

THE COMMISSION ON  
REGIONS

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COMMISSION ON REGIONS: TECHNICAL SUPPORT TEAM (TST)

ADDITIONAL INFORMATION ON PROPOSED SPRs : PART 2

BY

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THE PRETORIA-WITWATERSRAND-EASTERN TRANSVAAL SITUATION

Two possible regions will be affected in this situation and it is therefore necessary to place some of the regional concepts into perspective.

1. REGIONAL CONCEPTS

1.1 The "PWV" Region

This region is a functional concept since it refers to three distinct urban areas, namely Pretoria in the north, the Witwatersrand in the centre, and Vereeniging in the south that stretches over a distance of 120 km. While those three urban areas focused on three distinct urban nodes in the beginning, urban sprawl has caused the urban areas to grow towards one another. During the past three decades the entire area acquired an urban character and it is today regarded as an inter-linked metropolitan area namely the "PWV", named after the three nodes.

Three subregions are found that more or less centre on the three nodes:

In the north five local authorities, Akasia, Pretoria, Mamelodi, Atteridgeville and Verwoerdburg are found in close proximity.

In the centre the Witwatersrand is the most densely populated and extensive urban complex stretching over a distance of approximately 60 km from west to east. Cities and major towns such as Krugersdorp, Roodepoort, Soweto, Johannesburg, Randburg, Germiston, Alberton, Boksburg, Kempton Park, Tembisa, Benoni, Brakpan and Springs are found.

In the south a metropolitan area originally characterised by three nodes, namely Vereeniging, Vanderbijlpark and Sasolburg (in the Free State) formed a triangular pattern. Today Lekoa is the fourth and most populous node in what is known as the "Vaal Triangle".

Between Pretoria in the north and the Witwatersrand, less density populated peri-urban areas, consisting of small holdings are still found, while the same urban fringe zone appears between Vereeniging and the Witwatersrand.

#### Region H

When development regions were delimited in 1982 an area stretching to the north, northwest and northeast of Pretoria was added which means that considerable tracts of rural land was enclosed by the development region boundary. Region H thus stretches over approximately 220 km from north to south and 100 km from east to west. The distinctive metropolitan area of the PWV makes Region H the most urbanised, but the northern half consisting of Brits, Odi I, Moretele, Cullinan and Kwandebele has a strong rural character. Region H was nothing more than an area delimited for economic and development planning purposes. It did not serve any political or constitutional function. It was furthermore divided up into five regional services councils (RSCs) which are more or less characteristic of the distinctive subregions within Region H.

**Pretoria RSC:** This is the largest RSC since it consists of the entire northern half of Region H and includes relatively large rural districts such as Brits, Cullinan and Bronkhorstspuit in addition to Pretoria and Wonderboom. It excludes the Bophuthatswana districts of Moretele 1 and 2, Odi I and Kwandebele that is otherwise included in Region H.

**West Rand RSC:** The districts of Krugersdorp, Randfontein, Oberholzer and Westonaria are included.

**Central Wits RSC:** includes Roodepoort, Randburg, Johannesburg, Kempton Park, Germiston, Boksburg and Alberton.

**East Rand RSC:** includes Benoni, Brakpan and Springs. Delmas which forms part of Region H belongs to the Eastern Transvaal RSC of South Eastern Transvaal.

**Vaal Triangle RSC:** includes Vereeniging, Vanderbijlpark, Sasolburg and Heidelberg.

#### Eastern Transvaal

This is a geographical concept that customarily includes the Transvaal districts to the East of the Witwatersrand, including the Highveld, Lowveld and the Kruger National Park. Areas such as Letaba, Phalaborwa and Pilgrimsrest are also included.



## Region F

This again is an area delimited for economic planning purposes that covers large parts of the geographical Eastern Transvaal but not all of it since certain sections fall in another development planning region (G). Region F is thus not a political or formal constitutional region. Within the planning region boundaries 3 regional services councils have been delimited and they largely reflect three distinctive geographical regions namely the Highveld, the Lowveld and South-eastern Transvaal.

## IMPLICATIONS

Since the economic development planning regions neither have political/constitutional, nor administrative functions, and since some of them have been changed or modified since their inception about a decade ago, they should not be regarded as absolute or rigid frameworks. While it is true that the development regions have influenced proposals or suggestions for the creation of SPRs, they should carry no more weight than other historical or traditional frameworks such as the Provinces of the RSA. If certain towns, cities, districts, planning regions or subregions are included in proposed new SPRs that do not coincide with the development planning regions, it is no big deal or regional transgression. After all, the preservation of the development regions is not one of the criteria to be considered in delimitation.

If Pretoria is therefore excluded from "Region H" and included in "Region F" it should not constitute any political or constitutional shift since it does not affect a current valid political region. If such a move takes place the "PWV" (a functional concept) will still exist and continue to function. "Megalopolis" is the unofficial name given to the metropolitan area stretching from Boston to Washington (DC) on the eastcoast of the USA. No less than 7 state boundaries cut across this densely populated urban area without affecting the functioning of this continuous urban belt. Furthermore, more than twenty cases exist in the USA alone where so-called "twin cities" are bisected by a state boundary. This does not imply that the principle of avoiding regional boundaries in densely populated areas should be ignored, but that it should rather be applied pragmatically according to the merit of each unique case in point.

## THE NATURE OF THE ISSUE

A number of submissions call for a region similar to Development Region H which accommodates the PWV plus additional areas as described in 1.2. These include, inter alia, the South African government, the ANC, the National Regional Development Advisory Committee (NRDAC) and the Council for the Environment. Other submissions support the idea that Pretoria should be excluded from a single large metropolitan region that already includes the Witwatersrand. Proponents of this notion include the City Council of Kempton Park, the Johannesburg Chamber of Commerce and Industry, the Johannesburgse Afrikaanse Sakekamer, the Agricultural and Rural Development Research Institute, the Venda Government, the Bloemfontein Afrikaanse Sakekamer, SANFED and Medunsa. A third group of appeals wants Pretoria to be included in an Eastern Transvaal region. These include the Democratic Party of South Africa, the Intando Yesizwe Party, the Afrikaner Volksunie, the Government of Kwandebele, and the Pretoria Regional Services Council. Local authorities in support include the City Council of Pretoria and the Town Councils of Verwoerdburg, Akasia, Midrand, Brits, Bronkhorstspuit, as well as Hartbeespoort. The Afrikaner Volksfront (AVF) wants Pretoria to be the nucleus of an Afrikaner State with a number of prorrptions that radiate outward into a number of different directions in the Transvaal. The future position of Pretoria is thus the subject of considerable disagreement.

