

**Division of Community Action Agencies
Iowa Department of Human Rights**

**Agency Performance Report
Fiscal Year 2004**

December, 2004

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INTRODUCTION

In accordance with Iowa Code Section 8E.210, I am pleased to present the Division of Community Action Agencies' Performance Report for Fiscal Year 2004. This report details the work and accomplishments of the Division over the past year in its efforts to be a results-oriented, customer-focused, collaborative agency that is accountable to citizens and policy-makers.

Major accomplishments in FY04 included addressing the energy affordability crisis in our state by leveraging over \$6.2 million in additional funds from public and private sources to increase the impact of the energy assistance program, and achieving increased energy costs savings for low-income households served by the Weatherization program.

The Division also developed innovative and effective new partnerships to raise additional non-tax funds, provide valuable training to Iowa's private non-profit community-based organizations, and establish new results-based accountability measures for programs administered by our agency. In total, the Division met or exceeded its goals in each of the four primary performance measures.

Significant challenges continue to exist in the nature and causes of poverty, including low wage jobs that do not support self-sufficiency for many working families, low job skill level or educational attainment for many in poverty, lack of quality affordable child care, high cost of health care and insurance, unaffordable energy, inadequate transportation, and insufficient resources to address these challenges.

Despite these challenges, our commitment to forging partnerships at the state and local levels necessary to bring economic opportunity and self-sufficiency to all citizens remains unwavering.

The Division of Community Action Agencies at the Iowa Department of Human Rights is proud to be a key partner in this statewide, community-based effort to improve the quality of life for all Iowans. I invite your closer examination of the many accomplishments described in this report.

Sincerely,

William Brand
Administrator
Division of Community Action Agencies

AGENCY OVERVIEW

The Division of Community Action Agencies (DCAA) is a division of the Iowa Department of Human Rights. The Division is responsible for the administration of federal and state programs operated through a statewide network of community action agencies and other community-based organizations designed to foster self-sufficiency of Iowa's low-income citizens. Programs administered by DCAA served nearly 300,000 Iowans in FY04, with a budget of approximately \$58 million.

It is DCAA's vision to "be a recognized leader on issues affecting low-income Iowans. We will support and create partnerships with strong, accountable community action agencies and other community based organizations that provide superior services resulting in an improved quality of life for Iowa's low- income families".

It is the mission of DCAA "to support community action agencies and other community based organizations efforts to assist low-income families with basic energy, food, and shelter needs and in working towards achieving self-sufficiency".

The DCAA is comprised of 15 staff members, led by the division administrator. The Division administers several federal block grants and state funded efforts, including the Community Services Block Grant, Low-Income Home Energy Assistance Program (LIHEAP), the Weatherization Assistance Program, Community Food and Nutrition Program, and the Family Development and Self-Sufficiency (FaDSS) program.

The Division Administrator and nine-member DCAA Commission are appointed by the Governor. The Family Development and Self-Sufficiency (FaDSS) program is governed by the Family Development and Self-Sufficiency (FaDSS) Council, as designated by Iowa Code. Both the Commission and Council include public and private sector members, including consumers, that help set agency direction.

The Division is guided by the following set of principles:

Customer Focus

Customer focus means engaging our customers in:

- the identification of agreed upon individualized results
- the planning, design, and delivery of the processes, supports, services and products to achieve results
- the allocation of resources in a cost effective manner
- the evaluation of our services, supports and results

Results/Outcomes Orientation

Results/Outcomes based decisions are based on the end results or impact that the activities, programs, and services are making on the families, communities, and agencies that we serve.

Empowerment

Empowerment is information, training, resources and the authority that enables us and our customers to innovate, make decisions and act responsibly to achieve results and affect our future.

Collaboration

Collaboration means sharing expertise and resources in reaching mutual goals.

Process Improvement

Process Improvement is outstanding performance achieved through the application of quality principles in all our processes as we respond to our customers.

Long-term thinking

Long-term thinking means concentrating our efforts to the future regarding trends in policy, demographics, results, return on investment, and our "environment".

Data Based Decisions

Data Based Decisions are decisions made based on current and valid information received from internal or external sources.

Strength Focus

Interactions with customers will focus and build on strengths.

