A&F will follow up with further guidance as necessary.

Thank you for your cooperation as we work together to protect the interests of all our residents.

Attachment A- Potential Municipal Uses

Note that the state and municipalities should coordinate on appropriate funding source where more than one source is potentially available for the purpose. For purposes of calculating the Estimated Request, costs in categories denoted with an asterisk () are assumed to be ineligible for FEMA reimbursement but FEMA has final approval for eligibility determination. Cost in all other categories are assumed to be reimbursed by FEMA at a rate of 75 percent.*

- Core municipal services, in a declared state of emergency
 - First responder costs, including:
 - Direct staffing costs – Overtime, additional hires, and/or backfilling staff who test positive
 - Quarantine/isolation costs for first responders who may be infected and should not put household members at risk – or who should be kept apart from potentially infected household members
 - Including hotel/motel space, sanitization of first responder vehicles, etc.
 - Temporary staff to backfill sick or quarantined municipal employees including:
 - City/town management
 - Phone/administrative support
 - Janitorial
 - Police, fire, EMT
 - Trash collection
 - Other
 - Staff for compliance and reporting associated with this funding
 - Accelerated telework capacity – infrastructure, subscriptions for meeting services, hardware (laptops)*
 - Hiring and training, including training for employees and contractors hired for COVID-19 response
 - PPE, including first responders, grocery store employees, gas station attendants and others who interact with public
 - Sanitation and Refuse Collection*
 - Food inspection*
 - Cleaning/disinfection of public buildings
 - Municipal buildings, including fire stations
 - Public housing
 - Specialized cleaning equipment
 - Air filtration / HVAC
 - School distance learning, to the extent not funded from other sources, including
 - Planning and development, including IT costs*
 - Incremental costs of special education services required under individual education plans (IEPs) in a remote, distance, or alternative location*
 - Food for families that rely on food through the school system*
 - Costs of debt financing related to COVID-19 investments – short-term borrowing and construction carrying costs*

- Health insurance claims costs in excess of reasonably budgeted claims costs, and directly related to COVID-19 medical costs
- Expanded public health mission
 - Boards of health staffing needs – to the extent not addressed with public health funding
 - Use of public spaces/ building as field hospitals
 - Shelter for those who are homeless or otherwise have nowhere they can go without significant risk to themselves or other household members, and are at high risk of or recovering from COVID-19
 - Food banks / food pantries – need tied to COVID-19*
 - Travel expenses – for distribution of resources
 - Transporting residents to COVID-19 medical and testing appointments
 - Signage and communication including translation services
 - Educational materials related to COVID-19
 - Testing for COVID-19
- Services and supports to residents in their homes
 - Grocery and/or meals delivery – modeled on COA activities
 - Expanded participation
 - Replacement of meals delivery volunteer staff (often retirees)
 - Wellness check-ins with vulnerable elders*
 - Short-term rental or mortgage support*
 - Prescription drug delivery*

Attachment B - CERTIFICATION

I, **[Insert name of signatory]**, am the chief executive of **[insert name of municipality]**, and I certify that:

1. I have the authority on behalf of **[insert name of municipality]** to request payment from the Commonwealth of Massachusetts. At this time, I am requesting payment in the amount of **[\$X – reflecting current estimate of eligible FY20 costs]** for fiscal year 2020 costs in connection with section 601 of the Social Security Act, as added by section 5001 of the Coronavirus Aid, Relief, and Economic Security Act, Pub. L. No. 116-136, div. A, Title V (Mar. 27, 2020) (“section 601”).
2. I understand that the Commonwealth will rely on this certification as a material representation in making a payment to **[insert name of municipality]**.
3. As required by federal law, **[Insert name of municipality]**'s proposed uses of the funds provided as payment in response to this request will be used only to cover those costs that-
 - a. are necessary expenditures incurred due to the public health emergency with respect to the Coronavirus Disease 2019 (COVID-19);
 - b. were not accounted for in the budget most recently approved as of March 27, 2020, for **[insert name of municipality]**; and
 - c. were incurred during the period that begins on March 1, 2020, and ends on December 30, 2020.
4. I will report bimonthly on incurred expenses in a form prescribed by the Secretary of Administration and Finance, and will cooperate with the Executive Office for Administration and Finance in creating and retaining appropriate documentation to demonstrate that the proposed uses meet the requirements of section 601.
5. I will coordinate with the Executive Office for Administration and Finance in optimizing federal funds from section 601 and other potentially available federal sources. In particular, I will prioritize and coordinate application for FEMA reimbursement where available.
6. To the extent actual expenditures are less than the amount requested per item 1 above, I agree to return the balance of unspent funds to the Commonwealth. If the United States Department of the Treasury recoups funds from the Commonwealth based on a determination they were used by **[insert name of municipality]** in a manner not in compliance with section 601, I agree that the Commonwealth may recover funds from the city or town through an assessment or deduction from the city or town’s periodic unrestricted local aid distribution.

