

Development and administration of capital cities and metropolitan areas: an introduction

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Abstract: The paper provides an introduction to the collection of papers addressing issues of development and administration of capital cities and metropolitan areas. First, it is concerned with transformation of capital cities and emphasises their twofold function: (i) transactional gateway-city and (ii) centre of state control. This twofold function is also important in the era of globalisation characterised by great pressures on territorial self-government and administration of the capital cities and metropolitan areas. Second, it is argued that the contemporary shift of urban and metropolitan government towards governance seems to be marked by increased institutional fragmentation and decline in influence of territorial governments (i.e. decline in influence of actors of the self-governmental sector, diffused accountability, etc.). Issues of fragmentation necessarily result from single-purpose orientated solutions of decentralisation of competencies in the self-government and also from splitting of scarce means in the state administration by separate sectors (i.e. single-purpose governance, sector partnership systems, public-private partnerships, etc). Finally, the paper indicates the organisation of the volume.

Key words: capital cities, metropolitan areas, government and governance, fragmentation

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“A capital city is by definition a place where major decisions are taken which relate the political entity governed and its inhabitants, resources, and institutions to the world beyond its boundaries. The capital is a crossroads where sets of internal and external relationships and networks interlock and interact. A capital is a transactional crossroads...” (Jean Gottmann, 1990, p. 79)

1. Introduction

The papers appearing in this volume result from a conference on problems of development and administration the capital cities and metropolitan areas organised in the spring of 2000 in Prague by the Commission “Geography and Public Administration” of the International Geographical Union (IGU) and the Faculty of Science of Charles University, Department of Social Geography and Regional Development. The meeting has sought new debates on geography and public administration with an emphasis upon development of economic base of capital cities and metropolitan areas and reforms of territorial administration and self-government in a number of countries. The papers that appear in this volume cover problems of development of capital cities and metropolitan

areas in a wide range of countries: in Canada, Belgium, Great Britain, Slovakia, Russia and the Czech Republic. Therefore, the cases in this collection represent experiences of capital cities and metropolitan areas in countries with consolidated democracies and advanced market economies as well as in post-communist countries. In the post-communist countries in particular, difficult tasks of instituting self-government and public administration at levels of capital cities, districts, provinces or metropolitan areas are interlinked with issues of pluralistic open society and emerging diversified structure of economic property forms in which private sector and the market system of resource allocation perform pivotal roles. It is necessary to note that this collection of papers follows a line of comparative research effort that started with three books also published in close association with the IGU Commission on Geography and Public Administration (see Dostál, Illner, Kára and Barlow, 1992; Barlow, Dostál and Hampl, 1994a; 1994b). Also these three books published earlier, have provided insights into the complex issues of territorial administration and self-government of capital cities and metropolitan areas and dealt with their place within wider frameworks of interpretations concerning different social, economic and geographical contexts.

2. Transformation of capital cities and metropolitan areas

2.1. Twofold function of capital cities

Given the main theme of the IGU conference, it is useful to highlight the specific character of the capital city function. The function is twofold and gives to capital cities an important advantage compared to other even larger cities without such a function. As Gottmann argued “the commanding operations of political, economic and cultural affairs necessitate the gathering and processing of masses of information. With the modern evolution of employment and society, the function of the capital city increases in weight as a factor in the selection of growth centres. It also improves the way in which the community looks at itself. The web of capitals becomes the foundation of the shaping networks of transactional cities” (1990, 82). On the one hand, the capital city plays the role of a gateway-city for establishing transnational linkages with other capital cities and states and attracts many international contacts and activities from outside the state. This internationalising part of the capital city function is in particular crucial for the capital cities in the post-communist countries as foundation for their significant expansion in the era of globalisation. Compared to their western counterparts, the post-communist capital cities are involved after the fall of the Iron Curtain in a process of intensifying and widening of this transnational and internationalising function. Therefore, in the contemporary era of globalisation the recent developments of the post-communist capital cities – such as Prague, Bratislava or Moscow – show extraordinary dynamics that has to be used in the diffusion of developmental impulses within the national city-systems concerned (see also Brenner, 1998). On the other hand, the capital city plays the role of dominating centre of state control of the territory of the state. Currently, this state control function is strong particularly in the post-communist states when they are unitary states. Due to further increasing role of transnational functions of the EU, this state control of the

capital cities can possibly be weakened in future by the eastern enlargement (Dostál, 2000). Today, however, one may draw the conclusion that there is still no evidence on the changing roles of the capital cities in the EU showing some dramatic decline of their internationalising and state control roles because of tendencies of other large urban centres and regions to by-pass national governments and deal directly with the EU institutions (see also Taylor, 2000; Taylor and Hoyler, 2000; Brenner, 1998).

