

interest of political feasibility, the Commission proposes State authorization of a limited and gradual approach to permit voluntary transfers of functions. This approach could, of course, pave the way for more comprehensive measures in the future.

6. AUTHORIZATION OF INTERLOCAL CONTRACTING AND JOINT ENTERPRISES

Intergovernmental agreements and contracts are the most widely used means of broadening the geographical base for handling common functions in metropolitan areas. The Commission has recommended that States authorize two or more units of government to exercise jointly or cooperatively any powers possessed by one or more of the governments concerned and to contract with one another for the provision of governmental services.⁵

With changing demands for public services it may be desirable or necessary to administer services within geographic areas not coincident with the boundaries of existing political units. The approaches to changes in local governmental structure and authority identified above provide possible solutions. However, it may be only a single function, or a limited number of functions, and limited geographic areas involving only some of the units of government in a metropolitan area that call for special approaches. In such cases, interlocal agreements for joint enterprises or contracts for the provision of services frequently offer the most feasible and acceptable steps.

7. USE OF EXTRATERRITORIAL POWERS

Unguided sprawl around the fringes of incorporated places may be regulated and municipal services may be provided or improved by the use of extraterritorial powers. Such powers are those which a city exercises outside its ordinary territorial limits to regulate activity, to assist in providing services to residents within its own border, or to furnish services to residents outside its borders.

States generally have granted powers to cities to go outside their borders to help in providing services to their residents. Interlocal agreements or contracts are a common method of providing services to residents outside the borders of a city or they may be made directly available on a fee basis. Such provision of services in fringe areas around incorporated cities can help to forestall premature action on incorporation and prepare the way for annexation if desirable.

Another important and less widely available power is the authority to regulate immediately adjoining areas when such regulation is not otherwise exercised within the area. The Commission has recommended that municipalities be authorized to exercise extraterritorial planning, zoning, and subdivision control over unincorporated areas not subject to effective county regulation.⁶ While this authority may have only limited potential for resolving basic intergovernmental problems, especially in built-up metropolitan areas, where it is applicable it can be most significant. It can serve to minimize substandard and unplanned development in unincorporated developing areas

⁵ See "Interlocal Contracting and Joint Enterprises," ACIR 1966 *State Legislative Program* (Washington, D.C.: October 1965), pp. 398-406.

⁶ See "Extraterritorial Planning, Zoning, and Subdivision Regulation," ACIR 1966 *State Legislative Program* (Washington, D.C.: October 1965), pp. 119-125.