



MEETING POSTING

TOWN OF NANTUCKET

Pursuant to MGL Chapter 30A, § 18-25

All meeting **notices and agenda** must be filed and time stamped with the Town Clerk's Office and posted at least 48 hours prior to the meeting (excluding Saturdays, Sundays and Holidays)

Committee/Board/s | COUNCIL FOR HUMAN SERVICES

Day, Date, and Time | THURSDAY, MARCH 27, 2025, AT 4:00PM

Location / Address |
▪ 131 PLEasant ST: ROOM B
▪ REMOTE PARTICIPATION VIA ZOOM
The meeting will be aired later, on the Town's Government TV YouTube Channel <https://www.youtube.com/channel/UC-sgxAlfdoxteLNzRAUHIxA>

Signature of Chair or Authorized Person | VERONICA BOLCIK CHAIR

WARNING: IF THERE IS NO QUORUM OF MEMBERS PRESENT, OR IF MEETING POSTING IS NOT IN COMPLIANCE WITH THE OML STATUTE, NO MEETING MAY BE HELD!

JOIN ZOOM MEETING:

<https://us06web.zoom.us/j/85191038243?pwd=VHTdKWrl399XYzPD7NYLIKL7YATcdz.1>

Meeting ID: 851 9103 8243

Passcode: 547683

AGENDA

- I. Establish Quorum
- II. Acceptance of Agenda
- III. Approval of Minutes from 1.23.2025
- IV. Public Comment
- V. Update on CRC process, overview of grant submissions, and deliberation results with report of suggested awards submitted to Fin Com.
- VI. Review Consultants Report from 10/7/24 in prep for joint meeting with CRC
- VII. Human Services Director Report
- VIII. Community Human Services related items submitted by CHS members for updates and discussion.
- IX. Other Business
- X. Next meeting April 24, 2025 at 4:00 pm
- XI. Adjournment

*FOR MATTERS NOT REASONABLY ANTICIPATED 48 HOURS PRIOR TO THE MEETING

Contract Review Committee Report FY26

1. Introduction
2. Requests
3. Conclusions
4. Summary of Award Recommendations
5. Appendix: Agency Details
6. Appendix: Rubric information
7. References

1. Introduction:

The Contract Review Committee is the Town of Nantucket's Human Services grant approval board, made up of representatives from the Finance Committee, NP&EDC, the Council of Human Services and at large members from the community. Each year, it evaluates grant applications for a variety of programs, covering the following major Human Services Sectors: Behavioral Health, Emergency Needs, Child and Youth Support, Elder Care, Substance Misuse, Health Care and Housing supports.

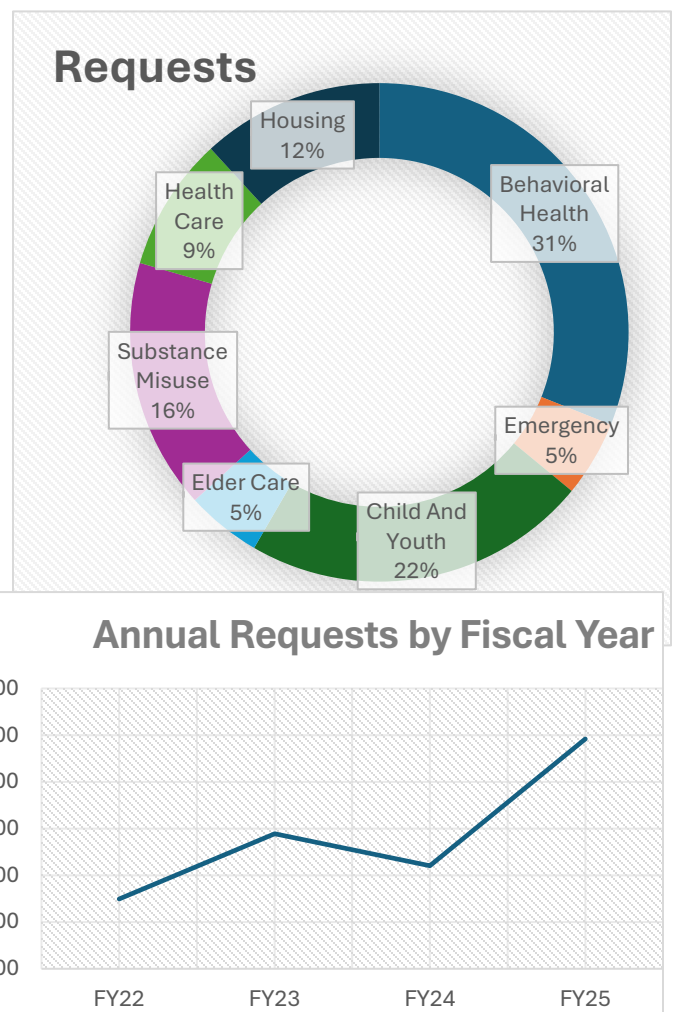
2. Requests

This year, as in most years, requests greatly exceeded awards. There were 22 requests from bidders, representing a total request in excess of a million dollars across the general Human Services and Substance Misuse grants. The sector breakdown of those requests can be found to the right.

Overall, grant requests have increased for the last several years, reflecting increased cost of service delivery, volatility in core costs such as food and labor, and likely increased need as the aftereffects of the pandemic continue to impact the community. Trends in total requests since the pandemic can be found here:

The Town of Nantucket Health and Human Services Grants help to support the efforts of a network of not-for-profit agencies on island. These organizations provide Nantucket with services that address the health and welfare of our island's year-round and seasonal residents, visitors and service workers. They provide programming in the major human

services sectors described above. The services provided also fall into two major categories of either



treatment or prevention programs. Applicants for the Town of Nantucket Health and Human Services Grants have all fallen into one or more of these categories. Additionally, the Town of Nantucket offers a separate grant process focusing on both the prevention and treatment of substance related issues.

For the FY 26 grant application cycle, the Council for Human Services and the Contract Review Committee examined recommendations from the Raftelis Group, a consultant group that was hired in 2024 to review the Health and Human Service grants. As a result, the CHS and the CRC took steps to improve the grant process. Building on several years of previous work, the grant application was improved to include requesting additional financial information and a robust rubric which was used as part of the evaluation process. These tools helped to create a snapshot of the grant request which includes a description of the need and the program recommendations that address these needs.

While numbers tell a vital component of the story, Nantucket is unique in a variety of ways. The distance, separation, population flux and difficulty in travel requires our not-for-profits to provide broader services than similar organizations in other communities. Residents do not always have the luxury of taking the ferry to find medical or behavioral health services. Nantucket's community in 2025 includes a population that in winter months is much different in numbers than in summer months. The complexity of multiple cultures and spoken languages, in addition to the fluctuating population numbers, are all considerations in our recommendations of grant applicants' programs to meet the needs of all of Nantucket.

Our island is home to outstanding service providers who serve our Nantucket community. With the assistance of Town of Nantucket Health and Human Services grant funding, these organizations collaborate to help in providing for physical, behavior and basic needs leading to a healthy and vibrant community.

This report outlines that the dollar amount of grant requests greatly exceeds the amount of allocated grant money that has been generously provided by the Town of Nantucket. The use of all available tools, along with the committee's time dedicated to reviewing and interviewing agencies, all come into play in providing our recommendations in support of Human Service providers. However, due to the large number of requests received this cycle, our focus for this year's Health and Human Services grant recommendations is focuses on direct client services over prevention.

3. Conclusions

This year of the Contract Review Committee instituted a number of changes to the process of bid solicitation: an extended one-month period for open admissions to improve submission quality, changes to the grant application based on the experience of previous years, adjustments to the grant evaluation process with explicit rubrics, a "bidder's session" with prospective applicants and the adoption of an external report on the structure of the Contract Review Committee designed to modernize certain aspects of the grant process.

Additionally, the Town has allocated money for a comprehensive community needs assessment, to commence later this year, which will provide an update to the last needs survey, which was performed over a decade ago. This assessment will hopefully be able to present preliminary data to

inform next year's grant priorities and establish a consistent framework to direct funding to underserved sectors of the island's residents.

The request for funding has far exceeded available moneys for several years, while the available funding. Last year, the Town of Nantucket generously funded a one-time Youth Behavior Health Grant in a separate allocation of \$175,000, incentivizing the development of novel youth programming. We are also aware that the \$175,000 Substance Misuse Grants award, originally from the Cannabis tax revenues and impact fees, this year from the Special Stabilization fund, will no longer exist as a separate award after this grant cycle. Sadly, the need to provide substance misuse services and youth behavior health services is not going away when these funding streams do.

In addition, the last several years has seen a significant cost increase for many core services. In addition to inflation, price shocks have impacted food and labor costs, materials and delivery services have increased significantly since the \$650,000 funding level was established. Next fiscal year, the Contract Review Committee and the Council for Human Services will present a budget request to address these price changes, to more accurately reflect the costs of service provision on Nantucket.

Submitted respectfully by the Contract Review Committee and Staff of the Human Services Division of the Town of Nantucket.

Summary of Award Recommendations

The following table shows the averaged rubric scores for each applicant.

Agency Name	Criteria 1	Criteria 2	Criteria 3	Criteria 4	Criteria 5	Total
A Safe Place	5	3.4	4.6	3.4	3.6	20
Artist Association	4.6	2.8	1.8	1.8	2.4	13.4
Nantucket Atheneum	4.5	1.75	1.5	2.5	2.25	12.5
Nantucket Dreamland	3.4	1.6	1.6	1.4	2	10
Boys and Girls Club	3.4	1	3.4	2.6	0.6	11
Elder Services	5	3	4.6	3.4	3.4	19.4
Health Imperatives	4.6	3.4	3.8	3.8	4.2	19.8
In the Herd	4.6	1.2	2.2	2.2	3	13.2
Inter Faith Council	5	4.2	4.6	3.8	3	20.6
Nantucket Lighthouse School	4.2	0.8	1.8	3	1	10.8
MVCS	4.6	2.2	3.8	3.8	2.4	16.8
NAMI	3.8	1.2	3	3	0.6	11.6
Sharing Kindness	3.8	0.6	2	3.4	0.8	10.6
Sherburne	4.6	0.8	1.8	2.6	3.2	13
South Coast Legal	5	1.8	3.8	3.2	2.8	16.6
Nantucket STAR	5	2.2	3.4	3.4	3.4	17.4
The Warming Place	5	4.5	3.5	4	3	20
Fairwinds	5	4.6	5	3.8	3.8	17.2
Substance Applicants						
Addiction Solutions	5	4.2	4.2	3.4	3.4	20.2
Health Imperatives	3.6	2.4	3.2	2.4	2.8	14.4
NAMI/ASAP	2.8	2.8	2.8	2.8	2.8	14
PRXM	3	1.75	1.25	2.5	1	9.5

Below is a summary of the awards, sector and Treatment/Prevention

Agency	Request	Award	Funded Activities/Comments	Sector	T	P
A Safe Place	66,000	60,000	Funding supports expanded 24/7 hotline and emergency response, partnership with the Nantucket Police Department	Emergency	X	

Artist's Association	50,000	30,000	Support the Wellness Through the Arts program for residents, which provides art classes to promote mental wellness.	Behavioral Health	X	
Nantucket Atheneum	7,000	0	Film series and guided panel discussion on human services issues faced on Nantucket	Behavioral Health		X
Nantucket Dreamland	85,000	0	Youth driven video production along with theater presentation focused on social and emotional health	Child and Youth Support		X
Boys & Girls Club	150,000	0	Capital improvement not covered.	Child and Youth Support	X	
Elder Services	30,000	30,000	Support Meals-On-Wheels for seniors and the congregate lunch program at the Saltmarsh Senior Center.	Elder Care	X	
Health Imperatives	125,000	118,000	Support expanded and enhanced health care services including reproductive health, WIC Nutrition assistance for uninsured and underinsured residents	Health Care	X	
In the Herd	121,000	55,000	Support delivery of an animal-assisted therapeutic and experiential learning program focused on Social and Emotional Learning, life skills, mentorship and self-regulation.	Child and Youth Support	X	

Interfaith Council	95,000	75,000	Support the Interfaith Councils ongoing operations at the food pantry, as well as emergency fuel, rental, and medical travel costs for island residents.	Housing and Food	X	
Lighthouse School	50,000	0	Educational Speaker Series and panel discussions on issues impacting educators, parents and students	Child and Youth Support		X
MVCS	19,600	19,000	Supports a variety of special needs programming for Nantucket families including advocacy, education, therapy and case management	Child and Youth Support	X	
NAMI	120,000	51,000	Support competitive reimbursement rates for island independent Island therapists, to provide additional therapeutic contact hours with Island residents.	Behavioral Health	X	
Sharing Kindness	9,500	5,000	Expanded peer support groups for sudden loss survivors and a device for real time translation.	Behavioral Health	X	
Sherburne	39,556	17,000	Memory focused experience sessions for seniors facing memory and cognitive impairment, as well as their caregivers.	Elder Care	X	
South Coast Legal	5,000	5,000	Provide free civil legal support for island residents in the areas of family, benefits, immigration and elderly law.	Emergency Services	X	
Nantucket STAR	31,625	30,000	Summer programming for individuals with special needs in	Child and Youth	X	

			the areas of watersports/ocean adventures, community sailing, the Nantucket Wheelers bike program and aquatics.	Services		
The Warming Place	75,000	55,000	Support the operations of the overnight homelessness shelter, regular daytime events, occasional health screenings and referral services.	Housing and Food	X	
Fairwinds	125,000	100,000	Gap funding for psychiatric care (the “sliding scale”) for many island residents, as well as a variety of internal trainings, management reviews and educational initiatives.	Behavioral Health	X	
Substance Applicants						
Addiction Solutions	85,000	85,000	Support medically assisted treatment for substance misuse disorder, including expanded wrap around services and expanded clinical hours.	Substance Misuse	X	
Health Imperatives	25,000	25,000	Support harm reduction services for Substance Misuse Disorder including in person health and wellness checks, case management, disease screening and treatment for addiction issues. No Town funding is used for the purchase of medication.	Substance Misuse	X	
NAMI/ASAP	23,630	23,630	Youth wellness programming including breathwork, sound work and meditation for island as	Child and Youth		X

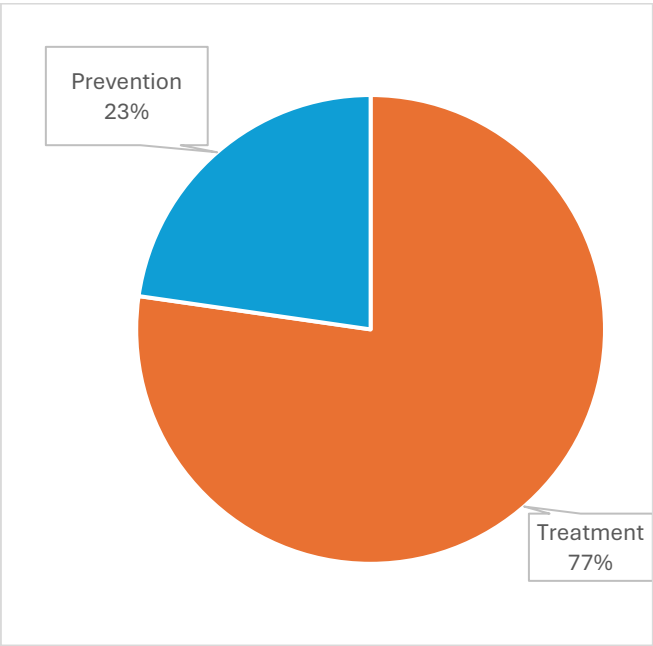
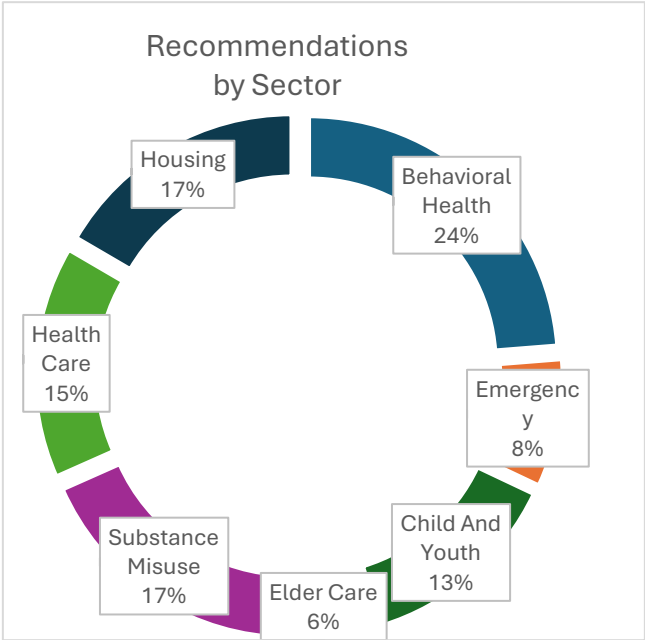
			referred from the Nantucket Public Schools and both private schools.			
PRXM	100,000	0	Mentoring program for HS students-No non-profit status at time of application	Child and Youth Services		X

The Nantucket Boys and Girls Club request was considered a capital expense, and as such not appropriate for this grant process.

The Nantucket Atheneum, Dreamland and Lighthouse School requests were considered to have overlapping goals; a request for a collaborative grant application is underway.