The Bureau of Community Services administers three anti-poverty programs: Community Services Block Grant (CSBG), Family Development and Self-Sufficiency Grant program (FaDSS), and the Community Food and Nutrition Program (CFNP). The federal CSBG provides support for Iowa's 18 community action agencies to create, coordinate, and deliver a wide variety of programs and services to low-income Iowans, including health, education, housing, employment, nutrition, and other self-sufficiency efforts.

In FY 2004, agencies served over 120,000 families and 311,600 individuals, including 128,000 children. The CSBG also assisted local agencies in leveraging over \$137,000,000 in federal, state, local, and private funding. Iowa's CSBG funding in FY 2004 was slightly less than \$7,000,000.

In partnership with the Iowa Department of Human Services, the Bureau administers the FaDSS Grant program. FaDSS provides services to Family Investment Program families facing multiple barriers to self-sufficiency. The FaDSS program provides comprehensive in-home services through certified Family Development Specialists to approximately 3,800 families annually. The FaDSS program is a nationally recognized model which has demonstrated that it pays off, both in social and economic terms, to invest in high quality intensive services by partnering with families at risk of long term welfare dependency. Results show that FaDSS families earn more wages, make substantial progress in a variety of self-sufficiency measures such as education, job training, housing, and mental health counseling, and stay off welfare longer than non-FaDSS families.

The Bureau of Energy Assistance administers the federally-funded Low-Income Home Energy Assistance Program (LIHEAP). LIHEAP is designed to assist qualifying low-income households in the payment of a portion of their winter heating costs, and to encourage energy conservation through client education and weatherization.

The program provided assistance to over 77,850 Iowa households in FY 2003. LIHEAP payments are weighted to award higher benefits to targeted households, including the elderly, disabled, working poor and households with children under six years of age. Additionally, benefits are weighted to account for a household's level of poverty.

Beyond regular assistance payments, LIHEAP has two additional components: Assessment and Resolution and Emergency Crisis Intervention Program (ECIP). Activities covered under the Assessment and Resolution component include delivering client energy conservation education, referral to outside services, family needs assessment, budget counseling, vendor negotiation, household energy use assessment, household energy use planning, and low-cost energy efficiency measures.

The ECIP component of LIHEAP provides immediate assistance to alleviate life-threatening situations. Assistance payments are made for repair or replacement of a furnace or heating system, obtaining temporary shelter, purchase of blankets and/or heaters, emergency fuel deliveries, purchasing or repairing air conditioning equipment when medically necessary, purchasing fans, and transporting clients to cooling centers during times of extreme heat. Households certified eligible for LIHEAP (those at or below 150% of the Federal Poverty Guidelines) are protected from disconnection of gas or electric service from November 1st until April 1st under Iowa's winter moratorium law.

The Bureau of Weatherization administers the federal Low-Income Weatherization Assistance Program (WAP). This is the nation's largest residential energy efficiency program. The program reduces the burden of energy costs to low-income and fixed-income persons, particularly the elderly, disabled, and families with children, by improving the energy efficiency of their homes and ensuring their health and safety. In 2003, 37% of the households served included at least one elderly person, 45% included at least one disabled person and 11% included young children.

The Weatherization Program served 1,951 households to provide an average of \$250 in annual savings per home. The Bureau receives \$4.9 million in federal Department of Energy funds, \$5.3 million from LIHEAP and \$2.4 million from investor-owned utility companies to supplement the federal funds.

The program also conducts a health and safety check on every home weatherized. This consists of inspecting all combustion appliances for carbon monoxide leaks and for the proper venting of gases. Unsafe furnaces are repaired or replaced. Homes are also inspected for other possible health and safety problems such as mold and unsafe electrical wiring. Carbon monoxide detectors and smoke detectors are installed in some cases.

DCAA customers include Iowa's low-income citizens and families, community action agencies, other community-based organizations, the Department of Human Rights Director, the Division of Community Action Agencies Commission, the Family Development and Self-Sufficiency (FaDSS) Council, U.S. Dept. of Energy, U. S. Dept. of Health and Human Services, the Governor, Legislature, utility providers, vendors, Department of Management, the Department of Natural Resources, the Department of Human Services, and others.

For more information about the programs administered by the Division of Community Action Agencies, including agency annual reports, please access our website at <http://www.state.ia.us/dhr/caa/CSBG.html>

STRATEGIC PLAN RESULTS

GOAL #1:

Communities and community-based organizations will be strengthened in their efforts to alleviate the effects of poverty.

