

since they provide a clear separation of most, if not all areawide and local functions.³⁵

The several federation proposals that have been considered in the United States have required special constitutional authorization, the drafting of a local charter, and the approval of the charter by more than a simple majority, usually dual if not multiple majorities.³⁶ Two federation governments in Canada were put into effect by acts of provincial legislatures without popular referendums.

Although authorities in the field of local and metropolitan government for many years have considered the federation form an attractive approach to the problem of government organization in metropolitan areas, no federation types have been adopted in the United States. The Dade County metropolitan government in Florida is similar in several ways, however. The first federation to come into being in North America was the municipality of Metropolitan Toronto in 1954. In 1960 Winnipeg, Manitoba, also adopted a federation plan.

In the Toronto federation, the municipality of Metropolitan Toronto supplanted the county and has jurisdiction over 13 municipalities, with responsibility for water supply, sewage disposal, housing, education, arterial highways, metropolitan parks, certain welfare services, and area planning. A 25-member metropolitan council is the governing body, consisting of 12 ex officio members from the city, the council chairman of each of the 12 suburbs, and a chairman elected annually by the metropolitan council. Schools remain a responsibility of the local governments, but a metropolitan school board is set up on a pattern similar to the metropolitan council, with responsibilities for providing basic financial aids, planning and reviewing construction needs, and reviewing local school borrowing. Other major functions left to local governments are police and fire protection, water distribution, sewage collection, most of the public health services, local streets, libraries, direct public relief, local parks, building inspection, and local planning. The existing Toronto Transportation Commission was continued and given expanded jurisdiction.

Since adoption of the Toronto federation plan in 1954, the assessment of property for tax purposes has been transferred to the metropolitan government. Local police forces have been amalgamated and transferred also, and similar consolidation of the municipal fire departments has been under discussion.³⁷

The assignment of each governmental function to its appropriate level is a great strength of the Federal approach and facilitates optimum handling of each function, from the point of view of most effective planning, decision, and scale of operation. Retention of the identities of local governments preserves the focus of local civic pride, interest, and participation. It also encourages diversity and experimentation in government performance.

³⁵ See W. W. Crouch, "Federated Local Government: One Approach to Metropolitan organization," *Metropolitan California*, the Governor's Commission on Metropolitan Area Problems (Sacramento, Calif.: 1961), pp. 97-101; and Government Affairs Foundation, *Metropolitan Communities: A Bibliography* (Chicago: Public Administration Service, 1956), p. 226.

³⁶ Council of State Governments, *The States and the Metropolitan Problem*, op. cit., pp. 93-96.

³⁷ Government Affairs Foundation, *Metropolitan Surveys: A Digest* (Chicago: Public Administration Service, 1958), pp. 235-239; W. W. Crouch, *Metropolitan California*, op. cit., pp. 97-99.