

## CHAPTER 4

### THE PROBLEM OF OVERLAP AND DUPLICATION

Independent special districts are limited purpose governmental units which exist as separate corporate entities and which have substantial fiscal and administrative independence from general purpose local government.<sup>1</sup>

Special districts are very diversified in their functions and organization. However, there are a few things which they have in common:

- (1) They always exist as separate jurisdictional bodies.
- (2) They are responsible for either one or more governmental services, either State or Federal.
- (3) They possess the necessary authority, either corporate or legally authorized, to carry out their necessary functions.
- (4) They are either authorized for governmental funding or are authorized to raise their own revenues.<sup>2</sup>

Special districts were created for many reasons but those most commonly stated were: (1) fiscal self-sufficiency, (2) emphasis on technical specialization, (3) efficiency, and (4) geographic flexibility.<sup>3</sup> Some federally sponsored (and even state sponsored) districts were created to meet specific agency guidelines for funding (i.e., Comprehensive Health Planning Councils are required to have both users and providers of health services on the council with the majority being users).<sup>4</sup>

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<sup>1</sup>ACIR, SUBSTATE REGIONALISM AND THE FEDERAL SYSTEM, Vol. I: REGIONAL DECISION MAKING: NEW STRATEGIES FOR SUBSTATE DISTRICTS, Washington, D.C.: U.S. Government Printing Office, October, 1973, p.20.

<sup>2</sup>Ibid.

<sup>3</sup>Ibid, p. 21.

<sup>4</sup>Leland R. Edmonds, A GUIDE FOR THE ESTABLISHMENT AND OPERATION OF REGIONAL PLANNING COMMISSIONS IN KANSAS, p. 1-4.

In 1973, the Advisory Commission on Intergovernmental Relations (ACIR) reported that "over 4,000 geographic program areas have been recognized under 24 federal programs. The more common single-purpose district organizations include 481 Law Enforcement Planning Regions; 419 Cooperative Area Manpower Planning System Councils; 195 Comprehensive Areawide Health Planning Agencies; 115 Economic Development Districts; 56 Local Development Districts; 165 Resource Conservation and Development Districts; and 247 Air Quality Control Regions."<sup>5</sup>

These districts represent a 93.6%<sup>6</sup> increase since 1952. Yet, when a closer look is given, these special districts tend to be causing some problems. Of the special districts in the United States today, less than 25% are coterminous with a local unit of government, including regional planning agencies.<sup>7</sup> Federally sponsored programs have added to the complexity and confusion of multi-county jurisdictional systems. Coterminous boundaries occur in only 35% of the cases.<sup>8</sup>

State efforts have also fallen short in this effort. Of the 19 federally sponsored programs, the governor has the power of delineation in 16 of them. Yet, on the average, only 35% of the Federal program areas coincide with substate district boundaries and about 50% of those that do match are not used.<sup>9</sup>

The real impact of these findings comes out when a total look at regional councils and commissions in the U. S. is made. Regional directors indicated that their three most prevalent problems are: (1) implementing plans, (2) conflicting efforts of federally sponsored programs which have a regional impact, and (3) relationships between the regional agency and other areawide bodies.<sup>10</sup> In other words, two out of the three most prevailing problems for regional directors concern other agencies and their efforts.

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<sup>5</sup>ACIR, REGIONAL DECISION MAKING: NEW STRATEGIES FOR SUBSTATE DISTRICTS, p. 2.

<sup>6</sup>Ibid, p. 341.

<sup>7</sup>Ibid.

<sup>8</sup>Ibid, p. 342.

<sup>9</sup>Ibid.

<sup>10</sup>Ibid, p. 344.

In order to find out just where the State of Kansas and the organized regional planning commissions were regarding conflict in coordination and duplication of effort, regional directors in the state were asked to describe such relations in reference to the following agencies:

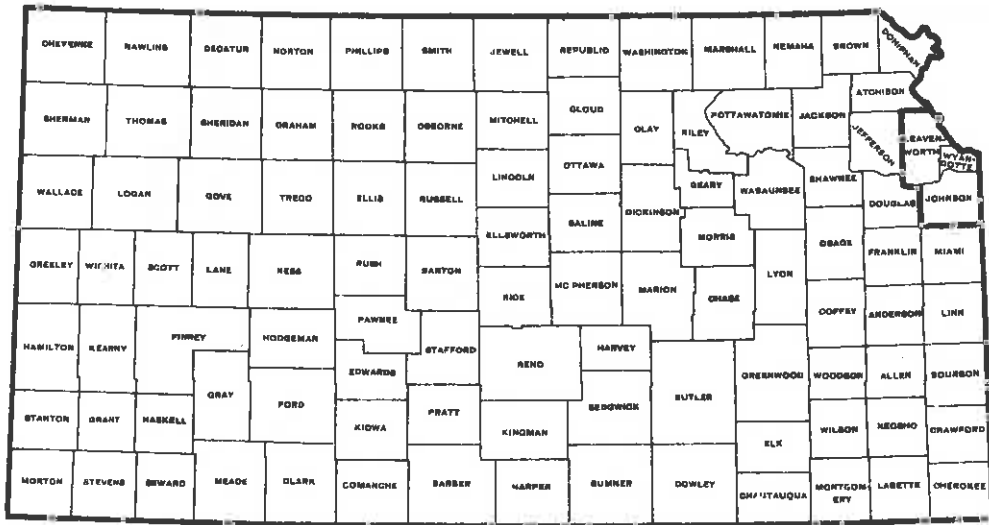
- Kansas State University Extension Units
- FmHA Administrative Districts and County Units
- Resource Conservation and Development Projects
- Economic Development Districts
- Manpower Planning Areas
- Air Quality Control Regions
- Criminal Justice Planning Regions
- Areawide Agencies on Aging
- Comprehensive Health Planning Councils

The following section refers to the responses from the various directors and staffs and graphically shows the overlap of nine State and Federal programs.

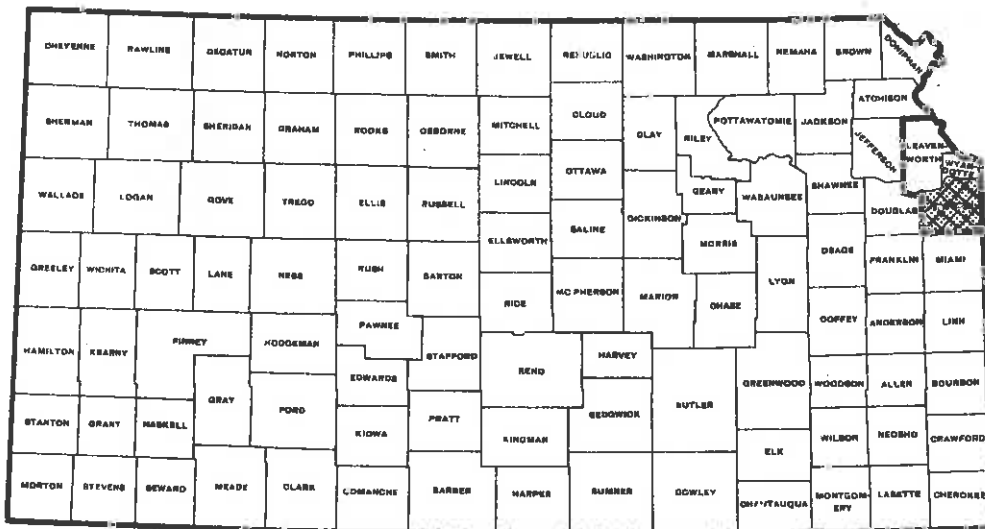
## MID-AMERICA REGIONAL COUNCIL

MARC is an interstate agency and is one of two such organizations affecting Kansas. The council encompasses the Kansas City Metropolitan Region and the Standard Metropolitan Statistical Area which includes Leavenworth County. The main conflict mentioned by MARC representatives referred directly to the interstate situation. A greater effort on the part of the two states, Missouri and Kansas, should be made in order to insure a more coordinated effort within MARC.

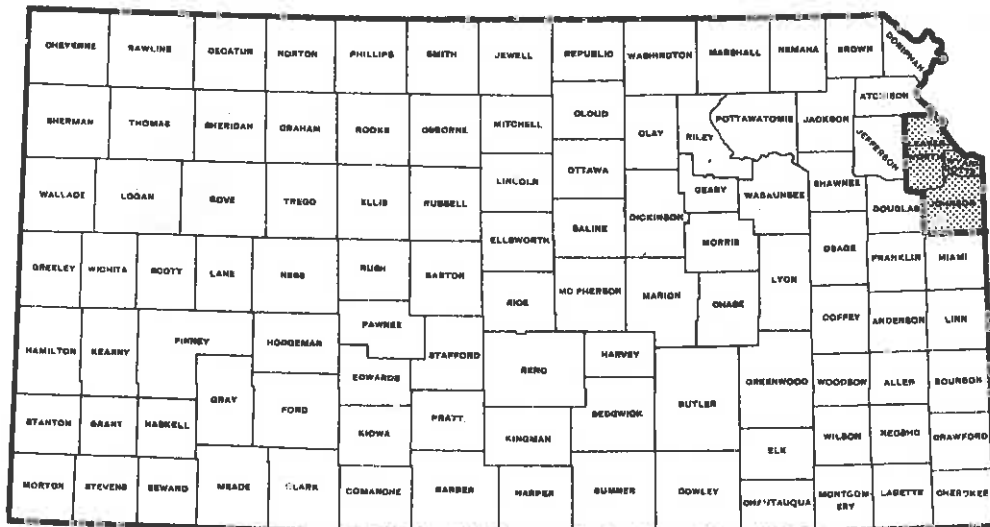
Directly referring to Kansas, however, the Area Agency on Aging splits the region with two separate agencies. Due to the metropolitan area itself and the well-organized functions of MARC, the council should be recognized as a means of delivery services for the aged in the three counties involved. Both the Governor's Committees on Manpower and Criminal Administration have so designated their regions so as to include Johnson County with Wyandotte and Leavenworth Counties.

