(32)

3. EASTERN CAPE/KEI

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953	1 341	4 612
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		
Participation rate	**43,3**		
Absorption capacity	**37,6**		25,3
Official Unemployment rate	**24,8**	23,0	27,0
Male Absenteeism rate	**-29,4**	**-2,3**	**-37,3**
Dependency ratio	**3,6**	**1,9**	**5,1**
Real GGP (R million) (1988)	**13 675**	**7 117**	**6 559**
Real annual growth in GGP (1970-1988)	**1,8**		
Percentage distribution	**7,5**		

SPR GGP as a percentage of SA's GGP	**7,5**		
GGP per capita (R) (1988)	**2,297,0**	**5 307,0**	**1 422,0**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360,0**		
Gender (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape/Kei SPR as demarcated by the Commission is the second largest in terms of land area, and has the third largest population. It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected by the fact that male migrancy out of the area, is one of the highest in the country at 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater Eastern Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The Eastern Cape section of the greater Eastern Cape/Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the Eastern Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the Eastern Cape/Kei SPR as reflected in the submissions

The main sensitive area relating to this SPR, is the question of whether the greater Eastern Cape/Kei should be one unit, or should be split in two. There have been a number of proposals as to the nature of the proposed division of this SPR including:

- The combination of Eastern Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

- The combination of the Eastern Cape with the Drakensberg Regional Services Council area on the one hand, and Ciskei, Transkei and the Border corridor on the other,

- The creation of a separate Eastern Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs as reflected in the submissions

- Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

- It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

- It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

- It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

- It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

- In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

- It is argued that the magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater SPR, in relation to economic and cultural characteristics.

3.1.2. Arguments for one SPR as reflected in the submissions

- Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

- It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

- It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

- In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

- If the Border-Kei was separated from the Eastern Cape section this would alter the balance between the commercial and subsistence agricultural sectors, putting pressure on the commercial farm sector in the Border-Kei. It is argued, therefore, that the commercial farms in the Eastern Cape and Border areas should be kept within one SPR, although it is suggested that the Transkei may be separated from this SPR.

- One of the arguments presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei A division between the Border-Kei and the Eastern Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The Eastern Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the Eastern Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate Eastern Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the Eastern Cape/Kei has been severely distorted by the establishment of separate administrations in the 'independent' territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the Eastern Cape/Kei or of the separate Eastern Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the Eastern Cape and Border-Kei in relation to their populations. The Eastern Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which, if it was semarcated separately, would make it the poorest SPR in the country along with the N Transvaal.

The combination of the Eastern Cape and the Border-Kei into the greater Eastern Cape /Kei produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the Eastern Cape, ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the Eastern Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, if it is joined to the Eastern Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the Eastern Cape. It is likely that costs per capita of SPR government will be greater for those regions with small populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the Eastern Cape / Kei. In terms of the allocation of one seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate Eastern Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined Eastern Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The Eastern Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under ~~one current~~ the various regional administrations operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3,2 in the Transkei, 4,2 in the Ciskei and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. For South Africa as a whole the figures are 4,0 hospital beds ~~per 1000~~ and 0,6 doctors per 1000 of population.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. Incentive packages offered under this Programme led to industrial development at designated growth points within the Ciskei and Transkei, (which may not be sustainable in the longer term), while at the same time there was stagnation in the Port Elizabeth and East London areas.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to the formulation of development strategies, therefore, the separation of the development planning process of the Border-Kei from that of the Eastern Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

In relation to potential water supplies, however, it should be noted that the ~~SPR~~ Border-Kei section has a ~~potential~~ potential of 59000 mill m^3 per annum out of the total for the SPR of 6400 mill m^3 per annum.

~~Access t~~

Differential access to sanitation and ~~water~~ clean water supplies

Facilities providing sanitation, utilizable water, and electricity also vary considerably within the SPR. In the urban areas 15% of the population do not have access to clean water while in the rural areas of Transkei this figure is 53%.

It is clear, however, that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated by appropriately structured planning processes within the SPR.

3.2.3 Institutional and Administrative Capacity

The regional administrative infrastructure in the Eastern Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as an Eastern Cape sub-centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the Eastern Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has five universities (University of Port Elizabeth, Vista, Fort Hare, Rhodes, and University of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed in relation to the infrastructure available in Grahamstown, Port Elizabeth, Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the SPR, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. Thus, while there is an adequate infrastructure to support separate SPRs, it could be argued that the creation of unified departments within the larger SPR would have the effect of strengthening service delivery in the disadvantaged areas of the Eastern Cape/Kei.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the Eastern Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1 % English and 1,9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the Ciskei and Transkei not reflected in the population at large. This sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white communities of East London and Port Elizabeth, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape/Kei. The western districts of the Eastern Cape, which represent the transition from the predominance of Xhosa speakers in the Eastern Cape/Kei to the predominantly Afrikaans speaking Western and Northern Cape contain communities which do not see themselves as part of the combined Eastern Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of the East Griqualand/Mount Currie/Umzimkulu area into the KwaZulu/ Natal SPR, as reflected in the submissions, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the Eastern Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from Eastern Cape/Kei.

Functional linkages between the Northern Transkei section of the Eastern Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-region for development planning. Kokstad presently serves as an economic node for the Northern Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from Northern Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the Norhtern Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service areas by an apartheid boundary.

It must be acknowledged that the Kokstad/Mount Currie area also has linkages to KwaZulu/Natal. From an E Cape/Kei perspective, however, the separation of this area from the Northern Transkei sub-region would be detrimental to the growth and development of this sub-region of the Eastern Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR has has been centred largely on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. Certain communities and interest groups in both the Eastern Cape and the Border-Kei sections do not identify with the greater Eastern Cape/Kei SPR, while other communities and interest groups do. Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the Commission, would in all likelihood be in the interests of the majority within this SPR.

PREFACE

The Negotiating Council of the Multiparty Negotiating Process on 28 May 1993 established a Commission on the Delimitation/ Demarcation of States, Provinces and Regions (SPR's). Taking the sensitivity around regional boundaries into account, the Commission had a daunting task to complete its work within the prescribed six week period and had to rely on the information it acquired from numerous written submissions and oral hearings in the main centres in the country. It was thus not possible for the Commission to consult with all the communities who would be directly affected by the SPR boundaries as recommended by the Commission.

The Negotiating Council in its meeting held on 9 August 1993 accepted the Report of the Commission as a useful starting point to the discussion on the delimitation/demarcation of SPR's and resolved that the Co- Chairpersons of the Commission are, in consultation with the Planning Committee, to work out the modalities to acquire oral and written evidence in respect of the so-called "sensitive areas". The Co-Chairpersons, after consultation with a sub-committee of the Planning Committee, agreed on a workplan to obtain, analise and evaluate further evidence with the assistance of a Task Force consisting of academics, researchers, technical experts as well as the majority of the members of the Commission.

The purpose of this report is not to redraw the boundaries flowing from the Commission's report but to provide further information to the Negotiating Council on issues relating to possible boundaries. It should be borne in mind that the future powers and duties of the SPR's have not yet been determined. Since these powers will have a major effect on the communities concerned, the delimitation of SPR's cannot be looked at in isolation.

It was agreed with the sub-committee of the Negotiating Council that the Co-Chairpersons would present their findings to the Negotiating Council before 15 October. Taking into account the fact that the Task Force had its first meeting on Saturday, 11 September it had to handle an enormous task in a very short time. In total 467 written submissions and 177 oral hearings had to be handled, analysed and evaluated and the Co-Chairpersons would like to extend their appreciation to all involved for their dedication and support.

It should be pointed out that the Co-Chairpersons did not attend all the hearings and accordingly base their conclusions on the findings and reports of the members of the Task Force as contained in the attached report.

The Co-Chairpersons, after having discussed the reports and findings of the Task Force, came to the following conclusions:

(a) The delimitation/demarcation of SPR's is in the South African context of constitutional evolution, debate and positioning a highly emotional issue. Given the historical development of areas and the dramatic transformation taking place in the country, it is not surprising that there are conflicting points of view from almost all communities. There are so many different interest groups, ~~each with its own agenda~~, that it is impossible to draw absolute conclusions that a community is for or against difficult

the specific recommendations of the Commission. In most instances, as indicated in the attached report, there were arguments "for" and "against" and any measurement of the feelings, desires and wishes of the individuals, organisations and communities becomes highly subjective.

(b) Substantial research and investigations was conducted and numerous meetings held by organisations and interest groups in preparing their submissions to the Task Force.

Some of the more relevant comments made in reaction to the recommendations of the Commission were inter alia the following:

- traditional leaders believe that the boundaries should not divide the land of their forefathers to fall into different SPR's;
- some communities have traditional family, business and other ties with a nodal point in an SPR which, as result of the recommendations, now falls in a different SPR;
- mining companies complained that in certain instances the suggested boundaries divide the operations of specific mines into two different SPR's;
- the inclusion of certain underdeveloped areas into specific SPR's may hamper the development potential of such a SPR;
- some communities have a strong desire to govern themselves and the recommended SPR's do not meet this need.

It will therefore, by its very nature, be extremely difficult for a body like the Negotiating Council to take definitive decisions on the boundaries that would satisfy all the citizens of the country, especially those communities who are directly affected by the boundaries as suggested by the Commission. Even a referendum in a certain community would not necessarily be the answer as certain communities indicated that they have no problem with the boundaries as recommended but that a revision, by including or excluding certain other areas in their SPR, would result in a change in their acceptance of the suggested boundaries.

c) Some proposals were tabled in favour of increasing the number of SPR's and or allowing for the creating of sub-regions on the basis that this would reduce the extent of dissatisfaction. Other parties indicated in their submissions the concern that the recommended 9 regions were too high and could bring about financial burdens that cannot be justified.

We are of the opinion that the number of regions should not be increased but the possibility of sub-regions should be investigated. The Task Force did not investigate the latter option as the Commission did not include it in their report and the Co-Chairpersons did not regard it as part of their brief.

The investigations of the Task Force, together with the earlier work done by the Commission, has identified the vast differences of opinions and emotions that future boundaries are generating. The analysis indicates that there are significant differences in materiality, in levels of sensitivity and in the potential for resolution.

The spectrum of changes in boundaries could likely range from marginal (such as in the case of Sasolburg, which could be included either into the OFS or the PWV region), to drastic (such as in the division of the Eastern Cape into two SPR's, or combining the OFS and North West into a single SPR)

Changes in the boundaries, especially if there is insufficient consensus, could result in non-acceptance by some factions leading to a never-ending process of protest and disruption.

Two areas illustrate the potential for conflict which exists in many parts of the country, namely:

- Griqualand East (Mt Currie)/Umzimkulu and
- Pretoria

In each case the local community has divergent opinions and the area itself is at the cusp of historic competing external interests. A resolution to the demarcation of these areas therefore must include all those who have an interest in the outcome and requires an inclusive process of negotiation and political leadership which is able to deal with diversity.

In conclusion we would like to underline the following points:

- The work of the Commission and the Task Force has opened the debate on delimitation and demarcation;

- The process, from a political standpoint, is at an early stage and taking the diversity into account it is clear that the subject matter has not yet been extensively analysed.

- While the differences and emotions of the interested communities are predictable, the points of view which have been brought to the surface represents valuable input to the negotiating process.

- The delimitation/demarcation of regions is not a legal or academic exercise dealing only with quantifiable or even logical arguments. It deals with the wishes, fears and emotions of human beings and therefor requires a forum capable of reaching consensus and agreement through a process of compromise and "give" and "take". Certain traditional criteria may have to be sacrificed in order to arrive at this compromise. The brief and mandate of the Commission and of the Task Force was not to find compromise between conflicting historical, political and often emotional issues held by various interest groups, however, compelling these may be.

further process?

- An inclusive process seems therefore to be imperative in order to arrive at a satisfactory conclusion and workable dispensation as far as SPR's are concerned.

- The responsibility to facilitate this complex issue and process, taking the volatile situation in our country into account, rests with all the political leaders. The extent to which they are able to amicably negotiate and resolve the issues impacting on the SPR's and influencing their followers towards accepting the outcome will decisively determine the success of a peaceful transition to democracy.

DR BAX NOMVETE **A.S.DU PLESSIS**

14 OCTOBER 1993

Document tends to be reducing the value of the Task Force report and of the criteria as a basis of demarcation. Possibly too much emphasis on the political dynamic.
Are the negotiators not looking to this report for assistance in making decisions?

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The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger regions of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potantial labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a

latively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created a situation where development planning and administration have been fragmented within the region.

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers ~~which~~ who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE E CAPE / KEI SPR

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* the combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other,

* the combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* the creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two regions would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

Arguments for separate regions

i) Submissions favouring the creation of two separate regions have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

ii) It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive

nds directly from a central pool, and would have its own representation in the national parliament.

iii) It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

iv) It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been conflictual???.

v) It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

vi) In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

Arguments for one region

i) Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

ii) It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger region.

iii) It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

iv) In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

v) One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

3.2 APPLICATION OF CRITERIA

GEOGRAPHIC COHERENCE

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

ECONOMIC AND DEVELOPMENT ISSUES

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the National Assembly, on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

In relation to the potential costs of establishing an SPR government, it can be anticipated that

e costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape / Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'.

Development Issues

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

INSTITUTIONAL AND ADMINISTRATIVE CAPACITY

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the

Δ Health indicators for this SPR indicate the differences in access to health facilities under the current regional administration operating in the E. Cape / Kei. The number of hospital beds per 1000 of population is 2,2 in the Transkei, 4,3 in the Ciskei, and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,1 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section.

melands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

Δ (Data in here on health, education, water, sanitation etc)

SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking,* The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

inhabitants of

SYNTHESIS / EVALUATION

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in

* and the Border-Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1% English and 1,9% Afrikaans.

written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / Kei SPR would satisfy the wishes of the ~~overwhelming~~ majority of the total population of this region.

← See 3.3 should come in here.

4. KWA ZU~~LU~~/NATAL **KwaZulu/Natal**

INDICATORS	AS PROPOSED BY CDDR	KWAZULU/NATAL INCLUDING EAST GRIQUALAND	KWAZULU/NATAL INCLUDING EAST GRIQUALAND AND UMZIMKULU
Area (000 km2)	174,2	7 594,7	7 765,7
Population (000)	6 137,0		
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1		
Official Urbanisation level (%)	35,0		
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		

THIS SHOULD COME IN AT THE OF THE SECTION ON E CAPE / KEI. (P 31 OF FIRST DRAFT DOC)

3.3 Sensitive Areas

3.3.1 Whether the East Griqualand / Mount Currie / Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu / Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section ... under the sensitive areas relating to the Kwa Zulu / Natal SPR. It is important, however, to briefly point out the implications for the E Cape / Kei SPR if this area were to be included in Kwa Zulu / Natal and excluded from E Cape / Kei.

Functional linkages between the Northern Transkei section of the E Cape / Kei SPR and the East Griqualand / Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-regional development planning unit, with Kokstad as a sub-regional nodal centre. Kokstad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospitals and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its service to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service area by an apartheid boundary.

While acknowledging, therefore that the Kokstad / Mount Currie area also has linkages to Kwa Zulu / Natal, **from an E Cape / Kei perspective** the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape / Kei SPR.

(See page ... for more detailed presentation of this issue)

EASTERN CAPE

Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		
Participation rate	**43,3**		
Absorption capacity	**37,6**		25,3
Official Unemployment rate	**24,8**	23,0	27,0
Male Absenteeism rate	**-29,4**	**-2,3**	**-37,3**
Dependency ratio	**3,6**	**1,9**	**5,1**
Real GGP (R million) (1988)	**13 675**	**7 117**	**6 559**
Real annual growth in GGP (1970-1988)	**1,8**		
Percentage distribution	**7,5**		
GGP per capita (R) (1988)	**2,297**	**5 307**	**1 422**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360**		
Gender ~~Sex~~ (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**

Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger SPR's of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

Summary of arguments for and against the E Cape /Kei SPR as contained in the submissions.

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the possible division of this SPR including:

* The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other. Drakensberg RSC area

* The combination of the E Cape with the ~~NE Cape~~ on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and ~~NE Cape~~). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPR's as contained ....

* Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

* It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when ~~combined within~~ the two are found Region D has been conflictual???.

* It has been further argued that a distinct sense of identity has developed in the

E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.
- Magisterial districts to west of PE.

3.1.2. Arguments for one SPR as contained in the submission

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

← Farmers views indeed

3.2 Application of criteria

3.2.1 Geographic coherence ←

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Kwazulu Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the ~~nominally~~ independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.3 Economic and development issues

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region,

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR.(The combined E Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not ~~become a 'tale of two cities'~~ focus exclusively on the relationship between the two major nodes in this SPR.

3.2.3 Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under one current regional adminstration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3.2 in the Transkei, 4.2 in the Ciskei and 6.0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. → Additional Region D data.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

Spell out more.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.4 INSTITUTIONAL AND ADMINISTRATIVE CAPACITY

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the

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Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.5. SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3.0% Southern Sotho, 2,1 % English and 1.9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the ~~two~~ homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

3.3. Evaluation

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on

economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / Kei SPR would satisfy the wishes of the majority of the total population of this region.

3.3 Sensitive Areas

The Multi-Party Negotiating Council identified this as an area to investigated.

3.3.1. Whether the East Griqualand/Mount Currie/Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu /Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the Kwa Zulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in Kwa ZUlu /Natal and excluded from E Cape/ Kei.

Functional linkages between the Northern Transkei section of the E Cape /Kei SPr and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti. Kostaad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstaad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstaad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore that the Kokstad Mount Currie area also has linkages to Kwa Zulu .Natal, from an E Cape/Kei perspective the separation of this area from the N transkei sub-region would be detrimental to the growth and development of

this sub-region of the E Cape /kei SPR.

There are physiographic differences within the E Cape/Kei with a semi-arid Karoo environment in the west ~~east~~ with small stock farming. The eastern section of Transkei receive higher rainfall and have a greater agricultural potential as well as greater potential water supplies.

Transkei and Ciskei have a long history of separate administration. United Transkeian Territories Act of 1903.

More on industrial decentralisation under development issues. Source of some of the tension.

Institutional could be separate due to presence of infrastructure in both sections.

Sense of identity extends to the hinterland of EL + PE.

3. EASTERN CAPE/KEI

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953,0	1 341,0	4 612,0
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		
Labour force participation	43,3		
Absorption capacity	37,6		
Official Unemployment rate	24,8		
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0	7 117,0	6 559,0
Real annual growth in GGP (1970-1988)	1,8		

SPR GGP as a percentage of SA's GGP	**7,5**		
GGP per capita (R) (1988)	**2,297,0**	**5 307,0**	**1 422,0**
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Personal Income per capita (1985)	**1 360,0**		
Gender (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
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under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
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Xhosa	**82,9**	**52,3**	**91,8**
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The greater Eastern Cape/Kei SPR as demarcated by the Commission is one of the larger SPR's of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape/Kei SPR has an urbanisation level of 84%, and the Border-Kei section of only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the E Cape/Kei SPR as contained in the submissions

The debates around the Eastern Cape/Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

Drakensberg Regional Services Council

* The combination of the E Cape with the ~~NE Cape~~ on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs as contained in the submissions.

Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

* It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

* In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

* It is argued that magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater region in relation to cultural and economic characteristics.

3.1.2. Arguments for one SPR

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei

* If the Border-Kei was separated from the Eastern Cape this would alter the balance between commercial and subsistence agricultural systems, ~~The commercial~~ putting pressure on the commercial farm sector in the Border-Kei section. ~~The commercial farms in the E Cape~~ have historically served as a labour reserve for the Port Elizabeth area. It is argued, therefore, that the commercial farms in the Eastern Cape and Border areas should be kept within one region, although it is suggested that the Transkei may be excluded from this region.

KEYINDIC

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments ~~most strongly~~ presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei ~~homelands~~ the. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The E Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape/Kei has been severely distorted by the establishment of separate administrations in the ~~nominally~~ independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the E Cape/Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which would make it the poorest SPR in the country, together with the N Transvaal. If it was

demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape /Kei produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875)for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, ~~is~~ it also includes the E Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should

be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not ~~become a 'tale of two cities'~~ focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under one current regional administration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3.2 in the Transkei, 4.2 in the Ciskei and 6.0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. * Incentive packages offered under this Programme have led to ~~the~~ industrial development at growth points within the Ciskei and Transkei, which at the same time (while they may not be sustainable in the long term) ~~are~~ have had a major impact on the ~~BE~~ of E Cape urban areas.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to development planning the separation of the Border-Kei

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 Institutional and Administrative Capacity

~~As a result of apartheid fragmentation~~, The regional administrative infrastructure in the E Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth

region from the E Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3.0% Southern Sotho, 2,1 % English and 1.9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different

areas of the E Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of this area into the KwaZulu/ Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from E Cape/Kei.

Functional linkages between the Northern Transkei section of the E Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Kostad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

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3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

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It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. ~~In view of the~~ submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape/Kei SPR would in all likelihood satisfy the wishes of the majority of the total population of this region.

~~western districts of the Eastern Cape~~ particularly in the western districts, do not identify with the greater region.

Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the commission, would in all likelihood be in the interests of the majority within this SPR.

3. EASTERN CAPE/KEI

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* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

* It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

* In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

* It is argued that magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater region, in relation to cultural and economic characteristics.

3.1.2. Arguments for one SPR

as reflected ---

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the Eastern Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei

* If the Border-Kei was separated from the Eastern Cape this would alter the balance between commercial and subsistence agriculture systems, putting pressure on the commercial farm sector in the Border-Kei region. KEYINDIC

have historically served as a labour reserve for the Port Elizabeth area.

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments ~~most strongly~~ presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei ~~homelands~~. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The E Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per km.) The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape/Kei has been severely distorted by the establishment of separate administrations in the ~~nominally~~ independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the E Cape/Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which would make it the poorest SPR in the country, together with the N Transvaal. If it was

demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape /Kei produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875)for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, ~~is~~ it also includes the E Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of ~~1~~ one seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape/Kei SPR would have the maximum of 100 seats)

economic viability?

Economic Functionality

The E Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should

be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not ~~become a 'tale of two cities'~~ focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under one current regional administration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3,2 in the Transkei, 4,2 in the Ciskei and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. How does it compare?

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. * Incentive packages offered under this Programme have led to ~~the~~ industrial development at growth points within the Ciskei and Transkei, while at the same time (which may not be sustainable in the long term) [illegible] stagnation in the ~~BE~~ & E London [illegible].

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to development planning, the separation of the Border-Kei

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 Institutional and Administrative Capacity

~~As a result of apartheid fragmentation~~, The regional administrative infrastructure in the E Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth

region from the E Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has ~~3~~ five universities (UPE, Vista, Fort Hare, Rhodes, and University of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with ~~the Eastern Cape Division located in Grahamstown, and~~ with a substantial judicial infrastructure in Bisho and Umtata. ^ in Grahamstown and Port Elizabeth as well as in

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the ~~region~~ SPR, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR could ~~would~~ have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1 % English and 1,9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the ~~two homelands~~ Ciskei + Transkei not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different

areas of the E Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of this area into the KwaZulu/Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from E Cape/Kei.

Functional linkages between the Northern Transkei section of the E Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Kostad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore that the Kokstad Mount Currie area also has linkages to KwaZulu/Natal, from an E Cape/Kei perspective the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for

development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. ~~In view of the~~ submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape/Kei SPR would in all likelihood satisfy the wishes of the majority of the total population of this region.

~~western districts of the Eastern Cape region~~ particularly in the western districts, do not identify with the greater region.

Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the commission, would in all likelihood be in the interest of the majority within this SPR.

3. EASTERN CAPE/KEI

INDICATORS	AS PROPOSED BY COMMISSION	E CAPE SEPARATE	BORDER/ KEI
Area (000 km^2)	174,2	84,4	89,8
Population (000) (1991)	5 953,0	1 341,0	4 612,0
Density (Persons per km^2) (1991)	35,1	15,9	51,4
Official Urbanisation Level (%) (1991)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy Rate (%) (Economic active population)	28,5		
Potential Labour Force (000)	2 156,8		
Participation Rate (%)	43,3		
Absorption Capacity (%)	37,6		25,3
Official Unemployment Rate (%)	24,8	23,0	27,0
Male Absenteeism Rate (%)	-29,4	-2,3	-37,3
Dependency Ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0 9 017,0	7 117,0 ~~4 688,0~~ 4 689,0	6 559,0 ~~6 564,0~~ 4 328,0
Real Annual Growth in GGP (%) (1970-1988)	1,8		

65,9 %
of Total.

SPR GGP as a Percentage of SA's GGP	**7,5**		
GGP per Capita (R) (1988)	**2,297,0** 1553	**5 307,0** 3587,0	**1 422,0** 961,0
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per Capita (1985)	**1 360,0**		
Gender (%) (1991)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age (yrs) (1991)			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race (%) (1991)			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language (%) (1991)			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape/Kei SPR as demarcated by the Commission is the second largest in terms of land area, and has the third largest population. It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R ~~2297~~ 1553, is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected by the fact that male migrancy out of the area, is one of the highest in the country at 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater Eastern Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The Eastern Cape section of the greater Eastern Cape/Kei SPR has an urbanisation level of 84%, compared to that of the Border-Kei section only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the Eastern Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the Eastern Cape/Kei SPR as reflected in the submissions

The main sensitive area relating to this SPR, is the question of whether the greater Eastern Cape/Kei should be one unit, or should be split in two. There have been a number of proposals as to the nature of the proposed division of this SPR including:

- The combination of Eastern Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

- The combination of the Eastern Cape with the Drakensberg Regional Services Council area on the one hand, and Ciskei, Transkei and the Border corridor on the other,

- The creation of a separate Eastern Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs as reflected in the submissions

- Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

- It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

- It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

- It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

- It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

- In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

- It is argued that the magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater SPR, in relation to economic and cultural characteristics.

3.1.2. Arguments for one SPR as reflected in the submissions

- Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

- It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

- It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

- In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

- If the Border-Kei was separated from the Eastern Cape section this would alter the balance between the commercial and subsistence agricultural sectors, putting pressure on the commercial farm sector in the Border-Kei. It is argued, therefore, that the commercial farms in the Eastern Cape and Border areas should be kept within one SPR, although it is suggested that the Transkei may be separated from this SPR.

- One of the arguments presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei A division between the Border-Kei and the Eastern Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The Eastern Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the Eastern Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate Eastern Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill.(Population density of 15,9 persons per sq km). The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the Eastern Cape/Kei has been severely distorted by the establishment of separate administrations in the 'independent' territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to avoid duplication and provide a more efficient infrastructural support base.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the Eastern Cape/Kei or of the separate Eastern Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the Eastern Cape and Border-Kei in relation to their populations. The Eastern Cape has a GGP per capita of R~~5 307~~ 3 287, which is just above the national average, while the Border-Kei has a GGP per capita of R~~1 422~~ 961, which, if it was demarcated separately, would make it the poorest SPR in the country along with the ~~N~~ Transvaal.

The combination of the Eastern Cape and the Border-Kei produces an SPR with a GGP per capita of R~~2 297~~ 2 533. This would mean an increase of R~~875~~ 592 (62%) for the Border-Kei section, and a decline of R ~~3010~~ 2034 for the Eastern Cape, ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the Eastern Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, if it is joined to the Eastern Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the Eastern Cape. It is likely that costs per capita of SPR government will be greater for those regions with small populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the Eastern Cape / Kei. In terms of the allocation of one seat in the SPR legislature for every 50 000 ~~of population~~ voters, with a ~~maximum~~ of 30 and a ~~minimum~~ of 100 seats, the separate Eastern Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined Eastern Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The Eastern Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under the various regional administrations operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3,2 in the Transkei, 4,2 in the Ciskei and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,1 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. For South Africa as a whole, the figures are 4,0 hospital beds and 0,6 doctors per 1000 of population.

In relation to potential water supplies it should be noted that the Border-Kei section is far better endowed than the Eastern Cape section, with the Border-Kei having a potential of 5900 cubic metres per annum out of the total 6400 cubic metres for the SPR as a whole. In terms of the actual provision of safe domestic water, however, the rural areas are worse off than the urban areas. An estimated 15% of the urban population do not have access to clean water, while this figure for the rural areas of the Transkei is 53%.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. Incentive packages offered under this Programme led to industrial development at designated growth points within the Ciskei and Transkei, (which may not be sustainable in the longer term), while at the same time there was stagnation in the Port Elizabeth and East London areas.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to the formulation of development strategies, therefore, the separation of the development planning process of the Border-Kei from that of the Eastern Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

It is clear, however, that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be posed, however, as to whether these sub-regional development foci necessitate the splitting of an SPR in a case such as the Eastern Cape/Kei, or whether they can be accommodated by appropriately structured planning processes within the SPR.

3.2.3 Institutional and Administrative Capacity

The regional administrative infrastructure in the Eastern Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as an Eastern Cape sub-centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the Eastern Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has five universities (University of Port Elizabeth, Vista, Fort Hare, Rhodes, and University of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed in relation to the infrastructure available in Grahamstown, Port Elizabeth, Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the SPR, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. Thus, while there is an adequate infrastructure to support separate SPRs, it could be argued that the creation of unified departments within the larger SPR would have the effect of strengthening service delivery in the disadvantaged areas of the Eastern Cape/Kei.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the Eastern Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1 % English and 1,9% Afrikaans. ~~The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.~~

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the Ciskei and Transkei not reflected in the population at large. This sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white communities of East London and Port Elizabeth, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape/Kei. The western districts of the Eastern Cape, which represent the transition from the predominance of Xhosa speakers in the Eastern Cape/Kei to the predominantly Afrikaans speaking Western and Northern Cape contain communities which do not see themselves as part of the combined Eastern Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of the East Griqualand/Mount Currie/Umzimkulu area into the KwaZulu/ Natal SPR, as reflected in the submissions, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the Eastern Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from Eastern Cape/Kei.

Functional linkages between the Northern Transkei section of the Eastern Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-region for development planning. Kokstad presently serves as an economic node for the Northern Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from Northern Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the Norhtern Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service areas by an apartheid boundary.

It must be acknowledged that the Kokstad/Mount Currie area also has linkages to KwaZulu/Natal. From an Eastern Cape/Kei perspective, however, the separation of this area from the Northern Transkei sub-region would be detrimental to the growth and development of this sub-region of the Eastern Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR ~~has~~ has centred largely on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section, requires urgent attention from a future central government as well as from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commission's first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be

accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. Certain communities and interest groups in both the Eastern Cape and the Border-Kei sections do not identify with the greater Eastern Cape/Kei SPR, while other communities and interest groups do. Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the Commission, would in all likelihood be in the interests of the majority within this SPR.

2 EASTERN TRANSVAAL

INDICATORS	AS PROPOSED BY CDDR	OPTION 2	OPTION 3
Area (000 km2)	87,4		
Population (000)	2 129,5		
Population Growth (%) 1985-1991	2,6		
Density (Persons per km2)	27,2		
Official Urbanisation level (%)	35,3		
Growth in Urbanisation (%) (1985-1991)	3,5		
Illiteracy rate (Economic active population)	**31,5**		
Potential labour force (000)	**921,2**		
Participation rate	**67,1**		
Absorption capacity	**54,0**		
Official Unemployment rate	**8,9**		
Male Absenteeism rate	**24,6**		
Dependency ratio	**1,6**		
Real GGP (R million) (1988)	**9 835**		
Real annual growth in GGP (1970-1988)	**3,3**		
Percentage distribution	**8,1**		
GGP per capita (R) (1988)	**4 974**		

Personal Income/ GGP (%) (1985)	**42,5**		
Personal Income per capita (1985)	**2 341**		
Sex (%) **Male** **Female**	 **53,3** **46,7**		
Age **under 15** **15-65** **65 and over**	 **39,9** **57,6** **2,5**		
Race **Black** **White** **Coloured** **Asian**	 **84,6** **14,0** **0,9** **0,5**		
Language			

The Eastern Transvaal SPR is the second smallest in terms of both population, 5% of the total, and land area, 78 300 sq km. At 27,2 persons sq km, the population density is just below the national average. This SPR has an inflow of male workers as reflected in the positive 24,6% rate.

This SPR has a relatively diverse economic resource base and has the second highest GGP per capita at R 4 974. This indicator tends to exaggerate the economic strength of the Eastern Transvaal, as a large amount of income leaves the region and accrues to head offices of companies and parastatals in the PWV. This is reflected in the low personal income/GGP ratio of 42,5%. The Eastern Transvaal SPR, however, has a personal income per capita of R 2 341, placing it 4th.

The Eastern Transvaal is heteogeneous in relation to language groups with a predominance of Swazi speakers 37,7%, Zulu speakers 27,2%, and Afrikaans speakers 11,8%. The SPR has the third highest illiteracy rate at 28,5%.

2.2.1 Summary of arguments for and against the SPR

Arguments for the SPR

- The territory is geographically coherent and compact in relation to its shape and size.
- Despite a diversity of language and cutural groups, there is a well developed sense of identity and a spirit of cooperation in the Eastern Transvaal.
- The Eastern Transvaal has a diverse resource base in agriculture, mining, electricity and manufacturing, with a good potential for economic development.
- The Eastern Transvaal has an economic character that is distinct from the PWV.

Arguments against the SPR

- The SPR consists of diverse physiographic environments such as the Transvaal Highveld, a part of the Eastern Transvaal Lowveld and Escarpment, and the south eastern geographical subregion. The boundaries do not thus coincide with the traditional physiographic region knwn as "Eastern Transvaal".
- The SPR lacks cultural homogeneity.
- The SPR lacks the integrating power of a distinct regional capital capable of rendering higher order services and institutional functions associated with it.
- The SPR has a poor tax base and will be unable to finance its own government. Being dependent upon the central fiscus, its autonomy will be compromised.

2.2.2 Application of Criteria

Geographic coherence

The southern (provincial) boundary with Natal and the OFS and the (international) eastern boundaries with Swaziland and Mozambique are historical boundaries and therefore stable. The northern boundary with the Northern Transvaal SPR and the western boundary with the PWV SPR is based on development region boundaries. These boundaries have either been changed (Delmas) or are in dispute in sensitive areas: Bronkhorstspruit, KwaNdebele, Groblersdal, Nebo, Witbank, Middelburg, Lydenburg, Pilgim's Rest, Mapulaneng, Mhala and the Kruger National Park.

Regarding rural-urban linkages, there is no single metropolitan area, city or secondary city capable of

integrating the whole area into a functionally linked or single, integrated urban service area in the SPR. Instead, a number of regional towns with their service areas are found: Nelspruit in the Lowveld, serving an area at least up to Mhala and Hoedspruit in the north (cause of a boundary dispute), Witbank-Middelburg, serving the Highveld subregion (and is in turn served by Pretoria in respect of higher-order services), Secunda-Standerton with the southwest subregion as service area, and Ermelo, serving the southeast. Some towns have spill-over linkages across SPR boundaries: Lydenburg-Sekhukhune, Nelspruit-Mhala, Groblersdal-Nebo, Groblersdal-Kwandebele, etc.

The Highveld region inparticular, namely Witbank, Middelburg, Delmas, Bethal and Highveld Ridge, have close ties with Pretoria through industrial axes, employment linkages, traditional and historical ties as articulated by the Ndebele community who claim to represent the majority in the area.

While the Eastern Transvaal appears compact on a map, it is physiographically diverse: the Lowveld, Escarpment and Kruger National Park forms part of a Central Savannah Bioregion stretching to the Zimbabwe border in the north. The southern parts of the Witbank and Middelburg districts link up with the districts to the south and west (Delmas, Bronkhorstspruit and Pretoria) in a Highveld region. The Northern half of the Middelburg district and the Groblersdal district forms part of a Bushveld environment.

