



Iron-Don-Lawrence County

**community
Action®**

O R G A N I Z A T I O N

2024 Annual Report



**FAMILY
MEDICAL
CENTERS**



Lawrence County
A proud partner of the
American Job Center network



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To Our Community

Over 60 proud years of service to our community, Ironton Lawrence County Community Action Organization (ILCAO) can point to countless moments where scarce resources were leveraged to empower individuals working to improve their lives. The year 2024 was no different.

We spent time planning how we can remain effective and resilient, regardless of the headwinds we may face. At the same time, we continued to deliver high-quality healthcare, early education, housing, and a multitude of empowering services to our community. In 2024, our work was recognized by both state and national associations for achieving outstanding outcomes in healthcare and early education. Additionally, the State of Ohio entrusted us to lead a major travel and tourism investment initiative—bringing substantial funding over the next three years to communities across southern Ohio, thanks to our proven history of financial stewardship.

This year, we made strategic investments in affordable housing and key facilities while continuing to improve our internal workflows. We have accomplished all of this despite decreasing federal support and rising operating costs. But when I assess the challenges ahead against the staffing, resources, and partnerships we've assembled, I am certain we will continue to achieve our mission to measurably improve the well-being of the community we serve.

The challenges we face as an organization, we face gladly—because we know the challenges of those we serve are far greater as they pursue their dreams. Basic needs such as affordable housing, quality healthcare, childcare, and the opportunity for meaningful employment at a living wage can be overwhelming. Yet the individual success stories we continue to witness inspire us. They remind us that the services we provide open doors—and when doors open, people find the strength to walk through them.

It is an honor to work for an organization with the remarkable legacy of ILCAO, and an even greater honor to continue this work at such a critical time in history—for those in our community who seek self-improvement, happiness, and prosperity for themselves and their loved ones.

I hope this annual report offers you a snapshot of all that is being accomplished in our community. If you have ideas, questions, or would like to partner with us in any way, please don't hesitate to reach out.



Leadership

D.R. Gossett

Executive Director

Kelly Adkins

Chief Financial Officer

Harry Cain

Chief Operations Officer

Mackenzie Coakley

Chief Human Resources Officer

Cindy Anderson

Chief Supportive Services Officer

Department Directors

Peyton Hurn

Director of Operations, FMC

Jewell Hackworth

Director of One-Stop Empowering Services

Ralph Kline

Director of Community Development &
Services

Sharon K. Daniels, EdD

Director of LCECA

Board of Directors

Joy Corn

Judy Balmer

Kimberly Royal

Lori Morris

Mark Haas

James Cremeans

Julie Monroe

Rachael Fraley

Karen Reed

Dorothy Blevins

Mike Gore

Linda Holmes

Emmerson Moore

Jodi Rowe-Collins

About Us

The Ironton-Lawrence County Community Action Organization (ILCAO) is a non-profit organization founded in 1965 with one mission: to measurably improve the well-being of our community by providing opportunities for, and care to, those in need.

We serve thousands in the OH-KY-WV Tri-State area each year. We offer a spectrum of services including healthcare (medical, dental, behavioral), early childhood education, workforce development, affordable housing, home energy/ weatherization assistance, public transportation, and more.

Our Mission

Our mission is to measurably improve the well-being of our community by providing opportunities for those in need.

Our Values (ACTION)

Accountability:

We hold ourselves accountable for our performances and actions.

Compassion:

We focus on always supporting our community.

Teamwork:

We work together for the good of the community and our team.

Integrity:

We act honorably and fairly in all circumstances.

Opportunity:

We continuously seek opportunities to positively impact peoples' lives.

Needs-Oriented:

We focus efforts and resources on the needs of our community.

Where We Serve



Service Locations



* Locations are approximate.



Family Medical Centers



Early Childhood Academy and Head Start



Administration Offices and Community Development



Transportation Services



Housing Management



Community Action Organization One-Stop Center:

- Community Partners
- Family Guidance
- Family Medical Centers
- Home Energy Assistance Program (HEAP)
- Home Weatherization Assistance Program (HWAP)
- Homeless Services
- Ohio Means Jobs Lawrence County Resource Center
- Veteran Services
- Women Infants and Children (WIC)

ilcao.org

The ILCAO Impact on Lawrence County in 2024

22,187 Lives Improved 

ILCAO touched a total of 22,187 lives in 2024. That's 39% of Lawrence County!

