

U.S. Department of Energy
Weatherization Assistance Program (WAP)
WEATHERIZATION ANNUAL FILE WORKSHEET
Grant Number: SE0001829, **State:** MA, **Program Year:** 2026
Recipient: Commonwealth of Massachusetts

IV.1 Subgrantees

Subgrantee (City)	Planned Funds/Units
Action for Boston Community Development (Boston)	\$791,522.00 58
ACTION, Incorporated (Gloucester)	\$783,690.00 52
Berkshire Community Action Council Inc. (Pittsfield)	\$452,213.00 32
Citizens for Citizens (Fall River)	\$751,284.00 55
Community Action Pioneer Valley (Greenfield)	\$466,122.00 33
Community Action Programs, Intercity (Chelsea)	\$751,945.00 55
Community Teamwork, Inc. (Lowell)	\$399,720.00 28
Greater Lawrence Community Action Council Inc. (Lawrence)	\$466,370.00 33
Housing Assistance Corporation (Hyannis)	\$361,134.00 25
Making Opportunity Count, Inc. (Fitchburg)	\$412,967.00 29
Quincy Community Action Programs (Quincy)	\$242,569.00 16
Self Help, Inc. (Brockton)	\$531,698.00 38
South Middlesex Opportunity Council (Framingham)	\$676,192.00 33
South Shore Community Action Council, Inc. (Plymouth)	\$348,217.00 24
Springfield Partners in Community Action (Springfield)	\$740,516.00 54
Worcester Community Action Council (Worcester)	\$557,614.00 40
Total:	\$8,733,773.00 605

IV.2 WAP Production Schedule

Weatherization Plans		Units
Total Units (excluding reweatherized)		587
Rewaterized Units		18
Average Unit Costs, Units subject to DOE Project Rules		
VEHICLE & EQUIPMENT AVERAGE COST PER DWELLING UNIT (DOE RULES)		
A	Total Vehicles & Equipment (\$5,000 or more) Budget	\$0.00
B	Total Units Weatherized	587
C	Total Units Rewaterized	18

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D	Total Dwelling Units to be Weatherized and Reweatherized (B + C)	605
E	Average Vehicles & Equipment Acquisition Cost per Unit (A divided by D)	\$0.00
AVERAGE COST PER DWELLING UNIT (DOE RULES)		
F	Total Funds for Program Operations	\$5,292,000.00
G	Total Dwelling Units to be Weatherized and Reweatherized (from line D)	605
H	Average Program Operations Costs per Unit (F divided by G)	\$8,747.11
I	Average Vehicles & Equipment Acquisition Cost per Unit (from line E)	\$0.00
J	Total Average Cost per Dwelling (H plus I)	\$8,747.11

IV.3 Energy Savings

Method used to calculate savings: ☒ WAP algorithm ☐ Other (describe below)				
		Units	Savings Calculator (MBtus)	Energy Savings
	This Year Estimate	605	29.3	17726
	Prior Year Estimate	756	29.3	22151
	Prior Year Actual	449	29.3	13156

Method used to calculate savings description:

Massachusetts used DOE's recommended 29.3 Mbtu's per weatherized unit to determine estimated energy savings.

In order to increase energy savings from the WAP while the DOE average cost per unit is reduced, EOHLC will focus on:

- Maximizing Subgrantee access to utility energy efficiency programs which will increase the amount of funds available, thus making certain that Subgrantees are able to provide comprehensive energy efficiency services;
 - Continuing with Subgrantee Energy Auditor, QCI, and WAP contractor technical training with priority given to cost-effective blower door directed air sealing, including zonal pressure diagnostics and high density insulation techniques, as well as continued efforts at improving the quality of work;
 - Continuing with heating system improvements facilitated by alternative funding sources such as EOHLC's HEARTWAP, as well as utility funds.

IV.4 DOE-Funded Leveraging Activities

During FY 1994, EOHLC developed a statewide strategy to accomplish its leveraging goals. A solicitation for leveraging proposals was made during the 1994 program year. Action, Inc. was selected to represent the Subgrantee network. EOHLC intends to continue this relationship into FY 2026 through an award of \$70,000 to Action, Inc. to facilitate and continue its very successful efforts at leveraging non-federal funding for the WAP network.