Economic and development issues

Economic Functionality

Three of the ten criteria in the original brief of the Commission on Demarcation/Delimitation of SPRs (CDDR), relate to economic functionality/nodality, namely:

- Administrative considerations including ... nodal points for services
- The need to minimise inconvenience to the people
- The need to minimise the dislocation of services

The CSIR has demarcated nodal or functional areas within which travel densities are high, but between which they are low. Each of the areas are centred on a nodal point which is the destination of many of the work, shopping and social trips undertaken within the area. The rest of the area consists of the spatial origins of the trips. Conversely, delivery of goods and rendering of services from the nodal point typically take place within the rest of the area. Communications, such as telephone calls and delivery of mail, also tend to follow this pattern.

Development Region F, the Eastern Transvaal, has been subdivided into four nodal areas, namely:

- T5: Groblersdal
- T12: Lowveld-Eastern Transvaal
- T13: Witbank-Middelburg
- T14: South Eastern Transvaal

These are indicated on Map 1. The three main nodal areas (T12 to T14) closely resemble the areas of

the three regional services councils (RSCs) in Region F.

(This bit on the linkages should probably be in the discussion on whether to join to Pretoria)
Development Region H, the PWV Region, has also been subdivided into a number of nodal areas, the relevant ones being:

- H6: Far East Rand
- H9: Pretoria Area
- H10: Bronkhorstspruit Area

These are also indicated on Map 1. It is clear that the CSIR took the boundaries of Region H as given in the demarcation of the nodal areas. The Far East Rand and the Bronkhorstspruit area border on Region F. The traffic flows between these nodal areas and the adjacent ones in Region F are relatively dense, but not as dense as those between them and the rest of Region H (PWV Consortium 1993: fig 1).

Economic Viability

The Eastern Transvaal SPR has a relatively diverse economic resource base, with a spread between agriculture, mining, manufacturing and electricity production. The GGP per capita for this SPR, at R4974, is second only to the PWV. This SPR, however, has the lowest personal income / GGP ratio at 42,5%, reflecting a situation which sees the income generated by a number of major companies and paprastatals leaving the region and accruing to head offices in the PWV. Thus while the GGP per capita for this SPR is considerably higher than the national average, personal incomes per capita are just below the national average, at R2341. This figure is still better, however, than the OFS, Eastern Cape/Kei, KwaZulu / Natal, Northern Transvaal, and North West SPRs.

(A paragraph on costs of regional government for the E Transvaal SPR could be put in here or under instituional and administrative capacity)

Institutional and administrative capacity

Central Government has decentralised a number of functions in the SPR, but they are spread over seven towns, with the largest concentration in Nelspruit due to its remoteness from Pretoria, from where all services were rendered at first. While administrative capacity exists in the region, the issue of its centralisation in one centre (the future capital of the proposed SPR) will be a costly affair. The only existing infrastructure for regional government appears to be in Kangwane (Louisville).

Institutional capacity in terms of medical services are poor (doctors/1000 0,28, nurses 1,12, hospital beds 2,11). There is no supreme court or own universities or technikons (only satellite facilities).

Should Nelspruit become the capital, it will be convenient for the communities in the Lowveld and Escarpment, but not for those on the Highveld.

Socio-cultural aspects

The Eastern Transvaal is relatively heterogeneous with three dominant language groups, namely Swazi speakers 37,7%, Zulu speakers 27,2%, and Afrikaans speakers 11,8%. A similar heterogeneous profile exists in the Northern Transvaal (North Sotho, Shangaan-Tsonga and Venda) while in Kwazulu-Natal, Zulu speakers ar clearly dominant. The position is quite different in the PWV where no language group clearly dominate. Therefore, taking language as an indicator of culture, the Eastern Transvaal, as well as the Northern Transvaal and Kwazulu-Natal, is culturally more homogenous than the PWV. In fact, the latter can be regarded as a cosmopolitan SPR.

Regarding demography, only 36% of the population of 2,1 million is urbanised. With 41% of the people under 15 years of age and a relatively high illiteracy rate of 32%, development needs are substantial.

In relation to the relatively heterogeneous language composition of the Eastern Transvaal, claims to a sense of identity within this SPR appear to based on factors other than linguistic and cultural grounds.

THIS SHOULD COME IN AT THE OF THE SECTION ON E CAPE / KEI. (P 31 OF FIRST DRAFT DOC)

3.3 Sensitive Areas

The multi-Party Negotiating council identified this as an area to be ~~an issue~~ investigated

3.3.1 Whether the East Griqualand / Mount Currie / Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu / Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section A. under the sensitive areas relating to the Kwa Zulu / Natal SPR. It is important, however, to briefly point out the implications for the E Cape / Kei SPR if this area were to be included in Kwa Zulu / Natal and excluded from E Cape / Kei.

Functional linkages between the Northern Transkei section of the E Cape / Kei SPR and the East Griqualand / Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-regional development planning unit, with Kokstad as a sub-regional nodal centre. Kokstad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospitals and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its service to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service area by an apartheid boundary.

While acknowledging, therefore that the Kokstad / Mount Currie area also has linkages to Kwa Zulu / Natal, from an E Cape / Kei perspective the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape / Kei SPR.

(See page ... for more detailed presentation of this issue)

written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / Kei SPR would satisfy the wishes of the ~~overwhelming~~ majority of the total population of this region.

Sec 3.3 should remain here.

4. KWA ZU~~LU~~/NATAL KwaZulu/Natal

INDICATORS	AS PROPOSED BY CDDR	KWAZULU/NATAL INCLUDING EAST GRIQUALAND	KWAZULU/NATAL INCLUDING EAST GRIQUALAND AND UMZIMKULU
Area (000 km2)	174,2	7 594,7	7 765,7
Population (000)	6 137,0		
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1		
Official Urbanisation level (%)	35,0		
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		

7pitch

3. EASTERN CAPE/KEI

Key indicators

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953	1 341	4 612
Population Growth (%) 1985-1991	1,9	—	—
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1	—	—
Illiteracy rate (Economic active population)	28,5	—	—
Potential labour force (000)	2 156,8	—	—
Participation rate	43,3	—	—
Absorption capacity	37,6	—	25,3
Official Unemployment rate	24,8	23,0	27,0
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675	7 117	6 559
Real annual growth in GGP (1970-1988)	1,8	—	—
Percentage distribution	7,5	—	—

GGP per capita (R) (1988)	2,297	5 307	1 422
Personal Income/ GGP (%) (1985)	90,3	—	—
Personal Income per capita (1985)	1 360	—	—
Sex (%)			
Male	45,0	50,9	43,2
Female	55,0	49,1	56,8
Age			
under 15	44,2	34,3	47,2
15-65	50,2	61,2	47,0
65 and over	5,5	4,5	5,8
Race			
Black	87,2	56,4	96,4
White	5,9	17,6	2,4
Coloured	6,7	25,3	1,1
Asian	0,2	0,7	0,1
Language			
Xhosa	82,9	52,3	91,8
Afrikaans	9,4	35,5	1,9
English	3,9	10,4	2,1
S Sotho	2,4	0,1	3,0

The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger ~~regions~~ SPRs of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a

relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created ~~a situation where~~ development planning and administration ~~have been fragmented within the region~~. within the SPR. fragmentation in

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers ~~which~~ who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE E CAPE / KEI SPR

Small letters

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

- the combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other,
- the combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,
- the creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two ~~regions~~ SPRs would be the Fish River.

While all these options have been examined, the debate has essentially ~~come down to the~~ boiled down question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

Reduce 2 spaces between sections

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3.1.1 Arguments for separate ~~regions~~ SPR's

indent

- ~~i)~~ Submissions favouring the creation of two separate ~~regions~~ SPRs have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.
- ~~ii)~~ It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive

funds directly from a central pool, and would have its own representation in the national parliament.

iii) It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

iv) It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been conflictual???.

v) It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

vi) In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

3.1.2. **Arguments for one ~~region~~ SPR**

i) Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

ii) It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger ~~region~~ SPR.

iii) It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

iv) In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

v) One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

3.2 APPLICATION OF CRITERIA

3.2.1. GEOGRAPHIC COHERENCE

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2. ECONOMIC AND DEVELOPMENT ISSUES

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

In relation to the potential costs of establishing an SPR government, it can be anticipated that

The costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape / Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'.

Economic Viability ???

Development ~~Issues~~ Potential

3.2.3 Social and physical infrastructure ???

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

Insert A from p.30

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 INSTITUTIONAL AND ADMINISTRATIVE CAPACITY Small letters

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the

Health indicators for this SPR show differences in access to health facilities under the current regional administ operating in the E. Cape/Kei. The number of hospital beds per 1000 of population is 3,2 in the Transkei, 4,2 in the Ciskei, and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,1 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

(Data in here on health, education, water, sanitation etc)

3.2.4 SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking,* The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

3.3 ~~SYNTHESIS~~ / EVALUATION

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in

* and the Border-Kei section comprising 91,9% Xhosa speakers, 3,0% Southern Sotho, 2,1% English and 1,9% Afrikaans.

B. EASTERN CAPE/KEI

INDICATORS	AS PROPOSED BY CDDR	EASTERN CAPE	~~E. CAPE/KEI~~
Area (000 km2)	174,2		
Population (000)	5 953	1 341	4 612
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1	84,0	20,0
Official Urbanisation level (%)	35,0		
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		
Participation rate	43,3		
Absorption capacity	37,6		
Official Unemployment rate	24,8		
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675	7 117	6 559
Real annual growth in GGP (1970-1988)	1,8		
Percentage distribution	7,5		

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EASTERN CAPE / KEI

The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger regions of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potantial labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 16% ~~20%~~. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created a situation where development planning and administration have been fragmented within the region.

84 + 16 = 100 %

In absolute terms the GGP of E.Cape and B/Kei is the same

B. Kei is homogenous with Xhosa at 93 %
E-Cape is shared between Xhosa + Afrikaans

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers which comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region are the next largest group at 9,4% of the population.

E.

GGP per capita (R) (1988)	**2,297**	**5 307**	**1 422**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360**		
~~**Sex (%)**~~ Gender			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			

This SPR is about the same size as the Northern Transvaal yet more densely populated than the latter. The SPR accommodates 16% of South Africa's population.

The area has a low urbanisation rate, similar to Eastern Transvaal, surpassed only by the Northern Transvaal and North West.

The illiteracy rate approximates that of KwaZulu/Natal, these two areas have a poor human resource potential, yet still far better than Northern Transvaal and North West.

(Further description of key indicators for Eastern Cape/Kei SPR

SUMMARY OF ARGUMENTS FOR AND AGAINST THE E CAPE / KEI SPR

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have

essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* the combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other,

* the combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* the creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two regions would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

Arguments for separate regions

i) Submissions favouring the creation of two separate regions have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

ii) It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

iii) It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

iv) It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been conflictual???.

v) It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

vi) In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

Arguments for one region

i) Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

ii) It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger region.

iii) It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

iv) In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

v) One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

Does the same argument not apply to the N. Tvl region?

In which submission did this argument appear?

APPLICATION OF CRITERIA

Physiographically there is a major difference between the Border/Kei and the E. Cape. The latter is largely an arid Karoo environment with relatively little potential to carry large populations. The farming is based on extensive small-stock systems. Border/Kei largely situated below the escarpment gets much higher rainfall, has enough water for hydro-electricity in Transkei and has farming systems and potential to carry much larger populations if properly managed.

GEOGRAPHIC COHERENCE

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Natal.

84 160 000 km²

Splitting this SPR would create a relatively small E Cape with a land area of .... and a population of 1,3 mill. The Border-Kei would have a land area of 89 840 000 km² ... and a population of 4,6 mill.

This was never one territorial unit, so how could it have been distorted?

administrative

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The

When was it part of this SPR? You can only "reincorporate" it into the Cape Province, or to be more precise, the Cape Colony. Ciskei was established as a black area by the Glen Grey Act of 1895, while Transkei was set aside as a separate area for blacks by the "United Transkeian Territories Act" of 1903

reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

The territories have thus not had a common history with the E. Cape. It was never at any stage governed from Port Elizabeth or East London. Government was from Cape Town until a local territorial authority was established in Umtata in 1931.

ECONOMIC AND DEVELOPMENT ISSUES

Economic Viability

Tax collected 1991
E Cape R151 01 652 m
Border-Kei R2421, 793 m

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

That moneys will still be concentrated in the E. Cape and not in the B/Kei

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

The tax base of the E. Cape is strong enough to support the E. Cape as a viable SPR, but not the larger E. Cape/Kei

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR.

of voters rather?

Should you not base this on the number of voters or votes cast?

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

In 1991/92 Central Government transferred the following amounts in fiscal aid to the Border/Kei area: Ciskei R697 000 000
Transkei R1368 100 000 (This figure is more than tax collected in E.Tvl)
If R 2065 100 000 is spent on the larger area (where people can help themselves in the E.Cape) what will the "diluted" impact be on the development needs of the Border/Kei?

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'. Labour flows also extends to the Cape Town Metropolitan area on the same basis as to Port Elizabeth. It should be part of the picture

Development Issues

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. → Border Kei and T.Kei and Ciskei in particular who were favoured by industrial decentralization

Port Elizabeth has actually lost jobs over the past 20 years relative to the policies. It is doubtful if the Port Elizabeth – Uitenhage industrial base is significantly stronger than that in East London, Butterworth, Dimbaza, Zwelitsha, Berlin and Queenstown combined. You need figures to prove this.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

INSTITUTIONAL AND ADMINISTRATIVE CAPACITY

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

There is no legislative infrastructure in PE since the Cape Prov. Admin. was centered in Cape Town.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

decentralized

All the central govt. office functions found in PE are also duplicated in East London simply because the E. Cape/Border was never one area but a subregion in its own right.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, as well as Port Elizabeth and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation

In what way ?

of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

How? If it is centered in PE how would it improve "delivery" in Pondoland?

(Data in here on health, education, water, sanitation etc)

SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 56% Xhosa speaking, 36 ... % Afrikaans speaking and 8 .. % English speaking. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

What is the "Black population", and how is it articulated? The "Black" population also regard areas beyond the E.Cape boundaries as theirs. Have the Transkei people a sense of identity with Graaff-Reinet or Aberdeen or Willowmore?

A sense of identity cannot be focussed on artifial development region boundaries

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

Their sense of identity is not confined to the inhabitants of the two cities only

SYNTHESIS / EVALUATION

functional and linguistic

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on economic, ~~and~~ developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Which data? If the E.Cape was strong enough to make the E.Cape/Kei viable I would agree, otherwise the data do not support the argument.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are

5. NORTHERN TRANSVAAL

INDICATORS	AS PROPOSED BY THE COMMISSION
Area (000 km$^{2)}$	174,0
Population (000)	4 525,3
Population Growth (%) 1985-1991	3,1
Density (Persons per km2)	26,0
Official Urbanisation level (%)	8,8
Growth in ~~Urbanisation~~ (%) (1985-1991)	3,6
Illiteracy rate (Economic active population)	35,1
Potential labour force (000)	1 418,5
Participation rate	38,1
Absorption capacity	32,4
Official Unemployment rate	17,0
Male Absenteeism rate	-37,1
Dependency ratio	4,8
Real GGP (R million) (1988)	3 786
Real annual growth in GGP (1970-1988)	4,3

INDICATORS	AS PROPOSED BY THE COMMISSION
Percentage distribution	**3,1**
GGP per capita (R) (1988)	**914**
Personal Income/ GGP (%) (1985)	**87,6**
Personal Income per capita (R) (1985)	**725**
Sex (%)	
Male	**44,5**
Female	**55,5**
Age	
under 15	**51,0**
15-65	**45,5**
65 and over	**3,5**
Race	
Black	**97,1**
White	**2,7**
Coloured	**0,1**
Asian	**0,1**
Language (%)	
Northern Sotho	**56,6**
Tsonga	**23,1**
Venda	**11,5**
Ndebele	**3,4**
Afrikaans	**2,6**
Tswana	**1,5**
Zulu	**0,8**
English	**0,4**

This SPR is home to 12% of South Africans living in a relatively less densely populated area. The SPR has a markedly low urbanisation level as compared with all other SPRs. The area is largely rural, even though it has a high growth rate in urbanisation. The area also has the highest male absenteeism rate.

Northern Transvaal is predominantly Black, in fact this area has the lowest percentage of whites compared with all other SPRs. This SPR has the highest proportion of children under 15 years, and by default the lowest percentage of economically active population. The SPR

also has the second highest illiteracy rate, only slightly surpassed by the North West.

5.1. Arguments for and against a Northern Transvaal SPR as demarcated by the Commission as reflected in submissions

5.1.1. Arguments for a separate Northern Transvaal SPR

It is acknowledged that this SPR will be incapable of functioning as an independent financial entity, but the sense of belonging that has developed between the various population groups, justified it to be demarcated as a separate SPR. No other SPR seems inclined to combine with this SPR due to its heterogenous population composition and its economic position.

5.1.2. Arguments against Northern Transvaal as a separate SPR

There were no real objections to the demarcation of the Northern Transvaal as a separate SPR. Arguments against the Commission's proposal related mainly to the inclusion or exclusion of specific sensitive areas.

5.2. Application of Criteria

5.2.1. Geographic coherence

In terms of its shape, the Northern Transvaal forms a geographically compared entity. Given the fragmented nature of current homeland boundaries, the recommended demarcation will substantially improve the geographic compactness of the SPR. A fair balance of larger and smaller towns exists within the demarcated area which acts as service centres to the surrounding rural areas. A fair balance of urban-rural linkages therefore exists.

5.2.2. Economic and development issues

Economic Functionality

Two functional economic units can be distinguished in this area, viz., the magisterial districts of Ellisras, Thabazimbi, Waterberg, and a portion of Warmbad, on the one hand, and the rest of the areas with Pietersburg as its nodal point, on the other. The question whether the first mentioned unit and other border districts maintain stronger functional links with adjacent SPRs, is dealt with later. Pietersburg exerts such a strong influence as a functional node that in terms of the criterion of economical functionality, the Northern Transvaal could be demarcated as a separate SPR.

Economic Viability

This SPR is poorly off in terms of its average GGP per capita, economic resources base and quality of life indicators. The population comprises 12% of the South African population, yet it generates only 3,1% of South Africa's GGP. Given the

per capita personal income (1985) of R725, the Northern Transvaal is likely to need plenty of resources from the central government to serve the needs of its population.

Social and Physical infrastructure

The Northern Transvaal has a poor infrastructure to deliver services to a large disadvantaged population. The doctor to population ratio is the lowest in the country, namely, 3,8 per 1 000 population. The hospital bed to population ratio is 2,6 beds per 1 000 population.

This SPR has the highest proportion of children under 15 years, and the lowest economically active population. It has the second highest illiteracy rate. This suggests that the human resource potential necessary for development is inadequate sanitation. It would therefore, need resources from outside the SPR to provide services to all.

As far as physical infrastructure is concerned both the road network density for the entire area and the provision of rural roads is at the national average. It is estimated that 60% of the population do not have adequate water. Over 70% have inadequate and no electricity sanitation. The provision of services is pronounced and intergovernmental transfers would be required to make the SPR sustainable.

Development Potential

Due to the low absorption capacity only a small portion of the potential labour force can find work in the SPR. The SPR has the highest male absenteeism rate. The SPR has a comparative advantage in agriculture. It has a good potential to improve its agricultural sector and related industries. In certain areas a high potential exist for the further development of game farming and eco-tourism. However, strenuous efforts to develop its human resources potential, will be required.

5.2.3. Institutional and administrative capacity

The SPR is served by the administrative and institutional infrastructure of the Republic of South Africa, the Republic of Venda, the Self-governing Territories of Gazankulu and Lebowa, the Transvaal Provincial Administration, Regional Services Councils and numerous local governments.

Administrative and institutional capacity to exercise assigned SPR functions should not pose a difficulty. The need for rationalization and integration of existing institutional structures is apparent and inevitable. The Pietersburg/Lebowakgomo complex has the necessary infrastructure to accommodate a regional government. Management capacities vary widely within the governmental and non-governmental sectors. Cooperation and planning arrangements between the public and the non-governmental sector can be improved in order to increase institutional and administrative capacity.

The recommended demarcation provides adequate opportunity for the integration, rationalization and maximization of available institutional capacities of, inter alia, regional institutions such as the Transvaal Provincial Administration and the Venda, Gazankulu and Lebowa administrations.

5.2.4. Socio-cultural aspects

In spite of the heterogeneous nature of the Northern Transvaal population and taking into account the feelings of certain groups in sensitive border areas, a sufficient sense of regional identity exists.

5.3. Sensitive Area: Pretoria/Wonderboom

5.3.1. Arguments for inclusion of ~~Pretoria/Wonderboom~~ in the Northern Transvaal

- Pretoria's inclusion in the PWV will lead to a relative oversupply of resources such as museums, libraries and theatres in that SPR. Demarcating Pretoria into another SPR like the Eastern Transvaal or the Northern Transvaal would result in a better distribution of sophisticated cultural facilities amongst SPRs.

- The inclusion of Pretoria in the Northern Transvaal is essential if the economic and resource base of this SPR is to be strengthened and brought in balance with the other SPRs.

- Pretoria could improve the educational infrastructure of the Northern Transvaal.

5.3.2. Arguments against inclusion ~~of Pretoria/Wonderboom~~ in the Northern Transvaal

~~The following arguments were presented against~~ the inclusion of the Northern Transvaal in a single SPR with Pretoria ~~and Eastern Transvaal~~:

- ~~It~~ will reduce the capital wealth of such a large SPR resulting in a poor fiscal capacity, depriving the future government of enough revenue.

- It will be detrimental to the development potential of such a large SPR and it will negate and frustrate the principles and advantages of federalism.

- Pretoria would deprive Pietersburg of its status as capital of the Northern Transvaal. There is no need in the Northern Transvaal for access to Pretoria's educational facilities.

- Inclusion of Pretoria in the Northern Transvaal would drag the Greater Pretoria into poverty with very little economic viability

5.3.3. Application of criteria

If the districts of Pretoria and Wonderboom were to be demarcated into the Northern Transvaal, the geographic compactness of the Northern Transvaal SPRs will be affected negatively. A projected finger will be created in the south, which would necessitate considering the inclusion of at least Cullinan and KwaNdebele as well.

A Northern Transvaal SPR could undoubtedly benefit in terms of economic viability, development potential and social infrastructure if Pretoria were included. This advantage should, however, be measured against the effect the exclusion of Pretoria from the PWV would have on the latter SPR (See PWV).

The Northern Transvaal has adequate administrative and institutional capacities and there is accordingly no reason to include Pretoria in the this SPR as far as ~~the~~ this criterion is concerned.

5.4. Sensitive Area: Globlersdal

5.4.1. Arguments for inclusion ~~of Groblersdal~~ in the Northern Transvaal

The Nebo district of the existing Lebowa does have economic linkages with the Groblersdal and Marble Hall districts of the present Eastern Transvaal region. However, in view of historical boundaries as well as population and economic criteria it is recommended that the Loskop Valley (which includes Groblersdal, Marble Hall, Nebo and Motetema) form an integral part of the Northern Transvaal.

Economically Groblersdal forms an integral part of the Northern Transvaal. Almost 75% of its buying power derives from Nebo and Sekhukhuneland. Communities of the latter would be subsidising the Eastern Transvaal SPR to the detriment of its own development needs. Groblersdal draws farm labourers from these areas.

Of the district's permanent population roughly 85% are of Pedi descent. An artificial division between these communities of the Loskop valley would have disastrous consequences for future planning, development and effective governance.

5.4.2. Arguments against inclusion ~~of Groblersdal~~ in the Northern Transvaal

As an economic growth area Groblersdal does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could increase practical problems regrading infrastructure development in the SPRs. Roads, power lines and pipelines, and the maintenance thereof could become costly since the borderline between the Northern Transvaal and Eastern Transvaal could leave areas that are difficult to manage unattended. Water supply is obtained from Loskop Dam which could cause managerial problems should the area be separated from this main lifeline.

5.4.3. Application of criteria

The geographic compactness of Northern Transvaal could be improved by including

Groblersdal. The inclusion or exclusion of Groblersdal in or from the Northern Transvaal or the Eastern Transvaal, respectively, will have no meaningful effect on the economic viability, social and physical infrastructure, development potential and administrative and institutional capacity of any one of the concerned SPRs.

In terms of economic functionality, stronger economic linkages exist between Groblersdal and the adjacent part of Northern Transvaal than with those of Eastern Transvaal.

Strong cultural linkages with adjacent parts of Northern Transvaal can be deduced from the fact that 47,3% of the population of the Groblersdal district is Northern Sotho speaking, the second largest language group comprises only 15,2% of the population.

It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.5. Sensitive Areas: Kruger National Park

5.5.1. Arguments for inclusion of the whole ~~of the Kruger National~~ Park in the Northern Transvaal

The Kruger National Park should be administered by a single authority. Should it be decided that the regional governments must accept this responsibility, the Kruger National Park will have to be incorporated into a single SPR. If it is incorporated into the Northern Transvaal, it should be governed by the Central Government under the custodianship of an international wild life body and all income, tax and/or levies be transferred to the Northern Transvaal SPR because the Park geographically forms a natural part of the Northern Transvaal Lowveld.

The Kruger National Park should be managed as a national asset, but for the purpose of a second tier government it should be included in the Northern Transvaal SPR by reason of its predominant and pervasive socio-cultural linkage with this SPR along and across an extensive common border.

5.5.2. Arguments against inclusion of the whole ~~of the Kruger National~~ Park in the Northern Transvaal

not really an argument

The Kruger National Park should be managed as a national asset by a National Parks Board and income be divided between the two SPRs on a fixed basis. The Kruger National Park should be divided for electoral purposes.

5.5.3. Application of Criteria

Broad agreement exists that the Kruger National Park is a national asset which requires it to be managed in a distinct manner. (Since it could turn out to be advisable to adopt a uniform approach to all existing national parks in this regard, the sizes of all national parks are listed in Addendum 6. In addition, specific information on parks

make sure!

situated in the TBVC states is provided for ease of reference).

Determining the position of the Kruger National Park with regard to one or more SPR's by means of applying the criteria, is dependent upon decisions on the detail of such distinct management, (e.g., in regard to the division of profits, composition of governing bodies and the involvement of local communities) and the extent to which certain functions concerning nature conservation, recreation and tourism will be assigned to different levels of government.

For electoral purposes the Kruger National Park could be included in either the Northern Transvaal or the Eastern Transvaal or it could be divided between the two SPRs along the line recommended by the Commission. However, in terms of economic viability the Northern Transvaal undoubtedly is in greater need than the Eastern Transvaal of the economic benefits which can be derived from the Kruger National Park.

5.6. Sensitive Area: Pilgrimsrest 1 & 2

5.6.1. Arguments for inclusion of Pilgrimsrest 1 & 2 in the Northern Transvaal as reflected in submissions

- Lydenburg and Pilgrims Rest districts should be included in Northern Transvaal by virtue of historical and traditional criteria.

- Strong functional linkages existing between Mhala and Mapulaneng, which are clearly culturally part of the Northern Transvaal, and Lyndenburg/Pilgrimsrest indicate the desirability of their inclusion in the Northern Transvaal. Their inclusion could go far toward providing the south-eastern portion of the Northern Transvaal Region with the necessary nodal integrity which it presently lacks.

- Historically, linguistically and naturally it forms part of the Northern Transvaal. The communities fall under the Lebowa Magoshi (chiefs).

- It should be included in the Northern Transvaal due to the predominant Northern Sotho influence in the whole area as well as the common mining activities and the pattern of infra-structure. A far more suitable boundary would be the natural watershed running along a general line to the South of Lydenburg, Pilgrimsrest and Graskop. This, however, would imply a change in existing magisterial districts.

5.6.2. Arguments against inclusion of Pilgrimsrest 1 & 2 in the Northern Transvaal as reflected in the submissions

As an economic growth area Pilgrimsrest does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could create practical problems regarding infrastructure development in the region. Roads, power-lines and pipelines, and the maintenance thereof become costly since the border

between the Northern Transvaal and Eastern Transvaal could leaves areas that are difficult to manage unattended, particularly in the escarpment area where Pilgrimsrest is situated. Water supply is obtained from Loskopdam which could cause managerial problems should the area be separated from this main lifeline.

5.6.3. Application of criteria

The inclusion or exclusion of Pilgrims Rest in or from the Northern Transvaal or the Eastern Transvaal will have no meaningful effect on administrative capacity of any one of the SPRs concerned.

If the Bushbuckridge sensitive area (see 5.7) is included in the Northern Transvaal, the geographical compactness of the Northern Transvaal will be enhanced by the inclusion of the Pilgrims Rest and Lydenburg districts or the Northern parts of these districts.

Both the Pilgrims Rest and Lydenburg districts have positive figures in terms of estimated tax minus variable cost at 1988 prices. Their inclusion in the Northern Transvaal would therefore have a positive effect on the economic viability of the Northern Transvaal and a negative effect on Eastern Transvaal. Northern Transvaal is in greater need of such contribution.

The Pilgrims Rest district consists of 34,6% North Sotho speakers and 15,9% Shangaan speakers. This tends to indicate stronger socio-cultural links towards Northern Transvaal.

It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.7. Sensitive Area: Bushbuckridge

5.7.1. Arguments for exclusion of Bushbuckridge in the Northern Transvaal as reflected in the submissions

- The inhabitants of the area have never had relations with the communities of Northern Transvaal.
- The entire population is employed in the big towns in the Lowveld. Not even 1% of the people are employed in towns in Northern Transvaal. Only a small number goes to Phalaborwa.
- It could constitute an economically viable area if it is included in the Eastern Transvaal.

5.7.2. Arguments against exclusion of Bushbuckridge in the Northern

- Mapulaneng 1 and 2 Bushbuckridge must form part of Northern Transvaal in terms of economic criteria, traditions and population.

- Despite the relative close proximity of the disputed area to the White River/ Nelspruit sub-region of Region F, ethnic and socio-economic factors favour a linkage to the Northern Lowveld in the Northern Transvaal. It would certainly not make sense to isolate the communities of Mhala and Mapulaneng from their cultural focus in the Northern Transvaal SPR.

5.7.3. Application of criteria

- The exclusion of Bushbuckridge from the Northern Transvaal would improve the geographical compactness of the SPR.

- The inclusion or exclusion of Pilgrims Rest in or from the Northern Transvaal or the Eastern Transvaal will have no meaningful effect on administrative capacity of any one of the SPRs concerned.

- The Mapulaneng district contributes negatively to the estimated tax minus variable cost figure (at 1988 prices) of the Northern Transvaal. Its exclusion would therefore have a positive effect on the economic viability of Northern Transvaal.

- The Mapulaneng district consists of 69,6% North Sotho speakers and 15,6% Shangaan speakers. Contradictory evidence was presented on the direction of socio-cultural links. These figures, however, strongly suggests linkages with the Northern Transvaal.

- Stronger economic functional linkages extend toward Eastern Transvaal than towards Northern Transvaal.

- It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.8. Sensitive Area: Thabazimbi, Ellisras, Waterberg and Warmbad

5.8.1. Arguments for exclusion of Thabazimbi, Ellisras, Waterberg and Warmbad from the Northern Transvaal as reflected in the submissions

- From a demographic analysis, it is obvious that Tswana is the dominant language in Thabazimbi, Warmbaths and even portions of Nylstroom.

- These districts with their relatively strong economic base serve as a useful balance for inclusion of Region B (with its relatively poor economic base), into the North West thereby strengthening the economic viability of the proposed SPR as a whole.

5.8.2. Arguments against exclusion of Thabazimbi, Ellisras, Waterberg and Warmbad as reflected in the submissions

- Due to lack of sufficient consensus amongst local role players and the economic

impact of the district on the future economic growth of the Northern Transvaal, the exclusion of the Thabazimbi district from the Northern Transvaal will have a negative spill over effect in neighbouring districts and towns. Should there remain a difference of opinion on the future of the districts in the subregion, it is recommended that a scientific opinion poll be conducted.

- Statements that Thabazimbi is under the predominant influence of the Tswana ethnic group, is only true of the town and not the sub-region as a whole. In the sub-region as whole Tswana speakers constitute only 29%.

- Seeing the relative wealth of the Western Transvaal, inclusion of the Thabazimbi area would be far less critical than would its excision from the Northern Transvaal. It would have serious repercussions for the Northern Transvaal's economic viability.

5.8.3. Application of criteria

- The inclusion or exclusion of Ellisras, Thabazimbi, Waterberg and Warmbaths in or from the Northern Transvaal or the North West will have no meaningful effect on the administrative capacity on any one of the SPRs concerned.

- The geographical compactness of the Northern Transvaal will not be affected negatively if the sensitive areas are to be excluded. The effect on the North West vis-a-vis the PWV would, however, not necessarily be the same.

- The contributions of Warmbaths, Waterberg, Ellisras and Thabazimbi to the estimated tax minus variable costs (at 1988 prices) are significantly higher than those of most other Northern Transvaal districts. The contribution of Ellisras is only exceeded by four other districts and the contributions of Thabazimbi, Warmbaths and Waterberg by five other districts. The exclusion of these districts from Northern Transvaal will therefore negatively effect Northern Transvaal's economic viability negatively.

- The four districts constitutes a subregion with extensive internal functional linkages. Warmbaths and Waterberg have significant linkages with nodes in Northern Transvaal. The linkages of Thabazimbi extend significantly to Rustenburg and Pretoria as well as to the Northern Transvaal via its intra sub-regional linkages with Ellisras, Warmbaths and Waterberg.

- Tswana speakers constitute 24,2% of the population of Ellisras, 7,1% of Waterberg, 52,1% if Thabazimbi and 22,5% of Warmbaths, i.e. a total of 27% for the entire area. Northern Sotho speakers constitute 24,7% of the population of Ellisras, 57,6% of Waterberg, 3,1% if Thabazimbi and 39,2% of Warmbaths, i.e., a total of 31,1% for the entire area. According to these figures linguistic linkages cannot be a determining factor in deciding whether this area should be excluded from the Northern Transvaal.

5.9. Sensitive Area: Warmbaths

5.9.1. Arguments for exclusion of Warmbaths from Northern Transvaal as reflected in the submissions

- Warmbaths should be excluded from the Northern Transvaal because Pretoria is nearer than Pietersburg. Warmbaths and Pretoria are economically linked and rely on Pretoria for medical, educational and administrative services.

- see also 5.8.1.

5.9.2. Arguments against exclusion Warmbaths from Northern Transvaal as reflected in the submissions

Arguments were raised about the exclusion of Warmbaths as such, but see 5.8.2. concerning arguments which affects Warmbaths, Thabazimbi, Waterberg and Ellisras.

5.9.3. Application of criteria

The economic functionality, viability, social and physical infrastructure, development potential and administrative and institutional capacity of the Northern Transvaal will be affected negatively by the exclusion of Warmbaths.

Warmbaths forms an important link between the PWV and Northern Transvaal and functional linkages extend both ways.

The greatest language groups in the district consists of Northern Sotho (39,2%), Tswana (22,5%) and Afrikaans (17,02%) speakers. Criteria relating to socio-cultural aspects cannot play a decisive role in deciding the fate of this sensitive area.

5.10. Evaluation

Due to a very poor socio-economic resource base this SPR will be the least economically viable of all SPRs. Nevertheless broad consensus exists amongst role players both within and outside the proposed SPR that a separate Northern Transvaal SPR should be demarcated.

Uncertainty exists with regard to the "sense of belonging" of the inhabitants of the districts of Groblersdal, Bushbuckridge, Pilgrims Rest, Ellisras, Waterberg, Thabazimbi and Warmbaths. Apart from this uncertainty the following conclusions can be drawn:

Although the inclusion of Pretoria and Wonderboom will enhance the economic viability of the Northern Transvaal, its exclusion from the PWV cannot be justified in terms of economic linkages and unacceptable configurations in terms of geographic coherence.

Groblersdal could be included in the Northern Transvaal in order to strengthen the economic viability of the SPR and by virtue of the criteria of geographic compactness, economic functionality and socio-cultural linkages.

Pilgrims Rest and Lydenburg (or at least the Northern parts of these districts) could be included in the Northern Transvaal in order to strengthen the economic viability of SPR and by virtue of the criteria of geographic compactness.