PRXM’s 501c status is still pending at time of deliberations.

The final recommended allocations total \$650,000 for Human Services and \$133,600 under the substance misuse grant, as PRXM is ineligible for an award at time of deliberations.



Appendix 1: Applicants and Programming (FY26)

There were 22 total applications to the Contract Review Committee grants, split between 17 for the Human Services funding and 4 for the Substance Misuse Grant. Below are the specifics of each organization, the program and their request. All data is as submitted by the grantor, with clarifications as necessary:

A Safe Place “Domestic Violence Support and Education”

Program Description: Funding supports expanded 24/7 hotline and emergency response, partnership with the Nantucket Police Department and improved cultural and linguistic flexibility.

Organizational Data		CRC Grant Received FY25	\$55,000
Operating Budget in Previous FY	\$1,642,869	Program Information	
Total Expenses in Same	\$1,571,886	Anticipated Program Budget	\$1,077,384
Net Profit/Loss for Same	\$70,983	Staff Expenses for Program	\$769,940
Number of Full Time Employees	9	Supplies Cost for Program	\$10,000
Number of Part Time Employees	6	Program Start and End Date	7/1/25 to 6/30/26
Number of On Island Employees	14	Anticipated Program Reach	359+
All Grants Received FY25	\$916,790	Program Reach in FY25	359+
All Grants Received FY24	\$939,034	Program Reach in FY24	359
All Grants Received FY23	\$936,965	Program Reach in FY 23	337

Artist’s Association “Wellness Through the Arts”

Program Description: The funding would support the Wellness Through the Arts program for residents, which provides mental wellness focused art classes.

Organizational Data		Staff Expenses for Program	\$46,000
Operating Budget in Previous FY	\$2,397,100	Supplies Cost for Program	\$9,600
Number of Full Time Employees	8	Program Start and End Date	7/1/25 to 6/30/26
Number of Part Time Employees	6	Anticipated Program Reach	175-200
Number of On Island Employees	6	Program Reach in FY25	150
CRC Grant Received FY25	\$40,000	Program Reach in FY24	95
Anticipated Program Budget	\$55,600	Program Reach in FY 23	50

Nantucket Atheneum "Wellness Film Series"

Program Description: This funding would support a series of films and discussions related to pressing issues within the Island community, with local subject matter experts guiding the panel discussions.

Organizational Data		Staff Expenses for Program	Included
Operating Budget in Previous FY	\$2,145,000	Supplies Cost for Program	\$7,000
Number of Full Time Employees	20	Program Start and End Date	7/1/25 to 6/30/26
Number of Part Time Employees	62	Anticipated Program Reach	500-800
Number of On Island Employees	21	Program Reach in FY25	TBD
CRC Grant Received FY25	\$0	Program Reach in FY24	50
Anticipated Program Budget	\$7,000	Program Reach in FY 23	0

Nantucket Boys & Girls Club "Club Jr"

Program Description: This funding would support the renovation of the physical plant of the Boys and Girls Club to expand its early childhood education offerings.

Organizational Data		Staff Expenses for Program	191,280
Operating Budget in Previous FY	\$4,803,000	Supplies Cost for Program	15,000 recurring
Number of Full Time Employees	24	Program Start and End Date	9/25-6/26
Number of Part Time Employees	19	Anticipated Program Reach	1,380 (30 Club Jr + NBGC members)
Number of On Island Employees	42	Program Reach in FY25	30
CRC Grant Received FY25	-	Program Reach in FY24	20
Anticipated Program Budget	500,000	Program Reach in FY 23	-

Nantucket Dreamland "Let's Talk about it"

Program Description: Funding would support Social and Emotional Learning through theater and literature, with guided discussions, as well as a student driven video production component.

Organizational Data		Number of On Island Employees	18
Operating Budget in Previous FY	\$3,339,500	CRC Grant Received FY25	0
Number of Full Time Employees	12	Program Information	
Number of Part Time Employees	6	Anticipated Program Budget	\$300,000

Staff Expenses for Program	\$50,000	Program Reach in FY25	N/A
Supplies Cost for Program*	\$250,000	Program Reach in FY24	N/A
Program Start and End Date	7/1/25-6/30/26	Program Reach in FY 23	N/A
Anticipated Program Reach*	10,000		

Elder Services “Senior Nutrition Program”

Program Description: This funding would support Meals-On-Wheels for seniors and the congregate lunch program at the Saltmarsh Senior Center.

Organizational Data		Staff Expenses for Program	\$2,996,899
Operating Budget in Previous FY	\$60,265,772	Supplies Cost for Program	\$3,063,213
Number of Full Time Employees	143	Program Start and End Date	7/1/2025-6/30/2026
Number of Part Time Employees	25	Anticipated Program Reach	257 in Nantucket
Number of On Island Employees	3	Program Reach in FY25	To Be Determined
CRC Grant Received FY25	\$26,600	Program Reach in FY24	Nantucket 217/Total Service Area 3295
Program Information		Program Reach in FY 23	Nantucket 186/Total Service Area 3130
Anticipated Program Budget	\$6,782,995		

Health Imperatives “Health Equity Now”

Program Description: This funding would support expanded and enhanced health care services in the following areas: sexual and reproductive health care, WIC (Women Infants and Children) nutrition assistance and home visit services for low-income families and individuals on the island of Nantucket.

Organizational Data		Anticipated Program Budget	\$689,438
Operating Budget in Previous FY	\$17,608,417	Staff Expenses for Program	\$454,107
Number of Full Time Employees	117	Supplies Cost for Program*	\$82,688
Number of Part Time Employees	53	Program Start and End Date	7/1/2025-6/30/2026
Number of On Island Employees	3	Anticipated Program Reach*	1,000
CRC Grant Received FY25	\$114,238	Program Reach in FY25	541 Q1
Program Information		Program Reach in FY24	954
		Program Reach in FY 23	1,041

In the Herd “Building Bridges”

Program Description: This funding would support an animal-assisted therapeutic and experiential learning program focused on Social and Emotional Learning, life skills, mentorship and self-regulation.

Organizational Data		Anticipated Program Budget	\$122,000
Operating Budget in Previous FY	\$40,000	Staff Expenses for Program	\$75,000
Number of Full Time Employees	1	Supplies Cost for Program	\$25,400
Number of Part Time Employees	6	Program Start and End Date	7/12/2025-6/30/2026
Number of On Island Employees	0	Anticipated Program Reach	320
CRC Grant Received FY25	\$65,000	Program Reach in FY25	37 +
Program Information		Program Reach in FY24	-
		Program Reach in FY 23	-

Nantucket Lighthouse School “Educational Speaker Series”

Program Description: This funding would support an Educational Speaker Series and panel discussions to highlight issues of importance to educators, students and parents.

Organizational Data		Anticipated Program Budget	50,250
Operating Budget in Previous FY	\$1,969,371	Staff Expenses for Program	4,200
Number of Full Time Employees	18	Supplies Cost for Program*	6,750
Number of Part Time Employees	7	Program Start and End Date	7/1/2025-6/30/2026
Number of On Island Employees	25	Anticipated Program Reach*	200 (17k online reach)
CRC Grant Received FY25	0	Program Reach in FY25	100 (17k online)
Program Information		Program Reach in FY24	100
		Program Reach in FY 23	100

Martha’s Vineyard Community Services “Family Support Center”

Program Description: This funding supports a variety of special needs programming for island families, including activities, education, advocacy and case management, social outings and consultations for families.

Organizational Data		Staff Expenses for Program	4,200
Operating Budget in Previous FY	\$12,232,475.00	Supplies Cost for Program*	6,750
Number of Full Time Employees	91	Program Start and End Date	7/1/2025-6/30/2026
Number of Part Time Employees	49	Anticipated Program Reach*	200 (17k online reach)
Number of On Island Employees	Service visits	Program Reach in FY25	100 (17k online)
CRC Grant Received FY25	\$19,805.00	Program Reach in FY24	100
Anticipated Program Budget	50,250	Program Reach in FY 23	100

NAMI "Independent Therapist Compensation"

Program Description: This funding would support competitive reimbursement rates for island independent Island therapists, to provide additional therapeutic contact hours with Island residents.

Organizational Data		Staff Expenses for Program	940
Operating Budget in Previous FY	900,000	Supplies Cost for Program*	0
Number of Full Time Employees	1	Program Start and End Date	7/25-6/26
Number of Part Time Employees	4	Anticipated Program Reach*	60 per quarter served average-
Number of On Island Employees	1	Program Reach in FY25	~60
CRC Grant Received FY25	\$85,000	Program Reach in FY24	~60
Program Information		Program Reach in FY 23	~60
Anticipated Program Budget	\$121,000		

Interfaith Council "Nantucket Food Fuel and Rental Assistance"

Program Description: This funding would support the Interfaith Councils ongoing operations at the food pantry, as well as emergency fuel, rental and utility costs for island residents.

Organizational Data		Anticipated Program Budget	\$1,220,500.00
Operating Budget in Previous FY	\$1,462,098.68	Staff Expenses for Program	\$468,218.00
Number of Full Time Employees	4	Supplies Cost for Program	\$10,500.00
Number of Part Time Employees	2	Program Start and End Date	\$741,782.00
Number of On Island Employees	6	Anticipated Program Reach	7/1/25-6/30/26
CRC Grant Received FY25	\$66,666.66	Program Reach in FY25	5154
Program Information		Program Reach in FY24	4686
		Program Reach in FY 23	4,218

Sharing Kindness “Peer Group Survivor Support”

Program Description: This funding would support expanded peer support groups for sudden loss survivors and a device for real time translation.

Organizational Data		Anticipated Program Budget	9,500
Operating Budget in Previous FY	391,100	Staff Expenses for Program	5,500
Number of Full Time Employees	1	Supplies Cost for Program*	4,000
Number of Part Time Employees	4	Program Start and End Date	7/25-06/26
Number of On Island Employees	1	Anticipated Program Reach*	15
CRC Grant Received FY25	0.00	Program Reach in FY25	0
Program Information		Program Reach in FY24	0
		Program Reach in FY 23	0

Residences at Sherburne “Memory Café”

Program Description: This funding would support memory focused experience sessions for seniors facing memory and cognitive impairment, as well as their caregivers.

Organizational Data		Anticipated Program Budget	\$39,566
Operating Budget in Previous FY	\$2,903,921	Staff Expenses for Program	\$18,744
Number of Full Time Employees	10	Supplies Cost for Program*	\$20,822
Number of Part Time Employees	16	Program Start and End Date	07/01/25 - 06/30/26
Number of On Island Employees	26	Anticipated Program Reach*	50
CRC Grant Received FY25	\$33,332	Program Reach in FY25	35
Program Information		Program Reach in FY24	20
		Program Reach in FY 23	N/A

South Coast Legal “Civil Legal Services”

Program Description: This funding would support free civil legal support for island residents in the areas of family, benefits, immigration and elderly law.

Organizational Data		Number of Part Time Employees	2
Operating Budget in Previous FY	\$13,844,729	Number of On Island Employees	0
Number of Full Time Employees	94	CRC Grant Received FY25	\$5,000.00

Program Information		Anticipated Program Reach*	20
Anticipated Program Budget	\$11,630	Program Reach in FY25	14
Staff Expenses for Program	\$9,966	Program Reach in FY24	12
Supplies Cost for Program*	\$1,664	Program Reach in FY 23	11
Program Start and End Date	7/1/25-6/30/26		

STAR “Nantucket STAR”

Program Description: This funding would support programming for individuals with special needs in the areas of watersports/ocean adventures, community sailing, the Nantucket Wheelers bike program and aquatics.

Organizational Data		Staff Expenses for Program	\$29,584.00
Operating Budget in Previous FY	\$16,175.75	Supplies Cost for Program*	\$2,800.00
Number of Full Time Employees	0	Program Start and End Date	July 7, 2025 to August 22, 2025.
Number of Part Time Employees	26	Anticipated Program Reach*	43 participants
Number of On Island Employees		Program Reach in FY25	43
CRC Grant Received FY25	26	Program Reach in FY24	27
Program Information		Program Reach in FY 23	28
Anticipated Program Budget	\$31,652.50		

Warming Place “Warming Place Operations”

Program Description: This funding would support the operations of the overnight homelessness shelter, regular daytime events, occasional health screenings and referral services.

Organizational Data		Anticipated Program Budget	\$562,600
Operating Budget in Previous FY	\$270,000*	Staff Expenses for Program	222,760
Number of Full Time Employees	0	Supplies Cost for Program*	75,520
Number of Part Time Employees	10	Program Start and End Date	119,500
Number of On Island Employees	10	Anticipated Program Reach*	7/1/25-6/30/26
CRC Grant Received FY25	\$5,000.00	Program Reach in FY25	50
Program Information		Program Reach in FY24	45
		Program Reach in FY 23	37

Fairwinds “Advancing Access and Excellence in Behavioral Health Care”

Program Description: This funding would support Gap funding for psychiatric care (the “sliding scale”) for many island residents, as well as a variety of internal trainings, management reviews and educational initiatives.

Organizational Data		Staff Expenses for Program	Included
Operating Budget in Previous FY	\$4,868,261.61	Supplies Cost for Program*	0
Number of Full Time Employees	27	Program Start and End Date	7/1/2025 to 6/30/2026
Number of Part Time Employees	14	Anticipated Program Reach*	625
Number of On Island Employees	FTE:18		
CRC Grant Received FY25	\$115,000	Program Reach in FY25	433
Program Information		Program Reach in FY24	571
Anticipated Program Budget	\$401,377.88	Program Reach in FY 23	423

Substance Misuse Grant Applicants

Addiction Solutions “Clinic Program”

Program Description: The funding would support medically assisted treatment for substance misuse disorder, including expanded wraparound services and additional clinical man hours for expanded clinic hours. No town funding is used for the purchase of medication.

Organizational Data		Anticipated Program Budget	\$85,000
Operating Budget in Previous FY	\$375,000	Staff Expenses for Program	\$79,200
Number of Full Time Employees	0	Supplies Cost for Program*	\$5,800
Number of Part Time Employees	6	Program Start and End Date	Ongoing
Number of On Island Employees	6	Anticipated Program Reach*	At least 800
CRC Grant Received FY25	\$50,000	Program Reach in FY25	At least 700
Program Information		Program Reach in FY24	986
		Program Reach in FY 23	1066

Health Imperatives “Nantucket Harm Reduction”

Program Description: This funding would support harm reduction services for Substance Misuse Disorder including in person health and wellness checks, case management, disease screening and treatment for addiction issues. No Town funding is used for the purchase of medication.

Organizational Data		Number of Part Time Employees	53
Operating Budget in Previous FY	\$17,608,417	Number of On Island Employees	3
Number of Full Time Employees	117	CRC Grant Received FY25	\$114,238

Program Information		Anticipated Program Reach*	~300
Anticipated Program Budget	\$689,438	Program Reach in FY25	~300
Staff Expenses for Program	\$454,107	Program Reach in FY24	~200
Supplies Cost for Program	\$82,688	Program Reach in FY 23	~75
Program Start and End Date	July 1, 2025 – June 30, 2026		

NAMI/ASAP “MASTering the Mind”

Program Description: This funding would support youth wellness programming including breathwork, sound work and meditation for island as referred from the Nantucket Public Schools and both private schools.

Organizational Data		Anticipated Program Budget	\$23,630
Operating Budget in Previous FY	\$73,620	Staff Expenses for Program	\$22,080
Number of Full Time Employees	0	Supplies Cost for Program*	\$1,550
Number of Part Time Employees	1	Program Start and End Date	10/25-06/26
Number of On Island Employees	1	Anticipated Program Reach*	576
CRC Grant Received FY25	\$18,620	Program Reach in FY25	192
Program Information		Program Reach in FY24	0

PRXM “Recreation Center and Coaching Mentorship for Teenagers”

Program Description: This funding would support mentorship and coaching services to teach Social and Emotional Learning tools to island youth.

Organizational Data		Anticipated Program Budget	\$604,672
Operating Budget in Previous FY	\$30,000	Staff Expenses for Program	407,000
Number of Full Time Employees	0	Supplies Cost for Program*	\$3,600
Number of Part Time Employees	5	Program Start and End Date	1/1/25-12/31/25
Number of On Island Employees	5	Anticipated Program Reach*	600
CRC Grant Received FY25	0	Program Reach in FY25	600
Program Information		Program Reach in FY24	30
		Program Reach in FY 23	15

Appendix: Rubric Details

Grade	Points	Measure
<i>Highly Advantageous (HA)</i>	5 points	Response excels on the specific criterion
<i>Advantageous (A)</i>	3 points	Response meets evaluation standard for the criterion
<i>Not Advantageous (NA)</i>	1 point	Response does not fully meet the criterion or leaves a question or issue not fully addressed
<i>Unacceptable (U)</i>	0 points*	Does not address the criterion
*Proposal may be automatically eliminated from further consideration if “0 points” is received in any category.		

The Town will consider the following comparative criteria. These matters should be addressed in the written application and will be explored further in any interview with the applicant.

Program Description	
HA	Description is complete and robust of services, staff, cost and potential issues.
A	Description is complete but lacks detail in one of the above categories (services, staff, cost, etc.)
NA	Description is partially complete, vague or does not detail above categories (services, staff, etc.)
U	Description does not address the criterion
Program Scope	
HA	Program serves the entire affected population of Nantucket.
A	Program serves a significant portion of the affected island population.
NA	Program serves a portion of the island’s affected population.
U	Programs serves a small portion of the island’s population.