Strategies:

1. We will conduct assessment of training needs for community action agencies and community-based organizations served by the Division.
2. We will develop and provide training and support to facilitate the learning and program improvement for local agencies.
3. Local agencies will adopt results-based management and accountability tools and measures.

Performance Measures:

1. Assessment of training needs of local agencies will be conducted annually.

Results: Assessment of local agency needs was accomplished through planning meetings with agency executive directors and Iowa Community Action Association.

2. DCAA will co-sponsor three training and/or technical assistance opportunities annually addressing local agency training needs.

Results: DCAA sponsored or co-sponsored the National Community Action Management Academy, the Iowa Community Action Association Annual Training Conference, the Iowa Early Child Care and Education Congress, the Iowa Child Abuse Prevention Conference, and provided financial support for individual agency training needs.

3. DCAA will develop in cooperation with local agencies a results-oriented management tool for local agencies and provide necessary training.

Results: DCAA in partnership with the Iowa Community Action Association developed the Results Oriented Management Accountability (ROMA) Leadership Group and ROMA Workgroup to lead the development of Iowa's ROMA effort. This collaboration resulted in Iowa's ROMA plan that involves 60 measures of the Community Services Block Grant program and has been approved by the U.S. Office of Community Services. Further work on refining and implementing the effort continues.

GOAL #2:

We will a recognized leader on issues affecting low-income Iowans.

Strategies:

1. We will develop partnerships with other state and community organizations to educate and advocate for the interests of low-income Iowans.

2. Utilize the opportunities available (i.e. utility restructuring, welfare reform, Empowerment) to assure that low-income interests are represented.
3. Increase visibility in state government and throughout the state.

Performance Measures:

1. A minimum of three communication/education strategies will be initiated re: the needs of low-income Iowans to decision-makers.

Results: The Division conducted four public hearings, participated in one legislative public hearing, participated in two legislative “day on the Hill” efforts, and supported the development of a legislative agenda proposed by the DCAA Commission to the Governor and General Assembly. The Division sponsored the National Community Action Management Academy that included policy development and advocacy training components. The Division also provided several trainings to statewide organizations regarding advocacy strategies. Activities at the national level were also conducted regarding reauthorization of the CSBG and LIHEAP statutes.

2. A minimum of four new partnerships will be developed between DCAA and other agencies/organizations to strengthen services to low-income Iowans.

Results: The Division developed the following partnerships with other organizations during FY04:

The Division developed new collaborations with the U.S. Office of Community Services, the Iowa Community Action Association, and the National Community Action Partnership to sponsor the National Community Action Management Academy training series in Iowa in 2003-04. This 16-day intensive, comprehensive training over six months by national poverty experts included financial management, legal requirements, leadership development, strategic planning, board development, and other issues related to successful management of community action organizations. The Academy involved twelve of eighteen local agencies in Iowa, with over 100 of top agency management staff participating.

The Division initiated a partnership with local community action agencies, Iowa’s telephone companies, and the Iowa Utilities Board to implement an outreach and enrollment effort for the Telephone Lifeline program. Through these efforts, community action agencies in Iowa enrolled 60,746 new households in the program in FY 03-04, resulting in an estimated \$5,468,760 in Federal Communications Commission Universal Service funds to flow to Iowa in the form of discounted telephone charges to low-income households.

The Division collaborated with the Iowa Community Action Association, U.S. Office of Community Services (OCS), and local community action agencies to develop and implement Iowa’s Results Oriented Management Accountability (ROMA) initiative. This effort involves the development of 64 measures of activities related to individual, agency, and community change supported by the Community Services Block Grant, incorporating the national goals and measures established by OCS.

Also in FY04, the Division established partnerships with Iowa Dept. of Human Services, U.S. Dept. of Health and Human Services, U.S. Dept. of Agriculture, and the Iowa Community Action Association to develop a Food Assistance Outreach demonstration project in Iowa.

An HHS grant to DCAA will be used to support an effort to educate and enroll low-income households in the Food Assistance (formerly Food Stamp) program. Implementation of the plan is set for FY05, with a goal of enrolling 1800 new households and attracting \$4.1 million in additional food assistance funds to Iowa annually. Under the plan, the demonstration project would be expanded on a statewide basis in subsequent years.

GOAL #3:

Low-income Iowa households will become more energy self-sufficient.

