

sion were justified in their criticism of the present structure of local government in Greater London, and that their broad design should be adopted as the basis for improving it. In particular the Government endorse the view that the boroughs ought to become the primary unit of local government; and that a new, directly elected, authority should be set up to administer functions which require to be dealt with over the whole of Greater London.<sup>7</sup>

## II. Techniques of Functional Change.

Many of the techniques utilized to resolve problems of responsibility and jurisdiction at the intermunicipal and county-municipal levels are applicable to intercounty or *metropolitan* service problems as well. Intergovernmental cooperation, for example, is as relevant a technique at the intercounty level as at the local level. Contracts, agreements, and informal service arrangements can be utilized at all levels to insure the economical use of local resources and the effective conduct of urban programs and services.

Among the formal techniques for intergovernmental cooperation in metropolitan areas, the *federation or council of governments* approach is proposed frequently today. This approach involves the establishment of a representative body of elected officials from all or most of the local governments in an area. The role of such a council is often that of coordination of activities and programs. Also, the role often includes the discussion of common problems, the initiation and support of area-wide planning efforts, and the resolution of local differences. Like any technique which involves local cooperation or agreement,

the *council* approach does not substantially change or challenge the existing powers or roles of participating local governments. Each municipality and county in the area continues to exist, performs local functions not assigned to the council, and retains its governing body and powers. It does, however, provide an arena for concerted planning and program development in a widespread urban area. The success of this or any technique based on local cooperation, however, depends upon the willingness of each participant to recognize the needs of the total urban community and to assume full responsibility for seeking solutions to area-wide problems through joint effort and support.

In Maryland, the *council* approach is being utilized today by local governments in the Washington metropolitan area to explore common problems and to propose programs of local action. In Illinois, a recommendation that Chicago adopt the federation approach to metropolitan problems was made by the Committee on Urban Progress in its August, 1965, report, *A PATTERN FOR GREATER CHICAGO*. A subsequent recommendation by the Center for Research in Urban Government, however, urged that the federation approach be set aside in favor of a concerted effort on the part of the City to strike new political bargains in the Illinois General Assembly.<sup>8</sup>

Metropolitan Toronto, Canada's second most populous urban area, adopted the federation approach in April, 1953, which became fully operative on January 1, 1954. A combination of three factors was largely responsible for the establishment of the federation arrange-

<sup>7</sup> LONDON GOVERNMENT, *GOVERNMENT PROPOSALS FOR REORGANIZATION* 3 (1961).

<sup>8</sup> G. STEINER, *METROPOLITAN GOVERNMENT AND THE REAL WORLD: THE CASE OF CHICAGO* (1966).