EOHLC continues to expand the capacity of the WAP Subgrantee providers to leverage non-public resources in order to facilitate the weatherization of additional income-challenged dwellings. These leveraging activities will be limited to the provisions contained under Section 142 of the Energy Policy Act of 1992, and may include:

- Training management and technical staff in the coordination and integration of utility and federal resources;
- Intervention and expert testimony on behalf of the income-challenged rate payer at utility rate case hearings, to include review of income-challenged energy efficiency plans;
- Advocacy on behalf of the income-challenged rate payer with the Massachusetts Energy Efficiency Advisory Council (EEAC);
- Continued contact with the investor-owned utility industry and the private energy service company network;
- Continued negotiation with municipally-owned utilities with an emphasis on those with a high percentage of income-challenged households;
- Actively pursuing and coordinating out-of-network funding opportunities that may help address reasons for weatherization deferrals of income-challenged households;
- Actively pursuing the creation of a unified audit and reporting protocol to facilitate the administration of multiple utility reporting requirements.

The WAP network in Massachusetts currently administers utility-funded energy efficiency programs that provide full-scale weatherization, similar in scope to DOE

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WAP, as well as Appliance Management Programs (AMPs) that provide income-challenged households with both client education and efficiency upgrades of LED lighting as well as high use electric appliances such as refrigerators, freezers, washing machines, dehumidifiers, and air conditioners. In addition, coordinated with the DOE WAP, is the HEAP-funded Heating Emergency Assistance Retrofit Task Weatherization Assistance Program (HEARTWAP) administered by EOHLC which offers repair, replacement, and maintenance services for non-functional or inefficient heating systems. Under Massachusetts regulations, investor-owned electric utilities provide full-scale building shell improvements and heating system replacement services to non-electric heat customers. The WAP network also has access to funding for very limited WAP related repair measures.

During Calendar Year 2023, the WAP Network in Massachusetts leveraged approximately \$114,178,130 million for use in DSM, AMPs, and heating system programs for single and small multi-family income eligible dwellings. A total of 17,711 leveraged households were served.

EOHLC estimates that combined program funding for the DOE WAP, HEARTWAP, and income-challenged single-family 1-4 unit utility rate-payers will serve approximately 20,000-25,000 households with some type of energy efficiency or heating system service over the next year.

Additionally, the Massachusetts WAP Subgrantee network, through the Low-Income Energy Affordability Network (LEAN), administers an additional \$40+ million per year in utility-funded activities in a Low-Income Multi-Family Program targeting high use income-eligible multi-family buildings. Additional information about that program can be found here: <http://leanmultifamily.org/>

No utility funds are utilized or budgeted by EOHLC. All funds are contracted by the Massachusetts utilities directly to local WAP/LIHEAP agencies. The \$70,000 provided by EOHLC is an amount sufficient to allow LEAN to achieve the above referenced leveraging activities through research and preparation as well as physically attending relevant meetings. The \$70,000 of \$10,078,531 equates to 0.69% of the total grant award. It is a minimal amount of the maximum 15% that could be allocated for leveraging.

EOHLC reports leveraged units in the leveraged funds section of the annual T&TA/Monitoring/Leveraging report. EOHLC does not report leveraged units in each QPR as we conduct a calendar year leveraging report annually of each Subgrantee during the 3rd quarter of the WAP Program Year.

IV.5 Policy Advisory Council Members

☐ Check if an existing state council or commission serves in this category and add name below

Braintree Electric Light Department	Type of organization: Utility Contact Name: Ms. Stephanie Richardson Phone: 7813481032 Email: srichardson@beld.com
Eversource	Type of organization: Utility Contact Name: Ms. Marylene Marcelino, Energy Efficiency Consultant Phone: 7814413909 Email: marylene.marcelino@eversource.com
Low Income Energy Affordability Network (LEAN)	Type of organization: Non-profit (not a financial institution) Contact Name: Mr. Brian Beote, Energy Director Phone: 9782814040 Email: bbeote@actioninc.org
MA Department of Energy Resources	Type of organization: Unit of State Government Contact Name: Ms. Ina Dasso Phone: 6176267300 Email: Ina.dasso@mass.gov
MA Department of Public Utilities	Type of organization: Unit of State Government Contact Name: Ms. Theresa Kelly Phone: 6173053500 Email: theresa.kelly@mass.gov
MA Executive Office of Elder Affairs	Type of organization: Unit of State Government Contact Name: Ms. Marylouise Gamache Phone: 6177277750 Email: marylouise.gamache@mass.gov
MA Office on Disabilities	Type of organization: Unit of State Government Contact Name: Mr. Jeff Dougan Phone: 6177277440 Email: jeff.dougan@mass.gov
Massachusetts Energy Director's Association	Type of organization: Non-profit (not a financial institution) Contact Name: Mr. Peter Wingate Phone: 4137742318