Demonstration of Need	
HA	Need is urgent, pressing and unserved by other resources. Measured or observable evidence exists to support the scale and prevalence.
A	Need is common, serious in terms of consequences and underserved. Anecdotal and/or limited statistical evidence for same.
NA	Need is limited, applies to overserved populations, or is duplicative. Limited anecdotal and no statistical evidence of the need.
U	Need does not exist or cannot be demonstrated
Definable Success	
HA	Objectives are concise, demonstratable and have clear success/failure outcomes.
A	Objectives are concise or demonstratable, but clear success/failure outcomes are difficult to determine.
NA	Objectives are not clear or demonstratable, success/failure is difficult to determine
U	No objectives included
Collaboration	
HA	Formal collaboration between two or more organizations
A	Informal collaboration between more than two partners.
NA	Informal collaboration between two agencies
U	No collaboration

References

Contract Review Human Services Submission Packet FY26 (available on request from jmele@nantucket-ma.gov)

Contract Review Substance Misuse Packet FY26 (available on request from jmele@nantucket-ma.gov)

Nantucket Behavioral Health Assessment (<https://nantuckethospital.org/wp-content/uploads/2022/05/Nantucket-BH-Assessment-Report-Phase-I.pdf?x29643>)

Raftelis Health and Human Services Study (available on request from jmele@nantucket-ma.gov)

TOWN OF

Nantucket

Human Services Evaluation and Review

Project Report / October 7, 2024

October 7, 2024

C. Elizabeth Gibson
Town Manager
Town of Nantucket
16 Broad Street
Nantucket, MA 02554

Subject: Human Services Evaluation and Review

Dear Ms. Gibson:

We are pleased to present this Evaluation and Review of the Contract Review Committee Process for the Council of Human Services for the Town of Nantucket. This report includes an analysis of the processes used to allocate funding to community organizations, as well as the results of the applicant survey and a review of the grant processes of benchmark communities. This information informed recommendations to optimize the Town's grant process to help ensure that the highest-priority needs are met in a process that is consistent and easy to navigate for applicants.

We are confident that the information in this report will provide a useful framework for the Town's Human Services grant program. Thank you for this opportunity to work with the Town of Nantucket.

Sincerely,



Julia Novak
Executive Vice President

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Executive Summary

The Town of Nantucket maintains a robust Human Services Grant Program to help meet a variety of community needs. Between 2019 and 2024, the Town provided more than \$3.5 million in funding to 15 different organizations. These funds support a variety of valuable causes like mental health and substance use support, elder services, and legal aid.

The Town's support for these vital services is admirable, as is its commitment to ensuring that the grant funds are distributed fairly and managed effectively. To that end, the Town engaged Raftelis, a management consulting firm, to conduct a review of its current grant program and identify opportunities to optimize the process. Recommendations are based on interviews with staff and committee members involved in the grant process, grant management best practices, a review of processes in benchmark communities, and feedback from grant applicants and recipients.

The first consideration discussed in the report is overall governance of the grant evaluation process. Currently, the primary entity responsible for grant evaluation is the Human Services Contract Review Committee (CRC), with support from the Town's Human Services Division (HSD). The CRC is a subcommittee of the Town's Council for Human Services (CHS), which was established with the purpose of advising the Nantucket Select Board on human services policy. The CRC, in contrast, is a CHS subcommittee established by the Select Board for the purpose of evaluating annual applications for grant funding and making recommendations to the Town's Finance Committee, which ultimately recommends appropriations to Town Meeting, for how that funding is awarded. The Town's intention in creating the CRC was for the CRC to act as an arm of the CHS and apply the CHS's policy priorities to the grant evaluation process. In practice, the CRC has established the evaluation criteria independent of CHS, effectively embodying the policy responsibilities originally intended for the CHS. This has resulted in an unclear division of responsibilities between the two entities, and a weakening of CHS's role. This report recommends that the Town clarify and formalize the role of these two entities, as well as the other entities involved in the grant process.

Another key recommendation is for the CHS to take the lead in updating the Town's Community Needs Assessment, a document developed by the CHS and serving as the basis for determining funding priorities. Although the Assessment is reviewed by the CHS annually, it was last updated in 2010, nearly 15 years ago as of the time of this report. Community needs have likely changed significantly since then. Additionally, the Assessment is a short and broad document that offers limited direction on how different grant applications should be prioritized. These factors impact the effectiveness of the Assessment and create the risk that grant funds may not be effectively aligned with the community's current high priority needs.

This report also discusses opportunities to standardize the grant application and reporting processes. As of the 2024 grant cycle, there is not a standardized practice by which all grant applicants are evaluated. This not only creates the risk of actual or perceived bias in the process, but also prevents grant applicants from tailoring their applications to best meet the Town's criteria. It is recommended that the Town address this by establishing a standardized evaluation form used for all applicants, based on the policy priorities developed by the CHS and endorsed by the Select Board. Additionally, the report recommends standardizing the information that must be provided in quarterly grant reports and requiring all grant recipients to define and track performance metrics that help illustrate the impact of these public funds.

Finally, the report discusses grant management opportunities, with a key goal of making the grant process more efficient. Currently, organizations submitting a funding application in January may not receive any funding until September, which impacts the ability to implement initiatives in a timely manner. One key strategy for improving

the efficiency of the program would be to establish two grant channels: multi-year grants to fund ongoing programs, and single-year grants to fund capital purchases (such as a new vehicle), start pilot programs, or address other short-term needs. Many organizations receive Nantucket Human Services Grant funding every year, and each year they must re-apply and go through the grant evaluation process. Allowing organizations to apply for multi-year grants, subject to annual appropriation, would reduce administrative time for both providers and the Town and would also allow both entities to more effectively plan future budgets.

The following table lists all recommendations discussed in this report.

Table 1: List of Report Recommendations

Number	Recommendation
Oversight	
1	Convene a workshop to clearly define roles and responsibilities for oversight bodies involved with the Human Services Grant process.
2	Develop a more comprehensive and up to date Community Needs Assessment and use it as the basis for aligning policy priorities with resource allocation.
3	Rotate leadership appointments for the CRC.
Grant Process	
4	Amend the grant process to better align with the roles of the CRC, CHS, and HSD.
5	Use a scoring rubric and consistent interview process for all applicants.
Grant Management	
6	Establish two grant programs, one for emerging and one-time needs and a second for ongoing service support.
7	Create standard financial disclosure and reporting requirements.

Introduction

Background and Methodology

In January 2024, the Town of Nantucket engaged Raftelis to conduct an evaluation and review of the Human Services Grant process. As part of this review, the project team reviewed existing documentation on the Town's grant processes, including evaluation criteria and the history of organizations awarded funding. The team also conducted interviews with the following individuals involved in the grant process:

- Select Board Chair, Vice Chair, and one additional member
- CHS Chair and one additional member
- CRC Chair and two additional members
- Finance Committee Chair and one additional member
- Town Manager
- Human Services Director
- Finance Director
- Former Human Services Director

The team also gathered input from grant applicants and recipients via a survey distributed to organizations that have applied for and/or received funding from the Grant Program within the last five years. In total, representatives from 24 organizations were invited to respond to the survey, which was administered via a web-based platform, Zoho™ Survey, and was open from May 17 through May 31, 2024. The survey received 17 responses from representatives of 14 organizations. More information on the respondents and a summary of survey results is included in this report.

Additionally, the team compared the Town of Nantucket's grant process with those of other benchmark communities identified as appropriate comparators by the Town in its request for quotes (RFQ), including:

- Town of Falmouth, MA
- Town of Greenwich, CT
- Town of Harwich, MA
- Town of Mashpee, MA
- Town of Provincetown, MA

The project team collected benchmarking data from interviews with organization staff and analyzed publicly available sources such as budget documents, annual reports, and organization websites. A summary of the benchmarking results is included in this report.

About Nantucket

The Town of Nantucket is an island community located approximately 30 miles southeast of Cape Cod, Massachusetts. Its year-round population is 14,421, according to the United States Census' 2022 Population Estimates Program, but that figure can increase dramatically during the summer tourist season. Residents are 75% White, according to the 2022 American Community Survey (ACS), and 11% Black or African American. Additionally, 16% identify as Hispanic or Latino, and 13% are foreign-born. The median age is 40.5, with 16% of the population age 65 and older and 23% under the age of 18.

The population is generally educated and affluent. A total of 57% of adults aged 25 and older have a bachelor's degree or higher, and the median household income is \$135,590. However, housing costs are high on the island, which can create affordability challenges. The ACS reports that the median home value on the island is \$1.265 million as of 2022. The median mortgage payment is \$3,780 per month, and the median rent is \$2,052 per month. Approximately 5% of the population is below the federal poverty line.

About the Human Services Grant Process

The Health and Human Services Department is responsible for providing Nantucket residents with support to meet a variety of public health and social support needs. Staffing largely supports public health programming and regulatory requirements with approximately 7 full-time equivalent (FTE) employees. The Human Services Division, comprised of 4 FTEs, supports senior center programming and administers grants to human services organizations on the island. The grants are available to any service providers helping meet fundamental needs in the community, including food, shelter, utilities assistance, healthcare, childcare, and mental health and substance use support.

Grants are intended to address the island's most pressing human service's needs, as defined in a Community Needs Assessment developed by the CHS. The current Community Needs Assessment, which dates back to 2010, divides the communities needs into two levels of priority, as shown below.

- **Level One:** basic necessities required by all community members in order to sustain life itself:
 - Nutrition (e.g., food pantry, meals on wheels, food stamps)
 - Shelter/Housing (e.g., affordable safe and stable housing, rental assistance, emergency aid to homeless persons)
 - Utilities (e.g., fuel assistance, other utilities assistance programs)
- **Level Two:** other fundamental needs that enable community members to live decent, healthy lives in safety and with self-respect:
 - Access to health care and disease prevention and management, mental health care, providers and specialists, and dental care (this includes both direct services and enrollment in insurance and other programs which provide access including education programs that foster self-sufficiency)
 - Child and elder day care
 - Domestic violence prevention and victim support and education
 - Behavioral health and substance and alcohol use disorder prevention and education and treatment (includes alternatives to traditional clinical treatment and health care professionals)
 - Support and education for persons and families with developmental challenges
 - Access to civil legal services and education that protect both necessities and other fundamental needs
 - Language (availability of translation services or materials)

The grants to address these needs are awarded annually. Each year, organizations submit requests for funding which are reviewed by the seven-member CRC, a subcommittee of the CHS responsible for making human services funding recommendations to the Finance Committee and Select Board. The CRC consists of representatives from the community, as well as members of the Select Board, Finance Committee, Nantucket Planning & Economic Development Committee, and the CHS.

FUNDING ALLOCATION

The health and human services grant funding is part of the annual Town Special Appropriations. Related to Town human services needs and part of the Town Special Appropriations is the special purpose stabilization for substance abuse funding. The table below provides a summary of budgeted funding over the past five years. Substance abuse

funding is shown separately because it is a separate special purpose appropriation that may not be available in future years.

Table 2: Human Services Budgeted Funds, FY2020-FY2025

Funding Category	FY2020	FY2021	FY2022	FY2023	FY2024	% Increase FY2020 – FY2024
Health and Human Services	\$450,000	\$650,000	\$650,000	\$650,000	\$650,000	44%
Total (No Substance Abuse Funding)	\$450,000	\$650,000	\$650,000	\$650,000	\$650,000	44%
Substance Abuse	\$0	\$0	\$95,000	\$175,000	\$175,000	N/A
Total (with Substance Abuse Funding)	\$450,000	\$650,000	\$745,000	\$825,000	\$825,000	83%

In Fiscal Year (FY) 2024, the program allocated \$650,000 across 11 organizations, with a minimum grant of \$4,600 and a maximum grant of \$150,000. Funding history for the last six years, covering pre and post pandemic is shown in the table below.

Table 3: Human Services Grant Funding History, FY2019-FY2024

Organization	Purpose	FY2019	FY2020	FY2021	FY2022	FY2023	FY2024
A Safe Place	Domestic violence and sexual assault support	\$50,000	\$10,000	\$55,000	\$55,000	\$55,000	\$70,000
Artist Association of Nantucket	Art education	\$0	\$0	\$18,200	\$18,200	\$23,200	\$20,000
Cape Cod Mediation	Divorce mediation	\$0	\$1,365	\$2,579	\$0	\$0	\$0
Elder Services of Cape Cod and the Islands	Elder support	\$16,000	\$18,000	\$20,000	\$20,000	\$21,000	\$21,600
Fairwinds	Behavioral health	\$103,950	\$113,950	\$116,398	\$176,323	\$191,477	\$150,000
Health Imperatives	Low-income healthcare	\$50,000	\$60,460	\$75,000	\$90,000	\$120,000	\$150,000
Martha's Vineyard Community Services	Family support	\$18,000	\$18,000	\$18,000	\$18,000	\$18,000	\$17,154
National Alliance for Mental Health (NAMI)	Mental wellness	\$23,600	\$24,775	\$44,200	\$50,000	\$101,823	\$98,486
Nantucket Cottage Hospital Social Services Program	Support for issues arising during hospitalization	\$103,950	\$113,950	\$211,123	\$113,950	\$0	\$0
Nantucket Interfaith Council	Basic services	\$70,000	\$70,000	\$70,000	\$70,000	\$80,000	\$81,000
Sherburne Commons	Senior housing	\$0	\$0	\$0	\$0	\$0	\$17,160
Small Friends on Nantucket	Childcare and early education	\$10,000	\$15,000	\$15,000	\$15,000	\$20,000	\$20,000
South Coastal Counties Legal Services	Legal advocacy	\$4,500	\$4,500	\$4,500	\$4,600	\$4,500	\$4,600
Total		\$450,000	\$450,000	\$650,000	\$631,073	\$635,000	\$650,000

In past years, the Town has awarded between approximately 65% and 95% of funding requests¹, with 93% of requested funding awarded in FY2024. Overall, 65 of the 69 requests (93%) made between FY2019 and FY2024 received at least some funding, and 44 (64%) received full funding.

The following figure illustrates requested and funded amounts for the past six fiscal years.

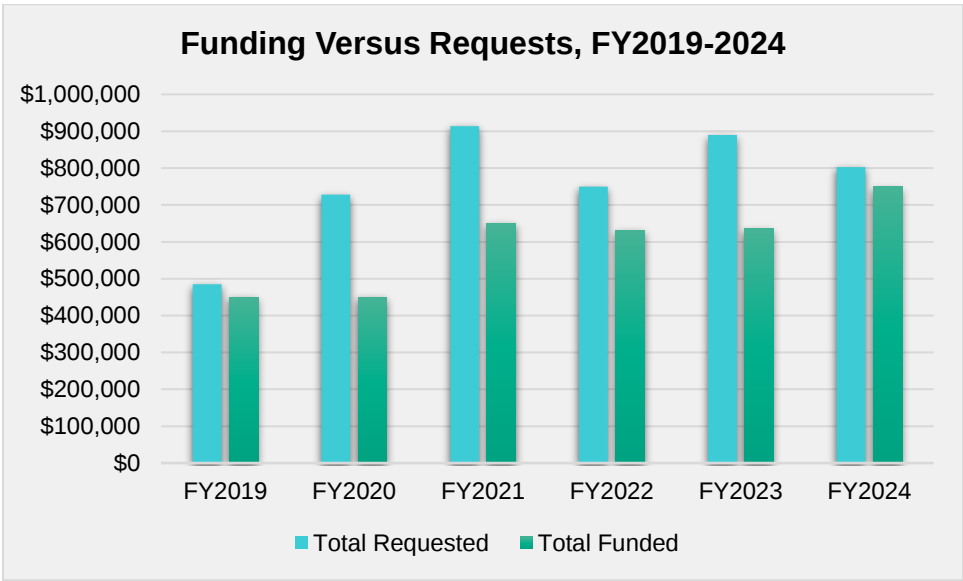


Figure 1: Requested Versus Awarded Funding, FY2019-2024²

STEPS IN THE HUMAN SERVICES GRANT PROCESS

The Human Services Grant process can be divided into five general sections: Pre-Application, Application, Evaluation, Contract, and Monitoring. The following information details how the Human Services Grant Process is intended to be carried out, per written procedure, and also identifies areas where current practice deviates from that policy.

Pre-Application

Timeline: September to October

Steps: Before the application begins each year, the CHS reviews the priorities of the Community Needs Assessment, with the intention of making updates as needed. In practice, however, the Assessment has not been updated since 2010. HSD staff also review and update the application requirements, develop a calendar and schedule for the CRC, and submit a request for grant funding to the Nantucket Finance Department. The funding request is based on the previous year’s funding, adjusted based on the availability of resources. During interview discussions, the project team learned that in practice the CHS does not formally review or update the Community Needs Assessment and HSD does not submit requests for funding changes alongside other departments in the annual budget development process. Rather, requests for funding are shared by the CRC later in the process (January to February) when summarizing an organization’s requested funding compared to recommended funding allocation that aligns with the proposed budget.

¹ The lowest percentage of requests were granted in FY2020 and FY2021, likely due to pressures associated with the COVID-19 pandemic.
² Funding requests and amount funded are sourced from funding history maintained by the Town.