Strategies:

1. DCAA will increase funds available for energy assistance to low-income families.

Performance Measures:

1. Energy assistance funds leveraged beyond the federal grant will increase by minimum of \$300,000.

Results: The Division leveraged \$6,275,185 in additional public and private resources in FY04, an increase of \$936,312 over FY03. The division leveraged state and local community action efforts to apply for additional federal energy assistance funds to supplement the regular Low-Income Home Energy Assistance Program (LIHEAP) funds. The division also established a partnership with the Iowa Association of Community Action Agencies to seek additional private sector funding sources for the Low-Income Home Energy Assistance Program, including efforts to increase contributions to utility company customer contribution funds and other private sector funding sources, and expand participation in the Telephone Lifeline program.

PERFORMANCE PLAN RESULTS

CORE FUNCTION

Name: Economic Support

Description: Additional funds leveraged beyond the federal block grant

Why we are doing this: The Division of Community Action Agencies administers several programs designed to reduce the burden of high energy costs for Iowa households. The federally funded Low-Income Home Energy Assistance Program block grant is designed to aid qualifying households in the payment of a portion of their residential heating costs for the winter heating season. The program's energy crisis intervention components are designed to provide immediate response to alleviate potentially life-threatening situations, and the client education component of the program provides funds for activities that encourage regular utility payments, promote energy awareness and encourage reduction of energy use through energy efficiency, client education and weatherization.

What we're doing to achieve results: The division leverages state and local community action efforts to apply for additional federal energy assistance funds to supplement the regular Low-Income Home Energy Assistance Program (LIHEAP) funds. The division has also established a partnership with the Iowa Association of Community Action Agencies to seek additional private sector funding sources for the Low-Income Home Energy Assistance Program, including efforts to increase contributions to utility company customer contribution funds and other private sector funding sources, and expand participation in the Telephone Lifeline program.

Results

Performance Measure:

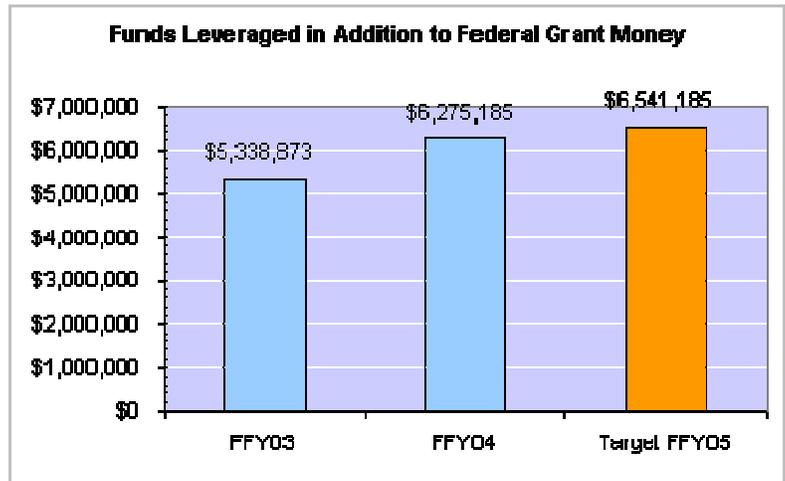
Funds leveraged in addition to federal block grant.

Performance Target:

\$300,000 increase in leveraged funds.

Data Sources

Federal leveraging report, Iowa Utility Board reports, local community action agency reports



Data reliability: Data is procured from reports from the Iowa Utility Board, U.S. Dept of Health and Human Services, and reports required by DCAA from local community action agencies.

Why we are using this measure: Funds leveraged in addition to the federal LIHEAP grant are used to provide additional benefits to eligible households, thus increasing energy and utility affordability.

What was achieved: The Division was successful in leveraging \$6,275,185 in additional resources, an increase of \$936,312. This exceeded the goal of a \$300,000 increase.

Analysis of results: The results were based on slight decreases in the federal leveraging grant (\$140,000) and customer contributions (\$665,792), and an increase in the amount of Telephone Lifeline subsidies (\$988,740). New efforts are underway to increase customer contributions. Iowa's share of federal leveraging funds is likely to continue to decrease as other states enact measures to support energy assistance funds. The goal of energy affordability for all Iowans is not achievable without major new infusions of federal funds, which is unlikely, or action by the state of Iowa to address energy affordability at the state level. Recommendations for state action have been proposed by the Governor's Energy Policy Task Force, the DCAA Commission, and the Iowa Community Action Association.