Inconclusive evidence was presented on the socio-cultural linkages with to regard Bushbuckridge. Bushbuckridge does not contribute towards the economic viability of the Northern Transvaal and most economic functional linkages seems to extend to the Eastern Transvaal. It would make sense to include Bushbuckridge in the Eastern Transvaal.

Ellisras, Waterberg, Thabazimbi and Warmbaths comprise a sub-region which should be treated as a unit. In order to strengthen the economic viability of the Northern Transvaal and because the functional linkages of this sub-region towards the North West are less pronounced than for example of Pretoria's linkages with the PWV, it should remain part of the Northern Transvaal.

For electoral purposes the Kruger National Park could be divided or assigned to either the Northern Transvaal or the Eastern Transvaal. The Park Board suggestion that the Kruger National Park be managed centrally, should be considered seriously. Should future management systems and the assignment of regional functions requires that the Kruger National Park be situated in a single SPR, preference should be given to the Northern Transvaal due to its dire needs with regard to economic resources.

If you argue that it would cost R2500 pes years per child at school it is going to cost the Border/Kei R 2 038 504 000 and E. Cape R447 894 000 per year.

① The number of submissions for 2 separate regions are substantially more both in the first round as well as the second.

② Development data is not convincing that the Border/Kei would benefit substantially from the inclusion of the E. Cape.

different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / kei SPR would satisfy the wishes of the overwhelming majority of the total population of this region. Unless you hold a scientific opinion poll this statement could be questioned. People would also like to know what the opinion on both sides of the divide is, and whether it was an informed opinion. An informed opinion relates to facts and figures rather than expectations based on perceptions.

How can the inclusion of E. Cape make any material difference if the education of its own children is going to swallow 30% of its entire tax revenue?

2.1.5 **KwaZulu/Natal**

INDICATORS	AS PROPOSED BY CDDR	KWAZULU/NATAL ~~L INCLUDING~~ EAST EXCLUDING GRIQUALAND	KWAZULU/NATAL INCLUDING EAST GRIQUALAND AND UMZIMKULU
Area (000 km2)	174,2	7 594,7	7 765,7
Population (000)	6 137,0		
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1		
Official Urbanisation level (%)	35,0		
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		
Participation rate	**43,3**		
Absorption capacity	**37,6**		
Official Unemployment rate	**24,8**		
Male Absenteeism rate	**-29,4**		

13. EASTERN CAPE/KEI
Key indicators

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953	1 341	4 612

Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		
Participation rate	**43,3**		
Absorption capacity	**37,6**		
Official Unemployment rate	**24,8**		
Male Absenteeism rate	**-29,4**	**-2,3**	**-37,3**
Dependency ratio	**3,6**	**1,9**	**5,1**
Real GGP (R million) (1988)	**13 675**	**7 117**	**6 559**
Real annual growth in GGP (1970-1988)	**1,8**		
Percentage distribution	**7,5**		
GGP per capita (R) (1988)	**2,297**	**5 307**	**1 422**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360**		
Sex (%) **Male** **Female**	 **45,0** **55,0**	 **50,9** **49,1**	 **43,2** **56,8**

Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger SPR's of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section of only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

Summary of arguments for and against the E Cape /Kei SPR

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

* The combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPR's

Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

* It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been conflictual???.

* It has been further argued that a distinct sense of identity has developed in the

E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

3.1.2. Arguments for one SPR

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

Geographic coherence

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Kwazulu Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

Economic and development issues

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR.(The combined E Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'.

3.2.3 Social and Physical Infrastructure

A??????????????????????????????????

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

INSTITUTIONAL AND ADMINISTRATIVE CAPACITY

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions

based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.4. SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

3.3. Evaluation

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

rguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / kei SPR would satisfy the wishes of the overwhelming majority of the total population of this region.

3.3 Sensitive Areas

The Multi-Party Negotiating Council indetified this as an area to investigated.

3.3.1. Whether the East Griqualand/Mount Currie/Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu /Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the Kwa Zulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in Kwa ZUlu /Natal and excluded from E Cape/ Kei.

Functional linkages between the Northern Transkei section of the E Cape /Kei SPr and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti,Kostaad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstaad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstaad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore that the Kokstad Mount Currie area also has linkages to Kwa Zulu .Natal, from an E Cape/Kei perspective the separation of this area from the N transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape /kei SPR.

SUBMISSIONS IN FAVOUR OF SEPARATE EASTERN CAPE AND BORDER-KEI REGIONS

	Submission
Transkei Chamber of Business	68
Ciskei Provincial Administration	96
Democratic Party East Cape Region	160
Aliwal North Municipality	163
NKDAC	191
Government of South Africa	209
Grahamstown Ratepayers' Association	210
NATCOC	22
Federasie van Afrikaanse kulturverenigings	26
Administrator : Cape of Good Hope	211
Teachers Federal Council	23
Midland Chamber of Industries, supported by	3
Port Elizabeth Afrikaanse Sakekamer	"
Port Elizabeth Chamber of Commerce	"
Port Elizabeth Agricultural Society	"
Uitenhage Regional Services Council	"
Port Elizabeth Municipality	"
East Cape Regional Economic Development Forum	
Regional Development Advisory Committee, Region D	"
S.A. Communist Party (Eastern Cape)	237
Midland Regional Services Council	24
City of Grahamstown	241
Cape Performing Arts Board (CAPAB)	29
Cross-Londense Afrikaanse Sakekamer	1
T.T. Van der Nest (Cradock) Repr. Business and Agr.	29
Swaershoek Boerevereniging (Somerset East)	"
Democratic Party of S.A.	4
Border Business Action Committee (Oral subm. East London, 24-9-	
Border Chamber of Business (Oral subm. East London, 24-9-93)	

Due large region E. Cape

NP Alwal Constituency [illegible]

[illegible] 217

[illegible] 220

[illegible] (Bo[illegible] Regional) [illegible]

ANC Youth League (E Cape)

D.P. Stupart [illegible]

Alwal North Community Structures 301

ANC Women's League (Eastern Cape) 306

To [illegible]

[illegible] Combined [illegible] Council 164

Alwal Business Association

[illegible] Municipality

Smithfield " [illegible] Alwal in [illegible]

[illegible] " OFS

REVIEW OF WRITTEN SUBMISSIONS

SPR: EASTERN TRANSVAAL .....

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
1/11/20/			
399	COSAG Ethnic Confederation, Regsgesinde Boer & others	Organisation and Individuals apparently from right-wing politics	Include Pretoria in E Transvaal but exclude KwaNdebele
107	Association of Eastern and South Eastern Transvaal Local Authorities (VOSPO)	Town Councils in the Eastern Transvaal	Include Pretoria but exclude Mamelodi, Odi, Moretele, (we were told as hearings that Pretoria is included provided it is without "baggage" of black areas of Greater Pretoria. (also asks for Groblersdal and Devon in E Tvl)
56	Number of Individuals	Origin unknown	Pretoria included in E Tvl
35	Afrikaner Volksunie	Political organisation	Include Pretoria in E Tvl but exclude "black" areas of OFS and Northern Natal.
255	Schalk Burger	Individual who supports AVU	Same as AVU (above)

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
132	Evan Stones	Individual	Include Pretoria as proposed by AVF.
211	Individual from Cullinan	Origin unknown	Include Pretoria in E/Tvl.
215	Individual from Witbank	Origin unknown	Include Pretoria in E/Tvl.
282	Middelburg Afrikaanse Sakekamer	Afrikaans business interests-Middelburg	Include Pretoria in E/Tvl.
226	Pretoria Afrikaanse Sakekamer	Afrikaans business interests-Pretoria	Include Pretoria in E/Tvl.
438 and 152	Democratic Party National; Southern Transvaal	Political party in Parliament	Include Pretoria in E Tvl alternative: Pretoria is "rural"; PWV too concentration of power; duplication of infrastructure

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
130	Prof vd Schyff	Historian/academic/individual	Include Pretoria in a proposed greater region with OFS + E Tvl
106	Clark from Hazyview	Individual/origin unknown	proposes new region with Pretoria in E Tvl
55	<u>Groups from Traditional and other Ndebele interests:-</u>		
	Ndebele Chamber of Commerce; Middleveld Industrial Association; Bronkhorstspruit Chamber of Commerce		
375	King Makhosake	Traditional and other leaders of	Stresses traditional links with
376	Sub-Chief of Middelburg	the Ndebele and KwaNdebele	Pretoria and towns in the E/Tvl
377	Nebo-KwaNdebele Sub-Chiefs; King Mabena		Middelburg; Witbank; Delmes.Some want a separate
378	King Mayisha II		KwaNdebele region.
46	Tribal Authority		Include Pretoria in the E/Tvl

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
214	Intando Yesizwe Party		with KwaNdebele
382	Individual Historian		
312	Amandebele Chiefs		
313	Tribal Authority		
145	Pretoria RSC;	Local government	Include Pretoria in E/Tvl
415		in Pretoria	alternatively Pretoria
156	Verwoerdburg TC	areas as well	"DC". Fears domination
396		as some business	by PWV; more rural;
157	Pretoria CC;	interests	increased economic viability
146	Akasia; Bronkhorstspruit;		of E/Tvl; Increase
148	Hartbeespoort; Midrand;		infrastructure + tertiary
149	Kosmos; Roodeplant		education; cultural links.
150	(also Chambers of Business & Industry		

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
388	Minister of Regional Affairs	Local Government	Seems to be uncertainty:says Bronkhorstspruit has no links with E/Tvl towns.
6	Bronkhorstspruit TC.	Bronkhortspruit	
405			

Submission Number 1/11/20/	Name of Organisation/Individual	Type of Organisation	Thesis of Submission Bottom line in 5 sentences
192	Conscience of the masses	Uncertain - opposes the Bop Government represents those who oppose the Bop Govt	Include Pretoria and Odi/Moretele in E Tvl and not in North West
244	Greater Pretoria Metropolitan Negotiating Forum	Represents the ciciv organisations in the Pretoria area and rate payers association	Keep E Tvl as proposed (with the exclusion of Pretoria)
317	SAPOA	Representing property owners in Pretoria	E Tvl as proposed (with the exclusion of Pretoria
283	Government of SA	Also represents National Party.	E Tvl as proposed (with the exclusion of Pretoria)
404	Eastern Tvl delegation: consisting of RDAC; 3 RSCs; and town councils of, inter alia, Witbank, Middleburg, Groblersdal	Local government and development structures in E Tvl. Also business interests consulted widely - also civics and the ANC and IFP	E Tvl as proposed (with the exclusion of Pretoria) Separate region of E Tvl; meets all the criteria. The majority of the people in E Tvl wants this.
138	The above Delegation	Individual Academics;	E/Tvl as proposed (exclude

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
261	of E/Tvl is supported	local government	in Pretoria):
140	by :de Villiers; Leonardy du	E/Tvl; Development	Do not split highly
144	Pisani and Mokgoro; the	Organisations.	urbanised PWV area; E/Tvl is
109	RDAC; Oosvaal RSC;		self-contained and has adequate
367	Middelburg TC;		institutional and administrative
241	Bronkhorstspruit TC		capacity; inclusion of Pta
265			makes no economic sense;
405			linguistically not advisable.

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
201	Ximoko Progressive Party	Political Party:Gazankulu	E/Tvl as proposed (Pretoria excluded) Nebo and entire Kruger Park in E/Tvl.
191	National RDAC	Development Organisation - Nationally organised in Development regions.	E/Tvl as proposed (Pretoria Excluded) Pongola; Mhala - problems. Kruger Park - nationally managed.
154	Regional Development Association of Vaal Triangle	Development Organisation - Vaal Triangle	Pretoria should remain in PWV - otherwise balance would be disturbed.
153	Sive	Individual	E Tvl as proposed
138	Inyandza National Movement	Kangwane government; RSCs	E Tvl as proposed - keep Groblersdal + Pongola include Mhala in E Tvl
141	African National Congress	National Political Organisation	E Tvl as proposed - include Mhala - retain Pongola
206	ANC (Northern Transvaal)	National Political Organisation Northern Tvl Branch)	Exclude Lydenburg; Groblersdal and Kruger Park from E Tvl
125	Eastern Tvl Central Lowveld Community	Community structures, civics + individuals	E Tvl (without) Pretoria) include Pilgrims Rest

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
380	Motluli	Individual - origin unknown	E Tvl as proposed - include: Mhala; retain Pilgrims Rest and Groblersdal
216	SA Communist Party - PWV	National Political organisation	Pretoria to remain in PWV
233	SANCO	Political organisation	Include Mhala + entire Kruger Park in E Tvl
379	Garankuwa		Pretoria in PWV
234	RDAC (Northern Tvl)	Development organisation (N Tvl)	Exclude Kruger Park; Mhala; Lydenburg
194	National Parks Board	Managing National Parks	Remain undivided and managed at naitonal level (national assets)
142	Devon Municipality	Local authority - farmers also	Devon included in E Tvl
108	ANC E Tvl	Political organisation	Mhala (Bushbuckridge) in E Tvl
65	Northern Tvl region claims to present ANC; PAC; Ximoko Party and other parties in (Venda) in Northern Transvaal	Political discussion forum	Exclude Mhala (Bushbuckridge); Pilgrims Rest; Lydenburg; Groblersdal and Kruger Park from E Tvl

Submission Number	Name of Organisation/Individual	Type of Organisation	Thesis of Submission
1/11/20/			
134	Various regional interest groups, civics, ANC, Contralesa, etc in the Northern Tvl	Community representatives from the Northern Tvl	Exclude Mhalal, (Bushbuckbridge), Pilgrims Rest; Lydenberg and Groblersdal from E Tvl
360/237	Lebowa Government	Self-governing state	Exlude Pilgrims Rest; Lydenburg and Groblersdal from Eastern Tvl (share Kruger Park)
361	Moutse area office	Local Administration	Excluide Moutse - Nortehrn Tvl
233	Hoedspruit Steering Committee for Regional Development	Individuals; in geography education, etc	New Lowveld regions Kruger Park and areas of E Tvl
44	Kemp - individual from Pretoria	Origin unknown	New region: Pretoria; E Tvl/ West Tvl + Northern Cape
397	Council for the Environment	National environment organisation	Retain Pretoria in PWV
403	Pongola Dorsraad	Local Authority - farmers	Pongola in E Tvl - supported by Inkatha (see 404 above)
442	ANC Pongola Branch	Political organisation	Pongola in E Tvl

Submission Number	Name of Organisation/Individual	**Type of Organisation**	Thesis of Submission
405	NP (E Tvl)	Political party	Kruger Park in E Tvl
459	NP (Northern Tvl)	Political Party	Kruger Park in Northern Tvl or taxes/levies to Northern Transvaal

Corrected

REVIEW OF WRITTEN SUBMISSIONS

(Group ~~then SPR~~) Do corrections of this throughout delete from all pages

SPR: EASTERN TRANSVAAL (No duplication of organisations) ~~From : Dion Basson~~

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission** ~~**Bottom line in 5 sentences**~~
399	COSAG Ethnic Confederation, "Regsgesinde Boer", & others	Organisation and Individuals apparently from Right-wing politics	Include Pretoria in E.Tvl but exclude KwaNdebele
107	Association of Eastern and South Eastern Transvaal Local Authorities (VOSPO)	Town Councils in the Eastern Transvaal - ~~apparently Conservative Party controlled~~	Include Pretoria but exclude Mamelodi, Odi, Moretele, (we were told at hearing that Pretoria is included provided it is without "baggage" of black areas of Greater Pretoria. (also asks for Groblersdal and Devon in E. Tvl.)

REVIEW OF WRITTEN SUBMISSIONS

~~(Group then SPR)~~

SPR. EASTERN TRANSVAAL **(No duplication of organisations** **From : Dion Basson**

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
56	Number of Individuals	Origin Unknown	Pretoria Included in E/Tvl
35	Afrikaner Volsunie (AVU)	~~Right-wing~~ political organisation	Include Pretoria in E/Tvl but exclude "black" areas of Greater Pretoria. Wants to create "Volkstaat" with areas of OFS and Northern Natal. Intends having full rights for all inhabitants also "non-Afrikaners"

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
255	Schalk Burger	Individual who supports AVU	Same as AVU (above)
387 Stop	Afrikaner Volksfront (AVF)	~~Right-wing~~ political organisation (~~seen as many as having far greater support than the AVU also~~ consisting of the Conservative Party and the AWB.)	Include Pretoria in E/Tvl in a "Volkstaat" consisting of a new area including Northern/Tvl; Northern Natal and OFS- excluding as far as possible "black" areas. ~~Apparently no right will be given to "non Afrikaners"~~

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
Stop 132	Evan Stones	Individual	Include Pretoria as proposed by AVF.
211	Individual from Cullinan	Origin unknown	Include Pretoria in E/Tvl. ~~(alleges a survey).~~
215	Individual from Witbank	Origin unknown	Include Pretoria in E/Tvl.
282	Middelburg Afrikaanse Sakekamer	Afrikaans business interests-Middelburg	Include Pretoria in E/Tvl.
226	Pretoria Afrikaanse Sakekamer	Afrikaans business interests-Pretoria	Include Pretoria in E/Tvl.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
438 and 152	Democratic Party National; Southern Transvaal	Political Party in Parliament	Include Pretoria in E/Tvl. alternative:Pretoria is "rural"; PWV too much concentration of power; duplication of infrastructure. ~~But:DP (Northern Tvl) prefers Pta and it is alleged that DP (Nelspruit) wants Pta excluded from Eastern Tvl.~~

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
130	Prof v/d Schyff	Historian/academic/individual.	Include Pretoria in a proposed greater region with OFS + E/Tvl.
106	Clark from Hazyview	Individual-origin unknown	proposes new region with Pretoria in E/Tvl.
	Groups from Traditional and other Ndebele interests:-		
55	Ndebele Chamber of Commerce; Middelveld Industrial Association; Bronkhorstspruit Chamber of Commerce		

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
375	King Makhosake	Traditional and other leaders of	Stresses traditional links with
376	Sub-Chief of Middelburg	the Ndebele and KwaNdebele	Pretoria and towns in the E/Tvl
377	Nebo-KwaNdebele Sub-Chiefs; King Mabena		Middelburg; Witbank; Delmes.Some want a separate
378	King Mayisha II		KwaNdebele region.
46	Tribal Authority		Include Pretoria in the E/Tvl
214	Intando Yesizwe Party		with KwaNdebele
382	Individual Historian		
312	Amandebele Chiefs		
313	Tribal Authority		

3 lines

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
145	Pretoria RSC;	Local government	Include Pretoria in E/Tvl
415		in Pretoria	alternatively Pretoria
156	Verwoerdburg TC	areas as well	"DC". Fears domination
396		as some business	by PWV; more rural;
157	Pretoria CC;	interests	increased economic viability
146	Akasia; Bronkhorstspruit;		of E/Tvl; Increase
148	Hartbeespoort; Midrand;		infrastructure + tertiary
149	Kosmos; Roodeplant		education; cultural links.
150	(also Chambers of Business		
151	and Industry)		
			?
388	Minister of Regional Affairs	Local Government	Seems to be uncertainty:says
6	Bronkhorstspruit TC.	Bronkhorstspruit	Bronkhorstspruit has no links
405			with E/Tvl towns.

where is the original. Please check to ensure ideas of people do not run across submissions

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
192	Conscience of the masses	Uncertain-opposes the Bop Government, represents those who oppose the Bop Govt.	Include Pretoria and Odi/Moretele in E/Tvl and not in North West. keep
244	Greater Pretoria Metropolitan Negotiating Forum	Represents the Civic organisations in the Pretoria area and rate payers association	E/Tvl as proposed (with the exclusion of Pretoria)
317	SAPOA	Representing property owners in Pretoria	E/Tvl as proposed (with the exclusion of Pretoria).

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
283	Government of SA	Also represents National Party.	E/Tvl as proposed (with the exclusion of Pretoria).
404	Eastern Tvl Delegation: consisting of RDAC; 3 RSC's; and town councils of, inter alia, Witbank; Middelburg; Groblersdal.	Local government and development structures in E/Tvl. Also business interests- consulted widely- also civics and ANC and Inkatha.	E/Tvl as proposed (with the exclusion of Pretoria). Separate region of E/Tvl; meets all the criteria. The majority of the people in E/Tvl wants this.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
138	The above Delegation	Individual Academics;	E/Tvl as proposed (exclude
261	of E/Tvl is supported	local government in	Pretoria):
140	by :de Villiers; Leonardy du	E/Tvl; Development	Do not split highly
144	Pisani and Mokgoro; the	Organisations.	urbanised PWV area; E/Tvl is
109	RDAC; Oosvaal RSC;		self-contained and has adequate
367	Middelburg TC;		institutional and administrative
241	Bronkhorstspruit TC		capacity; inclusion of Pta
265			makes no economic sense;
405			linguistically not advisable.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
201	Ximoko Progressive Party	Political Party:Gazan ~~Kulu~~ Natal	E/Tvl as proposed (Pretoria excluded) Nebo and entire Kruger Park in E/Tvl.
191	National RDAC	Development Organisation - Nationally organised in Development regions.	E/Tvl as proposed (Pretoria Excluded) Pongola; Mhala - problems. Kruger Park - nationally managed.
154	Regional Development Association of Vaal Triangle	Development Organisation - Vaal Triangle	Pretoria should remain in PWV - otherwise balance would be disturbed.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
153	Sive	Individual	E/Tvl as proposed
138	Inyandsa National Movement	Kangwane government; RSC's.	E/Tvl as proposed - keep Groblersdal + Pongola; include Mhala in E/Tvl.
141	African National Congress (ANC)	National Political Organisation	E/Tvl as proposed include Mhala retain Pongola.
206	ANC (Northern Transvaal)	National Political Organisation (Northern Tvl Branch)	Exclude Lydenburg; Groblersdal and Kruger Park from E/Tvl.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
125	Eastern Tvl Central Lowveld Community	Community structures civics + individuals E/Tvl.	E/Tvl (without Pretoria) include Pilgrims Rest.
380	Motluli	Individual - origin unknown	E/Tvl as proposed. Include: Mhala; retain Pilgrims Rest and Groblersdal.
216	SA Communist Party (PWV)	National Political Organisation	Pretoria to remain in PWV
233	SANCO	Political Organisation	Include Mhala + entire Kruger Park in E/Tvl.
379	(Garankuwa)		(PTA in PWV)

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
234	RDAC (Northern Tvl)	Development Organisation (N/Tvl)	Exclude Kruger Park; Mhala; Lydenburg.
194	National Parks Board	Managing National Parks.	Remain Undivided and managed at national level(national assets).
142	Devon Municipality	Local Authority obo farmers also.	Devon included in E/Tvl.
64			
108	ANC (E/Tvl)	Political Organisation	Mhala (Bushbuck ridge) in E/Tvl.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
65	Northern Tvl Regional	Claims to represent ANC; PAC; Ximoko Party and	Exclude Mhala (Bushbuck ridge) Pilgrims Rest;
406	Political Discussion Forum.	other Parties (Venda) in	Lydenburg; Groblersdal and
		Northern Transvaal.	Kruger Park from E/Tvl.
134	Various regional interest groups: civics; ANC; Controlesa etc in Northern Tvl.	Community Representatives from Northern Tvl.	Exclude Mhala; (Bushbuck ridge) Pilgrims Rest; Lydenburg and Groblersdal from E/Tvl.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
360	Lebowa	Self governing	Exclude Pilgrims Rest;
237	Government	State.	Lydenburg and Groblersdal
			from E/Tvl (share Kruger Park)
361	Moutse area office	Local Administration	Exclude Moutse to Northern Tvl.
233	Hoedspruit Steering Committee for Regional Development	Individuals; in geography education etc.	New Lowveld regions Kruger Park and areas of E/Tvl.
44	Kemp- individual from Pta	Origin unknown	New region: Pta; E/Tvl/West Tvl + Northern Cape.

REVIEW OF WRITTEN SUBMISSIONS

(Group then SPR)

SPR. EASTERN TRANSVAAL (No duplication of organisations From : Dion Basson

Submission Number 1/11/20/	**Name of Organisation/Individual**	**Type of Organisation**	**Thesis of Submission Bottom line in 5 sentences**
397	Council for the	National Environment	Retain Pretoria
131	Environment	Organisation	in PWV.
Pongola in 403	Pongola Dorsraad	Local Authority also	Pongola in
E/Tvl 143		obo farmers.	E/Tvl.
supported by Inkatha (see 404			
above) 442	ANC (Pongola Branch)	Political Organisation	Pongola in E/Tvl.
405	NP (E/Tvl)	Political Party	Kruger Park in E/Tvl.
459	NP (Northern Tvl)	Political Party	Kruger Park in Northern
53			Tvl or taxes/levies to Northern Transvaal.

3. **EASTERN CAPE/KEI** model for Tables

INDICATORS	~~COMBINED~~ E CAPE / ~~KEI~~ AS PROPOSED BY COMMISSION	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000) (1991)	5 953,0	1 341,0	4 612,0
Density (Persons per km2) (1991)	35,1	15,9	51,4
Official Urbanisation level (%) (1991)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (%) (Economic active population)	28,5		
Potential labour force (000)	2 156,8		
~~Labour force~~ Participation Rate (%)	43,3		
Absorption capacity (%) (1991)	37,6		
Official Unemployment rate (%) (1991)	24,8		
Male Absenteeism rate (%) 1991	-29,4	-2,3	-37,3
Dependency ratio 1991	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0	7 117,0	6 559,0
Real annual growth in GGP (%) (1970-1988)	1,8		

Farlam

SPR GGP as a percentage of SA's GGP	**7,5**		
GGP per capita (R) (1988)	**2,297,0**	**5 307,0**	**1 422,0**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360,0**		
Gender (%) 1991			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age (yrs) 1991			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race (%) 1991			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language (%) 1991			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape/Kei SPR as demarcated by the Commission is one of the larger SPR's of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297, is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional

disparities. The E Cape section of the greater E Cape/Kei SPR has an urbanisation level of 84%, and the Border-Kei section of only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the E Cape/Kei SPR

The debates around the Eastern Cape/Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

* The combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs

Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be

better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

* It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

  In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

3.1.2. Arguments for one SPR

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant

Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The E Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per sq km).The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape/Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to ~~tackle the legacies of apartheid~~. avoid duplication and provide a more efficient infrastructural support base.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the E Cape/Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei ~~into the greater E Cape /Kei~~ produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875)for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR

would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities

under one current regional administration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3.2 in the Transkei, 4.2 in the Ciskei and 6.0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 Institutional and Administrative Capacity

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial

infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3.0% Southern Sotho, 2,1 % English and 1.9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of this area into the KwaZulu/ Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from E Cape/Kei.

Functional linkages between the Northern Transkei section of the E Cape/Kei

SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Kostad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore, that the Kokstad/Mount Currie area also has linkages to KwaZulu/Natal, from an E Cape/Kei perspective the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section, requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape/Kei SPR would in all likelihood satisfy the wishes of the majority of the total population of this region.

Chuck

313 3911

Orange Free State (OFS)

2. NORTH WEST AND OFS SPRs

+ Sasol

Combined of NW plus OFS

	NORTHWEST AS DEMARCATED BY ~~CDDR~~ Commission	ORANGE FREE STATE AS DEMARCATED BY ~~CDDR~~ Commission
Area (000 sq km)	151,2	128,4
Population (000)	2396,6	2 723,3
Population growth (%) 1985 to 1991	1,8	2,1
Density (Persons per km$^{2)}$	15,8	21,2
~~Official~~ Urbanisation level (%)	29,3	48,9
Growth in Urbanisation ~~(%)~~ in urban population (%) (1985 to 1991)	2,1	3,1
Illiteracy rate (Economic active population)	35,5	19,8
Potential labour force (000)	1 015,2	1 199,0
Participation rate	56,4	66,5
Absorption Capacity	52,5	55,3
Official Unemployment rate	15,1	11,2
Male Absenteeism rate	11,8	26,5
Dependency rate	2,2	1,6
Real GGP (R million) (1988)	8 223,0	7 327,0
Real annual growth in GGP (1970 to 1988)	1,2	-0,6
Percentage distribution GGP as % of national GDP	6,8	6,1

	NORTHWEST AS DEMARCATED BY CDDR	ORANGE FREE STATE AS DEMARCATED
GGP per Capita (R) (1988)	3619	2 861
Personal income/ GGP (%) (1985)	57,7	68,1
Personal income per capita (1985)	2 000	2 184
Sex (%) Male Female	51 49	53 47
Race (%) Black	86,5	85,2
Language (%) (2) Tswana (Tswana) Xhosa S-Sotho Afrikaans Other	66,8 5,0 12,4 15,8	7,0 58,1 14,1 20,8

2.1 Summary of Arguments for or against combining the North West and OFS SPR.

The Multi-Party Negotiating Council asked for clarification on whether the North West region should stand alone or be combined with the Orange Free State. Various arguments, for and against a merger of the two regions were advanced and these are summarised below:

2.1.1 Arguments for the North West Region

The arguments advanced to keep a separate Northwest SPR are listed below:

- The two regions are economically functional on their own. Consolidation is not only unnecessary, but will impact negatively on the North West because a merger will cause the GGP per capita of the region to drop from R3 619 to R3 037. This would make the people of the North West worse off.
- Administration of such an expanded region would be too unwieldy, defeating the very purpose of bringing government closer to people, the very objective of rationalization.
- The Tswanas in the Northwest represented by a broad spectrum of organisations maintain that they are not related to the Southern Sotho people in the Orange Free State, and have no linkage with the OFS.

- Each region meets the criterion of geographical coherence/ compactness. An enlarged region would cover nearly a quarter of South Africa's total surface area. This would reduce the compactness of the combined region.

- Cultural identities and a sense of belonging have developed in each region, and these may be disturbed if a merger were to take place.

2.1.2 Arguments for a merger of North West and OFS SPRs

The major thrust of the arguments in favour of combining the North West and OFS regions is based on historical, cultural and traditional links between the two areas:

- It is argued that separating the Tswanas in Thaba 'Nchu from those in the North West would amount to an artificial excise. Thaba 'Nchu, it is argued, is the "Jerusalem" of the Tswanas.

- The combined language majorities would be S.Sotho and Tswana who would be able to communicate with each other.

- Some contend that the combined natural resources, particularly mining makes a combined SPR more economically viable.

- Physical and social infrastructure would be improved when the two regions are combined. For example the air services would be located in Mmabatho while Post and Telecommunications and road services would be located in Bloemfontein.

2.2 Application of the Criteria

2.2.1 Geographic Coherence

The North West SPR forms a geographically coherent unit which includes most parts of the fragmented districts of Bophuthatswana, with the exception of the Odi and Moretele districts north of Pretoria. The inclusion of Bophuthatswana in the Western Transvaal ~~and parts of the Northern Cape~~, would result in an appropriate rural-urban balance.

The OFS is a geographically coherent SPR with a major node at Bloemfontein, and with minor nodes at Welkom and Phuthaditjaba.

A combination of the two SPRs would result in a vast area, almost a

quarter of South Africa's total surface only second to Northern Cape, and would present major infrastructural problems in providing for and maintaining the financial resources of the region and bringing government closer to people, particularly that the major nodes of Bloemfontein and Mmabatho are far from each other.

The boundary between the OFS and the North West regions currently follows the OFS provincial boundary, an historical boundary which has come to gain a wide degree of acceptance, despite its colonial origins. It has been argued, however, that there are historical links between Thaba 'Nchu and the North West region, which go further back than the creation of the provincial boundaries.

2.2.2 Economic and Development Issues

Economic Functionality

Both the OFS and the North West SPRs are economically functional in their own right. There are certain areas of common interest between these regions in terms of their agricultural and mining industries. The main arteries through these SPRs are parallel, linking each with the PWV and the Cape, instead of with each other. There are no significant flows of goods, services and labour between these two SPRs, thus little economic functionality between the two SPRs.

The OFS has Bloemfontein as the main nodal point. Other important nodal points are Sasolburg, Welkom and Phuthaditjaba. The OFS has a diversified economic base with mining industry, agriculture and services which play an important role.

The North West on the other hand is largely rural with no metropolitan centre. Its economic functionality is linked to Klerksdorp, Orkney and Stilfontein as the largest node in the region. Other nodal points are Mmabatho, Vryburg, Kuruman, Postmasburg, Rustenburg and Potchefstroom.

Economic Viability

The North West and OFS regions are approximately equivalent in terms of their economic strengths, as well as in other respects. The North West has a 7% share of the South African GGP, and the OFS 6%. In relation to GGP per capita, the North West fares better, with a GGP per capita of R3 619 in relation to the OFS, at R2 861. The OFS, however, has a slightly higher personal income per capita.

The question of whether the combination of the two SPRs would enhance their economic viability needs to be seen in relation to the per capita economic indicators, as well as in relation to their overall

strength. As indicated above, the combination of these two SPRs into one large SPR would have impact in per capita terms or GGP or personal income statistics for the North West; it will reduce the resources available for residents of the North West as they would have to share the tax base with the OFS. The latter would benefit from the merger. Clearly, however, in relation to the share of the total South African GGP, the combined region would have an added strength and, at 13% of GGP, would rank together with the Western Cape in third place, however the higher GGP is to be shared by an increased population. The combined SPRs would also be the second biggest in terms of land area at 279 000 sq km, second to N. Cape.

A question that is then raised in relation to this combined region is whether it is 'too big' either economically, or in relation to its land size. A prior question on the other hand is whether either of the separate regions is 'too small' in the first place, thus necessitating their combination. The answers to these questions are probably to be found in the context of the larger map of the country. If one is looking at a small number of large regions the argument for combining the OFS and North West becomes stronger, while if one is looking at a greater number of regions the argument for combination becomes weaker.

Social and Physical Infrastructure

~~North West~~

In the urban areas of Development Region J (Western Transvaal), 33% of the people do not have access to adequate water, while in the rural areas as much as 75% of the communities is. About 50% of the population has inadequate sanitation. It should be noted that the proposed size of regional legislature would be determined on the basis of one seat for every 50 000 population, upto a maximum of 100 seats. This would lead to a 54 seat legislature in the OFS, 48 seats in the North West, and 100 seats is the combined SPR, a savings of only 2 seats. The North West rural areas are not adequately developed. The population without electricity in the rural towns and the rural areas, including Bophuthatswana, is 46% and 93% respectively.

In terms of health services the North West region is located near and has functional links with the PWV SPR. It therefore has easy access to the social infrastructure of that SPR.The North West ~~2~~ SPR has a relatively poor infrastructure for primary care, but better infrastructure for tertiary care services. Clearly, the SPR would need resources from the central government to meet its challenge to provide access to better health care for its residents. ~~The resources in the PWV region could be accessed via satellite arrangements; especially that the road network density for the entire area is above the national average and is the second highest in the country.~~

The disparity in the provision of services between the Bophuthatswana areas and the remainder of the North West area is pronounced. The movement of goods and services indicates significant linkages between this area and the eastern portions of the Northern Cape. The linkages with the OFS are limited.

~~OFS~~

Turning now to OFS, in the urban areas of Development Region C, 20% of the population does not have access to adequate water, while in the rural areas up to 40% are deprived. Over 42% of the total urban population in the OFS has inadequate sanitation. However, only 20% of the urban population living in QwaQwa have access to adequate sanitation. The provision of adequate sanitation in rural areas is less than 15%. The disparity in electricity supply is also pronounced. The population without electricity in Bloemfontein, the rural towns and QwaQwa and ~~the Bophuthatswana~~ Thaba Nchu areas vary from 24% to 46% to a high of 93% respectively.

In terms of road infrastructure, the road network density for the entire area is above the national average and the third highest in the country. The provision of services is functionally linked within the OFS SPR. Few linkages exist between the OFS and Region J, ~~and the eastern part of the Northern Cape.~~

Development Potential — bold

Both of them are linked to mining and industry and are influenced by world prices

The North West SPR has a comparative advantage to OFS in mining. In particular, income derived from platinum will be influenced by world market prices. The economic performance of ~~Region C~~ the OFS has been declining largely due to unfavourable gold price on international markets. Both SPRs will rely on central fiscal transfers in the future in order to adequately maintain ~~its~~ their population.