12,423 Total Referrals 

ILCAO provided over 12,000 referrals to both internal and external services for those in need.

68,227 Total Medical Visits 

Family Medical Centers saw over 68,227 visits in 2024 - over 186 visits every day of the year!

148,942 Free Meals 

Early Childhood Education Provided almost 150,000 free nutritious and healthy meals to students across the county.

2,171 Households Served Through HEAP 

2,171 households received assistance with energy costs, totaling \$1,195,425.

1,452 received supplies through WIC 

1,452 households received nutritional supplies and supplements through WIC.

421 Households Safe and Affordable 

421 households received safe and affordable housing through ILCAO's programs.

Family Medical Centers

ILCAO's Family Medical Centers (FMC), provide high-quality, accessible care in the dental, behavioral, and medical fields to all individuals in the tri-state, regardless of ability to pay.

Our Programs

Primary Care

ILCAO has many Family Medical Centers across the county, providing primary care services for tens of thousands of patients annually. FMC specializes in Family Practice, Pediatrics, and more.

Dental

FMC's team of oral health professionals help people of all ages maintain a healthy smile. Operating at 2 locations, we provide preventative care, routine and emergency treatment, dental rehabilitation, educational outreach, and more.

Behavioral Health

Our behavioral health care professionals help individuals achieve mental and behavioral wellness. We provide support for most behavioral health diagnoses, including depression, anxiety, and many more. Also offered is expert treatment for substance use disorder (SUD). FMC's behavioral health program uses internal and external referrals to ensure individuals receive care for their minds, body, and lives.

Healthcare for the Homeless

ILCAO maintains a healthcare for the homeless program, which provides low and no-cost healthcare to those in our community fighting homelessness. This program also uses referrals to connect those served with ILCAO's range of supportive services.

Family Medical Centers 2024 Community Impact

68,227 Total Patient Visits

ILCAO's Family Medical Centers saw 68,227 total patient visits in 2024. Of those, 46,538 were medical visits, 16,716 were behavioral visits, and 4,973 were dental visits.

1,502 Individuals Received Substance Abuse Counseling

In 2024, 1,502 individuals used FMC's substance abuse counseling services.

1,452 Individuals Helped by Women, Infant, Children (WIC)

1,452 individuals used Lawrence County's WIC program to provide nutritious food for expectant mothers and their children up to age five. Of these individuals, 803 were new clients who found the program in 2024.

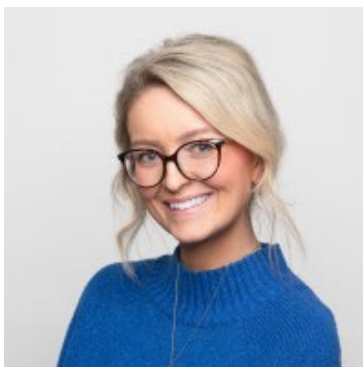
8,201 Medical Referrals Given

FMC was able to provide 8,201 referrals to patients for programs that will better either their physical, mental, or environmental health. Of these referrals, over 10% were referrals to other ILCAO medical centers or services. The other 90% were to other community resources to help ensure a healthy outcome for patients through collaboration. (Should we state about how we collaborate with others in the community to ensure a healthy outcome for our patients)

FMC 2024 Highlights

Early Childhood & FMC Collaboration

FMC Dental brought professional oral care directly to ILCAO Early Childhood Centers, ensuring children receive vital dental hygiene services, all within a comfortable and familiar environment.



New Director

In 2024, Family Medical Centers welcomed Director of Operations, Peyton Hurn.

FMC 2024 Highlights (cont.)

Best of the Tri-State

In 2024, FMC won the Ironton Tribune's Best of the Tri-State award

For "Best Medical Clinic in the Tri-State" at the Rock Hill School-Based

Medical Center and "Best Pediatricians" at Ironton and Nancy's Place campuses.



Quality Health Leaders

The Health Resources and Services Administration (HRSA) awarded FMC with new badges in 2024, reflecting the hard work and dedication to patients. New badges include a Gold Status Health Center Quality Leader, Advancing Health IT for Quality, and Addressing Social Risk Factors.