Application

Timeline: November to December

Steps: The application process begins when HSD issues a Request for Proposals (RFP) for applicants desiring grant funding. Applicants have two weeks to submit their proposals. From there, HSD staff review the proposals for completeness and compile submission packets for the CRC. Elements required in the proposals include:

- Amount of funding requested
- Description of the project/program for which funding is requested
- Mission statement and organization history
- Program implementation time
- Demographics served by the program
- Support infrastructure (e.g., equipment, facilities) available for the program
- Needs served, and the methodology for determining those needs
- Program objectives
- Expected impact, and how that impact will be evaluated
- Details on partner organizations and other collaborative efforts
- Line-item program budget
- Role of volunteers in the program

Evaluation and Recommendations

Timeline: December to February

Steps: The CRC holds a series of weekly meetings in January and February of each year to review and evaluate the applications. Each member is assigned a list of applicants to evaluate in greater detail. Written policy states that these evaluations include a site visit, but in practice these visits are not common. The CRC also receives presentations from all applicants and has the opportunity to interview them on their proposals. There are no standard questions for the interview process.

After the review of applications and interviews, CRC members evaluate the applicants. In practice, there are no formal standards for how applications are evaluated. In the 2024 grant process, the Town implemented an evaluation rubric, included as Appendix A, which included the following criteria:

- **Description:** Completeness of the project description, including services provided, staff, cost, and potential issues.
- **Scope:** Scope of the population served by the program (highest priority given to programs serving the entire population)
- **Need:** Urgency of the need and lack of other resources addressing the need, along with measurable data demonstrating the need
- **Measurability:** Conciseness, demonstrability, and specificity of the objectives, along with clear success/fail outcomes
- **Collaboration:** Formal collaboration between more than two agencies
- **Volunteers:** Integration of volunteers and community members into the program

In the first year, this rubric was used as a guideline and other factors were also considered. Per the CRC's 2024 report, the group also considered other factors, including:

- How the services differ from those of other providers
- Sustainability of service delivery
- How budget deficits are addressed
- Whether the applicant has searched for other grants, funding, and/or insurance reimbursements
- Whether previous collaborations with other service providers have been effective
- Whether the provider reached its goals the previous year
- Whether the provider expanded services the previous year

The CRC members individually evaluate each application, then meet as a group to determine the amount to be allocated to each program based on the initial funding request and based on how the application scored. Per the CRC's 2024 report, "The allocation of funds is made with an understanding of the financial needs and means as outlined by the applicants."³

The CRC then prepares a report of the recommendations and presents to the Town's Finance Committee in March. Pending Finance Committee approval, the funding recommendations are submitted for approval at the annual Town Meeting. Applicants are formally notified of funding allocation during the contract phase described below.

Contract

Timeline: March to September

Steps: After funding allocations are finalized, HSD develops grant agreement terms based on a template from the Finance Department. Written Town procedures require applicants awarded partial funding, rather than the full amount requested, to submit any updates to the original application, but in practice this step is not completed. HSD works with applicants (informally) to understand adjustments to the application based on awarded funding and then coordinates with the Town's Finance Department and legal counsel to develop a grant contract as well as to establish reporting terms and an invoicing cycle. The applicant then signs the contract, and HSD submits the executed contract to Town Administration. Finally, the Select Board, the Town's elected governing body, authorizes the contract and the funding disbursement. The contracts are typically approved between July and early September, after which the organizations receive the first installment of funding.

Monitoring

Timeline: September to the following July

Steps: The programs receive a quarter of the allocated funding upon being awarded the grant, and then the remaining funding is disbursed quarterly throughout the year based on the requested reimbursement amount. Grant recipients are required to invoice the Town for quarterly funding needs. The recipient must also submit a quarterly report to the Town's Human Services Director before each quarter's funding is released. Per the grant contract, the report should provide a summary of services performed over the previous quarter, as well as a budget report with a balance sheet and expense and revenue details, including an explanation of any significant deviation from the budget. In practice, however, the information provided by grant recipients can vary and is not always complete.

Per CRC bylaws, the CRC meets quarterly to review reporting and approve quarterly disbursements. Town staff are responsible for disbursing payment upon CRC approval.

³ "CRC Report and Recommendations: FY2024 Human Services Grant Agreements." *Town of Nantucket*, Mar. 1, 2024.

PROCESS MAP

The following figures illustrate the current Human Services Grant process across five steps:

1. Pre-application (September to October)
2. Application (November to December)
3. Evaluation and Recommendations (January to February)
4. Contract (March to September)
5. Monitoring (September to the following July)

Steps that are included in written procedure but not completed in practice are shown in yellow.

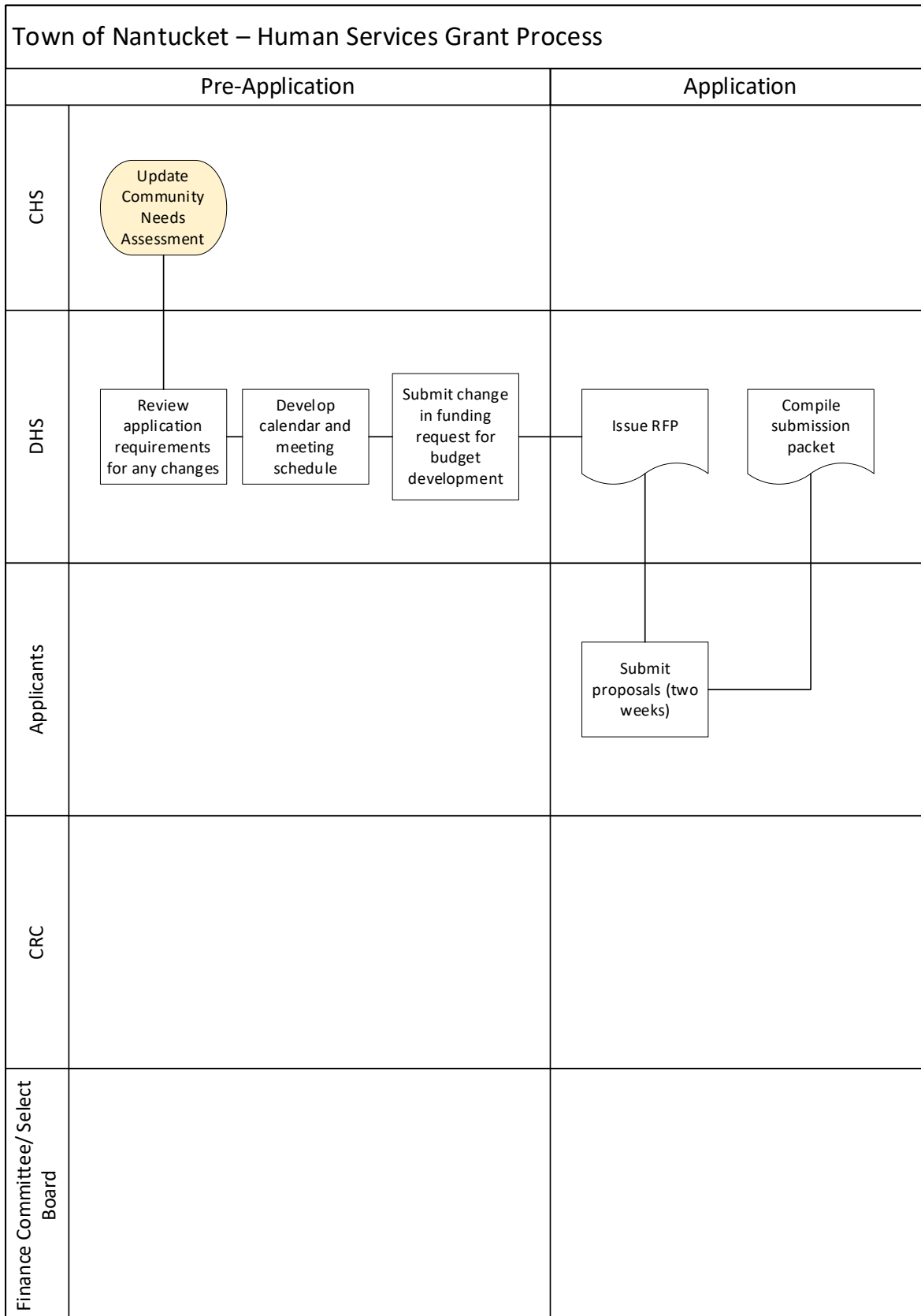


Figure 2: Human Services Grant Process Map (Pre-Application and Application)

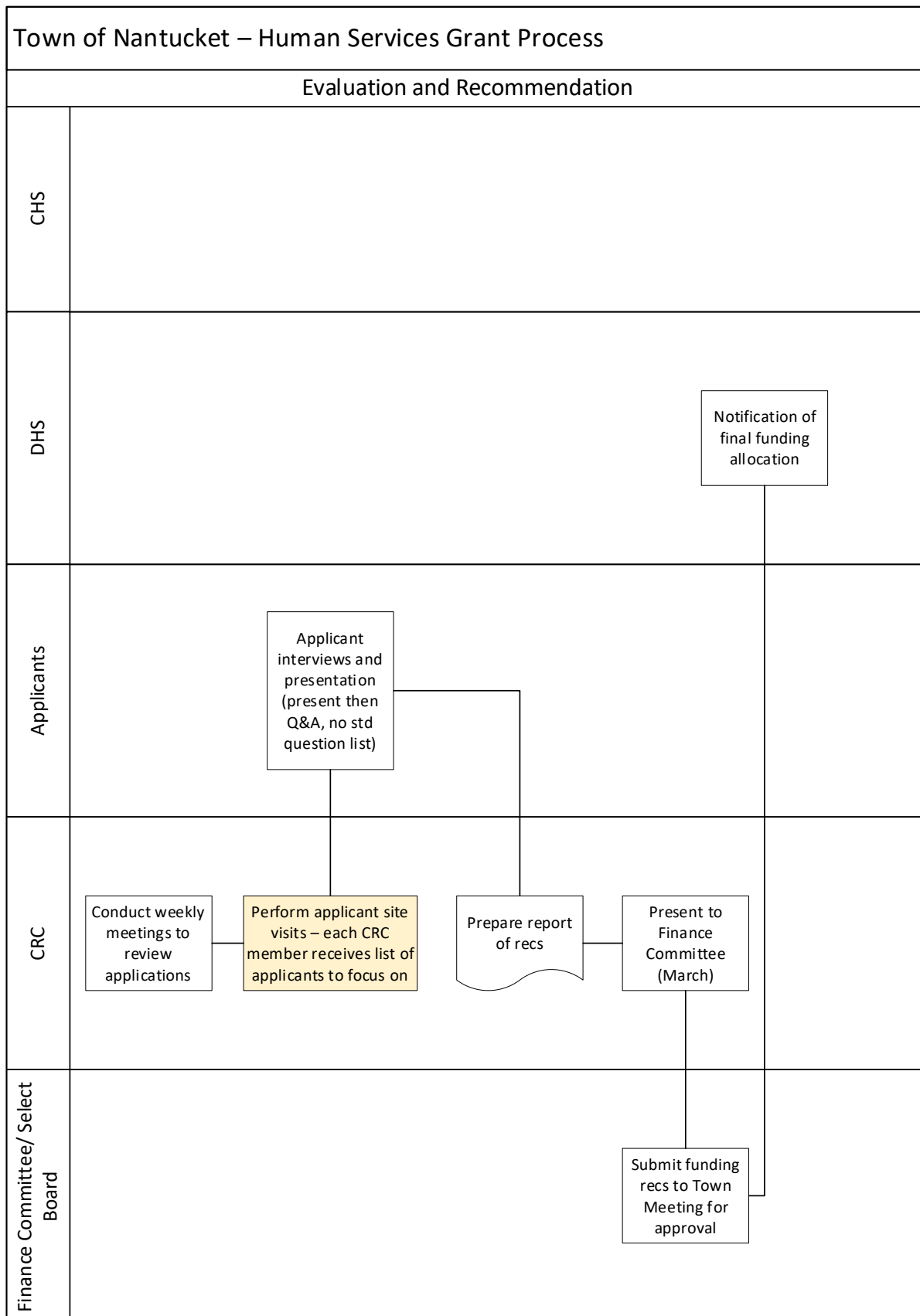


Figure 3: Human Services Grant Process Map (Evaluation and Recommendation)

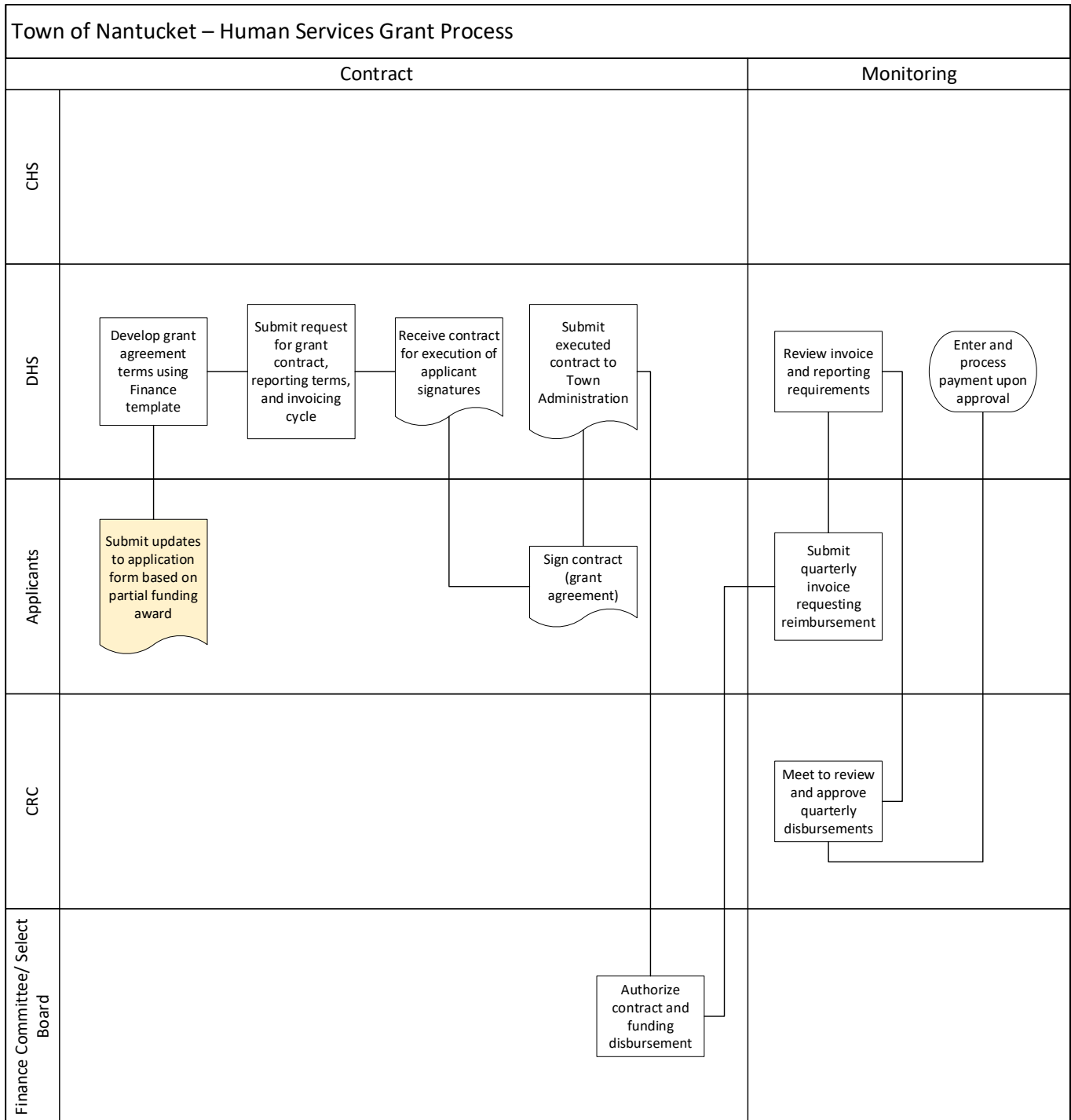


Figure 4: Human Services Grant Process Map (Contract and Monitoring)

Benchmarking Summary

As part of the grant process review, the project team conducted benchmarking research for identified communities including demographic information, staffing, and elements of Human Services grant programs. Programs in five towns from Massachusetts and Connecticut were reviewed: Falmouth MA, Greenwich CT, Harwich MA, Mashpee MA, and Provincetown MA. In benchmark communities where information could not be entirely sourced online or through its website, the project team contacted relevant department heads and conducted interviews. Staff from Falmouth MA, Greenwich CT, and Mashpee MA agreed to interviews with Raftelis for the purpose of this project.

Benchmarking can be useful in providing context for how other organizations operate and provide services. Other organizations may make use of new and different approaches that can be replicated. However, apples-to-apples comparisons are often difficult given the geographic, operational, political, economic, and other differences between communities and regions. Although benchmarking context is useful for identifying new ideas and strategies, it is important to note that this benchmarking review does not include an evaluation of how well organizations are operating grant programs.

Benchmark Community Demographic Overview

Table 4 compares key demographic information for Nantucket and for the benchmark communities, with all information obtained from the United States Census Bureau 2018-2022 American Community Survey (ACS) estimates.

