



Local Community Action Agency
Board Training Manual



ICAA's mission is to advocate for policies and services that benefit those striving for economic security.

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ACKNOWLEDGEMENTS

The Board Training Book

Iowa Community Action Association (ICAA) is a 501(c)(6) trade association. Members of the association include the 16 Community Action Agencies located in Iowa, serving all of Iowa's 99 counties. Originally, ICAA staff and a working group from the ICAA Board of Directors adapted information found in a number of publications to develop an ICAA Board Training Book. Using the *Board Training Book* written and compiled by Rita and Narciso Aleman in 2002. The materials in this Training Book stemmed from a collection of tools and background information they gathered as they traveled to and from agencies providing training to non-profit boards. Arlene West edited their materials.

ICAA staff also reviewed and included board training materials from *CAPLAW*, *WIPFLI*, *Iowa Principles and Practices for Charitable Nonprofit Excellence*, *The Principles Workbook: Steering Your Board Toward Good Governance and Ethical Practice* and *BoardSource*. ICAA staff want to thank Virtual CAP for providing insight and guidance to many of the resources we have used to create this training.

ICAA staff recently updated this training to provide what we believe is the most appropriate information for Iowa's local Community Action Agency boards.

The War On Poverty Begins

"Let us carry forward the plans and programs of John F. Kennedy, not because of our sorrow or sympathy, but because they are right... This administration today, here and now, declares an unconditional War on Poverty in America... Our joint Federal-local effort must pursue poverty, pursue it wherever it exists. In city slums, in small towns, in sharecropper's shacks, or in migrant worker camps, on Indian reservations, among whites as well as Negroes, among the young as well as the aged, in the boom towns and in the depressed areas."

— Lyndon B. Johnson, January 8, 1964

The Promise of Community Action

Community Action changes people's lives, embodies the spirit of hope, improves communities, and makes America a better place to live. We care about the entire community, and we are dedicated to helping people help themselves and each other.

BACKGROUND & UNDERSTANDING THE COMMUNITY ACTION NETWORK

WHAT ARE COMMUNITY ACTION AGENCIES?

Community Action Agencies (CAAs) are nonprofit private and public organizations across the United States established under the Economic Opportunity Act of 1964 to fight America's War on Poverty. CAAs serve 99.9% of U.S. counties. Each local agency is part of a much larger network of other Community Action Agencies that are organized to provide assistance to children and families with low-moderate income.

In Federal Fiscal Year 2018 there were 1,009 CAAs, serving 10,152,522 people with low incomes who were living in 5,090,370 families. CAAs served 1,280,130 people who lacked healthcare, 1,686,505 people who reported having a disability, 1,113,706 senior citizens, 3,480,812 children living in poverty, and 125,629 veterans ([source](#)).

Community Action Agencies are strengthened by the resource of their state and national networks.

In most states, including Iowa, local agencies are a part of a statewide association like ICAA that works to eliminate poverty.

Each local agency is also part of a national anti-poverty network of federal Community Service Block Grant (CSBG) grantees. Many CAAs participate in both a state-level and a national-level association. All of Iowa's 16 agencies are members of Iowa Community Action Association, CAPLAW, and the Community Action Partnership.

WHERE DID COMMUNITY ACTION AGENCIES COME FROM?

The Community Action Partnership released a document in 2014 entitled, *The History of Community Action*. This document highlights the significant events that took place leading up to, during, and after the enactment of the Economic Opportunity Act of 1964. It captures and highlights the pivotal moments in Community Action history up through 2014. The next few pages include excerpts from the document.

THE CREATION YEARS: 1961 - 1964

In 1961, President John F. Kennedy's "New Frontier" included new programs to prevent juvenile delinquency. The focal point was the President's Council on Juvenile Delinquency, which was chaired by U.S. Attorney General Robert Kennedy. In New York City, the President's Council funded Mobilization for Youth (MFY) as did the Ford Foundation and the City of New York. MFY organized and coordinated neighborhood councils composed of local officials, service providers, and neighbors to develop plans to correct conditions that led to juvenile delinquency. It also enlisted the aid of the school board and city council members to implement those plans.

The Ford Foundation was also funding other "gray areas projects," including one in New Haven, Connecticut, that recruited people from all sectors of the community to come together to plan and implement programs to help low-income people. The core idea in the New Haven project was the concept of the whole community working together. This idea came from the "program of community action" that had been developed by the "Chicago School" of sociologists in the 1930s. (After passage of the Economic Opportunity Act of 1964, MFY and the New Haven "gray areas project" were often cited as the "models" for the community action agency.)

Michael Harrington's book "The Other America" caused a stir at the White House. JFK had staff exploring three major types of strategies to improve the plight of the poor, including growing the economy as a whole, training people for the new jobs being created, or engaging in more specific community-based strategies.

After the assassination of President Kennedy in November 1963, President Lyndon Baines Johnson expanded the policy ideas initiated during the Kennedy administration. In his State of the Union message to Congress in January, 1964, President Johnson said:

Let us carry forward the plans and programs of John F. Kennedy, not because of our sorrow or sympathy, but because they are right.... This administration today, here and now, declares an unconditional War on Poverty in America.... Our

Joint federal-local effort must pursue poverty, pursue it wherever it exists. In city slums, in small towns, in sharecroppers' shacks, or in migrant worker camps, on Indian reservations, among whites as well as Negroes, among the young as well as the aged, in the boom towns and in the depressed areas.



The "War on Poverty" was born. In February, LBJ asked R. Sargent Shriver -- President Kennedy's brother-in-law and head of the Peace Corps -- to head a task force to draft legislation. In August, the Economic Opportunity Act of 1964 (EOA) was passed. It created a federal Office of Economic Opportunity (OEO) in the Executive Office of the President. "Sarge" Shriver was named Director, and served until 1969. Many of the people who staffed the task force went to work at OEO.

Congress also passed the Civil Rights Act of 1964, which sought to eliminate discrimination in employment, public accommodations, transportation and other areas of life. The Economic Opportunity Act, designed to help implement that guarantee in the economic sector, stated in part: "It is therefore the policy of the United States to eliminate the paradox of poverty in the midst of plenty in this nation by opening, to everyone, the opportunity for education and training, the opportunity to work, and the opportunity to live in decency and dignity." The EOA included new education, employment and training, and work-experience programs such as the Job Corps, the Neighborhood Youth Corps, and Volunteers in Service to America (VISTA, the "domestic Peace Corps"). And it empowered OEO and CAAs to seek changes in public policies that were discriminatory in their implementation.

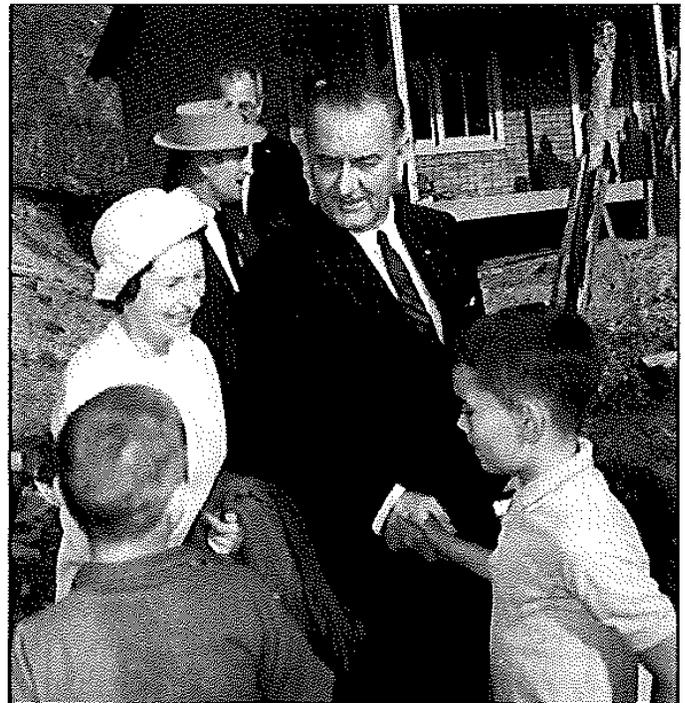
THE FORMATIVE YEARS: 1964 - 1967

The federal OEO was created to lead the War on Poverty and to coordinate related programs of all other federal agencies. Community Action Agencies (CAAs) were created at the local level to fight the War on Poverty "at home." Initially, there were no statutory requirements as to their structure, so some CAAs were blue-ribbon panels created by the mayor, others were grass-roots organizations composed entirely of poor people, and others were started by groups of neighbors who met in the local church basement and started an unincorporated association. CAAs varied from grass-roots, community-controlled groups to those with experienced board members and a highly professional staff. In 1966, OEO required the associations to incorporate as private nonprofit organizations. And, especially in the South and in urban areas, many of the staff and board members of CAAs were also active in the local civil rights movement. The concepts of civil rights and the people from the civil rights movement were at the core of the thinking and operations of CAAs in the formative years. It is hard to overstate the synergy and energy present in civil rights organizations and CAAs. Working at OEO or in a CAA was not a job, it was a calling. It was a way of life.

The state and local governments were seen as not being very effective in eliminating poverty or discrimination. Many were seen as being part of the problem. This paper described earlier how the determination of "deserving poor" resulted in discriminatory patterns in ADC. The ratio of the registration of college students in the state universities in the South was even more striking -- thousands of white females and 0 (that's zero) black females. According to the local customs, the black females did not deserve either benefits from government programs or the opportunity for a higher education. Community action supported the social movements that were trying to change this racist reality. The EOA and the OEO bypassed the state and local governments and directly funded the community groups that were seeking social change. This direct funding was a key element of the community action concept. LBJ staffers like Bill Moyers, Joseph Califano and Budget Director George Schultz exchanged memos acknowledging

the need for this to happen, but worrying about the political fallout.

Federal funds were provided through the OEO but the local CAAs determined the use of a substantial portion of the funds to meet the problems of low-income people as they defined them. These were called "local initiative funds" and were used for a wide variety of purposes, from helping people find work to providing basic education to improving housing to creating local community organizations and to supporting social action. One provision of the EOA called for the poor to have "maximum feasible participation" in identifying problems and in developing solutions -- and in obtaining jobs within the program. Across the nation, CAAs opened neighborhood centers in storefronts, housing projects, and other buildings in low-income areas to identify people who needed help and to determine eligibility, and to help the community organize to take action on its concerns. CAAs would take groups of people eligible for AFDC

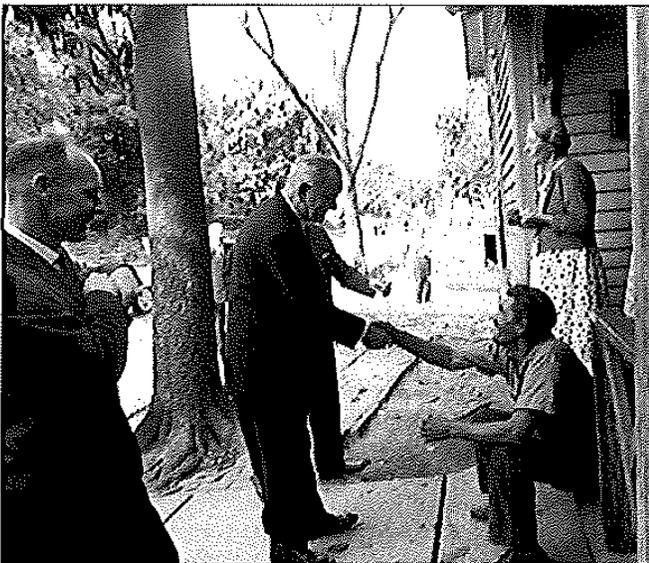


and go sit in or picket outside the local welfare offices until they were served. Urban Renewal (black removal) programs were stopped cold in several cities.

CAAs worked to change public policy from those where aid or opportunities were given only

THE FORMATIVE YEARS: 1964 - 1967, continued

to the “deserving poor” to a public policy where aid and opportunities were open to all who were eligible for it – regardless of race or other factors. Using the strategies of direct action, community organization and legal action, the CAAs challenged the structures of segregation head on – and won on virtually every front. The Legal Services lawyers won cases at the Supreme Court that eliminated the concept of “deserving poor” and established that if a person was eligible for a benefit they were entitled to it. Further, that entitlement constituted a property right, and state and local governments could not deprive them of it without good cause and a hearing. And, State and local government were obligated to implement Federal programs – they could not refuse to do so. Welfare offices were



forced into opening during regular business hours, and in more than one location. Under prodding from CAAs, in 1967 Congress separated the functions of income maintenance from social services. Clerks were hired to determine eligibility, and tens of thousands of white social workers were then supposed to provide real social services without using the cudgel of threatening to terminate cash benefits. In most places, instead of providing social services to welfare recipients the social workers were moved into child and adult protective services and foster care. CAAs began to fill the services void created by the departure of the social workers.

The EOA also provided for the creation of

economic opportunity offices at the state level to involve governors in the War on Poverty. While governors were not authorized to give prior approval on OEO grants, they did have the authority to veto any grant for any reason. Many, especially those in the South, exercised this statutory authority – usually over Legal Services program grants -- only to be checked by another provision of the EOA which provided for veto override by the Director of OEO. Among the thousands of grants each year there were only a handful of gubernatorial vetoes, and Shriver overrode almost all of them.

A new group of community leaders developed out of these neighborhood organizations, voicing the concerns of the poor and insisting on change. The philosophy, the values, the strength, and the personal commitments of community action were formed during this period.

It was also during this phase that the OEO hired 3,000 federal employees to manage and monitor all the new programs. Most of these people came from the CAAs, civil rights groups, universities, church leadership, labor unions, and other activist organizations.

The community action program (CAP) grew rapidly and invested substantial amounts of new federal funds into communities. There were many opinions about how to use the funds. Should CAAs be helping poor people organize to increase their political power? Or should the CAAs be helping people acquire the education and skills to get jobs in the burgeoning economy? Or, both? Should CAAs focus on adults who needed a few weeks of training in order to get a job? Or, focus on youth who needed work experience and training? Or, on children to help them become ready for school? The debates about where CAAs should invest energy and resources to produce the best results were intense, and continue to this day.

A confusing aspect of nomenclature is that CAAs are often called “CAPs” because they were formed under the Community Action Program division of OEO to administer funds for local Community Action Programs -- so the agency itself was also called a community action program.

THE RESTRUCTURING PHASE: 1967 - 1968

Some local elected officials especially in the big cities became concerned over the control of the CAA boards. Unhappy with the new power blocks outside their own political organizations, a few big-city mayors communicated their concerns to Vice President Hubert Humphrey (former Mayor of Minneapolis and President of the US Conference of Mayors) and to President Johnson and to Congress. As a result, Congress began to earmark new funds into congressionally defined National Emphasis Programs like Head Start and the Job Corps that restricted the ability of the CAAs to use the funds for other purposes. Congress also began to place restrictions on use of Federal funds for voter registration. President Johnson's initial enthusiasm for OEO and the War on Poverty began to decline, and his attention turned to the Vietnam War.