2.2.3 Institutional and Administrative Capacity — Bold

Institutional and administrative abilities are unevenly distributed throughout the North West SPR. There is a regional office of the Cape Provincial Administration established in Potchefstroom. Furthermore, there are various regional offices of central government departments established, especially in Potchefstroom, but also in Klerksdorp, Rustenburg and Vryburg. Substantial, but relatively underutilised infrastructure exists in Mmabatho, which, if utilised, could provide for the planning policy and developmental management needs of the SPR. There are two universities, University of Bophuthatswana and University of Potchefstroom and other tertiary educational institutions. The health services are administered by the Bophuthatswana

government, the Cape and Transvaal Provincial Administration and the Department of National Health.

The OFS has a well-developed administrative and institutional capacity, given the facilities in the various government departments, the provincial administration, the QwaQwa self-governing territory as well as the Thaba 'Nchu district of Bophuthatswana. Historically, the SPR has well-developed tertiary and other training institutions which are able to provide the managerial and other human resources. The health services are administered by Regional Services Councils, Orange Free State Provincial Administration, QwaQwa government, the Department of National Health, and many local authorities and NGOs.

2.2.4 Socio-Cultural Aspects

The dominant language in the North West SPR is Tswana (66,8%), and in the OFS Southern Sotho. However, the two languages are quite close to one another.

Both SPRs have separate socio-cultural identities. The inhabitants of the North West have a sense of regional awareness. The OFS also has a cultural identity and regional awareness of its own.

There are historical, cultural and family ties between the Tswanas in the North West and those in Thaba 'Nchu. The people of Thaba 'Nchu originally came from the Northern Cape and the Western Transvaal. Therefore, excision of Thaba 'Nchu from the North West will cut across rooted historical and cultural ties.

2.3 Sensitive Areas

The Multi-Party Negotiating Council asked ~~whether Sasolburg should be included in the OFS or remain in the PWV as demarcated by the CDDR.~~

~~2.3.1~~ Arguments for inclusion in the OFS are:

- Historically Sasolburg forms part of the Boer Republic, which was eventually included in the Union of S.A. as the province of the OFS.

- The inclusion of Sasolburg/ Zamdela and Deneysville/ Refengkgotso in the OFS would result in more effective administration at local government as well as at provincial level. Excision would cause disruption of services and inconvenience to people.

- The infrastructure in Sasolburg will stimulate and facilitate industrial development in the OFS. This does not negate the fact that industries in Sasolburg and Vereeniging are interlinked. The industries in Sasolburg will also help the OFS economy, given the declining gold price in world markets.

- Residents of towns in the far northern OFS work and buy in Sasolburg and should benefit from the taxes they pay.

- Adding Sasolburg to the OFS would increase the GGP from R7 327 million to R9 365 million, a significant resource increase.

- The Northern OFS Regional Services Council (RSC) is highly dependent upon Sasolburg's present participation in its service area. In the 1993/94 financial year it is estimated that Sasolburg will contribute 54% of the total revenue of the RSC.

~~2.3.2~~ Arguments against inclusion in the OFS as reflected by the Sub-

- Sasolburg has functional relationships within the Vaal Triangle and its excision will destroy these linkages. Some factories in Sasolburg and Vereeniging are interlinked therefore they argue for inclusion of Sasolburg in the ~~OFS~~ Vaal Triangle.

- The branch office of the Department of Internal Affairs in Vanderbijlpark and the Office of the Receiver of Revenue in Vereeniging serve Sasolburg.

- There is also a suggestion that Sasolburg should be part of the Vaal Triangle, with the latter operating as an autonomous SPR.

The Multi-Party Negotiating Council also asked the Task Force to investigate whether Odi 1 and Moretele 2 should be included in the North West or PWV SPRs.

2.33 Odi Moretele

~~2.3.3~~ Arguments for inclusion of ~~Odi 1 and Moretele 2~~ in the North West SPR as reflected in Submission

- The area of Odi 1 and Moretele 2 is a major contributor to the industrial sector of Bophuthatswana - 60% of all established industries in Bophuthatswana are situated in this area, while employment in the industrial sector in this region represents 61% of the total employment in Bophuthatswana. The exclusion of this area will be to the detriment of the North West SPR.

- Important tourist centres are situated in Odi 1 and Moretele 2.

- Mabopane plays an important role as a Post and Telecommunications gateway for the North West SPR.

- Inclusion into the PWV SPR will add further to the already highly concentrated economic power and wealth in the PWV SPR.

- Inclusion of the area would enhance traditional customs, maintain the same education system and language preference.

2.3.4

~~2.3.4~~ Arguments against inclusion in the North West SPR as reflected in submissions

- The Odi - Moretele areas are functionally linked to the PWV SPR. There are also strong labour movements between these areas.

- Some people in these areas have always been opposed to the idea of being part of Bophuthatswana. The average percentage poll when Bophuthatswana became independent in 1977 was 6%. In the 1987 general election the Moretele district registered less than 2% of the total potential voters.

- Most of the inhabitants in Odi - Moretele are not Tswanas. Many non-Tswana inhabitants have been denied Bophuthatswana citizenship.

- There is consistent repression and lack of free political activity in Bophuthatswana.

2.34 Kuruman & Postmasburg

2.3.5 Arguments for inclusion of ~~Kuruman and Postmasburg~~ in the North West of Kuruman & Postmasburg are not included the GGP will drop

- The GGP will drop from R8 223 million to R7 329 million.

North West

- The GGP per capita will drop from R3 619 to R3 153 if the towns were to be excised from the North West.

- The exclusion of Kuruman will result in the disruption of the functional linkage that exists between Kuruman and Kudumane in Bophuthatswana. The town of Kuruman and Mothibistad in Bophuthatswana are situated next to one another and Mothibistad serves as a source of labour for Kuruman.

- The Kudumane and Ganyesa districts of Bophuthatswana serve as sources of labour for mines in the Kuruman and Postmasburg districts.

- Postmasburg, with a GGP of R625 million, is crucial to the development of the western part of the North West. Postmastburg, similar to the Kuruman district, has rich mineral deposits.

- The inhabitants of Kuruman and Postmasburg are mainly Tswana and Afrikaans speaking, and therefore fit the socio-cultural pattern of the North West.

as reflected in the submissions

2.3.6 **Arguments against inclusion in the North West (~~Inclusion in the Northern Cape~~)**

- The health services are administered by the Bophuthatswana government, ~~the Cape and Transvaal Provincial Administration~~ and the Department of National Health.

- The mines at Kuruman and Kathu will be cut off from the Sishen-Saldanha export line by a SPR border. This will mean that the North West will supply the minerals and the Northern Cape will have the obligation to maintain the railway line.

- Kimberley forms the basis of an integral and extensive network of roads, power generation (water supply), communication and electricity supply which exist in the Northern Cape with Kuruman, Postmasburg and Vallhartz being an essential part of these networks.

Vaalhartz X

- As far as education matters are concerned, Kuruman and Postmasburg have always been under the jurisdiction of Kimberley and therefore the Cape Province.

- Health services to the districts are rendered from Kimberley. A specialist service provincial hospital and provincial offices have been established there.

- A sizeable portion of Kimberley's GGP consists of trade and services, a large portion of which is aimed at mining in the Kuruman and Postmasburg areas.

- The majority of mines in the Kuruman and Postmasburg areas are serviced from Kimberley.

- a sizeable component of contributions to levies by the Diamantveld RSC is collected in the Postmasburg district. The exclusion of Postmasburg will reduce the SPR's income.

X

- The Supreme Court of South Africa (Northern Cape subdivision) serves the districts of Kuruman and Postmasburg

and they have therefore become judicially interwoven with the Northern Cape.

- The agricultural unions of Kuruman and Postmasburg districts are affiliated to the Northern Cape Agricultural Union based in Kimberley. The interests of farmers in these districts are linked to the Northern Cape, the exclusion of these districts will inconvenience farmers.

- A strong regional identity has developed in the Northern Cape. The inhabitants of Kuruman and Postmasburg share in this strong regional identity and have no corresponding identity with inhabitants of the North West.

- This will ensure that the Northern Cape's comparative advantage in mining will be optimally utilised.

- There are also functional linkages with Kimberley, the Cape Provincial Administration and the Diamond Field RSC.

- The exclusion of these towns will impoverish the Northern Cape, which already has a poor economic base.

2.3.7 **Whether the Cape should be combined with parts of Northern Cape to make one region**

Submissions were made regarding the splitting of the Northern Cape into two, with the Western Cape extending further into the Northern Cape. They proposed that; Kleinhardt, Prieska, Hopetown and Herbert should be border towns between the Western Cape and the North West regions. Alternatively, the Orange River could become the natural boundary between the two SPRs. Their arguments were:

- The Northern Cape due to gross underdevelopment cannot be economically functional and exist on its own. Even if the Kuruman, Postmasburg and Hartswater were included in the Northern Cape, its position would not be significantly better.

- About 36% of the economically active population in Development Region B have no formal education at all, thus making the skills level very low. This is exacerbated by the lack of tertiary institutions in the Northern Cape. Merging the Northern Cape with the North West would facilitate access to universities and technikons.

- There is only one hospital in Kimberley to serve the area. The

North West option increases the prospects of access to more health facilities.

2.3.8 Inclusion and Exclusion of other areas

Hartswater

- Concern was expressed that depriving the Northern Cape of Hartswaters' agriculture base would undermine the SPRs comparative advancement in the sector.
- A counter argument is that placing Hartswater in the Northern Cape would disturb linkages between Taung and Hartswater.
- The agreement advanced in respect of Kuruman and Postmasburg apply here as well.

Thabazimbi

- a number of submissions representing grassroots communities, local government, mining, industry and commerce advocated that Thabazimbi be included in the Northwest SPR. The reasons were:
  - people of Thabazimbi do most of their shopping in Brits and Rustenberg;
  - historically, Thabazimbi has been part of the western Transvaal;
  - most of the people are Tswana, and therefore have greater affinity with the North West.
  - there are more economic functional linkages with the North West than with the Northern Transvaal;
  - administratively the district of Thabazimbi falls under Rustenberg;
  - communication and linkages with the Northern Transvaal would be costly; and
  - mining is linked to Pretoria and the North West.

Gordonia

Inclusion of Gordonia in the North West was motivated as

follows:

- Developmentally, Gordonia links up with the North West far better than any other SPR.
- the economic base which is largely agriculture (irrigation) and tourism, creates a diversity with the eastern parts of Kuruman and Postmasburg especially directed at mining and animal husbandry.
- as far as primary and secondary ~~services~~ educational are concerned Gordonia is served by ~~Port Shepstone~~ Potchefstroom.
- the Kalahari Gemsbok Park which is situated in the Gordonia district and Botswana, is administered as a unit by Botswana and South Africa. From a management point of view, the liaison between Gaberone and Mmabatho seems more logical than a liaison with the Northern Cape or Western Cape.
- the nodal point, Upington, offers the opportunity of stimulating the development axis that extends from the PWV area in the east, through Port Shepstone, Klerksdorp, Vryburg and Kuruman to Upington.

Evaluation

North West and OFS

When tested on all the criteria, the proposal that the Northwest and the OFS SPRs should be merged seems to be sustainable only on the basis of historical and socio-cultural aspects. Such an amalgamation would however, create a vast region whose geographic coherence would be weak and would also create administrative costs and inconvenience to people. The residents of the North West represented by political parties ~~from the left, centre and right~~, and interest groups, including farmers, labour, women and youth feel very strongly that the North West should not be amalgamated with the OFS. ~~This is one of the fewest areas where Blacks, Whites and Coloureds agree on demarcation.~~

Economic functional linkages between North West and OFS are difficult to identify. The major labour, goods and services from the North West lead to the PWV rather than the OFS and the same applies to the OFS. ~~The sizeable representation of grassroots communities to extend the North West and include districts Kleinhardt, Prieska, Hopetown and Herbert should be noted. Also, the concerns of grassroots communities of Namaqualand in the Western Cape should also be noted; and the~~

wishes of grassroots communities in the Central Northern Cape to keep this SPR as a separate SPR should also be noted. With such strong conflicting views, coupled with the poor economic base and vastness of the Northern Cape, questions related to its viability need to be addressed.

Sasolburg

Given the historical links with the OFS and the economic contribution Sasolburg makes in this SPR; the administrative linkages at local government level with historically black local authorities and the Northern OFS RSC; and the overwhelming support by locals as well as government structures, there would appear to be great merit in including Sasolburg in the OFS. This would not necessarily undermine the linkages between this town and the Vaal Triangle as the borders are soft.

Odi/Moretele

There are very strong economic functional links between Odi/Moretele and Pretoria and Johannesburg. Socio-cultural links between Odi/Moretele and the North West SPR exist and also with the PWV SPR. Given the rather low percentage of Tswanas (about 40%) in Odi/Moretele, and representations made by some of the inhabitants, functional linkages with the PWV SPR would appear to override any other consideration. to be very strong

Kuruman, Postmasburg and Hartswater

The exclusion of Kuruman, Postmasburg and Hartswater from the Northern Cape would further cripple and already ailing economy of this SPR. However, these areas have strong functional linkages with Bophuthatswana areas in the North West. The balance of the evidence presented would seem to suggest that these towns should remain in the North West.

Thabazimbi

Arguments for the inclusion of Thabazimbi in the Northwest are not without substance. Clearly, socio-economic linkages point in the direction of the North West. However, there are also strong linkages in terms of work flow with the remainder of subregion 44, (which includes Ellisras, Warmbad and Waterberg) which are currently located in Northern Transvaal. This issue is addressed under the Northern Transvaal SPR.

2. NORTH WEST AND OFS SPRs

Key indicators	NORTHWEST AS DEMARCATED BY THE COMMISSION	ORANGE FREE STATE AS DEMARCATED BY THE COMMISSION
Area (000 sq km)	151,2	128,4
Population (000)	2396,6	2 723,3
Population growth (%) 1985 to 1991	1,8	2,1
Density (Persons per km$^{2)}$	15,8	21,2
Official Urbanisation level (%)	29,3	48,9
Growth in Urbanisation (%) (1985 to 1991)	2,1	3,1
Illiteracy rate (Economic active population)	35,5	19,8
Potential labour force (000)	1 015,2	1 199,0
Labour force participation rate	56,4	66,5
Absorption Capacity	52,5	55,3
Official Unemployment rate	15,1	11,2
Male Absenteeism rate	11,8	26,5
Dependency ratio	2,2	1,6
Real GGP (R million) (1988)	8 223,0	7 327,0
Real annual growth in GGP (1970 to 1988)	1,2	-0,6

SPR GGP as a percentage of SA's GDP	**6,8**	**6,1**
GGP per Capita (R) (1988)	**3 619,0**	**2 861,0**
Personal income/ GGP (%) (1985)	**57,7**	**68,1**
Personal income per capita (1985)	**2 000,0**	**2 184,0**
Gender (%) Male **Female**	**51,0** **49,0**	**53,0** **47,0**
Race (%) Black	**86,5**	**85,2**
Language (%) Tswana **S. Sotho** **Afrikaans** **Other**	**66,8** **5,0** **12,4** **15,8**	**7,0** **58,1** **14,1** **20,8**

2.1 Summary of arguments for or against the North West as a separate SPR as reflected in the submissions

Views expressed included arguments for the North West to remain as a separate SPR, while others advocated a merger with the OFS. Some respondents also argued for the exclusion of the Kuruman, Postmasburg and Hartswater districts, and the inclusion of Gordonia and Thabazimbi.

Where is 2.2 and 2.3.1 ?

The OFS is a geographically coherent SPR with a major node at Bloemfontein, and with minor nodes at Welkom and Phuthaditjaba.

2.3.2 Economic and Development Issues

Economic Functionality

Both the OFS and the North West SPRs are economically functional in their own right. There are certain areas of common interest between these regions in terms of their agricultural and mining industries. The main arteries through these SPRs are parallel, linking each with the PWV and the Cape, instead of with each other. There are no significant flows of goods, services and labour between these two SPRs, thus little economic functionality between the two SPRs.

The OFS has Bloemfontein as the main nodal point. Other important nodal points are Sasolburg, Welkom and Phuthaditjaba. The OFS has a diversified economic base with mining industry, agriculture and services which play an important role.

The North West on the other hand is largely rural with no metropolitan centre. Its economic functionality is linked to Klerksdorp, Orkney and Stilfontein as the largest nodes in the region. Other nodal points are Mmabatho, Vryburg, Kuruman, Postmasburg, Rustenburg and Potchefstroom.

Economic Viability

The North West and OFS regions are approximately equivalent in terms of their economic strengths, as well as in other respects. The North West has a 7% share of the South African GGP, and the OFS 6%. In relation to GGP per capita, the North West fares better, with a GGP per capita of R3 619 in relation to the OFS, at R2 861. The OFS, however, has a slightly higher personal income per capita.

Social and Physical Infrastructure

In the urban areas of Development Region J (Western Transvaal), 33% of the people do not have access to adequate water, while in the rural areas as much as 75% of the communities are in this position. About 50% of the population has inadequate sanitation. The North West rural areas are not adequately developed. The population without electricity in the rural towns and the rural areas, including Bophuthatswana, is 46% and 93% respectively.

In terms of health services the North West region is located near and

has functional links with the PWV SPR. It therefore has easy access to the social infrastructure of that SPR.The North West SPR has a relatively poor infrastructure for primary care, but better infrastructure for tertiary care services. Clearly, the SPR would need resources from the central government to meet its challenge to provide access to better health care for its residents.

The disparity in the provision of services between the Bophuthatswana areas and the remainder of the North West area is pronounced. The movement of goods and services indicates significant linkages between this area and the eastern portions of the Northern Cape. The linkages with the OFS are limited.

Turning now to OFS, in the urban areas of Development Region C, 20% of the population does not have access to adequate water, while in the rural areas up to 40% are deprived. Over 42% of the total urban population in the OFS has inadequate sanitation. However, only 20% of the urban population living in QwaQwa have access to adequate sanitation. The provision of adequate sanitation in rural areas is less than 15%. The disparity in electricity supply is also pronounced. The population without electricity in Bloemfontein, the rural towns and QwaQwa and the Thaba 'Nchu area vary from 24% to 46% to a high of 93% respectively.

~~In terms of road infrastructure~~ The road network density for the entire area is above the national average and the third highest in the country. The provision of services is functionally linked within the OFS SPR. Few linkages exist between the OFS and Region J.

Development Potential

Both the SPRs are linked to the mining industry, which are influenced by world prices. and agriculture ?

2.3.3 Institutional and Administrative Capacity

Institutional and administrative abilities are unevenly distributed throughout the North West SPR. There is a regional office of the Cape ? Provincial Administration established in Potchefstroom. Furthermore, there are various regional offices of central government departments established ~~especially~~ in Potchefstroom, ~~but also~~ in Klerksdorp, and to a lesser e Rustenburg and Vryburg. Substantial, but relatively under-utilised infrastructure exists in Mmabatho, which, if utilised, could provide for the planning policy and developmental management needs of the SPR. There are two universities, University of Bophuthatswana and University of Potchefstroom and other tertiary educational institutions. The health services are administered by the Bophuthatswana

government, the Cape and Transvaal Provincial Administration and the Department of National Health.

The OFS has a well-developed administrative and institutional capacity, given the facilities in the various government departments, the provincial administration, the QwaQwa self-governing territory as well as the Thaba 'Nchu district of Bophuthatswana. Historically, the SPR has well-developed tertiary and other training institutions which are able to provide the managerial and other human resources. The health services are administered by Regional Services Councils, Orange Free State Provincial Administration, QwaQwa government, the Department of National Health, and many local authorities and NGOs.

2.3.4 Socio-Cultural Aspects

The dominant language in the North West SPR is Tswana (66,8%), and in the OFS Southern Sotho (58,1%). However, the two languages are quite close to one another.

Both SPRs have separate socio-cultural identities. The inhabitants of the North West have a sense of regional awareness. The OFS also has a cultural identity and regional awareness of its own.

2.4 Sensitive Areas:

The Multi-Party Negotiating Council asked that certain sensitive areas be investigated.

2.4.1 Combining the North West with the OFS

Arguments for combining the North West and the OFS SPRs as reflected in the submissions

The major thrust of the arguments in favour of combining the North West and OFS regions is based on historical, cultural and traditional links between the two areas:

- It is argued that separating the Tswanas in Thaba 'Nchu from those in the North West would amount to an artificial exercise. Thaba 'Nchu, it is argued, is the "Jerusalem" of the Tswanas.

- The combined language majorities would be South Sotho and Tswana who would be able to communicate with each other, and have cultural bonds.

- Some contend that the combined natural resources, particularly mining, makes a combined SPR more economically viable.

- Physical and social infrastructure would be improved when the two regions are combined. For example the air services would be located in Mmabatho while Post and Telecommunications and road services would be located in Bloemfontein.

Arguments against combining the North West and OFS SPRs as reflected in the submissions

- The two regions are economically functional on their own. Consolidation is not only unnecessary, but will impact negatively on the North West because a merger will cause the GGP per capita of the region to drop from R3 619 to R3 037. This would make the people of the North West worse off.

- Administration of such an expanded region would be too unwieldy, defeating the very purpose of bringing government closer to people, the very objective of rationalization. ✓

- The Tswanas in the Northwest represented by a broad spectrum of organisations maintain that they are not related to the Southern Sotho people in the OFS, and have no linkage with the OFS.

- Each region meets the criterion of geographical coherence/ compactness. An enlarged region would cover nearly a quarter of South Africa's total surface area. This would reduce the compactness of the combined region.

- Cultural identities and a sense of belonging have developed in each region, and these may be disturbed if a merger were to take place.

Application of criteria

Geographic Coherence

A combination of the two SPRs would result in a vast area, almost a quarter of South Africa's total surface, only second to Northern Cape, and would present major infrastructural problems in providing for and maintaining the financial resources of the SPR and bringing government closer to people, particularly ~~their~~ the major nodes of Bloemfontein and Mmabatho are far from each other.

Because

The boundary between the OFS and the North West SPRs currently follows the OFS provincial boundary, an historical boundary which has come to gain a wide degree of acceptance, despite its colonial origins. It has been argued, however, that there are historical links between Thaba 'Nchu and the North West SPR, which go further back than the creation of the provincial boundaries.

Economic and Development Issues

The question of whether the combination of the two SPRs would enhance their economic viability needs to be seen in relation to the per capita economic indicators, as well as in relation to their overall strength. As indicated above, the combination of these two SPRs into one large SPR, would have an impact in per capita terms ~~or GGP~~ or personal incomes statistics for the North West; it will reduce the resources available for residents of the North West as they would have to share the tax base with the OFS. The latter would benefit from the merger. Clearly, however, in relation to the share of the total SA GGP, the combined SPR would have an added strength and, at 13% of GGP, would rank together with the Western Cape in third place. However, the higher GGP is to be shared by an increased population. The combined SPRs would also have to be the second biggest in terms of land area at 279 000 sq km, second to Northern Cape.

A question that is then raised in relation to this combined SPR is whether it is 'too big' either economically, or in relation to its land size. A prior question on the other hand is whether either of the separate SPRs is 'too small' in the first place, thus necessitating their combination. The answers to these questions are probably to be found in the context of the larger map of the country. If one is looking at a small number of large SPRs the argument for combining the OFS and the North West becomes stronger, while if one is looking at a greater number of SPRs the argument for combination becomes weaker.

Institutional and Administrative Capacity

Combining the two SPRs would make administration cumbersome. People would have to travel long distances in order to reach government offices for various services. This would be particularly so in respect of where the capital will be situated.

Socio-Cultural Aspects

There are strong ties between the Tswana and the S.Sotho. Their languages resemble each other quite closely. There are historical and cultural family bonds between Tswanas in the North West and those in Thaba 'Nchu. The people of Thaba 'Nchu originally came from the

Northern Cape and the Western Transvaal. Therefore, excision of Thaba 'Nchu from the North West would cut across rooted historical and cultural ties.

2.4.2 Sasolburg

Arguments for the inclusion of Sasolburg in the OFS SPR as reflected in the submissions

- Historically Sasolburg forms part of the Boer Republic, which was eventually included in the Union of S.A. as the province of the OFS.

- The inclusion of Sasolburg/ Zamdela and Deneysville/ Refengkgotso in the OFS would result in more effective administration at local government as well as at provincial level. Excision would cause disruption of services and inconvenience to people.

- The infrastructure in Sasolburg will stimulate and facilitate industrial development in the OFS. This does not negate the fact that industries in Sasolburg and Vereeniging are interlinked. The industries in Sasolburg will also help the OFS economy, given the declining gold price in world markets.

- Residents of towns in the far northern OFS work and buy in Sasolburg and should benefit from the taxes they pay.

- The Northern OFS Regional Services Council (RSC) is highly dependent upon Sasolburg's present participation in its service area. In the 1993/94 financial year it is estimated that Sasolburg will contribute 54% of the total revenue of the RSC.

Arguments against inclusion of Sasolburg in the OFS SPR as reflected in the submissions

- Sasolburg has functional relationships within the Vaal Triangle and its excision will destroy these linkages. Some factories in Sasolburg and Vereeniging are interlinked therefore they argue for inclusion of Sasolburg in the Vaal Triangle.

- The branch office of the Department of Internal Affairs in Vanderbijlpark and the Office of the Receiver of Revenue in Vereeniging serve Sasolburg.

- There is also a suggestion that Sasolburg should be part of the

Vaal Triangle, with the latter operating as an autonomous SPR.

Application of criteria

Geographic Coherence

The Vaal River divides Sasolburg from the PWV SPR. It therefore makes geographic sense for Sasolburg to be part of the OFS.

Economic and Development Issues

Sasolburg plays an important economic role in the OFS. Adding Sasolburg to the OFS would increase the GGP from R 7 327 million to R 9 365 million, a significant resource increase.

Institutional and Administrative Capacity

Sasolburg is the seat of the Northern Free State RSC which serves a number of towns, including Vierfontein, Viljoenskroon, Kroonstad, Edenville, Tweeling, Frankfort and Villiers.

Socio-cultural Aspects

There are no strong socio-cultural factors.

2.4.3 Odi-Moretele

Arguments for inclusion of Odi-Moretele in the North West SPR as reflected in the submissions

- The area of Odi and Moretele is a major contributor to the industrial sector of Bophuthatswana - 60% of all established industries in Bophuthatswana are situated in this area, while employment in the industrial sector in this region represents 61% of the total employment in Bophuthatswana. The exclusion of this area will be to the detriment of the North West SPR.
- Important tourist centres are situated in Odi 1 and Moretele 2.
- Mabopane plays an important role as a Post and Telecommunications gateway for the North West SPR.

- Inclusion into the PWV SPR will add further to the already highly concentrated economic power and wealth in the PWV SPR.

- Inclusion of the area would enhance traditional customs, maintain the same education system and language preference.

Arguments against the inclusion of Odi-Moretele in the North West SPR as reflected in the submissions

- The Odi - Moretele areas are functionally linked to the PWV SPR. There are also strong labour movements between these areas.

- Some people in these areas have always been opposed to the idea of being part of Bophuthatswana. The average percentage poll when Bophuthatswana became independent in 1977 was 6%. In the 1987 general election the Moretele district registered less than 2% of the total potential voters.

- Most of the inhabitants in Odi - Moretele are not Tswanas. Many non-Tswana inhabitants have been denied Bophuthatswana citizenship.

- There is consistent repression and lack of free political activity in Bophuthatswana.

Application of Criteria

Geographic Coherence

Odi 1 and Moretele I and II are not an integrated part of the eastern part of the North West SPR, and are not contiguous with each other nor with the eastern districts of the North West SPR.

Economic and Development Issues

There are strong economic functional linkages between Odi-Moretele and the PWV SPR.

Institutional and Administrative Capacity

People in Odi 1 and Moretele 1 and 2 use administrative facilities in their area and in Mmabatho, the capital of Buphuthatswana. Situating these facilities in the Greater Pretoria area would be a lot more convenient than having these in the North West.

Socio-Cultural Aspects

The boundary between the PWV and the North West SPRs cuts across traditional authorities.

2.4.4 **Kuruman and Postmasburg**

Arguments for the inclusion of Kuruman and Postmasburg in the North West SPR as reflected in the submissions

- The GGP will drop from R8 223 million to R7 329 million.
- The GGP per capita will drop from R3 619 to R3 153 if the towns were to be excised from the North West.
- The exclusion of Kuruman will result in the disruption of the functional linkage that exists between Kuruman and Kudumane in Bophuthatswana. The town of Kuruman and Mothibistad in Bophuthatswana are situated next to one another and Mothibistad serves as a source of labour for Kuruman.
- The Kudumane and Ganyesa districts of Bophuthatswana serve as sources of labour for mines in the Kuruman and Postmasburg districts.
- Postmasburg, with a GGP of R625 million, is crucial to the development of the western part of the North West. Postmastburg, similar to the Kuruman district, has rich mineral deposits.
- The inhabitants of Kuruman and Postmasburg are mainly Tswana and Afrikaans speaking, and therefore fit the socio-cultural pattern of the North West.

Arguments against the inclusion of Kuruman and Postmasburg in the North West SPR as reflected in the submissions

- The mines at Kuruman and Kathu will be cut off from the Sishen-Saldanha export line by a SPR border. This will mean that the North West will supply the minerals and the Northern Cape will have the obligation to maintain the railway line.
- Kimberley forms the basis of an integral and extensive network of roads, power generation (water supply), communication and electricity supply which exist in the Northern Cape with

Kuruman, Postmasburg and Vaalhartz being an essential part of these networks.

- As far as education matters are concerned, Kuruman and Postmasburg have always been under the jurisdiction of Kimberley and therefore the Cape Province.

- Health services to the districts are rendered from Kimberley. A specialist service provincial hospital and provincial offices have been established there.

- A sizeable portion of Kimberley's GGP consists of trade and services, a large portion of which is aimed at mining in the Kuruman and Postmasburg areas.

- The majority of mines in the Kuruman and Postmasburg areas are serviced from Kimberley.

- A sizeable component of contributions to levies by the Diamantveld RSC is collected in the Postmasburg district. The exclusion of Postmasburg will reduce the SPRs income.

- The Supreme Court of South Africa (Northern Cape subdivision) serves the districts of Kuruman and Postmasburg and they have therefore become judicially interwoven with the Northern Cape.

- The agricultural unions of Kuruman and Postmasburg districts are affiliated to the Northern Cape Agricultural Union based in Kimberley. The interests of farmers in these districts are linked to the Northern Cape. The exclusion of these districts will inconvenience farmers.

- A strong regional identity has developed in the Northern Cape. The inhabitants of Kuruman and Postmasburg share in this strong regional identity and have no corresponding identity with inhabitants of the North West.

- This will ensure that the Northern Cape's comparative advantage in mining will be optimally utilised.

- There are also functional linkages with Kimberley, the Cape Provincial Administration and the Diamond Field RSC.

- The exclusion of these towns will impoverish the Northern Cape, which already has a poor economic base.

Application of criteria

Geographic Coherence - not a significant factor

Economic and Development Issues

Kuruman and Postmasburg have an important mining resource base. The economy of these areas is functionally linked to Kimberley.

Institutional and Administrative Capacity

Kimberley is the main centre of the Northern Cape and is institutionally linked with the Kuruman and Postmasburg districts.

Socio-Cultural Aspects

The inhabitants of Kuruman and Postmasburg are predominantly Tswana and Afrikaans, and have strong links with both the North West and the Northern Cape SPRs.

2.5 Evaluation

North West and OFS

When tested on all the criteria, the proposal that the Northwest and the OFS SPRs should be merged seems to be sustainable only on the basis of historical and socio-cultural aspects. Such an amalgamation would, however, create a vast region whose geographic coherence would be weak and would also create administrative costs and inconvenience to people. The residents of the North West represented by political parties and interest groups, including farmers, labour, women and youth feel very strongly that the North West should not be amalgamated with the OFS.

Economic functional linkages between North West and OFS are difficult to identify. The major labour, goods and services from the North West lead to the PWV rather than the OFS and the same applies to the OFS. ✓

Sasolburg

Given the historical links with the OFS and the economic contribution Sasolburg makes in this SPR; the administrative linkages at local government level with historically black local authorities and the Northern OFS RSC; and the support by locals as well as government structures, there would appear to be merit in including Sasolburg in the OFS. This would not necessarily undermine the linkages between this town and the Vaal Triangle as the borders are soft. ✓

Odi-Moretele

There are strong economic functional links between Odi-Moretele and Pretoria and Johannesburg. Socio-cultural links between Odi-Moretele and the North West SPR exist and also with the PWV SPR. Given the rather low percentage of Tswanas (about 40%) in Odi-Moretele, and representations made by some of the inhabitants, functional linkages with the PWV SPR appear to be very strong.

Kuruman and Postmasburg

The exclusion of Kuruman and Postmasburg from the Northern Cape would further cripple an already ailing economy of this SPR. However, these areas have strong functional linkages with Bophuthatswana areas in the North West. The balance of the evidence presented would seem to suggest that these districts should remain in the North West.

// Too strong

(A very good section).

(32)

3. EASTERN CAPE/KEI

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953	1 341	4 612
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		
Participation rate	**43,3**		
Absorption capacity	**37,6**		25,3
Official Unemployment rate	**24,8**	23,0	27,0
Male Absenteeism rate	**-29,4**	**-2,3**	**-37,3**
Dependency ratio	**3,6**	**1,9**	**5,1**
Real GGP (R million) (1988)	**13 675**	**7 117**	**6 559**
Real annual growth in GGP (1970-1988)	**1,8**		
Percentage distribution	**7,5**		

SPR GGP as a percentage of SA's GGP	**7,5**		
GGP per capita (R) (1988)	**2,297,0**	**5 307,0**	**1 422,0**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360,0**		
Gender (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape/Kei SPR as demarcated by the Commission is the second largest in terms of land area, and has the third largest population. It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected by the fact that male migrancy out of the area, is one of the highest in the country at 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater Eastern Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The Eastern Cape section of the greater Eastern Cape/Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the Eastern Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the Eastern Cape/Kei SPR as reflected in the submissions

The main sensitive area relating to this SPR, is the question of whether the greater Eastern Cape/Kei should be one unit, or should be split in two. There have been a number of proposals as to the nature of the proposed division of this SPR including:

- The combination of Eastern Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

- The combination of the Eastern Cape with the Drakensberg Regional Services Council area on the one hand, and Ciskei, Transkei and the Border corridor on the other,

- The creation of a separate Eastern Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs as reflected in the submissions

- Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

- It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

- It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

- It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

- It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

- In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

- It is argued that the magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater SPR, in relation to economic and cultural characteristics.

3.1.2. Arguments for one SPR as reflected in the submissions

- Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

- It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

- It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

- In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

- If the Border-Kei was separated from the Eastern Cape section this would alter the balance between the commercial and subsistence agricultural sectors, putting pressure on the commercial farm sector in the Border-Kei. It is argued, therefore, that the commercial farms in the Eastern Cape and Border areas should be kept within one SPR, although it is suggested that the Transkei may be separated from this SPR.

- One of the arguments presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei A division between the Border-Kei and the Eastern Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The Eastern Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the Eastern Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate Eastern Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the Eastern Cape/Kei has been severely distorted by the establishment of separate administrations in the 'independent' territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the Eastern Cape/Kei or of the separate Eastern Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the Eastern Cape and Border-Kei in relation to their populations. The Eastern Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which, if it was semarcated separately, would make it the poorest SPR in the country along with the N Transvaal.