By: _____

Signature: _____

Title: _____

Date: _____

Attachment C – Total Eligible Amounts (Round 1 and 2)

	<u>Total Eligible Amounts</u>		<u>Total Eligible Amounts</u>
Acton	\$2,092,925	Brewster	\$864,573
Acushnet	\$932,814	Brimfield	\$332,569
Adams	\$712,131	Brookfield	\$304,884
Agawam	\$2,543,991	Brookline	\$5,229,227
Alford	\$43,290	Buckland	\$165,314
Amesbury	\$1,549,019	Burlington	\$2,534,116
Amherst	\$3,482,889	Cambridge	\$10,489,930
Andover	\$3,209,569	Canton	\$2,083,315
Aquinnah	\$28,831	Carlisle	\$462,616
Arlington	\$4,022,564	Charlemont	\$109,769
Ashburnham	\$559,512	Charlton	\$1,207,633
Ashby	\$285,134	Chatham	\$543,113
Ashfield	\$152,883	Chelmsford	\$3,113,466
Ashland	\$1,564,007	Chelsea	\$3,540,815
Athol	\$1,036,235	Cheshire	\$277,199
Attleboro	\$3,977,863	Chester	\$122,024
Auburn	\$1,479,631	Chesterfield	\$110,915
Avon	\$398,430	Chicopee	\$4,900,538
Ayer	\$719,801	Chilmark	\$80,850
Barnstable	\$3,919,936	Clarksburg	\$145,477
Barre	\$493,034	Clinton	\$1,236,288
Becket	\$152,530	Cohasset	\$753,040
Bedford	\$1,251,541	Colrain	\$147,857
Belchertown	\$1,334,330	Concord	\$1,693,790
Bellingham	\$1,514,898	Conway	\$166,813
Belmont	\$2,321,456	Cummington	\$77,411
Berkley	\$599,717	Dalton	\$579,174
Berlin	\$283,900	Danvers	\$2,444,626
Bernardston	\$186,387	Dartmouth	\$3,024,770
Beverly	\$3,730,552	Dedham	\$2,233,641
Billerica	\$3,860,335	Deerfield	\$444,542
Blackstone	\$822,252	Dennis	\$1,224,209
Blandford	\$111,091	Dighton	\$695,731
Bolton	\$473,990	Douglas	\$789,454
Bourne	\$1,752,069	Dover	\$537,911
Boxborough	\$563,215	Dracut	\$2,799,060
Boxford	\$737,699	Dudley	\$1,040,555
Boylston	\$413,330	Dunstable	\$300,123
Braintree	\$3,284,247	East Brookfield	\$195,291

	<u>Total Eligible Amounts</u>		<u>Total Eligible Amounts</u>
East Longmeadow	\$1,436,781	Heath	\$61,894
Eastham	\$429,465	Hinsdale	\$169,458
Easthampton	\$1,409,537	Holbrook	\$974,077
Easton	\$2,208,601	Holden	\$1,689,558
Edgartown	\$382,912	Holland	\$220,155
Egremont	\$106,507	Holliston	\$1,317,137
Erving	\$156,410	Holyoke	\$3,558,273
Essex	\$334,067	Hopedale	\$526,009
Everett	\$4,133,302	Hopkinton	\$1,610,736
Fairhaven	\$1,418,971	Hubbardston	\$422,059
Fall River	\$7,905,205	Hudson	\$1,759,828
Falmouth	\$2,734,874	Huntington	\$192,382
Fitchburg	\$3,604,472	Ipswich	\$1,242,459
Florida	\$63,833	Lancaster	\$721,653
Foxborough	\$1,558,012	Lanesborough	\$261,417
Framingham	\$6,447,088	Lawrence	\$7,086,568
Franklin	\$2,929,813	Lee	\$503,878
Freetown	\$828,336	Leicester	\$1,004,583
Gardner	\$1,826,747	Lenox	\$437,665
Georgetown	\$773,495	Leominster	\$3,687,438
Gill	\$131,282	Leverett	\$164,080
Gloucester	\$2,680,387	Lexington	\$2,979,363
Goshen	\$93,810	Leyden	\$63,833
Gosnold	\$6,613	Lincoln	\$599,276
Grafton	\$1,665,047	Littleton	\$902,926
Granby	\$559,600	Longmeadow	\$1,395,430
Granville	\$143,184	Lowell	\$9,845,688
Great Barrington	\$604,125	Ludlow	\$1,893,666
Greenfield	\$1,539,408	Lunenburg	\$1,027,771
Groton	\$1,003,878	Lynn	\$8,345,427
Groveland	\$603,949	Lynnfield	\$1,149,795
Hadley	\$471,345	Malden	\$5,381,404
Hamilton	\$713,982	Manchester By The Sea	\$478,663
Hampden	\$460,235	Mansfield	\$2,121,580
Hancock	\$61,806	Marblehead	\$1,819,253
Hardwick	\$269,441	Marlborough	\$3,511,279
Harvard	\$582,789	Mashpee	\$1,250,218
Harwich	\$1,069,739	Maynard	\$940,485
Hatfield	\$289,543	Medfield	\$1,137,716
Haverhill	\$5,646,348	Medford	\$5,093,008
Hawley	\$29,624		