Factors affecting results: Weather and fuel prices, federal funding levels, action by other states that decrease Iowa's share of federal leveraging funds

Resources used: Federal LIHEAP funds, federal leveraging funds, utility customer contributions, and Lifeline funds provide direct support to eligible households. DCAA receives administrative support from only the LIHEAP funds, and has been capped since 1986.

CORE FUNCTION

Name: Economic Support

Description: Energy savings per household weatherized

Why we are doing this: The Division of Community Action Agencies administers several programs designed to reduce the burden of high energy costs for low-income Iowa households. The Weatherization Assistance Program is an energy efficiency program designed to make the homes of low-income clients more energy efficient, thereby reducing energy consumption and reducing the household's fuel bills. The program also increases the health and safety of occupants by identifying and mitigating such health and safety problems as carbon monoxide, combustion appliance back-drafting and high indoor moisture levels. States must administer the program in accordance with DOE rules and regulations.

What we're doing to achieve results: The Division provides U.S. Dept. of Energy, U.S. Dept. of Health and Human Services, and Iowa utility funds to local grantees to provide energy efficiency measures to low-income homes. Priority lists are developed based on energy consumption reports to maximize efficiency gains. DCAA provides on-going state of the art training and technical assistance to local grantees, develops programs standards, and monitors local grantee program quality and fiscal management to achieve results.

Results

Performance Measure:

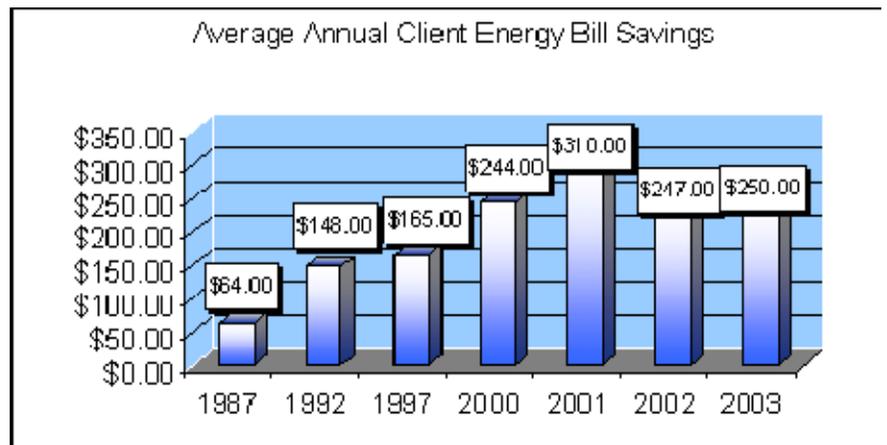
Average energy saved per household.

Performance Target:

\$250 in annual energy savings.

Data Sources

Reports from local grantees,



Data reliability: Data is procured from reports required by DCAA from local community action agencies and annual data analysis performed by independent energy consultants.

Why we are using this measure: Annual energy savings assist low-income households in reducing unaffordable energy burdens, reduces energy consumption, and increases household health and safety.

What was achieved: The Weatherization program weatherized 1,951 homes and achieved an all-time high in energy costs saved per home in program year '03, excluding FY01. FY01 saw a record cold winter and record high fuel costs, thus inflating energy costs savings for that year. These energy savings translate into \$9.7 million in savings over the lifetime of the measures in today's dollars. When fuel cost inflation is calculated, real energy cost savings total an estimated \$25 million for the life of the measures.

Analysis of results: Continued adoption of new technologies, program standards, and delivery of quality training and technical assistance has allowed the Weatherization program to achieve record results. In addition to fuel cost savings, the program provides incalculable benefits in health and safety, as 40% of the homes served have health and safety risks, such as furnaces and water heaters leaking carbon monoxide. Additional societal benefits are achieved through the preservation of low-income housing stock and more affordable housing for elderly citizens who might otherwise be forced to seek other alternatives.

Factors affecting results: Funding, contractor capacity, and adoption of costly new technologies present ongoing challenges.

Resources used: The Weatherization Assistance Program is funded by the U.S. Dept. of Energy, the U.S. Dept. of Health and Human Services, and Iowa investor-owned utility companies.

CORE FUNCTION

Name: Advocacy

Description: The Division provides education/awareness of the needs of low-income citizens to decision-makers.

Why we are doing this: The Division provides information and education to a variety of community members and organizations, including policymakers, to ensure that the interests of low-income are represented in the decisions that are made.