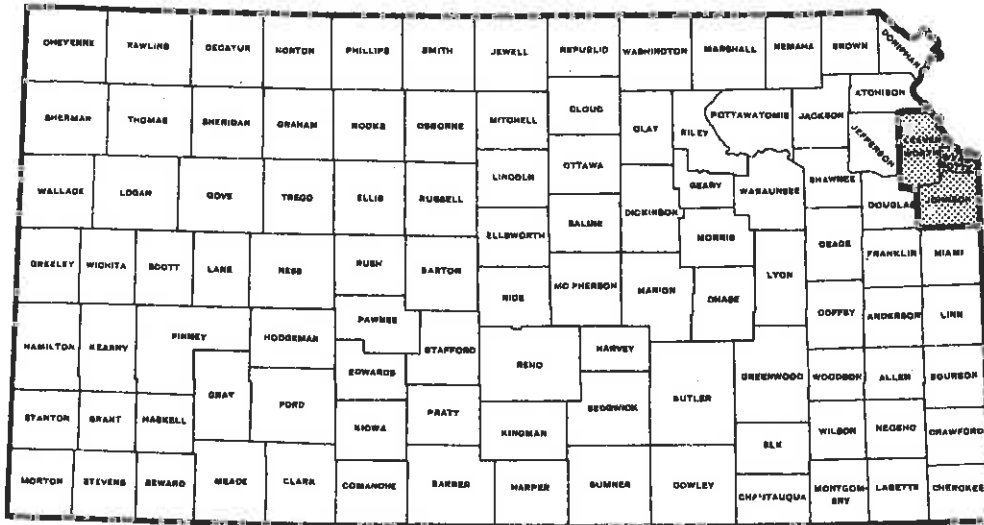


NO RESOURCE CONSERVATION AND DEVELOPMENT PROJECT

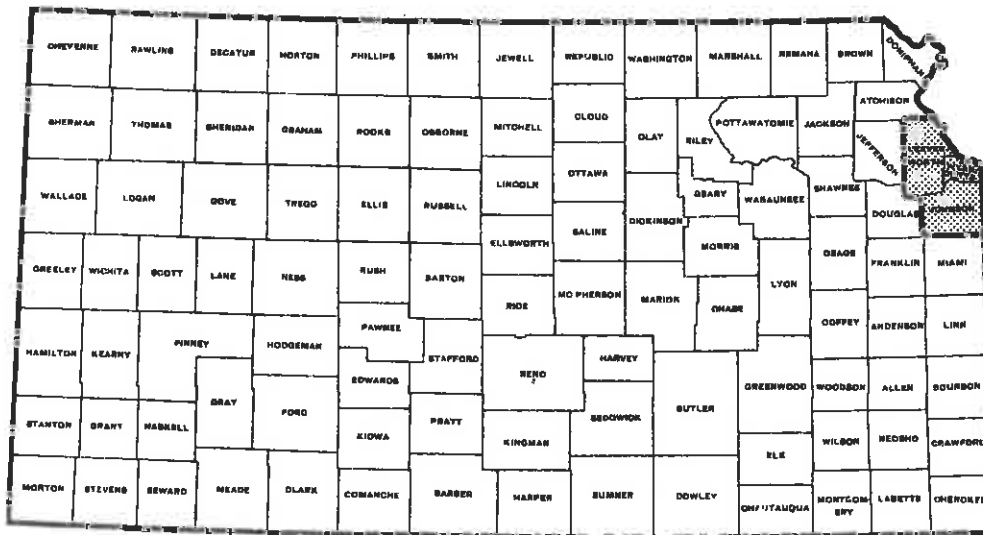


JOHNSON COUNTY - REDEVELOPMENT COUNTY (GRANTS ONLY)

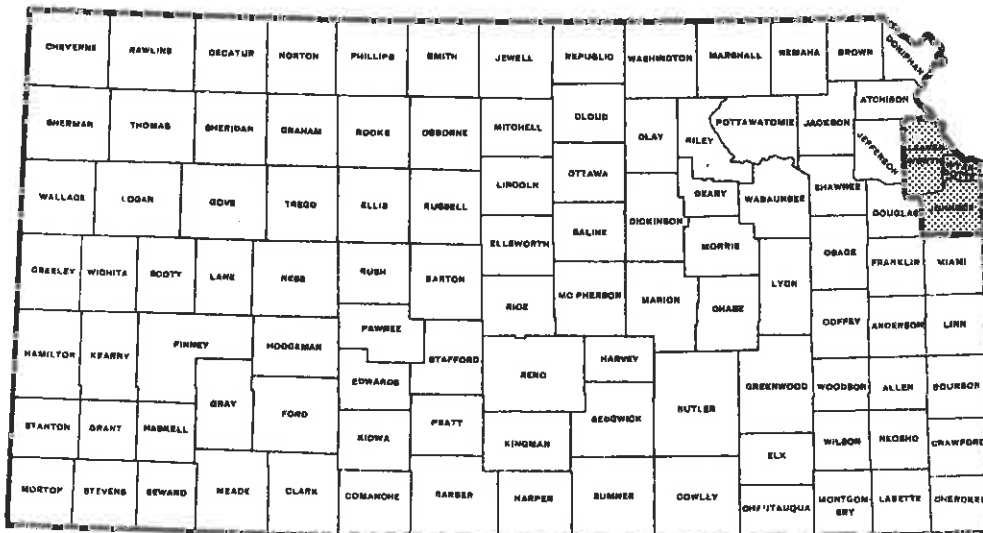


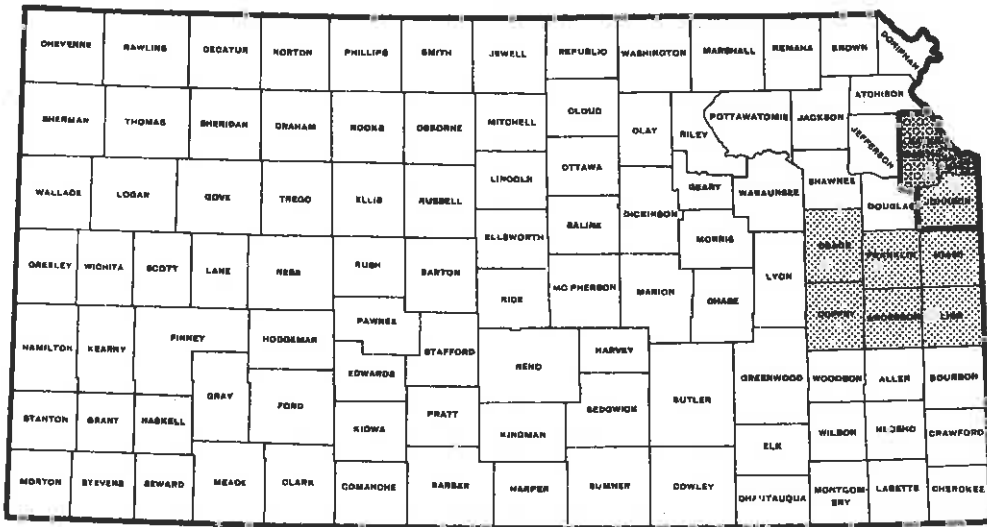


METROPOLITAN KANSAS CITY INTERSTATE AIR QUALITY CONTROL REGION

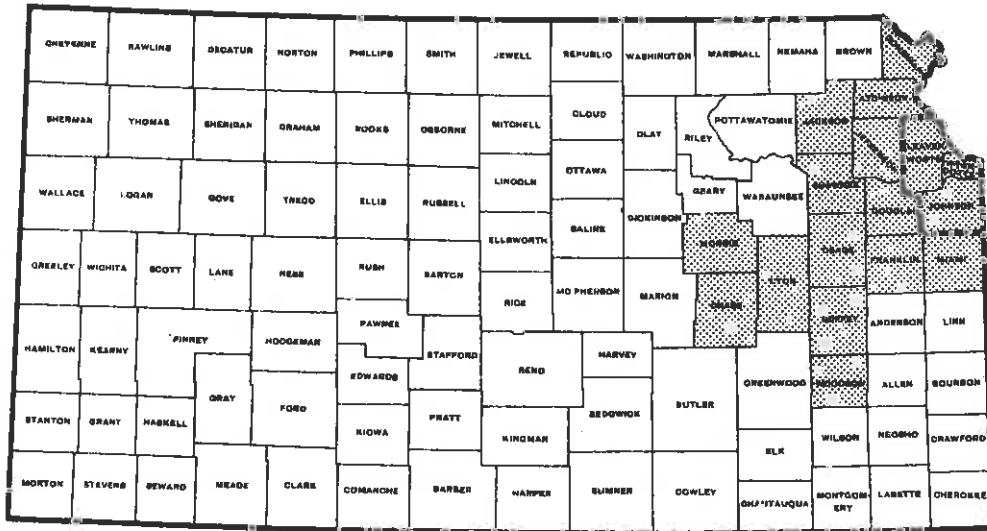


GCCA CRIMINAL JUSTICE PLANNING REGION I

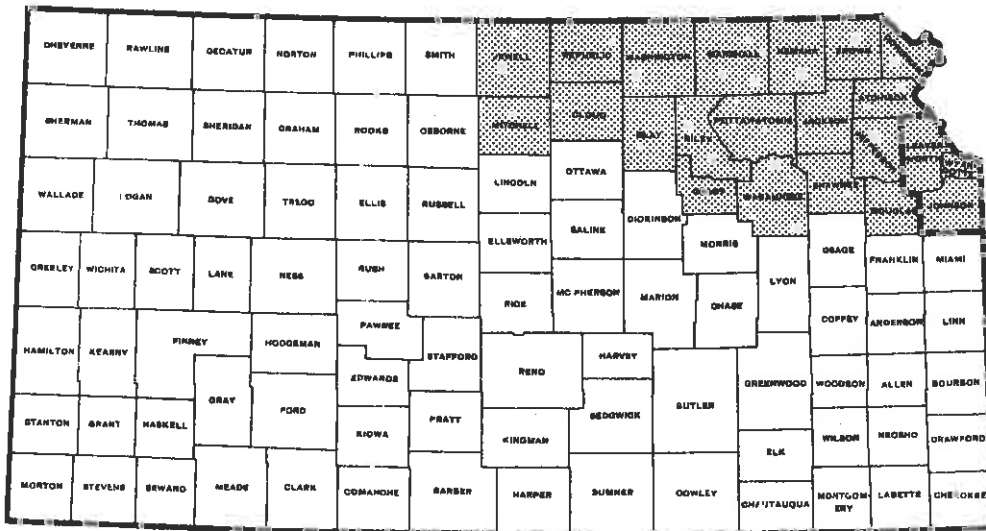




WYANDOTTE - LEAVENWORTH COUNTY AREA AGENCY ON AGING  
MID-AMERICA COUNCIL ON AGING



FmHA ADMINISTRATIVE DISTRICT #3



NORTHEAST AREA - KSU EXTENSION SERVICE

## SOUTHEAST KANSAS REGIONAL PLANNING COMMISSION

Problems arising from two different health planning councils were cited in the Southeast region. Also, because of the nature of these agencies, a conflict in programs is existent.

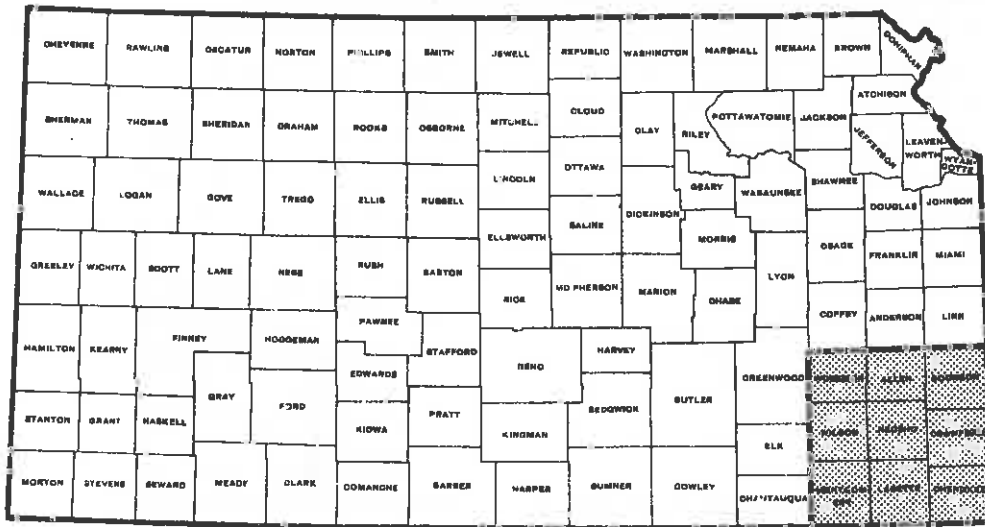
The Southeast Kansas Community Action Program was mentioned as another conflict within the region. The program is one designed to eliminate poverty through improvements in the community conditions. Coordination between this agency and the commission should take place in order for better use of funds and manpower.

The Southeast Kansas Regional Planning Commission has recently received a provisional designation as an Economic Development District and upon completion and acceptance of an "Overall Economic Development Program" the region should receive full designation. This program will be administered through the planning commission.