The combination of the Eastern Cape and the Border-Kei into the greater Eastern Cape /Kei produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the Eastern Cape, ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the Eastern Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, if it is joined to the Eastern Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the Eastern Cape. It is likely that costs per capita of SPR government will be greater for those regions with small populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the Eastern Cape / Kei. In terms of the allocation of one seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate Eastern Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined Eastern Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The Eastern Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under ~~one current~~ the various regional administrations operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3,2 in the Transkei, 4,2 in the Ciskei and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. For South Africa as a whole the figures are 4,0 hospital beds ~~per 1000~~ and 0,6 doctors per 1000 of population.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. Incentive packages offered under this Programme led to industrial development at designated growth points within the Ciskei and Transkei, (which may not be sustainable in the longer term), while at the same time there was stagnation in the Port Elizabeth and East London areas.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to the formulation of development strategies, therefore, the separation of the development planning process of the Border-Kei from that of the Eastern Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

In relation to potential water supplies, however, it should be noted that the ~~SPR for~~ Border-Kei section has a ~~potential~~ potential of 59000 mill m^3 per annum out of the total for the SPR of 6400 mill m^3 per annum.

~~Access to~~

Differential access to sanitation and ~~water~~ clean water supplies

Facilities providing sanitation, utilizable water, and electricity also vary considerably within the SPR. In the urban areas 15% of the population do not have access to clean water while in the rural areas of Transkei this figure is 53%.

It is clear, however, that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated by appropriately structured planning processes within the SPR.

3.2.3 Institutional and Administrative Capacity

The regional administrative infrastructure in the Eastern Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as an Eastern Cape sub-centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the Eastern Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has five universities (University of Port Elizabeth, Vista, Fort Hare, Rhodes, and University of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed in relation to the infrastructure available in Grahamstown, Port Elizabeth, Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the SPR, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. Thus, while there is an adequate infrastructure to support separate SPRs, it could be argued that the creation of unified departments within the larger SPR would have the effect of strengthening service delivery in the disadvantaged areas of the Eastern Cape/Kei.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the Eastern Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1 % English and 1,9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the Ciskei and Transkei not reflected in the population at large. This sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white communities of East London and Port Elizabeth, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape/Kei. The western districts of the Eastern Cape, which represent the transition from the predominance of Xhosa speakers in the Eastern Cape/Kei to the predominantly Afrikaans speaking Western and Northern Cape contain communities which do not see themselves as part of the combined Eastern Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of the East Griqualand/Mount Currie/Umzimkulu area into the KwaZulu/ Natal SPR, as reflected in the submissions, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the Eastern Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from Eastern Cape/Kei.

Functional linkages between the Northern Transkei section of the Eastern Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-region for development planning. Kokstad presently serves as an economic node for the Northern Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from Northern Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the Norhtern Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service areas by an apartheid boundary.

It must be acknowledged that the Kokstad/Mount Currie area also has linkages to KwaZulu/Natal. From an E Cape/Kei perspective, however, the separation of this area from the Northern Transkei sub-region would be detrimental to the growth and development of this sub-region of the Eastern Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR has has been centred largely on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. Certain communities and interest groups in both the Eastern Cape and the Border-Kei sections do not identify with the greater Eastern Cape/Kei SPR, while other communities and interest groups do. Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the Commission, would in all likelihood be in the interests of the majority within this SPR.

PREFACE

The Negotiating Council of the Multiparty Negotiating Process on 28 May 1993 established a Commission on the Delimitation/ Demarcation of States, Provinces and Regions (SPR's). Taking the sensitivity around regional boundaries into account, the Commission had a daunting task to complete its work within the prescribed six week period and had to rely on the information it acquired from numerous written submissions and oral hearings in the main centres in the country. It was thus not possible for the Commission to consult with all the communities who would be directly affected by the SPR boundaries as recommended by the Commission.

The Negotiating Council in its meeting held on 9 August 1993 accepted the Report of the Commission as a useful starting point to the discussion on the delimitation/demarcation of SPR's and resolved that the Co- Chairpersons of the Commission are, in consultation with the Planning Committee, to work out the modalities to acquire oral and written evidence in respect of the so-called "sensitive areas". The Co-Chairpersons, after consultation with a sub-committee of the Planning Committee, agreed on a workplan to obtain, analise and evaluate further evidence with the assistance of a Task Force consisting of academics, researchers, technical experts as well as the majority of the members of the Commission.

The purpose of this report is not to redraw the boundaries flowing from the Commission's report but to provide further information to the Negotiating Council on issues relating to possible boundaries. It should be borne in mind that the future powers and duties of the SPR's have not yet been determined. Since these powers will have a major effect on the communities concerned, the delimitation of SPR's cannot be looked at in isolation.

It was agreed with the sub-committee of the Negotiating Council that the Co-Chairpersons would present their findings to the Negotiating Council before 15 October. Taking into account the fact that the Task Force had its first meeting on Saturday, 11 September it had to handle an enormous task in a very short time. In total 467 written submissions and 177 oral hearings had to be handled, analysed and evaluated and the Co-Chairpersons would like to extend their appreciation to all involved for their dedication and support.

It should be pointed out that the Co-Chairpersons did not attend all the hearings and accordingly base their conclusions on the findings and reports of the members of the Task Force as contained in the attached report.

The Co-Chairpersons, after having discussed the reports and findings of the Task Force, came to the following conclusions:

(a) The delimitation/demarcation of SPR's is in the South African context of constitutional evolution, debate and positioning a highly emotional issue. Given the historical development of areas and the dramatic transformation taking place in the country, it is not surprising that there are conflicting points of view from almost all communities. There are so many different interest groups, ~~each with its own agenda~~, that it is impossible to draw absolute conclusions that a community is for or against

difficult

the specific recommendations of the Commission. In most instances, as indicated in the attached report, there were arguments "for" and "against" and any measurement of the feelings, desires and wishes of the individuals, organisations and communities becomes highly subjective.

(b) Substantial research and investigations was conducted and numerous meetings held by organisations and interest groups in preparing their submissions to the Task Force.

Some of the more relevant comments made in reaction to the recommendations of the Commission were inter alia the following:

- traditional leaders believe that the boundaries should not divide the land of their forefathers to fall into different SPR's;
- some communities have traditional family, business and other ties with a nodal point in an SPR which, as result of the recommendations, now falls in a different SPR;
- mining companies complained that in certain instances the suggested boundaries divide the operations of specific mines into two different SPR's;
- the inclusion of certain underdeveloped areas into specific SPR's may hamper the development potential of such a SPR;
- some communities have a strong desire to govern themselves and the recommended SPR's do not meet this need.

It will therefore, by its very nature, be extremely difficult for a body like the Negotiating Council to take definitive decisions on the boundaries that would satisfy all the citizens of the country, especially those communities who are directly affected by the boundaries as suggested by the Commission. Even a referendum in a certain community would not necessarily be the answer as certain communities indicated that they have no problem with the boundaries as recommended but that a revision, by including or excluding certain other areas in their SPR, would result in a change in their acceptance of the suggested boundaries.

c) Some proposals were tabled in favour of increasing the number of SPR's and or allowing for the creating of sub-regions on the basis that this would reduce the extent of dissatisfaction. Other parties indicated in their submissions the concern that the recommended 9 regions were too high and could bring about financial burdens that cannot be justified.

We are of the opinion that the number of regions should not be increased but the possibility of sub-regions should be investigated. The Task Force did not investigate the latter option as the Commission did not include it in their report and the Co-Chairpersons did not regard it as part of their brief.

The investigations of the Task Force, together with the earlier work done by the Commission, has identified the vast differences of opinions and emotions that future boundaries are generating. The analysis indicates that there are significant differences in materiality, in levels of sensitivity and in the potential for resolution.

The spectrum of changes in boundaries could likely range from marginal (such as in the case of Sasolburg, which could be included either into the OFS or the PWV region), to drastic (such as in the division of the Eastern Cape into two SPR's, or combining the OFS and North West into a single SPR)

Changes in the boundaries, especially if there is insufficient consensus, could result in non-acceptance by some factions leading to a never-ending process of protest and disruption.

Two areas illustrate the potential for conflict which exists in many parts of the country, namely:

- Griqualand East (Mt Currie)/Umzimkulu and
- Pretoria

In each case the local community has divergent opinions and the area itself is at the cusp of historic competing external interests. A resolution to the demarcation of these areas therefore must include all those who have an interest in the outcome and requires an inclusive process of negotiation and political leadership which is able to deal with diversity.

In conclusion we would like to underline the following points:

- The work of the Commission and the Task Force has opened the debate on delimitation and demarcation;

- The process, from a political standpoint, is at an early stage and taking the diversity into account it is clear that the subject matter has not yet been extensively analysed.

- While the differences and emotions of the interested communities are predictable, the points of view which have been brought to the surface represents valuable input to the negotiating process.

- The delimitation/demarcation of regions is not a legal or academic exercise dealing only with quantifiable or even logical arguments. It deals with the wishes, fears and emotions of human beings and therefor requires a forum capable of reaching consensus and agreement through a process of compromise and "give" and "take". Certain traditional criteria may have to be sacrificed in order to arrive at this compromise. The brief and mandate of the Commission and of the Task Force was not to find compromise between conflicting historical, political and often emotional issues held by various interest groups, however, compelling these may be.

Further process?

- An inclusive process seems therefore to be imperative in order to arrive at a satisfactory conclusion and workable dispensation as far as SPR's are concerned.

- The responsibility to facilitate this complex issue and process, taking the volatile situation in our country into account, rests with all the political leaders. The extent to which they are able to amicably negotiate and resolve the issues impacting on the SPR's and influencing their followers towards accepting the outcome will decisively determine the success of a peaceful transition to democracy.

DR BAX NOMVETE **A.S.DU PLESSIS**

14 OCTOBER 1993

Document tends to be reducing the value of the Task Force report and of the criteria as a basis of demarcation. Possibly too much emphasis on the political dynamic.
Are the negotiators not looking to this report for assistance in making decisions?

3. EASTERN CAPE/KEI

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953,0	1 341,0	4 612,0
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		
Labour force participation	43,3		
Absorption capacity	37,6		25,3
Official Unemployment rate	24,8	23,0	27,0
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0	7 117,0	6 559,0
Real annual growth in GGP (1970-1988)	1,8		

GGP per capita (R) (1988)	**2,297**	**5 307**	**1 422**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360**		
Sex (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger regions of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potantial labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a

latively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created a situation where development planning and administration have been fragmented within the region.

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers ~~which~~ who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE E CAPE / KEI SPR

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* the combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other,

* the combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* the creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two regions would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

Arguments for separate regions

i) Submissions favouring the creation of two separate regions have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

ii) It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive

nds directly from a central pool, and would have its own representation in the national parliament.

iii) It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

iv) It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been conflictual???.

v) It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

vi) In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

Arguments for one region

i) Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

ii) It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger region.

iii) It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

iv) In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

v) One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

3.2 APPLICATION OF CRITERIA

GEOGRAPHIC COHERENCE

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

ECONOMIC AND DEVELOPMENT ISSUES

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the National Assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

In relation to the potential costs of establishing an SPR government, it can be anticipated that

e costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape / Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'.

Development Issues

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

INSTITUTIONAL AND ADMINISTRATIVE CAPACITY

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the

Δ Health indicators for this SPR indicate the differences in access to health facilities under the current regional administration operating in the E. Cape / Kei. The number of hospital bds per 1000 of population is 2,2 in the Transkei, 4,3 in the Ciskei, and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,1 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section.

melands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

Δ (Data in here on health, education, water, sanitation etc)

SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking,* The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the two homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white inhabitants of East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

SYNTHESIS / EVALUATION

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in

* and the Border-Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1% English and 1,9% Afrikaans.

written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / Kei SPR would satisfy the wishes of the ~~overwhelming~~ majority of the total population of this region.

← See 3.3 should remain here.

4. KWA ZU~~LU~~/NATAL **KwaZulu/Natal**

INDICATORS	AS PROPOSED BY CDDR	KWAZULU/NATAL INCLUDING EAST GRIQUALAND	KWAZULU/NATAL INCLUDING EAST GRIQUALAND AND UMZIMKULU
Area (000 km2)	174,2	7 594,7	7 765,7
Population (000)	6 137,0		
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1		
Official Urbanisation level (%)	35,0		
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		

THIS SHOULD COME IN AT THE OF THE SECTION ON E CAPE / KEI. (P 31 OF FIRST DRAFT DOC)

3.3 Sensitive Areas

3.3.1 Whether the East Griqualand / Mount Currie / Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu / Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section ... under the sensitive areas relating to the Kwa Zulu / Natal SPR. It is important, however, to briefly point out the implications for the E Cape / Kei SPR if this area were to be included in Kwa Zulu / Natal and excluded from E Cape / Kei.

Functional linkages between the Northern Transkei section of the E Cape / Kei SPR and the East Griqualand / Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-regional development planning unit, with Kokstad as a sub-regional nodal centre. Kokstad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospitals and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its service to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service area by an apartheid boundary.

While acknowledging, therefore that the Kokstad / Mount Currie area also has linkages to Kwa Zulu / Natal, **from an E Cape / Kei perspective** the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape / Kei SPR.

(See page ... for more detailed presentation of this issue)

EASTERN CAPE

Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	**28,5**		
Potential labour force (000)	**2 156,8**		
Participation rate	**43,3**		
Absorption capacity	**37,6**		25,3
Official Unemployment rate	**24,8**	23,0	27,0
Male Absenteeism rate	**-29,4**	**-2,3**	**-37,3**
Dependency ratio	**3,6**	**1,9**	**5,1**
Real GGP (R million) (1988)	**13 675**	**7 117**	**6 559**
Real annual growth in GGP (1970-1988)	**1,8**		
Percentage distribution	**7,5**		
GGP per capita (R) (1988)	**2,297**	**5 307**	**1 422**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360**		
Gender ~~Sex~~ (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**

Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
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Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

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The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

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The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

Summary of arguments for and against the E Cape /Kei SPR as contained in the submissions.

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the possible division of this SPR including:

* The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other. Drakensberg RSC area

* The combination of the E Cape with the ~~NE Cape~~ on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and ~~NE Cape~~). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPR's as contained ....

* Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

* It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when the two areas found combined ~~within~~ Region D has been conflictual???.←

* It has been further argued that a distinct sense of identity has developed in the

E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

- Magisterial districts to west of PE.

3.1.2. Arguments for one SPR as contained in the submission

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

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* One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions, of apartheid, as well as the poverty contained within those divisions.

← Farmers views in here

3.2 Application of criteria

3.2.1 Geographic coherence ←

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Kwazulu Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the ~~nominally~~ independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.3 Economic and development issues

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region,

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR.(The combined E Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not ~~become a 'tale of two cities'~~ focus exclusively on the relationship between the two major nodes in this SPR.

3.2.3 Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under one current regional adminstration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3.2 in the Transkei, 4.2 in the Ciskei and 6.0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. → Additional Region D data.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

Spell out more.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.4 INSTITUTIONAL AND ADMINISTRATIVE CAPACITY

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the

h[redacted]elands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape / Kei, depending on whether there is a need to split certain functions.

The E Cape / Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with the Eastern Cape Division located in Grahamstown, and with a substantial judicial infrastructure in Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the region, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR would have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.5. SOCIO-CULTURAL ASPECTS

The Eastern Cape / Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3.0% Southern Sotho, 2,1 % English and 1.9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape / Kei SPR among the black population, with tensions that exist between the administrations of the ~~two~~ homelands not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape / Kei.

3.3. Evaluation

The debate on the issue of whether or not to divide the greater E Cape / Kei SPR hinges on

economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / Kei SPR would satisfy the wishes of the majority of the total population of this region.

3.3 Sensitive Areas

The Multi-Party Negotiating Council identified this as an area to investigated.

3.3.1. Whether the East Griqualand/Mount Currie/Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu /Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the Kwa Zulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in Kwa ZUlu /Natal and excluded from E Cape/ Kei.

Functional linkages between the Northern Transkei section of the E Cape /Kei SPr and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti. Kostaad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstaad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstaad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore that the Kokstad Mount Currie area also has linkages to Kwa Zulu .Natal, from an E Cape/Kei perspective the separation of this area from the N transkei sub-region would be detrimental to the growth and development of

this sub-region of the E Cape /kei SPR.

There are physiographic differences within the E Cape/Kei with a semi-arid Karoo environment in the west ~~east~~ with small stock farming. The eastern section of Transkei receive higher rainfall and have a greater agricultural potential as well as greater potential water supplies.

Transkei and Ciskei have a long history of separate administration. United Transkeian Territories Act of 1903.

More on industrial decentralisation under development issues. Source of some of the tension.

Institutional could be separate due to presence of infrastructure in both sections.

Sense of identity extends to the hinterland of EL + PE.

3. EASTERN CAPE/KEI

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953,0	1 341,0	4 612,0
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		
Labour force participation	43,3		
Absorption capacity	37,6		
Official Unemployment rate	24,8		
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0	7 117,0	6 559,0
Real annual growth in GGP (1970-1988)	1,8		

SPR GGP as a percentage of SA's GGP	7,5		
GGP per capita (R) (1988)	2,297,0	5 307,0	1 422,0
Personal Income/ GGP (%) (1985)	90,3		
Personal Income per capita (1985)	1 360,0		
Gender (%)			
Male	45,0	50,9	43,2
Female	55,0	49,1	56,8
Age			
under 15	44,2	34,3	47,2
15-65	50,2	61,2	47,0
65 and over	5,5	4,5	5,8
Race			
Black	87,2	56,4	96,4
White	5,9	17,6	2,4
Coloured	6,7	25,3	1,1
Asian	0,2	0,7	0,1
Language			
Xhosa	82,9	52,3	91,8
Afrikaans	9,4	35,5	1,9
English	3,9	10,4	2,1
S Sotho	2,4	0,1	3,0

The greater Eastern Cape/Kei SPR as demarcated by the Commission is one of the larger SPR's of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape/Kei SPR has an urbanisation level of 84%, and the Border-Kei section of only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the E Cape/Kei SPR as contained in the submission

The debates around the Eastern Cape/Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

* The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

Drakensberg Regional Services Council

* The combination of the E Cape with the ~~NE Cape~~ on the one hand, and Ciskei, Transkei and the Border corridor on the other,

* The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs as contained in Drakensberg.

Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

* It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

* In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

* It is argued that magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater region in relation to cultural and economic characteristics.

3.1.2. Arguments for one SPR

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei

have historically served as a labour reserve for the Port Elizabeth area.

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The E Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per km. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape/Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the E Cape/Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which would make it the poorest SPR in the country, together with the N Transvaal. If it was

demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape /Kei produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875)for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, ~~is~~ it also includes the E Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should

be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not ~~become a 'tale of two cities'~~ focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under one current regional administration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3.2 in the Transkei, 4.2 in the Ciskei and 6.0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. * Incentive packages offered under this Programme have led to ~~the~~ industrial development at growth point within the Ciskei and Transkei, which at the same time (which may not be sustainable in the long run) and created distortion in the ~~BEE~~ of E (under-mine). In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to development planning the separation of the Border-Kei

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 Institutional and Administrative Capacity

~~As a result of apartheid fragmentation~~, The regional administrative infrastructure in the E Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth

region from the E Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has 5 universities (UPE, Vista, Fort Hare, Rhodes, and Univ of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with ~~the Eastern Cape Division located in Grahamstown, and~~ with a substantial judicial infrastructure in Bisho and Umtata. ^ in Grahamstown and Port Elizabeth as well as in

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the ~~region~~, SPR there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR could ~~would~~ have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3.0% Southern Sotho, 2,1 % English and 1.9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the ~~two homelands~~ Ciskei + Transkei not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different

areas of the E Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of this area into the KwaZulu/ Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from E Cape/Kei.

Functional linkages between the Northern Transkei section of the E Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Kostad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore that the Kokstad Mount Currie area also has linkages to KwaZulu/Natal, from an E Cape/Kei perspective the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for

development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. ~~In view of the~~ submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape/Kei SPR would in all likelihood satisfy the wishes of the majority of the total population of this region. ~~western districts of the Eastern Cape region~~ particularly in the western districts, do not identify with the greater region.

Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the commission, would in all likelihood be in the interests of the majority within this SPR.

3. EASTERN CAPE/KEI

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953,0	1 341,0	4 612,0
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		
Labour force participation	43,3		
Absorption capacity	37,6		
Official Unemployment rate	24,8		
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0	7 117,0	6 559,0
Real annual growth in GGP (1970-1988)	1,8		

this wording not same in all tables?

SPR GGP as a percentage of SA's GGP	**7,5**		
GGP per capita (R) (1988)	**2,297,0**	**5 307,0**	**1 422,0**
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per capita (1985)	**1 360,0**		
Gender (%)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

see 3,2,1 (careful of repetition)

The greater Eastern Cape/Kei SPR as demarcated by the Commission is one of the larger SPR's of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

– in the table?

While the greater E Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape/Kei SPR has an urbanisation level of 84%, and the Border-Kei section of only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82,9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the E Cape/Kei SPR

The debates around the Eastern Cape/Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

- The combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.
- The combination of the E Cape with the ~~NE Cape~~ on the one hand, and Ciskei, Transkei and the Border corridor on the other,
- The creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs

Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

* It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

* It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

* It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

* In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

* It is argued that magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater region, in relation to cultural and economic characteristics.

3.1.2. Arguments for one SPR

as reflected ---

* Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the Eastern Cape will result in a better tax base, and a stronger regional economic resource base in general.

* It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

* It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei

have historically served as a labour reserve for the Port Elizabeth area.

* In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

* One of the arguments ~~most strongly~~ presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei ~~homelands~~. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The E Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill.(population density of 15,9 persons per km.) The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the E Cape/Kei has been severely distorted by the establishment of separate administrations in the ~~nominally~~ independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the E Cape/Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R5 307, which is just above the national average, while the Border-Kei has a GGP per capita of R1 422 , which would make it the poorest SPR in the country, together with the N Transvaal. If it was

demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape /Kei produces an SPR with a GGP per capita of R2 297. This would mean an increase of 62% (R 875)for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, ~~is~~ if also includes the E Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of ~~1~~ one seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape/Kei SPR would have the maximum of 100 seats)

economic viability?

Economic Functionality

The E Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should

be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not ~~become a 'tale of two cities'~~ focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under one current regional administration operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3,2 in the Transkei, 4,2 in the Ciskei and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,6 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. How does it compare?

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. * Incentive packages offered under this Programme have led to ~~the~~ industrial development at growth points within the Ciskei and Transkei, which at the present time may not be sustainable in the long term. In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to development planning the separation of the Border-Kei region from the E Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 Institutional and Administrative Capacity

~~As a result of apartheid fragmentation~~, The regional administrative infrastructure in the E Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth

which serves as a centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the E Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has ~~3~~ five universities (UPE, Vista, Fort Hare, Rhodes, and University of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed with ~~the Eastern Cape Division located in Grahamstown, and~~ with a substantial judicial infrastructure in Bisho and Umtata. ^ in Grahamstown and Port Elizabeth as well as in

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the ~~region~~ SPR, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. The creation of unified departments within the larger SPR could ~~would~~ have the effect of strengthening service delivery in these areas, within the context of a non-racial framework of regional government.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the E Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1 % English and 1,9% Afrikaans. The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the ~~two homelands~~ Ciskei + Transkei not reflected in the population at large. The sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white East Londoners and Port Elizabethans, and there are also differences in the ratio of English speakers to Afrikaans speakers in different

areas of the E Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of this area into the KwaZulu/Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the E Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from E Cape/Kei.

Functional linkages between the Northern Transkei section of the E Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Kostad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern services area by an apartheid boundary.

While acknowledging, therefore that the Kokstad Mount Currie area also has linkages to KwaZulu/Natal, from an E Cape/Kei perspective the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR hinges on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for

development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. ~~In view of the~~ submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape/Kei SPR would in all likelihood satisfy the wishes of the majority of the total population of this region.

~~western districts of the Eastern Cape region~~ particularly in the western districts, do not identify with the greater region.

Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the commission, would in all likelihood be in the interest of the majority within this SPR.

3. EASTERN CAPE/KEI

INDICATORS	AS PROPOSED BY COMMISSION	E CAPE SEPARATE	BORDER/ KEI
Area (000 km^2)	174,2	84,4	89,8
Population (000) (1991)	5 953,0	1 341,0	4 612,0
Density (Persons per km^2) (1991)	35,1	15,9	51,4
Official Urbanisation Level (%) (1991)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy Rate (%) (Economic active population)	28,5		
Potential Labour Force (000)	2 156,8		
Participation Rate (%)	43,3		
Absorption Capacity (%)	37,6		25,3
Official Unemployment Rate (%)	24,8	23,0	27,0
Male Absenteeism Rate (%)	-29,4	-2,3	-37,3
Dependency Ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675,0 9 017,0	7 117,0 ~~4 688,0~~ 4 689,0	6 559,0 ~~6 564,0~~ 4 328,0
Real Annual Growth in GGP (%) (1970-1988)	1,8		

65,9 %
of Total.

SPR GGP as a Percentage of SA's GGP	**7,5**		
GGP per Capita (R) (1988)	**2,297,0** 1553	**5 307,0** 3587,0	**1 422,0** 961,0
Personal Income/ GGP (%) (1985)	**90,3**		
Personal Income per Capita (1985)	**1 360,0**		
Gender (%) (1991)			
Male	**45,0**	**50,9**	**43,2**
Female	**55,0**	**49,1**	**56,8**
Age (yrs) (1991)			
under 15	**44,2**	**34,3**	**47,2**
15-65	**50,2**	**61,2**	**47,0**
65 and over	**5,5**	**4,5**	**5,8**
Race (%) (1991)			
Black	**87,2**	**56,4**	**96,4**
White	**5,9**	**17,6**	**2,4**
Coloured	**6,7**	**25,3**	**1,1**
Asian	**0,2**	**0,7**	**0,1**
Language (%) (1991)			
Xhosa	**82,9**	**52,3**	**91,8**
Afrikaans	**9,4**	**35,5**	**1,9**
English	**3,9**	**10,4**	**2,1**
S Sotho	**2,4**	**0,1**	**3,0**

The greater Eastern Cape/Kei SPR as demarcated by the Commission is the second largest in terms of land area, and has the third largest population. It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R ~~2297~~ 1553, is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected by the fact that male migrancy out of the area, is one of the highest in the country at 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater Eastern Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The Eastern Cape section of the greater Eastern Cape/Kei SPR has an urbanisation level of 84%, compared to that of the Border-Kei section only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the Eastern Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the Eastern Cape/Kei SPR as reflected in the submissions

The main sensitive area relating to this SPR, is the question of whether the greater Eastern Cape/Kei should be one unit, or should be split in two. There have been a number of proposals as to the nature of the proposed division of this SPR including:

- The combination of Eastern Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

- The combination of the Eastern Cape with the Drakensberg Regional Services Council area on the one hand, and Ciskei, Transkei and the Border corridor on the other,

- The creation of a separate Eastern Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

3.1.1 Arguments for separate SPRs as reflected in the submissions

- Submissions favouring the creation of two separate SPR's have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

- It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive funds directly from a central pool, and would have its own representation in the national parliament.

- It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

- It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been a source of conflict.

- It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

- In terms of administration, the single E Cape/Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

- It is argued that the magisterial districts to the west of Port Elizabeth have little in common with the rest of the greater SPR, in relation to economic and cultural characteristics.

3.1.2. Arguments for one SPR as reflected in the submissions

- Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

- It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger SPR.

- It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape/Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

- In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

- If the Border-Kei was separated from the Eastern Cape section this would alter the balance between the commercial and subsistence agricultural sectors, putting pressure on the commercial farm sector in the Border-Kei. It is argued, therefore, that the commercial farms in the Eastern Cape and Border areas should be kept within one SPR, although it is suggested that the Transkei may be separated from this SPR.

- One of the arguments presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei A division between the Border-Kei and the Eastern Cape would tend to perpetuate the racial territorial divisions. of apartheid, as well as the poverty contained within those divisions.

3.2 Application of criteria

3.2.1 Geographic Coherence

The Eastern Cape/Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the Eastern Cape/Kei is the third largest behind the PWV and KwaZulu/Natal.

Splitting this SPR would create a separate Eastern Cape with a land area of 84 400 sq km and a relatively small population of 1,3 mill.(Population density of 15,9 persons per sq km). The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.(population density of 51,4)

The coherence of the Eastern Cape/Kei has been severely distorted by the establishment of separate administrations in the 'independent' territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to avoid duplication and provide a more efficient infrastructural support base.

3.2.2 Economic and Development issues

Economic Viability

The issue of the economic viability of the Eastern Cape/Kei or of the separate Eastern Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the Eastern Cape and Border-Kei in relation to their populations. The Eastern Cape has a GGP per capita of R~~5 307~~ 3 282, which is just above the national average, while the Border-Kei has a GGP per capita of R~~1 422~~ 961, which, if it was demarcated separately, would make it the poorest SPR in the country along with the N Transvaal.

The combination of the Eastern Cape and the Border-Kei produces an SPR with a GGP per capita of R~~2 297~~ 2 533. This would mean an increase of R~~875~~ 592 (62%) for the Border-Kei section, and a decline of R ~~3010~~ 2034 for the Eastern Cape, ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations to the national assembly on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the Eastern Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region, if it is joined to the Eastern Cape.

In relation to the potential costs of establishing an SPR government, it can be anticipated that the costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the Eastern Cape. It is likely that costs per capita of SPR government will be greater for those regions with small populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the Eastern Cape / Kei. In terms of the allocation of one seat in the SPR legislature for every 50 000 ~~of population~~ voters, with a ~~maximum~~ of 30 and a ~~minimum~~ of 100 seats, the separate Eastern Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined Eastern Cape/Kei SPR would have the maximum of 100 seats)

Economic Functionality

The Eastern Cape/Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct sub-regional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not focus exclusively on the relationship between the two major nodes in this SPR.

Social and Physical Infrastructure

Health indicators for this SPR show differences in access to health facilities under the various regional administrations operating in the Eastern Cape/Kei. The number of hospital beds per 1000 population is 3,2 in the Transkei, 4,2 in the Ciskei and 6,0 in the Cape Province section. The number of doctors per 1000 population is 0,1 in the Transkei, 0,4 in the Ciskei and 0,7 in the Cape Province section. For South Africa as a whole, the figures are 4,0 hospital beds and 0,6 doctors per 1000 of population.

In relation to potential water supplies it should be noted that the Border-Kei section is far better endowed than the Eastern Cape section, with the Border-Kei having a potential of 5900 cubic metres per annum out of the total 6400 cubic metres for the SPR as a whole. In terms of the actual provision of safe domestic water, however, the rural areas are worse off than the urban areas. An estimated 15% of the urban population do not have access to clean water, while this figure for the rural areas of the Transkei is 53%.

Development Potential

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region. Incentive packages offered under this Programme led to industrial development at designated growth points within the Ciskei and Transkei, (which may not be sustainable in the longer term), while at the same time there was stagnation in the Port Elizabeth and East London areas.

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy. In relation to the formulation of development strategies, therefore, the separation of the development planning process of the Border-Kei from that of the Eastern Cape has been beneficial in that different development approaches catering for specific sub-regional needs have been produced.

It is clear, however, that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be posed, however, as to whether these sub-regional development foci necessitate the splitting of an SPR in a case such as the Eastern Cape/Kei, or whether they can be accommodated by appropriately structured planning processes within the SPR.

3.2.3 Institutional and Administrative Capacity

The regional administrative infrastructure in the Eastern Cape/Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the homelands.

Centres of institutional and administrative capacity exist in Port Elizabeth which serves as an Eastern Cape sub-centre for the Cape Provincial Administration, while the establishment of 'capitals' at Bisho and Umtata has led to the development of administrative, legislative and executive institutions based in these centres. There are therefore a number of possible options in terms of the establishment of a capital or set of capitals for the Eastern Cape/Kei, depending on whether there is a need to split certain functions.

The E Cape/Kei has five universities (University of Port Elizabeth, Vista, Fort Hare, Rhodes, and University of Transkei), which would also require a degree of rationalisation. The judicial infrastructure in the SPR is also well developed in relation to the infrastructure available in Grahamstown, Port Elizabeth, Bisho and Umtata.

The provision of health, education and other services has suffered due to the fragmentation of these services between a multitude of homeland and own affairs departments. While delivery may be adequate in parts of the SPR, there is a need to substantially improve delivery in other parts, particularly in the homeland areas where structures for delivery are not adequately financed or administered. Thus, while there is an adequate infrastructure to support separate SPRs, it could be argued that the creation of unified departments within the larger SPR would have the effect of strengthening service delivery in the disadvantaged areas of the Eastern Cape/Kei.

3.2.4 Socio-Cultural Aspects

The Eastern Cape/Kei SPR has a relatively homogenous population with a strong majority of Xhosa speakers at 82,9% of the total population. Afrikaans speakers comprise 9,4% of the population, with English and South Sotho comprising 3,9% and 2,4% respectively.

There are, however, differences within the greater SPR with the Eastern Cape section having a language breakdown of 52,3% Xhosa speaking, 35,5% Afrikaans speaking and 10,4% English speaking, and the Border Kei section comprising 91,8% Xhosa speakers, 3,0% Southern Sotho, 2,1 % English and 1,9% Afrikaans. ~~The western districts of the Eastern Cape represent the transition from the predominance of Xhosa speakers in the greater E Cape / Kei to the predominantly Afrikaans speaking Western and Northern Cape.~~

There is a strong sense of regional identity in relation to the greater E Cape /Kei SPR among the black population, with tensions that currently exist between the administrations of the Ciskei and Transkei not reflected in the population at large. This sense of identification with the greater SPR is not necessarily shared to the same extent by the white population. There is a sense of separate identity between the white communities of East London and Port Elizabeth, and there are also differences in the ratio of English speakers to Afrikaans speakers in different areas of the E Cape/Kei. The western districts of the Eastern Cape, which represent the transition from the predominance of Xhosa speakers in the Eastern Cape/Kei to the predominantly Afrikaans speaking Western and Northern Cape contain communities which do not see themselves as part of the combined Eastern Cape/Kei.

3.3 Sensitive Areas: East Griqualand/Mount Currie/Umzimkulu

3.3.1 The arguments for and against the inclusion of the East Griqualand/Mount Currie/Umzimkulu area into the KwaZulu/ Natal SPR, as reflected in the submissions, as well as the application of the criteria to this issue, are comprehensively presented in Section 4 under the sensitive areas relating to the KwaZulu/Natal SPR. It is important, however, to briefly point out the implications for the Eastern Cape/Kei SPR if this area were to be included in KwaZulu/Natal and excluded from Eastern Cape/Kei.

Functional linkages between the Northern Transkei section of the Eastern Cape/Kei SPR and the East Griqualand/Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, KwaBhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-region for development planning. Kokstad presently serves as an economic node for the Northern Transkei districts in terms of employment, trade and shopping facilities, while hospital and other services in Kokstad and Umzimkulu are utilised by people from Northern Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its services to the Norhtern Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service areas by an apartheid boundary.

It must be acknowledged that the Kokstad/Mount Currie area also has linkages to KwaZulu/Natal. From an Eastern Cape/Kei perspective, however, the separation of this area from the Northern Transkei sub-region would be detrimental to the growth and development of this sub-region of the Eastern Cape/Kei SPR.

3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR ~~has~~ has centred largely on economic and developmental issues, as well as on the sense of identity as expressed in written and oral submissions. The development of this SPR, particularly the Border-Kei section, requires urgent attention from a future central government as well as from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commission's first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be

accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. Certain communities and interest groups in both the Eastern Cape and the Border-Kei sections do not identify with the greater Eastern Cape/Kei SPR, while other communities and interest groups do. Notwithstanding the divergent views that have emerged on this issue, however, it could be concluded that the demarcation of the greater Eastern Cape/Kei SPR, as proposed by the Commission, would in all likelihood be in the interests of the majority within this SPR.