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National Consumer Law Center	Email: Pwingate@communityaction.us Type of organization: Non-profit (not a financial institution) Contact Name: Ms. Jenifer Bosco Phone: 6175428010 Email: jbosco@nclc.org
National Grid	Type of organization: Utility Contact Name: Ms. Sonakshi Saxena, Senior Analyst Phone: 6463794980 Email: sonakshi.saxena@nationalgrid.com

IV.6 State Plan Hearings (Note: attach notes and transcripts to the SF-424)

Date Held	Newspapers that publicized the hearings and the dates the notice ran
08/06/2026	The Notice of Open Meeting/Public Hearing was posted on EOHLC's website on July 24, 2026. The weblink is: https://www.mass.gov/info-details/hlc-open-meeting-notices#2026 Notifications were also sent to the MA. Secretary of State's Office and the Executive Office of Administration and Finance.

IV.7 Miscellaneous

The Massachusetts Executive Office of Housing & Livable Communities' (EOHLC) Recipient Business Officer is: Ms. Sarah Barrese, Chief Financial Officer; sarah.barrese2@mass.gov; (617) 573-1293. The Recipient Primary Investigator is: Eric Beaton, Supervisor, Energy Conservation Unit; eric.beaton@mass.gov; (617) 573-1428.

For Program Year 2026 budget development, EOHLC will budget according to the total award of \$10,078,531 as outlined in WPN 26-2 provided to EOHLC on July 9, 2026. EOHLC informed all Subgrantees of the budget plan at both the WAP preliminary planning meeting for the State Plan on 7/30/26 and at the WAP Public Hearing on 8/6/26. (EOHLC issued the Program Year 2026 budget to account for a total allocation of \$9,252,207 + \$826,324 in Weatherization Readiness Funds. This yields a total of \$10,078,531 in funds for Program Year 2026).

EOHLC has also reminded all Subgrantees that a redistribution provision exists where EOHLC may opt to shift funds as necessary in order to fully expend WAP funds during the budget period. EOHLC has already included in each executed contract with Subgrantees language that addresses the specific purpose of this provision. At this time, EOHLC does not see the need to shift units on a quarterly basis from low-producing Subgrantee agencies to high-producing Subgrantee agencies.

The Massachusetts WAP Policy Advisory Council (PAC) typically meets 2-3 times during the year. The WAP PAC convened for meetings on 10/27/2025, 5/7/2026 and 7/30/2026. The meetings on 5/7/2026 and 7/30/2026 discussed the 2026 WAP State Plan, planned changes to the WAP allocation formula, existing program year production, and other WAP related matters. Input from the PAC membership is solicited and welcomed regarding the development and implementation of policies and procedures, as well as technical standards in coordinating the DOE WAP with utility-funded energy efficiency programs in Massachusetts. Members were provided a link to the draft State Plan and Public Hearing notice.

During Program Year 2025, EOHLC performed background research and formed an ad-hoc Subcommittee to discuss changes to the WAP allocation formula that distributes WAP funds to all sixteen (16) Subgrantees. EOHLC proposes an allocation formula that will be based on eighty percent (80%) determined by a factor formula and twenty percent (20%) determined by Subgrantee performance. The eighty percent (80%) factor formula percentage will be comprised of the following: 1) a sixty-five percent (65%) weighting to the Subgrantee's low-income population at sixty percent (60%) of the State Median Income, 2) a fifteen percent (15%) weighting to the Subgrantee's HEAP applicants, 3) a ten percent (10%) weighting to the Subgrantee's municipal population, and 4) a ten percent (10%) weighting to the Subgrantee's average energy burden for individuals 1-30% of area median income. The twenty percent (20%) performance percentage will be broken out by quartile with the top 4 performing Subgrantee agencies (Q1), the next four performers (Q2), the following 4 performers (Q3), and the bottom 4 performers (Q4). Any Subgrantee that significantly underperforms on the annual WAP Program Assessment (a total score lower than 65) will receive zero percent (0%) from the performance-based allocation.

EOHLC also plans to adjust the average per unit of certain budget categories for Program Year 2026. The Program Operations budget per unit will be \$7,500 with \$1,000 for Program Support for a total of \$8,500. This is an increase from the Program Year 2025 allocation of \$6,000 with \$1,000 for Program Support for a total of \$7,000. The additional amount will allow for increased full-weatherization in areas such as municipal utility service areas. The Health & Safety budget average per unit will increase from \$1,200 to \$2,000 in Program Year 2026. Additionally, the Subgrantee Administration budget category will increase from \$1,000 to \$1,250 per unit in Program Year 2026.