### The Separate Pretoria Issue: Past Proposals

Before Region H grouped Pretoria, the Witwatersrand and Vereeniging into a proposed regional structure (excluding the Province of Transvaal) there was no precedent that required these three urban areas to constitute a formal region.

In 1980 Gavin Maasdorp, a well-known South African economist, proposed a federal structure consisting of ten federal states in which Pretoria formed part of a Western Transvaal region separate from a Witwatersrand region (see Rotberg, R.I. and Barratt, J. (1980) Conflict and Compromise in South Africa, pp. 140-141).

In 1992 Bertus de Villiers mentioned the possibility of "Pretoria and Johannesburg being divided to create a tenth region" (with reference to the nine development regions - see De Villiers, B. (1992) Regional Government in the new South Africa, p. 77).

The National Party proposal for seven regions (September 1992) separated Pretoria from Region H and included it in a Greater Transvaal Region.

The ANC proposal for 16 regions also separated the Pretoria/Moretele region in the north from the Wits/Vaal region.

A number of recent precedents therefore exist which confirm the fact that Pretoria outside Region H is not a new idea.

### 3.2 Pretoria-Eastern Transvaal Scenarios

Three different scenarios concerning the proposed Pretoria-Eastern Transvaal link exist:

3.2.1 The Democratic Party proposal (submission 11/7127): Only the eastern half, consisting of the following districts and areas are involved. Pretoria, Wonderboom, Soshanguve, Cullinan, Bronkhorstspuit, Delmas and Kwandebile. All black towns and cities in the eastern half, except Moretele II (allocated to the northern region), that are functionally linked to Pretoria, are included with Pretoria. The total area of the Pretoria RSC, except the Brits district and the Bophuthatswana districts of Odi I and Moretele I (allocated to the western Transvaal region, Kalahari), is thus included.

The joint proposal by the City Council of Pretoria and the Town Councils of Akasia, Brits, Bronkhorstspuit, Hartbeespoort, Midrand and Verwoerdburg, as well as the Pretoria Regional Services Council (submission 11/121). Also refer to attached Appendix A. The entire area served by the Pretoria RSC, as well as the 3 Bophuthatswana districts, Odi I, Moretele 1 and 2, as well as Kwandebile, are included. Refer to figure 1 (as supplied by the Pretoria RSC proposal).

The AVU incorporates Pretoria into their proposed Afrikanerland (in the Eastern Transvaal) but exclude the Black townships in the area. With no map available it is difficult to describe the exact boundaries.

### THE SPATIAL CHARACTERISTICS OF REGION H

As already indicated before, Region H contains 3 distinct urban environments that constitute 3 subregions:

## The Greater Pretoria Subregion

This area could be described as the Greater Pretoria Region (GPR) because it includes the area of the Pretoria regional Services Council, as well as the 3 Bophuthatswana districts (Oodi I, Moretele I and II), and KwaNdebele (Fig 1).

TABLE 1: POPULATION DISTRIBUTION: PRETORIA SUBREGION

DISTRICT URBAN % RURAL % TOTAL GGP (R mil)

PRETORIA	738 234	96,4	29 163	3,8	767 397	9 568,965
WONDERBOOM	312 741	88,7	39 729	11,3	352 470	226,486
SOSHANGUVE	146 231	100,0	- -	146 231	83,849	
CULLINAN	8 452	25,3	24 934	74,7	33 386	123,911
BRONKHORSTSPRUIT	24 515	39,5	37 613	60,5	62 128	76,049
DELMAS	29 162	53,1	25 782	56,9	54 944	141,318
BRITS	38 881	34,6	73 538	65,4	112 419	269,313
KWANDEBELE	43 480	10,0	389 774	90,0	433 254	39,816
ODI I	118 150	25,6	343 604	74,4	461 754	481,002
MORETELE I & II	35 251	10,6	296 727	89,4	331 978	230,440

TOTAL 1 495 097 54,2 1 260 864 45,8 2 755 961 11 241,149

The most prominent phenomenon is the extent to which the Pretoria subregion's population characteristics differ totally from the rest of Region H. Only 54% is urban in comparison to the rest of Region H which is 96% urban. This has important implications for those who argue that Region H should become an SPR because of its homogenous urban character. Nearly half the population in the northern part of Region H are rural and that is also reflected in their functional life patterns and economic activities. Only Pretoria, Wonderboom and Soshanguve are highly urbanised and their urban populations (1 197 206) constitute 43,4% of the subregion's total population. Nearly one quarter (24,2%) of Region H's GGP is generated in the Greater Pretoria subregion.

The Pretoria RSC furthermore consists of three rural councils namely Elands River, Pienaars River and Crocodile River, while Pretoria itself is enclosed by the Pienaars River Rural Council Area. The city is thus totally surrounded by either a rural or peri-urban environment (see figure 2) and a rural local authority which separates the city from not only the Witwatersrand sub-region, but other towns in the Pretoria service area as well. No less than 2 758 agricultural units (farms and small holdings) are found in the surrounding area of the three rural councils





within the Pretoria RSC area. In 1988 approximately 40 000 people in this area were actively engaged in agriculture which represents a significant sector in the Greater Pretoria economy (see Appendix B). If Kwandebile, Odi I and the Moretele districts are included this productive sector becomes more important.

#### The Witwatersrand Subregion

The Witwatersrand subregion has a definite East-West orientation as a result of the mining towns that developed on the gold reef that stretches from Boksburg in the east to Krugersdorp in the west. The cities and towns along this east-west axis forms a continuous urban belt unlike Pretoria that is surrounded by a peri-urban to rural area. The Witwatersrand thus has a far more homogeneous urban environment as it forms a continuous and conterminous metropolitan system unparalleled elsewhere in South Africa.