In late 1967, Congress passed the Green Amendment (Edith Green, D-OR) which required that a CAA must be designated by local elected officials as the official CAA for that area. After designation, OEO then recognized the CAA and provided funds. After months of negotiations, over 95 percent of the existing CAAs were designated and recognized. Interestingly enough, most of the existing CAAs in the Deep South were continued by the local officials. Most of the designation of an agency other than the existing CAA took place in big cities where Mayors felt a shift in political power taking place and designated themselves or a public agency. In California, where the California Rural Legal Assistance program had successfully sued Governor Reagan and his aide Ed Meese, the governor urged counties to designate themselves, and as a result about ½ of the CAAs in California are public agencies. Today, they are referred to as "Green" CAPs.

Congress also passed the Quie Amendment, which required that CAA boards of directors be composed of one-third elected officials, at least once-third low-income representatives selected by a democratic process, and the balance from the private sector.

By 1967, there were almost 1,800 CAAs covering about 2,200 of the nation's 3,300 counties. Most

big cities had several CAAs. The OEO initiated a policy that required most single-county CAAs to join together into multi-county units, and that required that there be only one CAA in a large City or county.

By late 1968, about 1,000 CAAs had been designated under the Green Amendment and recognized by OEO, reorganized to meet the Quie Amendment criteria, and consolidated according to OEO policy. Virtually all of these CAAs are still in existence today. This process of local designation and Federal recognition created a unique set of local entities with a broadly defined mission and a Federal mandate to eliminate the causes of poverty and ameliorate the conditions of poverty. The commitment to these unique entities and this broad Federal mandate manifests itself in an effort to preserve these structures and that mandate. For example, when one of these entities has administrative problems a large number of people will rally to help it solve the problems rather than to have it go out of existence and have its unique Federal mandate disappear and its programs dispersed among other agencies.

Although the increase in the influence of local elected officials was a controversial issue for the leaders of poverty groups that had been operating independently or at a more grass-roots level, the Green and Quie amendments ultimately have had a positive effect on most CAAs. The formal connection of the political, economic, and community power structures proved to be a strength. In many places, the CAA board became the arena for local officials, the business sector, and low-income people to have a dialogue and to reach agreement on the policies, self-help activities, and programs to help their community.

CAAs also managed massive nationwide outreach programs, funded by the Federal government, to make people aware of and help them sign up for the new Food Stamp and Medicaid programs.

THE TRANSITION YEARS: 1969 – 1974

By 1969, many successful programs had been initiated by CAAs, including Head Start, community health centers, Legal Services, VISTA, Foster Grandparents, economic development, neighborhood centers, summer youth programs, adult basic education, senior centers, congregate meal preparation, and many other strategies and programs that dealt with specific local conditions.

The concept of using OEO and CAAs as “Innovators and the testing ground” for new programs and then spinning off successful programs to be administered by other federal agencies had around since OEO was formed. In President Richard Nixon’s first administration (1968–1972), he transferred programs from OEO to the Department of Health, Education, and Welfare (Head Start) and the Department of Labor (Job Corps, Neighborhood Youth Corps). Legal Services, Adult Basic Education and Title III Senior Food Programs obtained their own legislation and also spun off from OEO. The OEO staff who worked on each program, the money and the administrative oversight for a substantial part of CAA funding went along with these transfers to the new agencies.

During the first Nixon Administration, one of the OEO Directors was Donald Rumsfeld. Governor Reagan once again vetoed the legal services grant to the California Rural Legal Assistance program. As Sarge Shriver had done, Director Rumsfeld overrode that veto. (CRLA still provides legal services). Director Rumsfeld also signed an OEO Instruction 6320-1 describing the mission of the CAA that is still in use today by many states and CAAs. (Google it!) The first Nixon Administration also proposed the excellent Family Assistance Plan, which was developed by then Assistant Secretary of HEW Daniel Patrick Moynihan. Unfortunately it did not pass Congress. CAAs opposed it mostly because it did not include a uniform national benefit payment to lift up the dismal payment amounts of some states. In retrospect, this was a big mistake because a plan as good as the FAP did not reappear until 1995 -- and President Bill Clinton shot that plan down and stuck us with TANF that continues the perpetual fantasy that women on public assistance are going to get good jobs in

the private sector. President Nixon also supported and signed legislation that provided a significant increase in social security benefits for seniors; the senior poverty rate dropped from about 34% to 12% overnight.

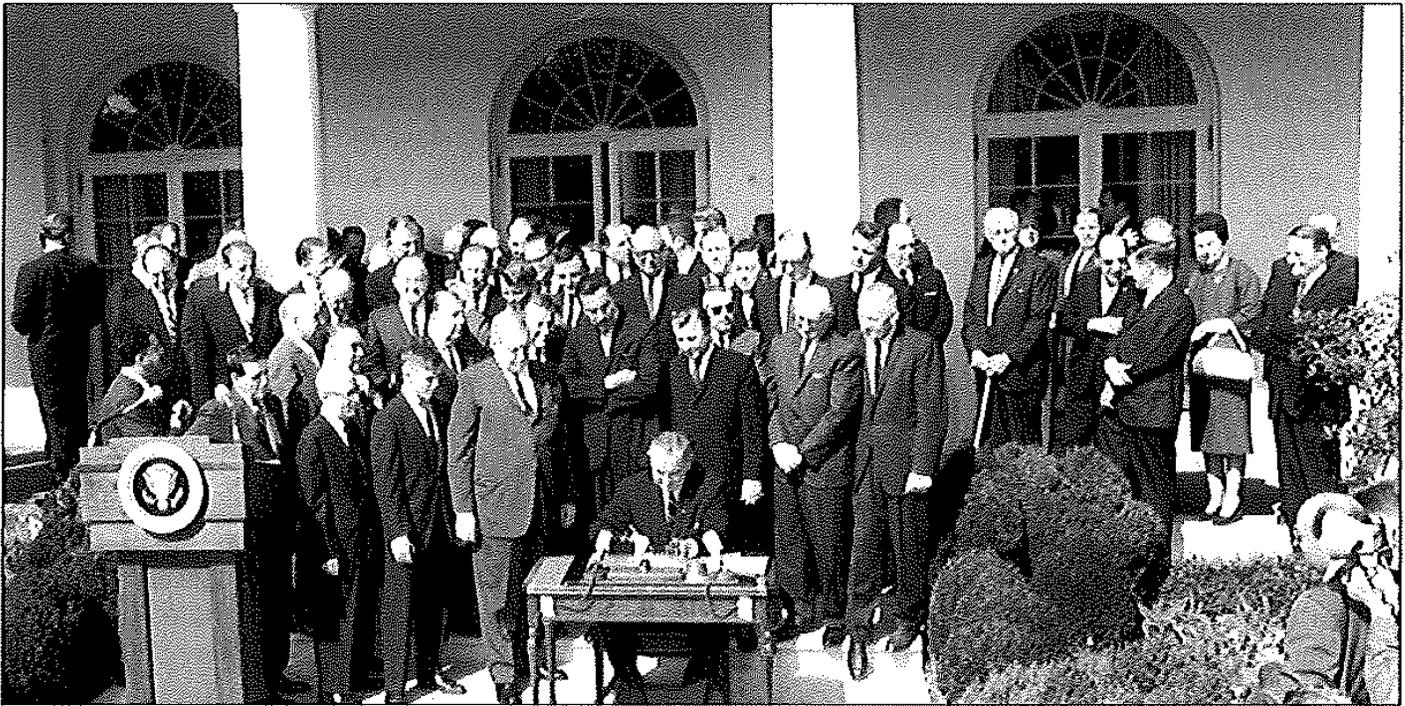
By the start of their second term in 1973, the Nixon Administration had changed its mind about a wide range of social policies and programs. Remember that President Nixon’s opponents in the 1972 race were George McGovern and his Vice Presidential running mate Sargent Shriver. In 1973, President Nixon did not request any funds for OEO’s Community Action Program division. Congress nevertheless provided funds. Nixon appointed Howard Phillips as Director of OEO and told him to dismantle and close the agency and to not spend the money Congress provided -- to “impound” it. Acting Director Phillips sent notices to the OEO Regional Offices and the CAAs to cease operations and to close their offices.

The Nixon Administration used the financial scandals at a few big city CAAs and continuing concerns of a few mayors as part of their justification. There was talk within the CAA network about (a) getting off the front pages of local papers by reducing advocacy work and confrontations with Mayors, and (b) splitting the network into two pieces -- urban and rural. The legislative committee of the national association of CAAs was chaired by Charles Braithwaite a CAA Director in rural Missouri and Bob Coard from the Boston CAA. They led the effort against splitting. They also led the effort to collect funds to hire lawyers -- to sue the Nixon Administration. The Federal District Court in Washington, D.C., ruled that the President (a) could not refuse to spend funds that had been appropriated by Congress, and (b) that Acting Director Phillips did not have the authority to take the actions that he had taken. Phillips resigned without having ever been confirmed by the Senate. In response to President Nixon’s concerns about managing Federal spending, the Congress created the “Anti Impoundment and Budget Reconciliation Act of 1974.” In 1981, it was used to repeal the EOA of 1964 and to eliminate the CSA. We will return to this later.

THE PROGRAM MANAGEMENT YEARS: 1974 - 1981

Under President Gerald Ford, in 1974, the Community Services Amendments were passed. The OEO was renamed and the "new" Community Services Administration (CSA) was born. The OEO employees became CSA employees and continued to administer the programs. Community action had found a new home in the federal government, and apparently, a new supporter in President Ford. (Former President Ford was on the advisory committee for the Friends of VISTA for many years.)

Due to a half-dozen well publicized scandals of fiscal mismanagement, the emphasis was on improving fiscal administration and program management. "Good management" was the mantra for all federally-funded programs. Each time an anti-poverty agency had a management problem the people who had never liked the idea of federal funding for anti-poverty programs anyhow would raise a cry to eliminate the entire program. And the simple "solution" was to turn a private nonprofit CAA into a public agency, which almost always



From 1974 to 1981, CSA continued to fund CAAs. CAAs continued to help communities and neighborhoods to initiate self-help projects such as gardening, solar greenhouses, and housing rehabilitation. They also helped create senior centers and congregate meal sites. Home weatherization and energy crisis transfer-payment programs were invented by CSA and the CAAs and turned into large-scale programs. However, most of the growth in federal spending for anti-poverty purposes flowed directly to individuals, through transfer payment programs like Food Stamps and Medicaid.

resulted in a reduction in innovation and advocacy.

The federal statute for CSA had a set of very general "standards of excellence" and each CAA was supposed to describe how it was achieving them. In the late 1970s, under prodding from Congress, President Jimmy Carter initiated a large-scale effort to strengthen the planning and management systems of both CSA and the CAAs. The "Grantee Program Management System" required all CAAs to create strategic plans and to specify the outcomes and impacts of their efforts. By 1981, it had been largely implemented in Regions 1-8 (but not in 9 and 10). More than 8,000 people had been trained in the new system.

THE EARLY BLOCK GRANT YEARS: 1981 - 1993

President Ronald Reagan's administration wanted to substantially reduce the federal government's support for domestic social programs. Budget Director Stockman wanted to reduce the amount of federal money being invested in program development and innovation which he saw as just generating more demand for federal money. President Reagan proposed consolidating most federally funded human needs programs into several large, general purpose block grants, and to reduce the total amount of funding by 25 percent, and to delegate the responsibility for administering these block grants to the states. The Reagan proposals were largely approved by the Congress. Congress created eight new block grants consolidating more than 200 federal programs, reduced their funding, and turned administrative authority over to the states.

The court victory by CAAs in 1973 had resulted on Congress creating new "budget reconciliation" tools in the "Anti-Impoundment and Budget Reconciliation Act of 1974". "Budget reconciliation" is a budget-planning process that is supposed to balance total federal revenues with total expenditures. Reconciliation precedes the normal appropriations hearings and is outside of the normal reauthorization process where major changes in statutes normally take place. In one of life's ironies, President Reagan used the reconciliation tools to repeal the EOA, close CSA, cut the budget by 25% and to turn administration over to the states. The reconciliation

tools were used to dramatically reduce the Federal commitment to eliminating poverty.

However, although President Reagan had proposed the elimination of federal funding for CAAs then and continued his "zero-budget" request throughout his term, Congress did not agree then, or since then. (For most of its 50-year life, support for community action has come primarily from communities and local elected officials including

Formation occurred in April, 1965. Instead of a tri-county agency, the North East Community Action Corporation (NECAC) now covers 12 counties in North East Missouri and is 1 of 19 Community Action Agencies located in the State. Central office remains located in Bowling Green, MO.

Photograph submitted by: Janice Robinson, NECAC Deputy Director for Community Services



Opportunity Act group formed

From the Feb. 24, 1965 edition of the Bowling Green Times: Members of a Pike County committee which will study the feasibility of forming tri-county Economic Opportunity Act agency are shown an outline of the federal program by Dr. Ralph Dobbs (next to right, front row) at a meeting Tuesday. Left to right are: Front row, John Croll, area community development agent; Mrs. Annice Wells, Dr. Dobbs and Jack Scott. Back row, Frank Ward, Carl Pierce, James "Mac" Marshall and Murry Smith.

Congress rather than from the White House.) In September 1981, Congress provided that all CAAs designated and recognized by CSA were eligible to be funded under the 90 percent pass-through requirement of the Community Services Block Grant (CSBG). The CSBG provided for the continued funding of the "eligible entities," i.e., the CAAs, migrant programs, and certain other organizations that had been financed through local initiative funds by CSA.

However, Congress did repeal the EOA and in so doing eliminated the procedures and regulations for

THE RESULTS & OUTCOMES YEARS: 1993 - 2014

In 1993, Congress passed the Government Performance and Results Act (GPRA). This required all Federal agencies to: produce strategic plans with long-term goals and performance goals; and to identify results and outcome measures for their strategies; and ultimately to submit their budget requests to Congress based on the projected results they will produce. This has proved to be a major challenge for programs in all Federal agencies that had human development or block grant programs. As has been the case since the 1930s, any requirements a Federal agency itself must meet eventually are imposed on the entities that receive Federal money from it, including state and local governments and nonprofit agencies. This "trickle down" bureaucracy is present in all Federal programs.

