

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

**Agency Performance Report
Fiscal Year 2005**

December, 2005

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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 2005. 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 FY05 included addressing the energy affordability crisis in our state by leveraging over \$7.5 million in additional funds from public and private sources to increase the impact of the energy assistance program, and achieving increased energy cost savings for low-income households served by the Weatherization program.

The Division also developed innovative and effective new partnerships to leverage additional non-tax funds, provide valuable training to Iowa's private non-profit community-based organizations, refined and implemented new results-based accountability measures for programs administered by our agency, and continued our focus on high quality, strength-based family development services. In total, the Division met or exceeded its goals in eight of nine of our 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 over 319,000 Iowans in FY05, with a budget of approximately \$65.8 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 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 2005, agencies served over 122,000 families and 319,400 individuals (3% increase), including 133,000 children (5% increase). The CSBG also assisted local agencies in leveraging over \$154,000,000 in federal, state, local, and private funding (12.4% increase). Local agencies also leveraged an additional \$14.7 million in in-kind goods and services. Iowa's CSBG funding in FY 2005 was just under \$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 85,000 Iowa households in FY 2005, providing an average one-time benefit of \$317 per household. 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 Program Year 2004, 36% of the households served included at least one elderly person, 43% included at least one disabled person and 20% included young children.

The Weatherization Program served 2,064 households to provide an average of \$389 in annual savings per home. This represented an increased savings of \$139 per household, and a total energy cost savings of more than \$16 million over twenty years. When fuel cost inflation is factored, the savings are significantly higher. The Bureau received \$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. In 2004, the program repaired or replaced furnaces in 49% of the homes, water heaters in 21% of the homes.

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.dcaa.iowa.gov>

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 component is 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:

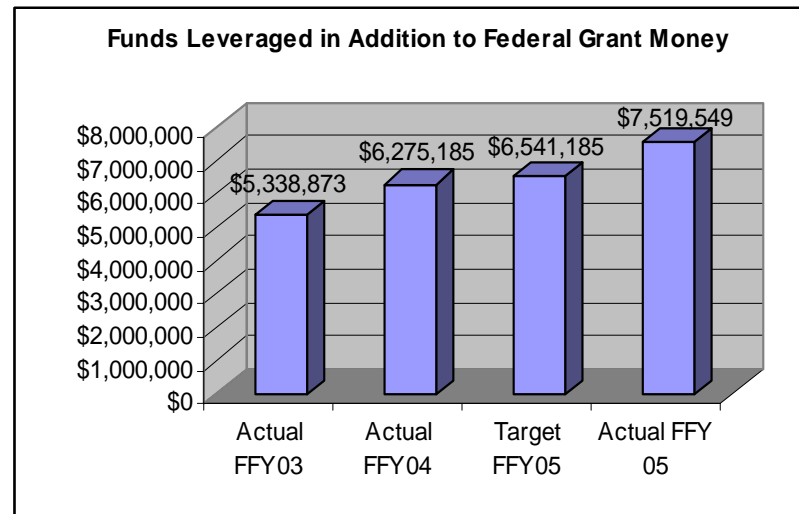
Funds leveraged in addition to federal block grant.

Performance Target:

\$300,000 increase in leveraged funds, to a total of \$6,541,185.

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 \$7,519,549 in additional resources, an increase of \$1,244,364. This exceeded the goal of a \$300,000 increase.

Analysis of results: The results were based on an increase of \$32,202 in customer contributions, an increase in the number of Telephone Lifeline participants resulting in \$1,225,800 and a slight decrease in the federal leveraging grant of \$13,638. 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, enactment of a federal energy policy that addresses affordability, or action by the state of Iowa to address energy affordability. 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, private customer contributions, lack of state contribution to energy assistance, 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.

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 (WAP) 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 administers the WAP with U.S. Dept. of Energy, U.S. Dept. of Health and Human Services, and Iowa investor-owned utility funds through 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:

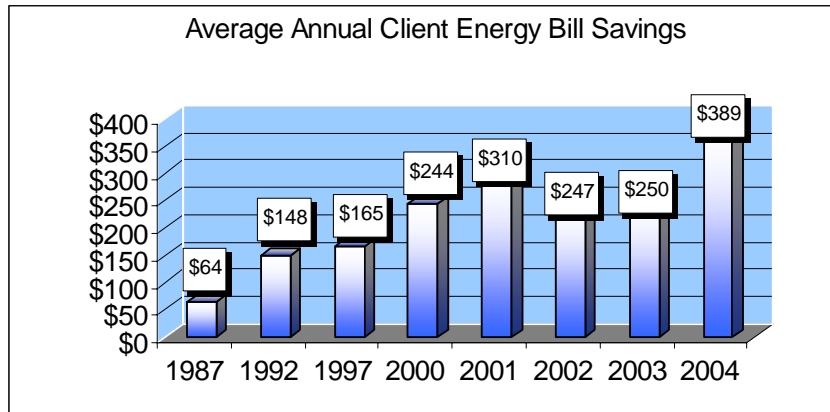
Average energy saved per household.