One can also draw the conclusion that the organisational dominance of the capital cities within the countries concerned tends to be stronger if national city-systems have a monocentric structure (Barlow, Dostál and Hampl, 1994b). Such is clearly the case in the Czech Republic. In contrast, in countries such as the Netherlands or Germany having polycentric national city-systems, the capital cities and their metropolitan regions have to share their organisational dominance with other cities and urban agglomerations housing significant numbers of activities fulfilling the internationalising function and/or the state control function. Current analyses of emerging patterns of leading cities, large cities lagging behind and metropolitan regions facing structural crises and industrial decline and crisis in Europe show that any dynamic urban and regional development must rest on sustained gradual shift in current urban and regional economic base. It is a shift from extensive development of industrial and tertiary activities towards intensive concentrated development based on more advanced and competitive industrial and increasingly on post-industrial economic base of advanced services and producer services. This shift is characterized by the importance of modern agglomeration factors such as geographically concentrated and heterogeneous transaction costs, positive external effects of post-fordist production systems, concentrated production and effective diffusion of knowledge in face-to-face contacts, increasing qualification of labor force, and attractiveness of advanced infrastructure (see also Scott, 1998; Lambooy, 1998). The significance of these modern agglomeration factors does not characterize only a very few global (or world) cities, but also the capital cities and major metropolitan areas of western and post-communist countries. It has already been noted above that the most dynamic shifts in regional economic base are taking place in the capital cities and a few other large urban agglomerations indicating the spatially selective character of these regional development tendencies. The current location preferences for dynamic economic activities give us a clear message: the economic base shifts have been in the capital cities and a few large metropolitan areas resting on spatial concentration of contact-rich activities required by so-called transactional activities (see also Gottmann 1983; 1990; Dostál and Hampl, 1994). The whole gamut of transactions supporting (producer) activities can only be available in the largest urban agglomerations with diversified economic base at the top of national and increasingly more international hierarchies of urban centres in Europe (see also Taylor and Hoyler, 2000).

2.2. Location preferences

The patterns of leading capital city agglomerations and metropolitan regions, regions lagging behind and regions in structural crises and industrial decline in Europe tend to show that current processes of spatial development are highly interconnected and with important selective impacts on the pattern of capital city and metropolitan regions and their

inherited economic base from the past era of fordist market-based economies or the era of the communist command industrial economies. Today, key policy-makers in the self-government and administration in metropolitan areas have to recognise in the current era of globalisation that domestic and foreign (often EU) post-industrial and other principal economic decision-makers look upon regions and agglomerations from a specific and basically less complex perspective. In their role of (foreign) direct investors, they consider regions and agglomerations in a “simple” way as suppliers of fixed assets, labour, services, real estate opportunities, and natural resources. The tendencies to unequal spatial development indicate that they look upon metropolitan regions and agglomerations increasingly more as areas and points from which national and international contacts have to be established and in which information must be accessible (Dostál, 2000, 190–191). Therefore, prospects and declines of regions and urban agglomerations are largely depending on what principal decision-makers in various sectors of the post-industrial economy do selectively in their roles of plant and institutions locators or firm closures. Also in this very crucial respect of subjective location valuations of differential attractiveness of locations and regions, all of a society’s metropolitan regions and agglomerations are highly interdependent. Basically, any significant expansion or contraction of activities occurring in one region’s economic base will therefore almost inevitably have positive or negative side-effects in other regions and agglomerations. It is difficult to establish what such selective effects exactly are and within which regions they come. However, the current tendencies to unequal spatial development have indicated location shifts in economic development showing a fundamental location preference for larger urban centres in core regions of the post-communist countries. Interestingly, these location preferences show great similarities with location preferences of principal economic decision-makers in Western Europe in the 1950s and 1960s (cf. Keeble, 1977). These location preferences can be illustrated in a location preference matrix in the form of an urban centre axis (see Figure 1) in which the two axes define positions in the urban system on basis of two key tendencies that emerged from the above-provided overview: (i) the size of urban agglomeration and (ii) location relative to the country’s national territory axis in terms of core and periphery.