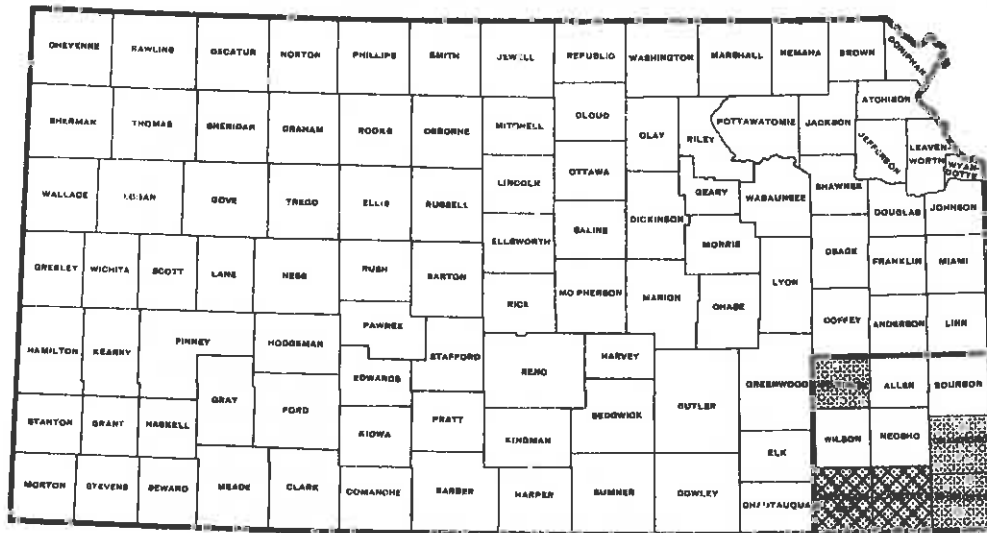
Also, three state agencies (Manpower, Aging and Criminal Justice) have boundaries coterminous with those of the region with criminal justice planning being directly under the commission's staff.

A recent effort to coordinate programs and plans for economic development with Mid-America, Inc., has also added to the planning efforts in the region.

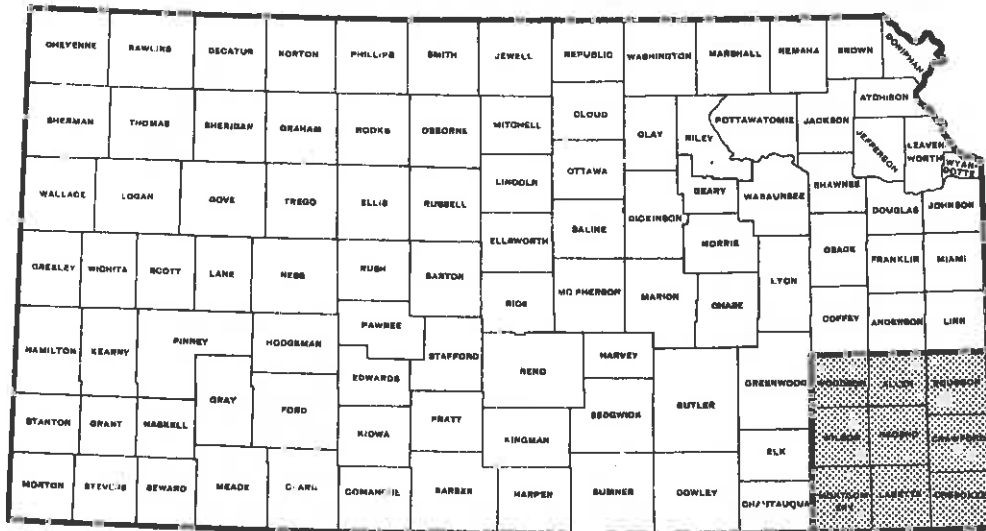


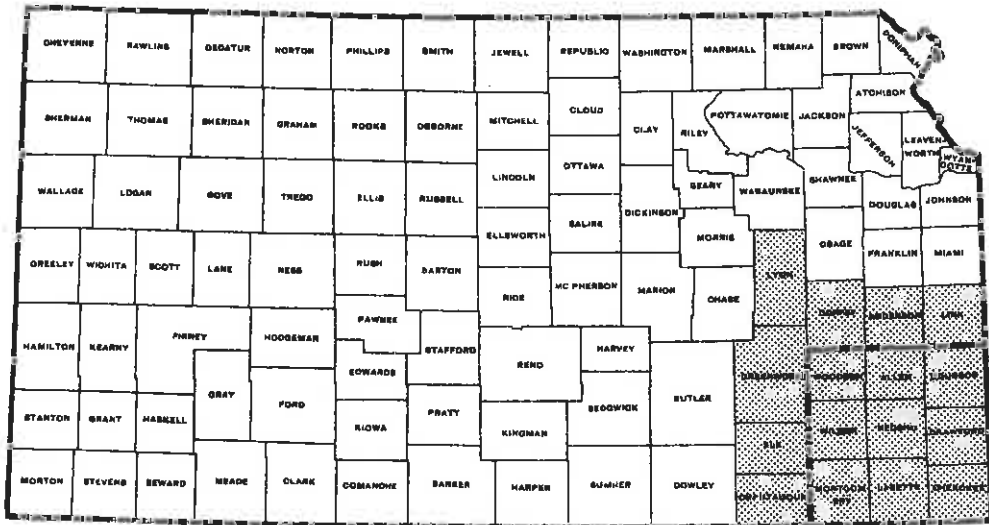


SEE-KAN RESOURCE CONSERVATION AND DEVELOPMENT PROJECT

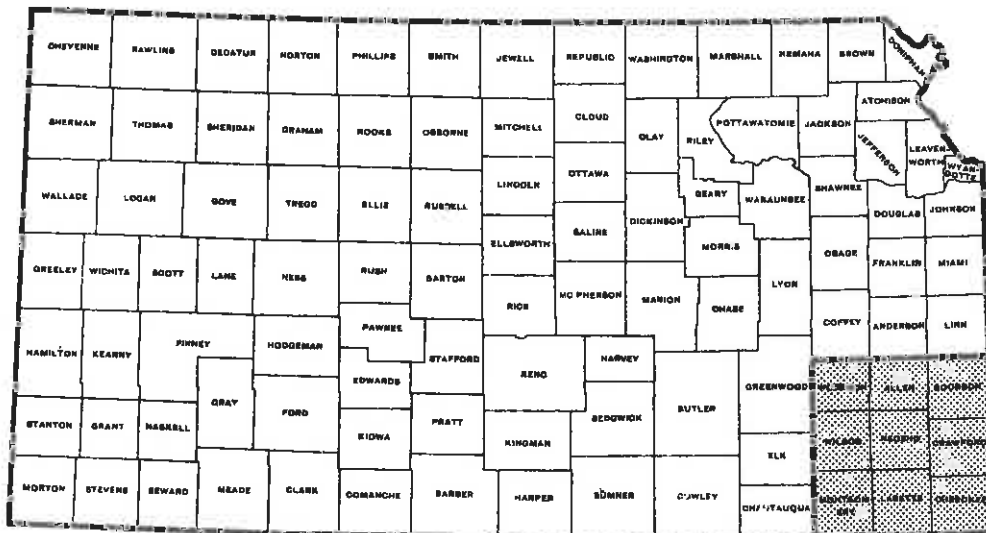


PROVISIONAL ECONOMIC DEVELOPMENT DISTRICT  
 WOODSON, CRAWFORD AND CHEROKEE COUNTIES - REDEVELOPMENT COUNTIES  
 MONTGOMERY AND LABETTE COUNTIES - GRANTS ONLY

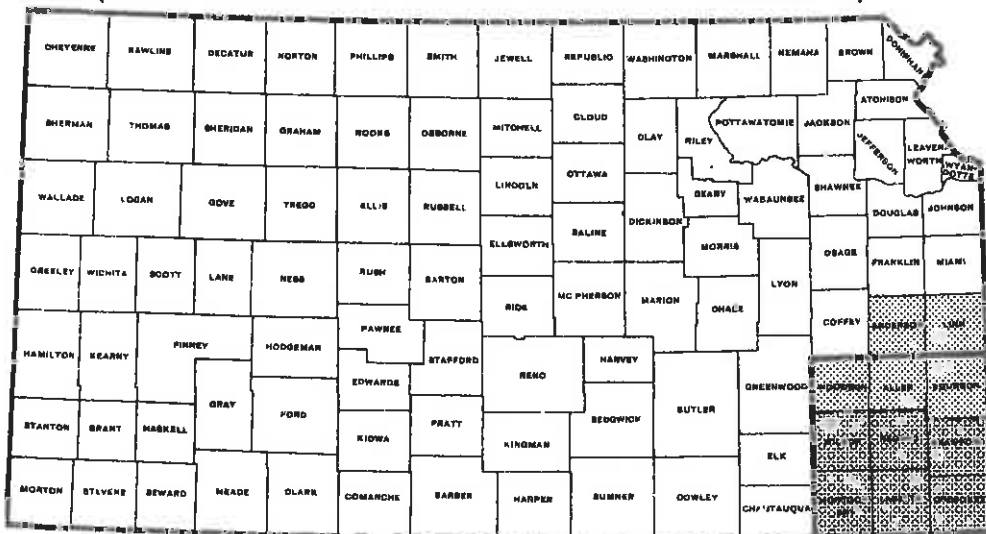




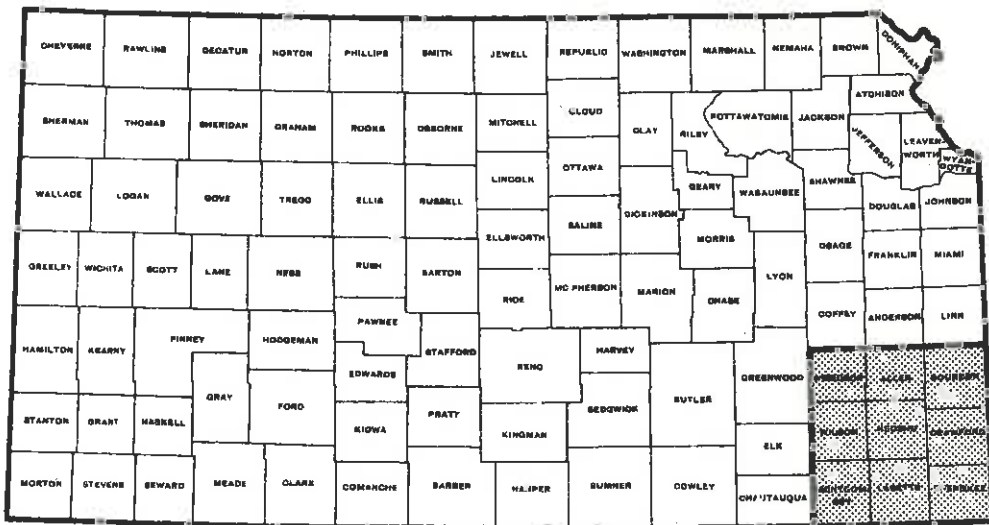
SOUTHEAST KANSAS INTRASTATE AIR QUALITY CONTROL REGION



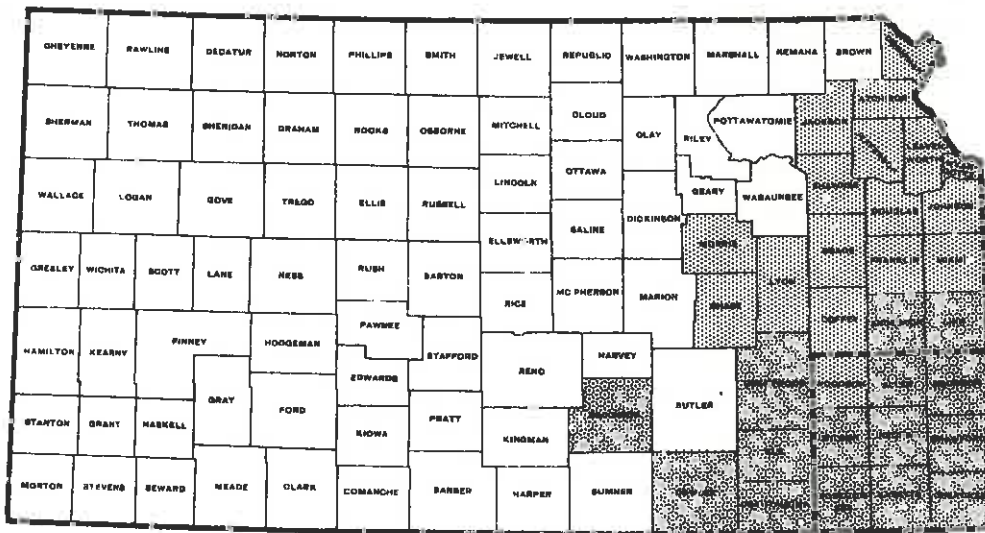
SOUTHEAST KANSAS REGIONAL PLANNING COMMISSION  
(GCCA CRIMINAL JUSTICE PLANNING REGION V)