Performance Target:

\$315 in annual energy savings.

Data Sources

Reports from local grantees, independent review



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, reduce energy consumption, and increase household health and safety.

What was achieved: The Weatherization program weatherized 2,064 homes and achieved an all-time high in energy costs saved per home of \$379 in program year '04. These energy savings translate into \$16 million in savings over the lifetime of the measures in today's dollars. When fuel cost inflation is calculated, real energy cost savings are significantly higher over 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. Increased fuel prices also contribute to higher energy savings for the program. In addition to fuel cost savings, the program provides incalculable benefits in health and safety, as 49% 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, training needs of grantees, 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 opportunities for public participation in the planning, priorities, and activities of the Division, and the education/awareness of the needs of low-income citizens to decision-makers.

Why we are doing this: The Division seeks the input and participation of, and 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:

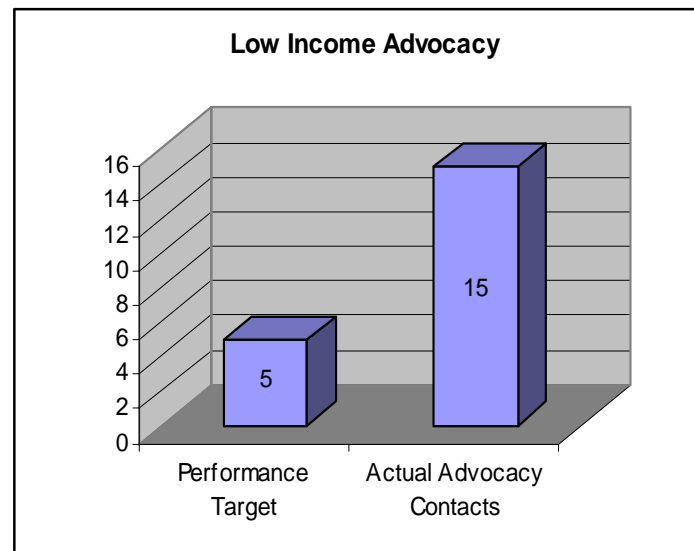
Number of public hearings and opportunities for public input.

Performance Target:

At least five 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. Providing opportunity for public, and specifically low-income individuals, participation in the process empowers citizens to act and results in better decision-making for the agency.

What was achieved: The Division conducted three 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 also conducted four Commission meetings and five FaDSS Council meetings, each open to the public. Each body, by statute and by-law, includes low-income representatives in its membership.

Analysis of results: The number of opportunities for public participation described here were at an agency high in FY05. Attendance and participation at Commission and Council meetings remain at a high level. Attendance at public hearings tended to be small, despite outreach efforts. 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 05 administrative budget.

CORE FUNCTION

Name: Community Coordination

Description: DCAA will establish five new partnerships to strengthen services to low-income Iowans by 7/05.

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 seven key partnerships with other organizations during FY05, each designed to improve services consistent with the mission of the agency to support community-based organizations' efforts to increase the self-sufficiency of Iowa's low-income citizens.

The Division initiated or continued development of the following partnerships with other organizations during FY05:

1) The Division further developed its 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 13,620 new households in the program in FY05, bringing the total to 74,384 households statewide. This resulted in an estimated \$1,225,800 in additional Federal Communications Commission Universal Service funds to flow to Iowa in the form of discounted telephone charges to low-income households. The total for all participating households was approximately \$6,694,560 in FCC funds coming to Iowa in FY05.

2) Also in FY05, the Division continued its partnership 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 (Food Stamp) Outreach demonstration project in Iowa. A U.S. HHS grant to DCAA is supporting an effort to educate and enroll low-income households in the Food Assistance program. Implementation of the plan began in FY05, including training of state and local staff, data collection methodology, development of outreach strategies, and seeking federal matching funds. The project has a goal of enrolling 1800 new households and attracting \$4.1 million in additional food assistance funds to Iowa annually.

3) The Division and network of local community action agencies in FY05 initiated new efforts with the Institute for Social and Economic Development to provide assistance to low-income families in accessing the Earned Income Tax Credit and other tax benefits for which they may be eligible. The Division and ISED collaboratively applied for a federal grant to support these efforts. While the grant was not awarded, several other opportunities for working together were identified, resulting in training resources and "seed" money being provided to local community action agencies to implement outreach and tax assistance efforts. These efforts included IRS representatives, tax preparation professionals, college business programs, and other community volunteers.

