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## BUDGET UNIT BRIEF – FY 2023

Fiscal Services Division

July 1, 2022



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## Councils of Governments (COGs) Assistance

### Background

The Councils of Governments are established in Iowa Code chapter [28H](#).

### Purpose and History

The Iowa Councils of Governments (COG or COGs) were established by Governor Harold Hughes with [Executive Order Number 11](#) on February 19, 1968. This action was a result of a study entitled "A Regional Delineation for the State of Iowa" prepared by the Office of Planning and Programming (OPP) in December 1967. This report is available from the Legislative Services Agency (LSA) upon request.

The purpose of the study was to create multicounty regions to facilitate the coordination of planning, programming, and administration of State services. The study illustrated that while many State agencies used "areas" or "regions," no two areas were delineated in the same way, producing an uncoordinated pattern of overlapping services. Some voluntary associations began to emerge as an attempt by local citizens to join together to study, analyze, plan, and act on issues that affected their area. Four major criteria were used to determine the shape, size, and number of the regions within the State. These include the identification of a focal point or central city, convenience of the citizen consumer, efficiency of field workers, and an adequate economic base. The methodology used in the report resulted in the designation of 16 multicounty areas and 16 area cities to be used for the coordination of State services and federal programs.

The COGs were codified by the General Assembly in 1990 in [SF 2366](#) (Councils of Governments Act) and slightly modified from the original proposal. This Act set the number of COGs at 16, and in 2007, the

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### More Information

Iowa Association of Councils of Government: [www.iowacog.com](http://www.iowacog.com)

Department of Public Health: [idph.iowa.gov](http://idph.iowa.gov)

Department of Natural Resources: [www.iowadnr.gov](http://www.iowadnr.gov)

Iowa Waste Exchange: [www.iowadnr.gov/Environmental-Protection/Land-Quality/Waste-Planning-Recycling/Iowa-Waste-Exchange-IWE](http://www.iowadnr.gov/Environmental-Protection/Land-Quality/Waste-Planning-Recycling/Iowa-Waste-Exchange-IWE)

Resource Enhancement and Protection (REAP) Program: [www.iowadnr.gov/Conservation/REAP](http://www.iowadnr.gov/Conservation/REAP)

Department of Human Services: [dhs.iowa.gov](http://dhs.iowa.gov)

Iowa Homeland Security and Emergency Management Division: [homelandsecurity.iowa.gov](http://homelandsecurity.iowa.gov)

Homeland Security Grant Program: [www.fema.gov/homeland-security-grant-program](http://www.fema.gov/homeland-security-grant-program)

Hazard Mitigation Grant Program: [www.fema.gov/hazard-mitigation-grant-program](http://www.fema.gov/hazard-mitigation-grant-program)

FEMA Public Assistance Grant Program: [www.fema.gov/public-assistance-local-state-tribal-and-non-profit](http://www.fema.gov/public-assistance-local-state-tribal-and-non-profit)

Department of Transportation: [www.iowadot.gov](http://www.iowadot.gov)

Regional and Metropolitan Planning Organizations: [iowadot.gov/systems\\_planning/planning/mpo-rpa](http://iowadot.gov/systems_planning/planning/mpo-rpa)

Iowa Economic Development Authority: [www.iowaeconomicdevelopment.com](http://www.iowaeconomicdevelopment.com)

Iowa Finance Authority: [www.iowafinance.com](http://www.iowafinance.com)

U.S. Economic Development Administration: [www.eda.gov](http://www.eda.gov)

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number was increased to 17 in [SF 444](#) (Councils of Governments — Additional Area Act). The Iowa Association of Regional Councils (IARC) is the statewide association of regional councils that frequently serves as the central contracting and administrative association for management services for the COGs.

### **Organization**

The priorities and programs of each COG are established and governed by a policy board made up of local elected officials and citizens. To carry out these activities, the COGs work with public, private, and nonprofit sector partners to leverage resources and seek solutions to complex issues. The staff of the COGs generally includes an executive director, policy or program directors, professional planners, and other support staff.

