

of the governing body of the larger governmental community in which the question is posed. Specifically, Article 23A of the ANNOTATED CODE OF MARYLAND gives to each county governing body final authority to approve or veto any proposal for municipal incorporation. This provision was enacted in 1953, at a time of fairly rapid incorporation of new communities and developments. Its impact has been twofold: it has changed both the process of decision-making and the pace of incorporation in the State. Procedurally, it transferred responsibility for approval or disapproval from the legislature—specifically, from the legislative delegation of the county concerned—to the local governing body. In terms of the actual incorporation of new communities, there have been no new incorporations in Maryland since 1953.

In general, the relevance of the incorporation approach to urban problems depends today to a high degree upon the nature and pace of community growth in particular areas. Ordinarily, it is more relevant when a new community emerges in a relatively isolated or sparsely settled area than when it comes into being in an already heavily urbanized metropolitan area. Similarly, it is generally more relevant in instances in which basic urban services—such as water, sewage removal, etc.—are not otherwise readily available through existing governmental systems or in instances in which incorporation would provide a continuing, rather than temporary, solution to the problem of governmental and service needs.

The Maryland technique of referring the question of incorporation to the larger governmental community for approval has been criticized as denying residents of new communities a free

choice in community development; on the other hand, it is generally supported and approved on the basis that it recognizes the impact of incorporation on the larger governmental setting and provides a forum in which this impact can be recognized and evaluated. This technique of referring local governmental questions to the county for decision is today being discussed as possibly relevant to such other decisions as that of municipal growth through annexation.

#### ANNEXATION

Annexation is a second traditional method for maintaining some reasonable continuity between local community and governmental boundaries. It permits the adjustment of municipal boundaries, as necessary, to keep pace with community growth and to extend municipal services to new communities as they emerge.

The most extensive annexation experience in Maryland has been that of Baltimore City, whose existence as a governmental unit separate and distinct from adjacent Baltimore County was provided for by the Constitutional Convention of 1850. At that time, the City encompassed thirteen square miles and a population of 169,000. In 1888, with legislative approval, the City enlarged its area by eighteen square miles and its population by 35,000 persons, bringing the total to 434,000 residents. Another annexation in 1918 increased its area by fifty-two square miles and its population by approximately 75,000 persons, bringing the total to 734,000 residents. About that time, reaction against the City's substantial expansion resulted in the express prohibition of further annexation. In this respect, as in matters of home rule powers, geographic and population size, the City today more closely resembles the counties rather than other