Lawrence County Early Childhood Academy (LCECA)

ILCAO's Lawrence County Early Childhood Academy (LCECA) supports children and their families from the prenatal stage through age 5, laying a strong foundation for lifelong learning. As of 2024, LCECA operates nine conveniently located sites throughout Lawrence County, with a tenth location set to open in Fall 2025. The program is built on the belief that every child deserves access to a high-quality learning environment, regardless of their family's income. To ensure affordability, LCECA uses a sliding-fee tuition scale, and families who meet Federal Poverty Guidelines are enrolled at no cost—so no child is ever turned away due to financial hardship.

Classrooms are led by certified teachers and classroom aides, with added support from trained volunteers and interns who help provide individualized attention. Most instruction occurs in small groups or one-on-one settings to foster intentional teaching and school readiness in all areas of development. In addition to academic preparation, LCECA places strong emphasis on the overall well-being of each child. Enrolled families have access to ILCAO's broad range of wraparound services, including medical, dental, and behavioral health care. LCECA also partners with local school districts to ensure a smooth and successful transition into kindergarten. Regular family conferences are held to promote engagement and keep caregivers informed about their child's growth and progress.

Our Programs

We offer comprehensive kindergarten-readiness services to children from birth to five years in addition to our prenatal services. We provide an integrated approach to learning through our birth to five creative curriculums. A breakdown of our services includes the following:

Home Visiting	Prenatal - 5 Years
Early Head Start	Prenatal - 3 Years
Family Childcare	6 Weeks - 4 Years
Center-Based Childcare	6 Weeks - 5 Years
Early Childhood Education	3 Years - 5 Years
Head Start	3 Years - 5 Years

Early Childhood Academy 2024 Community Impact

6,284 Home Visits

Lawrence County children and their families received **6,284** home visits from teachers. These teachers visited homes to help parents and guardians with developmentally appropriate activities for their children in the comfort and safety of their home.

6,543 Staff Training Hours

In 2024, LCECA staff received a combined **6,543** hours of training. These trainings brought the department staff up to **228** total certifications across a range of topics.

28,615 Books

In 2024, ILCAO's Head Start program distributed **28,615** books in partnership with Dolly Parton's Imagination Library.

148,942 Meals

LCECA served **148,942** healthy, homestyle meals in 2024 at no cost to families. Included in these meals were **46,172** breakfasts, **49,151** lunches, and **53,619** snacks.



1,000 Children Served

1,000 children were enrolled in LCECA programs throughout the year.

LCECA 2024 Highlights

Transportation

Throughout the year, 82 children in Lawrence County received transportation services. Head Start buses are equipped with air conditioning, security cameras, and child seat belts. Bus monitors also ride with children to keep them safe, comfortable, and provide an extension of early childhood curriculum.



Toy Drive

91 Head Start and Early Head Start Children received assistance through the annual toy drive.

Leaders in Imagination Library

Book Distribution

In June 2024, LCECA employees were invited to the Governor's Mansion for recognition of Lawrence County leading the state of Ohio in distribution of books from Dolly Parton's Imagination Library.



Empowering Services

ILCAO's Empowering Services department, located at our One-Stop Center, is designed to allow residents to access necessary assistance in one central location. Clients are assigned a case worker that will help them identify their needs, and they will then work with our 14 departments to find ways to meet their needs and improve the quality of their lives. Whether clients need employment assistance, help with the Home Energy Assistance Program, or more, our One-Stop center provides supportive services to help customers overcome barriers to self-improvement.

Our Programs

Workforce Training and Development

As a proud partner of the American Job Center Network, we provide comprehensive workforce training and development. This department includes our Job Seeker Assistance and our Employer Assistance Programs. These programs connect community members who are searching for employment with local employers who are searching for the workers they need to succeed.

Home Energy Assistance (HEAP)

Our Home Energy Assistance Program supplements utility payments for low-income, elderly, or disabled individuals at risk of losing utility services during critical times throughout the year, such as extreme heat or cold. Individuals can apply for a range of services such as regular HEAP, emergency HEAP, and percentage of income payment plan (PIPP) plus services.

Women, Infants, and Children (WIC)

The Lawrence County WIC is a vital program dedicated to safeguarding the health of pregnant women, new mothers, infants, and young children up to age five who are at a nutritional risk. WIC empowers families by providing: Nutritious Foods, Personalized Nutritional, Breastfeeding Support, and Healthcare Referrals. WIC gives a child a strong foundation for healthy growth and development and supporting mothers in their journey. The WIC Program in 2024 served 1,452 residents.

Homeless Services

See pages 17-19.