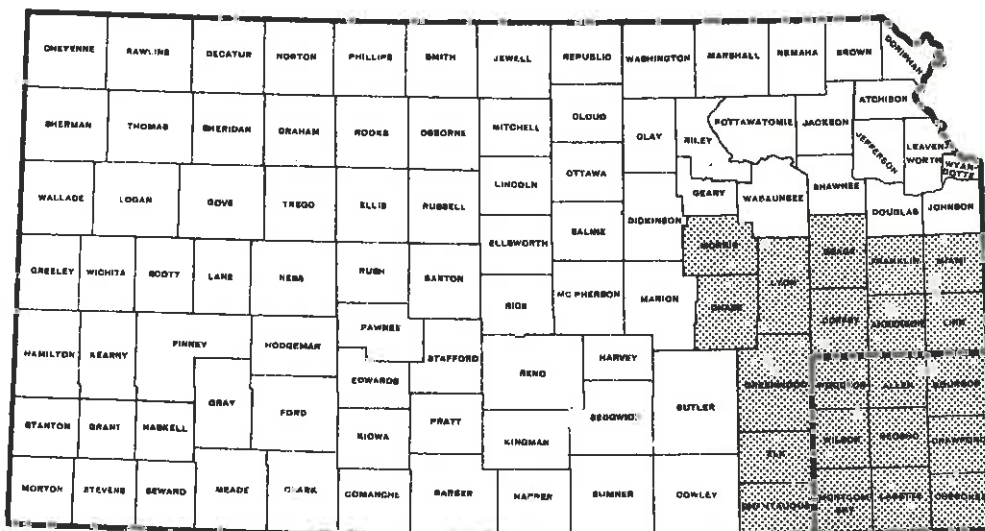
SOUTHEAST KANSAS HEALTH PLANNING COUNCIL  
FIVE-COUNTY HEALTH PLANNING COUNCIL



SOUTHEAST KANSAS AREA AGENCY ON AGING



FmHA ADMINISTRATIVE DISTRICTS #3 AND #4

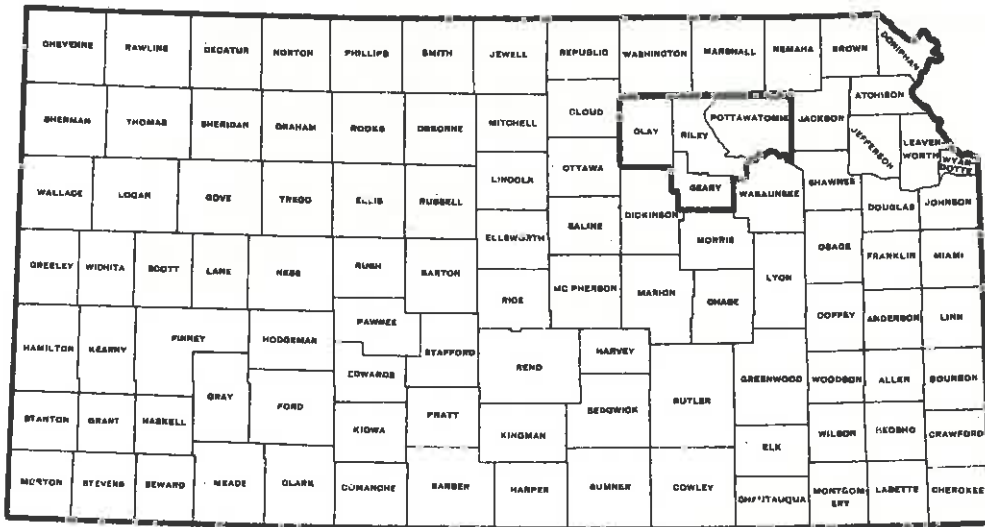


SOUTHEAST AREA - KSU EXTENSION SERVICE

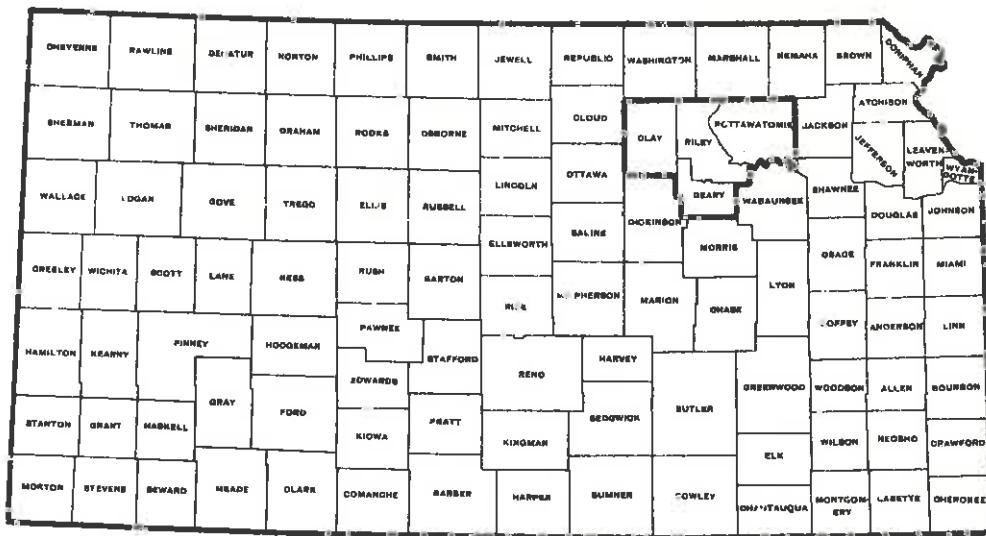
## BIG LAKES REGIONAL PLANNING COMMISSION

At the time this questionnaire was compiled, the Big Lakes Regional Planning Commission had not hired their director. Planning, therefore, had been accomplished by using consultants and/or other agencies wherever possible. Relations are good between the commission and other agencies as a result.

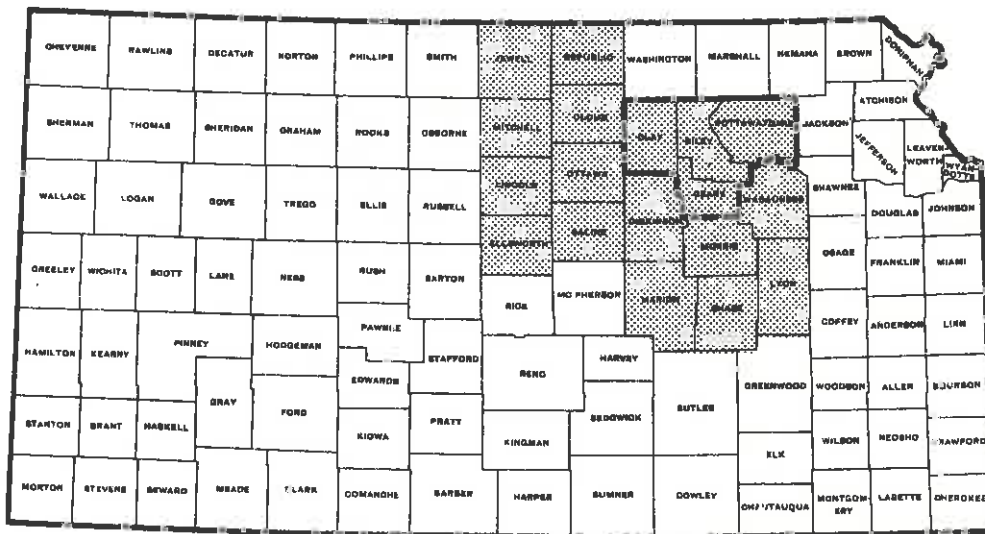
One such resource facility has been Kansas State University which lies in the heart of this region. The university houses branch agencies of many federal and state programs as well as the Department of Regional and Community Planning and the Cooperative Extension Service. This situation has aided the commission in the past and will more than likely continue to do so in the future.