Table 4: Benchmark Community Demographic Summary

Community	Population ⁴	Median Household Income	Median Home Value	Population Below Federal Poverty Level
Falmouth, MA	33,104	\$89,809	\$522,900	8.5%
Greenwich, CT	63,638	\$185,850	\$1,586,900	4.9%
Harwich, MA	13,647	\$82,851	\$568,800	5.2%
Mashpee, MA	15,468	\$90,465	\$468,600	5.1%
Provincetown, MA	3,664	\$91,447	\$772,200	12.9%
Nantucket, MA	14,421	\$135,590	\$1,265,000	4.9%
Benchmark Median	15,468	\$90,465	\$568,800	5.2%

The median population of these communities is similar to Nantucket's population of approximately 14,500. However, Nantucket has a higher median income and housing value than any community except Greenwich. Nantucket and Greenwich also have the lowest poverty levels among the group. Additional demographic characteristics are presented in the table below. The characteristics were selected as proxy indicators for potential human services needs in a community. Nantucket is more diverse than the comparator communities including a higher percentage of foreign born residents. Additionally, the youth population is nearly double the benchmark median. Across all demographic indicators, Nantucket is most closely aligned with the Town of Greenwich, Connecticut.

⁴ Based on the 2022 United States Census Population Estimates Program

Table 5: Benchmark Community Demographic Characteristics

Community	Disability	Race (non-white)	Foreign Born	Age 65+	Age 0-17	Rent Burdened Units (>30% of income)	Education (High School Graduate or Less)
Falmouth, MA	16.2%	17.2%	8.2%	44.6%	9.9%	54.6%	22.7%
Greenwich, CT	8.9%	25.5%	21.5%	19.2%	23.0%	47.6%	19.1%
Harwich, MA	12.2%	6.7%	4.8%	35.3%	12.5%	51.2%	25.3%
Mashpee, MA	11.7%	12.4%	5.4%	31.0%	15.7%	56.5%	26.4%
Provincetown, MA	20.8%	19.2%	10.1%	28.3%	8.3%	65.4%	15.0%
Nantucket, MA	10.3%	25.0%	13.1%	16.0%	22.9%	35.7%	19.9%
Benchmark Median	12.2%	17.2%	8.2%	31.0%	12.5%	54.6%	22.7%

Benchmark Community Grant Programs

PROGRAM OVERVIEWS

Comparison data on the staffing, selection, and eligible recipients for grant programs in the comparator communities are summarized in Table 6. Information is from program information made publicly available on the websites and conversations with their staff.

Table 6: Benchmark Community Grant Program Overview

Community	Department Responsible	Primary Entity Evaluating Grant Recipients	Eligible Grant Recipients
Falmouth, MA	Human Services	Human Services Committee	Recognized non-profit organizations, agencies, or partnerships that provide projects, programs and services that address unmet human services needs in the community.
Greenwich, CT	Human Services	Human Services Board	Town Department of Human Services sponsors and appropriates annual funding to an external entity that administers the Community Partnership Program (CPP). The CPP priority service areas include education, housing, medical/behavioral health, and personal safety.
Harwich, MA	Cultural Affairs/ Administration	Select Board	Non-profit organizations providing a human services-related program that directly benefits the residents of the Town of Harwich.
Mashpee, MA	Human Services	Human Services Committee	Organizations and programs that service Mashpee residents throughout the Cape. They do not need to be located in Mashpee; they just need to serve Mashpee residents.
Provincetown, MA	Human Services	Select Board	Human Services programs addressing the following needs: mental health; substance abuse; services for children, teens, families-at-risk, and older adults; domestic violence; legal services; housing and hunger; HIV and chronic care; services for people with disabilities; and services for Minoritized Communities.
Nantucket, MA	Human Services	CRC	Service providers helping meet fundamental needs in the community.

While details vary from community to community, Nantucket generally has a similar structure for grant staffing and administration as other communities, as well as a similar definition of eligible grant recipients. Most communities also hold only one grant cycle per year and award grants to multiple organizations. However, Nantucket provides significantly more funding per capita than other communities, including 777% more than the median, and 308% more than Greenwich which is demographically most similar. The table below provides additional detail for benchmark agency grant programs.

Table 7: Benchmark Community Grant Program Overview

Community	Grant Cycles per Year	Total Disbursement (Most Recent Cycle)	Total Grants (Most Recent Cycle)	Funding per Capita
Falmouth, MA	1	\$139,500	5	\$4.21
Greenwich, CT	Continuous funding	\$891,400	Not applicable	\$14.01
Harwich, MA	1	\$83,250	14	\$6.10
Mashpee, MA	1	\$46,092	11	\$2.98
Provincetown, MA	1	\$100,800	17	\$27.51
Nantucket, MA	1	\$650,000	11	\$45.07
Benchmark Median	1	\$100,800	11	\$6.52

PROCESS COMPARISON

The following includes a comparison of processes between Nantucket and the communities researched as part of this evaluation. The comparison outlines different elements of the grant cycle, where they are similar, and where they substantially differ. Based on the process comparison, the Nantucket HSD appears to operate its grant program similarly to the selected communities.

Funding Cycles

Nantucket, Mashpee, Provincetown, and Harwich all operate their respective grant programs on an annual funding basis. Falmouth utilizes a mixed system that allows grantees to apply for up to two years of funding for specific categories of need. Once selected, grant funds are earmarked for the awardee for up to two years. However, different categories of need with different levels of funding are available each year, meaning that Falmouth still grants funds annually, but not always for each area of need. Greenwich operates most uniquely among the benchmark communities. The community partnership program is sponsored by the Department of Human Services; however, the funding is administered by a separate agency from the town. The town appropriates funding annually to the external entity, that also coordinated fundraising efforts among local businesses and non-profits. The program seeks to create a supportive network in a coordinated and effective manner.

Application Process

Nantucket, Provincetown, Harwich, and Falmouth all issue RFPs to solicit applications for grant funding. These RFPs are publicly advertised and follow each municipality's standard public procurement guidelines. RFPs describe required documentation, the evaluation process, the award process, and application due dates. Nantucket requires multiple hard and electronic copies of applications. Harwich requires four hard copies and does not accept electronic copies of applications. Provincetown accepts online applications. Falmouth accepts either electronic or hard copies of applications. The application window ranges from about one month to four months and can vary for some communities based on public noticing, public meeting schedules, and internal workload. All communities that issue RFPs provide technical assistance by answering applicant's questions prior to the application due date. No other technical assistance is provided to applicants.

The Greenwich Human Services Department does not solicit applications given its unique structure. Instead, it continually accepts community donations and provides an annual contribution in the Town budget that fund a set of pre-established initiatives and services provided by the external entity.

Mashpee's grant solicitation process is also unique as it does not issue RFPs, instead utilizing established relationships with approximately 12 community non-profit partners that serve residents of Mashpee. These grants range between \$899-\$11,000 and were designed to create and establish a relationship with agencies that serve Mashpee residents. If a new or existing organization that serves Mashpee residents is interested in receiving grant funds, the organization can speak directly with the Mashpee Human Services Department to be considered in its annual funding cycle.

Evaluation and Award Process

The evaluation process for grant applications follows a similar format in Nantucket, Mashpee, Provincetown, Harwich, and Falmouth. Each community utilizes a designated committee to evaluate grant applications based on set criteria utilizing a rating system that aligns with defined community needs. However, each community varies slightly in how the evaluation format is administered. For example, the Provincetown Human Services Committee conducts an internal review in session, but this review is followed by oral presentations to the committee by applicants. This step is followed by a public meeting and discussion open to all residents. The final step in the process is an annual Town Meeting where award decisions are voted on and announced by the Town's elected body. This process takes about four months to complete. In Mashpee, the Human Services Committee makes a recommendation to the Town Manager and Finance committee based on a committee review of applications. After deliberation, the Town Manager brings final recommendations to the Select Board for approval.

The evaluation criteria utilized by each committee relate to categories of need, like the Nantucket CNS. However, some communities appear to update their categories of need to reflect both ongoing and emergent areas of need. For example, the Falmouth Human Services Committee updates their areas of need annually to reflect ongoing needs, such as homeless prevention, and emergent needs, such as increasing isolation and loneliness. These are identified by the committee in coordination with the Falmouth Human Services Department. In Falmouth, proposals are reviewed by the Human Services Committee and department before making recommendations to the Town Manager, who makes final funding decisions. In Mashpee, a formal evaluation rubric is not utilized. In Provincetown, applications are evaluated by the Human Services Committee utilizing a scored rubric with specific evaluation criteria. The criteria include need, services, budget, interrelatedness with other services, evaluation, and reporting. The Provincetown evaluation rubric can be found in Appendix A. Of note, in communities where formal evaluation rubrics are used, the use of scoring varies, including in Falmouth and Harwich, where scoring is not utilized as part of the evaluation rubrics.

Table 8: Benchmark Community Grant Program Evaluation

Community	Application Format	Formal Rubric Used?
Falmouth, MA	RFP	Yes
Greenwich, CT	No RFP; utilizes a continuous funding model through an external entity	No
Harwich, MA	RFP	Yes
Mashpee, MA	No RFP; relies on established relationships	No
Provincetown, MA	RFP	Yes
Nantucket, MA	RFP	Partially

CONTRACTING AND COMPLIANCE MANAGEMENT

Each community requires a signed contract between the grantor and grantee. Contract terms vary between community, but each requires compliance, including reporting. Neither Nantucket, Mashpee, Falmouth, or Greenwich utilize a software solution for compliance management, with each electing to manage compliance internally with staff. No information was available on whether Provincetown or Harwich utilize a software solution for compliance management.

Compliance management is conducted differently and to varying degrees between each community. For example, Falmouth requires a mid-year and year-end report. These reports must include the details of the services provided, number of Falmouth residents served to date, barriers encountered, and any adjustments made as a result, and proposed plans for sustaining the project, program, or service, and benchmarks or outcomes attained. Provincetown also maintains reporting requirements, but these are determined within the grant agreement after the award is announced. Harwich requires a quarterly and final report that describes the completion of grant activities as proposed in the application. The submission of these reports is required to receive reimbursement and can be subject to quality assurance checks.

Several best practices exist for grants administration and reporting, including from local and federal agencies such as the Government Finance Officers Association (GFOA), the Health Resources and Services Administration (HRSA), and Grants.gov. Grant reporting best practices generally includes progress reports that document expenses and project impact throughout the duration of a project. Site visits and technical assistance from the granting agency can also be conducted and awardees may be subject to a single audit to ensure compliance with the terms of a grant. Standard forms for compliance are also a best practice, including forms for reimbursement requests, financial reporting, and progress reports. Financial reporting oversight should include a clear distinction between allowable and unallowable expenses and denote which entities incur the expense, which can include the prime awardee (the original grantee) and sub-awardee(s). Financial reporting should also comply with Generally Accepted Accounting Principles (GAAP). All grants should be properly documented and managed, if possible, by a central grants management function.

Applicant Survey Results

The project team engaged former applicants and/or recipients of the Grant Program to understand their perspective on the application and reporting processes; the survey received 17 responses from representatives of 14 organizations.

Generally, the feedback from the respondents was positive about the process overall, although it is important to note that all respondents have received funding in recent years, which may impact perceptions. (Organizations that did not receive funding were invited to complete the survey but did not respond.) As illustrated in the figure below, nearly 70% or more of respondents agreed or strongly agreed that the process is fair, that applicants are prioritized appropriately, that the application process is effective, that the application materials are effective, and that the reporting process is effective.

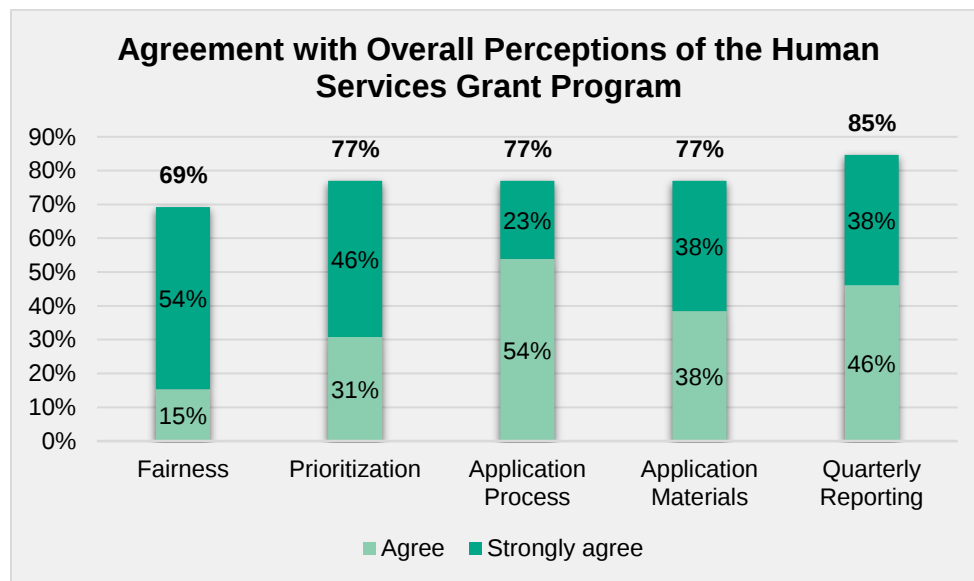


Figure 5: Summary of Overall Perceptions

It is worth noting that nearly 30% of respondents disagreed that the process is fair. When asked an open-ended question about the process's fairness, the most common critique expressed by survey respondents was a potential lack of objectivity, with some discussing a concern that members of the committee are perceived as treating some applicants more favorably than others.

The following sections discuss the survey results in greater detail.

OVERVIEW OF RESPONDENTS

Organizations with participating respondents included:

- Alliance for Substance Abuse Prevention
- Cape Cod Mediation
- Elder Services of Cape Cod and the Islands
- Fairwinds (three respondents)
- Health Imperatives

- Nantucket Boys & Girls Club
- Nantucket Cottage Hospital Social Services Program
- Nantucket Dreamland
- Nantucket Interfaith Council
- Nantucket S.T.A.R. (Sports and Therapeutic Accessible Recreation)
- National Alliance for Mental Health (NAMI)
- A Safe Place
- Small Friends on Nantucket (two respondents)
- South Coastal Counties Legal Services

All of the organizations listed above have received funding from the Grant Program over the last five years. Applicants who have not received funding were also invited to respond, but none chose to participate. More than half of respondents have been with their organizations for five years or more, as illustrated in the following figure.

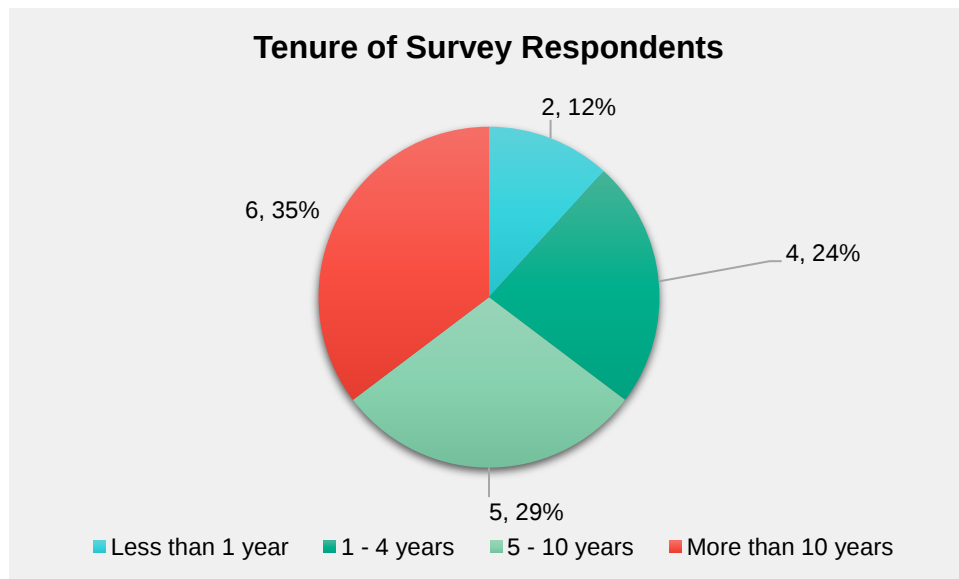


Figure 6: Tenure of Human Services Grant Survey Respondents

Respondents were also asked to select what services their organization provides to the community. The full list of services is shown in the following table, along with the number of respondents selecting each service. Education, Substance Use, and Youth Services were the most well-represented services, followed by Mental Health. Respondents could select more than one option, so the percentages do not add up to 100%.

Table 9: Survey Respondents by Services Represented

Service	Number of Respondents	Percent of Respondents
Education	6	33%
Substance Use	6	33%
Youth Services	6	33%
Mental Health	5	28%
Food Assistance	4	22%

Service	Number of Respondents	Percent of Respondents
Healthcare	4	22%
Childcare	2	11%
Language Services	2	11%
Legal Services	2	11%
Utilities Assistance	2	11%
Adaptive Recreation	1	6%
Domestic Violence Prevention	1	6%
Elder Care	1	6%
Housing	1	6%
Mediation Services	1	6%
Medical Travel Assistance	1	6%
Women, Infant, and Children (WIC) Program Administration	1	6%

OVERALL PERCEPTIONS OF THE GRANT PROGRAM

Respondents were given five positive statements about the Grant Program and asked to rate their agreement with each statement on a four-point scale of strongly agree to strongly disagree. Respondents also had the opportunity to provide open-ended comments on each statement. Themes from the comments are summarized below.