Empowering Services 2024 Community Impact

5,210 Served

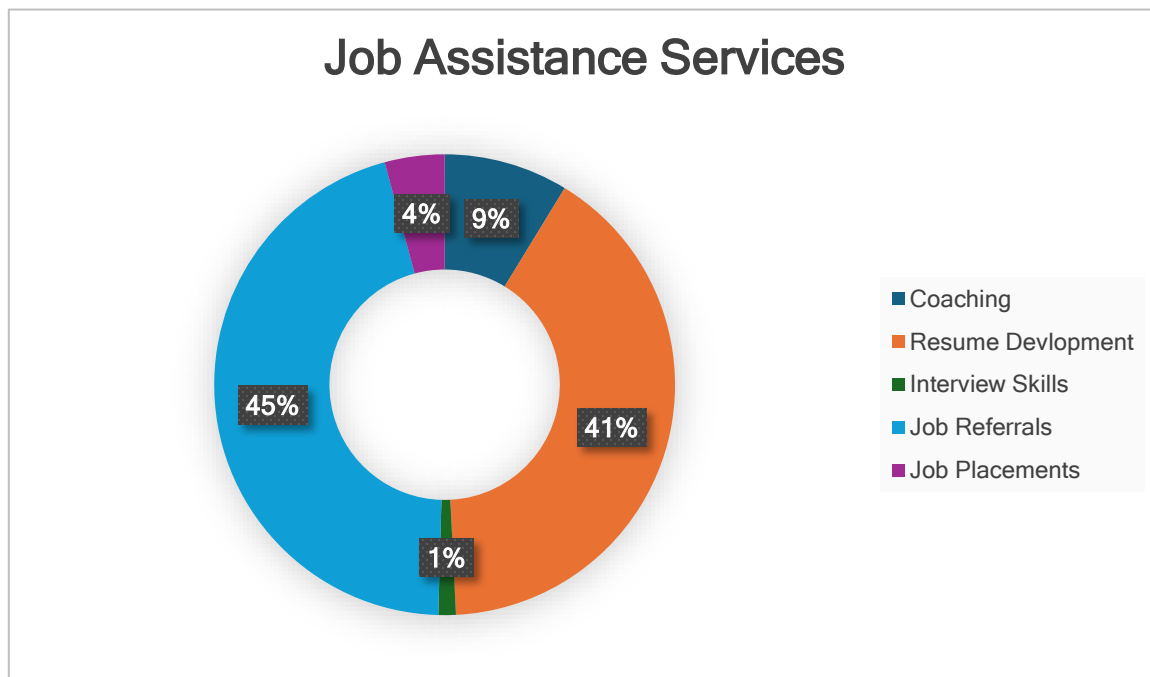
In 2024, ILCAO's Empowering Services served **5,210** individuals, many of whom came back for more than one visit.

2,842 Referrals

Empowering Services gave **2,842** total referrals in 2024. **47%** of these were referrals to other ILCAO services such as medical/behavioral health, housing, health care for the homeless, etc.

Employment Assistance

The Employment assistance program helped **573** Lawrence County residents with job searches and skills through coaching, resume development, and more. ILCAO placed **87** clients into employment directly during 2024.



Empowering Services 2024 Highlights

Helping Clients in Need

Empowering Services received their first check from the PNC Foundation to purchase grocery cards and gas cards for clients in need.



Over \$1 Million in HEAP Assistance

In 2024, HEAP provided \$1,195,425 to Lawrence County residents. Around 2,171 households avoided an energy crisis through this program.

Employee Education

In 2024 (and into 2025) the One-Stop Center has worked on getting employees certified as community health workers, as well as providing training on boundaries, HIPPA, and leadership. They believe that constant learning is necessary to best support each other and the community.



Homeless Services

There are an estimated 90 homeless people currently in Lawrence County. Each person faces this challenge with their own specific story and needs. The ILCAO's Homeless Crisis Response Program is dedicated to helping these individuals and families not just get through the next day, but to thrive in it as well. We don't see these people just as a number, but instead as neighbors in need of our support. This program uses understanding case managers, emergency assistance, and many other resources to move people from homelessness to a life of permanent stability. The goal of this program is not only to help individuals and families secure permanent housing, but to set them up for lifelong success as well.

Our Programs

Housing Assistance

ILCAO may be able to assist in gaining and maintaining housing for homeless individuals.

Landlord/Tenant Mediation

Mediation of issues between tenant and landlords according to fair housing laws and requirements.