2 EASTERN TRANSVAAL

INDICATORS	AS PROPOSED BY CDDR	OPTION 2	OPTION 3
Area (000 km2)	87,4		
Population (000)	2 129,5		
Population Growth (%) 1985-1991	2,6		
Density (Persons per km2)	27,2		
Official Urbanisation level (%)	35,3		
Growth in Urbanisation (%) (1985-1991)	3,5		
Illiteracy rate (Economic active population)	**31,5**		
Potential labour force (000)	**921,2**		
Participation rate	**67,1**		
Absorption capacity	**54,0**		
Official Unemployment rate	**8,9**		
Male Absenteeism rate	**24,6**		
Dependency ratio	**1,6**		
Real GGP (R million) (1988)	**9 835**		
Real annual growth in GGP (1970-1988)	**3,3**		
Percentage distribution	**8,1**		
GGP per capita (R) (1988)	**4 974**		

Personal Income/ GGP (%) (1985)	**42,5**		
Personal Income per capita (1985)	**2 341**		
Sex (%) **Male** **Female**	 **53,3** **46,7**		
Age **under 15** **15-65** **65 and over**	 **39,9** **57,6** **2,5**		
Race **Black** **White** **Coloured** **Asian**	 **84,6** **14,0** **0,9** **0,5**		
Language			

The Eastern Transvaal SPR is the second smallest in terms of both population, 5% of the total, and land area, 78 300 sq km. At 27,2 persons sq km, the population density is just below the national average. This SPR has an inflow of male workers as reflected in the positive 24,6% rate.

This SPR has a relatively diverse economic resource base and has the second highest GGP per capita at R 4 974. This indicator tends to exaggerate the economic strength of the Eastern Transvaal, as a large amount of income leaves the region and accrues to head offices of companies and parastatals in the PWV. This is reflected in the low personal income/GGP ratio of 42,5%. The Eastern Transvaal SPR, however, has a personal income per capita of R 2 341, placing it 4th.

The Eastern Transvaal is heteogeneous in relation to language groups with a predominance of Swazi speakers 37,7%, Zulu speakers 27,2%, and Afrikaans speakers 11,8%. The SPR has the third highest illiteracy rate at 28,5%.

2.2.1 Summary of arguments for and against the SPR

Arguments for the SPR

- The territory is geographically coherent and compact in relation to its shape and size.
- Despite a diversity of language and cutural groups, there is a well developed sense of identity and a spirit of cooperation in the Eastern Transvaal.
- The Eastern Transvaal has a diverse resource base in agriculture, mining, electricity and manufacturing, with a good potential for economic development.
- The Eastern Transvaal has an economic character that is distinct from the PWV.

Arguments against the SPR

- The SPR consists of diverse physiographic environments such as the Transvaal Highveld, a part of the Eastern Transvaal Lowveld and Escarpment, and the south eastern geographical subregion. The boundaries do not thus coincide with the traditional physiographic region knwn as "Eastern Transvaal".
- The SPR lacks cultural homogeneity.
- The SPR lacks the integrating power of a distinct regional capital capable of rendering higher order services and institutional functions associated with it.
- The SPR has a poor tax base and will be unable to finance its own government. Being dependent upon the central fiscus, its autonomy will be compromised.

2.2.2 Application of Criteria

Geographic coherence

The southern (provincial) boundary with Natal and the OFS and the (international) eastern boundaries with Swaziland and Mozambique are historical boundaries and therefore stable. The northern boundary with the Northern Transvaal SPR and the western boundary with the PWV SPR is based on development region boundaries. These boundaries have either been changed (Delmas) or are in dispute in sensitive areas: Bronkhorstspruit, KwaNdebele, Groblersdal, Nebo, Witbank, Middelburg, Lydenburg, Pilgim's Rest, Mapulaneng, Mhala and the Kruger National Park.

Regarding rural-urban linkages, there is no single metropolitan area, city or secondary city capable of

integrating the whole area into a functionally linked or single, integrated urban service area in the SPR. Instead, a number of regional towns with their service areas are found: Nelspruit in the Lowveld, serving an area at least up to Mhala and Hoedspruit in the north (cause of a boundary dispute), Witbank-Middelburg, serving the Highveld subregion (and is in turn served by Pretoria in respect of higher-order services), Secunda-Standerton with the southwest subregion as service area, and Ermelo, serving the southeast. Some towns have spill-over linkages across SPR boundaries: Lydenburg-Sekhukhune, Nelspruit-Mhala, Groblersdal-Nebo, Groblersdal-Kwandebele, etc.

The Highveld region inparticular, namely Witbank, Middelburg, Delmas, Bethal and Highveld Ridge, have close ties with Pretoria through industrial axes, employment linkages, traditional and historical ties as articulated by the Ndebele community who claim to represent the majority in the area.

While the Eastern Transvaal appears compact on a map, it is physiographically diverse: the Lowveld, Escarpment and Kruger National Park forms part of a Central Savannah Bioregion stretching to the Zimbabwe border in the north. The southern parts of the Witbank and Middelburg districts link up with the districts to the south and west (Delmas, Bronkhorstspruit and Pretoria) in a Highveld region. The Northern half of the Middelburg district and the Groblersdal district forms part of a Bushveld environment.

Economic and development issues

Economic Functionality

Three of the ten criteria in the original brief of the Commission on Demarcation/Delimitation of SPRs (CDDR), relate to economic functionality/nodality, namely:

- Administrative considerations including ... nodal points for services
- The need to minimise inconvenience to the people
- The need to minimise the dislocation of services

The CSIR has demarcated nodal or functional areas within which travel densities are high, but between which they are low. Each of the areas are centred on a nodal point which is the destination of many of the work, shopping and social trips undertaken within the area. The rest of the area consists of the spatial origins of the trips. Conversely, delivery of goods and rendering of services from the nodal point typically take place within the rest of the area. Communications, such as telephone calls and delivery of mail, also tend to follow this pattern.

Development Region F, the Eastern Transvaal, has been subdivided into four nodal areas, namely:

- T5: Groblersdal
- T12: Lowveld-Eastern Transvaal
- T13: Witbank-Middelburg
- T14: South Eastern Transvaal

These are indicated on Map 1. The three main nodal areas (T12 to T14) closely resemble the areas of

the three regional services councils (RSCs) in Region F.

(This bit on the linkages should probably be in the discussion on whether to join to Pretoria)
Development Region H, the PWV Region, has also been subdivided into a number of nodal areas, the relevant ones being:

- H6: Far East Rand
- H9: Pretoria Area
- H10: Bronkhorstspruit Area

These are also indicated on Map 1. It is clear that the CSIR took the boundaries of Region H as given in the demarcation of the nodal areas. The Far East Rand and the Bronkhorstspruit area border on Region F. The traffic flows between these nodal areas and the adjacent ones in Region F are relatively dense, but not as dense as those between them and the rest of Region H (PWV Consortium 1993: fig 1).

Economic Viability

The Eastern Transvaal SPR has a relatively diverse economic resource base, with a spread between agriculture, mining, manufacturing and electricity production. The GGP per capita for this SPR, at R4974, is second only to the PWV. This SPR, however, has the lowest personal income / GGP ratio at 42,5%, reflecting a situation which sees the income generated by a number of major companies and paprastatals leaving the region and accruing to head offices in the PWV. Thus while the GGP per capita for this SPR is considerably higher than the national average, personal incomes per capita are just below the national average, at R2341. This figure is still better, however, than the OFS, Eastern Cape/Kei, KwaZulu / Natal, Northern Transvaal, and North West SPRs.

(A paragraph on costs of regional government for the E Transvaal SPR could be put in here or under instituional and administrative capacity)

Institutional and administrative capacity

Central Government has decentralised a number of functions in the SPR, but they are spread over seven towns, with the largest concentration in Nelspruit due to its remoteness from Pretoria, from where all services were rendered at first. While administrative capacity exists in the region, the issue of its centralisation in one centre (the future capital of the proposed SPR) will be a costly affair. The only existing infrastructure for regional government appears to be in Kangwane (Louisville).

Institutional capacity in terms of medical services are poor (doctors/1000 0,28, nurses 1,12, hospital beds 2,11). There is no supreme court or own universities or technikons (only satellite facilities).

Should Nelspruit become the capital, it will be convenient for the communities in the Lowveld and Escarpment, but not for those on the Highveld.

Socio-cultural aspects

The Eastern Transvaal is relatively heterogeneous with three dominant language groups, namely Swazi speakers 37,7%, Zulu speakers 27,2%, and Afrikaans speakers 11,8%. A similar heterogeneous profile exists in the Northern Transvaal (North Sotho, Shangaan-Tsonga and Venda) while in Kwazulu-Natal, Zulu speakers ar clearly dominant. The position is quite different in the PWV where no language group clearly dominate. Therefore, taking language as an indicator of culture, the Eastern Transvaal, as well as the Northern Transvaal and Kwazulu-Natal, is culturally more homogenous than the PWV. In fact, the latter can be regarded as a cosmopolitan SPR.

Regarding demography, only 36% of the population of 2,1 million is urbanised. With 41% of the people under 15 years of age and a relatively high illiteracy rate of 32%, development needs are substantial.

In relation to the relatively heterogeneous language composition of the Eastern Transvaal, claims to a sense of identity within this SPR appear to based on factors other than linguistic and cultural grounds.

THIS SHOULD COME IN AT THE OF THE SECTION ON E CAPE / KEI. (P 31 OF FIRST DRAFT DOC)

3.3 Sensitive Areas

The multi-Party Negotiating council identified this as an area to be ~~an issue~~ investigated

3.3.1 Whether the East Griqualand / Mount Currie / Umzimkulu area should be excluded.

The arguments for and against the inclusion of this area into the Kwa Zulu / Natal SPR, as well as the application of the criteria to this issue, are comprehensively presented in Section A. under the sensitive areas relating to the Kwa Zulu / Natal SPR. It is important, however, to briefly point out the implications for the E Cape / Kei SPR if this area were to be included in Kwa Zulu / Natal and excluded from E Cape / Kei.

Functional linkages between the Northern Transkei section of the E Cape / Kei SPR and the East Griqualand / Umzimkulu area are particularly strong. In terms of development planning the Border-Kei Development Forum has demarcated the magisterial districts of Lusikisiki, Tabankulu, Bizana, Siphaqeni, Maxesibeni, Kwa Bhaca, Mount Fletcher, Maluti, Mount Currie and Umzimkulu as a sub-regional development planning unit, with Kokstad as a sub-regional nodal centre. Kokstad presently serves as an economic node for the N Transkei districts in terms of employment, trade and shopping facilities, while hospitals and other services in Kokstad and Umzimkulu are utilised by people from N Transkei.

In terms of administration and the delivery of services Kokstad has the potential to expand its service to the N Transkei areas as a sub-regional administrative centre. This potential has not hitherto been fully utilised through the artificial division of Kokstad from its western and southern service area by an apartheid boundary.

While acknowledging, therefore that the Kokstad / Mount Currie area also has linkages to Kwa Zulu / Natal, **from an E Cape / Kei perspective** the separation of this area from the N Transkei sub-region would be detrimental to the growth and development of this sub-region of the E Cape / Kei SPR.

(See page ... for more detailed presentation of this issue)

written and oral submissions. The development of this SPR, particularly the Border-Kei section requires urgent attention from a future central government as well as the from the inhabitants of the SPR itself, and ultimately the question must be asked as to whether the demarcation as recommended in the Commissions first report will facilitate the developmental process, as well as satisfying the sense of identity of the majority of the inhabitants.

Arguments that the division of the SPR will tend to perpetuate the compartmentalisation of poverty, albeit in modified form, are persuasive and are supported by the data. This is not to deny the need for specific strategies for development of the poorer areas of this region. These, however, could be accommodated within the framework of the greater SPR with its stronger economic and administrative resource base. What is encouraging in this regard is the fact that the major actors within the SPR are involved in a dialogue on the demarcation issue, with a development perspective underlying the debate.

It should be acknowledged that, as is the case in many other parts of South Africa, there are different senses of identity which tend to follow racial lines. In view of the submissions and in view of the demographic data for this area the conclusion can be drawn that the greater E Cape / Kei SPR would satisfy the wishes of the ~~overwhelming~~ majority of the total population of this region.

Sec 3.3 should remain here.

4. KWA ZULU/NATAL KwaZulu/Natal

INDICATORS	AS PROPOSED BY CDDR	KWAZULU/NATAL INCLUDING EAST GRIQUALAND	KWAZULU/NATAL INCLUDING EAST GRIQUALAND AND UMZIMKULU
Area (000 km2)	174,2	7 594,7	7 765,7
Population (000)	6 137,0		
Population Growth (%) 1985-1991	1,9		
Density (Persons per km2)	35,1		
Official Urbanisation level (%)	35,0		
Growth in Urbanisation (%) (1985-1991)	3,1		
Illiteracy rate (Economic active population)	28,5		
Potential labour force (000)	2 156,8		

7pitch

3. EASTERN CAPE/KEI

Key indicators

INDICATORS	COMBINED E CAPE / KEI AS PROPOSED	E CAPE SEPARATE	BORDER/ KEI
Area (000 km2)	174,2	84,4	89,8
Population (000)	5 953	1 341	4 612
Population Growth (%) 1985-1991	1,9	—	—
Density (Persons per km2)	35,1	15,9	51,4
Official Urbanisation level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1	—	—
Illiteracy rate (Economic active population)	28,5	—	—
Potential labour force (000)	2 156,8	—	—
Participation rate	43,3	—	—
Absorption capacity	37,6	—	25,3
Official Unemployment rate	24,8	23,0	27,0
Male Absenteeism rate	-29,4	-2,3	-37,3
Dependency ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	13 675	7 117	6 559
Real annual growth in GGP (1970-1988)	1,8	—	—
Percentage distribution	7,5	—	—

GGP per capita (R) (1988)	2,297	5 307	1 422
Personal Income/ GGP (%) (1985)	90,3	—	—
Personal Income per capita (1985)	1 360	—	—
Sex (%)			
Male	45,0	50,9	43,2
Female	55,0	49,1	56,8
Age			
under 15	44,2	34,3	47,2
15-65	50,2	61,2	47,0
65 and over	5,5	4,5	5,8
Race			
Black	87,2	56,4	96,4
White	5,9	17,6	2,4
Coloured	6,7	25,3	1,1
Asian	0,2	0,7	0,1
Language			
Xhosa	82,9	52,3	91,8
Afrikaans	9,4	35,5	1,9
English	3,9	10,4	2,1
S Sotho	2,4	0,1	3,0

The greater Eastern Cape / Kei SPR as demarcated by the Commission is one of the larger ~~regions~~ SPRs of the country both in terms of land area (second largest together with N Tvl) and population (third largest at just under 6 million). It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 2297 is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected in the male absenteeism rate of 29,4%. The illiteracy rate in the SPR is 28,5%, approximating that of KwaZulu/Natal.

While the greater E Cape / Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The E Cape section of the greater E Cape / Kei SPR has an urbanisation level of 84%, and the Border-Kei section only 20%. Port Elizabeth and its hinterland has a

relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei homelands on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created ~~a situation where~~ development planning and administration ~~have been fragmented within the region~~. within the SPR. fragmentation in

The Eastern Cape / Kei is relatively homogeneous with a strong predominance of Xhosa speakers ~~which~~ who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the E Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE E CAPE / KEI SPR

Small letters

The debates around the Eastern Cape / Kei SPR, as demarcated by the Commission, have essentially centred on the question of whether this should be one large region, or whether it should be split into two. There have been a number of proposals as to the nature of the division of this SPR including:

- the combination of E Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other,
- the combination of the E Cape with the NE Cape on the one hand, and Ciskei, Transkei and the Border corridor on the other,
- the creation of a separate E Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two ~~regions~~ SPRs would be the Fish River.

While all these options have been examined, the debate has essentially ~~come down to the~~ boiled down to question of whether one greater E Cape / Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

Reduce 2 spaces between sections

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3.1.1 Arguments for separate ~~regions~~ SPR's

indent

- ~~i)~~ Submissions favouring the creation of two separate ~~regions~~ SPRs have argued that the E Cape is an economically viable SPR on its own but this viability is seriously undermined when combined with the poorer Border-Kei region. The issue of political instability in the Border-Kei section has also been raised as a potential threat to the economic development of the E Cape.

- ~~ii)~~ It is also suggested that the combination of E Cape and Border-Kei does not solve the development problems of the Border-Kei, and that these would be better addressed if the Border-Kei is a separate region. Appropriate development strategies, differing from those in the E Cape, could be better formulated and implemented. The Border-Kei would then receive

funds directly from a central pool, and would have its own representation in the national parliament.

iii) It is pointed out that the E Cape comprises a largely urbanised population, which sets it apart from the largely rural Border-Kei.

iv) It is argued that East London and Port Elizabeth each have their own distinct functional areas, and are in fact competitive economic nodes. It is pointed out that the relationship between the business interests of these two nodes when combined within Region D has been conflictual???.

v) It has been further argued that a distinct sense of identity has developed in the E Cape, which sets it apart from the Border-Kei area. There are also differences between the E Cape and the Border-Kei in relation to composition of language groups.

vi) In terms of administration, the single E Cape / Kei SPR is seen as too large, and it is pointed out that an administrative infrastructure for regional government exists in both regions.

3.1.2. **Arguments for one ~~region~~ SPR**

i) Proponents of one greater SPR argue that the Border-Kei SPR is one of the poorest in the country, and will permanently be a 'basket case' dependent on assistance from the centre. The combination with the E Cape will result in a better tax base, and a stronger regional economic resource base in general.

ii) It is acknowledged that the Border-Kei section requires different development strategies from the E Cape, but it is suggested that these could be accommodated by sub-regional structures for development planning and implementation within the larger ~~region~~ SPR.

iii) It is argued that there are in fact strong functional linkages between Port Elizabeth and East London, and that the larger E Cape / Kei is a functional SPR as a whole. The linkages within the greater SPR extend to the flow of labour from the Border-Kei area to the Port Elizabeth area. It is suggested that the rural areas of Transkei and Border/Ciskei have historically served as a labour reserve for the Port Elizabeth area.

iv) In relation to socio-cultural issues, those supporting the larger SPR argue that the majority of the population identify with the larger region. It is pointed out that the historical linkages within the dominant Xhosa speaking grouping extend from within the Northern Transkei in the East to the Gamtoos River west of Port Elizabeth in the West.

v) One of the arguments most strongly presented in support of a larger SPR is the assertion that the creation of a separate Border-Kei would amount to little more than the consolidation of the existing Ciskei and Transkei homelands. A division between the Border-Kei and the E Cape would tend to perpetuate the racial territorial divisions of apartheid, as well as the poverty contained within those divisions.

3. 2 APPLICATION OF CRITERIA

3.2.1. GEOGRAPHIC COHERENCE

The E Cape / Kei is one of the larger SPRs with a land area of 174 000 sq km, which makes it the second largest together with the Northern Transvaal. In terms of population the E Cape / Kei is the third largest behind the PWV and Natal.

Splitting this SPR would create a separate E Cape with a land area of 84 400 sq km and a population of 1,3 mill. The Border-Kei would have a land area of 89 800 sq km and a population of 4,6 mill.

The coherence of the E Cape / Kei has been severely distorted by the establishment of separate administrations in the nominally independent territories of Transkei and Ciskei. The reincorporation of these territories within the proposed SPR will create a coherent SPR within which it should be possible to tackle the legacies of apartheid.

3.2.2. ECONOMIC AND DEVELOPMENT ISSUES

Economic Viability

The issue of the economic viability of the E Cape / Kei or of the separate E Cape and Border-Kei areas has underpinned a number of the different proposals on this issue. There are substantial differences in the resource bases of the E Cape and Border-Kei in relation to their populations. The E Cape has a GGP per capita of R 5307, which is just above the national average, while the Border-Kei has a GGP per capita of R 1422 , which would make it the poorest SPR in the country, together with the N Transvaal, if it was demarcated separately.

The combination of the E Cape and the Border-Kei into the greater E Cape / Kei produces an SPR with a GGP per capita of R 2297 . This would mean an increase of 62% (R 875) for the Border-Kei section, and a decline of R 3010 for the E Cape ie to a figure less than half its previous level. While this reflects a significant improvement for the Border-Kei section, the greater SPR would still be substantially below the national average.

Clearly the question of the extent to which SPRs will be expected to rely on their own tax bases in future, has a bearing on the importance that should be attached to the size of the economic resource and tax base in the demarcation of SPRs. These issues have not yet been agreed in relation to the Interim Constitution, although there seems to be general acceptance of the principle of the establishment of a Financial and Fiscal Commission, which would make recommendations on the allocation of centrally collected revenues to the SPRs.

There is, however, a strong argument for the allocation of certain powers of taxation to the SPRs in order to enhance the accountability of SPR legislatures to their constituency. In view of this likelihood the combination of the E Cape with the Border-Kei becomes more significant in terms of the improvement to the resource base of the Border-Kei region.

In relation to the potential costs of establishing an SPR government, it can be anticipated that

The costs per capita would increase with the establishment of a separate SPR, servicing a population of 1,3 million in the E Cape. Indications are that costs per capita of SPR government rise sharply in relation to those regions with populations of under 2 million. An element of this would be the increased number of regional legislators in terms of the split of the E Cape / Kei. In terms of the allocation of 1 seat in the SPR legislature for every 50 000 of population, with a maximum of 30 and a minimum of 100 seats, the separate E Cape would have 30 seats and the Border-Kei 92, ie 22 seats more than would be the case with a combined SPR. (The combined E Cape / Kei SPR would have the maximum of 100 seats)

Economic Functionality

The E Cape / Kei has a number of nodes, with the major economic nodes being Port Elizabeth and East London. Secondary nodes include Queenstown, Umtata, King Williamstown and Grahamstown.

The major nodes of East London and Port Elizabeth each serve a distinct subregional hinterland, although there are also strong linkages between the two. In assessing the functionality of the SPR as a whole the competitive climate that has developed between business interests in the two major cities should be acknowledged. It is important, however, to assess the linkages that exist throughout the SPR as a whole, particularly the labour flows between the Transkei / Ciskei / Border area and the Port Elizabeth area, so that the debate on functionality does not become a 'tale of two cities'.

Economic Viability ???

Development ~~Issues~~ Potential

3.2.3 social and physical infrastructure ???

The Eastern Cape has a predominantly urban population (84% urbanisation), with a better developed industrial base than the predominantly rural (20% urbanisation) Border-Kei. Under the Region D framework, and particularly under the 1982 Regional Industrial Development Programme, a number of inappropriate regional development policies were implemented within the region.

Insert A from p.30

In the Border-Kei area, the formation of the Border-Kei Development Forum, has led to a re-conceptualisation of the development strategy necessary for the specific needs of the Border-Kei section. This strategy has led to a greater emphasis on the agricultural and other potentials of the Border-Kei and a de-emphasis of the previous rural industrialisation strategy.

It is clear that within most SPRs there will need to be specific strategies to deal with sub-regional development issues. The question needs to be raised, however, as to whether these sub-regional development foci can not be accommodated within the SPR.

3.2.3 INSTITUTIONAL AND ADMINISTRATIVE CAPACITY Small letters

As a result of apartheid fragmentation, the regional administrative infrastructure in the E Cape / Kei is currently fragmented between a number of regional administrations viz. Cape Province, Ciskei and Transkei. The SPR has, however, a relatively substantial administrative capacity although this requires rationalisation as part of the process of reincorporation of the

Population statistics for SPR's, based on DBSA 1991 population figures ('000)

SPR options	Population 1990	Urban pop 1990	Race				Age			Gender		Area sq km	Population 1985	Urban pop 1985
			Indian	African	Coloured	White	<1-14	15-64	65+	Male	Female			
E. Tvl & Pretoria	3848.6	1955.0	35.3	2947.1	48.9	817.3	1424.9	2307.4	116.3	2033.9	1814.7	88416	3173.3	1583.7
E. Tvl - Groblersdal	1711.5	529.1	8.8	1495.0	11.5	196.2	716.0	953.5	41.9	892.7	818.7	56990	1448.9	428.8
PWV - Pretoria	6640.0	6215.5	126.0	4526.1	265.9	1722.1	1794.7	4620.5	224.8	3766.9	2873.1	14125	5333.7	4970.0
OFS & Sasolburg	2837.6	1397.3	0.1	2395.7	73.4	368.5	1102.7	1644.9	90.0	1522.1	1315.5	129437	2490.5	1162.6
OFS & Northwest	4558.9	1906.0	6.8	3898.0	105.7	548.3	1771.1	2622.9	164.9	2416.2	2142.7	192395	4578.6	1729.7
Border/Kei	4725.7	958.2	3.8	4555.2	54.3	112.4	2231.6	2219.5	274.6	2044.1	2681.6	91324	4184.1	743.7
E. Cape - Border/Kei	1411.3	1192.1	9.8	793.2	359.2	249.1	483.7	864.0	63.6	718.3	693.0	83371	1288.9	1051.2
E. Cape - Mt Currie	5959.5	2126.1	13.6	5180.9	408.1	356.9	2637.3	2991.1	331.2	2686.5	3273.0	167891	5306.4	1772.0
W. & N. Cape	4119.3	3396.0	26.3	827.9	2415.7	859.4	1309.9	2608.2	201.2	2108.6	2010.7	455167	3663.1	2954.1
W. Cape & Namaqualand	3417.6	2930.9	24.6	603.4	2044.1	755.4	1047.5	2201.5	168.6	1748.0	1669.6	1147.8	116.1	3000.9
N. Tvl & Pretoria	5805.3	1538.4	27.5	5111.1	34.8	631.9	2648.2	2947.9	209.2	2707.6	3097.7	189542	4818.2	1263.9
N. Cape - Namaqualand	599.8	433.9	1.7	220.3	290.6	87.3	225.4	346.8	27.7	307.8	292.0	277820	561.1	388.6
N. Cape & Kuruman	797.1	527.0	1.7	259.0	412.5	123.9	296.2	464.6	36.3	412.3	384.7	383404	765.7	475.3
KwaZulu & Mt Currie	7767.8	3014.8	839.6	6241.3	116.4	570.5	3291.8	4216.6	259.4	3691.4	4076.3	94206	6983.7	2672.3
Developm. region A	3560.2	2989.7	24.6	609.7	2156.8	779.1	1099.6	2284.1	176.6	1820.8	1739.4	259915	3144.6	2591.2
N. West to Orange River	2816.9	1005.3	8.7	2247.5	249.4	311.3	1114.6	1583.5	118.8	1446.0	1370.9	237721	3069.1	1006.6
N. West - Kuruman	2326.1	653.6	7.2	2040.0	45.6	233.4	933.3	1293.5	99.3	1189.4	1136.7	114379	2607.8	693.2
N. West & Odi	3190.3	856.2	7.2	2867.5	66.7	248.9	1274.2	1780.2	135.9	1604.5	1585.8	151244	2685.9	738.9
N. West & Subreg. 44	2607.1	777.7	7.9	2237.5	67.8	293.9	1034.8	1463.9	108.4	1346.6	1260.4	176351	2894.8	792.3

NOTE:

1. Kruger National Park could not be isolated. Not included or excluded anywhere.
2. Greater Pretoria taken to include Wonderboom and Soshanguve in all cases.
3. Options given above refer to options as detailed on the fax, eg Pretoria includes all districts mentioned on fax.
4. Mhala, Bushbuckridge and Pongola option not included. Latter two are not districts.

NOKS

5. NORTHERN TRANSVAAL

INDICATORS	AS PROPOSED BY THE COMMISSION
Area (000 km$^{2)}$	174,0
Population (000)	4 525,3
Population Growth (%) 1985-1991	3,1
Density (Persons per km2)	26,0
Official Urbanisation level (%)	8,8
Growth in Urbanisation (%) (1985-1991)	3,6
Illiteracy rate (Economic active population)	35,1
Potential labour force (000)	1 418,5
Participation rate	38,1
Absorption capacity	32,4
Official Unemployment rate	17,0
Male Absenteeism rate	-37,1
Dependency ratio	4,8
Real GGP (R million) (1988)	3 786
Real annual growth in GGP (1970-1988)	4,3

INDICATORS	AS PROPOSED BY THE COMMISSION
Percentage distribution	**3,1**
GGP per capita (R) (1988)	**914**
Personal Income/ GGP (%) (1985)	**87,6**
Personal Income per capita (R) (1985)	**725**
Sex (%)	
Male	**44,5**
Female	**55,5**
Age	
under 15	**51,0**
15-65	**45,5**
65 and over	**3,5**
Race	
Black	**97,1**
White	**2,7**
Coloured	**0,1**
Asian	**0,1**
Language (%)	
Northern Sotho	**56,6**
Tsonga	**23,1**
Venda	**11,5**
Ndebele	**3,4**
Afrikaans	**2,6**
Tswana	**1,5**
Zulu	**0,8**
English	**0,4**

This SPR is home to 12% of South Africans living in a relatively ~~less densely~~ sparsely populated area. The SPR has a markedly low urbanisation level as compared with all other SPRs. The area is largely rural, even though it has a high growth rate in urbanisation. The area also has the highest male absenteeism rate.

Northern Transvaal is predominantly Black, ~~in fact this area~~ and has the lowest percentage of whites compared with all other SPRs. This SPR has the highest proportion of children under 15 years, and by default the lowest percentage of economically active population. The SPR

...o has the second highest illiteracy rate, only slightly surpassed by the North West.

5.1. Arguments for and against Northern Transvaal SPR, as ~~demarcated by the Commission~~

5.1.1. Arguments for a separate Northern Transvaal SPR

It is acknowledged that this SPR will be incapable of functioning as an independent financial entity, but the sense of belonging that has developed between the various population groups, justified it to be demarcated as a separate SPR. No other SPR seems inclined to combine with this SPR due to its heterogenous population composition and its economic position.

5.1.2. Arguments against Northern Transvaal as a separate SPR

There were no real objections to the demarcation of the Northern Transvaal as a separate SPR. Arguments against the Commission's proposal related mainly to the inclusion or exclusion of specific sensitive areas.

5.2. Application of Criteria

5.2.1. Geographic coherence

In terms ~~of its~~ shape, the Northern Transvaal forms a ~~geographically~~ ~~compared~~ entity. Given the fragmented nature of current homeland boundaries, the recommended demarcation will substantially improve the geographic compactness of the SPR. A fair balance of larger and smaller towns exists within the demarcated area which acts as service centres to the surrounding rural areas. A fair balance of urban-rural linkages therefore exists.

5.2.2. Economic and development issues

Economic Functionality

Two functional economic units can be distinguished in this area, viz., the magisterial districts of Ellisras, Thabazimbi, Waterberg and a portion of Warmbad, on the one hand, and the rest of the areas with Pietersburg as its nodal point, on the other. The question whether the first mentioned unit and other border districts maintain stronger functional links with adjacent SPRs, is dealt with later. Pietersburg exerts such a strong influence as a functional node that in terms of the criterion of economical functionality, the Northern Transvaal could be demarcated as a separate SPR.

Economic Viability

This SPR is poorly off in terms of its average GGP per capita, economic resources base and quality of life indicators. The population comprises 12% of the South African population, yet it generates only 3,1% of South Africa's GGP. Given the

per capita personal income (1985) of R725, the Northern Transvaal is likely to need plenty of resources from the central government to serve the needs of its population.

Social and Physical infrastructure

The Northern Transvaal has a poor infrastructure to deliver services to a large disadvantaged population. The doctor to population ratio is the lowest in the country, namely, 3.8 per 1 000 population. The hospital bed to population ratio is 2,6 beds per 1 000 population.

This SPR has the highest proportion of children under 15 years, and also the lowest economically active population. It has the second highest illiteracy rate. This suggests that the human resource potential necessary for development is inadequate sanitation. It would therefore, need resources from outside the SPR to provide services to all.

As far as physical infrastructure is concerned both the road network density for the entire area and the provision of rural roads is at the national average. It is estimated that 60% of the population do not have adequate water. Over 70% have inadequate and no electricity, sanitation. ~~The provision of services is pronounced and~~ Intergovernmental transfers would be required to make the SPR sustainable.

Development Potential

Due to the low absorption capacity only a small portion of the potential labour force can find work in the SPR. The SPR has the highest male absenteeism rate. ~~The SPR~~ It also has a comparative advantage in agriculture. It has a good potential to improve its agricultural sector and related industries. In certain areas a high potential exist for the further development of game farming and eco-tourism. However, strenuous efforts to develop it human resources potential, will be required.

5.2.3. Institutional and administrative capacity

The SPR is served by the administrative and institutional infrastructure of the Republic of South Africa, the Republic of Venda, the Self-governing Territories of Gazankulu and Lebowa, the Transvaal Provincial Administration, Regional Services Councils and numerous local governments.

Administrative and institutional capacity to exercise assigned SPR functions should not pose a difficulty. The need for rationalization and integration of existing institutional structures is apparent and inevitable. The Pietersburg/Lebowakgomo complex has the necessary infrastructure to accommodate a regional government. Management capacities vary widely within the governmental and non-governmental sectors. Cooperation and planning arrangements between the public and the non-governmental sector can be improved in order to increase institutional and administrative capacity.

- The recommended demarcation provides adequate opportunity for the integration, rationalization and maximization of available institutional capacities of, inter alia, regional institutions such as the Transvaal Provincial Administration and the Venda, Gazankulu and Lebowa administrations.

5.2.4. Socio-cultural aspects

In spite of the heterogeneous nature of the Northern Transvaal population and taking into account the feelings of certain groups in sensitive border areas, ~~a sufficient sense~~ of regional identity seems to exist exists.

5.3. Sensitive Area: Pretoria/Wonderboom

5.3.1. Arguments for inclusion ~~of Pretoria/Wonderboom~~ in the Northern Transvaal

- Pretoria's inclusion in the PWV will lead to a relative oversupply of resources such ~~as~~ museums, libraries and theatres in that SPR. Demarcating Pretoria into another SPR like the Eastern Transvaal or the Northern Transvaal would result in a better distribution of sophisticated cultural facilities amongst SPRs.

- The inclusion of Pretoria in the Northern Transvaal is essential if the economic and resource base of this SPR is to be strengthened and brought in balance with the other SPRs.
- Pretoria could improve the educational infrastructure of the Northern Transvaal.

5.3.2. Arguments against inclusion ~~of Pretoria/Wonderboom~~ in the Northern Transvaal

The following arguments were presented against the inclusion of the Northern Transvaal in a single SPR with Pretoria and Eastern Transvaal:

- It will reduce the capital wealth of such a large SPR resulting in a poor fiscal capacity, depriving the future government of enough revenue.

- It will be detrimental to the development potential of such a large SPR and it will negate and frustrate the principles and advantages of federalism.

- Pretoria would deprive Pietersburg of its status as capital of the Northern Transvaal. There is no need in the Northern Transvaal for access to Pretoria's educational facilities.

- Inclusion of Pretoria in the Northern Transvaal would drag the Greater Pretoria into poverty with very little economic viability

5.3.3. Application of criteria

If the districts of Pretoria and Wonderboom were to be demarcated into the Northern Transvaal, the geographic compactness of the Northern Transvaal SPRs will be affected negatively. A projected finger will be created in the south, which would necessitate considering the inclusion of at least Cullinan and KwaNdebele as well.

A Northern Transvaal SPR could undoubtedly benefit in terms of economic viability, development potential and social infrastructure if Pretoria were included. This advantage should, however, be measured against the effect the exclusion of Pretoria from the PWV would have on the latter SPR (See PWV).

The Northern Transvaal has adequate administrative and institutional capacities and there is accordingly no reason to include Pretoria in the ~~this SPR as far as the criterion is concerned~~ proposed SPR for this purpose.

5.4. Sensitive Area: Globlersdal

5.4.1. Arguments for inclusion ~~of Groblersdal~~ in the Northern Transvaal as reflected by the submissions

The Nebo district of the existing Lebowa does have economic linkages with the Groblersdal and Marble Hall districts of the present Eastern Transvaal region. However, in view of historical boundaries as well as population and economic criteria it is recommended that the Loskop Valley (which includes Groblersdal, Marble Hall, Nebo and Motetema) form an integral part of the Northern Transvaal.