It may be claimed that principal economic decision-makers in their main location preferences currently tend in the post-communist countries to concentrate on the type of locations, with clear bias to the capital cities and the largest urban agglomerations in the core parts of the country concerned (see Dostál and Hampl, 1994; Hampl et al., 1999). Dominant motivating factors appear to be market access and agglomeration economies characterised by easy connections with accessibility of transactional activities at national and international levels. This biased type of location preferences characterises the current stage of location preferences of principal economic decision-makers in the post-communist countries. It is to be hoped that this current concentration-orientated stage in location preference will be followed in a few years by a second stage that will be showing location preference more compatible with polycentric spatial development tendencies. Such a second stage would be characterised in a simplified way by the following major motivating factors: a) market attractiveness of smaller urban centres within the core regions of the major metropolitan areas, b) residential preference for medium-sized and small centres in intermediate regions and, importantly, c) recognition of clear

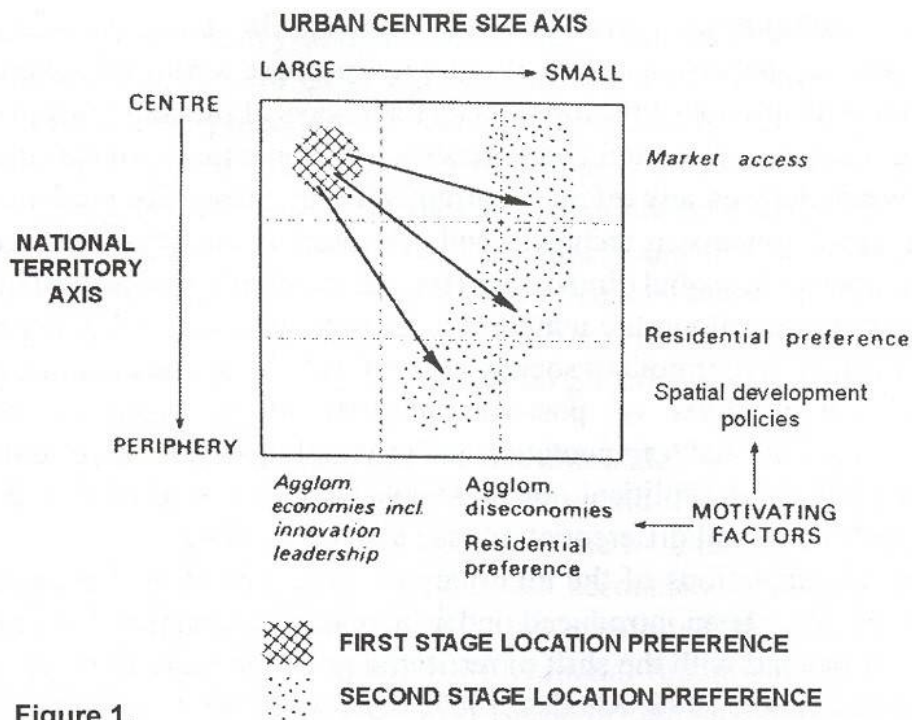


Figure 1.

agglomeration diseconomies of non-transactional activities in the metropolitan agglomerations or even in metropolitan regions by principal economic decision-makers concerned with significant investment decisions that would lead to substantial deconcentration tendencies within the national settlement pattern. Obviously, in such a second stage of location preferences of population and principal decision-makers in the post-communist countries would be more similar to those taking place in the EU countries (Dostál, 2000).