4) The Division collaborated with the Iowa Community Action Association, U.S. Office of Community Services (OCS), and local community action agencies to further develop and implement Iowa's Results Oriented Management Accountability (ROMA) initiative. This effort involves the development of over sixty 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. The ROMA goals and measures are reviewed, revised and implemented annually through a leadership group process that includes representatives of the state, local, and federal agencies and organizations.

5) The Weatherization Bureau at DCAA completed negotiations with the Iowa Utilities Board and Iowa's investor-owned utility companies to double the funds provided by those companies to the Weatherization Assistance Program, and revise the rules around the use of the funds. Increasing the funds from approximately \$2.4 million to \$4.8 million will allow an additional 300 homes to be weatherized and health and safety risks mitigated.

6) The Division participated in an effort to increase the effectiveness of the partnership between the Iowa Community Action Association (ICAA) and the Iowa Head Start Association (IHSA) in the planning and development of "high quality services for low income families", enhance the management systems and

overall performance of community action agencies in Iowa, and enhance CAA collaborative partnerships with local child care services, elementary schools and Iowa Community Empowerment areas to ensure better outcomes for families. The IHSA was awarded a grant to support this effort, which has included a Community Action and Head Start Institute on Excellence training program, New Directors Orientation and Training, and ongoing processes to identify and meet the training needs of ICAA and IHSA.

7) The Division continued its partnership with the Iowa Community Action Association to sponsor, plan, and deliver the ICAA Annual Training Conference, a three day conference providing high quality training opportunities in such areas as fiscal management, leadership development,

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

Factors affecting results: Effective partnerships require time, money and innovation. Resource allocation and staffing capacity are limiting factors. Ability and willingness of partners to participate also affect results.

AGENCY PERFORMANCE PLAN RESULTS

FY 2005

Name of Agency: Department of Human Rights, Division of Community Action Agencies			
Agency Mission: 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 toward self-sufficiency			
Core Function: Economic Supports			
Performance Measure (Outcome)	Performance Target	Performance Actual	Performance Comments & Analysis
1. Energy assistance funds leveraged	\$300,000	\$1,224,364	What Occurred: Increased Telephone Lifeline enrollment and customer contributions, and decrease in federal leveraging award. Data Source: Grantee reports, IUB reports, USHHS report
2. Energy savings per household weatherized	\$315	\$379	What Occurred: Training, technical assistance and support, new technologies, grantee efforts, high fuel prices contribute to higher savings Data Source: Independent energy consultant report
Service, Product or Activity: Weatherization, LIHEAP programs			
Performance Measure	Performance Target	Performance Actual	Performance Comments & Analysis
1. # of households served in WAP	1,950	2,064	What Occurred: Network capacity expanded, target number of homes exceeded Data Source: grantee program and fiscal reports
2. average household LIHEAP benefit	\$295	\$317	What Occurred: average benefit exceeded target, all households served Data Source: grantee program and fiscal reports

AGENCY PERFORMANCE PLAN RESULTS

FY 2005

Name of Agency: Department of Human Rights, Division of Community Action Agencies			
Agency Mission: 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 toward self-sufficiency.			
Core Function: Community Coordination and Development			
Performance Measure (Outcome)	Performance Target	Performance Actual	Performance Comments & Analysis
1. # of communities with active coalitions planning for and serving lowans in poverty	25	36	<p>What Occurred: Community action agencies and other community-based organizations conducted needs assessments and community planning activities, and received technical assistance and support from DCAA staff.</p> <p>Data Source: Local community action plans submitted to DCAA, agency reports, Empowerment reports.</p>
Service, Product or Activity: Advocacy			
Performance Measure	Performance Target	Performance Actual	Performance Comments & Analysis
1. # of hearings and opportunities for public input	5	13	<p>What Occurred: target was exceeded through public hearings, public meetings, and other opportunities for public input.</p> <p>Data Source: DCAA annual reports and plans</p>
2. % of Commission legislative agenda addressed by General Assembly	50%	40%	<p>What Occurred: GA addressed two of five Commission priorities, though neither was enacted.</p> <p>Data Source: Legislative tracking</p>
Service, Product or Activity: Community networks			
Performance Measure	Performance Target	Performance Actual	Performance Comments & Analysis
1. # of partnerships with other organizations	5	7	<p>What Occurred: Significant partnerships were initiated or continued</p> <p>Data Source: DCAA annual reports</p>
2. # of community-based agencies receiving technical assistance	25	36	<p>What Occurred: Agencies across Iowa received technical assistance from DCAA personnel, in the form of fiscal and program monitoring and improvement, management and leadership training, conference trainings, and Empowerment Team activities.</p> <p>Data Source: DCAA training, monitoring, and technical assistance visits</p>

Division of Community Action Agencies Directory

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Mike Coverdale	Nevada
Lois Eichacker	Fort Madison
Bob Knowler	Sioux City
Thomas Letsche	Remsen
Mark Lindeen	Mount Pleasant
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