To implement the intent of GPRA among states and CAAs, the HHS Office of Community Services and the national associations representing states and CAAs created a process to develop goals and outcome measures. This was a three year process that involved about 100 people, and it operated on a consensus basis. The system they produced is called the Results Oriented Management and Accountability system, or ROMA. It created six national goals with about 75 suggested outcome measures (10 or 12 for each goal) for states and CAAs to use. The design standard used to create the 6 goals was that the goal framework should (a) cover the very broad range of strategies contemplated by the CSBG statute and used by CAAs nationwide, and (b) be able to describe at least 90% of what CAAs are doing. Recognizing that the processes of invention and innovation at the local level will always be creating strategies and results that are not-yet-incorporated into the formal reporting system, ROMA allowed States and CAAs to add "local measures" to describe other new results that they were achieving.

ROMA'S ORIGINAL SIX NATIONAL GOALS:

1. Low-Income People Become More Self-Sufficient
2. The Conditions in which Low-Income People Live Are Improved

3. Low-Income People Own a Stake in Their Community
4. Partnerships Among Supporters and Providers of Services to Low-Income People Are Achieved
5. Agencies Increase Their Capacity to Achieve Results
6. Low-Income People, Especially Vulnerable Populations, Achieve Their Potential by Strengthening Family and Other Supportive Systems

It was hailed as a model system by the Federal Office of Management and Budget (OMB). Created as a voluntary system, ROMA has followed the typical "trickle down" evolutionary pathway where things start as a good idea, and morph into to voluntary adoption, to recommended adoption, to best practices, and eventually into law. ROMA is now required of all states and CAAs. In the early 2000s, the OMB began advocating that all Federal programs should have only a few (3-6) outcome measures, and should have a national performance goal for each results measure, and that states and local entities should be held responsible for producing their negotiated amount of that national performance goal. This "WIA-as-the-Ideal-template" approach is a challenge to implement in any human development program, and especially difficult in a block grant. This dialogue between OCS, the CAA network and OMB has continued since then. The National Performance Indicators (NPIs) were created as a compromise with OMB to test out whether results produced under a block grant could be converted into use as performance goals.

All Federally funded programs must find ways to convince Congress they are producing the results that Congress wants. The underlying concern about school readiness and school performance started in the early 1990s and comes from a large majority of the members of Congress including both political parties. Beginning in the 1990s, Congress heard disturbing testimony in the hearings on the Elementary and Secondary Act about the low-impact of the program and the inability to prove

results. Measures of educational attainment from other programs were also reviewed. Many members of Congress perceived an overall decline in school performance. These were manifested in the Head Start program in the narrow focus on child outcome indicators (adopted in 1996) that seek to measure what each child has learned and to link that to school readiness. This Congressional concern grew into the No Child Left Behind Act of 2001 (amendments to the ESSEA Act) in which Congress tried to compel increases in school performance and child progress. For Head Start, the Bush Administration created a National Reporting System which had many problems, and has since been modified.

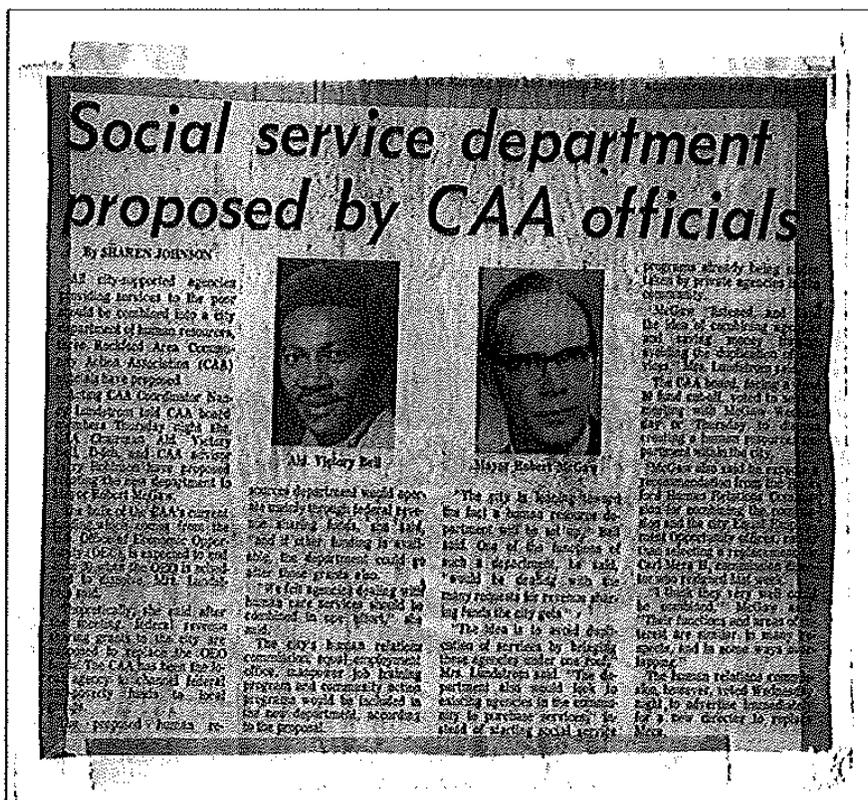
Back to CSBG. Even with reduced core funding that came with the block grant in 1981, CAAs were able to increase their leveraging of additional funds. One survey in 1986 showed that with a CSBG budget of slightly more than \$300,000 the average CAA was able to leverage more than \$2.9 million, a ratio of \$9.50 of other funds for every dollar of CSBG funding. Agencies also recruited an average of eight (part time) volunteers for every paid staff person.

In the 1990s CAAs added numerous asset development programs like financial education, individual development account savings programs, first-time homebuyer and housing counseling programs, and working to reduce payday loans.

By 2002, the CSBG Annual Report which is prepared by the National Association for State Community Services Programs (NASCSPP) showed the ratio of dollars leveraged for each CSBG dollar was now \$15.52 from all other sources, including Federal money and the value of volunteer hours. About \$5 of that \$15.52 is from state, local and private money. The number of non-CSBG dollars from all sources administered by CAAs has increased from about \$1.9 billion in 1981 to about \$9.8 billion in 2002. In 2002, CAAs also received 40 million hours of volunteer services which is the equivalent of about 18,750 full time employees

For 2012, the NASCSPP Annual Report stated that "Every dollar invested in CSBG leveraged \$22.74 of other federal, state, local, and private funds. That statistic doesn't even include the significant increase in benefits and wages, tax revenue, and avoided costs to other federal safety net services as a result of improved economic opportunity. The statistics outlined in this report demonstrate the strength and value of CSBG as the national anti-poverty strategy that coordinates local, state, and federal efforts to end poverty and secure a promising future for our nation." The report is filled with impressive results. "365,642 families were helped to obtain \$539,809 in federal or state tax credits. 15,002 low-income people completed postsecondary education and obtained a certificate or diploma.

The number of CAAs and other entities eligible for CSBG funds has increased since 1981 from



about 932 to about 1,045. The number of counties covered by a CAA has increased from 2,300 in 1981 to about 3,200 of the nation's 3,300 counties. Since 1981 more than 500 CAAs have approved the request from one or more neighboring counties to join the CAA.

2012 And Beyond

Below is an excerpt from the 2017 Addendum to Participant Manual, “Introduction to ROMA” Version 5.0 © 2012 F. Richmond and B. Mooney, The Center for Applied Management Practices. Modified, from material © 1997-2011, The Center for Applied Management Practices. Camp Hill, PA 717-730-3705, www.appliedmgt.com.

2012 -- Focus on Performance Management

The Administration for Children and Families (ACF) the Office of Community Services (OCS) began a process to improve the support of high quality services delivery across the CSBG network. As part of a broader effort to increase accountability and achieve results, OCS launched several initiatives: to establish organizational standards for eligible entities, to enhance the CSBG Network’s performance and outcomes measurement system for local eligible entities (ROMA), and to create State and Federal-level accountability measures to track and measure organizational performance by State CSBG Lead Agencies and OCS.

2015 -- Several Efforts Finalized:

– Organizational Standards

The purpose of the organizational standards is to ensure that all eligible entities have appropriate organizational capacity, not only in the critical financial and administrative areas important to all nonprofit and public human service agencies, but also in areas of unique importance for CSBG-funded eligible entities.

– State and Federal Accountability Measures

State and Federal Accountability Measures are designed to track organizational performance by State CSBG Lead Agencies and OCS. These measures are part of an enhanced framework for accountability and performance management across the CSBG Network.

– Automated State Plans

The new Model State Plan streamlines and automates the prior Model State Plan content while also incorporating information on organizational standards and State accountability measures.

– American Customer Satisfaction Index (ACSI)

Use of the ACSI will allow OCS to collect consistent, uniform information from eligible entities across the country, and will provide the states with actionable insights to improve their customer experience and boost program results. This is in keeping with the enhanced emphasis on using data for analysis and decision-making to continually make program improvements.

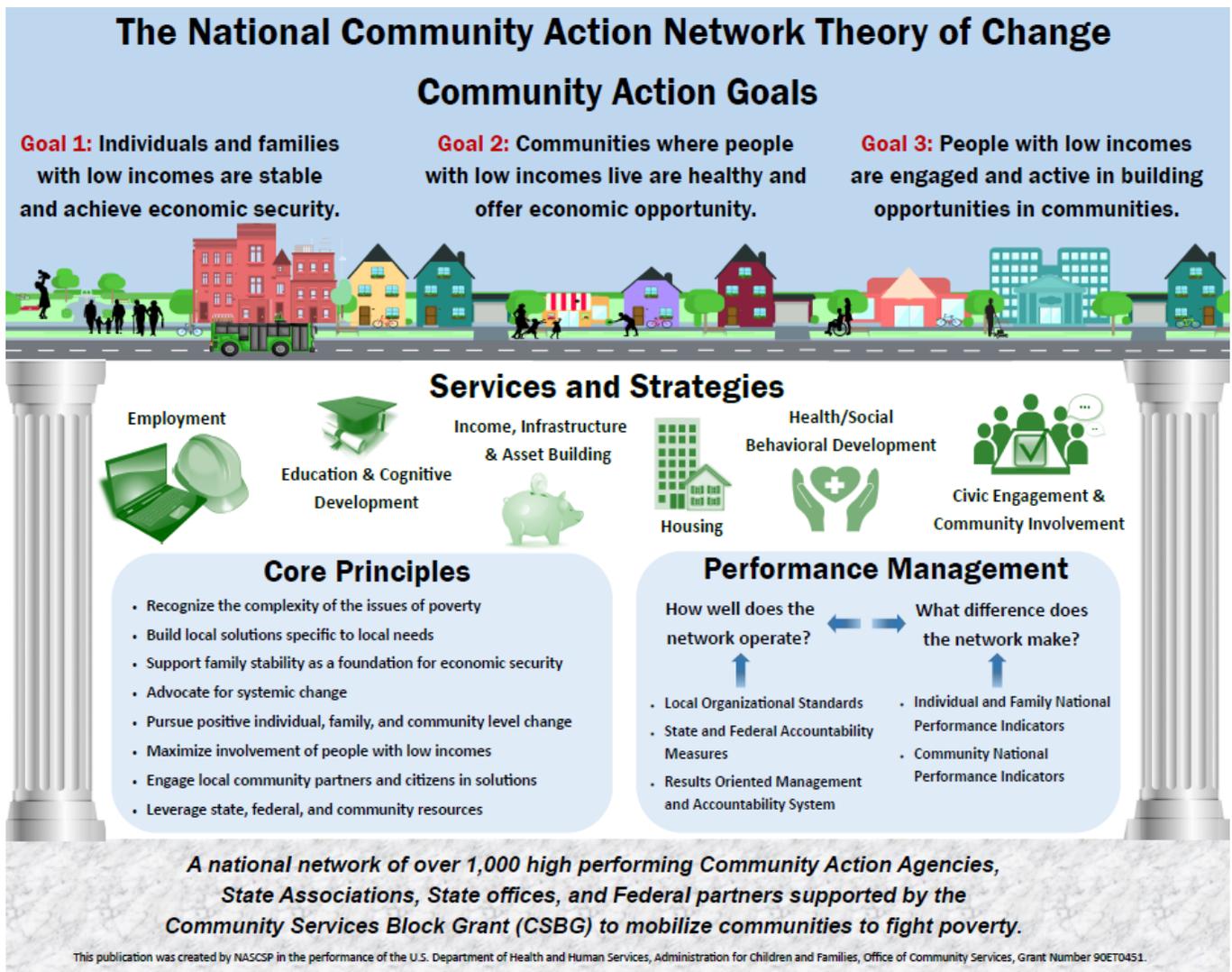
2017 – New Annual Report Approved by Office of Management and Budget (OMB)

Excerpt from IM 152- 1/19/17

The new CSBG Annual Report marks the largest overhaul of CSBG data collection and reporting since the first comprehensive CSBG Information Survey (CSBG-IS) was developed in 1983. OCS and the CSBG Network – composed of CSBG eligible entities, State CSBG Lead Agencies, State Community Action Associations, national partners, and others – have participated in a multi-year effort to update the CSBG Annual Report that was designed to complement ROMA Next Generation and support and complete the CSBG Performance Management Framework. The information in the new CSBG Annual Report will be used at local, State, and national levels to improve performance, track results from year to year and assure accountability for critical activities and outcomes at each level of the CSBG network.

The new CSBG Annual Report (AR) Approved by OMB on 1/12/17 includes

- Connection with the Automated State Plans
- Identification of State Accountability Measures
- Reports on American Customer Satisfaction Index
- Reports on Organizational Standards for Local CAAs
- New National Performance Indicators for Communities, Families and Individuals
- Identification of Services for Families and Individuals and Strategies for Communities
- Report on Interaction of State and local Eligible Entities regarding performance of full ROMA Cycle
- Inclusion of a National Theory of Change for Community Action



The Community Action Partnership has training resources available to assist local Community Action Agencies in creating a local theory of change, visit www.communityactionpartnership.com for more information.

WHAT ARE COMMUNITY ACTION BASICS?

Board, Staff, and Volunteers

Community Action Agencies are different than other nonprofits in many ways, but one of the most significant differences is the mandatory composition of the local agency's board of directors. Federal legislation requires the following board composition:

- ☞ At least one-third of a board's members must represent the low-income community; exactly one-third must be elected officials; up to one-third may be from the private sector.

Some interesting "averages" about Community Action Agencies and their boards of directors:

- ☞ The average size of a CAA board is 25 people.
- ☞ The typical size of agency staff is 115 full-time equivalent workers.
- ☞ On average each CAA has 813 people volunteering at the agency each year.

Local Citizens Govern Local Non-Profit Community Action Agencies

The Economic Opportunity Act required that Community Action Agencies have "maximum feasible participation" in the areas they serve. CAAs embrace this principle in their local agencies.