3. Territorial government and governance

The selective tendencies in spatial development characterising the contemporary era of globalisation exercise considerable pressures on the territorial governments of the capital cities and metropolitan areas. At least since the 1970s, external and internal pressures have been leading to decreasing integrative territorial competence of multipurpose governments in the capital cities and metropolitan levels. Multipurpose (or general purpose) governments have crucial integrative competence over a wide range of tasks that allows a significant level of self-governmental discretion and priorities to be established between one task and other (such as education, housing or roads). The multipurpose governments still are the main guarantees of democracy and the only institutions in the capital cities and metropolitan areas able to integrate the activity of actors with divergent interests. However, their territorial competence has been weakened through ever increasing complexity and associated uncertainty about future territorial changes in economic, social and environmental conditions and spatial relationships and uncertainties about their unequal impacts on life chance of citizens and societal groups (Hägerstrand, 1976; Dostál and Hampl, 1993; Dostál and Saey, 2000). In consequence, the issue of weakening of the integrative territorial competence has been particularly felt in respect to the structure and

functioning of multipurpose territorial government. In circumstances of current hypermodern society, the various pressures on multipurpose territorial governments have led to considerable adaptations or reforms of (i) their ways of functioning and often also of (ii) their institutional structures and competencies and, some times, of (iii) their territorial structures. Hypermodern society refers to currently highly intensified modern society with its accelerated developments in technical and economic realms that are feeding-up and increasing contingency in spatial dimensions (such as concerning globalised transportation and communication) and along the temporal axis (such as faster and globalised banking system). Significantly, hypermodern society also refers to intensified decline in traditional privileges and compromises of post-war modern society such as welfare state commitments, to institutional fragmentation and re-coupling of corporate actors in relation to other economic and political organisational systems, carried on intensified specialisation and functional differentiation (see also Offe, 1996).

Many of recent adaptations of the multipurpose government of the capital cities and metropolitan areas have been introduced under increasing external and internal pressures and have been associated with the shift of territorial government to territorial governance (cf. Goodwin and Painter, 1996; Rhodes, 1997; Barlow, 1998). In order to assess crucial aspects and implications of the shift towards territorial governance, it is necessary to highlight the following points.

1. The former uniform systems of local or regional multipurpose governments (i.e. municipalities or provinces) tend to be transformed into more diversified and complex systems of local or regional governance involving actors drawn from public, private and voluntary sectors. Consequently, it must be noted that the concept of territorial governance is thus more comprehensive in terms of numbers and character of actors involved than that of territorial government.
2. The shift towards territorial governance seems to be marked by increased institutional fragmentation and decline in local and regional government influence in their respective areas (i.e. decline in influence of actors of the self-governmental sector). Boundaries between public, private and voluntary actors changed and became less transparent. Elected local and regional multipurpose governments are still seen in circumstances of democratic regimes as key political institutions. However, in the configuration of territorial governance, they are thus operating within a broader and more dissolute range of actors in local and regional levels such as non-elected agencies of the state, private businesses, voluntary organisations, the mass media, or EU institutions.
3. This means that also relevant operational environment of the multipurpose territorial governments with their crucial integrative tasks has become more complex and inevitably associated with more uncertainty about interests formation and behaviour of corporate actors involved (Rhodes, 1997, 53ff). The shift to territorial governance means that important degrees of autonomy of actors from the state emerges because governance networks are less accountable to local and regional multipurpose governments. Situations of diffused accountability arise from continuing interactions between network partners, exchange of resources and negotiation of shared purposes. In consequence, there are good reasons to ask how democratic accountability can be maintained.

4. Significant shifts in policy-making have often taken place resulting in more entrepreneurial responses of governments of capital cities and metropolitan areas adopting more flexible procedural styles, task-orientated models and implementation, using various proactive and innovative institutional, problem-orientated and territorial modalities trying to go beyond the rigidities of traditional approaches used by the multipurpose territorial government (see also Imrie and Raco, 1999; Rhodes, 1997; WRR, 1998). Importantly, one of the key characteristics of such a shift from government to governance is claimed to be increasing flexibility and responsiveness both in functioning and in structure of territorial government.