TABLE 2: POPULATION DISTRIBUTION: WITWATERSRAND SUBREGION

DISTRICT URBAN % RURAL

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TOTAL GGP (R mil)

JOHANNESBURG 2 114 357 99 .8 382  
 RANDBURG 427 696 97,5 987  
 ROODEPOORT 277 240 98,5 226  
 GERMISTON 207 085 100,0

ALBERTON 458 966 100,0

BOKSBURG 247 658 100,0

KEMPTON PARK 430 652 991 804  
 BENONI 383 740 99.5 115  
 BRAKPAN 155 524 100,0

SPRINGS 243 584 97,3 491  
 NIGEL 101 429 84,8 177  
 KRUGERSDORP 223 145 86,0 347  
 RANDFONTEIN 117 913 80,6 317  
 WESTONARIA 119 606 92,5 722  
 OBERHOLZER 170 738 96,1 070

2 117 739 16 764,389  
 438 683 690,905  
 281 466 755,451  
 207 085 351,663  
 458 966 845,242  
 247 658 208,216  
 434 456 202,314  
 385 855 231,453  
 155 524 382,509  
 243 584 322,618  
 119 606 513,938  
 259 492 798,835  
 146 230 482,457  
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175 808 1 591,168

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TOTAL 6 133 560 96,8 203 024

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6 336 584 34 141,900

Not only is the Witwatersrand sub-region the wealthiest in Region H (69,1% of the total GGP) but it also is the wealthiest of any region in South Africa since 28,4% of the entire GNP is generated in this wurban region. It furthermore has 63,2% of the regionâ\200\231s total population and 72,7% of the urban population.

4.3

The Vaal Subregion

TABLE 3: POPULATION DISTRIBUTION: VAAL SUBREGION

DISTRICT

URBAN % RURAL % TOTAL GGP (R mil)

VEREENIGING

EIDELBERG  
SASOLBURG

220 186 86,0 30 003 14,0 250 189 571,566

1

VANDERBIJLPARK 480 522 96,0 19 863 4,0 500 385 1 348,199

40 152 56,6 30 851 43,4 71 003 146,552

71 422 29,5 48 602 40,5 120 024 966,299

TOTAL

812 228 86,3 129 319 13,7 941 547 032,616

While the Vaal subregion is slightly less urbanized than the Witwatersrand, the percentage of 86,3% suggests an urban population profile much closer to that of the Witwatersrand. The Vaal area contributes only 9,4% of the Region H population while the contribution to its GGP is even less at 8,2%. It is thus unlikely that this subregion will be able to constitute a region on its own since it contributes only 3,4% towards the national GGP, while its population contribution in only 2,4%.

Conclusion

TABLE 4: REGION H: COMPARISON OF SUBREGIONS

DISTRICT

URBAN % RURAL TOTAL GGP (R mil) %

GREATER PTA  
WITWATERSRAND  
VAAL

495 097 54,2 1 260 864 45,8 755 961 11 241,149

133 560 96,8 203 024 3,2 336 584 34 141,900

812 228 86,3 129 319 13,7 941 547 4 032,616

TOTAL

440 885 84,2 1 593 207 15,8 10 034 092 49 415,665

Region H is by far the most urban in South Africa. An intra-regional analysis however reveals that the Greater Pretoria subregion differs totally in this respect and reveals a pattern closer to the national situation in South Africa. Greater Pretoria has about 27% of the total population but nearly 80% of the rural population in the region. In this respect there is a serious break in the homogeneity pattern in Region H which suggests that the GPR profile is closer to that of Region F. In terms of economic activities the GPR is strong on manufacturing, services and agriculture while the Wits subregion has a bias towards mining, manufacturing and services. The Vaal subregion concentrates on mining and manufacturing. In

terms of population profiles and their economic activities there is greater coincidence between the Witwatersrand and the Vaal subregion. In terms of the same criteria, but notably in terms of rural land area, the Greater Pretoria area is the most divergent in character.

The logical conclusion is that an arrangement in which Greater Pretoria is situated outside Region H is not strange at all. The exclusion of Pretoria will not cripple the economy of Region H since the remaining Wits/Vaal area will still have almost 73% of the population and more than 77% of the Region's GGP. It will in fact still dominate the South African economy with 32% of the entire share, but the domination would be less severe than the 41,1% of the total Region H.

#### THE PROPOSED PRETORIA-EASTERN TRANSVAAL AMALGAMATION

A number of parties have made a case for Pretoria to be part of a future SPR in the eastern part of the Transvaal and a variety of reasons were given. The rationale behind such a move is supported by a number of objective criteria including (1) Economic; (2) Geographical; (3) Institutional/Administrative; (4) Socio-Economic aspects.

#### BACKGROUND

A number of submissions are in favour of an Eastern Transvaal Region but disagreement exists on the boundaries. The three regional services councils in Region F (submissions 11/5 and 11/256) have asked for such a region within the boundaries of Region F. The ANC (11/110) follows the same boundaries, but the NP excludes the Pongola finger (11/120).

The Democratic Party (submission 11/127) proposed the same region but added the eastern half of the Greater Pretoria area and excluded the Groblersdal district and the Kruger National Park. The Pretoria City Council and Regional Services Council, supported by the Town Councils of Akasia, Verwoerdburg, Brits, Hartbeespoort, Midrand and Bronkhorstspuit (11/121) includes the whole Greater Pretoria Region into Region F but excludes the Kruger National Park. The Afrikaner Volksunie includes Pretoria and surrounding white towns but excludes Kangwane and a number of other districts.

Proposals made by parties within Region G have also included areas currently within Region F in their own Northern Transvaal Region (see for example 11/141) and districts affected thus include Groblersdal, Lydenburg and

Pilgrimsrest. The people of Kwandebele will be particularly inconvenienced if Eastern Transvaal becomes a region in terms of the Region F boundaries. They are currently situated in Region H but half their commuting workforce travels to Witbank and Middelburg daily, while the other half goes to Pretoria. The Kwandebele government and the Intando Yesizwa Party have thus pleaded (submission 117193, as well as oral evidence) for Pretoria to be included in the Eastern Transvaal.