Economically Groblersdal forms an integral part of the Northern Transvaal. Almost 75% of its buying power derives from Nebo and Sekhukhuneland. Communities of the latter would be subsidising the Eastern Transvaal SPR to the detriment of its own development needs. Groblersdal draws farm labourers from these areas.

Of the district's permanent population roughly 85% are of Pedi descent. An artificial division between these communities of the Loskop valley would have disastrous consequences for future planning, development and effective governance.

5.4.2. Arguments against inclusion ~~of Groblersdal~~ in the Northern Transvaal as reflected by the submissions

As an economic growth area Groblersdal does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could increase practical problems regrading infrastructure development in the SPRs. Roads, power lines and pipelines, and the maintenance thereof could become costly since the borderline between the Northern Transvaal and Eastern Transvaal could leave areas that are difficult to manage unattended. Water supply is obtained from Loskop Dam which could cause managerial problems should the area be separated from this main lifeline.

5.4.3. Application of criteria

The geographic compactness of Northern Transvaal could be improved by including

Groblersdal. The inclusion or exclusion of Groblersdal in or from the Northern Transvaal or the Eastern Transvaal, respectively, will have no meaningful effect on the economic viability, social and physical infrastructure, development potential and administrative and institutional capacity of any one of the concerned SPRs.

In terms of economic functionality, stronger economic linkages exist between Groblersdal and the adjacent part of Northern Transvaal than with those of Eastern Transvaal.

Strong cultural linkages with adjacent parts of Northern Transvaal can be deduced from the fact that 47,3% of the population of the Groblersdal district is Northern Sotho speaking, the second largest language group comprises only 15,2% of the population.

It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.5. Sensitive Areas: Kruger National Park

5.5.1. Arguments for inclusion of the whole ~~of the Kruger National~~ Park in the Northern Transvaal as reflected on the submissions

The Kruger National Park should be administered by a single authority. Should it be decided that the regional governments must accept this responsibility, the Kruger National Park will have to be incorporated into a single SPR. If it is incorporated into the Northern Transvaal, it should be governed by the Central Government under the custodianship of an international wild life body and all income, tax and/or levies be transferred to the Northern Transvaal SPR because the Park geographically forms a natural part of the Northern Transvaal Lowveld.

The Kruger National Park should be managed as a national asset, but for the purpose of a second tier government it should be included in the Northern Transvaal SPR by reason of its predominant and pervasive socio-cultural linkage with this SPR along and across an extensive common border.

5.5.2. Arguments against inclusion of the whole ~~of the Kruger National~~ Park in the Northern Transvaal as reflected by the submissions

The Kruger National Park should be managed as a national asset by a National Parks Board and income be divided between the two SPRs on a fixed basis. The Kruger National Park should be divided for electoral purposes.

5.5.3. Application of Criteria

Broad agreement exists that the Kruger National Park is a national asset which requires it to be managed in a distinct manner. (Since it could turn out to be advisable to adopt a uniform approach to all existing national parks in this regard, the sizes of all national parks are listed in Addendum ~~B~~ 2 the. In addition, specific information on parks

situated in the TBVC states is provided for ease of reference).

Determining the position of the Kruger National Park with regard to one or more SPR's by means of applying the criteria, is dependent upon decisions on the detail of such distinct management, (e.g., in regard to the division of profits, composition of governing bodies and the involvement of local communities) and the extent to which certain functions concerning nature conservation, recreation and tourism will be assigned to different levels of government.

For electoral purposes the Kruger National Park could be included in either the Northern Transvaal or the Eastern Transvaal or it could be divided between the two SPRs along the line recommended by the Commission. However,

In terms of economic viability the Northern Transvaal undoubtedly is in greater need than the Eastern Transvaal of the economic benefits which can be derived from the Kruger National Park.

5.6. Sensitive Areas: Pilgrimsrest 1 & 2

5.6.1. Arguments for inclusion ~~of Pilgrimsrest 1 & 2~~ in the Northern Transvaal as reflected in submissions

- Lydenburg and Pilgrims Rest districts should be included in Northern Transvaal by virtue of historical and traditional criteria.

- Strong functional linkages existing between Mhala and Mapulaneng, which are clearly culturally part of the Northern Transvaal, and Lydenburg/Pilgrimsrest indicate the desirability of their inclusion in the Northern Transvaal. Their inclusion could go far toward providing the south-eastern portion of the Northern Transvaal Region with the necessary nodal integrity which it presently lacks.

- Historically, linguistically and naturally it forms part of the Northern Transvaal. The communities fall under the Lebowa Magoshi (chiefs).

- It should be included in the Northern Transvaal due to the predominant Northern Sotho influence in the whole area as well as the common mining activities and the pattern of infra-structure. A far more suitable boundary would be the natural watershed running along a general line to the South of Lydenburg, Pilgrimsrest and Graskop. This, however, would imply a change in existing magisterial districts.

5.6.2. Arguments against inclusion ~~of Pilgrimsrest 1 & 2~~ in the Northern Transvaal as reflected in the submissions

As an economic growth area Pilgrimsrest does not have a major role to play. In considering its geographic location, ~~the~~ exclusion from Eastern Transvaal could create practical problems regarding infrastructure development in the region. Roads, power-lines and pipelines, and the maintenance thereof become costly since the border

between the Northern Transvaal and Eastern Transvaal could leave areas that are difficult to manage unattended, particularly in the escarpment area where Pilgrimsrest is situated. Water supply is obtained from Loskopdam which could cause managerial problems should the area be separated from this main lifeline.

5.6.3. Application of criteria

The inclusion or exclusion of Pilgrims Rest in or from the Northern Transvaal or the Eastern Transvaal will have no meaningful effect on administrative capacity of ~~any one~~ either of the SPRs concerned.

If the Bushbuckridge sensitive area (see 5.7) is included in the Northern Transvaal, the geographical compactness of the Northern Transvaal will be enhanced by the inclusion of the Pilgrims Rest and Lydenburg districts or the Northern parts of these districts.

Both the Pilgrims Rest and Lydenburg districts have ~~positive figures in terms~~ of estimated tax minus variable cost at 1988 prices. Their inclusion in the Northern Transvaal would therefore have a positive effect on the economic viability of the Northern Transvaal and a negative effect on Eastern Transvaal. Northern Transvaal is in greater need of such a contribution.

The Pilgrims Rest district consists of 34,6% North Sotho speakers and 15.9% Shangaan speakers. This tends to indicate stronger socio-cultural links towards Northern Transvaal.

It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.7. Sensitive Area: Bushbuckridge

5.7.1. Arguments for exclusion ~~of Bushbuckridge~~ in the Northern Transvaal as reflected in the submissions

- The inhabitants of the area have never had relations with the communities of Northern Transvaal.
- The entire population is employed in the big towns in the Lowveld. Not even 1% of the people are employed in towns in Northern Transvaal. Only a small number goes to Phalaborwa.
- It could constitute an economically viable area if it is included in the Eastern Transvaal.

5.7.2. Arguments against exclusion of ~~Bushbuckridge~~ in the Northern Transvaal as reflected in the submissions

- Mapulaneng 1 and 2 Bushbuckridge must form part of Northern Transvaal in terms of economic criteria, traditions and population.

- Despite the relative close proximity of the disputed area to the White River/ Nelspruit sub-region of Region F, ethnic and socio-economic factors favour a linkage to the Northern Lowveld in the Northern Transvaal. It would certainly not make sense to isolate the communities of Mhala and Mapulaneng from their cultural focus in the Northern Transvaal SPR.

5.7.3. Application of criteria

- The exclusion of Bushbuckridge from the Northern Transvaal would improve the ~~geographical~~ spatial compactness of the SPR.

- The inclusion or exclusion of Pilgrims Rest in or from the Northern Transvaal or the Eastern Transvaal will have no meaningful effect on administrative capacity of any one of the SPRs concerned.

- The Mapulaneng district contributes negatively to the estimated tax minus variable cost figure (at 1988 prices) of the Northern Transvaal. Its exclusion would therefore have a positive effect on the economic viability of Northern Transvaal.

- The Mapulaneng district consists of 69,6% North Sotho speakers and 15,6% Shangaan speakers. Contradictory evidence was presented on the direction of socio-cultural links. These figures, however, strongly suggests linkages with the Northern Transvaal.

- Stronger economic functional linkages extend toward Eastern Transvaal than towards Northern Transvaal.

- It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.8. Sensitive Area: Thabazimbi, Ellisras, Waterberg and ~~Warmbad~~ Warmbaths

5.8.1. Arguments for exclusion ~~of Thabazimbi, Ellisras, Waterberg and Warmbad~~ from the Northern Transvaal as reflected in the submissions

- From a demographic point of view ~~analysis~~, it is obvious that Tswana is the dominant language in Thabazimbi, Warmbaths and even portions of Nylstroom.
- Communities are functionally linked to Pretoria rather than Pietersburg. There are no direct road links with Pietersburg and Pretoria is more convenient for services.
- These districts with their relatively strong economic base serve as a useful balance for inclusion of Region B (with its relatively poor economic base), into the North West thereby strengthening the economic viability of the proposed SPR as a whole.

5.8.2. Arguments against exclusion ~~of Thabazimbi, Ellisras, Waterberg and Warmbad~~ as reflected in the submissions

- Due to lack of sufficient consensus amongst local role players and the economic

from the Northern Transvaal

Some footfall on the Thabazimbi Ellisras area

- impact of the district on the future economic growth of the Northern Transvaal, the exclusion of the Thabazimbi district from the Northern Transvaal will have a negative ~~spill-over~~ effect on neighbouring districts and towns. Should there remain a difference of opinion on the future of the districts in the subregion, it is recommended that a scientific opinion poll be conducted.

- Statements that Thabazimbi is under the predominant influence of the Tswana ethnic group, is only true of the town and not the sub-region as a whole. In the sub-region as a whole Tswana speakers constitute only 29%.

- ~~Seeing~~ the relative wealth of the Western Transvaal, inclusion of the Thabazimbi area would be far less critical than would its excision from the Northern Transvaal. It would have serious repercussions for the Northern Transvaal's economic viability.

5.8.3. Application of criteria

- The inclusion or exclusion of Ellisras, Thabazimbi, Waterberg and Warmbaths in or from the Northern Transvaal or the North West will have no meaningful effect on the administrative capacity ~~on any one~~ either of the SPRs concerned.

- The geographical compactness of the Northern Transvaal will not be affected negatively if the sensitive areas are to be excluded. ~~The effect on the North West vis-a-vis the PWV would, however, not necessarily be the same.~~

- The contributions of Warmbaths, Waterberg, Ellisras and Thabazimbi to the estimated tax minus variable costs (at 1988 prices) are significantly higher than those of most other Northern Transvaal districts. The contribution of Ellisras is only exceeded by ~~4~~ four other districts and the contributions of Thabazimbi, Warmbaths and Waterberg by ~~6~~ six other districts. The exclusion of these districts from Northern Transvaal will therefore negatively effect Northern Transvaal's economic viability negatively.

- The four districts constitutes a subregion with extensive internal functional linkages. Warmbaths and Waterberg have significant linkages with nodes in Northern Transvaal. The linkages of Thabazimbi extend significantly to Rustenburg and Pretoria as well as to the Northern Transvaal via its intra sub-regional linkages with Ellisras, Warmbaths and Waterberg.

- Tswana speakers constitute 24,2% of the population of Ellisras, 7,1% of Waterberg, 52,1% if Thabazimbi and 22,5% of Warmbaths, i.e. a total of 27% for the entire area. Northern Sotho speakers constitute 24,7% of the population of Ellisras, 57.6% of Waterberg, 3,1% if Thabazimbi and 39,2% of Warmbaths, i.e., a total of 31,1% for the entire area. According to these figures linguistic linkages cannot be a determining factor in deciding whether this area should be excluded from the Northern Transvaal.

5.9. Sensitive Area: Warmbaths

5.9.1. Arguments for exclusion ~~of Warmbaths~~ from Northern Transvaal as reflected in the submissions

- Warmbaths should be excluded from the Northern Transvaal because Pretoria is nearer than Pietersburg. Warmbaths and Pretoria are economically linked and rely on Pretoria for medical, educational and administrative services.

- see also 5.8.1.

5.9.2. Arguments against exclusion ~~Warmbaths~~ from Northern Transvaal as reflected in the submissions

Arguments were raised about the exclusion of Warmbaths as such, but see 5.8.2. concerning arguments which affects Warmbaths, Thabazimbi, Waterberg and Ellisras.

5.9.3. Application of criteria

The economic functionality, viability, social and physical infrastructure, development potential and administrative and institutional capacity of the Northern Transvaal will be affected negatively by the exclusion of Warmbaths.

Warmbaths forms an important link between the PWV and Northern Transvaal and functional linkages extend both ways.

The ~~greatest~~ largest language groups in the district consists of Northern Sotho (39,2%), Tswana (22,5%) and Afrikaans (17,02%) speakers. Criteria relating to socio-cultural aspects cannot play a decisive role in deciding the fate of this sensitive area.

5.10. Evaluation

Due to a very poor socio-economic resource base this SPR will be the least economically viable of all SPRs. Nevertheless broad consensus exists amongst role players both within and outside the proposed SPR that a separate Northern Transvaal SPR should be demarcated.

Uncertainty exists with regard to the "sense of belonging" of the inhabitants of the districts of Groblersdal, Bushbuckridge, Pilgrims Rest, Ellisras, Waterberg, Thabazimbi and Warmbaths. Apart from this uncertainty the following conclusions can be drawn:

Although the inclusion of Pretoria and Wonderboom will enhance the economic viability of the Northern Transvaal, its exclusion from the PWV cannot be justified in terms of economic linkages and unacceptable configurations in terms of ~~geographic coherence.~~ spatial compactness.

Groblersdal could be included in the Northern Transvaal in order to strengthen the economic viability of the SPR and by virtue of the criteria of ~~geographic~~ spatial compactness, economic functionality and socio-cultural linkages.

Pilgrims Rest and Lydenburg (or at least the Northern parts of these districts) could be included in the Northern Transvaal in order to strengthen the economic viability of the SPR and by virtue of the criteria of ~~geographic~~ spatial compactness.

Inconclusive evidence was presented on the socio-cultural linkages with to regard Bushbuckridge. Bushbuckridge does not contribute towards the economic viability of the Northern Transvaal and most economic functional linkages seems to extend to the Eastern Transvaal. It would make sense to include Bushbuckridge in the Eastern Transvaal.

Ellisras, Waterberg, Thabazimbi and Warmbaths comprise a sub-region which should be treated as a unit. In order to strengthen the economic viability of the Northern Transvaal and because the functional linkages of this sub-region towards the North West are less pronounced than for example ~~of~~ Pretoria's linkages with the PWV, it should remain part of the Northern Transvaal.

For electoral purposes the Kruger National Park could be divided or assigned to either the Northern Transvaal or the Eastern Transvaal. The Park Board suggestion that the Kruger National Park be managed centrally, should be considered seriously. Should future management systems and the assignment of regional functions require that the Kruger National Park be situated in a single SPR, preference should be given to the Northern Transvaal due to its dire needs with regard to economic resources.

3. EASTERN CAPE/KEI

INDICATORS	AS PROPOSED BY COMMISSION	E CAPE SEPARATE	BORDER/ KEI
Area (000 km^2)	174,2	84,4	89,8
Population (000)	5 953,0	1 341,0	4 612,0
Density (Persons per km^2)	35,1	15,9	51,4
Official Urbanisation Level (%)	35,0	84,0	20,0
Growth in Urbanisation (%) (1985-1991)	3,1	2,6	4,7
Illiteracy Rate (%) (Economic active population)	28,5		
Potential Labour Force (000)	2 156,8	668,5	1 488,3
Participation Rate (%)	43,3	58,3	33,6
Absorption Capacity (%)	37,6	46,6	25,3
Official Unemployment Rate (%)	24,8	23,0	27,0
Male Absenteeism Rate (%)	-29,4	-2,3	37,3
Dependency Ratio	3,6	1,9	5,1
Real GGP (R million) (1988)	9 017,0	4 689,0	4 328,0
Real Annual Growth in GGP (%) (1970-1988)	1,8		

INDICATORS	COMMISSION	E.CAPE SEPARATE	BORDER/ KEI
SPR GGP as a Percentage of SA's GDP	7,5		
GGP per Capita (R) (1988)	1 553,0	3 587,0	961,0
Personal Income/ GGP (%) (1985)	90,3		
Personal Income per Capita (1985)	1 360,0		
Gender (%)			
Male	45,0	50,9	43,2
Female	55,0	49,1	56,8
Age (yrs)			
under 15	44,2	34,3	47,2
15-65	50,2	61,2	47,0
65 and over	5,5	4,5	5,8
Race (%)			
Black	87,2	56,4	96,4
White	5,9	17,6	2,4
Coloured	6,7	25,3	1,1
Asian	0,2	0,7	0,1
Language (%)			
Xhosa	82,9	52,3	91,8
Afrikaans	9,4	35,5	1,9
English	3,9	10,4	2,1
S Sotho	2,4	0,1	3,0

The greater Eastern Cape/Kei SPR as demarcated by the Commission is the second largest in terms of land area, and has the third largest population. It is also one of the poorer SPRs as reflected by a number of economic indicators.

The GGP per capita, at R 1553, is under half the national average, while the absorption capacity of the economy reflects that only 37,6% of the potential labour force can be employed in the formal sector. This is further reflected by the fact that male migrancy out of the area, is one of the highest in the country at 29,4%. The illiteracy rate in the SPR is

28,5%, approximating that of KwaZulu/Natal.

While the greater Eastern Cape/Kei is one of the weaker performers in terms of inter-regional comparisons, it must also be acknowledged that there are substantial intra-regional disparities. The Eastern Cape section of the greater Eastern Cape/Kei SPR has an urbanisation level of 84%, compared to that of the Border-Kei section, which is only 20%. Port Elizabeth and its hinterland has a relatively well developed industrial and commercial base on the one hand, while the Transkei and Ciskei on the other comprise a largely rural and underdeveloped economy. The legacy of apartheid has created fragmentation in development planning and administration within the SPR.

The Eastern Cape/Kei is relatively homogeneous with a strong predominance of Xhosa speakers who comprise 82.9% of the population. Afrikaans speakers, who tend to be concentrated in the Eastern Cape portion of the greater region, are the next largest group at 9,4% of the population.

3.1 Summary of arguments for and against the Eastern Cape/Kei SPR as reflected in the submissions

The main sensitive area relating to this SPR, is the question of whether the greater Eastern Cape/Kei should be one unit, or should be split in two. There have been a number of proposals as to the nature of the proposed division of this SPR including:

- The combination of Eastern Cape, Ciskei, Border on the one hand, with Transkei forming a separate SPR on the other.

- The combination of the Eastern Cape with the Drakensberg Regional Services Council area on the one hand, and Ciskei, Transkei and the Border corridor on the other,

- The creation of a separate Eastern Cape SPR in the west and what has become known as Border-Kei in the east (including Ciskei, Transkei, Border corridor and NE Cape). The dividing line between these two SPR's would be the Fish River.

While all these options have been examined, the debate has essentially come down to the question of whether one greater E Cape/Kei SPR should be created, or whether there should be a division between E Cape and Border-Kei, with the Fish River as the boundary.

development is inadequate.

2.2 Arguments for and against a Northern Transvaal SPR as demarcated by the Commission

2.2.1. Arguments for a separate Northern Transvaal SPR

This SPR has accommodated, from a development perspective, its heterogeneous population for decades. It is acknowledged that the SPR will be incapable of functioning as an independent financial entity, but the sense of belonging that has developed between the various population groups, justify it to be demarcated as a separate SPR. No other SPR seems inclined to combine with this SPR due to its heterogenous population composition and its economic position.

2.2.3. Arguments against Northern ~~Cape~~ Transvaal as a separate SPR

Arguments against the Commission's proposal related to the inclusion or exclusion of specific sensitive areas (see paragraph 2.2.2 infra???)

Application of Criteria

Geographic Coherence

In terms of its compact shape, the Northern Transvaal forms a geographically ~~coherent~~ entity. Given the fragmented nature of current homeland boundaries, the recommended demarcation will ~~substantially improve the~~ geographic ~~coherence and~~ compactness ~~of~~ the SPR. A fair balance of larger and smaller towns exists which acts as service centres to the surrounding rural areas. A fair balance of urban-rural linkages therefore exists.

Economic Functionality

Two functional economic units can be distinguished in this area, viz., the magisterial districts of Ellisras, Thabazimbi, Waterberg, and a portion of Warmbad, on the one hand and the rest of the ares with Pietersburg as its nodal point on the other. The question whether the first mentioned unit maintains stronger functional links with the proposed North West SPR, will be dealt with later as a "sensitive area". In the test of the proposed SPR Pietersburg exerts such a strong influence as functional node that in terms of the criterion of economic functionality this area could be demarcated as a SPR.

Economic viability

This SPR is poorly off in terms of its average GGP per capita, economic resources base and quality of life indicators. The population comprises 12% of the South African population, yet it generates 3,1% of South Africa's GGP. Given the per capita personal income (1985) of R725, the Northern Transvaal is likely to need plenty of resources from the central government to serve the needs of resources from the central government to serve the needs

of its population.

According to DBSA it is: 0,1 per 1000

Olive, you can check

Social and physical infrastructure

The Northern Transvaal has a poor infrastructure to deliver services to a large disadvantaged population. The doctor to population ratio is the lowest in the country, namely, 3.8 per 1 000 population. The hospital bed to population ratio is 2,6 beds per 1 000 population.

This SPR has the highest proportion of children under 15 years, and by default the lowest economically active population. It has the second highest illiteracy rate. This suggests that the human resource potential necessary for development is inadequate. It would therefore, need resources from outside the SPR to provide services to all.

As far as physical infrastructure is concerned both the road network density for the entire area and the provision of rural roads is at the national average. It is estimated that 60% of the population do not have adequate water. Over 70% have inadequate sanitation. The provision of services is pronounced and intergovernmental transfers would be required to make the SPR sustainable.

Development Potential

The area is largely rural, even though it has a high growth rate in urbanization. The area also has the highest male absenteeism rate. The SPR does, however, have a good potential for improving its agricultural sector, and related industries and a high potential in certain areas for some farming and eco-tourism. Strenuous efforts to develop its human resources potential will be required.

Institutional and administrative capacity

The SPR is served by the administrative and institutional infrastructure of the Republic of South Africa, the state of Venda, the Self-governing Territories of Gazankulu and Lebowa, the Transvaal Provincial Administration and at the local level by local governments.

Administrative and institutional capacity to exercise assigned SPR functions should not pose a difficulty. The need for rationalization and integration of existing institutional structures is apparent. Such need would, however, exist regardless of the exact boundaries of a ??? single SPR in this part of South Africa. The Pietersburg/Lebowakgomo complex has the necessary infrastructure to accommodate a regional government. Management capacities vary widely within the governmental and non-governmental sectors. Cooperation and planning arrangements between the public and the non-governmental sector can be improved in order to increase institutional and administrative capacity.

The recommended demarcation provides adequate opportunity for the integration, rationalization and maximization of available institutional capacities of, inter alia, regional institutions such as the Transvaal Provincial Administration and the Venda, Gazankulu and Lebowa administrations.

Socio-cultural aspects

The SPR is characterized by a heterogeneous population in terms of language, cultural and racial subdivision??. The SPR is predominantly black, in fact it has the lowest percentage of whites compared with all other SPRs. Its language composition is heterogeneous and is shown in the above table. In spite of the heterogeneous nature of the Northern Transvaal population, a certain sense of regional identity exists, which distinguishes this SPR from other neighbouring areas.

That is why we deal with them as sensitive area

How is it articulated? The Bushveld subregion does not identify with it (Subm. 124, 312, 274, 278, 197, 354, 401) and neither does the Lowveld (Subm. 233, 134, 459).

2.2.2. Sensitive Areas

2.2.2.1. Arguments for inclusion of Pretoria/Wonderboom in the Northern Transvaal

Pretoria's inclusion in the PWV will lead to a relative oversupply of resources such as museums, libraries and theatres in that SPR. Demarcating Pretoria into another SPR like the Eastern Transvaal or the Northern Transvaal would result in a better distribution of sophisticated metropole??? cultural facilities.

The inclusion of Pretoria in the Northern Transvaal is essential if the economic and resource base of this SPR is to be strengthened and brought in balance with the other SPRs.

2.2.2.2. Arguments against inclusion of Pretoria/Wonderboom in the Northern Transvaal

It will reduce the capita wealth of such larger SPR resulting in a poor fiscal capacity, depriving the future government of enough revenue.

In which submissions did these arguments appear? I did not pick it up. Fortunately I recorded it in my first draft and will check it through if necessary.

It will be detrimental to the development potential of such a larger SPR and it will negate and frustrate the principles and advantages of federalism.

Pretoria would deprive Pietersburg of its status as capital of the Northern Transvaal.

There is no need in the Northern Transvaal for access to Pretoria's educational facilities.

Inclusion of Pretoria in the Northern Transvaal would drag the Greater Pretoria into poverty with very little economic viability

Application of criteria

Although a Northern Transvaal SPR could undoubtedly benefit in terms of economic viability, development potential and social infrastructure if Pretoria were included, this advantage should be measured in terms of the effect it would have on the PWV SPR.

Increasingly the PWV SPR has been transforming into a single functional economic unit, consequently a large number of public infrastructure and institutions are being planned and run within the context of an integrated functional area. Therefore "unbundling" the PWV would have negative consequences for good governance (THIS ARGUMENT BELONGS TO THE PWV AREA)

Under this heading we apply the criteria.

In which submission did this argument appear?

In none. It was contained in an input of Job do Subgroup 2. I regard it as valid.

How is this possible in one SPR?

It would be, for example, be extremely wasteful from the point of view of economies of scale for two SPR health authorities to be both operating within an area which is crossed daily by commuters on a massive scale. The same applies for many other public services, such as education and social services.

I took it out because it must be dealt with in PWV.

The Northern Transvaal has adequate administrative and institutional capacities and there is accordingly no reason to include Pretoria in the this SPR as far as the criterion is concerned. ?

Certainly not if you examine submissions such as those by Medunsa (110), Dept of National Education (409), Teachers Federal Council (281), Warmbad 124 + 278, Bushveld subregion (284, 354, 401). ↑ very vague Border issue ↑ Border issues

State theatres? + museums.

The inclusion of Pretoria into the Northern Transvaal would markedly increase this SPR's heterogeneity: How come? It adds N. Sotho, Ndebele and Afrikaans which is already in the SPR.

We can take it out.

2.2.2.2. Arguments for inclusion of Groberlasdal in the Northern Transvaal

Broad agreement exists that local feeling should be tested.

The Nebo district if the existing Lebowa does have economic linkages with the Groberlasdal and Marble Hall districts of the present Eastern Transvaal region. However, in view of historical boundaries as well as population and economic criteria it is recommended that the Loskop Valley (which includes Groberlsdal, Marble Hall, Nebo and Motetema) form an integral part of the Northern Transvaal.

Economically Groberlasdal forms an integral part of the Northern Transvaal. Almost 75% of its buying power derives from Nebo and Sekhukhuneland. Communities of the latter would be subsidising the Eastern Transvaal SPR to the detriment of its own development needs. Globerlasdal draws farm labourers from these areas.

Of the district's permanent population roughly 85% are of Pedi descent. An artificial division between these communities of the Loskop valley would have disastrous consequences for future planning, development and effective governance.

2.2.2.3. Arguments against inclusion of Groblersdal in the Northern Transvaal

As an economic growth area Globerlasdal does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could increase practical problems regrading infrastructure development in the SPRs. Roads, power lines and pipelines, and the maintenance thereof could become costly since the borderline between the Northern Transvaal and Eastern Transvaal could leave areas that are difficult to manage unattended. Water supply is obtained from Loskop Dam which could cause managerial problems should the area be separated from this main lifeline.

Application of criteria

The geographic coherence of Northern Transvaal could be improved by including Groblersdal. The inclusion or exclusion of Groberlasdal in or from the Northern Transvaal or the Eastern Transvaal, respectively, will have no meaningful effect on the economic viability, social and physical infrastructure, development potential and administrative and

institutional capacity of any one of the concerned SPRs.

There seems??? to be strong indications that in terms of economic functionality and socio-cultural ties, stronger linkages exists towards Northern Transvaal than Eastern Transvaal. It should be noted, however, that most of the submissions suggested that differences of opinion on this sensitive area should be resolved by means of a scientific poll or referendum. This may not be a solution as the current differences of opinion would simply be reflected in the polls.

2.2.2.4. Arguments for inclusion of the whole of the Kruger National Park in the Northern Transvaal

The Kruger National Park (KNP) should be administered by a single authority. Should it be decided that the regional governments must accept this responsibility, the KNP will have to be incorporated into a single SPR. If it is incorporated into the Northern Transvaal, it should be governed by the Central Government under the custodianship of a ~~World Life Body~~??? and all income, tax and/or levies be transferred to the Northern Transvaal SPR because the Park geographically forms a natural part of the Northern Transvaal Lowveld.

The KNP should be managed as a national asset, but for the purpose of a second tier government it be included in the Northern Transvaal SPR by reason of its predominant and pervasive socio-cultural linkage with this SPR along and across an extensive common border.

2.2.2.5. Arguments against inclusion of the whole of the Kruger National Park in the Northern Transvaal

The KNP should be managed as a national asset by a National Parks Board and income be divided between the two SPRs on a fixed basis. The KNP be divided for electoral purposes.

Application of Criteria

Almost all submissions refers to the KNP as a national asset which requires it to managed in a distinct manner. Should these prospects become reality criteria relating to institutional and administrative capacity, socio-cultural aspects and economic functionality of the respective SPRs would not constitute determining factors. In terms of economic viability the Northern Transvaal undoubtedly is in greater need than the Eastern Transvaal of the economic benefits which can be derived from the KNP.

Evaluation of the position of Kruger National Park

There are 19 National Parks in South Africa proclaimed in the government gazettes, some as early as 1926 and others as late as 1991. The area sizes of the parks are listed on **Addendum 6**. In addition, specific information on parks situated in the TBVC states is provided for ease of reference.

This information is essential given the sensitive area of the Kruger National Park. Whatever decisions are taken on the Kruger National Park, in terms of management, allocation of workers (in those parks) to SPRs, etc. would probably affect the other 18 national parks. Hence it may be advisable to treat the uniformly.

INDICATORS	AS PROPOSED BY THE COMMISSION
Percentage distribution	**3,1**
GGP per capita (R) (1988)	**914**
Personal Income/ GGP (%) (1985)	**87,6**
Personal Income per capita (R) (1985)	**725**
Sex (%)	
Male	**44,5**
Female	**55,5**
Age	
under 15	**51,0**
15-65	**45,5**
65 and over	**3,5**
Race	
Black	**97,1**
White	**2,7**
Coloured	**0,1**
Asian	**0,1**
Language (%)	
Northern Sotho	**56,6**
Tsonga	**23,1**
Venda	**11,5**
Ndebele	**3,4**
Afrikaans	**2,6**
Tswana	**1,5**
Zulu	**0,8**
English	**0,4**

This SPR is home to 12% of South Africans living in a relatively less densely populated area. The SPR has a markedly low urbanisation level as compared with all other SPRs. The area is largely rural, even though it has a high growth rate in urbanisation. The area also has the highest male absenteeism rate.

Northern Transvaal is predominantly Black, in fact this area has the lowest percentage of whites compared with all other SPRs. This SPR has the highest proportion of children under 15 years, and by default the lowest percentage of economically active population. The SPR

Also has the second highest illiteracy rate, only slightly surpassed by the North West.

5.1. Arguments for and against a Northern Transvaal SPR as demarcated by the Commission as reflected in submissions

5.1.1. Arguments for a separate Northern Transvaal SPR

It is acknowledged that this SPR will be incapable of functioning as an independent financial entity, but the sense of belonging that has developed between the various population groups, justified it to be demarcated as a separate SPR. No other SPR seems inclined to combine with this SPR due to its heterogenous population composition and its economic position.

5.1.2. Arguments against Northern Transvaal as a separate SPR

There were no real objections to the demarcation of the Northern Transvaal as a separate SPR. Arguments against the Commission's proposal related mainly to the inclusion or exclusion of specific sensitive areas.

5.2. Application of Criteria

5.2.1. Geographic coherence

In terms of its shape, the Northern Transvaal forms a geographically compared entity. Given the fragmented nature of current homeland boundaries, the recommended demarcation will substantially improve the geographic compactness of the SPR. A fair balance of larger and smaller towns exists within the demarcated area which acts as service centres to the surrounding rural areas. A fair balance of urban-rural linkages therefore exists.

5.2.2. Economic and development issues

Economic Functionality

Two functional economic units can be distinguished in this area, viz., the magisterial districts of Ellisras, Thabazimbi, Waterberg, and a portion of Warmbad, on the one hand, and the rest of the areas with Pietersburg as its nodal point, on the other. The question whether the first mentioned unit and other border districts maintain stronger functional links with adjacent SPRs, is dealt with later. Pietersburg exerts such a strong influence as a functional node that in terms of the criterion of economical functionality, the Northern Transvaal could be demarcated as a separate SPR.

Economic Viability

This SPR is poorly off in terms of its average GGP per capita, economic resources base and quality of life indicators. The population comprises 12% of the South African population, yet it generates only 3,1% of South Africa's GGP. Given the

per capita personal income (1985) of R725, the Northern Transvaal is likely to need plenty of resources from the central government to serve the needs of its population.

Social and Physical infrastructure

The Northern Transvaal has a poor infrastructure to deliver services to a large disadvantaged population. The doctor to population ratio is the lowest in the country, namely, 3,8 per 1 000 population. The hospital bed to population ratio is 2,6 beds per 1 000 population.

This SPR has the highest proportion of children under 15 years, and the lowest economically active population. It has the second highest illiteracy rate. This suggests that the human resource potential necessary for development is inadequate sanitation. It would therefore, need resources from outside the SPR to provide services to all.

As far as physical infrastructure is concerned both the road network density for the entire area and the provision of rural roads is at the national average. It is estimated that 60% of the population do not have adequate water. Over 70% have inadequate and no electricity sanitation. The provision of services is pronounced and intergovernmental transfers would be required to make the SPR sustainable.

Development Potential

Due to the low absorption capacity only a small portion of the potential labour force can find work in the SPR. The SPR has the highest male absenteeism rate. The SPR has a comparative advantage in agriculture. It has a good potential to improve its agricultural sector and related industries. In certain areas a high potential exist for the further development of game farming and eco-tourism. However, strenuous efforts to develop it human resources potential, will be required.

5.2.3. Institutional and administrative capacity

The SPR is served by the administrative and institutional infrastructure of the Republic of South Africa, the Republic of Venda, the Self-governing Territories of Gazankulu and Lebowa, the Transvaal Provincial Administration, Regional Services Councils and numerous local governments.

Administrative and institutional capacity to exercise assigned SPR functions should not pose a difficulty. The need for rationalization and integration of existing institutional structures is apparent and inevitable. The Pietersburg/Lebowakgomo complex has the necessary infrastructure to accommodate a regional government. Management capacities vary widely within the governmental and non-governmental sectors. Cooperation and planning arrangements between the public and the non-governmental sector can be improved in order to increase institutional and administrative capacity.

- The recommended demarcation provides adequate opportunity for the integration, rationalization and maximization of available institutional capacities of, inter alia, regional institutions such as the Transvaal Provincial Administration and the Venda, Gazankulu and Lebowa administrations.

5.2.4. Socio-cultural aspects

In spite of the heterogeneous nature of the Northern Transvaal population and taking into account the feelings of certain groups in sensitive border areas, a sufficient sense of regional identity exists. How possible? explain in one sentence

5.3. Sensitive Area: Pretoria/Wonderboom

5.3.1. Arguments for inclusion ~~of Pretoria/Wonderboom~~ in the Northern Transvaal

- Pretoria's inclusion in the PWV will lead to a relative oversupply of resources such as museums, libraries and theatres in that SPR. Demarcating Pretoria into another SPR like the Eastern Transvaal or the Northern Transvaal would result in a better distribution of sophisticated cultural facilities amongst SPRs.