Fairness

The first statement that respondents reacted to was, “The grant evaluation and recommendation process is fair.” Overall, 69% of respondents either agreed or strongly agreed with the statement, as illustrated in the figure below.

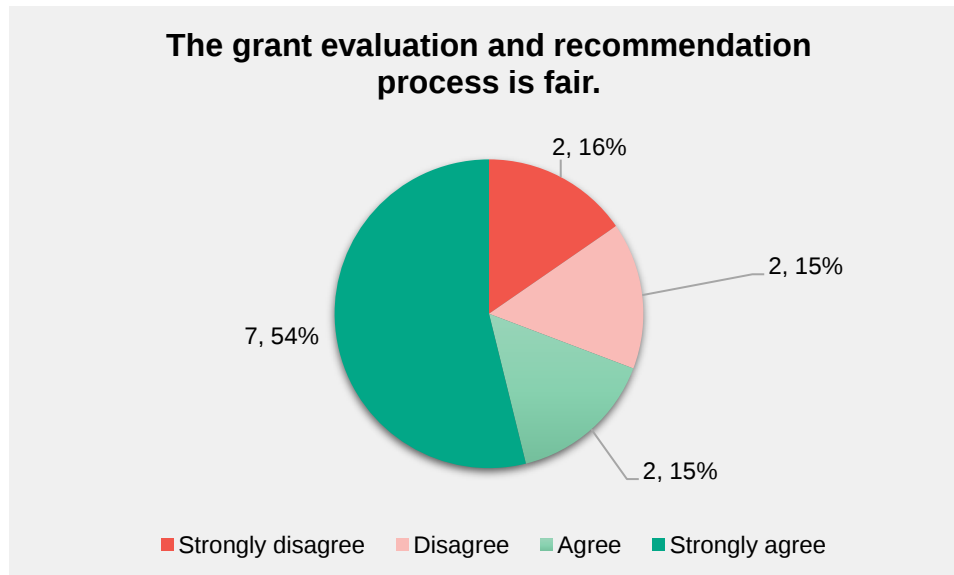


Figure 7: Survey Responses on Fairness

A total of eight respondents provided input on the process's fairness. Half of the respondents provided general positive comments about the process, with one individual writing, "The committee does a careful job assessing the grant applications." Among the other respondents, the most common critique mentioned by three commenters is their perception that the process may not be objective, and that some members may be biased for or against particular applicants. One respondent writes, "I think that the process is not objective and is skewed toward favorites of the members of the committee."

Prioritization

The second statement that respondents reacted to was, "There is a clear relationship between the community needs assessment and grant funding priorities." More than three quarters of respondents expressed agreement, as illustrated below.

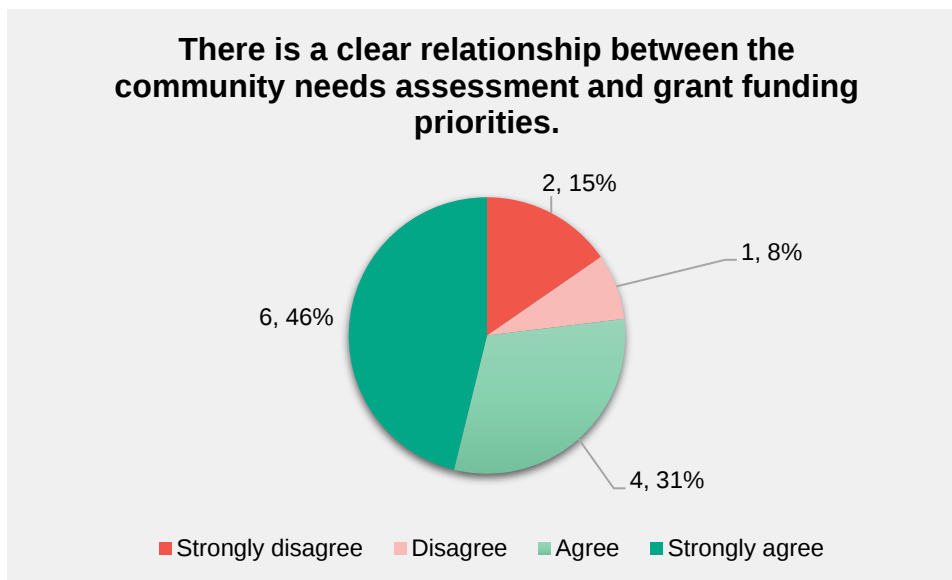


Figure 8: Survey Responses on Prioritization

Four commenters provided open-ended responses on the topic of prioritization. Three of the responses were generally positive, with one respondent writing, "We see the clear relationship between the [Community Needs Assessment] and grant funding priorities. I feel even more strongly about this after learning about the other organizations who have received funding from this grant, all of which are addressing well documented areas of need on Nantucket." One other respondent expressed concerns that the needs are not being assessed objectively.

Application Process

The third statement that respondents reacted to was, "The application process is easy to navigate." More than three quarters agreed with the statement, and no respondents strongly disagreed, as illustrated below.

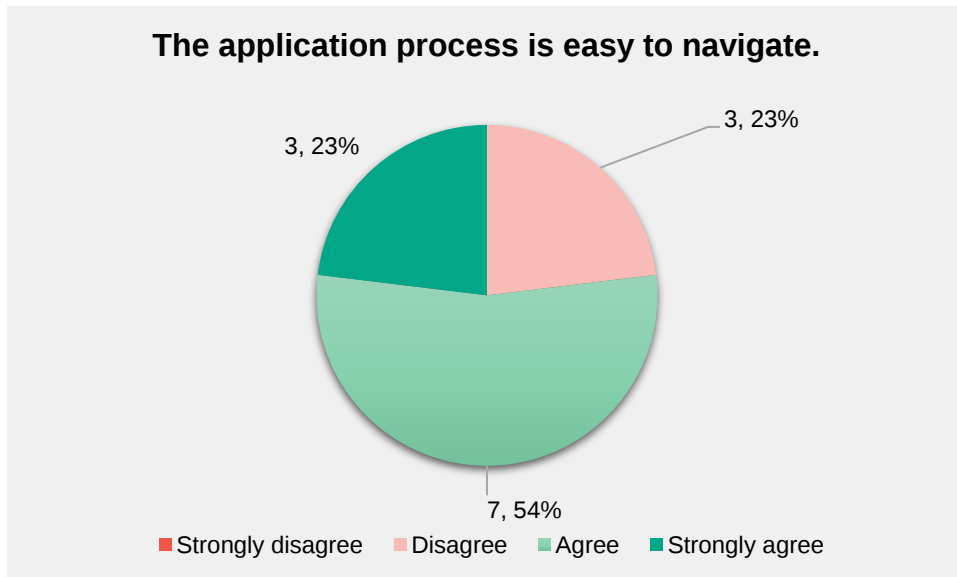


Figure 9: Survey Responses on the Application Process

The most common critique expressed by the seven respondents who provided open-ended comments is that communication on the application process can be confusing or incomplete. One respondent writes, “The specific data needed for a successful application is often vague and open to interpretation, which can lead to discrepancies between what is submitted and what is expected during the interview process. This lack of clarity hampers the ability of grant writers to effectively meet the criteria, ultimately undermining the fairness and transparency of the process.”

Application Materials

The fourth statement that respondents reacted to was, “The Town provides appropriate materials and information about the process to help inform your application submission.” Again, more than three quarters agreed with the statement, as illustrated below.

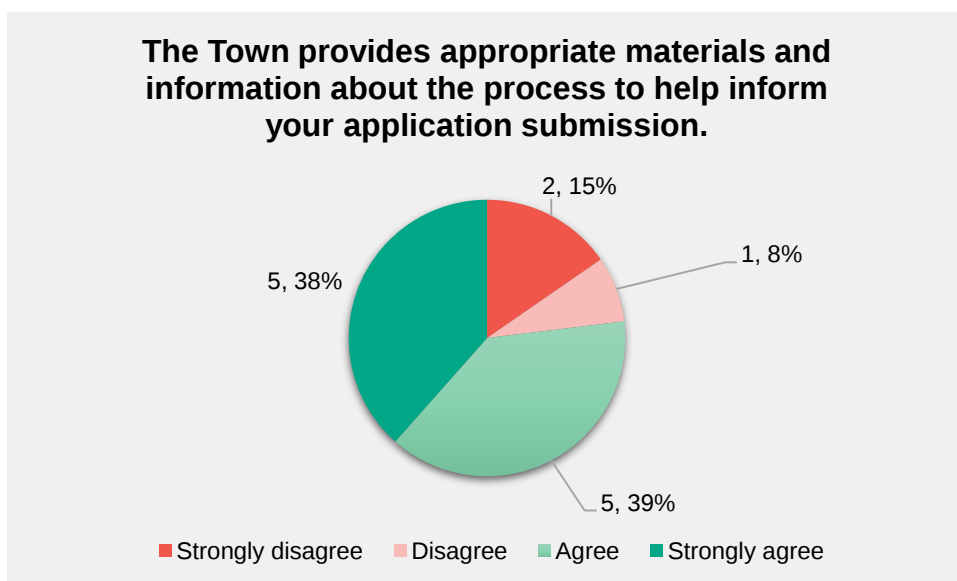


Figure 10: Survey Responses on the Application Materials

Four out of the six individuals who provided additional input had positive comments, with one writing, “The Town was very supportive and always ready to answer questions.” Among the other comments, one discussed a desire to have a more defined timeline for the process, beyond date of submission, and another expressed a need for more training.

Reporting Requirements

Finally, the fifth statement that respondents reacted to was, “The quarterly reporting requirements are easy to understand.” A total of 85% of respondents agreed with the statement, as illustrated below.

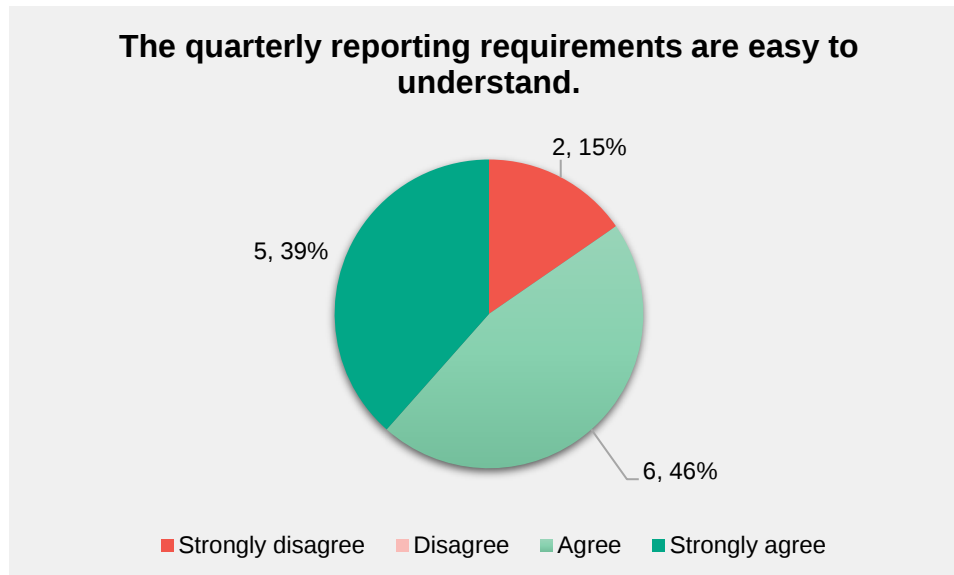


Figure 11: Survey Responses on Reporting Requirements

Three of the five open-ended comments were positive, with one individual writing, “I had no problem understanding the reporting expectations.” Another comment expressed a desire for a template and examples to better define what reports should look like, and the final comment requested more advanced notice of reporting due dates.

WORKLOAD ASSOCIATED WITH THE GRANT PROGRAM

Respondents were asked several questions to understand the workload involved in grant application and reporting. They were first asked to estimate the average time that their organization spends preparing grant application materials. The majority of respondents reported spending between four and 20 hours per cycle, as illustrated below.

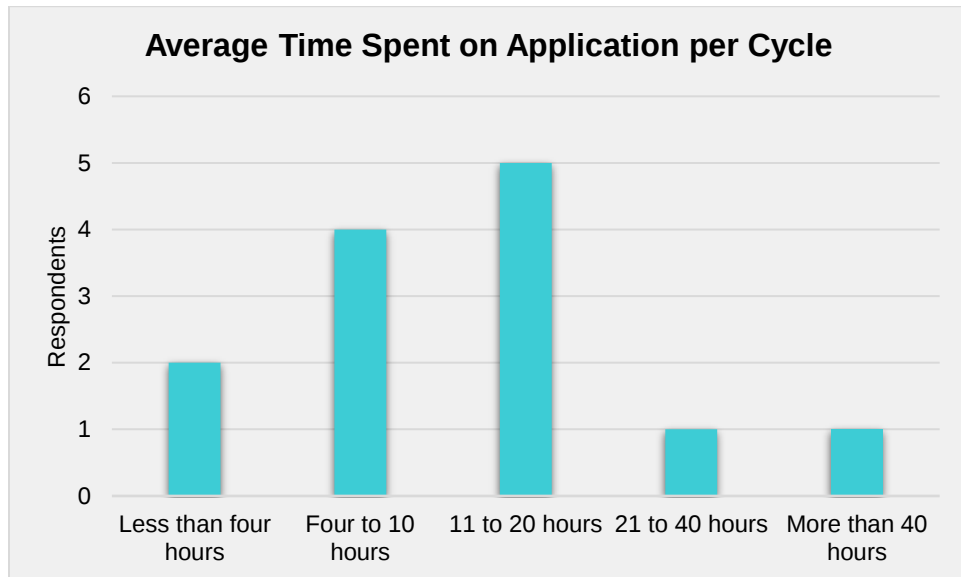


Figure 12: Average Time Spent on Application Materials per Cycle

Respondents were also asked how much time their organization spends each quarter on fulfilling grant reporting requirements. Most respondents spend less than four hours per quarter, and none spend more than 10 hours, as illustrated below.

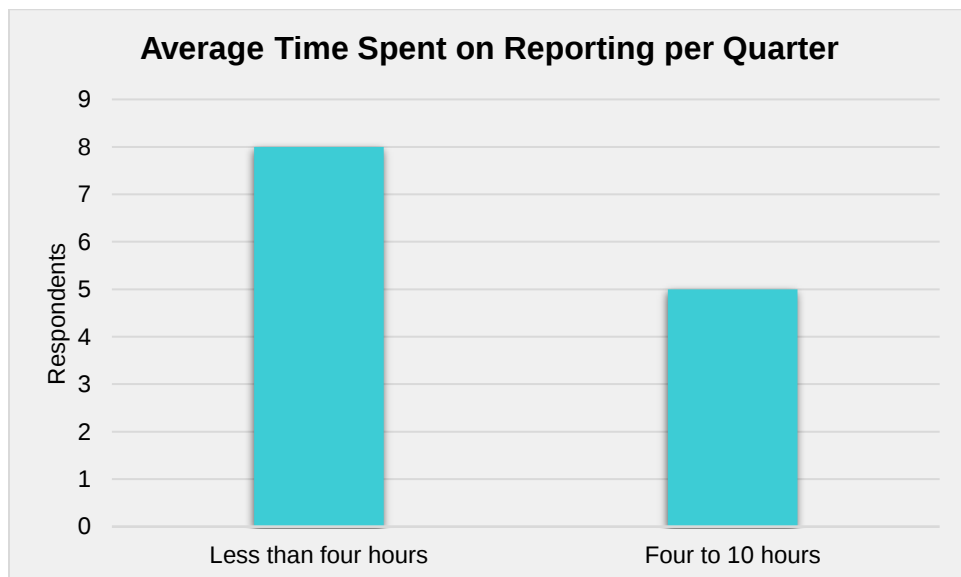


Figure 13: Average Time Spent on Reporting per Quarter

Finally, respondents were asked how many people in their organization are involved with grant administration, including accounting, compliance, and reporting. The number of individuals varies across organizations, as illustrated below.