For Program Year 2026, Subgrantee Administration is \$1,250 per unit and results in 7.50% of the available administrative funds allocated to Subgrantees. Due to the availability of utility leveraged funds, no Massachusetts WAP Subgrantee requires the use of administrative funds in excess of the budgeted amount and none have requested additional funds. Our two (2) smallest WAP Subgrantees, Quincy Community Action Programs, Inc. (QCAP) and South Shore Community Action Council, Inc. (SSCAC) are currently budgeted for 16 and 24 units respectively (total DOE WAP allocation of \$242,569 and \$348,217 respectively). Both reported utility leveraged energy efficiency resources during calendar year 2026 and expect to receive utility funding for 2027.

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For Program Year 2026, \$148,236 is budgeted for Grantee monitoring activities. This equates to 25% of WAP Grantee T&TA funds being used for monitoring activities.

During each Program Year, WAP Subgrantees may spend up to \$15,000 on any individual eligible dwelling unit in cost-effective Program Operations, including incidental repairs and health and safety funds (excluding Subgrantee Program Support funds). Subgrantee Program Operations average expenditure per unit is budgeted at \$8,500, plus an additional average \$2,000 for health and safety measures. EOHLC has established an incidental repair maximum per unit of \$2,500. Based on costs reported in previous grant periods, EOHLC expects that this maximum expenditure will be rare and used only when there are extensive, unusual needs in the dwelling.

Subgrantees in Massachusetts have a substantial amount of utility funding available for energy efficiency improvements. The amount of utility funding far exceeds the amount of DOE WAP funds. Each single-family unit weatherized with utility efficiency program funds can receive up to \$12,000 for building shell efficiency measures, and 2-4 unit buildings can receive up to \$7,500. Dwelling units can receive \$10,000 for forced warm air heating system replacements; \$15,000 for forced hot water heating system replacements (\$17,000 with an indirect domestic hot water tank), and \$16,000 for steam heating system replacements. Air-source heat pumps are available for applicable dwelling units at a \$30,000 maximum. Additional funds are available for electric base load measures (primarily refrigerators and lighting improvements). Anything above these amounts requires a waiver to be submitted and approved by the utility's Lead Agency. The utility funding may be used independently or in conjunction with DOE WAP funds.

In Program Year 2026, EOHLC will add a priority group to the client priority list to be served. "Municipal utility household" will be considered a priority and this criteria will be given two (2) priority points.

The EOHLC Supervisor of the Energy Conservation Unit regularly meets with other Massachusetts energy-related outreach groups to provide updates and related information exchange regarding the WAP, as well as to solicit input and suggestions. Such groups include: Low-Income Energy Affordability Network (LEAN), LIHEAP Advisory Group, and the Massachusetts Energy Director's Association (MEDA).

The Massachusetts fringe rate used for the DOE WAP budget includes the U.S. Health and Human Services approved fringe benefits rate of 35.60% plus the approved payroll tax rate of 2.21%. Total fringe rate charged to employees salaries is 37.81%. This rate represents a moderate decrease from last year's State Plan when the rate was 45.05%.

The cost allocation plan posted by the Comptroller's office ([Statewide Cost Allocation Plan \(SWCAP\) - Office of the Comptroller \(macomptroller.org\)](#)) lists the Fiscal Year 2025 statewide Cost Allocation Plan as the most recent. Typically this gets released between late March and July each year. Once the Fiscal Year 2026 Plan is released, EOHLC will forward it to DOE. Likewise, the Single Audit and related management letter submitted as attachments to this State Plan are the most recent versions possessed by EOHLC. When the new audit and management letter are received for the year ended June 30, 2026, EOHLC will submit them to DOE.

EOHLC no longer utilizes print advertisements in newspapers to alert the public of the WAP Public Hearing. EOHLC publishes an Open Meeting Notice to its website for the public to access. The current weblink to the August 6, 2026 WAP Public Hearing is: <https://www.mass.gov/info-details/hlc-open-meeting-notice#2026>

The Green Jobs Academy (GJA) is Massachusetts' weatherization training center, operated under South Middlesex Opportunity Council (SMOC). The GJA's training space in Marlboro will afford GJA the physical resources as well as ability to expand into a more "regional training center" for both New England WAP agencies as well as utility energy efficiency programs. EOHLC plans to provide a Training and Technical Assistance set-aside for GJA in the Program Year 2026 budget.