In 1967, Congress passed the Quie Amendment, which restructured the management of Community Action Agencies. The amendment required that an agency's board of directors select locally elected officials to make up one-third of the board's directors. At least another third of the directors were to be low-income representatives selected by a democratic process, and the balance was to come from the private sector. This tri-partite structure ensures input from all sectors of the community in the planning and administration of the agency and in determining the best local approaches to serving the needs of low-income people and families.

Most Community Action Agencies are private, nonprofit corporations. However, some states have a unique partnership with Reservation Governments. In these cases, Indian Reservation Governments have chosen to be part of the Community Action network and their tribal governments operate local Community Action programming as grantees of the State. Other Community Action Agencies are public entities affiliated with local government.

In Iowa, all 16 Community Action Agencies are private, nonprofit 501(c)(3) organizations.

What is 501(c)(3)?

Code section 501 (c) applies to organizations organized and operated for Religious, Charitable, Scientific, Testing for Public Safety, Literary or Educational Purposes, or for the Prevention of Cruelty to Children or Animals. The first thing to note about the exemption provided by Section 501(c)(3) is that in order to qualify for exempt status an organization must be organized and operated exclusively for the required exempt purposes.

Community Action Agencies fall under "Charitable Organizations". The term "charitable" is used in its broad sense and is not to be construed as limited by the separate enumeration in Section 501(c)(3) of the IRC or other tax-exempt purposes. Thus, the term "charitable" may include relief of the poor and distressed, advancement of religion, advancement of education or science, lessening of the burdens of government, and the defense of human or civil rights. Treas. Reg. Section 1.501(c)(3) - I (d)(2).

What Do CAAs Do?

Dramatically rising costs and shortages in housing, energy, quality childcare, and health insurance are leading the assault on Americans' real wages. As a result, many households with low-income need additional support to reach economic self-sufficiency. Community Action Agencies provide households with emergency services to meet their immediate needs, while fostering individual growth and a transition to household stability. Job training, childcare, transportation assistance, and other programs play a critical role in supporting households as they move to greater self-sufficiency.

Working in partnership with people with limited resources, Community Action Agencies provide a range of services to meet the unique needs of American communities. Community Action programs focus on achieving outcomes for families.

Combining the provision of emergency and developmental services with advocacy, Community Action programs also partner with private and public entities to assist the people of America.

Community Action Funding

Community Action Agencies receive funding from a wide range of private and public sources at the local, state and federal level. Most local agencies have a large number of funding sources they blend and braid to meet the needs of low income children and families. The core funding for all Community Action Agencies is provided by the federal Community Services Block Grant (CSBG). The federal block grant was established in 1981.



Annually, every Iowa Community Action Agency CSBG dollar is matched by more than \$30.98 from all other funding sources and at least \$7.67 of that match comes from state and local governments and private sources. Iowa's Community Action Agencies received \$7,660,076 in CSBG funding in FY 2020.

HOW ARE WE CONNECTED AS A LOCAL NETWORK?

INSERT CAA NAME & EXAMPLES OF PARTNERSHIPS

WHAT DOES OUR LOCAL DATA TELL US?

THIS IS AN EXAMPLE – enter any relevant CAA client characteristic and outcome data

GENDER		OTHER CHARACTERISTICS	
Male	2,866	No Health Insurance	1,232
Female	3,509	Disabled	763
Unknown/Not Reported	0	Veteran	194
39% of those served in Iowa are children under age 18		FAMILY TYPE	
AGE		Single parent/female	450
0-3	482	Single parent/male	55
4-5	347	Two-parent household	646
6-11	903	Single person	914
12-17	744	Two adults/no children	386
18-23	445	Other	35
24-34	891		
35-44	679	FAMILY SIZE	
45-54	669	1	918
55-69	691	2	572
70+	524	3	352
Unknown/Not Reported	0	4	268
		5	209
ETHNICITY		6	101
Hispanic or Latino	206	7	32
NOT Hispanic or Latino	6,169	8	20
Unknown/Not Reported	0	9 or more	14
RACE		SOURCE OF FAMILY INCOME	
Black or African American	46	No income/unreliable	184
White	6,180	TANF	110
American Indian or Alaskan	9	SSI	363
Asian	8	Social Security	934
Native Hawaiian or Pacific Islander	5	Pension	165
Multi-race	107	General Assistance	1
Other	20	Unemployment Insurance	113
Unknown/Not Reported	0	Employment + other sources	499

		Employment only	710
87% of those served have at least a high school diploma or GED		Other	348
EDUCATION		Unduplicated # of families reporting income source	2,329
0-8th grade	1		
9th-12th grade/non-graduate	448	OTHER CHARACTERISTICS	
High School Graduate/GED	2,404	Receive Food Assistance through SNAP	1,449
12+ some post-secondary	376		
2 or 4 year college graduate	225		
Unknown/Not Reported	0		
62% of those served are below 100% of the Federal Poverty Guideline			
LEVEL OF FAMILY INCOME AS A PERCENTAGE OF THE FEDERAL POVERTY GUIDELINES			
Up to 50%	595		
51% to 75%	457		
76% to 100%	499		
101% to 125%	455		
126% to 150%	315		
151% to 175%	109		
176% to 200%	30		
201% and over	26		
HOUSING			
Own/Buy	1,186		
Rent	1,268		
Homeless	3		
Other	29		
Unknown/Not Reported	0		

HOW ARE WE CONNECTED AS A STATE NETWORK?

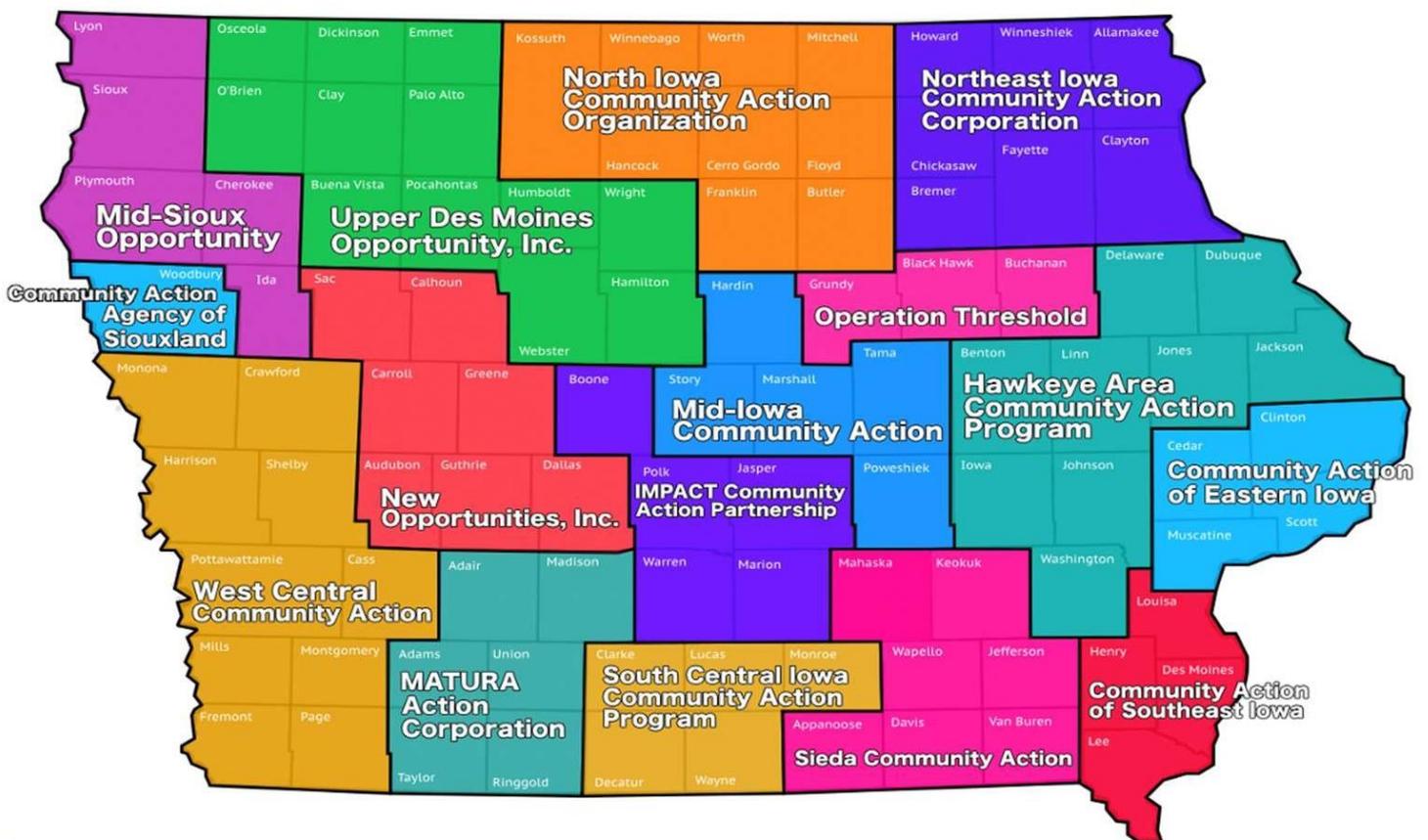
More than 300,000 Iowans are assisted annually by Iowa's sixteen Community Action Agencies in 100% of Iowa's counties through a wide range of services that are at the forefront of innovative strategies to empower Iowans with limited resources to become economically secure. Iowa Community Action Agencies have state and national partners all working towards the same goal: eliminating poverty.

Below is a brief summary of some of the state organizations that assist Community Action Agencies as they deliver services to children and families:

Iowa Community Action Association (ICAA) ~ ICAA is the statewide association for Iowa Community Action Agencies and serves as an advocate at the state and federal levels in support of public policies, funding and program administration that address the needs of low-income and disadvantaged citizens; and provides services to member agencies to enhance the capacity of the Community Action network.

Connect with us: iowacommunityaction.org / @IowaCAA  

Iowa Community Action Agencies



iowacommunityaction.org

Iowa Community Action Association's shared values and beliefs are:

- 🔥 *Community Action is committed to serve the best interests of the poor, thereby serving the best interests of everyone.*
- 🔥 *All people can learn and increase their skills and knowledge.*
- 🔥 *People and communities can change.*
- 🔥 *Every person and every community has endless potential.*
- 🔥 *Community Action staff are compassionate and skilled professional*

ICAA has organized subgroups consisting of representatives from each of Iowa's 16 Community Action Agencies that meet on a regular basis:

- 🔥 ROMA
- 🔥 Iowa Weatherization Association of Coordinators (IWAC)
- 🔥 Iowa Family Development Alliance (IFDA)
- 🔥 Iowa Directors of Energy Assistance (IDEA)
- 🔥 Administrative Officers: Human Resources
- 🔥 Administrative Officers: Fiscal

Iowa Community Action Partnership (ICAP) ~ Iowa Community Action Directors (doing business as) ICAP, has the purpose of assisting in the provision of a better life for Iowa's low-income residents, through assistance to the Community Action Agencies located within the State. The requirement for membership is that an individual is employed as an Executive Director of a Community Action Organization situated in the State of Iowa (for more information contact Iowa Community Action Association: IowaCommunityAction.org).

Division of Community Action Agencies (DCAA) ~ DCAA is located within the Iowa Department of Human Rights and the focal point for Community Action Agency activities within Iowa government. DCAA exists to develop and expand the capacity at the community level to assist families and individuals to achieve economic and social self-sufficiency, and to ensure that the basic needs of Iowa's low-income population are met.

Website: <https://humanrights.iowa.gov/dcaa>



Division of Community Action Agencies

Iowa Commission on Community Action Agencies ~ The purpose of the Commission on Community Action Agencies is to review the progress of programs of the division (mentioned above). It adopts rules concerning programs and policies for all bureaus of the division. It supervises the collection of data relative to the scope of services provided by Community Action Agencies and recommends legislation to the Governor and the General Assembly designed to improve the status of low-income person in the state

The Iowa Commission on Community Action Agencies is comprised of nine governor-appointed members who are confirmed by the Senate and serve three-year terms. One-third of the members are elected officials, one-third are representatives of business, industry, labor, religious, welfare, and educational organizations, or other major interest groups, and one-third have incomes at or below poverty level, according to federal guidelines.

Website: <https://humanrights.iowa.gov/dcaa/commission>

Iowa Head Start Association (IHSA) ~ The mission of IHSA is to build the skills of its members to promote and advocate for a wide variety of quality services for all Iowa's children and families.

Website: <http://www.iowaheadstart.com>



WHAT DOES THE STATE OF IOWA DATA TELL US?

Demographics of those served October 1, 2019 – September 30, 2020

CSBG CLIENT CHARACTERISTICS

page 1

FY 2020 (FINAL 1/11/2021)

	TOTAL	
Characteristics for INDIVIDUALS Obtained	291,087	
Characteristics for HOUSEHOLDS Obtained	120,094	

GENDER

Male	126,203	43.36%
Female	160,640	55.19%
Other	1,175	0.40%
Unknown/Not Reported	3,069	1.05%
TOTAL	291,087	100.00%
Data Check	0	

AGE

0-5	42,738	14.68%
6-13	52,589	18.07%
14-17	21,624	7.43%
18-24	21,328	7.33%
25-44	70,519	24.23%
45-54	24,703	8.49%
55-59	14,231	4.89%
60-64	12,999	4.47%
65-74	16,320	5.61%
75 and over	12,600	4.33%
Unknown/Not Reported	1,436	0.49%
TOTAL	291,087	100.00%
Data Check	0	
18+	172,700	59.33%

EDUCATION LEVELS

AGES 14-24

Grades 0-8th	11,750	27.36%
Grades 9th-12th/Non-Graduate	17,204	40.05%
High School Graduate	7,180	16.72%
GED/Equivalency Diploma	293	0.68%
12th Grade + Some Post-Secondary	2,344	5.46%
College Graduate (2 or 4 years)	368	0.86%
Graduate of Other Post-Secondary School	102	0.24%
Unknown/Not Reported	3,711	8.64%
TOTAL	42,952	100.00%
Data Check	0	

AGES 25 and OVER

Grades 0-8th	3,304	2.18%
Grades 9th-12th/Non-Graduate	12,934	8.54%
High School Graduate	64,185	42.40%
GED/Equivalency Diploma	6,751	4.46%
12th Grade + Some Post-Secondary	23,947	15.82%
College Graduate (2 or 4 years)	18,019	11.90%
Graduate of Other Post-Secondary School	2,828	1.87%
Unknown/Not Reported	19,404	12.82%
TOTAL	151,372	100.00%
Data Check	0	