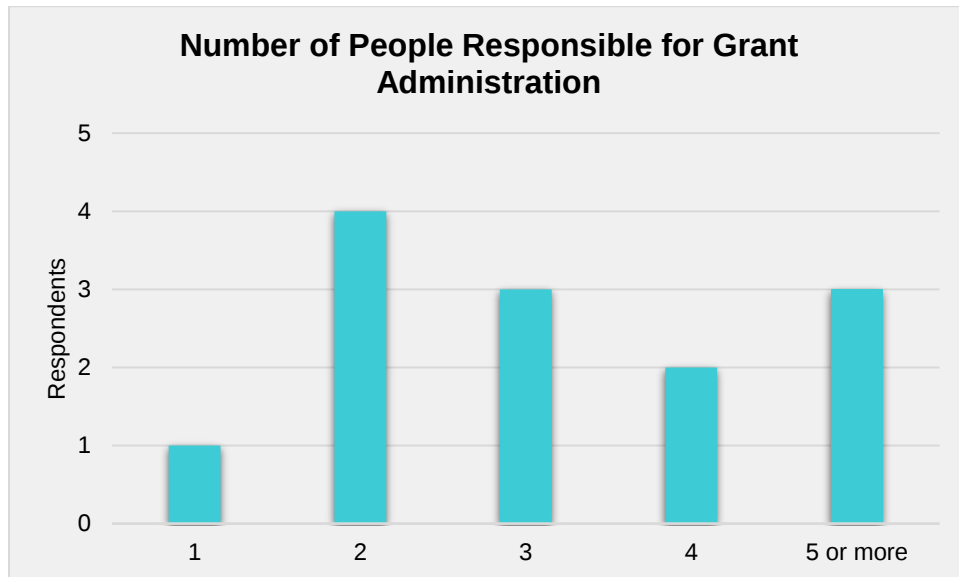


Figure 14: People Responsible for Grant Administration

PROCESS EVALUATION

Respondents were given a list of steps in the grant process (Pre-application, Application, Evaluation, Interview, and Reporting) and asked to select which step is most difficult, which step has the most opportunity for improvement, and which step is the simplest or most straightforward.

Nearly half of respondents selected the Interview process as both most difficult and having the most opportunity for improvement, as illustrated below. Respondents were most likely to select the Reporting step as being simple.

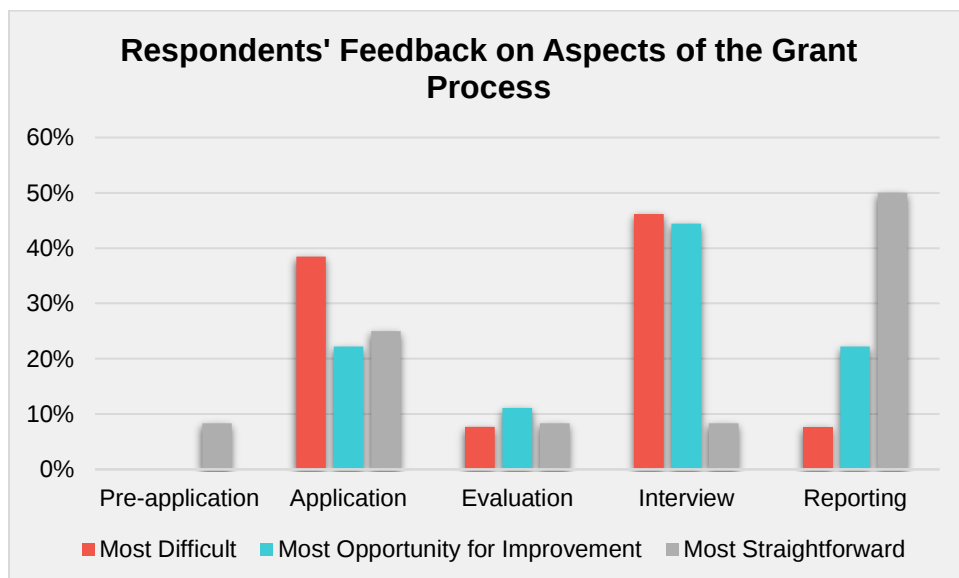


Figure 15: Perceptions of Steps in the Grant Process

Most Difficult

Six respondents, or 46%, selected the Interview phase as the most difficult in the process. Several respondents provided additional context in open-ended comments. Two expressed concerns that the interview process is unfair. One respondent writes that “Not every group is asked the same questions and sometimes favoritism shows through.” Two respondents also discussed instances when members of the evaluation committee stated incorrect information about their organizations in a public meeting, without them having an opportunity to respond.

A total of five respondents, or 38%, selected the Application phase being most difficult. Only one respondent provided additional context in an open-ended comment, writing that “the application definitely took the most time and effort.”

Most Opportunity for Improvement

The most common stage selected as having opportunity for improvement was the Interview phase. In open-ended responses, one identified the overall organization of the process as an opportunity for improvement, citing an example of interviews running late and overlapping each other. Another again expressed the perception that the process is unfair, and a third again discussed wanting opportunities to respond when the committee cites incorrect information.

Most Simple and Straightforward

Half of respondents selected the Reporting phase as being the simplest and most straightforward. In comments, many categorizes the process as simple and easy to understand.

FINAL COMMENTS

In the final survey question, respondents had the opportunity to provide any other comments on the grant process. Four respondents provided input. Two used the opportunity to thank the Town for the program. Another suggested additional training for members of the CRC. Finally, one recommended that members of the Committee be rotated regularly to help ensure fairness.

Process Recommendations

The following sections discuss recommended changes to the Human Services Grant process. The changes are intended to maximize the efficiency and transparency of the program and help ensure that funds are meeting the island's most pressing needs.

A key focus of the process recommendations is improving the efficiency of the overall grant process. The first set of recommendations focus on the oversight bodies involved with this program. Nantucket is unique in having both a primary policy setting body (CHS) and a sub-committee (CRC) responsible for funding recommendations. While this has been a longstanding practice, the roles and responsibilities for each oversight body have become somewhat ambiguous resulting in a need to clarify and potentially streamline roles and expectations. Once roles and responsibilities have been clarified, the next set of recommendations consider process improvements to align with the oversight model. This includes enhancing the policy setting process and standardizing the CRC's evaluation approach.

While an annual RFP process is common practice for this type of grant program, the time between application and receiving grant funds can be up to approximately eight months, as described in the Steps in the Human Services Grant Process section above. This not only represents a significant time commitment for board and committee members and Town staff, but also means there is a long delay between when an organization expresses a funding need and when those funds become available. The grants management recommendations consider opportunities to reduce the administrative workload for grants management by considering a multi-year grant cycle for certain organizations and standardizing how organizations report progress to the Town.

OVERSIGHT

Recommendation 1: Convene a workshop to clearly define roles and responsibilities for oversight bodies involved with the Human Services Grant process.

There are currently four different boards and commissions involved in the grant process, as illustrated in Figure 2. The CHS serves as the policy arm, responsible for establishing the Community Needs Assessment and updating it as necessary. The CRC maintains funding oversight, and is responsible for evaluating applications, making funding recommendations, and monitoring grant contracts. The Finance Committee is responsible for evaluating CRC funding recommendations, ensuring that they align with the Town's financial policies, and submitting the funding amounts for approval at the annual Town Meeting. After the funding is approved, HSD, with support from the Finance Department, drafts the contracts and circulates them to grantees for signatures. Finally, the Select Board is responsible for ultimately approving the grant contracts, which are then signed by the Town Manager.

The mission of the CHS is to make recommendations for the provision of human services and coordinate efforts of existing organizations. The CRC is technically a subcommittee of the CHS, but membership is entirely different with the exception of two CHS appointees. CHS is intended to recommend human services policy, but the primary tool used for carrying out that policy is the human services grants, and the CHS currently has no role in that process except for establishing a general Community Needs Assessment that offers limited direction on how funds should be allocated (see Recommendation 2). As a result, the CRC has in effect become the primary entity making human services recommendations. This likely contributes to the perception, reported in interviews, that there has historically been less volunteer interest in the CHS than the CRC. It is also likely one of the reasons why the CHS remained dormant for several years; the Town website shows no CHS meetings were held in either 2018 or 2019.

It is important for the Town to clearly define the distinct role of each entity involved in the grant process, including the appropriate role of staff support. It is recommended that the Town convene a governance workshop with representatives from the CHS, CRC, Town Human Services staff, Town Administration, the Finance Committee, and the Select Board to discuss the appropriate structure for human services committees and the grant process moving forward. The purpose should be to review the current scope and charter for each group, evaluate how effectively these charters align with actual practice, and discuss opportunities to streamline the process in a way that preserves the volunteer-based community oversight desired.

The group should also define what the administrative responsibility of Town staff should be to support these human services efforts. Historically, staff report, the Town had provided many of the services funded through grants via its own in-house Human Services Department, but after the Great Recession of the late 2000s, the Town made the determination to reduce the size of its internal function and instead partner with nongovernmental service providers. It is important to again consider the appropriate role of Town staff in providing human services, and where the division of responsibility should lie between the Town and oversight bodies involved in the grant process.

A second area of focus should be the relationship between the CHS and CRC, and consideration of whether one oversight body can oversee human services policy and funding recommendations. Both entities were created by the Select Board and adopted in the Town Bylaws, and the appropriate next steps for the two entities is a policy decision for Town leadership. It is vital to consider all perspectives when making that determination. If the two groups remain separate, the workshop should reaffirm CHS’s role as a policy body, responsible for public hearings and outreach on human services matters. The CRC’s focus, in contrast, should be narrow and focus only on funding recommendations that align with policies recommended by the CHS and adopted by the Select Board. Likewise, if a single entity is desired, the composition of volunteer members should be carefully considered to represent both policy and financial oversight responsibilities.

The following figure illustrates the general recommended division of responsibilities if the CHS and CRC remain separate entities.

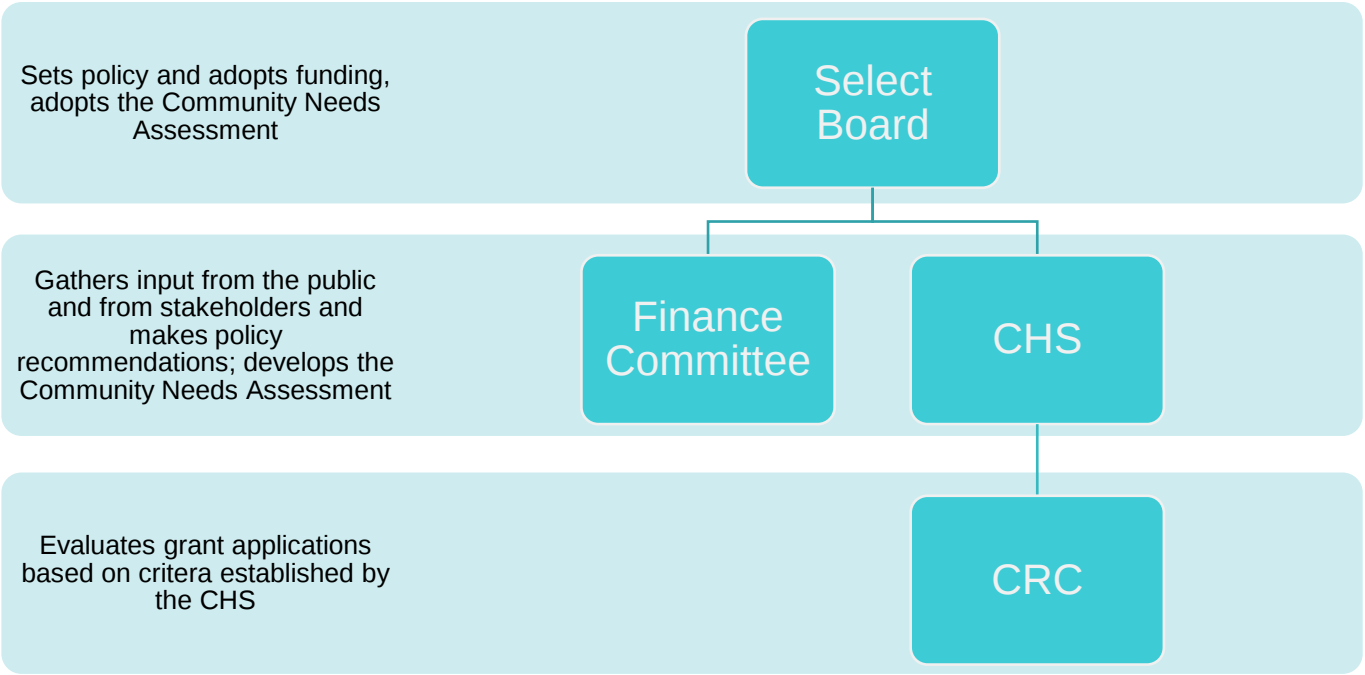


Figure 16: Recommended Division of Responsibilities for Boards and Committees

Based on the outcome of the workshop, Town Administration should make a recommendation to the Select Board on appropriate next steps. It is important to note that making significant changes, like merging the CHS and CRC, would require amending the Town bylaws.

The workshop should also clarify the role of chairs, committee members, and staff. Boards and committees are volunteer positions, and if serving on a board or committee is too great of a time commitment it may preclude qualified individuals from serving. Recommendation 4 discusses specific process changes to better distribute responsibilities.

Finally, part of this workshop should be reaffirming the requirement of all board and committee members, as well as Town staff, to adhere to the ethics requirements detailed in the Town of Nantucket Committee Handbook. Per the Handbook, “Members of municipal Committees are considered municipal employees under the Conflict of Interest law, subject to the provisions of Chapter 268A of the Massachusetts General Laws (MGL), which is enforced by the State Ethics Commission.”⁵ Per the Handbook, all committee members, including CHS and CRC members, are required to review the law upon appointment and to complete an annual conflict of interest training. One aspect of the State’s Conflict of Interest Law that is particularly relevant for CRC members is the requirement to avoid the appearance of conflict of interest. This does not mean that there can be no relationship between members of a decision making body and applicants to that body, but all personal relationships must be disclosed in writing.⁶ It is vital that anyone at the Town with responsibility for evaluating grant applications disclose any relationships with applicants publicly, in writing, both to align with State law and to preserve the transparency and fairness of the grant process.

Recommendation 2: Develop a more comprehensive and up to date Community Needs Assessment and use it as the basis for aligning policy priorities with resource allocation.

The purpose of a Community Needs Assessment is to identify gaps and opportunities in existing community services to ensure that funding is targeted to the areas with the greatest impact. Needs assessments are important tools, but Nantucket’s current Assessment has limitations. It was developed in 2010 and is nearly 15 years old at the time this report was written. Community needs may have changed significantly over that time period.

Another concern with the existing Assessment is that it is high-level, with limited detail on specific needs. It lists fundamental needs for the community but does not offer any insight into how well these needs are being met through existing programs. It also provides broad categories and offers few specifics. For example, one of the fundamental needs is listed as “Language (availability of translation services or materials),” but the document does not offer any insight into specific languages that should be targeted. In comparison, assessments produced by other communities are generally much more detailed and extensive. For example, the assessment produced in 2022 by the City of Newton, Massachusetts, is 61 pages long with detailed information on specific challenges and opportunities for support.⁷ Similarly, the City of Worcester, Massachusetts, partnered with local health providers in 2023 to produce an assessment spanning more than 150 pages.⁸ Nantucket is significantly smaller than these communities, but these examples illustrate the disparity between others communities’ needs assessments and what Nantucket has produced.

⁵ “Town of Nantucket Committee Handbook.” *Town of Nantucket*, <https://www.nantucket-ma.gov/DocumentCenter/View/23999/Committee-Handbook---Updated-Feb-2022?bidId=>.

⁶ “Summary of the Conflict of Interest Law for Municipal Employees.” *State of Massachusetts*, <https://www.mass.gov/info-details/summary-of-the-conflict-of-interest-law-for-municipal-employees>.

⁷ “Newtown Community Needs Assessment.” *City of Newton*, February 2022, <https://www.newtonma.gov/home/showpublisheddocument/81479/637817481785370000>.

⁸ “2024 Greater Worcester Community Health Assessment.” *City of Worcester*, October 2023, <https://www.worcesterma.gov/uploads/8e/48/8e48a0d053c6b48d3634e33dc49bba80/2024-cha.pdf>.

These challenges suggest that there is an opportunity to develop an updated Community Needs Assessment that can more effectively shape how Human Services Grants are allocated to target areas of greatest impact. The CHS should lead an initiative to develop an updated Assessment, with support from HSD and other Town staff. The Community Tool Box, a program operated by the University of Kansas offering training in community development, recommends that an assessment be conducted using the following steps:⁹

1. **Identify a planning group that includes diverse stakeholder representation.** Stakeholders that should be represented include human services providers, the Town government, community leaders, local businesses, other service providers potentially impacted by changes in policy (e.g., teachers, doctors), and, most importantly, individuals experiencing needs that are likely to be addressed through the Assessment. The group should be representative of the community, both to ensure that a variety of opinions are considered and to protect against any bias.
2. **Inventory existing information and identify other information needs.** The group should first understand what existing community needs information has already been gathered by the Town, by local nonprofits, by schools and healthcare providers, and other entities. Next, the group should decide on what other information would be helpful for the Assessment and identify how this information will be gathered.
3. **Gather additional information on community needs.** Examples of strategies that can be used to gather additional information include:
 - Community meetings and listening sessions
 - Interviews and focus groups
 - Community surveysA variety of tools should be used to gather feedback, including soliciting opinions online, putting up fliers, and approaching people at public parks, community events, or other spaces. The goal should be to gather feedback on community needs from as diverse and representative sample as possible.
4. **Analyze and summarize the data.** Identify key themes from both quantitative data, such as poverty rates, and qualitative data, such as interview responses. The focus should be on comparing community priorities to existing services and identifying gaps or opportunities for enhancement.
5. **Develop a draft Community Needs Assessment and present it for public feedback.** The draft plan should be released to the public online and presented at one or more public meetings to provide an opportunity for community feedback.
6. **Finalize the Assessment and use it to guide how Human Services Grants are allocated.**

The Town should ensure that the process is supported by individuals with experience identifying community needs, who could be existing Town staff or external consultants. It is important, however, for whatever individual or groups are advising the process to be as free from bias as possible and should have no connection to any community group that may ultimately receive funding. Finally, the Assessment should be re-conducted at least every three to five years to ensure that grants continue to align effectively with community needs.