Eviction Counseling

ILCAO can help counsel tenants through eviction and similar situations, sometimes being able to mediate to help avoid the situation completely.

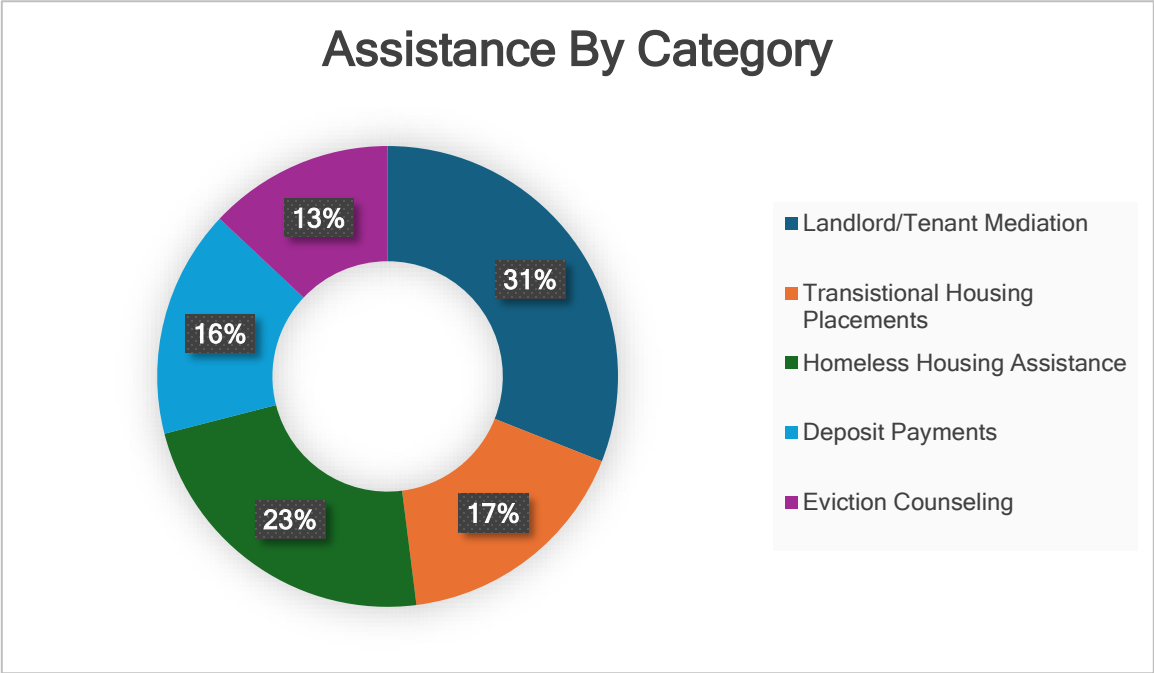
Transitional Housing

Although now ending, ILCAO's transitional housing program helped individuals and families facing barriers to housing to move out of an emergency shelter/homelessness into permanent housing through short-term Homeless Housing Assistance and other supportive services.

Homeless Services 2024 Community Impact

Nearly 200 Households Assisted

ILCAO’s Homeless Services Department assisted nearly 200 households throughout our programs. See the graph below for a breakdown of how our programs helped.



38 Household Avoided Eviction

Using our services, 38 households avoided eviction and becoming homeless.

298 Referrals Given

ILCAO’s Homeless Services Department gave out 298 referrals, 44% of which were to other ILCAO supportive services. Other referrals were given to resources outside of the organization, helping clients to identify and utilize other community assets.

Homeless Services 2024 Highlights



The Donation Room

In 2024, the homeless donation room was a big highlight not only for the department but also for the community. Stocked with hygiene products, food, and other essentials, the room provides a place where those battling with homelessness can shed at least some worry about having the necessary supplies to survive. It's more than just a room - it's a lifeline, offering homeless people and families the support they need to move forward. Thanks to the generosity of our donors, this room remains a testament to the strength of our community.



Community Development

ILCAO's Community Development Department works to improve the quality of life for residents across Lawrence County- from managing public infrastructure projects, to supporting economic development, and assisting with housing needs. The department also works to revitalize downtown areas and secure grants. The Community Development Department continually plays a vital role in community progress. The department also works in project administration, partnering with local, state, and even federal entities to ensure that standards are met, projects are completed efficiently, and that Lawrence County is getting the development it deserves.

Our Programs

Community and Economic Development

The Community and Economic Development Department work to provide economic development and job creation opportunities throughout the county, particularly in underserved areas.