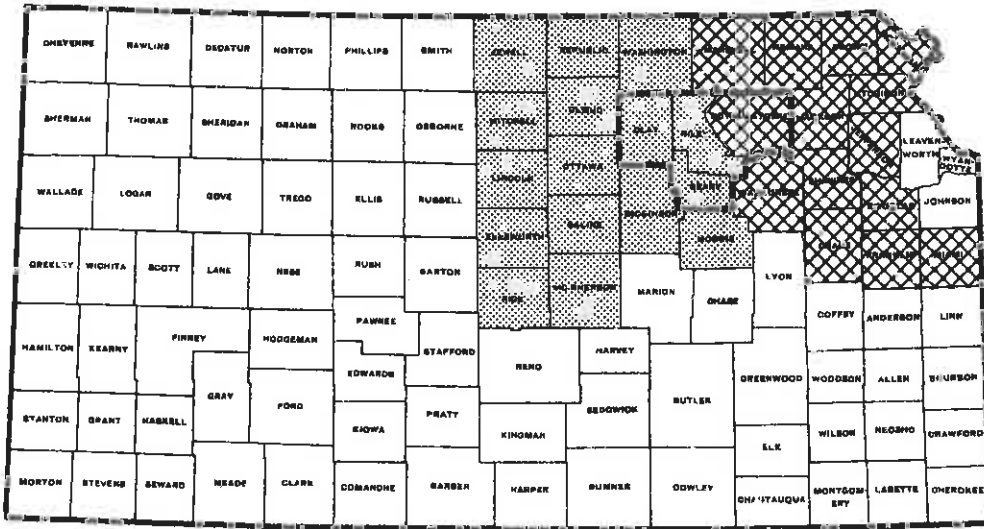


NO RESOURCE CONSERVATION AND DEVELOPMENT PROJECT

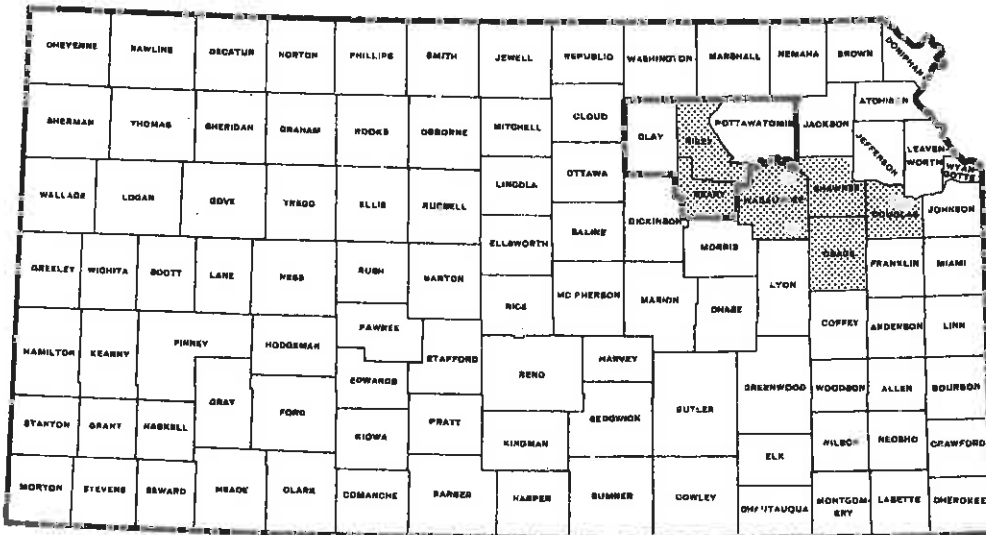


NO EDA QUALIFIED AREAS

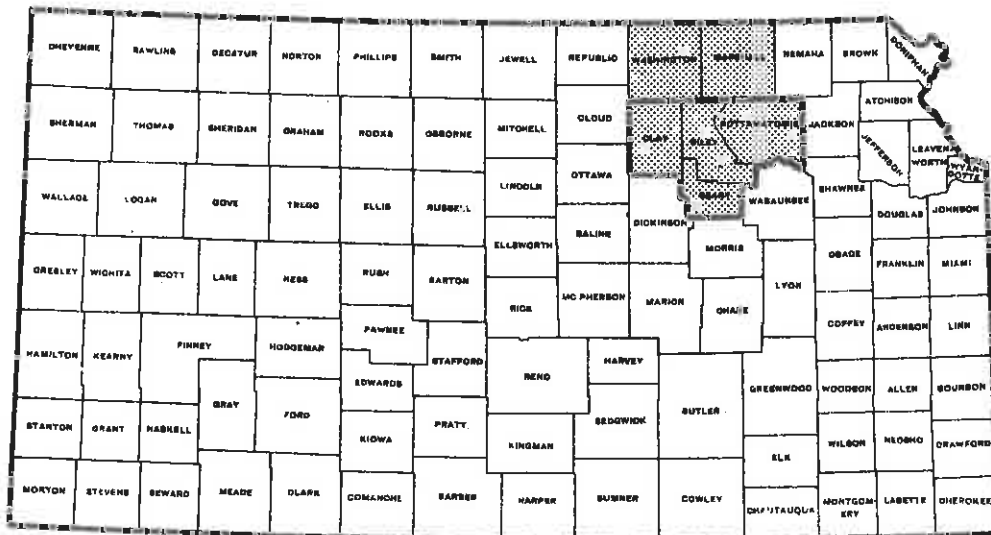




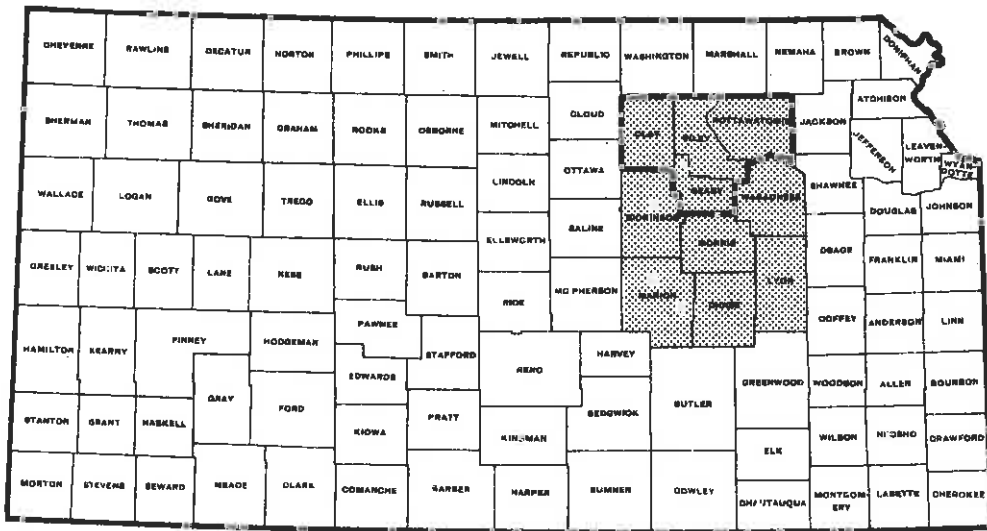
NORTHEAST KANSAS INTRASTATE AIR QUALITY CONTROL REGION  
 NORTH CENTRAL KANSAS INTRASTATE AIR QUALITY CONTROL REGION



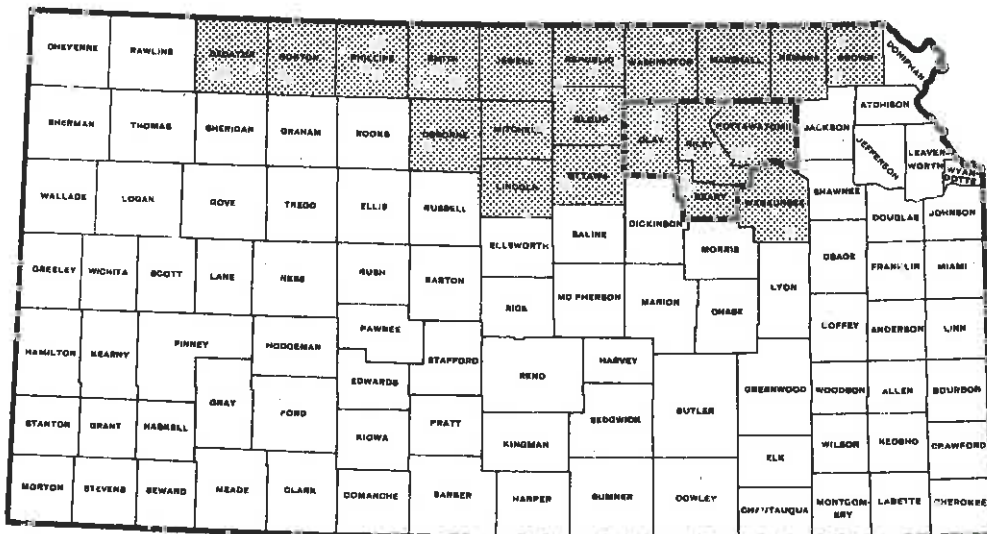
GCCA CRIMINAL JUSTICE PLANNING REGION II



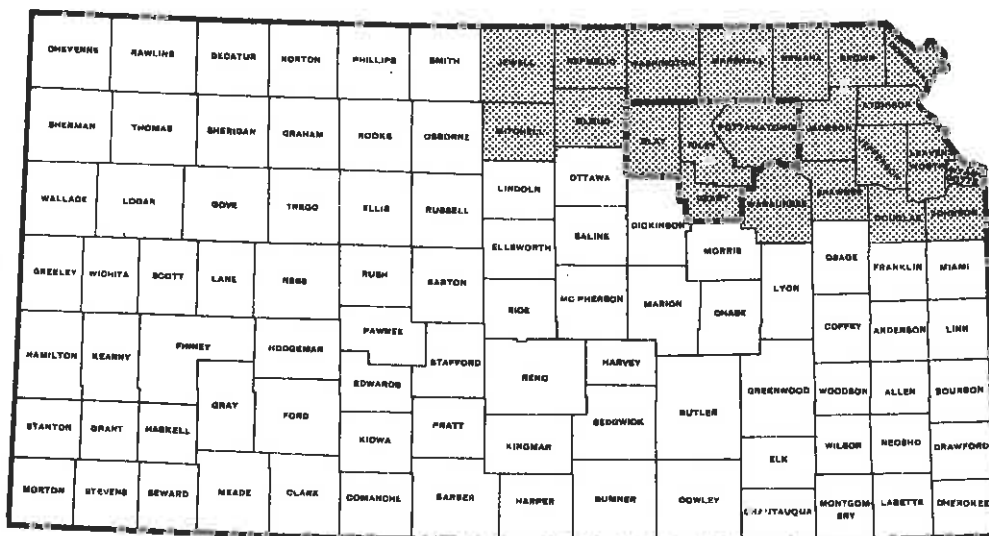
NORTHERN FLINT HILLS HEALTH PLANNING COUNCIL



FLINT HILLS AREA ON AGING



FmHA ADMINISTRATIVE DISTRICT #2



NORTHEAST AREA - KSU EXTENSION SERVICE

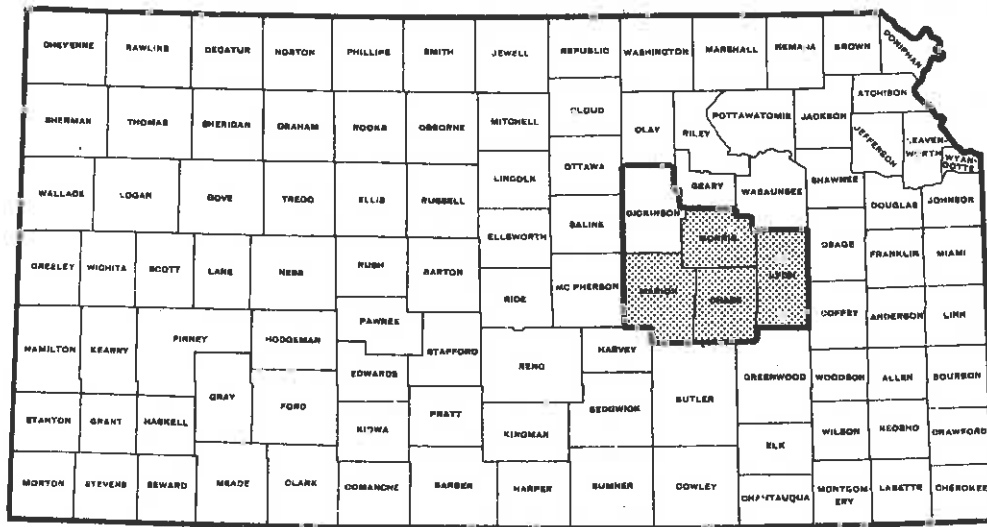
## FLINT HILLS REGIONAL PLANNING COMMISSION

The Flint Hills Regional Planning Commission is a direct result of efforts from the Flint Hills Resource Conservation and Development Project (RC&D) to establish an organization to direct planning in the area and help in acquiring federal funding. This working relationship still exists with leaders from the commission as members of the RC&D and vice versa.

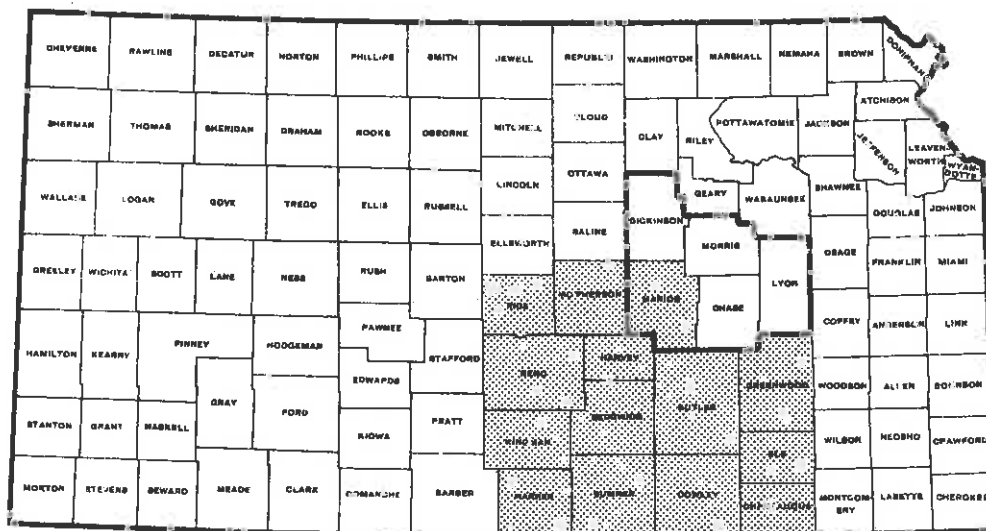
Also, the Flint Hills Area Agency on Aging has established a good working relationship beginning this year to provide services for the aged in the region.

The Governor's Committee on Criminal Administration has also designated the Flint Hills Regional Planning Commission as a Criminal Justice Planning Region. A criminal justice planner is presently on staff.