Rational-functional and normative approaches dominated ongoing debates on the need for reform of multipurpose governments in 1970s and 1980s. During the 1990s the governance approaches became popular leading in the functioning and structure of local and regional governments to problems of diffused accountability, fragmentation, etc. As Leemans (1970) and later also Sharpe (1993) made sufficiently plain there were major concerns during the 1970s, 1980s and 1990s with rational-functional set of factors. This set of factors has basically been connected with issues of rationalisation having to do with social and economic and ecological interdependencies and pressures and leading largely to scale enlargement of local and, often also of regional units of self-government and administration in order to cope with impacts of urbanisation and suburbanisation and new responsibilities for public services provision (see for instance also Blaas and Dostál, 1989; WWR, 1998 and Barlow, 1998 on the case of the Netherlands). Later, the importance of internationalisation and globalisation impacts was also taken into account (cf. for example Barlow, 1993). On the other hand, however, there were also concerns with normative issues of democratisation (cf. Leemans, 1970; Sharpe, 1979; Bennett, 1993). There is little need to re-examine here the wide range of democratisation and rationalisation issues discussed in the 1970s, 1998s and 1990s, because these have been extensively examined in the relevant literature. However, in the perspective of increasing importance of governance approaches and the need for flexibility of territorial government, the democratisation issue concerned with the integrative character of political decision-making in the multipurpose governments as well as the rationalisation issue of territorial effectiveness of internalisation of external effects within one jurisdiction, still deserve a more detailed examination (cf. also Dostál and Hampl, 1999; Dostál and Saey, 2000).

4. Issues of fragmentation and weakening of territorial competence

Advocates of limited adaptations of traditional conceptualisations of the multipurpose local or regional representative government have shared a common underlying understanding (Dostál and Hampl, 1993; 1999). It is the principle of sufficiently integrative nature of political decision-making at each self-governmental tier. This principle particularly implies a wide range of competencies and means in fields of political decision-making that mutually communicate with each other in terms policy substance and measures. In brief, this principle warns against adaptations of the multipurpose government tending to fragment the capacity of comprehensive political decision-making.

Fragmentation necessarily results from functional (or single-purpose-oriented) solutions of decentralisation of competencies in the self-government and from splitting of scarce means in the state administration by separate sectors (see for recent discussions of single-purpose governance and partnership systems, Rhodes, 1997). It is important to note that fragmentation of decision-making in local/regional democratic bodies and deconcentrated state agencies tends to compel actors to interact more along vertical lines with actors in the same policy sector at national level. In consequence, horizontal interactions in the policy-making are constrained and the integrative character of territorial competence of the multipurpose government weakened. The point to be highlighted here is that this emphasis given to single purpose interactions usually implies too much importance given to segmented (i.e. partial or one-sided) views of interests articulation and interests aggregation of actors in one sector (cf. also Hägerstrand and Clark, 1998). Accordingly, the following two crucial points have to be emphasised. First, a sufficiently wide range of competencies allows for (i) multi-directional co-ordination of public service provision and (ii) gives room for balancing of competing priorities and (iii) allows for checking on the segmented power of organised partial interests of separate sectors (see also Dostál and Hampl, 1999). Therefore, already at this stage of the introductory discussion one can draw the important conclusion that a wide range of competencies allows more flexible policy-making. Second, the multipurpose character and resulting sufficiently wide range of competencies of local/regional self-governments is also needed for revealing and reconciling preferences and also for stimulation of deliberative capacity at local and regional levels of the political system.

These are key claims of the argument for territorialized representative democracy that are in the focus of the debate in a number of papers collected in this volume. In brief, a wide range of competencies is necessary when current local and regional governments are expected to play an important role in bringing individual segments of the policy-making together. Because, only a wide range of competencies can provide sufficient decision-making capacity that is particularly important given the increasing uncertainty and spillover effects of many of the issues confronting capital cities and metropolitan areas in the era of hypermodernity or globalisation. It must also be noted that social and economic pressures for democratisation and rationalisation interact (Dostál and Saey, 2000). In consequence, the issue of the integrative character of the self-governmental policy-making is linked up with the issue of territorial effectiveness of internalising important external or spillover effects within appropriate territorial jurisdictions. There is, thus, a tension between current shifts towards territorial governance, on the one hand, and the continuing need for the integrated character of tasks of the multipurpose self-government and its territorial competence, on the other hand. The tension is there, because local and regional governance implies a wider range of actors reaching beyond the arena of the territorial multipurpose governments including a variety of institutional and individual actors, voluntary and private and public sector actors with different interest articulations (Imrie and Raco, 1999; Barlow, 1998; WRR, 1998). In consequence, the shift to governance usually implies that the integrative tasks of multipurpose territorial government are tending to dissolve and fragment into a considerable number of single-purpose agencies, some of them externalised and privatised or in the form of public-private partnerships, or networking with non-elected organisations and voluntary agencies. Accordingly, there

arise issues of public interest aggregation and fragmentation that have pertinent relevance in any critical assessment of contemporary urban and regional government. The emphasis given to increasing complexity and integrative character of decision-making of multipurpose governments as corporate actors, relates thus to the issues of fragmentation of self-governmental and administrative systems. These issues were examined in a number of publications (see for example Barlow, 1994). Fragmentation refers to situations where a territory is subdivided into several contiguous governmental sub-territories such as municipalities, districts or provinces. Fragmentation also refers to situations when functions and competencies of government at a territory are divided between various single-purpose authorities and agencies. The former case is territorial fragmentation. The latter case is called functional (or single-purpose) fragmentation.