DISCONNECTED YOUTH

Youth Ages 14-24	1,818	4.23%
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	TOTAL	
HEALTH		
YES Disabling Condition	43,146	14.82%
NO Disabling Condition	228,476	78.49%
UNKNOWN Disabling Condition	19,465	6.69%
TOTAL	291,087	100.00%
Data Check	0	
YES Health Insurance	243,370	83.61%
NO Health Insurance	20,823	7.15%
UNKNOWN Health Insurance	26,894	9.24%
TOTAL	291,087	100.00%
Data Check	0	
Medicaid	175,719	72.20%
Medicare	32,127	13.20%
State Children's Health Insurance	3,374	1.39%
State Health Insurance for Adults	5,184	2.13%
Military Health Care	1,786	0.73%
Direct Purchase	9,996	4.11%
Employment Based	15,156	6.23%
Unknown/Not Reported	3,431	1.41%
TOTAL	246,773	
Data Check	yes	
ETHNICITY		
Hispanic, Latino, Spanish Origin	30,497	10.48%
NOT Hispanic, Latino, Spanish Origin	249,383	85.67%
Unknown/Not Reported	11,207	3.85%
TOTAL	291,087	100.00%
Data Check	0	
RACE		
American Indian, Alaskan Native	2,568	0.88%
Asian	5,558	1.91%
Black, African American	41,658	14.31%
Native Hawaiian, Other Pacific Islander	1,421	0.49%
White	206,171	70.83%
Other	11,630	4.00%
Multi-Race (two or more of the above)	15,244	5.24%
Unknown/Not Reported	6,837	2.35%
TOTAL	291,087	100.00%
Data Check	0	
MILITARY STATUS (aged 18 and over)		
Veteran	7,084	4.10%
Active Military	214	0.12%
Never Served in the Military	145,025	83.98%
Unknown/Not Reported/No Military Status	20,377	11.80%
TOTAL	172,700	100.00%
Data Check	0	

	TOTAL	
WORK STATUS (aged 18 and over)		
Employed (full-time)	29,280	16.95%
Employed (part-time)	20,048	11.61%
Migrant Seasonal Farm Worker	123	0.07%
Unemployed (short-term)	16,882	9.78%
Unemployed (long-term)	14,356	8.31%
Unemployed (not in labor force)	53,839	31.17%
Retired	24,241	14.04%
Unknown/Not Reported	13,931	8.07%
TOTAL	172,700	100.00%
Data Check	0	
18+		

HOUSEHOLD TYPE		
Single Person	48,738	40.58%
Two Adults, No Children	15,355	12.79%
Single Parent Female	22,959	19.12%
Single Parent Male	3,146	2.62%
Two Parent Household	13,786	11.48%
Non-Related Adults with Children	1,268	1.06%
Multigenerational Household	5,542	4.61%
Other	2,987	2.49%
Unknown/Not Reported	6,313	5.26%
TOTAL	120,094	100.00%
Data Check	0	

HOUSEHOLD SIZE		
1	48,738	40.58%
2	26,263	21.87%
3	16,757	13.95%
4	13,099	10.91%
5	8,153	6.79%
6 or more	6,850	5.70%
Unknown/Not Reported	234	0.19%
TOTAL	120,094	100.00%
Data Check	0	

HOUSING		
Own	41,033	34.17%
Rent	68,720	57.22%
Other Permanent Housing	645	0.54%
Homeless	901	0.75%
Other	2,189	1.82%
Unknown/Not Reported	6,606	5.50%
TOTAL	120,094	100.00%
Data Check	0	

LEVEL OF HOUSEHOLD INCOME		
Up to 50%	40,118	33.41%
51% to 75%	17,064	14.21%
76% to 100%	19,455	16.20%
101% to 125%	17,268	14.38%
126% to 150%	13,475	11.22%
151% to 175%	8,174	6.81%
176% to 200%	1,962	1.63%
201% to 250%	1,738	1.45%
Over 250%	840	0.70%
Unknown/Not Reported	0	0.00%
TOTAL	120,094	100.00%
Data Check	0	

	TOTAL	
SOURCES OF HOUSEHOLD INCOME		
Employment Income Only	5,803	4.83%
Employment Income, Other Income Source	1,968	1.64%
Employment Income, Other Income Source, Non-Cash	11,350	9.45%
Employment Income, Non-Cash Benefits	30,113	25.07%
Other Income Source Only	6,823	5.68%
Other Income Source, Non-Cash Benefits	43,216	35.99%
No Income	2,637	2.20%
Non-Cash Benefits Only	9,730	8.10%
Unknown/Not Reported	8,454	7.04%
TOTAL	120,094	100.00%
Data Check	0	
OTHER INCOME SOURCE		
TANF/FIP Assistance	2,649	2.37%
SSI	16,940	15.17%
SSDI	16,921	15.16%
VA Service Connected Disability	732	0.66%
VA Non-Service Connected Disability	598	0.54%
Private Disability Insurance	301	0.27%
Workers' Compensation	130	0.12%
Social Security Retirement Income	25,713	23.03%
Pension	5,247	4.70%
Child Support	6,314	5.66%
Alimony or Other Spousal Support	621	0.56%
Unemployment Insurance	3,033	2.72%
EITC	1,477	1.32%
Other	2,259	2.02%
Unknown/Not Reported	0	0.00%
NON-CASH BENEFITS		
SNAP	50,455	45.19%
WIC	10,698	9.58%
LIHEAP	82,459	73.86%
HCV (Housing Choice Voucher)	4,341	3.89%
Public Housing	4,950	4.43%
Permanent Supportive Housing	382	0.34%
HUD-VASH	1,077	0.96%
Childcare Voucher	810	0.73%
Affordable Care Act Subsidy	391	0.35%
Other	10,438	9.35%
Unknown/Not Reported	541	0.48%

Data Retrieved from: The Iowa Department of Human Rights, Division of Community Action Agencies, 2020 Year End Report.

HOW ARE WE CONNECTED AS A REGIONAL NETWORK?

Region VII ~ The Iowa Community Action network is a part of Region VII, a four-state regional partnership consisting of Iowa, Nebraska, Kansas and Missouri. There are 10 Community Action regions in the United States.

REGION ONE

Connecticut CT
Maine ME
Massachusetts MA
New Hampshire
NH Rhode Island RI
Vermont VT

REGION TWO

New Jersey NJ
New York NY
Puerto Rico PR
Virgin Islands VI

REGION THREE

Delaware DE
District of Columbia
DC Maryland MD
Pennsylvania PA
Virginia VA
West Virginia WV

REGION FOUR

Alabama AL
Florida FL
Georgia GA
Kentucky KY
Mississippi MS
North Carolina
NC South
Carolina SC
Tennessee TN

REGION FIVE

Illinois IL
Indiana IN
Michigan MI
Minnesota MN
Ohio OH
Wisconsin WI

REGION SIX

Arkansas AR
Louisiana LA
New Mexico NM
Oklahoma OK
Texas TX

REGION SEVEN

Iowa IA
Kansas KS
Missouri MO
Nebraska NE

REGION EIGHT

Colorado CO
Montana MT
North Dakota ND
South Dakota SD
Utah UT
Wyoming WY

REGION NINE

Arizona AZ
California CA
Hawaii HI
Nevada NV
Trust Territories

REGION TEN

Alaska AK
Idaho ID
Oregon OR
Washington WA



Region VII Head Start Association ~ The Region VII Office of Head Start is located in Kansas City, a federal program of the federal Administration for Children & Families (ACF). The ACF provides national leadership and creates opportunities for low-income, disadvantaged families and individuals to lead economically and socially productive lives, for children to develop into healthy adults and for communities to become more prosperous and supportive of their members.

Website: r7hsa.com

Additional Resources: Stateline.org

HOW ARE WE CONNECTED AS A NATIONAL NETWORK?

The CAA Network Across America

The service areas of CAAs cover 99 percent of the nation's counties. These agencies are connected by a national network that includes a national association and lobbying organization, state associations, regional associations, and a national association of Community Service Block Grant (the core funding for CAAs) administrators.

CAAs are a primary source of support for the more than 34 million people who are living in poverty in the United States. The majority of CAA clients are extremely poor with incomes below 75 percent of the federal poverty threshold.

Below is a brief summary of some of the national organizations that assist Community Action Agencies as they deliver services to children and families:



Community Action Partnership (CAP) ~ Community Action Partnership is a national, 501(c)3 nonprofit membership organization that provides technical assistance, training and other resources to Community Action Agencies, nonprofit and public groups funded by the Community Services Block Grant (CSBG). The resources provided to Community Action Agencies across the country by Community Action Partnership allow Agencies to stay up-to-date on the latest best practices to fight poverty and empower low-income individuals and families to achieve self-sufficiency.

Website: CommunityActionPartnership.com



National Community Action Foundation (NCAF) ~ NCAF is a leading advocate for Community Action Agencies, working with lawmakers at the federal, state and local levels toward the goal of creating sustainable pathways out of poverty by empowering low income Americans with the skills they need to achieve permanent self-sufficiency.

Website: NCAF.org



CAPLAW ~ CAPLAW's mission is to provide effective legal education and assistance that enables CAAs to enhance their capacity to operate legally sound organizations and to strengthen CAAs' ability to provide opportunities for low-income individuals and families to achieve self-sufficiency.

Website: CAPLAW.org



National Association for State Community Services Programs (NASCSPP) NASCSPP's mission is to build capacity in states to respond to poverty issues. NASCSPP is the premier national association charged with advocating and enhancing the leadership role of states in preventing and reducing poverty.

Website: NASCSPP.org

FFY 2018 STATE CSBG FACTSHEET | NATIONAL

WHO WE SERVE...



For FFY2018:

There were 1,009 CAAs, serving 10,152,522 people with low incomes who were living in 5,090,370 families.

CAAs served 1,280,130 people who lacked healthcare, 1,686,505 people who reported having a disability, 1,113,706 senior citizens, 3,480,812 children living in poverty, and 125,629 veterans.

From the National FFY 2018 Community Services Block Grant



WHAT IS CSBG?

The Community Services Block Grant (CSBG) provides critical funding to Community Action Agencies (CAAs) to operate programs addressing the causes and conditions of poverty under three national goals:

- Goal 1** - Individuals and families with low incomes are stable and achieve economic security.
- Goal 2** - Communities where people with low incomes live are healthy and offer economic opportunity.
- Goal 3** - People with low incomes are engaged and active in building opportunities in communities.

What kinds of RESOURCES do CAAs have?

Community Action Agencies are centrally located to serve their communities. For maximum impact, they partnered with:

- 47,417 non-profits
- 50,728 for-profits
- 20,832 faith based organizations
- 10,896 school districts



Community Action Agencies utilize a Results Oriented Management and Accountability system that is strategically designed to ensure accountability and improve performance management. In FY18 there were 894 ROMA professionals available in the network to help agencies with planning, reporting, data analysis and evaluation.



There were 35,912,088 hours of volunteer time donated to CAAs.

Community Action Agencies leverage several other federal, state, local and other private funds.

For every \$1 of CSBG, CAAs leveraged \$21.97 from federal, state, local and private sources, including the value of volunteer hours.



- 691,409,073 in CSBG funds were allocated in support of CAAs in FY18.
- Including all leveraged funds, there were \$14,908,392,424 available to the CAA network to improve the lives of people with low incomes in FY18.



602 CAAs also operate the Low Income Home Energy Assistance Program (LIHEAP).



563 CAAs also operate the Weatherization Assistance Program (WAP).



498 CAAs also operate a Head Start Program.

*Value of Volunteer Hours calculated using federal minimum wage, except in those states with a higher minimum wage.

** Values may not equal total due to rounding



FFY 2018 STATE CSBG FACTSHEET | NATIONAL

From the National FFY 2018 Community Services Block Grant

Community Action Agencies utilize CSBG funds to address specific local needs through services and programs that address one or more of the core domains in which we work: employment, education and cognitive development, income, infrastructure and asset building, housing, health and social/behavioral development, and civic engagement and community involvement.

EMPLOYMENT

211,455 outcomes were obtained in the employment domain. This includes outcomes such as obtaining and maintaining a job, increasing income, and obtaining benefits.

EDUCATION

1,448,645 outcomes were obtained in the education and cognitive development domain. This includes outcomes such as improved literacy skills, school readiness, and obtaining additional education and diplomas.

HOUSING

1,481,410 outcomes were obtained in the housing domain. This includes outcomes such as obtaining and maintaining housing, avoiding eviction or foreclosure, and reducing energy burden.

INCOME

407,036 outcomes were obtained in the income and asset building domain. This includes outcomes such as maintaining a budget, opening a savings account, increasing assets and net worth, and improving financial well-being.



HEALTH

3,443,776 outcomes were obtained in the health and social/behavioral development domain. This includes outcomes such as increasing nutrition skills, improving physical or mental health, and living independently.

CIVIC ENGAGEMENT

491,055 outcomes were obtained in the civic engagement and community involvement domain. This includes outcomes such as increasing leadership skills, and improving social networks.

This data is marked as preliminary until the release of the FFY18 CSBG Report to Congress. This publication was created by the National Association for State Community Services Programs in the performance of the U.S. Department of Health and Human Services, Administration for Children and Families, Office of Community Services, Grant Number 90ET0468. Any opinion, findings, and conclusions, or recommendations expressed in this material are those of the author(s) and do not necessarily reflect the views of the U.S. Department of Health and Human Services, Administration for Children and Families.

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WHAT TYPES OF PROGRAMS DOES COMMUNITY ACTION OFFER?

Every local Community Action Agency offers unique programs in response to local community needs assessments. Below are a few programs that are provided by many of Iowa's Community Action Agencies.

Strengthening Families

Family Development & Self Sufficiency:

Provides support to families who receive Family Investment Program (FIP) assistance to remove barriers and achieve goals to become independent.



Head Start / Early Head Start:

Enriches children's growth and development and helps prepare them for success in school.



Child Care Resource & Referral:

Helps meet families' need for quality child care.



Improving Health

Health Services:

Services for families include nutritional food programs for pregnant women and babies; dental check-ups; immunizations; drug and alcohol programs; and medications.



Emergency Programs:

Services include information and/or referrals to obtain immediate help with food, clothing, housing and other urgent needs; as well as providing the Iowa Individual (Disaster) Assistance and the Iowa Disaster Case Management (IDCM) programs.



Tenant Based Rental Assistance:

Services to prevent homelessness or near homelessness for families. Including help securing housing, rental payments, deposits, etc.



Affordable Energy Assistance

Low Income Home Energy Assistance Program (LIHEAP):

Helps to pay portion of winter heating bills. Applications begin October 1st for elderly and people with a disability and November 1st for all others. Applications are typically accepted until April 30th.



Weatherization Assistance Programs:

Reduces energy costs and makes homes more energy efficient and safe. Households apply automatically when they complete the LIHEAP application.



WHAT ARE FEDERAL POVERTY GUIDELINES?

