

and the consolidation of Nashville and Davidson County in 1962.<sup>5</sup>

## II. Techniques of Functional Change.

Techniques for geographic change, while they have resolved urban problems to some degree in some areas, are often politically difficult or sensitive approaches to urban change. For this reason, a variety of other techniques which focus on functional roles and intergovernmental relations rather than on boundaries have been developed and used successfully to resolve urban service problems.

Techniques for the modification of functional roles and relationships among existing local governments are designed to insure the availability of basic services to all residents and communities, regardless of their location within or between local governmental boundaries. They also focus on such continuing problems as those of functional duplication, overlapping or competitive jurisdictions, or the absence of basic services in urban and outlying areas.

Among the most frequently utilized techniques for local urban service coordination and performance is the *intergovernmental service contract*, which permits local governments to contract with other local governmental units or authorities for selected urban services. This approach is particularly relevant for such "system-based" services as those of water supply and sewage removal services, or for those which require substantial equipment or special facilities, such as trash disposal or incineration facilities. Variations of the contract approach include *intergovernmental agreements*, both formal and informal,

which permit the joint purchase and utilization of major equipment; the joint recruitment, training, or utilization of special personnel; and the cooperative initiation and funding of studies, planning efforts, and pilot projects. Each of these techniques permits each unit of local government to more fully utilize its own financial and other resources for its residents. Each permits the retention of local authority for program direction, while resolving substantially the problems of separate, duplicative, and competitive services at the local level.

Another functional technique often proposed as a means for extending basic services to all residents of an area, regardless of location, is that of *extra-territorial jurisdiction*, which permits the extension of specific municipal powers and services to areas beyond its boundaries. Ordinarily, this technique involves an extension of a municipality's authority to plan, zone, and establish subdivision regulations for a prescribed area surrounding its boundaries, and may include the extension of basic urban services into unincorporated areas on a contractual or scheduled fee basis. This technique is often utilized when a change in municipal boundaries is not immediately feasible.

An increasingly recommended approach to providing urban services in rapidly growing areas is the *urban county plan*, which authorizes a county to play a major role in urban planning and services. The county's role may either preempt or be concurrent with the urban service roles of the municipalities within its boundaries. In Maryland, the county in numerous instances has already become a major urban program unit. In some instances, the county's role is concurrent and complementary to that of major municipalities,

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<sup>5</sup> BOLLENS & SCHMANDT, *supra* note 3, at 433.