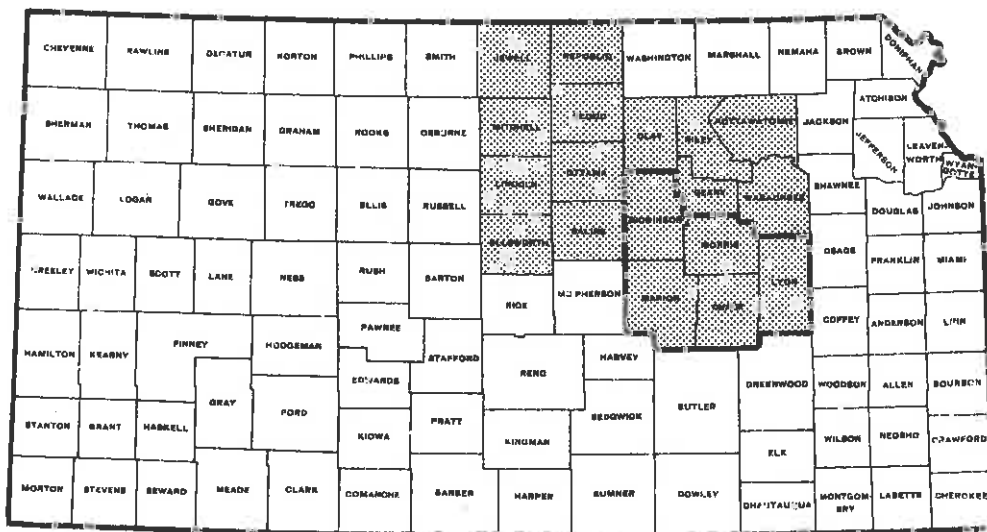




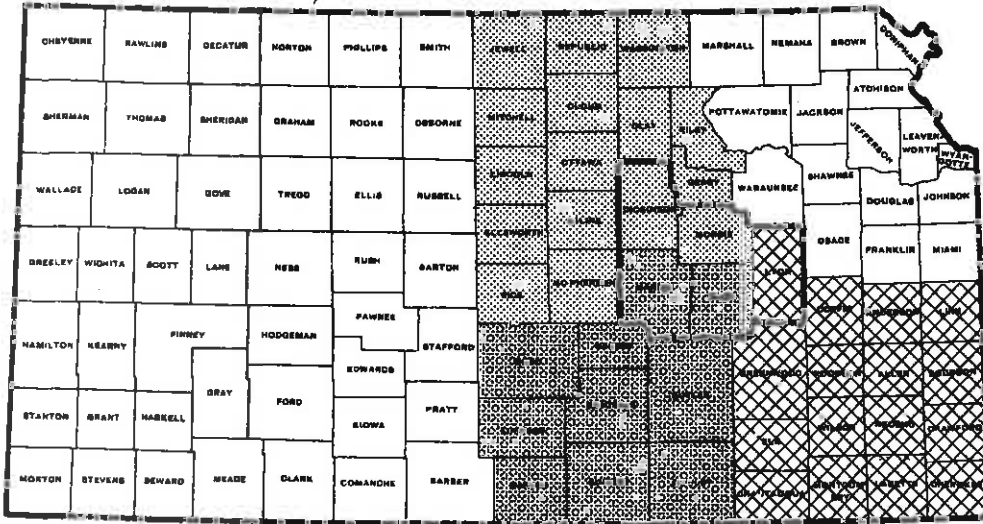
FLINT HILLS RESOURCE CONSERVATION AND DEVELOPMENT PROJECT



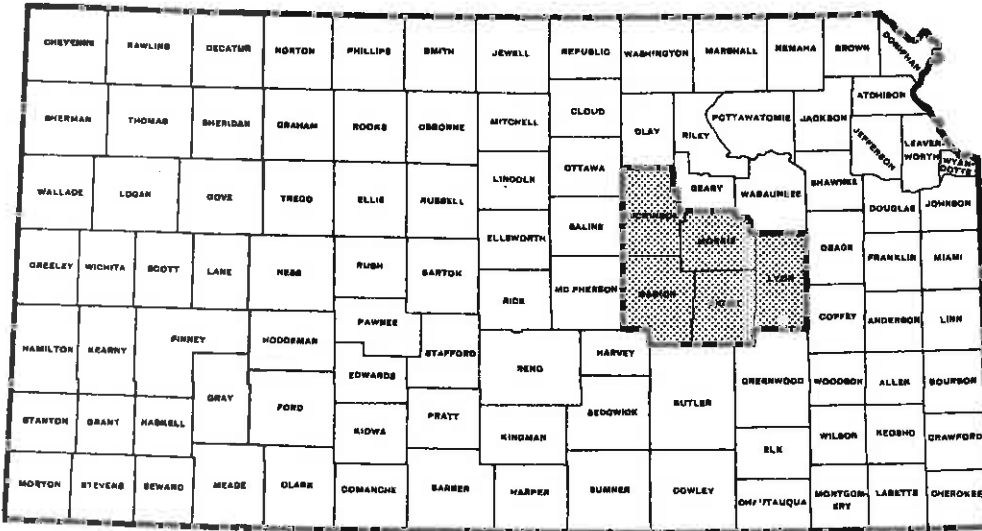
SOUTH CENTRAL KANSAS ECONOMIC DEVELOPMENT DISTRICT (SCKEDD)



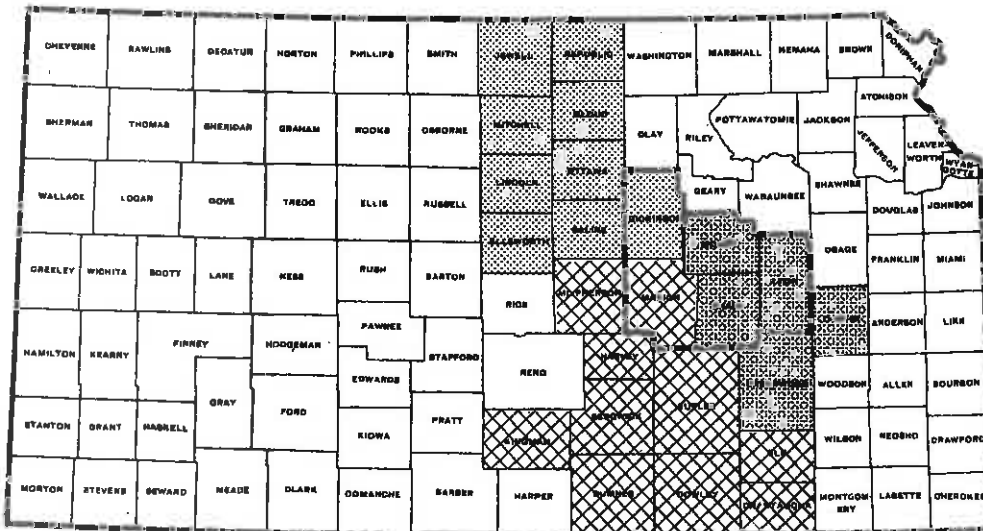
NORTH CENTRAL ANCILLARY MANPOWER PLANNING BOARD



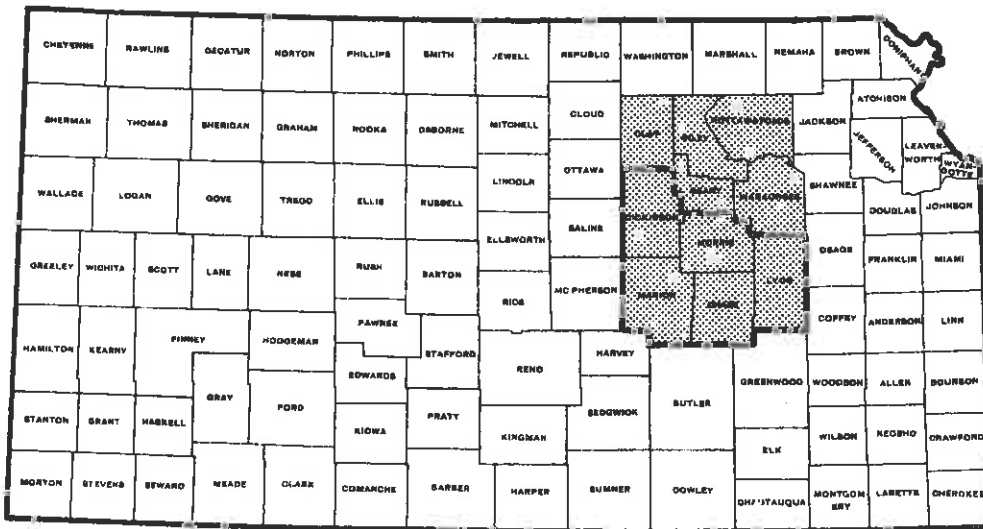
NORTH CENTRAL KANSAS INTRASTATE AIR QUALITY CONTROL REGION  
 SOUTH CENTRAL KANSAS INTRASTATE AIR QUALITY CONTROL REGION  
 SOUTHEAST KANSAS INTRASTATE AIR QUALITY CONTROL REGION



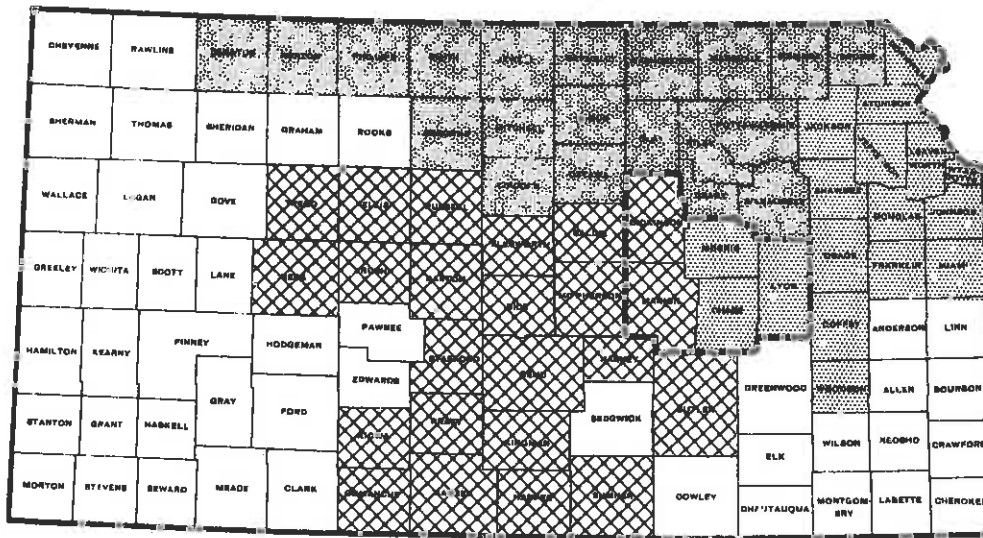
FLINT HILLS REGIONAL PLANNING COMMISSION  
 (GCCA CRIMINAL JUSTICE PLANNING REGION VI)