Senior Services

Senior services provide referrals to additional resources for senior community members.

Housing Management and Affordable Housing Development

Housing Management and Affordable Housing Development provides high-quality, affordable rental housing for fixed and low-income seniors and families.

Home Weatherization Assistance Program

See pages 25-26.

Lawrence County Transit

See pages 22-24.

Community Development Highlights

Appalachian Community Grant Program

In 2024, Governor Mike DeWine awarded over \$152 million to the ILCAO to lead 21 projects across 19 communities. Several of these exciting projects are happening right here in Lawrence County, including the Ironton Riverfront Revitalization, Ro-Na Theater Rehabilitation, South Point Riverfront Revitalization, Burlington Commons, and Lock 27. These projects stretch along the Ohio River and up to the Muskingum River, all with one goal: to not only improve our riverfronts but to transform and energize the communities that call them home.



Applewood Apartments

Applewood Apartments is a 50-family unit that opened in Proctorville, Ohio in Summer of 2024. This apartment complex offers an affordable housing option for residents of the county, as well as giving Lawrence County space to grow. It also shares space with the Applewood Early Childhood Center (Set to open late 2025), making it the perfect partnership between ILCAO's missions of developing our community and caring for the next generation.

Transportation

Lawrence County Transit Authority (LCTA) was created with the goal of helping people get where they need to go without problems. Whether it be school, doctor's appointments, the grocery store, or other places, the transit system works to keep Lawrence County from being impacted by cost and access barriers. Two key services are offered by LCTA.

First, there are four fixed-route bus lines that run through this system. Two routes take riders throughout the Tri-state (Ironton, Ashland, and Huntington) as ILCAO understands that residents need to travel throughout the entire area. The other two routes run between Huntington, Proctorville, and Chesapeake.

The second service offered is an on-demand van service. The OVC Shuttle runs a fixed route Monday-Friday to allow for better access to routes that may otherwise be inaccessible to some. These vans are handicapped accessible, allow open door service, and available for private service as well.

Our Programs

Fixed-Route Bus System

The fixed-route bus system is in partnership with TTA of Huntington, West Virginia. This system consists of four bus routes that run simultaneously Monday through Friday. Two express routes run through each of the main cities in the tri-state, while the others have stops throughout Lawrence County and into Huntington.