Most CAA program eligibility is based on the Federal Poverty Guidelines (percentages of poverty), which are set annually by the U.S. Department of Health & Human Services; the 2021 guidelines are below. These guidelines look at family size and annual income to determine the following poverty levels.

# In Household	100%	130%	150%	185%	200%
		<i>HS / EHS</i>	<i>LIHEAP</i>	<i>WIC</i>	<i>IDA / WAP</i>
1	\$12,880.00	\$16,744.00	\$19,320.00	\$23,828.00	\$25,760.00
2	\$17,420.00	\$22,646.00	\$26,130.00	\$32,227.00	\$34,840.00
3	\$21,960.00	\$28,548.00	\$32,940.00	\$40,626.00	\$43,920.00
4	\$26,500.00	\$34,450.00	\$39,750.00	\$49,025.00	\$53,000.00
5	\$31,040.00	\$40,352.00	\$46,560.00	\$57,424.00	\$62,080.00
6	\$35,580.00	\$46,254.00	\$53,370.00	\$65,823.00	\$71,160.00
7	\$40,120.00	\$52,156.00	\$60,180.00	\$74,222.00	\$80,240.00
8	\$44,660.00	\$58,058.00	\$66,990.00	\$82,621.00	\$89,320.00
For each additional family member add:	\$4,540.00	\$5,616.00	\$6,480.00	\$7,992.00	\$8,640.00

* *HS / EHS = Head Start / Early Head Start: 100% eligibility*

**LIHEAP = Low Income Home Energy Assistance Program: 175% eligibility*

**WIC = Women Infants & Children: 185% eligibility*

**WAP = Weatherization Program: 200% eligibility*

WHAT IS RESULTS ORIENTED MANAGEMENT & ACCOUNTABILITY (ROMA)?



You know more about ROMA than you might think! Agencies often times use data collected to share their story with you and the larger community about the outcomes the agency is achieving. However, agencies may call this data by another name (strategic plans; CSBG data; etc.) regardless of what it's called the data starts within the ROMA cycle (Assessment, Planning, Implementation, Achievement of Results, Evaluation).

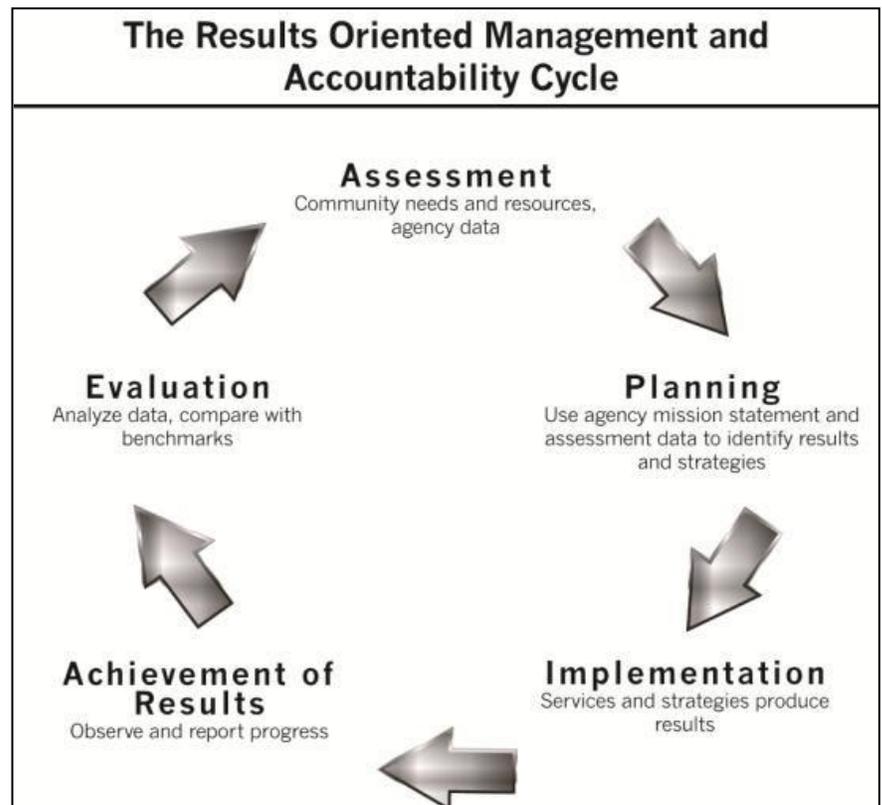
ROMA is an approach to management which builds accountability into the daily activities of employees and the daily operations of an organization. ROMA is an avenue for organizations to continually evaluate the effectiveness of their programs and plot a course for improvements in agency capacity and performance. ROMA is also the common language members of the Community Action Network use to respond to the Government Performance and Results Act (GPRA) of 1993 which requires that federally funded programs demonstrate measurable outcomes.

Producing Results

The most successful Community Action agencies have come to understand that Community Action not only survives, but thrives, when it engages in continuous self-examination. "Star players" ask and answer, again and again: Why are we here? Who are we helping? What are we helping them to become? How will we know and describe success, both theirs and ours?

The results that Community Action Agencies achieve in working with individuals and families are one critical component of ROMA. There are three national Community Action goals with individual/family and community outcomes:

- 🏠 Individuals and families with low incomes are stable and achieve economic security. (Individual/Family)
- 🏠 Communities where people with low incomes live are healthy and offer economic opportunity. (Community)
- 🏠 People with low incomes are engaged and active in building opportunities in communities. (Community)



WHAT PRINCIPLES OF GOVERNANCE DO EXCEPTIONAL BOARDS DEMONSTRATE WHEN OVERSEEING A LOCAL AGENCY?

Exceptional boards add significant value to an agency, making a difference in advancing the mission of the agency. Good governance requires the board to balance its role as an oversight body with its role supporting the organization. The difference between *responsible* and *exceptional* boards lies in thoughtfulness and intentionality, action and engagement, knowledge and communication. The following twelve principles offer the executive director a description of an empowered board that is a strategic asset to be leveraged. They provide board members with a vision of what is possible and a way to add lasting value to the Community Action Agency they lead.

Constructive Partnership

Exceptional boards govern in constructive partnership with the executive director, recognizing that the effectiveness of the board and executive director are interdependent. They build this partnership through trust, candor, respect, and honest communication.

Mission Driven

Exceptional boards shape and uphold the mission, articulate a compelling vision, and ensure the connection between decisions and core values. They treat the creation of an agency mission, vision, and core values not as exercises to be done once, but as statements of crucial importance to be embodied by the board members and agency staff.

Strategic Thinking

Exceptional boards allocate time to engage in strategic thinking to hone the agency's direction. They not only align agendas and goals with strategic priorities, but also use them for assessing the executive director, setting meeting agendas, and shaping board recruitment.

Culture of Inquiry

Exceptional boards institutionalize a culture of inquiry, mutual respect, and constructive debate that leads to sound and shared decision making. They seek more information, question assumptions, and challenge conclusions so that they may advocate for solutions based on analysis.

Independent-Mindedness

Exceptional boards are independent-minded. They apply rigorous conflict-of-interest procedures, and their board members put the interests of the CAA above all else when making decisions. They do not allow their votes to be unduly influenced by loyalty to the executive director or by seniority, position, or reputation of fellow board members, staff, or donors.

Culture of Transparency

Exceptional boards promote a culture of transparency by ensuring that donors, stakeholders, and interested members of the public have access to appropriate and accurate information regarding finances, operations, and results. They ensure every board member has equal access to relevant materials when making decisions.

Compliance with Integrity

Exceptional boards promote strong ethical values and disciplined compliance by establishing appropriate mechanisms for active oversight. They use these mechanisms, such as independent audits, to ensure accountability and sufficient controls; to deepen their understanding of the CAA; and to reduce the risk of waste, fraud, and abuse.

Sustaining Resources

Exceptional boards link bold visions and ambitious plans to financial support, expertise, and networks of influence. Linking budgeting to strategic planning, they approve activities that can be realistically financed with existing or attainable resources, while ensuring that the organization has the infrastructure and internal capacity it needs.

Results-Oriented

Exceptional boards are results-oriented. They measure the organization's progress towards mission and evaluate the performance of major programs and services. This measurement happens by reviewing and understanding the data collection system Community Action Agencies all across the nation use, the Results Oriented Management and Accountability (ROMA). They gauge efficiency, effectiveness, and impact, while simultaneously assessing the quality of service delivery, and integrating benchmarks.

Intentional Board Practices

Exceptional boards purposefully structure themselves to fulfill essential governance duties and to support organizational priorities. Making governance intentional, not incidental, exceptional boards invest in structures and practices that can be thoughtfully adapted to changing circumstances.

Continuous Learning

Exceptional boards embrace the qualities of a continuous learning organization, evaluating their own performance and assessing the value they add to the local agency. They embed learning opportunities, especially the issues faced by low income children and families into routine governance work and in activities outside of the board meeting. The uniqueness of the tripartite boards promotes peer-to-peer learning amongst board members.

Revitalization

Exceptional boards energize themselves through thoughtful recruitment and inclusiveness. They see the correlation between mission, strategy, and board composition, and they understand the importance of fresh perspectives. They revitalize themselves through diversity of experience and through continuous recruitment.

WHAT IS CONSIDERED AN EFFECTIVE COMMITTEE STRUCTURE?

A CAA that has a board committee structure that runs smoothly actually relieves the work load of the board as a whole, which is one of the main reasons for a committee's existence. Another reason to implement a sound committee structure is that a committee may increase the quality of decisions. A group of fewer, more focused people can be more committed to an issue, thus creating an atmosphere of creativity. Not all CAAs have a committee structure as **each agency develops the committee process that works best for the oversight and governance of the local agency.**

Elements of a Functioning Committee Structure

Every committee, no matter what type, requires the following elements to function effectively:

- 🔴 The committee has a purpose and everyone knows that purpose.
- 🔴 Remove committee members who are not right for the committee or do not participate.
- 🔴 Only hold meetings with a clear reason.
- 🔴 Give advance notice of meetings.
- 🔴 Whenever possible, distribute materials in advance.
- 🔴 Encourage everyone to participate during the meeting. Discourage members who monopolize the discussion.
- 🔴 Start and end meetings on time.
- 🔴 Schedule important items first on the agenda.
- 🔴 Don't have more than eight people on a committee.
- 🔴 Be specific about the committee responsibilities and deadlines.
- 🔴 Provide an agenda for each meeting.
- 🔴 Don't allow unrelated discussions during meetings.
- 🔴 Make sure members receive credit for the accomplishments of the committee.

Some traditional committees many Community Action Agencies use include an Executive Committee, Personnel Committee and Nominating Committee. It is considered a good practice for Community Action Agencies to have a Finance/Audit Committee. These committees may be standing committees or ad hoc committees, each agency makes the determination as to what structure works best at the local level. Some agencies have additional committees, some have none; **again that decision is made based upon what is needed at the local level for each individual agency.**

WHAT ARE PARLIAMENTARY PROCEDURES?

Most Community Action Agency's Board of Directors follow what is called Parliamentary Procedures. Not everyone has experience implementing these procedures so the information below is for board members to reference as needed.

To do this:	You Say This:	May You Interrupt Speaker?	Must You Be Seconded?	Is The Motion Debatable?	Is The Motion Amendable?	What Vote Is Required?
Adjourn the meeting	I move that we adjourn	No	Yes	No	No	Majority
Recess the meeting	I move that we recess until...	No	Yes	No	Yes	Majority
Complain about noise, room temp. etc.	Point of privilege	Yes	No	No	No	No Vote
Suspend further consideration of something	I move we table it	No	Yes	No	No	Majority
End debate	I move the previous question	No	Yes	No	No	Two-thirds
Postpone consideration of something	I move we postpone this matter until...	No	Yes	Yes	Yes	Majority
Have something studied further	I move we refer this matter to a committee	No	Yes	Yes	Yes	Majority
Amend a motion	I move that this motion be amended by...	No	Yes	Yes	Yes	Majority

To do this:	You Say This:	May You Interrupt Speaker?	Must You Be Seconded?	Is The Motion Debatable?	Is The Motion Amendable?	What Vote Is Required?
Request information	Point of Information	Yes, if urgent	No	No	No	No Vote
Take up a matter previously tabled	I move we take from the table	No	Yes	No	No	Majority
Consider something out of its scheduled order	I move we suspend the rules and consider	No	Yes	No	No	Two-thirds
Vote on a ruling by the chair	I appeal the chair's decision	Yes	Yes	Yes	No	Majority

WHAT DOES THE IOWA ATTORNEY GENERAL SAY ABOUT NONPROFIT OVERSIGHT?

Community Action Agencies must comply with statutory guidelines for nonprofits. This guidance can be found in the Iowa Code chapter 504.

By-Laws

The By-laws of the CAA should provide the process for regulating and managing the organization. Iowa is one of seven states that do not have to file By-laws with the Secretary of the State. By-laws are an internal document that addresses the following:

- ✓ Size of the board of directors
- ✓ Meeting time and notice requirements
- ✓ Committees or advisory councils of the agency
- ✓ Responsibilities of the officers of the agency
- ✓ Identifies the fiscal year of the agency
- ✓ Identifies the process to amend the by-laws

Tax Exempt Status Forms

Every 501(c)(3) organization should have an employer identification number (EIN) and should have on file the documentation for tax exempt status on income, property and sales tax.

Required Reporting

On October 1, 2006, the Iowa Legislature added Section 8F to the Iowa Code chapter 504 and these new regulations apply to any nonprofit agency that enters into a contractual relationship with a state oversight agency for more than \$500,000. This legislation is often referred to as SF2410. The intent of these changes were created to ensure that public resources are used effectively and efficiently, used for appropriate and meaningful activities and that agencies are providing and receiving adequate services.

All non-profits are required to have the following items available for inspection by the oversight department:

- ✓ Articles of Incorporation
- ✓ By-laws
- ✓ Other documents related to the establishment of the agency
- ✓ Documentation of training and education received by the governing body relating to their duties of legal responsibilities
- ✓ Compensation determination process for management employees
- ✓ Accounting processes and procedures
- ✓ Compliance with laws, rules, regulations and contractual agreements
- ✓ Ethical and professional standards and their implementation in the agency
- ✓ Nepotism Policy
- ✓ Conflict of Interest Policy
- ✓ Whistleblower Policy
- ✓ An officer and director OR two directors must sign a certification which includes a statement that the agency is in full compliance with all laws, rules, regulations and contractual agreements
- ✓ The agency must file an annual report within ten months following the end of the fiscal year with the Department of Human Rights and the Legislative Services Agency OR file an IRS 990 for all fiscal years in which the contract revenues are reported.