What we're doing to achieve results: The Division sponsors or supports public hearings, trainings, policy development, and other strategies to increase the education and awareness of citizens and decision-makers regarding issues of poverty.

Results

Performance Measure:

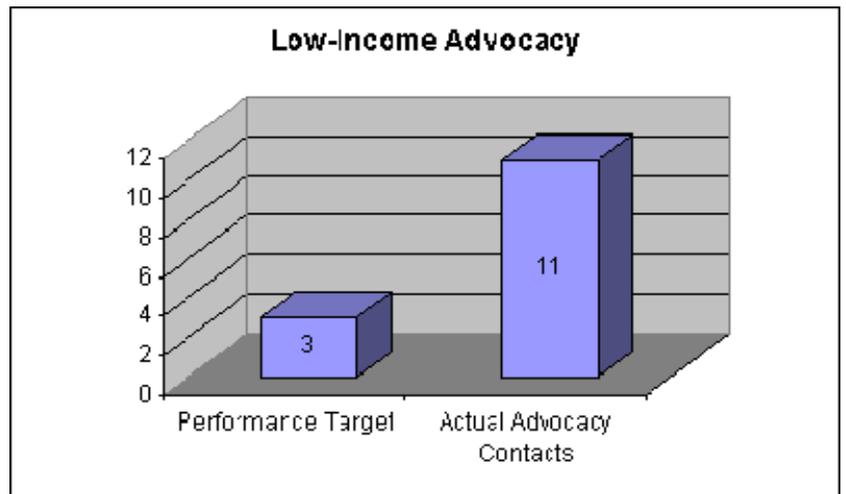
Number of public hearings, education strategies, and advocacy efforts initiated.

Performance Target:

At least three strategies will be implemented.

Data Sources:

Internal Division records and annual reports.



Data reliability: Data is based on Division annual reports of activities.

Why we are using this measure: Advocacy by the Division is a core function of the organization. Educating the public and decision-makers about the issues of poverty and the interests of low-income citizens are a necessary component to improving the quality of life for all Iowans.

What was achieved: The Division conducted four public hearings, participated in one legislative public hearing, participated in two legislative “day on the Hill” efforts, and supported the development of a legislative agenda proposed by the DCAA Commission to the Governor and General Assembly. The Division sponsored the National Community Action Management Academy that included policy development and advocacy training components. The Division also provided several trainings to statewide organizations regarding advocacy strategies.

Analysis of results: The number of advocacy related activities described here were at an agency high in FY04. High marks and evaluations were received from participants in each of the trainings provided, with increased understanding of the importance of advocacy, as well as the rules, laws, and limitations on advocacy and lobbying. Participation by lawmakers in the legislative “days on Hill” continues to increase.

Factors affecting results: None noted.

Resources used: Activities were incorporated into the FY 04 administrative budget.

CORE FUNCTION

Name: Community Coordination

Description: DCAA will establish three new partnerships to strengthen services to low-income Iowans by 7/04.

Why we are doing this: The Division partners with other public and private organizations to achieve more effective, efficient results for low-income Iowans. Collaboration for results is a guiding principle for the agency.

What we're doing to achieve results: The Division consistently identifies and pursues key opportunities for collaboration with other organizations to achieve results.

Why we are using this measure: Community coordination and collaboration efforts by the Division are a core function of the organization and represent a guiding principle for the agency.

RESULTS (NARRATIVE)

What was achieved: The Division developed the following partnerships with other organizations during FY04:

The Division developed new collaborations with the U.S. Office of Community Services, the Iowa Community Action Association, and the National Community Action Partnership to sponsor the National Community Action Management Academy training series in Iowa in 2003-04. This 16-day intensive, comprehensive training over six months by national poverty experts included financial management, legal requirements, leadership development, strategic planning, board development, and other issues related to successful management of community action organizations. The Academy involved twelve of eighteen local agencies in Iowa, with over 100 of top agency management staff participating.

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Analysis of results: Results show high level of success for each collaboration, as measured by participant evaluation of training for the Academy, amount of funds leveraged for the Lifeline program, acceptance of the ROMA plan by federal granting agency and local agencies, and approval by U.S. Dept. of HHS for Food Assistance Outreach efforts.

Factors affecting results: Resource allocation challenges and staffing capacity are limiting factors.

Division of Community Action Agencies Directory

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Bob Knowler	Sioux City
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For more information, visit us at our website at- <http://www.state.ia.us/dhr/caa/CSBG.html>