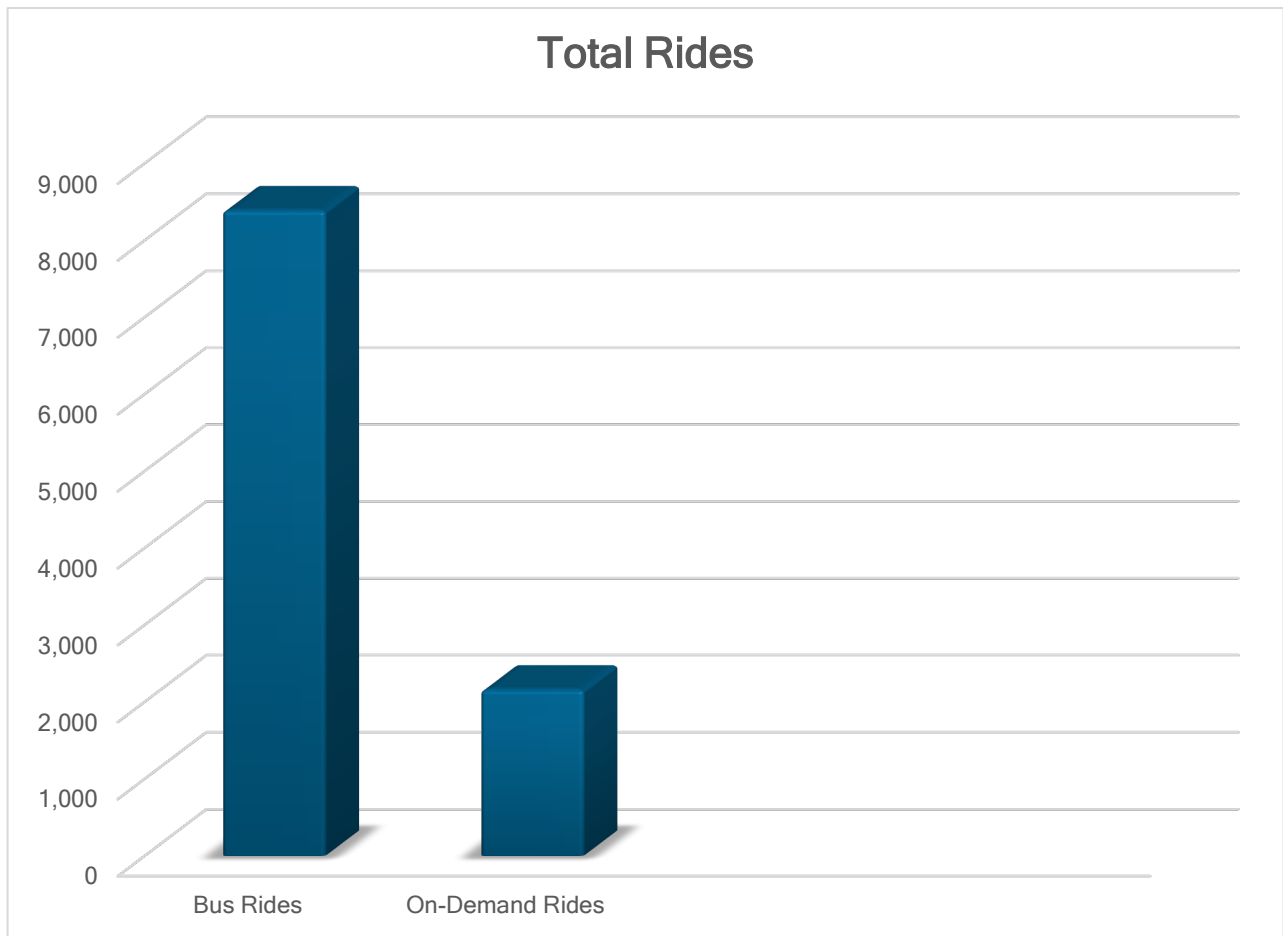
Demand Response Van Service

Lawrence County Transit operates a demand response van service, which serves residents both publicly and privately. Publicly, a shuttle is available on a fixed route that takes residents to bus stations if they are unable to get there on their own. The private service consists of contracted trips for seniors and disabled clients.

Transportation 2024 Community Impact

10,552 Total Rides

In 2024, LCTA set a goal of 6,700 for total bus rides. Not only was that record met, but it was heavily exceeded when the transit system provided **8,391** bus rides. When combined with their **2,101** on-demand rides, **10,552** total rides were given by LCTA.



281 New Riders

In 2024, **281** new people discovered the LCTA and utilized its services.

Transportation 2024 Highlights

New Service and Vehicles

In 2024, LCTA added a new service, and obtained new vehicles to better provide this service to the county.



Better Strategies

2024 brought strategies to secure new contracts for premium service. Not only that, but LCTA is also extending their contract with Triple A for local seniors.



Weatherization

ILCAO's Home Weatherization Assistance Program (HWAP) provides low-income residents with making their homes more energy-efficient to ease the burden of energy costs. Also within this department is assistance with the Electric Partnership Plan (EPP) which helps eligible participants to reduce electricity usage in their home. In 2024, throughout its 10 offered services, the Weatherization department spent 2,465 labor hours across 45 properties increasing energy efficiency. Some of these hours included insulation work, air leakage reduction, heating system repairs/replacements, health and safety inspections, electric base load measures, and more.

Our Programs

Home Weatherization Assistance Program

Ohioans with a household income at/below 200% of the federal poverty guidelines are eligible for HWAP. This program aims to ease energy burden costs for low-income residents.

Electric Partnership Plan

The Electric Partnership Program helps eligible Ohioans ease their electricity usage in their home by providing in-home audits and installing appropriate energy-efficiency measures to reduce electric usage.



Weatherization 2024 Community Impact

10 Offered Services

ILCAO's Home Weatherization department offered **10 services** in 2024 to help Lawrence County's low-income residents to not struggle under the burden of energy costs. These services include Home Weatherization Assistance Program (HWAP), Bipartisan Infrastructure Law, HWAP Enhancement, Weatherization Readiness Fund, AEP Partnership Program, AEP High Efficiency for Low-Income Program, Housing Assistance Grant Program, Columbia Gas Warm Choice, and Lead Safe Ohio.

2,465 Labor Hours

In 2024, the department spent **2,465 labor hours** across **45 properties** increasing energy efficiency by an average of 27%. Some of these hours included insulation work, air leakage reduction, heating system repairs/replacements, health and safety inspections, electric base load measures, and more.