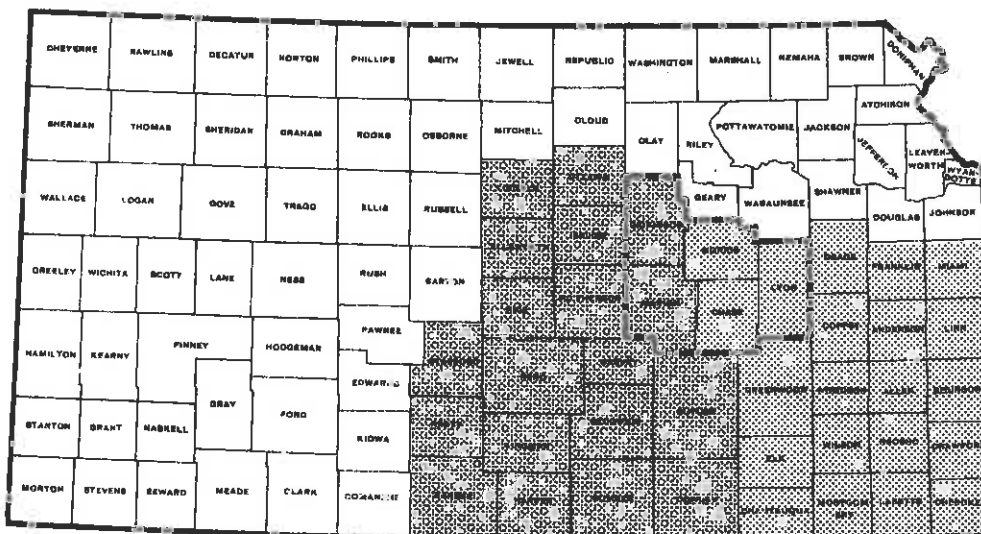
FLINT HILLS AREA HEALTH PLANNING COUNCIL  
 HEALTH PLANNING COUNCIL OF SOUTH CENTRAL KANSAS  
 NORTH CENTRAL REGION VOLUNTARY HEALTH PLANNING COUNCIL



FLINT HILLS AREA AGENCY ON AGING



FmHA ADMINISTRATIVE DISTRICTS #2, #3, AND #5



SOUTH CENTRAL AREA - KSU EXTENSION SERVICE

SOUTHEAST AREA - KSU EXTENSION SERVICE

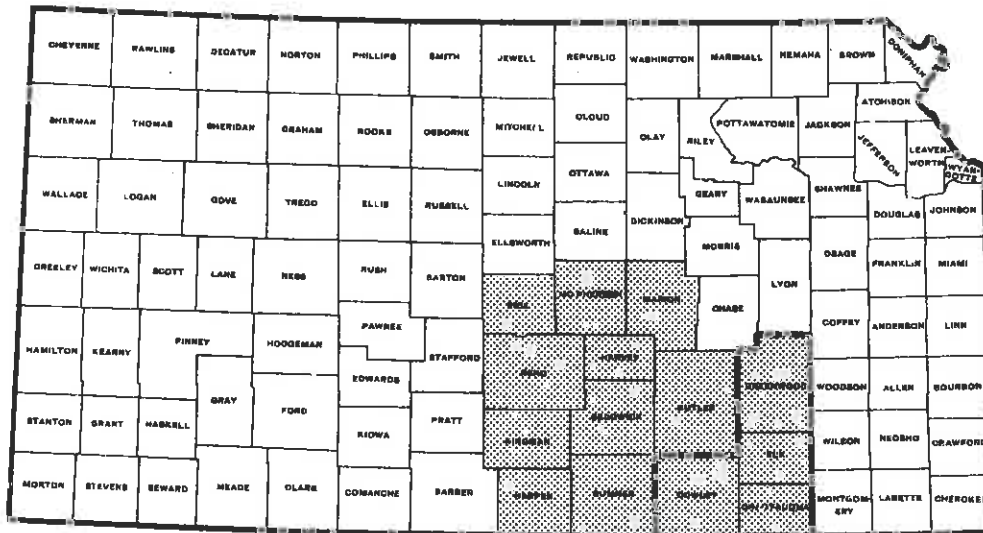
## BLUESTEM REGIONAL PLANNING COMMISSION

Because the Bluestem Regional Planning Commission is new and is just beginning to carry out its functions, the time is appropriate to develop the necessary coordinated working agreements with as many agencies as possible. This is of course what is happening.

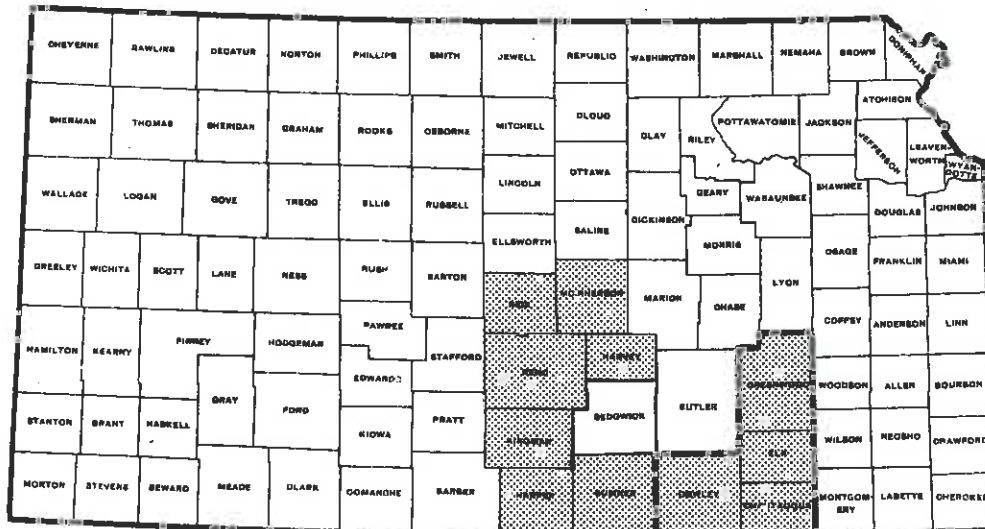
The South Central Kansas Economic Development District (SCKEDD) has furnished office space to the full-time intern. Also, all local agencies are being contacted for input into a "Regional Attitudes Survey" as part of the Reconnaissance Study of the region.



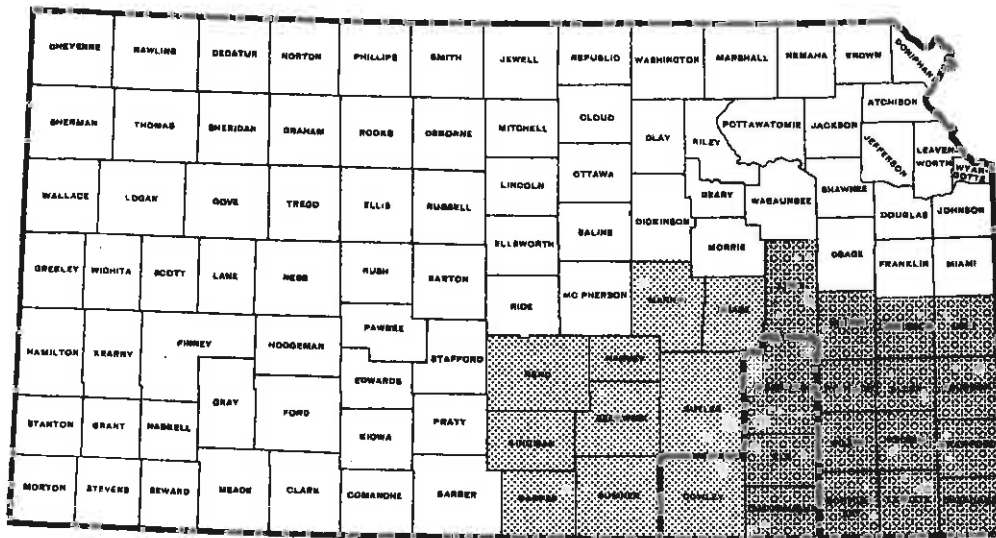
NO RESOURCE CONSERVATION AND DEVELOPMENT PROJECT



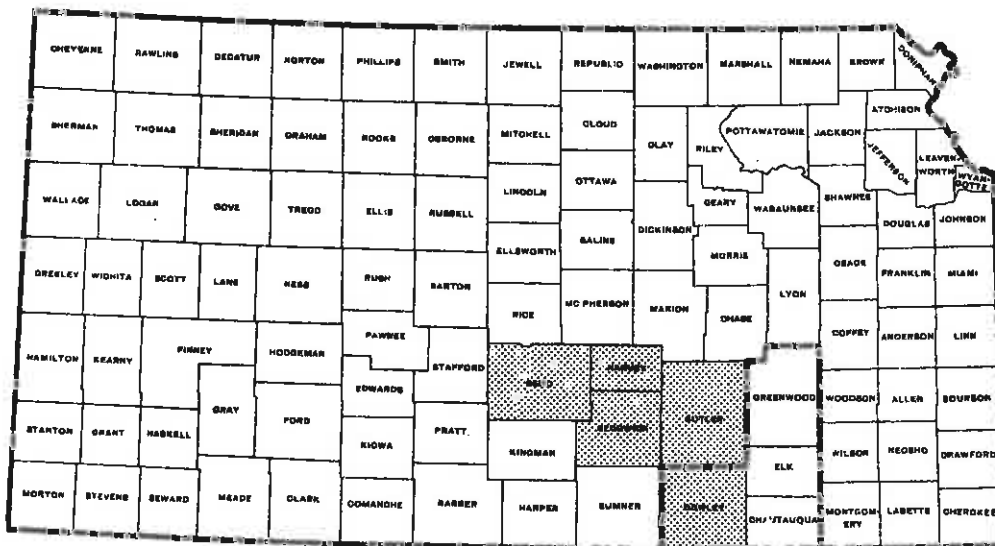
SOUTH CENTRAL KANSAS ECONOMIC DEVELOPMENT DISTRICT (SCKEDD)



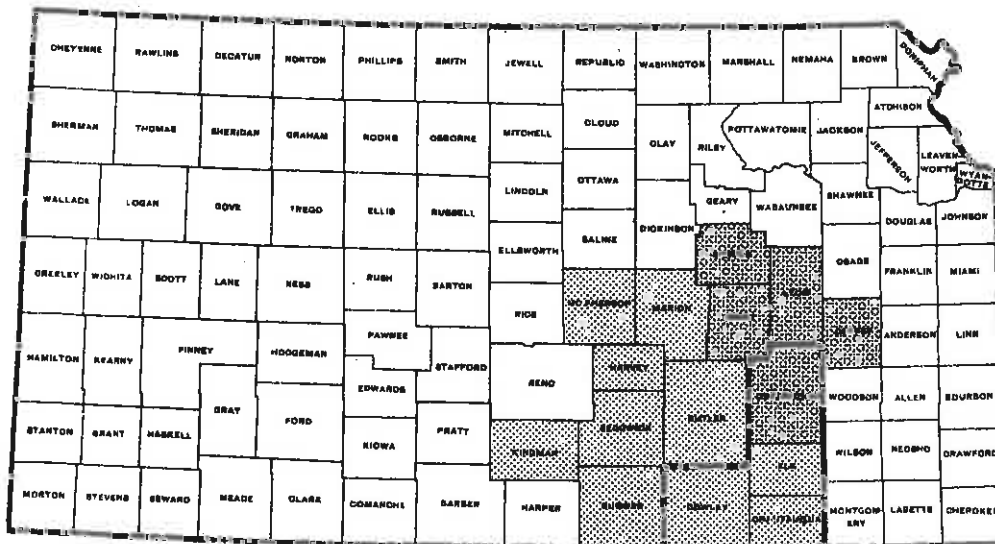
SOUTH CENTRAL ANCILLARY MANPOWER PLANNING BOARD