#### Economic Aspects

The DP\200\231's rationale for the inclusion of Pretoria and environs is based on an attempt to effect a more equitable distribution of the wealth that is concentrated in Region H (41% of the GNP). At the same time the economy of the Eastern Transvaal is bolstered because of peculiar deficiencies brought about by the fact that most of the income from mining and electricity flows out of the region. According to the DBSA (South Africa: An inter-regional profile, Background documentation 1/11/12/13) Region F recorded the lowest income to GGP ratio in 1985, namely 41% (down from 52% in 1980).

The nominal GGP for Region F (1990 GDP figures) was, at a glance, a healthy R10 920 million, but if only 41% of that figure remains in the region, the nett figure is only R4 477,20 million. According to enquiries made at ESCOM headoffice in Megawatt Park, and calculations based on figures given by them, the 73% of the electricity that is generated by coal-fired power stations in Region F is meaningless because the income goes to ESCOM headoffice situated at Midrand. In terms of the seven power stations in the area the loss of income amounted to R8 495 million in 1992. If the Greater Pretoria region (in terms of the Pretoria City Council\200\231s proposal) could be included into Region F this income is likely to stay in the region since Midrand is included.

If the GGP of Greater Pretoria (R11 241,149 million) is added to the nett GGP of Region F (R4 477,20 million), the region not only becomes viable in terms of their tax base, but would also be one of the relatively stronger regions with a consolidated GGP figure of R15 718,349 million (13,1% of the national GDP). Their population would also more than double from 2 078 977 to 4 834 938 (12,2% of the SA total).

In submission 11/5 (Spotlight on Region F) a case was made for a separate Region F and in terms of the region's economy, it was on numerous instances argued that Regions F and G

should not be merged because the economy of Region G is smaller and less diversified than that of Region F (p.91), and that Eastern and Northern Transvaal are quite dissimilar in economic structure and development needs. The same economist who made the economic analysis for Region F, Dr. P du Toit, later was also responsible for the economic analysis in the Submission by the Pretoria City Council and Partners (11/121). In this report he argues a strong case for a merger of the economies of Greater Pretoria and Region F because of its economic complementarity. "Region F is focused on the primary and secondary sectors; and the Greater Pretoria Area has a well-diversified economy with the main emphasis on tertiary as well as secondary activities" (p.22). In addition, he states "The main engine to

economic development in a region is its entrepreneurs and skilled labour. The regional economies of Regions F and G are lagging behind that of the Greater Pretoria Area in this regard. The economy of Region F (especially the Kangwane part) could benefit greatly from development and especially in the form of entrepreneurial, managerial and technical expertise

- which could be at their doorstep in the Greater Pretoria Area" (p.22).

### 32 Geographical Aspects

As a territorial entity Region F is quite compact but two protrusions, namely the southern part of the Kruger National Park (KNP), as well as the "Pongola Finger" in the southern eastern extremity, is found. The National Party proposal which removes the Pongola Finger, and the Democratic Party's proposal for the KNP to be included in the Northern Transvaal region, and not to be split (as many proposals entail), makes sense. Region F will also have to face the fact that the districts of Groblersdal, Lydenburg and Pilgrimsrest 2 could be added to the northern region. This potential loss in territory could be more than compensated for by the inclusion of the Greater Pretoria Region. The GPR is already very strongly linked to Region F because the two development axes from Pretoria towards Middleburg (the east-west axis) and to Secunda (the southern eastern axis) respectively ensures a high degree of integration.

The Witbank-Middleburg axis is actually an extension of the Brits-Rosslyn-Pretoria-Ekandustria (Bronkhorstspuit) axis towards the east. Traffic counts between Pretoria and Witbank along the N4, and Pretoria and the southeasterly development axis (Pretoria-Delmas-Leandra-Secunda) actually confirm this because Pretoria is the node where the two axes in Region F converge. Data gleaned from the annual average daily traffic outside metropolitan areas for 1991 (figure 3) indicates that 14 478 vehicles travel between Pretoria and Region F (in an easterly and south easterly direction) daily. Traffic between Middelburg and Nelspruit amounts to approximately 6 300 vehicles per day, while movement between Middelburg and the towns situated to the south of it, constitutes about 4 500 vehicles per day. The heavier traffic thus appears between Pretoria and Region F in comparison to intra-regional traffic within the region.

The consolidated Eastern Transvaal region will consist of four regional services councils that would in fact be reflected in the four distinct sub-regions: Lowveld and Escarpment based at Nelspruit; South Eastern Transvaal based at Secunda; Highveld based at Middelburg; and Greater Pretoria based in Pretoria. Apart from the very strong functional links between the Highveld and South Eastern Transvaal sub-regions thus being endorsed with Greater Pretoria, the Eastern Transvaal will also gain an urban core area of metropolitan status which it presently lacks to a large extent. Geographically speaking the east-west axis from Brits in the west, through Pretoria, Bronkhorspruit, Witbank and Middelburg to Nelspruit in the east will not be interrupted halfway, but its functionality as an integrating transport link and line of development will be regionally endorsed by a merger.

#### Institutional and Administrative Aspects

One of the most prominent politico - geographical deficiencies in Region F as presently demarcated, is the lack of a capital town or primate city capable of integrating the whole area through the higher-order urban services it provides. Any developed region usually has a developed urban hierarchy that reflects the order and structure of urban functions in its service area. Subordinate to a capital city or town certain functions are decentralised to a number of regional towns which service the sub-regions coinciding with their services areas, while such towns in turn decentralise functions to local centres which normally hold the administrative seat of the magisterial districts they serve. Region F has a number of regional towns such as Nelspruit which has not rival in the Lowveld. In the Highveld sub-region, Witbank and Middelburg compete for prime status, while Secunda recently won the battle against Ermelo when the seat of the South Eastern Transvaal RSC was relocated there. '

The future institutional and administrative capital is a problem not addressed in Region F's first submission (11/5) but deficiencies were highlighted in their second submission (11/256) when the number of regional government departments that are usually concentrated in the capital city or town were found to be scattered in 7 different towns throughout the region (p.13). The inclusion of the Greater Pretoria Region would immediately solve this problem because of the city's excellent administrative infrastructure. Pretoria has traditionally been the capital city of the region because the higher - order functions and services have normally been supplied by Pretoria and will continue in the foreseeable future.

