

(3) The unit of government carrying on a function should have a geographic area of jurisdiction adequate for effective performance, as illustrated by the desirability of a sewage disposal system's conforming to a natural drainage basin.

Some functions by their very nature dictate the area that is adequate for effective performance. Boundaries of municipal jurisdictions often bisect watersheds and drainage basins that water supply and sewage disposal systems depend upon. Mass transit lines and highways need to cross jurisdictional boundaries at will so that bridges will not be halted in midstream and six-lane super highways will not feed into country lanes. Air pollution is no respecter of legal boundaries and its effects can be controlled only by large area action.

Some functions are intimate by nature, such as the relationship between client and welfare caseworker, or pupil and teacher. For effective immediate performance only a small area may be necessary, but adequate planning and financing may determine that a much larger area is necessary. In other words, while it is always pleasant, often desirable, and sometimes possible to preserve neighborhood and small community areas for the boundaries of governmental functions, it may be necessary to follow natural boundaries or to expand geographic coverage to insure a real adequacy to perform particular functions.

(4) The unit of government should have the legal and administrative ability to perform services assigned to it. If it is going to provide modern health protection, for example, it needs to have both adequate regulatory authority and the ability to attract and hold a trained staff capable of administering a public health program.

The government also needs an adequate financial base to perform assigned services. In many instances a municipality does not have financial resources because of the original basis of its incorporation. Incorporators who want to maintain the residential character of an area may purposely draw boundaries to exclude an industrial area and potential tax source: or a community may make tax concessions—and later regret them—in order to attract a business. Older municipalities may have a decreasing financial base because of declining industry and population. Other problems are raised by tax and debt limitations placed on local governments by the State.

(5) Every unit of government should be responsible for a sufficient number of functions so that its governing processes involve a resolution of conflicting interests and a balancing of governmental needs and resources. In assigning individual functions to different governments, there is a danger of creating so many separate entities as to result in undemocratic, inequitable, and inadequate assignment of priorities. Elected officials should be responsible for setting priorities and allocating public resources for a broad variety of functions.

Different services and levels of services are considered essential by various interests and social groups. If government is to resolve conflicts of interest between the poor and the wealthy, white-collar and blue-collar families, the overpragmatic politician and the head-in-the-clouds planner, it must have a sufficient range of responsibilities so that it can work out sensible and acceptable compromises.

In addition, broad scope for every government is important because services depend upon one another. Highway systems influence the