

the metropolitan character of housing and employment markets, create a broad area of common interest. The optimum use of shared facilities and resources calls for a high level of cooperation and for coordinated action by interdependent communities.

The policies of any one community typically have considerable impact in other parts of the metropolitan area. If one locality fails to control air or water pollution, its neighbors suffer. This principle was illustrated recently when Nassau County, which borders New York City, demanded that New York put its mosquitoes under surveillance. The public works commissioner of Nassau County charged that swarms of mosquitoes from the city had been invading Nassau territory: "Mosquitoes have no respect for boundary lines or home rule," he complained.⁵

The effects of local action (or inaction) that spread into other communities have come to be known as "spillovers." They are very common in metropolitan affairs and often consist of indirect effects. Thus, suburban communities that succeed in excluding the poor impose considerable burdens on other communities where the poor are concentrated. Spillovers can also be beneficial to neighboring localities. Effective traffic control or public health measures benefit people outside a city or town as well as local residents. Spillovers usually imply disparities between tax and service boundaries. Thus the residents of central cities may be taxed to provide services that are important to the suburbs as well as to themselves. Or suburbanites may be taxed to clean up polluted streams that flow into neighboring territory. In all these cases, people who do not live in a particular jurisdiction nevertheless have a strong interest in its performance of government functions.

The prevalence of spillovers constitutes a strong case for cooperation in metropolitan areas. Metropolitan service needs also provide compelling arguments for joint action. In such fields as water supply and sewage disposal, the cost of service per household can be reduced dramatically in large-scale operations by joint agreement of local governments. Similarly, areawide transportation systems—highways, public transit—require joint planning if they are to provide needed service at reasonable cost.

Despite the evident and important benefits of cooperative action in metropolitan areas, many local governments continue to go it alone. The realities of functional interdependence in metropolitan areas are in conflict with concepts of home rule that predate the age of metropolitan growth. Home rule in the contemporary metropolitan setting has often led to local isolation and conflict, to the detriment of the metropolitan population at large. Each community, in pursuing its own interests, may have an adverse effect on the interests of its neighbors. A major task for government in metropolitan areas is to develop policies consistent with the integrated character of the modern metropolitan community. Federal policies are guided increasingly by an awareness of this need, as President Johnson emphasized in his message on the cities:

The interests and needs of many of the communities which make up the modern city often seem to be in conflict. But they all have an overriding interest in improving the quality of life of their people. And they have an overriding interest in enriching the quality of American civilization. These in-

⁵ "Nassau Protesting Queens Mosquitoes," *New York Times*, Sept. 12, 1965, p. 1.