These include:

5.3:1 A legislative and executive infrastructure in the Provincial "Raadsaal" and offices from where provincial services are currently being rendered and which does not exist elsewhere in the region.

Higher - order tertiary education comes from Pretoria because the region has no university or technicon of its own. Pretoria University has a satellite campus in Witbank while the Pretoria Technicon opened a branch in Nelspruit.



There is no supreme court infrastructure in the region (Region F is the only proposed future region without such a facility) since cases have always been heard in the Pretoria Supreme Court.

High - order and specialist medical care. The region has no academic hospital or medical faculty while the Greater Pretoria Region has two faculties (UP and Medunsa) and three academic hospitals. This particular issue was raised in the submission by Medunsa (11/269). In the DBSA regional survey (already quoted in 5.1) Region F was singled out as a region with a health care system that is relatively underdeveloped. It has the second lowest number of doctors and hospital beds per 1000 people and the lowest number of nurses per 1000 (DBSA report, p.16). Regions F's second submission (11/256) lists a total of 21 hospitals with a cumulative total of 4418 beds. The inclusion of the GPR would add another 47 hospitals and approximately 10500 hospital beds. A check in the Pretoria telephone directory will confirm that literally hundreds of general practitioners and medical specialists (those are only in private practice) can be included to solve the problem of a shortage of doctors. In Pretoria alone an additional 28 clinics exist while Brits has 6. Figures in other parts of the GPR are not available at this stage.

Cultural services such as the Performing Arts Council of the Transvaal are situated in Pretoria, while the Transvaal Museum with all its research and educational facilities are also Pretoria-based. Radio Jacaranda (the SABC's regional transmission service) also serves the Eastern Transvaal. )

While strictly an economic aspect, enquiries at the Pretoria Fresh Produce Market (Mr Charles Hamilton, PRO) revealed that this market is the single largest outlet for fruit products from the Eastern Transvaal. It entails 365 000 tons of fresh produce per year with a turnover figure of approximately R280 million.

#### Socio-Economic Aspects

One of the usual indicators of development potential is the level of urbanization. In terms of the 1991 census (DBSA figures) the level of urbanization in Region F is 45,13 % while the GPR has a figure of 54,2%. The averages for the combined region would be 51,03% which improves the situation. More important though, is the GGP per person which should rise from approximately R3000 per person to R3540 following the inclusion of Greater Pretoria, thereby establishing a figure well above

~ the national average in South Africa.

While the inclusion of Greater Pretoria can only be to the benefit of Region F, it ; would not change the socio-cultural or linguistic profile. Region F consists of a group of minority languages in which Siswati, Zulu and Afrikaans constitute two thirds. In the Greater Pretoria Region Afrikaans, North Sotho (Pedi); Ndebele and

Tswana are the main languages while a merger would highlight the cultural complementary of the two regions. Siswati would still be the dominant minority language in the following linguistic profile:

TABLE 5: LANGUAGE COMPOSITION IN GREATER EASTERN TRANSVAAL

POSITION LANGUAGE TOTAL PERCENTAGE

Siswati	832 463	21,95
Afrikaans	748 761	19,74
Zulu	724 049	19,08
N.Sotho	445 350	11,74
Ndebele	: 337 204	8,88
English	. 176 270	4,65
Tsonga	159 004	4,19
Tswana	110 734	2,92

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This analysis indicates which languages would have to be considered as future official languages for the region.

#### Conclusion

It is my considered opinion, that taking all criteria discussed in this document into account, Region F or Eastern Transvaal would be in a far better position as a viable SPR if it is linked to the Greater Pretoria Region. It will also serve to satisfy the wishes of a number of parties who either do not want Pretoria in Region H, or who want Pretoria to be linked to the Eastern Transvaal. Such a move will not cripple the economy of the Witwatersrand since the region will still be the most dominant in South Africa.

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WITWATERSRAND

A WITBANK

TPRETORIA SDR

REGSGEBIED EN

OMLIGGE

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(1) WESTELIKE SUBSTREEK

(@ SENTRALE SUBSTREEK

@ OOSTELIKE SUBSTREEK

â\200\224â\200\224 SDR GRENS  
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LANDELIKE RADE  
GRENSE

A LANDDROSDISTRIKTE ~

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FIGUUR 2

PLAN

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ANDRIESVALE

INDIAN OCEAN

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o ANNUAL AVERAGE DAILY TRAFFIC OQUTSIDE  
METROPOLITAN AREAS FOR 1991.

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APPENDIX A

SUPPLEMENTARY MOTIVATION ON THE CREATION OF AN  
AUTONOMOUS REGION FOR THE GREATER PRETORIA AREA  
TOGETHER WITH THE EASTERN TRANSVAAL

(DEVELOPMENT REGION F)

PRETORIA  
12 July 1993

City  
Town  
Town  
Town  
Town  
Town  
Town

SUBMITTED BY

Council  
Council  
Council  
Council  
Council  
Council  
Council

of  
of  
of  
of  
of  
of  
of

Pretoria

Akasia

Brits  
Bronkhorstspuit  
Hartbeespoort  
Midrand  
Verwoerdburg

Pretoria Regional Services Council



## APPENDIX A

### INTRODUCTION

The most important point to be emphasized is that the Report is the product of a technical work group consisting of a number of scientists, covering the following relevant disciplines:

- O Public management and administration
- Economics
- Geography
- Constitutional law
- History
- Town and regional planning
- Transport engineering

The Report was therefore compiled by an independent work group according to internationally accepted criteria and in a scientific manner without serving the agenda of any particular political party, i.e. in an unbiased and impartial manner.

The criteria identified by the Commission for Demarcation of Regions were used but prioritised within a framework of internationally accepted criteria as explained on page 3 of the Report.

Although language and other cultural aspects were considered, it must be emphasized that the work group supports a non-racial regional system and is of the opinion that any cultural realities such as language and ethnicity should be accommodated at the lowest local level.

### THE AREA

The area of the proposed region is clearly defined - see pages 1 and 2 as well as Figure 1 (map). However, the following aspects need more clarification:

Firstly, why should the Pretoria metropolis form part of the proposed region? The answer is:

- o Every region with its own regional authority needs its own capital. Pretoria was the historical capital of the former ZAR and was the seat of the former Transvaal Provincial Council with the necessary physical infrastructure (buildings such as the "Ou Raadsaal" and office blocks) to serve as a seat for a future regional legislature, executive and administration.

