

allocation of other functions. The technology, personnel, and clientele of two or more functions may be so closely related that there are real advantages in having the functions performed by the same jurisdiction, even though other considerations might suggest a different arrangement.

In applying these standards, the Commission arrived at a rough ranking of the 15 major urban functions in terms of their appropriateness for local or areawide handling for optimum performance. In an order of "most local" through "most areawide" in character, the functions were ranked as follows: fire protection, public education, refuse collection and disposal, libraries, police, health, urban renewal, housing, parks and recreation, welfare, hospitals and medical care facilities, transportation, planning, water supply and sewage disposal, and air pollution control.

The application of these or similar standards for effective administration of urban functions implies that the existing local government structure labors under handicaps. Political realities, however, preclude shattering the existing system in order to remold it in conformity with an ideal model. That line of action is not feasible and may not even be desirable. Many useful steps can be taken within the present governmental framework by revising arbitrary and outmoded restrictions and making bold use of such tools of intergovernmental relations as metropolitan planning, interlocal contracting, standards to control new incorporations, annexation laws, and areawide agencies or contractual arrangements.

WATER AND GOVERNMENT

Measured against these standards for the performance of urban functions, the handling of water supply and sewage disposal illustrates both the complexity and the shortcomings of many governmental arrangements in urban areas. From the earliest times, governments have been concerned with developing and regulating community water supplies. Today public agencies at all levels in the United States are involved in water resource planning, policymaking, and administration. Local governments have prime responsibility for municipal water supply and waste disposal. The States activities focus on allocation, regulation, and facilitation of local activity. In addition some States recently have been giving attention to overall water resources planning and the development of water projects which are beyond the capabilities of the local units. The Federal Government has been responsible for most multipurpose river basin developments. Federal agencies also loom large in navigation, flood control, irrigation, sewage treatment assistance, pollution control and, more recently, in water use for recreational purposes.

Government at all levels, regardless of the particular role of an individual agency, is faced with the constant problem of balancing and adjusting the claims of various interests—urban, industrial, agricultural, navigation, flood control, conservation, and recreation—in the allocation, regulation, and development of a scarce resource. Conflicts arise because of competing demands for different uses of water. Should water in an arid Western State be diverted from irrigation to meet mounting urban needs? Can Chicago divert Lake Michigan