### **Services Provided**

Each COG provides specific programs and services tailored to the unique needs of its region and communities. The types and amount of services offered by each COG can vary by region and can evolve as the needs of their member communities change. According to Iowa Code section [28H.3](#), COGs are required to perform services that include the following:

- Planning services and technical assistance.
- Coordinating delivery of community development programs and services with local, State, and federal programs and activities.
- Preparing a regional community development plan that must be updated annually. The plan must include:
  - Inventory and needs assessment of regional infrastructure.
  - Labor supply.
  - Cultural and fine arts resources.
  - Housing.
  - Primary health care services.
  - Natural resources, conservation, and recreational facilities.
  - Regionwide development opportunities.

### **Service Contracts with State Agencies**

Multiple State agencies have utilized the COGs to help with the coordination and delivery of services, including the following examples:

- The Department of Public Health used COGs to help implement the Iowans Fit for Life program. The COGs led the communities through an asset mapping process to examine nutritional and physical activity assets available and developed a plan to increase access to healthy foods and physical activity. Initially, only select COGs were utilized in the rollout of the pilot program. Five COGs participated in implementation in FY 2012, and 10 participated in the program in FY 2013.
- The Department of Natural Resources uses COGs as part of the Iowa Waste Exchange and the Resource Enhancement and Protection (REAP) programs, and one COG coordinates the Indian Creek Watershed Management Authority. Some COGs also participate in solid waste planning and education in their regions.
- The Department of Human Services utilizes one COG as the Decategorization Coordinator in the COG's region.
- The Iowa Department of Homeland Security and Emergency Management previously utilized COGs to provide grant administration services for regional awards under the Homeland Security Grant Program, the Hazard Mitigation Grant Program, and the Federal Emergency Management Agency's (FEMA) Public Assistance Grant Program.
- The Department of Transportation works closely with regional and metropolitan planning organizations in the areas of surface transportation planning and public transit. Regions defined for

these purposes are similar but not identical to the regions defined for COGs. In some but not all cases, the regional planning entities are supported by COG staff.

- The Iowa Economic Development Authority does not directly use COGs but does make Community Development Block Grant awards to cities and counties. These entities often hire COGs to administer federal grants.
- The Iowa Finance Authority has utilized COGs to conduct Low-Income Housing Tax Credit project inspections, the Homelessness Prevention and Rapid Rehousing Program, and the Local Housing Trust Fund programs of the State Housing Trust Fund.

The COGs have also been utilized to assist with disaster recovery efforts, including the Jumpstart Housing Assistance Program and the Iowans Helping Iowans Housing Assistance Program.

### **Funding**

The COGs receive funding from a number of sources, including membership dues, federal and State programs, grants, administrative service fees, and grant writing services. The dues structure varies by region and is set by the policy board of the individual COG. The COGs have received funding from the General Assembly through a number of appropriations and allocations:

- In fiscal years 1995 to 2007, the COGs were funded through an appropriation from the loan repayments of the Rural Community 2000 (RC 2000) Fund. Statewide funding for all COGs typically totaled \$150,000.
- In FY 2008, the appropriation to the COGs was \$40,000 from the repayments to the RC 2000 Fund.
- In FY 2009, the General Assembly appropriated \$160,000 out of the Grow Iowa Values Fund interest, in addition to \$20,000 in loan repayments received by the RC 2000 Fund.
- In FY 2010, the General Assembly appropriated \$144,000 from the Federal Economic Stimulus and Jobs Holding Account interest.
- In 2010, the General Assembly created a standing allocation of \$175,000 from the Economic Development Fund (formerly the Grow Iowa Values Fund) interest for fiscal years 2011 through 2013 in [SF 2389](#) (FY 2011 Infrastructure Appropriations Act). The Economic Development Fund was repealed at the end of FY 2012; however, the Iowa Economic Development Authority was allowed to carry forward this funding to spend in FY 2013 in [HF 2337](#) (FY 2013 Economic Development Appropriations Act).
- Beginning with FY 2014, the General Assembly began providing COG funding in the Economic Development Act.

The moneys appropriated by the General Assembly is used to leverage federal and local dollars for various programs. The State dollars are typically, although not exclusively, utilized as matching dollars for the federal Economic Development Support for Planning Organizations Program administered by the U.S. Economic Development Administration. Additionally, for some of the services provided to State agencies outlined above, COGs receive administrative fees for the work done.

### **Related Statutes and Administrative Rules**

Iowa Code chapter [28H](#)

### **Budget Unit Number**

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