Another important aspect to be considered in this regard is the absence of a paramount town or city in the Eastern Transvaal which can serve as a capital for the region. The three Regional Services Council seats at Secunda, Nelspruit and Ermelo do not succeed in integrating the whole area as nodal centres. The choice for an administrative centre for the Eastern Transvaal as a separate region without Pretoria is therefore a serious problem, while Pretoria already supply this function in a natural way, because regional services are already supplied from Pretoria in a deconcentrated manner at subregional offices.

| The Pretoria metropolis is historically linked with the Eastern and South-eastern Transvaal, both institutionally and economically, as indicated by two axes; one extending from Pretoria to Nelspruit and one from Pretoria to Ermelo - see Figure 7 (map) in this regard.

The most important reason, however, is to enlarge the tax base of the future regional government for the proposed region. The PWV area is economically spoken the "richest" region in South Africa. It produces 38,8% of the country's GNP, 49,6% of the total income tax and receives 40% of all central government spending. In contrast to this the Eastern Transvaal (i.e. Development Region F) produces only 9,4% of the country's GNP, 4,7% of the total income tax and receives only 4,2% of all central government spending.

The GGP per capita income for the Greater Pretoria Area is R6 396 in comparison with R9 460 of Region H (excluding the Greater Pretoria Area). In contrast the Eastern Transvaal has a GGP per capita income of % R3 000. The quoted figures confirm the fact that the proposed combined Greater Pretoria Area and Eastern Transvaal has a sound economic base. The Greater Pretoria Area would therefore also be of a paramount importance for financial self-sufficiency for the Eastern Transvaal rather than maximizing the economy of the Witwatersrand.

Having such a large percentage of national economic wealth concentrated in one relatively small area (3%) of a country creates an unacceptable imbalance amongst all regions and therefore deprives the other regions of a stronger economic base. One must remember that the level of economic activities within a region, measured by its Gross Geographic Product (GGP), determines the size of the tax base of the government of such region. The rationale behind the proposal is therefore simply to "transfer" some of the PWV area's wealth to the proposed region in order to enlarge its future regional government's tax base.

Because of the differences in the availability of natural and human resources between regions one can never expect absolute parity in the economic wealth of such regions, but by demarcating new institutional boundaries one must try to manipulate

the delimitation in such a manner that the over-concentrated wealth of one particular area (region) can be distributed, for taxation purposes, to the benefit of other adjacent regions. This should, however, be done in a way which will not cripple the tax base of the wealthier region.

Based on projected figures of the Development Bank of SA for 1990 the GGP of the Greater Pretoria amounts to R21-795 517 000. Adding -this wealth to that of the Eastern Transvaal (Region F) means increasing the proposed regionâ\200\231s GGP to

R34 336 517 000, leaving the Witwatersrand and the Vaal Triangle with a GGP of R37 762 483 000. The Witwatersrand and the Vaal Triangle (remainder of the said Region) will remain the wealthiest region in the country with a very strong tax base, but, at the same time, making the proposed region the second wealthiest of all proposed regions with a similar strong tax base.

"Transferring part" of the wealth of the PWV region to the proposed region for taxation purposes does not mean the dislocation of the coherent economic structure of the PWV area. Delimiting institutional boundaries does not mean the construction of an "iron curtain" or a "Berlin Wall" between the Greater Pretoria Area and the Witwatersrand. The normal socio-economic activities will be carried on across the proposed border as usual. In open socio-economic systems across border activities between municipalities, subregions, regions and even international states, are natural phenomena. The fact is that institutional borders as such do not disrupt such activities at all! The PWV area will therefore retain its economic unity and across border business will be carried on as usual.

The argument that densely populated urban areas should not be cut in two by institutional boundaries does not apply in this case. Cutting densely populated areas -in two would for instance mean dividing Johannesburg along the M1 highway or Pretoria along Church Street in separate institutional areas. In the proposed case the southern boundary of the Midrand Municipality partially forms the southern boundary of the Greater Pretoria Area which is the proposed institutional dividing lline between the Witwatersrand and the Greater Pretoria Area. In the case of municipalities in metropolitan areas, streets sometimes serve as institutional boundaries without dislocating any across border activities. A historical institutional boundary therefore already exists between the Greater Pretoria Area and the Witwatersrand, without any proof of dislocating any across border socio-economic activities. To argue that the boundaries of the proposed region will cut across densely populated areas with negative effects, would therefore be a non-sense argument.

In the PWV-area the Greater Pretoria Area notwithstanding its metropolitan character and diversified industrial and business economy has a strong, rural and urban nature historically linked

to the east, as stipulated in figure 7 (map). Due to the presence of a rural character within the Greater Pretoria Area there are definitely a drastic difference between the development character of the Greater Pretoria Area and the Witwatersrand. The functioning of the RDAC (Region H) is a good example in the sense that the Greater Pretoria Area has never form part of its activities. On the other hand, strong resemblances were fostered between the RDAC (Region F) and the Greater Pretoria Area due to the utilisation of administrative and managerial services situated within the Pretoria Area. In this regard the legitimacy of the now outdated development regions is doubted. The existing development regions were established for economic planning and development purposes and not for institutional solutions.

Secondly why should the Bophuthatswana area, being part of Region H (PWV area), form part of the proposed region? The answer to this question is that the Odi, the Moretele 1 and the Moretele 2 districts, with the towns of Mabopane, Garankuwa and Winterveld, are historically linked with the Pretoria metropolis, albeit the fact that these districts were artificially allocated to Bophuthatswana in order to serve the now outdated and illegitimate ideology.

The fact that these three districts were included in Development Region H (i.e. the PWV area) for economic development purposes, is a good indication that they actually form part of the socio-economic structure of the Greater Pretoria Area. This position is supported by the following facts:

| There is a transportation corridor (railway and road K8) linking GaRankuwa with Pretoria and another one (railway and roads K95 and P200-1) linking Mabopane and Soshanguve with Pretoria. According to 1991 figures approximately 40 000 commuters from GaRankuwa and 95 000 from Mabopane and Soshanguve travel to and from Pretoria daily.

| These Bophuthatswana districts are also included in the Pretoria Regional Services Council's masterplan for solid waste management, as well as the interim passenger transport plan and the regional structure plan.