Oversight and Termination

Oversight of compliance with these regulations comes from the agency/department with whom the contract is written. For Community Action Agencies, the Department of Human Rights (DHR) provides oversight for CSBG, Low Income Home Energy Assistance Program and Weatherization Assistance Program. DHR can terminate the contract if the agency fails to comply with the listed requirements and violates the statute.

WHAT ROLE DOES THE BOARD PLAY WITH THE CSBG ORGANIZATIONAL STANDARDS?

The Community Service Block Grant (CSBG) Organizational Standards were created by our network at the request of the Office of Community Services (OCS), which is the entity that provides the Community Services Block Grant (CSBG) funding to Community Action Agencies.

When it comes to the National Organizational Standards for Community Action Agencies, a Community Action Agency Board should have an understanding of all 58 Standards but should know that of the 58 Standards 29 of those specifically identify the Board's involvement. The Standards are organized as follows:

Maximum Feasible Participation

Category 1: Consumer Input and Involvement

Category 2: Community Engagement

Category 3: Community Assessment

Vision and Direction

Category 4: Organizational Leadership

Category 5: Board Governance

Category 6: Strategic Planning

Operations and Accountability

Category 7: Human Resource Management

Category 8: Financial Operations and Oversight

Category 9: Data and Analysis

The 29 Standards that specifically identify the Board's involvement range from items that need 'reported to', 'received by', 'accepted by', 'conducted by', 'reviewed by', 'approved by', 'signed by' (or any combination of the previously mentioned actions) YOU (the Community Action Agency Board). Several Standards also directly relate to the board, yet do not require one of those actions, all of which are listed below. The Community Action Partnership created a wonderful self-assessment tool/guide that the Iowa Division of Community Action Agencies (DCAA) has adapted into a monitoring tool for your agency. The tool provides explanations for each of the 58 Standards and gives suggested documentation that agencies can use to document compliance. The tool is available from DCAA upon request.

Reported

- 👉 1.3 Customer satisfaction data reported to governing board
- 👉 4.6 An agency-wide risk assessment has been completed within past 2 years and reported to the governing board

Received

- 👉 4.4 Annual update on the success of specific strategies included in the Community Action plan
- 👉 5.4 Copy of bylaws within past 2 years
- 👉 5.8 Training on duties and responsibilities within past 2 years
- 👉 5.9 Programmatic reports at each board meeting
- 👉 6.5 Update on progress meeting goals of strategic plan within past 12 months
- 👉 8.7 Financial reports, including: Agency-wide report on Revenue and Expenditures that compares Budget to Actual, categorized by program; and Balance Sheet/Statement of Financial Position

Accepted

- 3.5 Completed Community Assessment

Received and Accepted

- 8.4 Audit (annually)

Conducted

- 7.4 Governing board conducts a performance appraisal of CEO/Executive Director within each calendar year

Reviewed

- 4.1 Agency Mission Statement within past 5 years
- 8.6 IRS Form 990 annually
- 8.11 Written procurement policy within past 5 years

Approved

- 4.5 Written Succession Plan for CEO/Executive Director
- 6.1 Agency-wide strategic plan within past 5 years
- 7.1 Personnel policies within past 5 years
- 7.7 Whistleblower policy
- 8.9 Agency-wide budget annually
- 8.10 Fiscal Policy changes within past 2 years

Reviewed & Approved

- 7.5 CEO/Executive Director compensation within every calendar year

Signed

- 5.6 Each governing board member has signed a conflict of interest policy within past 2 years

Additional Board Governance Standards

- 5.1 Agency's governing board is structured in compliance with the CSBG Act (tripartite)
- 5.2 Board has written procedures that document a democratic selection process for low-income board members
- 5.5 Board meets in accordance with the frequency and quorum requirements and fills board vacancies as set out in its bylaws
- 5.7 Agency has process to provide a structured orientation for board members within 6 months of being seated

Additional Financial Operations and Oversight Standards

- 8.2 All findings from prior year's annual audit assessed by Agency and addressed where board has deemed appropriate
- 8.3 Agency's auditor presents audit to board

Data and Analysis Standards

- 9.3 The agency has presented to the governing board for review or action, at least within the past 12 months, an analysis of the agency's outcomes and any operational or strategic program adjustments and improvements identified as necessary

RESPONSIBILITIES OF A LOCAL COMMUNITY ACTION AGENCY BOARD OF DIRECTORS

WHAT ROLE DO I PLAY AS A MEMBER OF THIS BOARD?

The agency is established as a Community Action Agency under Iowa law. The board of directors is established as the authority to operate the agency in accordance with bylaws and board policies.

Agency business will be conducted in accordance with the laws of Iowa, the agency's article of incorporation, bylaws, board policies, and generally accepted nonprofit practices that will accomplish the agency's mission.

Legal Obligations of Board Members

The board is both responsible and liable for the agency. All nonprofit board members and staff, including CAAs, need to be aware of and comply with the three legal fiduciary duties related to their work:

Duty of Care – Board members must meet the duty of care by exercising their responsibilities in good faith and with diligence, attention, care and skill. This includes both decision making and oversight responsibilities, and is fulfilled by such things as attending board meeting regularly, entering discussions, reading minutes, learning about the organization's programs, maintaining a careful oversight of finances, and questioning unclear or troubling activity.

Duty of Loyalty – Board members meet the duty of loyalty by placing the interests of the organization before their own private interests, including scrutinizing transactions in which the member has a personal financial interest, providing no loans from the nonprofit to board member and avoiding the use of organizational opportunities for personal gain.

Duty of Obedience – Board members must meet the duty of obedience by carrying out the purposes and mission of the organization, complying with federal and state law applicable to nonprofits, doing required filings, and complying with the organization's governing documents (i.e. bylaws).

Authority of the Board of Directors

Each member of the Board, together with other members of the Board, is legally and morally responsible for all activities of agency. All members of the board share in a joint and collective authority which exists and can only be exercised when the group is in session.

Board Delegation of Policy and Strategic Direction

The Board's role is to approve agency policies and its strategic direction, while the executive director is delegated the responsibility to implement the policies and carry out the goals of the organization with the help of agency staff.

Board Member Conflict of Interests

Board members have a duty to subordinate personal interests to the welfare of agency and those we serve. Conflicting interests can be financial, professional, personal relationships, status or power. All board members are required to complete a "Conflict of Interests Statement." This policy is reviewed by the board annually and given to each new board member for signature during orientation.

Board members and employees are prohibited from receiving gifts, fees, loans, or favors from suppliers, contractors, consultants, or financial agencies, which obligate or induce the board member or employee to compromise responsibilities to negotiate, inspect or audit, purchase or award contracts, with the best interest of agency in mind.

Ethical Obligations of Board Members

Community Action Boards of Directors are expected to demonstrate the highest standards of personal integrity, truthfulness, confidentiality, and honesty in the performance of their duties and are required to comply with all laws, rules, regulations, and contractual agreements. Below is a Code of Ethics that was created by the Community Action Partnership. Any CAA can use this document if they believe it meets the needs of the agency and Board of Directors or choose to create their own.

We, as Community Action Professionals, dedicate ourselves to eliminating poverty in the midst of plenty in this nation by opening to everyone the opportunity for education and training; the opportunity for work; and the opportunity to live in decency and dignity; and with respect for cultural diversity, commit ourselves to:

- ☛ Recognize that the chief function of the Community Action movement at all times is to serve the best interests of the poor, thereby serving the best interests of all people.
- ☛ Accept as a personal duty the responsibility to keep up to date on emerging issues and to conduct ourselves with professional competence, fairness, impartiality, efficiency and effectiveness.
- ☛ Respect the structure and responsibilities of the board of directors, provide them with facts and advice as a basis for their making policy decisions, and uphold and implement policies adopted by the board of directors.
- ☛ Keep the community informed about issues affecting the poor; facilitate communication by the poor with locally elected public officials and the private sector.
- ☛ Conduct our organizational and operational duties with positive leadership exemplified by open communication, creativity, dedication, and compassion.
- ☛ Exercise whatever discretionary authority we have under the law to promote the interests of the poor.
- ☛ Lead the Community Action movement with respect, concern, courtesy, and responsiveness, recognizing that service to the poor is beyond service to oneself.
- ☛ Demonstrate the highest standards of personal integrity, truthfulness, honesty, and fortitude in all our Community Action activities in order to inspire confidence and trust in the Community Action movement.
- ☛ Serve in such a way that we do not realize undue personal gain from the performance of our professional duties.
- ☛ Avoid any interest or activity that is in conflict with the conduct of official duties.
- ☛ Respect and protect privileged information to which we have access in the course of official duties.
- ☛ Strive for professional excellence and encourage the professional development of our associates, including those seeking to become certified Community Action professionals.

WHAT ARE MY RIGHTS & RESPONSIBILITIES AS A BOARD MEMBER?

Board Member Rights

Members of the Board are granted certain specific rights. All board members have the right to:

- 🍷 Receive notice of board meetings and the agenda;
- 🍷 Attend and participate in board meetings;
- 🍷 Examine agency's books, records, meeting minutes, financial statements and contracts; and
- 🍷 Place items on the board meeting agenda at the appropriate time.

Ten Basic Responsibilities of An Effective Community Action Board of Directors:

- 1) **Determine the Organization's Mission and Purpose.** A statement of mission and purposes should articulate the Community Action Agency's goals, objectives, and identify the primary constituents served. It is the board of directors' responsibility to create the mission statement and review it periodically for accuracy and validity. It is appropriate for the creation of an agency's mission statement be done with involvement of agency staff as well as the board members. Each individual board member should fully understand and support what is created.
- 2) **Select the Executive Director.** The CAA Board of Directors must reach consensus on the chief executive's job description and undertake a careful search process to find the most qualified individual for the position.
- 3) **Support the Executive Director and Review His/Her Performance.** The board should ensure that the executive director has the moral and professional support he/she needs to further the goals of the Community Action Agency. The board chair in partnership with the entire board, should decide upon a periodic (annual is considered normal practice) evaluation of the executive director's performance.
- 4) **Ensure Effective Organizational Planning.** As stewards of a Community Action Agency, boards must actively participate with the staff in an overall (strategic) planning process and assist in implementing the plan's goals.
- 5) **Ensure Adequate Resources.** One of the board's foremost responsibilities is to secure adequate resources for the organization to fulfill its mission.
- 6) **Manage Resources Effectively.** The board, in order to remain accountable to its donors, the public, and to safeguard its tax-exempt status, must assist in developing the annual budget and ensuring that proper financial controls are in place.
- 7) **Determine and Oversee the Organization's Programs and Services.** The board's role in this area is to determine which programs are the most consistent with the agency's mission. Discussing the results of a Community Action Agency's needs assessment can assist in developing the long-range (strategic) plan for the agency. There are many ways to develop a strategic plan – the important thing to note is that the board is responsible for its approval. The board of directors then continues to oversee the programs' effectiveness. There are several tools used for collecting data, a few include ROMA, Community Health Improvement Plans, the Head Start Community Needs Assessment, etc.
- 8) **Enhance the Organization's Public Image.** An organization's primary link to the community, including

constituents, the public, and the media, is the board of directors. Clearly articulating the organization's mission, accomplishments, and goals to the public, as well as garnering support from important members of the community and policy makers, are important elements of a comprehensive public relations strategy. Board members are also encouraged to take an active role in advocating for the needs of children and families. This advocacy could include contacting elected officials at the local, state or national level to serve as a voice for and with those served by the local agency.

- 9) **Personnel.** Only in the most dire of circumstances will the board serve as a court of appeal in personnel matters. Solid personnel policies, grievance procedures, and a clearly defined process for hiring and managing employees will reduce the risk of conflict.
- 10) **Assess Its Performance.** By evaluating its performance in fulfilling its responsibilities, the Board of Directors can recognize its achievements and reach consensus on which areas need to be improved.

Adapted from: BoardSource (formerly the National Center for Nonprofit-Boards), "Ten Basic Responsibilities of Nonprofit Boards," 1988.

WHAT IS THE BEST WAY TO EVALUATE OUR BOARD PERFORMANCE?

Once board members are on track, work is still needed to keep things running smoothly. An important part of this process is to learn from past experiences. The Board evaluation process could be done annually to determine how well the board operates.

A board evaluation gives all members a chance to set achievable goals for improvement and discuss board shortcomings. Evaluations not only identify core problems, more importantly, they re-energize a board and point out things it is already doing well. Once the evaluation process is accepted, the results can be built into the work plan for the coming year. Within a short time the increased effectiveness of the board will become evident.

When evaluating the board's performance, look at areas like policies, roles and responsibilities, and planning. It's important that all board members and the Executive Director take part in the process. THIS IS AN EFFORT TO IMPROVE THE ENTIRE BOARD TEAM.

The next three pages contain examples of an annual board evaluation and a board member self-appraisal form that can be used or modified as needed.

SAMPLE ANNUAL BOARD EVALUATION

Directions: Every Board member should complete this form. Take plenty of time to consider your responses.

Check “yes” **(Y)** if the item is true all the time.

Check “some” **(S)** if the item is at least partially

true. Check “no” **(N)** if the item is never true.

POLICIES:	YES	SOME	NO
1. Board activities are confined to policy, not management issues.	Y	S	N
2. All management activities are delegated to the Executive Director.	Y	S	N
3. The Board annually reviews By-Laws and policy manuals (including nepotism and whistleblower policies).	Y	S	N
4. The Board annually signs a conflict of interest policy.	Y	S	N

ROLES & RESPONSIBILITIES:

1. The Board fulfills any specific duties required by the Agency’s By-Laws or policy statements.	Y	S	N
2. The Board members are provided training and opportunities for continued learning about their roles and responsibilities.	Y	S	N
3. Board members talk positively about the CAA in public and act in its best interest.	Y	S	N
4. Each Board member has a copy of his or her job description.	Y	S	N
5. Board members understand their legal responsibilities.	Y	S	N
6. The Board conducts yearly self-evaluations.	Y	S	N
7. Committees meet on an as needed basis.	Y	S	N
8. The full Board approves the annual evaluation and compensation package of the Executive Director.	Y	S	N
9. Board needs are clearly communicated to the Executive Director.	Y	S	N
10. Board members are recruited for their knowledge, skills, and interests and to fulfill the tripartite board.	Y	S	N
11. New Board members receive an orientation.	Y	S	N
12. Each Board office and committee has a job description.	Y	S	N

13. Board members understand that communication with staff should be channeled through the Executive Director.	Y	S	N
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PLANNING:	YES	SOME	NO
1. Board activities focus on the mission statement.	Y	S	N
2. The Board identifies the needs of the community by reviewing the needs assessments completed by the agency.	Y	S	N
3. Board, in partnership with the Executive Director and/or appropriate staff, establish goals and formulates plans for the Agency.	Y	S	N

MEETINGS:			
1. Board meetings follow parliamentary procedure.	Y	S	N
2. Board meetings stick to the agenda.	Y	S	N
3. Board meetings start on time and end on time.	Y	S	N
4. Board members arrive on time for meetings.	Y	S	N
5. Board meetings last two hours or less.	Y	S	N
6. Board members participate in discussions at Board meetings.	Y	S	N

SAMPLE BOARD MEMBER SELF-APPRAISAL FORM

Never a Problem 1	Seldom a Problem 2	Increasingly a Problem 3	Now a Definite Hindrance 4
1. I am able to attend regularly scheduled meetings.			1 2 3 4
2. I arrive on time for meetings.			1 2 3 4
3. My schedule is flexible enough to attend additional meetings if needed.			1 2 3 4
4. My career conflicts with my position on the board.			1 2 3 4
5. I am able to discuss controversial topics effectively.			1 2 3 4
6. I review support materials prior to all meetings.			1 2 3 4
7. I am tense and hostile during candid exchanges of opinion.			1 2 3 4
8. I work easily with other board members and our Executive Director.			1 2 3 4
9. I am able to keep an open mind on issues.			1 2 3 4
10. I confine my discussion to agenda items only.			1 2 3 4
11. I make at least one positive contribution to each board meeting.			1 2 3 4
12. I have a high level of commitment and interest in our CAA.			1 2 3 4
Totals:			

AS A BOARD OF DIRECTORS WHAT IS BEST PRACTICE?