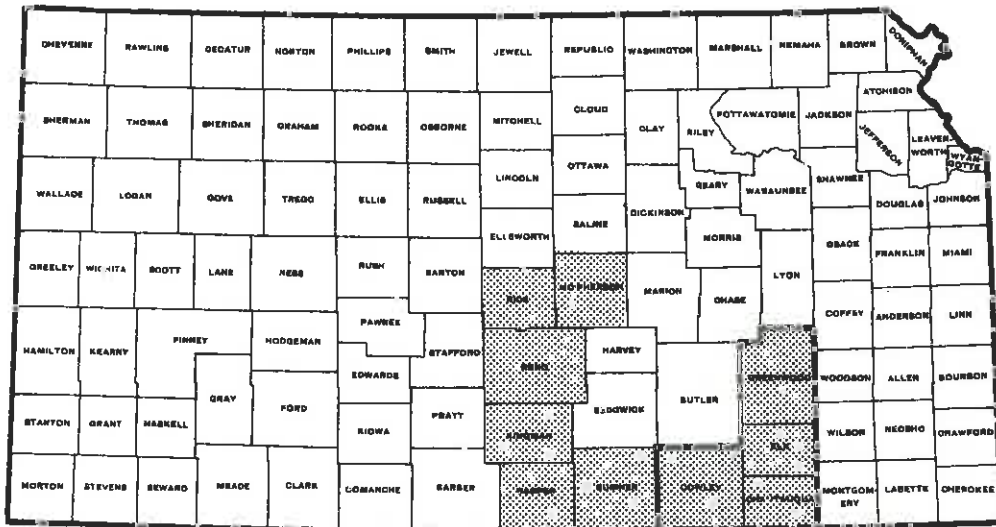
SOUTH CENTRAL KANSAS INTRASTATE AIR QUALITY CONTROL REGION  
 SOUTHEAST KANSAS INTRASTATE AIR QUALITY CONTROL REGION



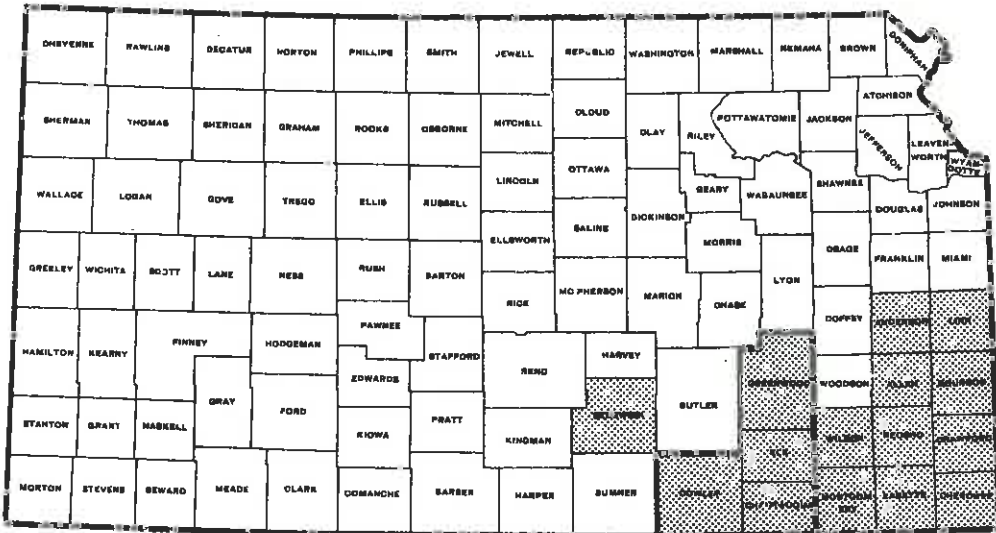
GCCA CRIMINAL JUSTICE PLANNING REGION III



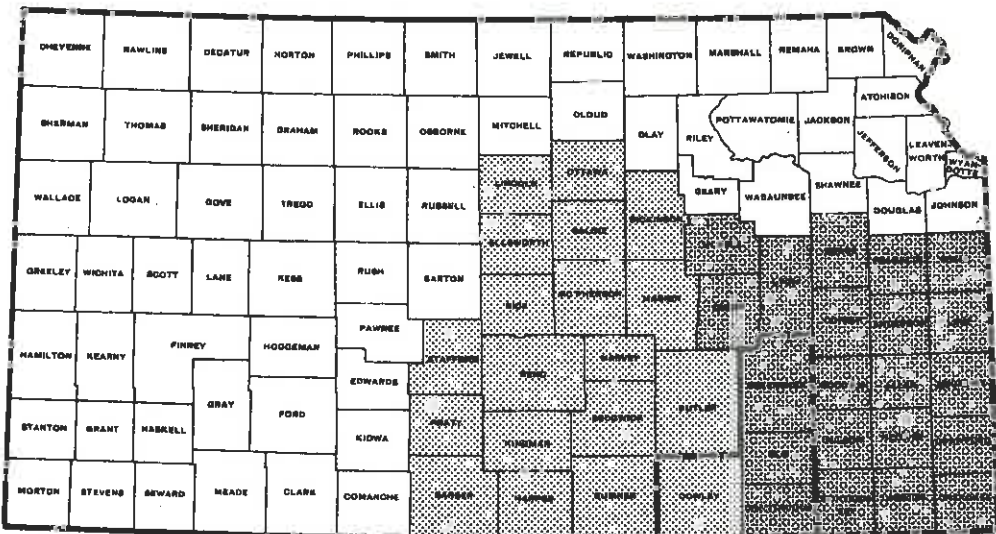
FLINT HILLS AREA HEALTH PLANNING COUNCIL  
 HEALTH PLANNING COUNCIL OF SOUTH CENTRAL KANSAS



SOUTH CENTRAL KANSAS AREA AGENCY ON AGING



FmHA ADMINISTRATIVE DISTRICT #4



SOUTH CENTRAL AREA - KSU EXTENSION SERVICE  
 SOUTHEAST AREA - KSU EXTENSION SERVICE

## CHIKASKIA REGIONAL PLANNING COMMISSION

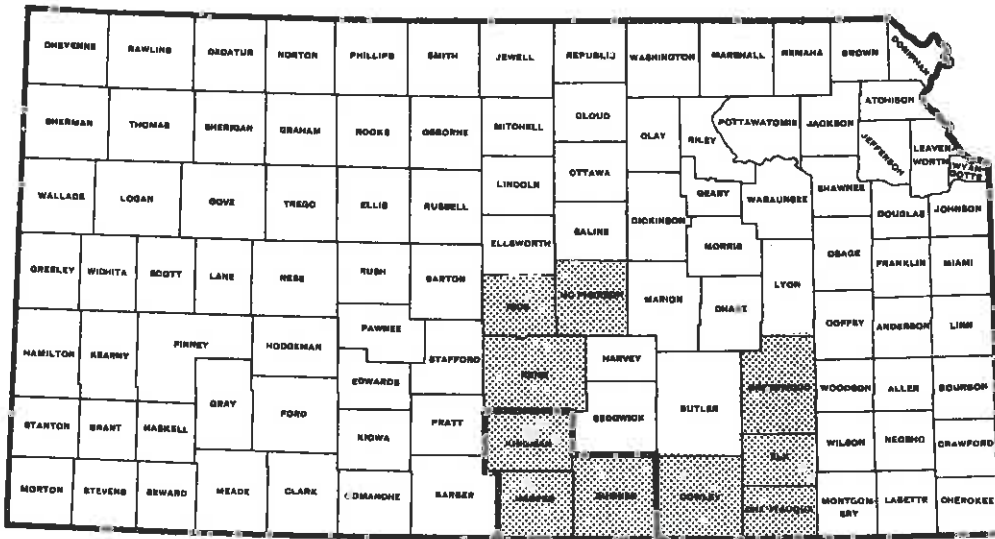
The Administrative Coordinating Board of the Chikaskia, Indian Hills and Golden Belt Regional Planning Commissions is at present trying to bring all planning programs in their area under an umbrella or multi-functional organization. Because of the overlapping and lack of unified boundaries, such a task presents many problems.

For example, it is felt that the Extension Service has a lack of understanding as to their role in the region. Also, the Areawide Health Planning Councils have contributed to this problem through boundaries not coterminous with the region and a lack of coordination with the region on programs.

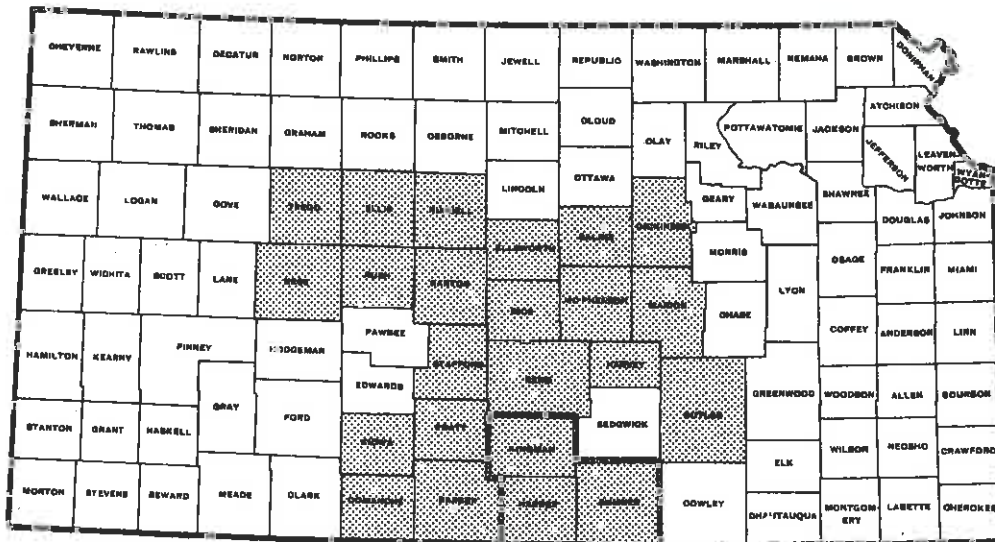
Another conflicting area is one involving the South Central Kansas Economic Development District (SCKEDD). SCKEDD is presently involved in programs such as traffic safety which, it is felt by the regional planning commission, is a questionable activity in economic development planning.

However, there are some coordinated efforts in the region. A formal working relationship exists between the Sunflower Resource Conservation and Development Project. In addition, the criminal justice planning for the region is directly under the commission as a staff function.

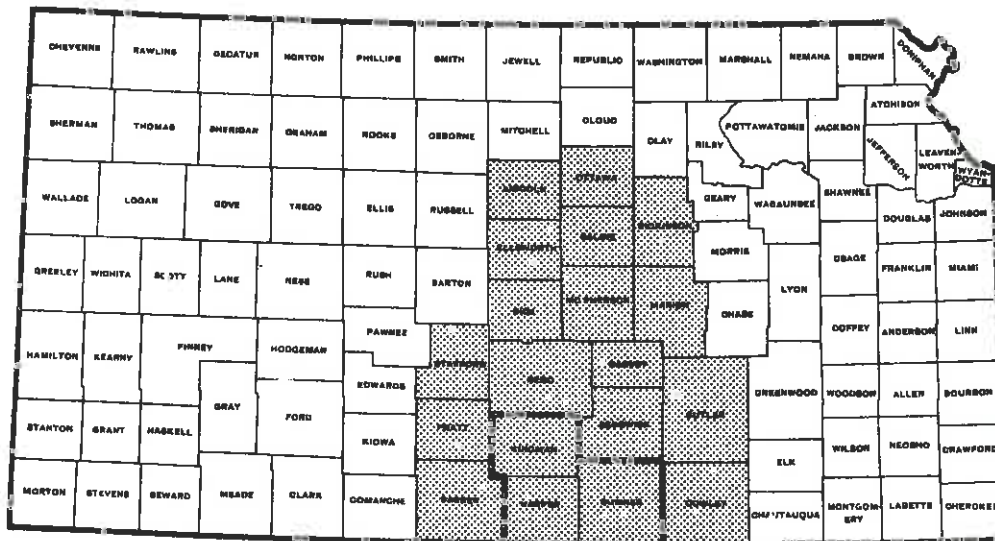




SOUTH CENTRAL KANSAS AREA AGENCY ON AGING



FmHA ADMINISTRATIVE DISTRICT #5



SOUTH CENTRAL AREA - KSU EXTENSION SERVICE

MID-STATE REGIONAL PLANNING COMMISSION

The situation of a newly designated agency applies here. With a staff being considered, efforts to provide working agreements with agencies in the region should be sought.