

Shelter and Services Program (SSP)

June 13, 2023

On June 12, 2023, the Department of Homeland Security (DHS), through the Federal Emergency Management Agency (FEMA) and U.S. Customs and Border Protection (CBP), published a [notice of funding opportunity](#) (NOFO) for the new [Shelter and Services Program](#) (SSP). The SSP is a grant program designed to award funding to nonfederal entities that provide services to migrants encountered by and released from DHS custody.

The [SSP is replacing the Emergency Food and Shelter Program](#) for [humanitarian relief](#) (EFSP-H), which supplemented the humanitarian relief efforts of local government, nonprofit, and faith-based organizations that provide food, shelter, and supportive services to migrants encountered by DHS at the southern border. However, the SSP is being implemented somewhat differently, as described below.

Authority and Background

The Department of Homeland Security Appropriations Act, 2023 (Div. F of P.L. 117-328) directed CBP to transfer \$800 million of its FY2023 appropriation to FEMA for the SSP. The funding is

to support sheltering and related activities provided by non-Federal entities, including facility improvements and construction, in support of relieving overcrowding in short-term holding facilities of U.S. Customs and Border Protection....

FEMA may use a portion of the \$800 million—specifically, up to \$785 million—to implement the EFSP-H in FY2023. FEMA has awarded \$425 million to the EFSP National Board, which governs the program and is responsible for making EFSP-H award determinations and disbursing funding. The EFSP National Board has awarded \$403.7 million (\$425 million minus administrative costs) to local government and nonprofit organizations supporting migrants encountered by DHS. On May 5, 2023, DHS stated that [funding would be awarded through the SSP later in FY2023](#), and on June 12, 2023, DHS/FEMA announced that \$363.8 million is being made available for the SSP, as described below.

Funding for Migrant Support

Congress first appropriated funding for the EFSP-H in FY2019, and subsequently provided additional funding in [FY2021-FY2023](#).

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Although Congress [acknowledged](#) that the EFSP National Board “has performed admirably in administering EFSP-H since it was first funded in fiscal year 2019,” in FY2023, Congress established the new SSP grant program. Per the [Senate Explanatory Statement](#), “funding the SSP through CBP will facilitate more effective support of CBP efforts to efficiently process and humanely treat noncitizens.”

Funding, Eligibility, and the Application Deadline

A total of \$363.8 million is being made available for the SSP in two tranches. The first tranche of funding, made available through the SSP [NOFO](#), is for \$291 million, and a second tranche of funding totaling \$72.8 million will be made available later in FY2023.

The [NOFO](#) lists the [eligible applicants](#) for funding (including selected state and local government, and nonprofit organizations)—these are the *only* entities that are eligible to apply for the first tranche of funding. That said, eligible subapplicants with the capacity to perform the SSP allowable activities may receive subawards from the eligible applicants. Subapplicants can include:

- local governments;
- Indian tribes;
- nonprofit organizations; and
- state governments (i.e., for this purpose, the 50 states, District of Columbia, the Commonwealth of Puerto Rico, and any agency of instrumentality thereof).

The application submission deadline is July 12, 2023. According to the [NOFO](#), if an eligible applicant does not accept their allocation, that amount will be rolled into the second tranche and reallocated.

The SSP funding award process differs from the EFSP-H’s process—instead of being a [competitive](#) grant program that leaves award decisions to the EFSP National Board, DHS/FEMA’s [NOFO](#) specified the [eligible applicants](#), and made funding allocations based on [CBP release and destination data and EFSP-H request data](#).

Eligible Costs

Per the SSP [NOFO](#) and [FAQ](#), eligible costs include the following services, which can only be provided to “noncitizen migrants within 45 days of their release from DHS,” [incurred between March 1, 2023, and September 30, 2025](#):

- **Primary Services**—including shelter, food, transportation, acute medical care, personal hygiene supplies, and labor for primary services;
- **Secondary Services**—including renovations/modifications to existing facilities (not to exceed \$250,000; note that SSP funding cannot be used for costs associated with new construction or the purchase of real estate), clothing, outreach information, translation services, and labor for secondary services; and
- **Management and Administration**—including staff time to provide services directly or in support of migrants, application preparation, grants management, and managing SSP funds (up to 5% of the award).

Other eligible costs may include pre-award costs (requires prior written approval of DHS/FEMA), and indirect costs (described in [2 C.F.R. Part 200](#)).

While SSP’s eligible costs generally align with the EFSP-H’s eligible costs, there are some notable differences including related to how costs are categorized and the level of support that may be provided.

Both the SSP and EFSP-H prioritize Primary Services; however, the SSP considers more forms of assistance to be Primary Services—grouping eligible costs into the above-listed categories. The EFSP-H, however, grouped them according to five service categories, and did not include services related to health/medical or transportation with the program’s Primary Services (i.e., the EFSP-H limited Primary Services to food and shelter services). Additionally, the SSP may provide support in excess of what was available through the EFSP-H. For example, the SSP provides 45 days of hotel/motel services, but the EFSP-H limited hotel/motel services to 5 days or 30 days if the individual/family had no sponsor. Also, the SSP permits additional medical care, such as durable medical equipment and prescription medication.

The SSP NOFO further describes program requirements, including related to eligible funded work, and compliance (e.g., grant reporting). It also details monitoring and oversight requirements.

Resources

For additional SSP information, see:

- Direct SSP questions to FEMA-SSP@fema.dhs.gov
- FY2023 SSP NOFO: [FEMA Grants](#) and [Grants.gov](#)
- FEMA’s “[Shelter and Services Program](#)” webpage

For additional EFSP-H information, see:

- FEMA’s “[Emergency Food and Shelter Program](#)” webpage
- The [Emergency Food and Shelter National Board Program website](#) (“Humanitarian Funding Info” tab)

CRS resources:

- CRS In Focus IF12026, *FEMA’s Emergency Food and Shelter Program (EFSP)*
- CRS Insight IN12132, *FEMA’s Emergency Food and Shelter Program-Humanitarian Relief (EFSP-H) and the New Shelter and Services Program (SSP)*

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