	<u>Total Eligible Amounts</u>		<u>Total Eligible Amounts</u>
Medway	\$1,183,828	Norwood	\$2,585,694
Melrose	\$2,485,712	Oak Bluffs	\$412,449
Mendon	\$545,141	Oakham	\$173,073
Merrimac	\$614,970	Orange	\$675,717
Methuen	\$4,469,927	Orleans	\$511,196
Middlefield	\$46,729	Otis	\$136,484
Middleton	\$886,086	Oxford	\$1,237,963
Milford	\$2,566,121	Palmer	\$1,085,256
Millbury	\$1,222,533	Paxton	\$437,576
Millis	\$729,147	Peabody	\$4,697,399
Millville	\$287,868	Pelham	\$116,558
Milton	\$2,434,840	Pepperell	\$1,072,208
Monroe	\$9,875	Peru	\$73,796
Monson	\$781,607	Petersham	\$110,474
Montague	\$733,203	Phillipston	\$154,382
Monterey	\$81,908	Pittsfield	\$3,750,037
Montgomery	\$76,706	Plainfield	\$58,543
Mount Washington	\$13,930	Plainville	\$813,788
Nahant	\$310,703	Princeton	\$306,647
Nantucket	\$998,676	Provincetown	\$260,976
Natick	\$3,194,228	Quincy	\$8,338,902
Needham	\$2,755,065	Randolph	\$3,032,793
New Ashford	\$19,838	Raynham	\$1,261,944
New Bedford	\$8,403,705	Reading	\$2,233,905
New Braintree	\$90,725	Rehoboth	\$1,081,377
New Marlborough	\$128,549	Revere	\$4,745,274
New Salem	\$89,931	Richmond	\$125,374
Newbury	\$629,870	Rockport	\$643,183
Newburyport	\$1,604,829	Rowe	\$34,738
Newton	\$7,838,462	Rowley	\$560,570
Norfolk	\$1,056,955	Royalston	\$112,502
North Adams	\$1,137,716	Russell	\$158,878
North Andover	\$2,759,297	Rutland	\$779,932
North		Salem	\$3,840,497
Attleborough	\$2,587,634	Salisbury	\$836,623
North Brookfield	\$423,910	Sandisfield	\$78,910
North Reading	\$1,385,115	Sandwich	\$1,783,280
Northampton	\$2,532,706	Saugus	\$2,502,641
Northborough	\$1,331,421	Savoy	\$60,219
Northbridge	\$1,475,222	Seekonk	\$1,384,409
Northfield	\$263,798	Sharon	\$1,670,161
Norton	\$1,758,770		

	<u>Total Eligible Amounts</u>		<u>Total Eligible Amounts</u>
Sheffield	\$277,905	Waltham	\$5,551,215
Shelburne	\$164,080	Ware	\$865,013
Sherborn	\$382,736	Warren	\$462,704
Shirley	\$674,395	Warwick	\$68,771
Shrewsbury	\$3,347,993	Washington	\$47,699
Shutesbury	\$156,410	Watertown	\$3,169,982
Somerset	\$1,602,977	Wayland	\$1,223,944
Somerville	\$7,191,135	Webster	\$1,501,232
South Hadley	\$1,569,914	Wellesley	\$2,616,201
Southampton	\$546,287	Wellfleet	\$240,610
Southborough	\$896,577	Wendell	\$78,117
Southbridge	\$1,492,768	Wenham	\$465,878
Southwick	\$863,426	West Boylston	\$724,298
Spencer	\$1,055,456	West Brookfield	\$333,715
Springfield	\$13,668,817	West Newbury	\$413,595
Sterling	\$722,094	West Springfield	\$2,534,557
Stockbridge	\$167,783	West Stockbridge	\$111,444
Stoneham	\$2,003,964	West Tisbury	\$255,775
Stoughton	\$2,552,455	Westborough	\$1,691,850
Stow	\$636,042	Westfield	\$3,674,830
Sturbridge	\$849,937	Westford	\$2,142,123
Sudbury	\$1,730,468	Westhampton	\$144,683
Sunderland	\$322,606	Westminster	\$695,114
Sutton	\$842,090	Weston	\$1,069,827
Swampscott	\$1,342,530	Westport	\$1,409,625
Swansea	\$1,472,842	Westwood	\$1,421,881
Taunton	\$5,051,657	Weymouth	\$5,088,952
Templeton	\$718,831	Whately	\$139,305
Tewksbury	\$2,767,408	Wilbraham	\$1,300,386
Tisbury	\$362,457	Williamsburg	\$219,449
Tolland	\$44,877	Williamstown	\$704,725
Topsfield	\$584,287	Wilmington	\$2,107,825
Townsend	\$841,737	Winchendon	\$961,998
Truro	\$176,247	Winchester	\$2,014,720
Tyngsborough	\$1,094,867	Windsor	\$77,147
Tyringham	\$27,861	Winthrop	\$1,647,678
Upton	\$706,400	Woburn	\$3,561,711
Uxbridge	\$1,242,724	Worcester	\$16,388,350
Wakefield	\$2,392,431	Worthington	\$104,655
Wales	\$167,342	Wrentham	\$1,054,839
Walpole	\$2,222,620	Yarmouth	\$2,055,630