As it has been already often emphasised in debates during the Prague IGU conference, the administrators of single-purpose bodies are inclined to function from the perspective of their one-sided (partial) identity and interest formation and are lacking the integral perspective of a multipurpose self-governmental body. It must be noted that a multiplicity of special-single purpose corporate actors is confusing to citizens, lines of accountability are often hidden and decision-making tends to be concealed from democratic control. Consolidation of the various special-purpose actors into an integrative multipurpose territorial self-government is the obvious solution to this fragmentation problem. As Barlow (1994) and many other observers explained, some functions are of technical character and may be carried out more effectively outside the more politicised multipurpose government. However, the point to be emphasised is that if reform proposals are one-sidedly carried on the trend towards local or regional governance and, thus, the integrative character of decision-making of territorial self-governmental bodies is not recognised, then the territorial and functional fragmentation can enforce each other and create extreme variety of problems in terms of effective size, scarce resources and co-ordination and capacity for action. Such fragmentation would lead in a cumulative manner to further decreasing territorial competence of the multipurpose self-government and administration.

5. Two contrasting views on government in capital cities and metropolitan areas

Drawing from the discussions concerned with local and regional government in the capital cities and metropolitan areas one can indicate two general opposing views.

On the one hand, there is the claim that in current globalised political and economic environments of the local government in large cities have lead to obsolescence of large city government areas, and a variety of pressures has tended to accelerate as consequence of rapid economic changes originating in the national and increasingly at international levels. According to an early claim of Bennett (1991, 207) there has been one major issue that has been overarching all more specific problems: “the difficulty of administrative system – any administrative system – coping with change in the economic and social fabric over which its net is cast. The more rapid the rate of change in the underlying socio-economic fabric is, the greater the difficulties of administrative systems ‘to cope’ become”. It is argued that

national and international demands in capital cities present important limitations on the self-governmental forms of local administration (see also Bennett, 1992a). The pressures on local governments in large cities necessitate responses to changing citizen's choice and a capacity to build an adaptable market like organisation. This view suggests that instituting of an integrated large capital city or metropolitan government is not desirable or even attainable. From this perspective one draws the conclusion that the local government of a capital city has to be small in area and responding to the market forces on which the population and domestic and foreign entrepreneurs of the large city depend. There is a clear stress in this view on the need for instituting local governments that are capable of flexible aggregation of scarce means and adaptable responses. In other words, this view gives a strong emphasis to the shift towards territorial governance. It is linking small units of (multipurpose) self-government and (single-purpose) administration and their competencies and (financial) resources in order to realize more efficient functioning of the system of large city or agglomeration (see also Bennett, 1992b).

On the other hand, there is also a view emphasizing the speed of major political and economic changes, but simultaneously stressing the need for a two-tier structure of large city government (see Barlow, 1993; 1994). A two-tier structure is understood as reconciliation between the needs for centralisation and decentralisation (see also Dostál and Hampl, 1993, 260–263; Barlow, Dostál and Hampl, 1994c). In such a system of territorial self-government and administration the more strategic competencies are centralised at a tier overarching the entire capital city or metropolitan area while other competencies are decentralised at the level of intra-urban local communities that are often defined by historical and socio-economic and cultural characteristics. This view recognises the importance of the danger of a fragmentation of large cities when government structures at the capital city or metropolitan area level are weakened or even abolished as in the case of Great London in the 1980s. As it is already emphasised above, in the case of local territorial government based on a one tier system there are usually arising issues of horizontal and functional fragmentation and of complex networks of governance leading to problems of diffused accountability, less transparency and difficult democratic control. There is also a simple, yet crucial issue: the need to countervail disintegrative tendencies in the governing of large capital cities and metropolitan areas in order to avoid the risks of segregating interdependent subareas of local communities within the city and metropolitan area and fragmenting systems of interdependent functions.