Furthermore, these areas have no natural links whatsoever to the west or to the north. To include them in a proposed region for the Western Transvaal or for the Northern Transvaal would therefore be wrong. It could create much inconvenience for the area's inhabitants to link with either Mmabatho or Pietersburg for regional public services.

Including these three districts will have only a 0,6% effect on the demographic composition of the proposed region. It will also have a very slight negative effect on the per capita income of the proposed region - see page 30 paragraph 3 of the Report.

Thirdly, why should KwaNdebele and the Groblersdal district be included in the proposed region? The answer is that KwaNdebele and Groblersdal have traditional links with Pretoria and the Eastern Transvaal. Groblersdal, being an agricultural district, falls under the business area of the Eastern Transvaal (farmers) Co-operation (OTK). The sports activities of the towns of Groblersdal and Marble Hall are also linked with those of the Eastern Transvaal. g

Institutionally, the Groblersdal district forms part of the Highveld Regional Services Council. The Pretoria Regional Services Council has already forged strong links with KwaNdebele. This is partly due to the fact that a transportation axis, consisting of two routes, K139 and K54, runs from KwaNdebele through Bronkhorstspuit to Pretoria, Verwoerdburg and Midrand. According to 1991 figures this corridor carries about 26 000 commuters towards Pretoria daily. Furthermore, the Pretoria Regional Services Council has included areas such as Ekandustria and Ekangala in its Masterplan for solid waste management as well as in the interim passenger transport plan and the regional structure plan.

Fourthly, why should the Northern Transvaal (Region G) not form part of the proposed region? South Africa is a country with climatic diversity, concentrations of natural resources in some parts and thinly scattered natural resources in other parts. Because of this diversity, it stands to reason that it would be impossible to create regions with more or less the same economic viability and development potential. It must be accepted as a natural fact that some regions will be less wealthier than others.

According to available statistics Development Region G (i.e. the Northern Transvaal) is the second poorest region after the Kei Region. Some policy makers could therefore be tempted to include the Northern Transvaal in the proposed region (i.e. the Greater Pretoria Area plus the Eastern Transvaal). The inclusion of Region G would mean the creation of a disproportionately large region, with a population of more or less 10 million people or one quarter of the total population of South Africa. Such action will immediately reduce the per capita wealth of such larger region with a poor tax base as a result, depriving the future regional government of enough revenue. It will also be detrimental to the development potential of such region and it will negate the principles and advantages of regionalisation. It could also paralyse the development potential of the Eastern Transvaal and cripple the revenue potential of the proposed region.

There is no sense in creating a regional pattern which will level out the wealth differentiation amongst regions to a position below the level of automatic (self-propelled) development. This will only lead to a position where all regions are poor with

stagnating economies. Policy makers should rather create a regional pattern where some regions can develop to their fullest potential. The strategy should rather be to create a regional pattern which will allow the few regions well endowed with natural resources to develop to their fullest potential. This will create a few wealthy regions with strong tax bases. These strong tax bases .can then generate enough revenue to support development projects for the poorer regions, eventually leading to national prosperity for the entire country. '

In contrast to the Eastern Transvaal, the Northern Transvaal is in the fortunate position to have Pietersburg almost naturally fulfilling the role of a capital city because of its nodality, its central location and status as a city. Pietersburg has for many decades unofficially been regarded as the capital of the Northern Transvaal. Pietersburg experiences no competition from any other town in the region for many of the higher order functions and services provided for the Northern Transvaal region. Including Region G in the proposed region would deprive Pietersburg of its status as capital of the Northern Transvaal.

The Northern Transvaal, in contrast with the Eastern Transvaal, has two fully-fledged universities, one near Pietersburg and one in Venda as well as a satellite campus of Unisa nearing completion. There is therefore no need to link with the University of Pretoria to fulfil the demand for academic education in the Northern Transvaal.

Regions that were demarcated for development purposes i.e. Regions F, G and H, can not form the basis for delimiting new institutional regional boundaries. The difference between the existing development regions and the proposed institutional regions is that the now outdated Regional Development Advisory Councils infrastructure has no institutional and administrative legitimacy while a regional government will have to make use of existing institutional and administrative infrastructure as contemplated in the report - see page 37. The purpose of a regional government will be to provide the most effective system of administrative management and the rendering of infrastructural services within a functional area. This means that the continuation of existing services and the implementation of a new administration can be achieved very effectively and functionally through the proposal of the Greater Pretoria Area for the Central Transvaal Region (i.e. Greater Pretoria Area and Eastern Transvaal).

## CONCLUSION

Regional autonomy refers to the judicial capability of an entity to act at its own discretion. The ability of the region to act may however be influenced by a variety of factors such as financial resources, managerial skills, administrative capability and infrastructural restraints. In this regard, the need for regionalization is emphasized as an instrument for democratization, economic development, training of personnel, development of technical abilities, improvement of infrastructure and the identification and development of leadership capabilities.

Various arguments in favour of and against the imalgamation of regional structures can be raised. One objective however remains clear - the need to maintain a balance between regional diversity and national integration. South Africa can benefit enormously from a system of well-planned regional governments. Regional autonomy can serve as a basis for the development of leadership; improvement of administrative, economic, political and technical capabilities; as an instrument of democratization; to facilitate the involvement of people in the governmental processes; bring decision making closer to the grassroots level; accommodate and defuse ethnic tension and conflict; encourage local solutions and ingenuity, and provide a framework for more effective identification of the developmental needs of the population. At the same time regional autonomy should encourage and not endanger, national unity and integration. A balance should be sought between the need to diversify and the importance of developing a feeling among all people of belonging to the same nation. â\200\230

] The demarcation of regions should reflect a balance between various factors such as the composition of the population, the density of the population, historical divisions, infrastructure, natural resources, traditional governmental systems and the expected future migration patterns and economic development of regions. Demarcation does not only entail a clinical drawing of boundaries; the inhabitants of

regions should experience a sense of belonging to a region - an emotional attachment to the region in which they reside.