Weatherization 2024 Highlights

New Program

In 2024, the Home Weatherization began doing home repair and roof replacement through partnership with the Lead Safe Ohio Program.

Community Numbers

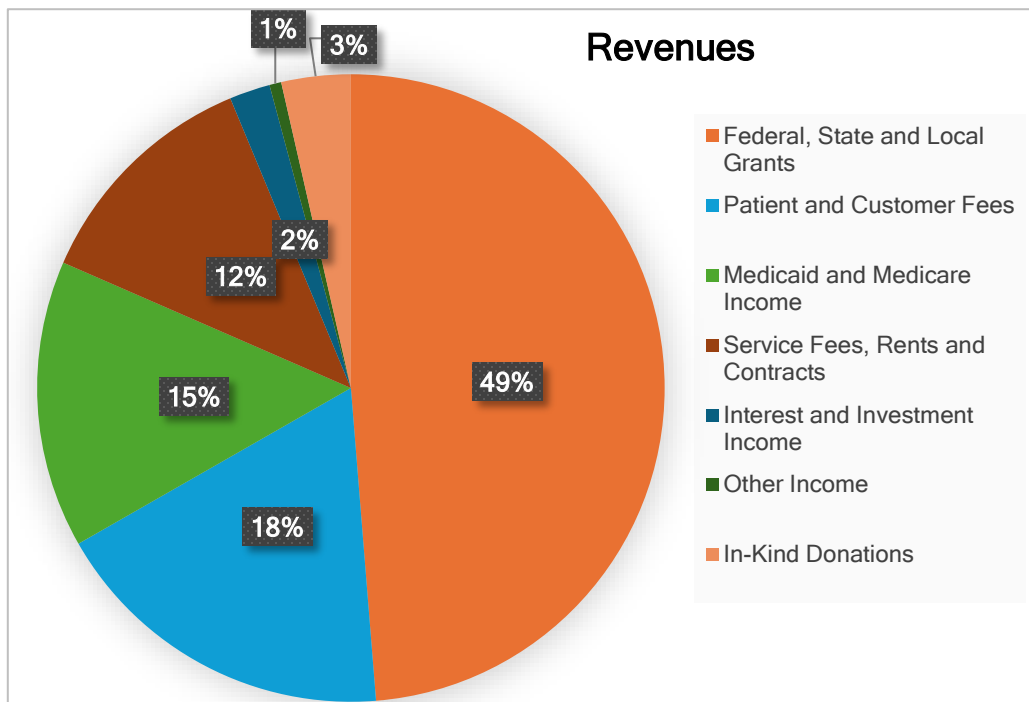
In the past year, the department has replaced 6 roofs and 35 refrigerators within the county.



ILCAO Financial Overview

ILCAO Revenues

Federal, State, and Local Grants	\$25,423,025	48.72%
Patient and Customer Fees	\$9,400,187	18.01%
Medicaid & Medicare Income	\$7,725,587	14.81%
Service Fees, Rents, & Contracts	\$6,355,637	12.18%
Interest and Investment Income	\$1,095,573	2.10%
Other Income	\$317,823	0.61%
In-Kind Donations	\$1,862,448	3.57%
Total	\$52,180,280	100%



ILCAO Financial Overview (cont.)

ILCAO Expenses

Health Services	\$20,531,321	41.2%
Early Education	\$11,850,417	23.8%
Employment & Training	\$1,879,939	3.8%
Housing & Rental Assistance	\$2,339,964	4.7%
Home Energy & Weatherization Assistance	\$2,807,198	5.6%
Transportation	\$846,271	1.7%
Community Development	\$6,268,237	12.6%
Community Services	\$186,040	0.4%
Senior Services	\$6,630	0.0%
General and Administrative	\$3,108,138	6.2%
Total	\$49,824,155	100%

ILCAO Financial Overview (cont.)

Expenses By Type

Personnel	\$25,392,484	51.0%
Program Supplies & Materials	\$5,940,258	11.9%
Space Costs	\$3,055,227	6.1%
Consultants/Contractual	\$8,868,170	17.8%
Direct Client Assistance	\$1,709,544	3.4%
Other	\$2,002,438	4.0%
Depreciation	\$993,587	2.0%
In-Kind Expense	\$1,862,448	3.7%
Total	\$49,824,156	100%

Expenses By Type

