

demand for mass transit. The street pattern regulated by subdivision control has a bearing on the placement of waterlines and school buildings. School locations are involved with aspects of police protection, fire prevention, and public health programs. If one authority controls sewage and water, another streets, and a third transit, they may operate at cross-purposes. School boards that build schools on secondary streets without regard to overall planning of traffic patterns may defeat their own goals as well as those of the traffic engineer.

(6) The performance of public functions should remain subject to public control. This is an essential condition of responsible government and one that is often violated by creating special districts whose decisionmaking power and purse strings are not subject to direct control by the voters.

(7) Functions should be assigned to a level of government that provides opportunities for active citizen participation and still permits adequate performance. This is another standard for keeping government sensitive to the wishes of its citizens, as well as a way of attracting community talent into positions of leadership.

APPLYING THE CRITERIA

An analysis of governmental functions to determine the optimum area for their administration runs into several complications. First, the major urban functions of government are not homogeneous and indivisible. Each function, whether education, libraries, or air pollution, consists of a number of subfunctions or specializations which must be examined individually. For example, police administration includes foot and car patrol, traffic regulation, and crime prevention, each of which may be performed at a different geographic and jurisdictional level.

The second complication is that each function must be viewed from at least four different time phases of administration: planning, decisionmaking, actual administration or execution, and evaluation. For example, there could be areawide planning and agreement on minimum air pollution standards for the entire metropolitan area, but each municipality might retain responsibility for financing and administering an enforcement program with discretion to enforce a higher standard at its own option. Although certain subfunctions and certain phases of the urban functions studied can be administered adequately on a local basis, almost all would benefit substantially from some form of areawide coordination, particularly in the planning phase.

A third complication stems from the already heavy involvement of State and Federal Governments. Hardly any urban service is performed purely by a local government. To varying degrees, State or Federal Governments or both are involved. Indeed, State and Federal Governments may be influential in determining which jurisdiction—local, areawide, or intermediate—shall perform a function. For this reason, the analysis of urban functions must include attention to the roles of State and National Governments.

Finally, decisions as to the most suitable jurisdiction for performing any particular function will be affected by the jurisdictional