Regional autonomy can play an important role in reducing ethnic tension and conflict. This does not mean that regions should have homogeneous populations before autonomy can be successful. The number of competing ethnic groups can however be llimited and experience shows that individuals and groups relate more easily to each otherâ\200\231s needs on local and regional levels where they know each other better. The overemphasis on homogeneity can prove disastrous as is the case with states such as Transkei, Bophuthatswana, Ciskei, Venda and the six self-governing regions. Ethnic enclaves may increase the likelihood of conflict instead of limiting it.

The number of regions should be such that they are financially viable, administratively manageable and politically of such a nature that one or two regions are not in a position to dominate the rest. Every region should to a certain extent rely on the co-operation of the others in order to fulfil its aims.

Various current regions or a combination of regions can be considered. The more than forty Regional Service Councils are probably too expensive and may cause a proliferation of regions, while the four provinces are too large. The present TBVC states and self-governing regions should lose their status as separate ethnic regions and be incorporated into a new regional dispensation. The Regional Organization Commission should be requested to hear evidence on the proposed regions and make proposals to parliament.

The alteration of regional boundaries is an extremely sensitive matter which ought to be handled with great care. In countries such as the United States and Switzerland various independent states decided on closer co-operation while maintaining their historical boundaries. In South Africa, where a basically unitary state is to be divided into various regions, provision should at least initially be made for the alteration of boundaries until a satisfactory situation has been reached. The underlying principle should be that the population of the affected regions should be consulted on such an alteration. Provision can be made for a "sunset" clause in terms of which the process of altering regions becomes more stringent after a period of time has lapsed.

Prof. J.S.H. Gildenhuys  
Co-ordinator of the Technical Work Group  
12 July 1993



: \_ APPENDIX B  
?" SBR Lavngues K ONATRIOSKL

@ BEVOLKINGSPROJERSIE (LANDELIK)

Aangepaste 1990 bevolkingsgetalle

BEVOLKINGSGROEP BEVOLKINGSGETALLE

Swart 121 491  
Blank 47 655  
Kleurling 2 457  
IndiÃ©r -306  
TOTAAL 171 909

2. BEVOLKINGSVERSPREIDING: 1990-AANPASSING

LANDDROSDISTRIK TOTAAL SWART BLANK KLEURLING INDI&R

Noord Wonderboom 37 715 21 994 15 148 465 108  
Cullinan 30 668 19 910 9 982 754 22  
Wes Brits 69 153 51 873 16 315 837 127  
Oos Bronkhorst=  
spruit 34 374 27 715 6 210 400 49  
TOTAAL 171 909 121 491 47 655 2 457 306

3. EKONOMIES-BEDRYWIGE BEVOLKING

Die onderstaande tabel gee â\200\230n aanduiding van die ekonomies  
bedrywige bevolking wat die getal werkloses insluit: 1990-  
aanpassing.

GEBIED TOTALE BEVOLKING EKONOMIES BEDRYWIG

Swart 121 491 70 530  
Blank 47 655 18 496  
Kleurling 2 457 1 273  
IndiÃ©r 306 123  
TOTAAL 171 909 90 422

LANDBOU

Die onderstaande tabel gee â\200\230n ontleding van die landbou in

die gebied: 1988 opname.

LANDBOU/ PTA/WONDERBOOM/ BRITS/CULLINAN/  
BOERDERYEEENHEDE SOSHANGUVE BRONKHORSTSPRUIT

Getal boerdery=

eenhede 540

Eiendom per h/a 823

Werkerstal 041

Bruto inkomste (R000) 060

Lopende uitgawes 692

Kapitaal uitgawes 673

W/n vergoeding

/werker pj (R) 678

## LANDBOUHOEWE KOMPONENT

Krokodilrivier Landelike Raad  
Pienaarsrivier Landelike Raad  
Elandsrivier Landelike Raad  
TOTAAL

### BEVINDINGS:

| Ongeveer 58% van die Swart bevolking en 39% van die Blanke bevolking is ekonomies bedrywig in die gebied.

Die belangrikste ekonomiese aktiwiteit van die gebied is landbou. Bykans 40 000 mense was in 1988 werksaam in die landbou wat nagenoeg 44% van die totale aantal persone ekonomies-bedrywig in die gebied verteenwoordig. Veral swartes (35 000) is meerendeels aan die landbou verbonde teenoor slegs 4 500 blankes wat in die landbou staan.

Werknemersvergoeding van R52,7-m is in 1988 deur die landbouwerkers in die streek verdien.

Die landbou in die gebied is gediversifiseer met 10% wvan die landbougrond onder besproeiing. Tuinbouprodukte dra tussen 34% en 48% tot die totale bruto inkomste van die landbou by.

Die landelike gebied van die Pretoria-streeksdienteraad bestaan grootendeels uit landbouhoewes (2 758 in totaal). Die gebied se ekonomiese aktiwiteit is oorwegend op die landbou gekonsentreer.

Die langelike gebied is 200\230n intensiewe landbougebied wat 200\230n groot rol speel in die produksie van voedsel vir die aangrensende stede. (Mark-aktiwiteite van die varsprodukte mark van Pretoria is 200\230n goeie voorbeeld.) Hierdie karakter behoort so bewaar en in stand gehou te word.

Die landboupotensiaal moet in diÃ© gebied beskerm word ten einde stedelike uitbreiding te bekamp. Heelwat grond is binne stedelike verband beskikbaar vir stedelike vestiging/verdigting sonder om die landelike gebied te betree.

Die 1landbouprodukte van die gebied moet primÃ©r toegespits word op die voeding van die stedelike gemeenskap.

Die landelike karakter bied ontwikkeling vir

toerisme/ontspanningsgeriewe soos byvoorbeeld:  
Hartbeespoortdam, Roodeplaatdam, Rietvleidam,

Bronkhorstbaai maar ook ander damme en riviere in die gebied (Elands/Krokodil/Pienaars) kan van intensiewe

ontspanningsgebiede en talle konferensie fasiliteite

getuig. Die ontwikkeling van toerroetes deur die landbougebied kan net so ekonomies suksesvol en

ontspannend as die Wes-Kaap Roetes word, met 'n natuurlike neiging na die Oos-Transvaal.