For an adequate understanding of the various issues indicated in this introduction there is always an obvious need for understanding developments and experiences of more or less comparable capital cities and metropolitan areas in other advanced countries. And this is the main aim of this collection of papers.

6. Concluding remarks and organisation of the volume

Fragmentation of local and regional policymaking of multipurpose governments in systems of governance in the capital cities and metropolitan areas is therefore challenging systems of the territorial representative democracy and accountability. Systems of governance cannot replace systems of the local and regional government that are

accountable to all citizens in localities and regions eligible to vote in free elections. There is need for governance for reasons of efficient and effective actions, but these reasons must not imply weakening of representative democratic politics. Economic actors operating at intra-national and supranational levels of the current hypermodern society are forming a large plurality of actors led by articulation of partial interests. They confront the multipurpose territorial self-government and administration with important pressures for change and for flexible functioning as well as with complexities of their specific decision-making, with uncertainty about their location preferences and associated positive and negative spatial overspill effects on conditions and decision-making of others. However, it must be recognised that democratic multipurpose governments are representing more integrative interest formations. Therefore, it is little surprising that also territorial governments and administrations of the capital cities appear to possess in-built tendencies to become “obsolete” confronting frequent needs for reform and adaptations. One has to emphasise again that democracy and also territorialised representative democracy in the form of local and regional multipurpose self-governments is an integrative – and indispensable – affair.

The intention in presenting the papers of the IGU conference in this collection is not to provide a comprehensive analysis and policy-orientated assessment overarching all issues and debates that are indicated in this introductory paper. Instead, the volume is quite heterogeneous. Understandably, the heterogeneous nature of the collection is in part due to the different viewpoints on the current trends, tasks and reforms of territorial self-government and administration and changing settings of political and economic circumstances in which they evolve and function. The viewpoints are influenced by past experiences in the countries where the authors come from. Because the post-communist capitals cities and metropolitan areas have been undergoing far-reaching largely western-style governmental and economic transformations and, therefore, have been following western examples, the ten papers of the collection are grouped in three parts. First, the following three papers are concerned with one metropolitan area (Toronto), and two capital cities (London and Brussels) drawing from western experiences pertaining to Canada and Western Europe. Second, the next four papers are dealing with three post-communist capital cities (Prague, Bratislava and Moscow). Finally, the last three papers are turning attention to wider geographical contexts of the capital cities and metropolitan areas in the territory of the Czech Republic. The first paper of this group of contributions is discussing the role of metropolitan areas in the transformation of regional organisation and regional self-government in the Czech Republic. The following paper provides a detailed analysis of twelve years of trial and error approach in the post-1989 Czech system of local financing as a framework for local development. The last paper of the collection is concerned with second housing and tourism at the edge of Prague metropolitan area.

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ROZVOJ A SPRÁVA HLAVNÍCH MĚST A METROPLITNÍCH OBLASTÍ: ÚVOD

Résumé

Příspěvek poskytuje úvod k souboru článků, které jsou věnovány otázkám rozvoje a správy hlavních měst a metropolitních oblastí. Za prvé se příspěvek zabývá transformací hlavních měst a zdůrazňuje jejich dvě základní funkce: (i) transakční funkci a (ii) funkci řídicího centra státu. Tyto funkce významně ovlivňují rozvoj zvláště v současné éře globalizace během které se zvyšují tlaky na územní samosprávu a správu hlavních měst a metropolitních oblastí. Za druhé příspěvek zdůrazňuje význam současného posunu od urbánní a metropolitní samosprávy a správy k tzv. „governance“. Tento posun je charakterizován vrůstající institucionální fragmentací a klesajícím vlivem územních samospráv (klesající vliv aktérů samosprávy, fragmentace odpovědnosti voleným orgánů, atd.). Problémy fragmentace jsou výsledkem časté orientace na sektorovou decentralizaci kompetencí a prostředků v samosprávě (sektorová spolupráce, partnerství mezi veřejným a soukromým sektorem, atd.). Závěrem příspěvek charakterizuje celkové zaměření příspěvků tohoto tematického čísla a specifikuje jejich uspořádání do tří základních skupin.