Because of the leadership role that has been entrusted to each member of the Board of Directors, each member should understand that he/she is expected to meet high standards of personal conduct if the board is to operate effectively. These standards of best practice should align closely with agency code of ethics:

- ☞ Recognize that the role of the board is that of a policy body, not an administrative body. Agree that role is to ensure the agency is well-managed, not to manage the agency.
- ☞ Actively participate in board meetings in the best interests of the agency and the people served. Keep well-informed as to issues that may come before the board and be prepared for meetings by reviewing materials in advance of meetings. Strive to become more knowledgeable about the agency and role as a board member.
- ☞ Agree the agency's mission takes priority over any individual's personal agenda. Not use position for personal advantage or that of relatives, friends, associates or other entities. Understand when conflicts of interest arise, make them known and take appropriate action.
- ☞ Recognize the authority of the full board is only when it meets in legal session and that no member may exercise individual authority over the agency or speak for the agency. Bring issues which may affect the agency or the people served to the attention of the full board, not individual members. Always act collectively, not individually.
- ☞ Respect and support majority decisions of the full board. Once the board takes action, members will not create barriers to implementing board policy.
- ☞ Conduct self in a manner that respects appropriate etiquette and courtesy toward fellow board members and staff. Observe parliamentary procedures (page 26).
- ☞ Be committed to positive and constructive interaction and encourage responsive and attentive listening. Consider all sides of issues before casting a vote and never promise before a meeting how I will vote on any issue.
- ☞ Respect the dignity, values and opinions of fellow board members and focus on issues, not on personalities. Agree that members have a right to disagree, but will do so without being disagreeable. Leave personal prejudices out of all board discussions.
- ☞ Not discuss confidential proceedings or information of the board outside of the board meeting.
- ☞ Recognize the importance and value of following the agency's established chain of command. Channel all inquiries, requests, issues and concerns from constituents, the public, media or staff members to the Executive Director.
- ☞ Not interfere with the duties of the Executive Director or undermine the Director's authority with staff members. Understand board members do not manage or direct staff (other than the Executive Director) and that all communication between board and staff is to be channeled through the Executive Director.
- ☞ Serve as a supporter, defender and advocate of the agency, its programs and the people served and seek out opportunities to do so.

SAMPLE AGENCY BOARD OF DIRECTORS JOB DESCRIPTION - {Optional Template}

Title: Board of Directors Member

Term:

Duties of the Board of Directors:

1. Determine the agency's mission and purpose.
2. Select the agency's Executive Director.
3. Review and evaluate the performance of the Executive Director.
4. Plan for the agency's future by insuring effective strategic planning.
5. Engage in resource development and fundraising.
6. Manage and monitor resources effectively.
7. Determine and monitor the agency's programs and services.
8. Enhance the agency's public image.
9. Serve as a final court of appeal.
10. Evaluate the agency board's own performance.

Duties of Board Members:

1. Subscribe to the policies outlined in the Agency Board of Directors Board Code of Conduct.
2. Attend meetings and actively participate as a voting member.
3. Contribute skills, knowledge, expertise and support as appropriate.
4. Participate in organizational decision-making and policy development.
5. Serve as an advocate for the agency, its programs and the needs of low-income people in the community.
6. Assist in mobilizing local resources for support.

Expected Time Commitment:

1. Attend regularly scheduled board meetings per year.
2. Attend standing committee meetings if a member
3. Attend ad hoc committee meetings if appointed.
4. Attend board development workshops as appropriate.
5. Participate in special agency events as appropriate.

Accepted by: _____ Date _____
Board Member's Signature

In accordance with board policy adopted XYZ, all board members are required annually to subscribe to and sign their acceptance of this job description.

WHAT EXPECTATIONS DOES THE BOARD & EXECUTIVE DIRECTOR HAVE FOR ONE ANOTHER?

The Board Expects the Executive Director to:

- 👉 Serve as the leader of the agency
- 👉 Provide professional and factual information and advice to the board
- 👉 Recommend appropriate policies for consideration and discussion to the board Implement the policies adopted by the board
- 👉 Keep the Board fully and accurately informed regarding the organization's programs
- 👉 Oversee the development of a budget in connection with the Finance or Budget Committee and keep the Board up-to-date on budget
- 👉 Identify the needs of the programs and present professional recommendations on all problems and issues considered by the Board
- 👉 Recruit and supervise the best personnel and develop a competent staff Devote time to developing the work performance of the staff
- 👉 Assist the Board in developing and conducting media/public relations programs

The Executive Director Expects the Board will:

- 👉 Provide support and advice, giving the benefit of its judgment and expertise
- 👉 Consult with the Executive Director on all matters which the Board is considering
- 👉 Delegate responsibility for executive functions and not manage the agency staff
- 👉 Refrain from handling administrative details
- 👉 Share all communication he/she receives from staff members with the Executive Director
- 👉 Provide support to Executive Director in carrying out their professional duties
- 👉 Support the Executive Director in all decisions and actions consistent with policies of the Board, the standards of the organization and all the federal and state regulations
- 👉 Hold the Executive Director accountable for the process used to supervise the staff of the agency
- 👉 Regularly evaluate the performance of the Executive Director

HOW DO I PROVIDE EFFECTIVE OVERSIGHT OF THE AGENCY'S FINANCIAL MANAGEMENT?

It is frequently said, "Our board does not have to worry about our finances because we have a member who is an accountant (or treasurer, bank official, CPA, etc.)." Even with several members on the board with an expertise in finance, the board as a whole is responsible for the financial management of the organization. Each member should know how to read basic financial reports, statements, and projections. Why? It is important to know and understand finances for several reasons:

- ☛ First, without an understanding of the CAA's financial picture, planning becomes a meaningless exercise.
- ☛ Second, full understanding improves communications with everyone concerned. Board members should understand the organization's finances in order to fully communicate with funders and the general public.
- ☛ Third, the legal responsibility for a CAA's financial success, its ability to pay debts, taxes and creditors, belongs to the board. The board can delegate tasks concerning financial matters to other people (i.e. Executive Director), but it cannot delegate its legal responsibility. Furthermore, the board has a moral obligation to its members, clients and the general public to use funds wisely and to provide the best programs with the available funds.
- ☛ Fourth, the board needs to ensure the success of the organization. No matter how high the values are in the organization nothing can be accomplished if the agency is not financially successful in continuing to provide its services. Thus, the board must monitor and control the organization's finances in order to prevent deterioration of physical equipment or assets, accumulation of unpaid bills, default on tax or loan payments, or ultimately, having the agency shutdown.
- ☛ Finally, the board needs to understand financials to improve its decision-making ability. Understanding the organization's finances is crucial to the board's ability to make good and prudent decisions. A decision which spends money the organization doesn't have could spell disaster. A decision to spend too little could keep the agency from offering valuable services to clients and the public.

The financial reports with which board members should be familiar are Balance Sheets, Operating Statements, and Cash Flow Projections. Funders also require specialized forms of reporting with which boards should be acquainted.

WHAT DO I NEED TO KNOW ABOUT AGENCY FINANCIAL RECORDS?

A Community Action Agency must keep complete, current, and accurate financial records. Its board should receive and review timely reports of the organization's financial activities and should have a qualified, independent financial expert audit or review these statements annually in a manner appropriate to the organization's size and scale of operations.

Core Concepts

- 📌 It is important for the staff to keep complete, accurate, and current financial records and share appropriate records with the board in a timely manner.
- 📌 The board should review financial statements regularly.
- 📌 CAAs are required by law to have an audit.
- 📌 Separating the audit committee from the finance committee provides a check and balance.
- 📌 The auditor reports to the board, not to the staff.

Legal & Compliance Issues

- 📌 IRS Form 990 inquires whether the CAA's financial statements are compiled, reviewed, or audited.
- 📌 IRS Form 990 inquires whether there is a specific committee responsible for the compiling, reviewing, and auditing of the organization's financial statements and selecting the auditor.
- 📌 It is a federal requirement to **conduct an independent audit** if the nonprofit expends \$750,000 or more in federal **funds** in a single year.

HOW DO WE ENSURE ADEQUATE BUDGET & FINANCIAL PERFORMANCE?

The board of a Community Action Agency must institute policies and procedures to ensure that the organization (and, if applicable, its subsidiaries) manages and invests its funds responsibly, in accordance with all legal requirements. This task can be accomplished by the full board reviewing and approving the CAA's annual budget and should monitor actual performance against the approved budget. Another option would be for the board to use the principles of fund accounting, and view each program as a separate budget. **The approach is not as important as fully understanding the financial operations of the agency.**

Core Concepts

- ☛ A budget is the financial expression of an organization's yearlong plan.
- ☛ As bearers of fiduciary responsibility for the organization, the full board should approve the budget and receive regular financial statements to monitor the implementation of the budget.
- ☛ The board approves policies and reviews reports to ensure the organization is following sound financial practices.
- ☛ Whatever the level of operational reserves or an endowment, the board needs to establish policies for managing and investing these funds.

Legal and Compliance Issues

- ☛ IRS Form 990 inquires whether the organization relies on an independent accountant to compile, review, or audit its financial statements. The key is an independent accountant—a person who is not providing other financial services to the organization.
- ☛ IRS Form 990 asks organizations to provide information about the value and use of endowment funds and board-designated funds that function like an endowment (also referred to as quasi-endowments).
- ☛ Iowa and the federal government have laws that govern the investment, management, and expenditure of funds held by CAAs.

WHAT ABOUT LOANS TO DIRECTORS, OFFICERS, OR TRUSTEES?

A CAA should not provide loans (or the equivalent, such as loan guarantees, purchasing or transferring ownership of a residence or office, or relieving a debt or lease obligation) to directors, officers, or trustees. As a condition of receiving federal funding, Community Action Agencies should have policies in place that prohibit loans to board members and officers.

Core Concepts

- 🚫 Providing loans to executives and board members creates real and perceived problems.
- 🚫 Loans should not be made to board members under any circumstances.
- 🚫 The funds of the organization should be used to advance the mission of the organization.

Legal & Compliance Issues

- 🚫 Some state laws prohibit loans to board members and officers; Iowa does not when using non-federal funds. However, it is strongly discouraged to engage in such practice.
- 🚫 IRS Form 990 requires disclosure of loans made to directors, officers, or key employees.

HOW DO WE DETERMINE RESOURCE ALLOCATION FOR PROGRAMS & ADMINISTRATION?

A CAA should spend a significant percentage of its annual budget on programs that pursue its mission. The budget should also provide sufficient resources for effective administration of the organization, and, if it solicits contributions, for appropriate fundraising activities.

Core Concepts

- ☛ A major part of the budget should be allocated to programs.
- ☛ Adequate resources should also be allocated to fundraising and administration.
- ☛ Programmatic, fundraising, and administrative expenses should be accurately tracked, recorded and kept separate.
- ☛ All costs, including staff time and overhead, should be included when assessing the cost of programs and services.
- ☛ Most CAAs have federally approved indirect cost rates to cover administrative costs.

Legal & Compliance Issues

- ☛ IRS Form 990 examines fundraising expenses and revenue in detail.

DO BOARD MEMBERS & STAFF GET REIMBURSED FOR TRAVEL AND OTHER EXPENSES?

A CAA should establish clear, written policies for paying or reimbursing expenses incurred by anyone traveling on behalf of the agency, including types of expenses that can be paid for or reimbursed and the documentation required. Such policies should require that travel on behalf of the agency is to be undertaken in a cost-effective manner.

Core Concepts

- 🔔 The agency should have a policy that establishes guidelines for expense reimbursement.
- 🔔 Keeping accurate records of expenses is essential.
- 🔔 Receipts should be required for expense reimbursement.
- 🔔 A reimbursement policy should define what expenses are appropriate and what expenses are considered excessive and not appropriate.
- 🔔 Most CAAs use a federally approved per diem reimbursement rate for out of state travel. For more information visit, <http://www.gsa.gov/portal/category/21287>.

Legal & Compliance Issues

- 🔔 Reimbursement for unsubstantiated or excessive travel expenses is considered compensation and should be reported as such on the recipient's W-2 and in IRS Form 990. IRS Form 990 asks whether organizations pay or reimburse first-class or charter travel expenses for board members, officers, or key employees.
- 🔔 All federal and state program regulations should be reviewed. The board should pay attention to certain funding source travel restrictions.

Adapted from: The Principles Workbook: Steering Your Board Toward Good Governance and Ethical Practice. Developed by Independent Sector and BoardSource.

WHAT ONLINE RESOURCES WOULD BE HELPFUL TO A COMMUNITY ACTION AGENCY BOARD?

☞ Community Action Partnership: <http://www.communityactionpartnership.com>

☞ Virtual CAP: <http://www.virtualcap.org>

☞ CAPLAW: <http://caplaw.org>

☞ National Community Action Foundation: <http://ncaf.org>

☞ Iowa Principles & Practices for Charitable Nonprofit Excellence:

<https://inc.law.uiowa.edu/publications/iowa-principles-and-practices-charitable-nonprofit-excellence>

☞ BoardSource: <http://www.boardsource.org>

☞ Iowa Community Action Association: <http://iowacommunityaction.org>

☞ Information Memorandums (IM):

- [IM 82 Tripartite Boards](#)
- [IM 138 Organizational Standards](#)
- [IM 152 Annual Report](#)





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