Recommendation 3: Rotate leadership appointments for the CRC.

The CRC is a volunteer-based group, with some members appointed by the Select Board and others appointed as representatives of related committees. Members appointed by the Select Board serve three-year terms, while other members are appointed annually. The Chair is appointed by the Select Board, and there are no limitations on the length of time a single individual can serve on the committee or as Chair. The individual serving as Chair as of July 2024 has served as Chair for approximately 10 years. Attracting sufficient volunteers for Town boards and

⁹ “Developing a Plan for Assessment Local Needs and Resources.” *University of Kansas*, <https://ctb.ku.edu/en/table-of-contents/assessment/assessing-community-needs-and-resources/develop-a-plan/main>.

committees can be challenging, as evidenced by the dormant period for CHS prior to the pandemic. The roles and responsibilities of the CRC chair have evolved in practice, within the high-level guidance outlined for CRC in the Town Bylaws. It is interesting to note that the Select Board itself models this changing leadership by rotating and changing Chair and Vice Chair each year.

While serving an extended period as Chair helps cultivate a depth of knowledge, there are other consequences that need to be weighed. It is important for a variety of opinions and backgrounds to be represented on the committee in order to evaluate applications as robustly and effectively as possible. When the Chair serves for an extended, uninterrupted period of time, there are fewer opportunities for new ideas and perspectives to be introduced. Additionally, the Chair has significant influence over the structure of the evaluation process, as well as the criteria that are considered. The Chair also has authority to encourage the Committee to reach a consensus, and thus has the potential to disproportionately influence the outcome of the groups' decisions. For these reasons, it is crucial to include diverse perspectives in leadership to preserve the objectivity of the process.

None of these concerns are meant to suggest that the Chair or any CRC member has not served admirably, but it is important to maintain a structure that promotes transparency and accountability to all applicants and the public, and guards against bias. To establish this structure, the Town should rotate the position of Chair at least every three years.

GRANT PROCESS

Recommendation 4: Amend the grant process to better align with the roles of the CRC, CHS, and HSD.

Recommendation 1 discussed the importance of defining the specific scope of responsibilities for the various entities involved in the grant process, and in formalizing those scopes to clarify the roles for each group. A next step, after these roles are clarified, is to amend the grant process to align responsibilities with the scope.

Currently, the CRC is largely responsible for the entire grant process, from establishing criteria for evaluation to evaluating applicants to reviewing quarterly reports from grant recipients. This level of involvement means that the CRC is, in effect, serving as the primary entity making human services policy recommendations, limiting the role of the CHS. Recommendation 1 advocates for the Town to clarify the scopes of the two entities and to reassert the CHS's role as the primary entity making policy recommendations, with the CRC as a subcommittee dedicated to carrying out those recommendations.

This change will mean that CHS has much more involvement in the early phase of the grant process. Currently, the CHS's only involvement is reviewing the Community Needs Assessment to ensure that it is up to date. This role should be expanded to include making direct recommendations on the criteria that should be considered when evaluating applications. Before the application process begins, CHS, rather than CRC, should meet with potential applicants to understand emerging needs and address any questions. From there, the CHS should set policy direction based on applicant feedback and the Community Needs Assessment and should establish a rubric for evaluation based on these standards. Furthermore, as the lead for policy landscape and emerging needs, they should advise Town HSD staff regarding changes to requested funding as part of the annual budget development process in early Fall. The CRC should then proceed with the evaluation, but only as an arm for the CHS. Their responsibility should be to evaluate applications based on the standards and funding proposal set by the CHS.

Another key process change should be in grant reporting. CRC members are currently responsible for evaluating quarterly reports from grant recipients, but staff in the Town's HSD have specific expertise in these areas and dedicated capacity to evaluate the impact of grant funds. By assigning responsibility for conducting these reviews to the CRC, rather than staff, the Town is underutilizing an important staff resource and relying on a volunteer body

to perform time-consuming analysis. For these reasons, HSD staff, rather than CRC members, should have the primary responsibility for evaluating grant reports. Staff should provide summaries of the reports, and their evaluation, to the CHS and CRC, although with a recommendation on whether the grantees’ invoices should be approved.

The following table summarizes the recommended process changes. It is important to note that these changes may require revision of the CRC bylaws.

Table 10: Current and Proposed Primary Responsibilities by Process Step

	Pre-Application	Application	Evaluation	Contract	Monitoring
Current Primary Responsibility	CRC	CRC	CRC	HSD	CRC
Proposed Primary Responsibility	CHS	CRC	CRC	HSD	HSD

Recommendation 5: Use a scoring rubric and consistent interview process for all applicants.

Historically, the evaluation process for Human Services Grants has been largely subjective and lacked clear criteria. As a result, applicants have not had a consistent understanding of how to improve their chances of receiving a grant. Additionally, the absence of defined guidelines increased the risk of bias and made it difficult to document and justify CRC members' funding recommendations.

Clear evaluation criteria help applicants better craft their strategies for receiving funding and increase transparency and fairness by ensuring that all applicants are considered based on the same criteria. Specific criteria also help ensure that all applications are considered thoroughly; without criteria, key considerations may be missed. These are some of the reasons why the Town introduced a Human Services Rubric (included as Appendix A) for the FY2024 process. However, the CRC’s report on the FY2024 process made it clear that these criteria were not the only considerations for the committee. For example, the report states that the CRC evaluated applicants based on standards, such as how the service differs from those offered by other providers, that are not established in the rubric. This limits the effectiveness of the rubric as a tool to encourage transparent and objective evaluation, because CRC members could also consider other factors when making their decisions.

Additionally, as discussed in Recommendation 1 and Recommendation 4, the CHS should be the body responsible for developing human services policy and priority recommendations, with the CRC as a subcommittee responsible for applying those policies and priorities to the grant process. Without a standardized evaluation rubric, there is no framework in place to ensure that these CHS standards are being applied during application reviews.

Finally, the results of the applicant survey discussed earlier in this report show that, while most survey respondents view the process as fair, some do have concerns about the objectivity of evaluations and the possibility of favoritism. A lack of clearly established criteria for evaluation may be contributing to these concerns, as the Town has no mechanism for demonstrating the fairness of the evaluation process. Most benchmark communities reviewed for this report also use defined rubrics for evaluating applications, as discussed in the Benchmarking section of this report.

Moving forward, the Town should address these concerns by mandating that all grant applications be evaluated based on the same set of transparent criteria developed by the CHS. These criteria should be part of a written

evaluation form used by CRC members, and the results of this evaluation should be the only factor considered when making grant recommendations. Criteria should be informed by the results of the Community Needs Assessment discussed in Recommendation 2, and should be re-evaluated annually to ensure that they remain comprehensive and effective. These criteria should also be shared with applicants as part of the RFP process to help ensure that all applicants have the same tools and information when submitting applications.

As these criteria are being developed, one consideration should include the ability of the organization to fundraise for nonpublic dollars to fund operations. Nantucket is home to a number of wealthy residents and visitors, which means that nonprofits on the island generally have access to a significant pool of potential donors. It is important that nonprofits take advantage of the opportunity to raise funds from this group to help ensure that public funds are used as effectively as possible to fill in any gaps. When organizations apply for funding, they should report on the funds already raised and future fundraising plans, and these factors should be taken into account when determining grant amounts.

GRANT MANAGEMENT

Recommendation 6: Establish two grant programs, one for emerging and one-time needs and a second for ongoing service support.

Under the current process, nonprofits re-apply annually for funding that is disbursed throughout the year. However, as illustrated in Table 3 of this report, 10 out of the 11 organizations that received funding in 2024 consistently received annual grants for at least the previous three years. This suggests that in many cases the organizations are submitting substantially similar applications each year for the same programming. Significant administrative time is spent by the nonprofit, the CRC, the Finance Committee, and Human Services staff to review these applications, even though the funding needs are ongoing.

The outdated Community Needs Assessment is evidenced by the recent funding pattern from the Town. The annual appropriation for Human Services grants has remained relatively stable with a \$200,000 increase during the Global Pandemic. In addition, special purpose funding for youth behavioral health and substance use was also appropriated. In essence, this is identification of an emerging community need. The drawback, however, is the need that emerged late in the budget development process without sufficient time for policymakers to discuss it; the funding process may lack the rigor of the longstanding human services grant process, and there is not a clear way to change or redirect funding as other needs emerge in the future. This sequencing of recent funding patterns further illustrates the importance of policy setting goals that are regularly assessed and updated as well as the dual-purpose intent of Town funding, as both ongoing service support and a vehicle to address emerging needs.

The Town has an opportunity to streamline the funding process by establishing two separate tracks: multi-year funding for ongoing programming, and one-time funding to fund other short-term initiatives like the implementation of a pilot program or the purchase of vehicles or equipment. This would not only reduce the administrative need on both the Town and recipient's sides but would also allow both entities to plan more effectively for the future. Nonprofits would have new opportunities to implement long-term initiatives which they otherwise would avoid due to funding concerns, and the Town would have the opportunity to plan budgets around existing funding commitments.

The amount of this ongoing funding and the criteria for which programs are eligible should be determined based on the Community Needs Assessment discussed in Recommendation 2. As discussed in that recommendation, part of the assessment should be the identification of service gaps in what is already provided, and this ongoing funding should be targeted to help address those gaps. The Town can manage these funds through the establishment of a special revenue fund or other designated funding. Entities should enter into funding agreements for periods of three

to five years, but the Town should be continuously monitoring how effectively these funds are being used to address community needs.

It is also appropriate for the Town to consider the most efficient method for awarding these funds, especially the multi-year funding agreements. License agreements, which would be subject to annual appropriation, would potentially be more efficient for both the Town and grantees because they would not be subject to the same procurement requirements as contracts and RFPs.

Recommendation 7: Create standard financial disclosure and reporting requirements.

As of the FY2024 grant cycle, grant recipients were required to provide the following information to the Town on a quarterly basis:

- An invoice listing the services provided for the previous quarter.
- A quarterly budget report that includes “a balance sheet, profit, and loss, including comparison of budget to actual for revenue and expenditure with discussion on any signification deviation from the budget, and any additional grants, gifts, or similar revenue received within the quarter.”¹⁰
- A quarterly report on the program’s reach and impact. Information suggested by the Town to be provided in the report includes:
 - Number of clients served
 - Qualitative assessment of outreach and referrals
 - Cost to provide services (including hours and rates for personnel)
 - Cost applied from grant
 - Reporting related to outreach and educational goals (e.g., number of events held)
- Any additional supplementary information requested by the Town.

The project team reviewed the reports provided by grant recipients for the third quarter of FY2023. Information provided by recipients in the quarterly report varied significantly. For example, several provided no information on the number of individuals served by their program, and more than half did not provide any information on the impact of their programming. This is a concern, because the limited information provided in quarterly reports often does not provide enough contact to evaluate that effectiveness, or to gauge whether the money is spent in ways that have a meaningful impact on the community. Another challenge is that the information is presented in a variety of ways, with no consistent format. This increases the administrative time required to evaluate the reports.

The Town should address these concerns by standardizing the reporting requirements, providing training for agencies to ensure they know what to include, and holding organizations accountable for meeting all requirements. There should also be a specific form filled out by recipients, both to standardize how information is delivered and to hold recipients accountable for meeting every reporting criterion.

Budget Reporting Requirements

As part of the grant application, applicants should be expected to provide a projected program budget, including staffing costs, contract costs, and other operating costs (e.g., utilities, equipment, and supplies). The budget should also include other projected sources of funding by type. Requiring this information will help ensure that applicants have fully considered the costs of the proposed programs, as well as allow the evaluators to consider whether these costs and allocations are appropriate.

Program Reporting Requirements

¹⁰ Contract Exhibit B of the contract signed by recipients

The most important purpose of the quarterly reports should be for grantees to illustrate the impact of the public funds that they have been provided. As part of the grant application, applicants should define specific, measurable goals for the program seeking funding. In the quarterly reports, the grant recipients should report on these performance metrics, compare actual performance to the established goal, and offer a narrative explanation for any variation. All recipients should provide at least the following metrics:

- Number of clients/participants in the last quarter (if an actual number is not available, an estimate along with the methodology for arriving at that estimate)
- Number of programs/events held in the last quarter (if applicable)
- At least one metric illustrating performance, such as:
 - Average client satisfaction rating on surveys
 - Average wait time before a client/applicant is able to receive services
 - Cost per client served
- When quantifiable, at least one metric illustrating impact, such as:
 - Percent of substance use rehabilitation clients who avoid relapse for at least one year
 - Percent of housing assistance clients finding permanent housing
 - Metrics on changes to public health, such as the number of emergency room visits per capita

The report should also include narrative context from the organization describing efforts over the previous quarter as well as describing the impact of these efforts.

The identification and enforcement of more specific reporting requirements will be a change in practice for many grant recipients and may result in concerns about the additional workload required to gather and report information. However, these organizations are accepting public funding, and that means that they are also responsible for transparency as to how those funds are used. The Town should, however, support their efforts by offering training sessions to grant applicants on data collection and reporting, as well as on budgeting and financial reporting. Additionally, the Town should consider reducing the frequency of reporting to twice per year for grants below a certain dollar threshold, rather than quarterly, to reduce the burden on smaller nonprofits.

Conclusion

The Town of Nantucket is to be commended for its commitment to supporting robust human services for the island community and for helping ensure that everyone has the support they need to maintain a high quality of life. It is especially important to recognize the contributions of board and committee members, who largely serve on a volunteer basis because they are committed to making a positive change in their community. The recommendations in this report are intended to improve processes and governance for Human Services Grants to maximize their effectiveness in addressing the island's needs.

The recommendations in this report will mean changes to the grant process, especially in the division of responsibilities between the CHS and CRC and the standardization of the evaluation process. It will be important for the Town to work closely with board and committee members, as well as staff and other stakeholders, when communicating these changes to ensure that they are implemented as effectively as possible.

APPENDIX A:

Human Services Evaluation Rubrics

Nantucket Human Services Grant Evaluation Rubric for FY2024

CRITERIA 1	Describe the proposed program/project for which you are applying for funding (500 words max).	
	H A	Description is complete, robust and descriptive of services, staff, cost and potential issues.
	A	Description is complete but lacks detail in one of the above categories (services, staff, cost, etc.)
	N A	Description is partially complete, vague or does not detail above categories (services, staff, etc.)
	U	Description does not address the criterion.
CRITERIA 2	Who will this program serve? Be specific in terms of demographics and expected numbers (500 words max).	
	H A	Program serves entire population of Nantucket.
	A	Program serves significant portion of the island's population or parents thereof.
	N A	Program serves measurable portion of the island's population.
	U	Programs serves small or overserved portion of the island's population.
CRITERIA 3	Describe the need served by this program and the methods used to determine that need? (under 500 words).	
	H A	Need is urgent, pressing and unserved by other resources. Measured evidence exists to support the scale and prevalence.
	A	Need is common, serious in terms of consequences and underserved. Anecdotal and/or limited statistical evidence for same.
	N A	Need is limited, applies to overserved populations, or is duplicative. Limited anecdotal and no statistical evidence of the need.
	U	Need does not exist or cannot be demonstrated.

CRITERIA 4	What specific objectives does this program have?	
	H A	Objectives are concise, demonstratable and have clear success/failure outcomes.
	A	Objectives are concise or demonstratable but clear success/failure outcomes are difficult to determine.
	N A	Objectives are not clear or demonstratable, success/failure is difficult to determine.
	U	No objectives included
CRITERIA 5	Collaboration –Please describe your partners, their role, and any MOUs you have with them that cover this grant proposal. Evaluation and funding priority will be given to the organizations demonstrating meaningful collaboration to create synergies that result in combined projects leading to greater outcomes than anticipated by individual organizations.	
	H A	Formal collaboration between more than two agencies.
	A	Formal collaboration between two partners, or informal collaboration between more than two partners.
	N A	Informal collaboration between two agencies.
	U	No collaboration.
CRITERIA 6	Describe the role of volunteers in this program (less than 200 words).	
	H A	Volunteers and community members are an integrated part of the program.
	A	Volunteers and community members are an expected part of the program or their use is expected.
	N A	Limited role for volunteering or community member engagement.
	U	No role for volunteers.

Please score the applications below. HA=4 points A=3 points NA=2pt U=1pt

Provincetown Human Services Committee Grant Evaluation Rubric for FY2024

III. REVIEW OF APPLICATIONS/SELECTION OF APPLICATIONS FOR FUNDING

Applications will be reviewed by members of the Human Services Committee using the following evaluation criteria and scoring system:

<i>Evaluation Criteria</i>	<i>Description</i>	<i>Points</i>
Need	Do the proposed services or project reflect the "Identified Human Services Need"?	20
Services	Are the services designed to facilitate easy access by Provincetown residents?	20
Budget	Is the budget reasonable and cost-effective? Does it reflect appropriate activities? Are matching funds or in-kind services being used to support the project/service?	15
Interrelatedness With Other Services	To what extent does the service provider demonstrate collaboration with other service providers and/or organizations?	15
Evaluation	What is expected to change as a result of this project? How will these changes be measured?	15
Reporting	Prior compliance with reporting requirements, if applicable	15