- The inclusion of Pretoria in the Northern Transvaal is essential if the economic and resource base of this SPR is to be strengthened and brought in balance with the other SPRs.

- Pretoria could improve the educational infrastructure of the Northern Transvaal.

5.3.2. Arguments against inclusion ~~of Pretoria/Wonderboom~~ in the Northern Transvaal

~~The following arguments were presented against~~ the inclusion of the Northern Transvaal in a single SPR with Pretoria ~~and Eastern Transvaal~~:

- ~~It~~ will reduce the capital wealth of such a large SPR resulting in a poor fiscal capacity, depriving the future government of enough revenue.

- It will be detrimental to the development potential of such a large SPR and it will negate and frustrate the principles and advantages of federalism.

- Pretoria would deprive Pietersburg of its status as capital of the Northern Transvaal. There is no need in the Northern Transvaal for access to Pretoria's educational facilities.

- Inclusion of Pretoria in the Northern Transvaal would drag the Greater Pretoria into poverty with very little economic viability

5.3.3. Application of criteria → take this heading to next page

If the districts of Pretoria and Wonderboom were to be demarcated into the Northern Transvaal, the geographic compactness of the Northern Transvaal SPRs will be affected negatively. A projected finger will be created in the south, which would necessitate considering the inclusion of at least Cullinan and KwaNdebele as well.

A Northern Transvaal SPR could undoubtedly benefit in terms of economic viability, development potential and social infrastructure if Pretoria were included. This advantage should, however, be measured against the effect the exclusion of Pretoria from the PWV would have on the latter SPR (See PWV).

The Northern Transvaal has adequate administrative and institutional capacities and there is accordingly no reason to include Pretoria in the this SPR as far as ~~the~~ this criterion is concerned.

5.4. Sensitive Area: Globlersdal

5.4.1. Arguments for inclusion ~~of Groblersdal~~ in the Northern Transvaal

The Nebo district of the existing Lebowa does have economic linkages with the Groblersdal and Marble Hall districts of the present Eastern Transvaal region. However, in view of historical boundaries as well as population and economic criteria it is recommended that the Loskop Valley (which includes Groblersdal, Marble Hall, Nebo and Motetema) form an integral part of the Northern Transvaal.

Economically Groblersdal forms an integral part of the Northern Transvaal. Almost 75% of its buying power derives from Nebo and Sekhukhuneland. Communities of the latter would be subsidising the Eastern Transvaal SPR to the detriment of its own development needs. Groblersdal draws farm labourers from these areas.

Of the district's permanent population roughly 85% are of Pedi descent. An artificial division between these communities of the Loskop valley would have disastrous consequences for future planning, development and effective governance.

5.4.2. Arguments against inclusion ~~of Groblersdal~~ in the Northern Transvaal

As an economic growth area Groblersdal does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could increase practical problems regrading infrastructure development in the SPRs. Roads, power lines and pipelines, and the maintenance thereof could become costly since the borderline between the Northern Transvaal and Eastern Transvaal could leave areas that are difficult to manage unattended. Water supply is obtained from Loskop Dam which could cause managerial problems should the area be separated from this main lifeline.

5.4.3. Application of criteria

The geographic compactness of Northern Transvaal could be improved by including

Groblersdal. The inclusion or exclusion of Groblersdal in or from the Northern Transvaal or the Eastern Transvaal, respectively, will have no meaningful effect on the economic viability, social and physical infrastructure, development potential and administrative and institutional capacity of any one of the concerned SPRs.

In terms of economic functionality, stronger economic linkages exist between Groblersdal and the adjacent part of Northern Transvaal than with those of Eastern Transvaal.

Strong cultural linkages with adjacent parts of Northern Transvaal can be deduced from the fact that 47,3% of the population of the Groblersdal district is Northern Sotho speaking, the second largest language group comprises only 15,2% of the population.

It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.5. Sensitive Areas: Kruger National Park

5.5.1. Arguments for inclusion of the whole ~~of the Kruger National~~ Park in the Northern Transvaal

The Kruger National Park should be administered by a single authority. Should it be decided that the regional governments must accept this responsibility, the Kruger National Park will have to be incorporated into a single SPR. If it is incorporated into the Northern Transvaal, it should be governed by the Central Government under the custodianship of an international wild life body and all income, tax and/or levies be transferred to the Northern Transvaal SPR because the Park geographically forms a natural part of the Northern Transvaal Lowveld.

The Kruger National Park should be managed as a national asset, but for the purpose of a second tier government it should be included in the Northern Transvaal SPR by reason of its predominant and pervasive socio-cultural linkage with this SPR along and across an extensive common border.

5.5.2. Arguments against inclusion of the whole ~~of the Kruger National~~ Park in the Northern Transvaal

not really an argument

The Kruger National Park should be managed as a national asset by a National Parks Board and income be divided between the two SPRs on a fixed basis. The Kruger National Park should be divided for electoral purposes.

5.5.3. Application of Criteria

Broad agreement exists that the Kruger National Park is a national asset which requires it to be managed in a distinct manner. (Since it could turn out to be advisable to adopt a uniform approach to all existing national parks in this regard, the sizes of all national parks are listed in Addendum 6. In addition, specific information on parks

make sure!

situated in the TBVC states is provided for ease of reference).

Determining the position of the Kruger National Park with regard to one or more SPR's by means of applying the criteria, is dependent upon decisions on the detail of such distinct management, (e.g., in regard to the division of profits, composition of governing bodies and the involvement of local communities) and the extent to which certain functions concerning nature conservation, recreation and tourism will be assigned to different levels of government.

For electoral purposes the Kruger National Park could be included in either the Northern Transvaal or the Eastern Transvaal or it could be divided between the two SPRs along the line recommended by the Commission. However, in terms of economic viability the Northern Transvaal undoubtedly is in greater need than the Eastern Transvaal of the economic benefits which can be derived from the Kruger National Park.

5.6. Sensitive Area: Pilgrimsrest 1 & 2

5.6.1. Arguments for inclusion of Pilgrimsrest 1 & 2 in the Northern Transvaal as reflected in submissions

- Lydenburg and Pilgrims Rest districts should be included in Northern Transvaal by virtue of historical and traditional criteria.

- Strong functional linkages existing between Mhala and Mapulaneng, which are clearly culturally part of the Northern Transvaal, and Lyndenburg/Pilgrimsrest indicate the desirability of their inclusion in the Northern Transvaal. Their inclusion could go far toward providing the south-eastern portion of the Northern Transvaal Region with the necessary nodal integrity which it presently lacks.

- Historically, linguistically and naturally it forms part of the Northern Transvaal. The communities fall under the Lebowa Magoshi (chiefs).

- It should be included in the Northern Transvaal due to the predominant Northern Sotho influence in the whole area as well as the common mining activities and the pattern of infra-structure. A far more suitable boundary would be the natural watershed running along a general line to the South of Lydenburg, Pilgrimsrest and Graskop. This, however, would imply a change in existing magisterial districts.

5.6.2. Arguments against inclusion of Pilgrimsrest 1 & 2 in the Northern Transvaal as reflected in the submissions

As an economic growth area Pilgrimsrest does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could create practical problems regarding infrastructure development in the region. Roads, power-lines and pipelines, and the maintenance thereof become costly since the border

between the Northern Transvaal and Eastern Transvaal could leaves areas that are difficult to manage unattended, particularly in the escarpment area where Pilgrimsrest is situated. Water supply is obtained from Loskopdam which could cause managerial problems should the area be separated from this main lifeline.

5.6.3. Application of criteria

The inclusion or exclusion of Pilgrims Rest in or from the Northern Transvaal or the Eastern Transvaal will have no meaningful effect on administrative capacity of any one of the SPRs concerned.

If the Bushbuckridge sensitive area (see 5.7) is included in the Northern Transvaal, the geographical compactness of the Northern Transvaal will be enhanced by the inclusion of the Pilgrims Rest and Lydenburg districts or the Northern parts of these districts.

Both the Pilgrims Rest and Lydenburg districts have positive figures in terms of estimated tax minus variable cost at 1988 prices. Their inclusion in the Northern Transvaal would therefore have a positive effect on the economic viability of the Northern Transvaal and a negative effect on Eastern Transvaal. Northern Transvaal is in greater need of such contribution.

The Pilgrims Rest district consists of 34,6% North Sotho speakers and 15,9% Shangaan speakers. This tends to indicate stronger socio-cultural links towards Northern Transvaal.

It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.7. Sensitive Area: Bushbuckridge

5.7.1. Arguments for exclusion of Bushbuckridge in the Northern Transvaal as reflected in the submissions

- The inhabitants of the area have never had relations with the communities of Northern Transvaal.
- The entire population is employed in the big towns in the Lowveld. Not even 1% of the people are employed in towns in Northern Transvaal. Only a small number goes to Phalaborwa.
- It could constitute an economically viable area if it is included in the Eastern Transvaal.

5.7.2. Arguments against exclusion of Bushbuckridge in the Northern

- Mapulaneng 1 and 2 Bushbuckridge must form part of Northern Transvaal in terms of economic criteria, traditions and population.

- Despite the relative close proximity of the disputed area to the White River/ Nelspruit sub-region of Region F, ethnic and socio-economic factors favour a linkage to the Northern Lowveld in the Northern Transvaal. It would certainly not make sense to isolate the communities of Mhala and Mapulaneng from their cultural focus in the Northern Transvaal SPR.

5.7.3. Application of criteria

- The exclusion of Bushbuckridge from the Northern Transvaal would improve the geographical compactness of the SPR.

- The inclusion or exclusion of Pilgrims Rest in or from the Northern Transvaal or the Eastern Transvaal will have no meaningful effect on administrative capacity of any one of the SPRs concerned.

- The Mapulaneng district contributes negatively to the estimated tax minus variable cost figure (at 1988 prices) of the Northern Transvaal. Its exclusion would therefore have a positive effect on the economic viability of Northern Transvaal.

- The Mapulaneng district consists of 69,6% North Sotho speakers and 15,6% Shangaan speakers. Contradictory evidence was presented on the direction of socio-cultural links. These figures, however, strongly suggests linkages with the Northern Transvaal.

- Stronger economic functional linkages extend toward Eastern Transvaal than towards Northern Transvaal.

- It should be noted that most submissions suggested that a scientific poll or referendum be conducted in order to determine the feeling (sense of belonging) of the people.

5.8. Sensitive Area: Thabazimbi, Ellisras, Waterberg and Warmbad

5.8.1. Arguments for exclusion ~~of Thabazimbi, Ellisras, Waterberg and Warmbad~~ from the Northern Transvaal as reflected in the submissions

- From a demographic analysis, it is obvious that Tswana is the dominant language in Thabazimbi, Warmbaths and even portions of Nylstroom.

- These districts with their relatively strong economic base serve as a useful balance for inclusion of Region B (with its relatively poor economic base), into the North West thereby strengthening the economic viability of the proposed SPR as a whole.

5.8.2. Arguments against exclusion ~~of Thabazimbi, Ellisras, Waterberg and Warmbad~~ as reflected in the submissions

- Due to lack of sufficient consensus amongst local role players and the economic

- impact of the district on the future economic growth of the Northern Transvaal, the exclusion of the Thabazimbi district from the Northern Transvaal will have a negative spill over effect in neighbouring districts and towns. Should there remain a difference of opinion on the future of the districts in the subregion, it is recommended that a scientific opinion poll be conducted.

- Statements that Thabazimbi is under the predominant influence of the Tswana ethnic group, is only true of the town and not the sub-region as a whole. In the sub-region as whole Tswana speakers constitute only 29%.

- Seeing the relative wealth of the Western Transvaal, inclusion of the Thabazimbi area would be far less critical than would its excision from the Northern Transvaal. It would have serious repercussions for the Northern Transvaal's economic viability.

5.8.3. Application of criteria

- The inclusion or exclusion of Ellisras, Thabazimbi, Waterberg and Warmbaths in or from the Northern Transvaal or the North West will have no meaningful effect on the administrative capacity on any one of the SPRs concerned.

- The geographical compactness of the Northern Transvaal will not be affected negatively if the sensitive areas are to be excluded. The effect on the North West vis-a-vis the PWV would, however, not necessarily be the same.

- The contributions of Warmbaths, Waterberg, Ellisras and Thabazimbi to the estimated tax minus variable costs (at 1988 prices) are significantly higher than those of most other Northern Transvaal districts. The contribution of Ellisras is only exceeded by four other districts and the contributions of Thabazimbi, Warmbaths and Waterberg by five other districts. The exclusion of these districts from Northern Transvaal will therefore negatively effect Northern Transvaal's economic viability negatively.

- The four districts constitutes a subregion with extensive internal functional linkages. Warmbaths and Waterberg have significant linkages with nodes in Northern Transvaal. The linkages of Thabazimbi extend significantly to Rustenburg and Pretoria as well as to the Northern Transvaal via its intra sub-regional linkages with Ellisras, Warmbaths and Waterberg.

- Tswana speakers constitute 24,2% of the population of Ellisras, 7,1% of Waterberg, 52,1% if Thabazimbi and 22,5% of Warmbaths, i.e. a total of 27% for the entire area. Northern Sotho speakers constitute 24,7% of the population of Ellisras, 57,6% of Waterberg, 3,1% if Thabazimbi and 39,2% of Warmbaths, i.e., a total of 31,1% for the entire area. According to these figures linguistic linkages cannot be a determining factor in deciding whether this area should be excluded from the Northern Transvaal.

5.9. Sensitive Area: Warmbaths

5.9.1. Arguments for exclusion of Warmbaths from Northern Transvaal as reflected in the submissions

- Warmbaths should be excluded from the Northern Transvaal because Pretoria is nearer than Pietersburg. Warmbaths and Pretoria are economically linked and rely on Pretoria for medical, educational and administrative services.

- see also 5.8.1.

5.9.2. Arguments against exclusion Warmbaths from Northern Transvaal as reflected in the submissions

Arguments were raised about the exclusion of Warmbaths as such, but see 5.8.2. concerning arguments which affects Warmbaths, Thabazimbi, Waterberg and Ellisras.

5.9.3. Application of criteria

The economic functionality, viability, social and physical infrastructure, development potential and administrative and institutional capacity of the Northern Transvaal will be affected negatively by the exclusion of Warmbaths.

Warmbaths forms an important link between the PWV and Northern Transvaal and functional linkages extend both ways.

The greatest language groups in the district consists of Northern Sotho (39,2%), Tswana (22,5%) and Afrikaans (17,02%) speakers. Criteria relating to socio-cultural aspects cannot play a decisive role in deciding the fate of this sensitive area.

5.10. Evaluation

Due to a very poor socio-economic resource base this SPR will be the least economically viable of all SPRs. Nevertheless broad consensus exists amongst role players both within and outside the proposed SPR that a separate Northern Transvaal SPR should be demarcated.

Uncertainty exists with regard to the "sense of belonging" of the inhabitants of the districts of Groblersdal, Bushbuckridge, Pilgrims Rest, Ellisras, Waterberg, Thabazimbi and Warmbaths. Apart from this uncertainty the following conclusions can be drawn:

Although the inclusion of Pretoria and Wonderboom will enhance the economic viability of the Northern Transvaal, its exclusion from the PWV cannot be justified in terms of economic linkages and unacceptable configurations in terms of geographic coherence.

Groblersdal could be included in the Northern Transvaal in order to strengthen the economic viability of the SPR and by virtue of the criteria of geographic compactness, economic functionality and socio-cultural linkages.

Pilgrims Rest and Lydenburg (or at least the Northern parts of these districts) could be included in the Northern Transvaal in order to strengthen the economic viability of SPR and by virtue of the criteria of geographic compactness.

Inconclusive evidence was presented on the socio-cultural linkages with to regard Bushbuckridge. Bushbuckridge does not contribute towards the economic viability of the Northern Transvaal and most economic functional linkages seems to extend to the Eastern Transvaal. It would make sense to include Bushbuckridge in the Eastern Transvaal.

Ellisras, Waterberg, Thabazimbi and Warmbaths comprise a sub-region which should be treated as a unit. In order to strengthen the economic viability of the Northern Transvaal and because the functional linkages of this sub-region towards the North West are less pronounced than for example of Pretoria's linkages with the PWV, it should remain part of the Northern Transvaal.

For electoral purposes the Kruger National Park could be divided or assigned to either the Northern Transvaal or the Eastern Transvaal. The Park Board suggestion that the Kruger National Park be managed centrally, should be considered seriously. Should future management systems and the assignment of regional functions requires that the Kruger National Park be situated in a single SPR, preference should be given to the Northern Transvaal due to its dire needs with regard to economic resources.

Northern Transvaal

CDDR

Including Pretoria, Hammanskraal, etc.

Population (000) CSS	4 525,3 4703	6447	
~~as % of nat. tot.~~	12,5	17,1	
Population Growth (%) 1985-1991	3,1		
Density (Persons per km2)	26,0		
Official Urbanisation level (%)	8,8		
Growth in Urbanisation (%) (1985-1991)	3,6		
Illiteracy rate (Economic active population)	35,1		
Potential labour force (000)	1 418,5		
Participation rate	38,1		
Absorption capacity	32,4		
Official Unemployment rate	17,0		
Male Absenteeism rate	-37,1		
Dependency ratio	4,8		
Real GGP (R million) (1988) at cur p. CSS	3 786 5 697	20888	
Real annual growth in GGP (1970-1988)	4,3		
~~Percentage distribution~~ CSS	3,1 3,1	11,5	
GGP per capita (R) (1988)	914		
Personal Income/ GGP (%) (1985)	87,6		
Personal Income per capita (1985)	725		

Labour rem. 3 213 13 733

as % of nat. tot. 3,1 13,2

Sex (%)			
Male	**44,5**		
Female	**55,5**		
Age			
under 15	**51,0**		
15-65	**45,5**		
65 and over	**3,5**		
Race			
Black	**97,1**		
White	**2,7**		
Coloured	**0,1**		
Asian	**0,1**		
Language (%)			
Northern Sotho	**56,6**	N Sotho 47,6	
Tsonga	**23,1**	Shang.-T 18,1	
Venda	**11,5**	Afrikaans 9,3	
Ndebele	**3,4**	Venda 8,6	
Afrikaans	**2,6**		
Tswana	**1,5**		
Zulu	**0,8**		
English	**0,4**		

This SPR is home to 12% of South Africans living in a relatively less densely populated area. The SPR has a markedly low urbanisation level as compared with all other SPRs.

The area is largely rural, even though it has a high growth rate in urbanisation. The area also has the highest male absenteeism rate.

Northern Transvaal is predominantly Black, in fact this area has the lowest percentage of whites compared with all other SPRs.

This SPR has the highest proportion of children under 15 years, and by default the lowest percentage of economically active population. The SPR also has the second highest illiteracy rate, only slightly surpassed by North West. This suggests the human resource potential necessary for

development is inadequate.

2.2 Arguments for and against a Northern Transvaal SPR as demarcated by the Commission

2.2.1. Arguments for a separate Northern Transvaal SPR

This SPR has accommodated, from a development perspective, its heterogeneous population for decades. It is acknowledged that the SPR will be incapable of functioning as an independent financial entity, but the sense of belonging that has developed between the various population groups, justify it to be demarcated as a separate SPR. No other SPR seems inclined to combine with this SPR due to its heterogenous population composition and its economic position.

2.2.3. Arguments against Northern Cape as a separate SPR

Arguments against the Commission's proposal related to the inclusion or exclusion of specific sensitive areas (see paragraph 2.2.2 infra???)

Application of Criteria

Geographic Coherence

In terms of its compact shape, the Northern Transvaal forms a geographically coherent entity. Given the fragmented nature of current homeland boundaries, the recommended demarcation will substantially improve the geographic coherence and compactness of the SPR. A fair balance of larger and smaller towns exists which acts as service centres to the surrounding rural areas. A fair balance of urban-rural linkages therefore exists.

Economic Functionality

Two functional economic units can be distinguished in this area, viz., the magisterial districts of Ellisras, Thabazimbi, Waterberg, and a portion of Warmbad, on the one hand and the rest of the area with Pietersburg as its nodal point on the other. The question whether the first mentioned unit maintains stronger functional links with the proposed North West SPR, will be dealt with later as a "sensitive area". In the test of the proposed SPR Pietersburg exerts such a strong influence as functional node that in terms of the criterion of economic functionality this area could be demarcated as a SPR.

Economic viability

This SPR is poorly off in terms of its average GGP per capita, economic resources base and quality of life indicators. The population comprises 12% of the South African population, yet it generates 3,1% of South Africa's GGP. Given the per capita personal income (1985) of R725, the Northern Transvaal is likely to need plenty of resources from the central government to serve the needs ~~of resources from the central government to serve the needs~~

its population.

Social and physical infrastructure

The Northern Transvaal has a poor infrastructure to deliver services to a large disadvantaged population. The doctor to population ratio is the lowest in the country, namely, 3,8 per 1 000 ~~population~~. The hospital bed to population ratio is 2,6 beds per 1 000 ~~population~~. people. people.

This SPR has the highest proportion of children under 15 years, and by default the lowest economically active population. It has the second highest illiteracy rate. This suggests that the human resource potential necessary for development is inadequate. It would, therefore, need resources from outside the SPR to provide services to all.

As far as physical infrastructure is concerned, both the road network density for the entire area and the provision of rural roads is at the national average. It is estimated that 60% of the population do not have adequate water. Over 70% have inadequate sanitation. The provision of services is pronounced and intergovernmental transfers would be required to make the SPR sustainable.

Development Potential

The ~~area~~ SPR is largely rural, even though it has a high growth rate in urbanization. The ~~area~~ SPR also has the highest male absenteeism rate. The SPR does, however, have a good potential for improving its agricultural sector, and related industries and a high potential in certain areas for ~~some farming~~ and eco-tourism. Strenuous efforts to develop its human resources potential will be required. irrigation farming

Institutional and administrative capacity

The SPR is served by the administrative and institutional infrastructure of the Republic of South Africa, the state of Venda, the Self-governing Territories of Gazankulu and Lebowa, the Transvaal Provincial Administration and at the local level by local governments.

Administrative and institutional capacity to exercise assigned SPR functions should not pose a difficulty. The need for rationalization and integration of existing institutional structures is apparent. Such need would, however, exist regardless of the exact boundaries of a ??? single SPR in this part of South Africa. The Pietersburg/Lebowakgomo complex has the necessary infrastructure to accommodate a regional government. Management capacities vary widely within the governmental and non-governmental sectors. Cooperation and planning arrangements between the public and the non-governmental sector can be improved in order to increase institutional and administrative capacity.

The recommended demarcation provides adequate opportunity fr the integration, rationalization and maximization of available institutional capacities of, inter alia, regional institutions such as the Transvaal Provincial Administration and the Venda, Gazankulu and Lebowa ~~administrations.~~ governments.

Socio-cultural aspects

The SPR is characterized by a heterogeneous population in terms of language, cultural and racial subdivision??. The SPR is predominantly black, in fact it has the lowest percentage of whites compared with all other SPRs. Its language composition is heterogeneous and is shown in the above table. In spite of the heterogeneous nature of the Northern Transvaal population, a certain sense of regional identity exists, which distinguishes this SPR from other neighbouring areas.

2.2.2. Sensitive Areas

2.2.2.1. Arguments for inclusion of Pretoria/Wonderboom in the Northern Transvaal

Pretoria's inclusion in the PWV will lead to a relative oversupply of resources such as museums, libraries and theatres in that SPR. Demarcating Pretoria into another SPR like the Eastern Transvaal or the Northern Transvaal would result in a better distribution of ~~sophisticated metropole???~~ cultural facilities.

The inclusion of Pretoria in the Northern Transvaal is essential if the economic and resource base of this SPR is to be strengthened and brought in balance with the other SPRs.

2.2.2.2. Arguments against inclusion of Pretoria/Wonderboom in the Northern Transvaal

It will reduce the capita wealth of such larger SPR resulting in a poor fiscal capacity, depriving the future government of enough revenue.

It will be detrimental to the development potential of such a larger SPR and it will negate and frustrate the principles and advantages of federalism.

Pretoria would deprive Pietersburg of its status as capital of the Northern Transvaal.

There is no need in the Northern Transvaal for access to Pretoria's educational facilities.

Inclusion of Pretoria in the Northern Transvaal would drag the Greater Pretoria into poverty with very little economic viability.

Application of criteria

Although a Northern Transvaal SPR could undoubtedly benefit in terms of economic viability, development potential and social infrastructure if Pretoria were included, this advantage should be measured in terms of the effect it would have on the PWV SPR.

Increasingly the PWV SPR has been transforming into a single functional economic unit, consequently a large number of public infrastructure and institutions are being planned and run within the context of an integrated functional area. Therefore "unbundling" the PWV would have negative consequences for good governance (THIS ARGUMENT BELONGS TO THE PWV AREA)

would be, for example, be extremely wasteful from the point of view of economies of scale for two SPR health authorities to be both operating within an area which is crossed daily by commuters on a massive scale. The same applies for many other public services, such as education and social services.

The Northern Transvaal has adequate administrative and institutional capacities and there is accordingly no reason to include Pretoria in the this SPR as far as the criterion is concerned.

The inclusion of Pretoria into the Northern Transvaal would markedly increase this SPR's heterogeneity.

2.2.2.2. Arguments for inclusion of Groberlasdal in the Northern Transvaal

Broad agreement exists that local feeling should be tested.

The Nebo district if the existing Lebowa does have economic linkages with the Groberlasdal and Marble Hall districts of the present Eastern Transvaal region. However, in view of historical boundaries as well as population and economic criteria it is recommended that the Loskop Valley (which includes Groberlsdal, Marble Hall, Nebo and Motetema) form an integral part of the Northern Transvaal.

Economically Groberlasdal forms an integral part of the Northern Transvaal. Almost 75% of its buying power derives from Nebo and Sekhukhuneland. Communities of the latter would be subsidising the Eastern Transvaal SPR to the detriment of its own development needs. Groberlasdal draws farm labourers from these areas.

Of the district's permanent population roughly 85% are of Pedi descent. An artificial division between these communities of the Loskop valley would have disastrous consequences for future planning, development and effective governance.

2.2.2.3. Arguments against inclusion of Groblersdal in the Northern Transvaal

As an economic growth area Groberlasdal does not have a major role to play. In considering its geographic location, the exclusion from Eastern Transvaal could increase practical problems regrading infrastructure development in the SPRs. Roads, power lines and pipelines, and the maintenance thereof could become costly since the borderline between the Northern Transvaal and Eastern Transvaal could leave areas that are difficult to manage unattended. Water supply is obtained from Loskop Dam which could cause managerial problems should the area be separated from this main lifeline.

Application of criteria

The geographic coherence of Northern Transvaal could be improved by including Groblersdal. The inclusion or exclusion of Groberlasdal in or from the Northern Transvaal or the Eastern Transvaal, respectively, will have no meaningful effect on the economic viability, social and physical infrastructure, development potential and administrative and

stitutional capacity of any one of the concerned SPRs.

There seems??? to be strong indications that in terms of economic functionality and socio-cultural ties, stronger linkages exists towards Northern Transvaal than Eastern Transvaal. It should be noted, however, that most of the submissions suggested that differences of opinion on this sensitive area should be resolved by means of a scientific poll or referendum. This may not be a solution as the current differences of opinion would simply be reflected in the polls.

2.2.2.4. Arguments for inclusion of the whole of the Kruger National Park in the Northern Transvaal

The Kruger National Park (KNP) should be administered by a single authority. Should it be decided that the regional governments must accept this responsibility, the KNP will have to be incorporated into a single SPR. If it is incorporated into the Northern Transvaal, it should be governed by the Central Government under the custodianship of a World Life Body?? and all income, tax and/or levies be transferred to the Northern Transvaal SPR because the Park geographically forms a natural part of the Northern Transvaal Lowveld.

The KNP should be managed as a national asset, but for the purpose of a second tier government it be included in the Northern Transvaal SPR by reason of its predominant and pervasive socio-cultural linkage with this SPR along and across an extensive common border.

2.2.2.5. Arguments against inclusion of the whole of the Kruger National Park in the Northern Transvaal

The KNP should be managed as a national asset by a National Parks Board and income be divided between the two SPRs on a fixed basis. The KNP be divided for electoral purposes.

Application of Criteria

Almost all submissions refers to the KNP as a national asset which requires it to be managed in a distinct manner. Should these prospects become reality criteria relating to institutional and administrative capacity, socio-cultural aspects and economic functionality of the respective SPRs would not constitute determining factors. In terms of economic viability the Northern Transvaal undoubtedly is in greater need than the Eastern Transvaal of the economic benefits which can be derived from the KNP.

Evaluation of the position of Kruger National Park

There are 19 National Parks in South Africa proclaimed in the government gazettes, some as early as 1926 and others as late as 1991. The area sizes of the parks are listed on **Addendum 6**. In addition, specific information on parks situated in the TBVC states is provided for ease of reference.

This information is essential given the sensitive area of the Kruger National Park. Whatever decisions are taken on the Kruger National Park, in terms of management, allocation of workers (in those parks) to SPRs, etc. would probably affect the other 18 national parks. Hence it may be advisable to treat the uniformly.

Weergawe met Attie besproek.

6. EASTERN TRANSVAAL 2.1.5

Eastern Transvaal

INDICATORS	AS PROPOSED BY CDDR	OPTION 2	OPTION 3
Area (000 km2)	~~87,4~~ 78,3		
Population (000)	2 129,5		
Population Growth (%) 1985-1991	2,6		
Density (Persons per km2)	27,2		
Official Urbanisation level (%)	35,3		
Growth in Urbanisation (%) (1985-1991)	3,5		
Illiteracy rate (Economic active population)	**31,5**		
Potential labour force (000)	**921,2**		
Participation rate	**67,1**		
Absorption capacity	**54,0**		
Official Unemployment rate	**8,9**		
Male Absenteeism rate	**24,6**		
Dependency ratio	**1,6**		
Real GGP (R million) (1988)	**9 835**		
Real annual growth in GGP (1970-1988)	**3,3**		
Percentage distribution	**8,1**		

GGP per capita (R) (1988)		**4 974**		
Personal Income/ GGP (%) (1985)		**42,5**		
Personal Income per capita (1985)		**2 341**		
~~Sex~~ (%) Gender	**Male**	**53,3**		
	Female	**46,7**		
Age				
	under 15	**39,9**		
	15-65	**57,6**		
	65 and over	**2,5**		
Race				
	Black	**84,6**		
	White	**14,0**		
	Coloured	**0,9**		
	Asian	**0,5**		
Language	Swazi	37,7		
	Zulu	27,2		
	Afrikaans	11,8		

The Eastern Transvaal SPR is the second smallest in terms of both population, 5% of the total, and land area, 78 300 sq km. At 27,2 persons sq km, the population density is just below the national average. This SPR has an inflow of male workers as reflected in the positive 24,6% rate.

This SPR has a relatively diverse economic resource base and has the second highest GGP per capita at R 4 974. ~~This indicator tends to exaggerate the economic strength of the Eastern Transvaal, as a large amount of income leaves the region and accrues to head offices of companies and parastatals in the PWV. This is reflected in the low personal income/GGP ratio of 42,5%. The Eastern Transvaal SPR, however, has a personal income per capita of R 2 341, placing it 4th.~~

The Eastern Transvaal is heterogeneous in relation to language groups with a predominance of Swazi speakers 37,7%, Zulu speakers 27,2%, and Afrikaans speakers 11,8%. The SPR has the third highest illiteracy rate at 28,5%.

6.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE EASTERN TRANSVAAL SPR

Arguments for the SPR as reflected in the submissions

- The Eastern Transvaal SPR is geographically coherent and compact in relation to its shape and size.
- Despite a diversity of language and cultural groups, there is a well developed sense of identity and a spirit of cooperation in the Eastern Transvaal.
- The Eastern Transvaal SPR has a diverse resource base in agriculture, mining, electricity and manufacturing, with a good potential for economic development.
- The Eastern Transvaal SPR has an economic character that is distinct from the PWV.
- The Eastern Transvaal has the institutional capacity to run an own SPR government.
- The Nelspruit economic core justifies a separate SPR.

Arguments against the SPR as reflected in the submissions

- The SPR consists of diverse physiographic environments such as the Transvaal Highveld, a part of the Eastern Transvaal Lowveld and Escarpment, and the South Eastern geographical subregion ~~(in contrast to its seemingly compact shape on a map)~~. and therefore lacks geographical homogeneity.
- The SPR lacks cultural homogeneity.
- The SPR lacks the integrating power of a distinct SPR capital capable of rendering higher order services and institutional functions associated with it.
- The SPR has a poor tax base and will be unable to finance its own government. Being dependent upon the central fiscus, its autonomy will be compromised.

6.2 APPLICATION OF CRITERIA

6.2.1 Geographic Coherence

Historical boundaries

The Southern (provincial) boundary with Natal and the OFS and the (international) Eastern boundaries

with Swaziland and Mozambique are historical boundaries and therefore stable. The Northern boundary with the Northern Transvaal SPR and the Western boundary with the PWV SPR is based on development region boundaries. ~~These boundaries have either been changed (Delmas) or are in dispute in sensitive areas and elsewhere:~~ Bronkhorstspruit, KwaNdebele, Groblersdal, Nebo, Witbank, Middelburg, Lydenburg, Pilgim's Rest, Mapulaneng, Mhala and the Kruger National Park.

Rural-urban linkages

A number of regional towns with their service areas are found: Nelspruit in the Lowveld, serving an area at least up to Mhala and Hoedspruit in the North (cause of a boundary dispute), Witbank-Middelburg, serving the Highveld subregion (and is in turn served by Pretoria in respect of higher-order services), Secunda-Standerton with the Southwest subregion as service area, and Ermelo, serving the Southeast. Some towns have spill-over linkages across SPR boundaries: Lydenburg-Sekhukhune, Nelspruit-Mhala, Groblersdal-Nebo, Groblersdal-Kwandebele, ~~etc~~.

The Highveld subregion in particular, consisting of the districts of namely Witbank, Middelburg, Delmas, Lethal and Highveld Ridge, has close ties with Pretoria through industrial axes and employment linkages.

Compactness

From the point of view of contiguity, the Eastern Transvaal is a compact SPR, although it is physiographically diverse: the Lowveld, Escarpment and Kruger National Park forms part of a Central Savannah Bioregion stretching to the Zimbabwe border in the North. The Southern parts of the Witbank and Middelburg districts link up with the districts to the South and West (Delmas, Bronkhorstspruit and Pretoria) in a Highveld region. The Northern half of the Middelburg district and the Groblersdal district forms part of a Bushveld environment.

6.2.2 Economic and Development Issues

Economic Functionality

Three major nodal or functional areas, within which travel densities are high, but between which they are low, occur in the Eastern Transvaal SPR, namely the Lowveld, Witbank-Middelburg and South Eastern Transvaal areas. Each of the areas are centred on a nodal point (Nelspruit, Witbank and Secunda respectively) which is the destination of many of the work, shopping and social trips undertaken within the area. ~~The rest of the area consists of the spatial origins of the trips~~. Conversely, delivery of goods and rendering of services from the nodal point typically take place within the rest of the area. Communications, such as telephone calls and delivery of mail, also tend to follow this pattern. In addition, the Groblersdal district can be regarded as a separate nodal area, with Groblersdal and Marble Hall attracting traffic from KwaNdebele in the PWV and from Nebo in the Northern Transvaal.

The three main nodal areas closely resemble the areas of the three regional services councils (RSCs) in Region F. In terms of the act on RSCs, they were demarcated as "economically bound areas",

another term for functional or nodal areas.

There is no single metropolitan area, city or secondary city ~~capable of integrating~~ the whole area into a functionally ~~linked or single~~, integrated urban service area in the SPR.

Therefore, it is clear that, from the point of view of economic functionality, the Eastern Transvaal SPR is not ~~well~~ integrated, but ~~actually consists of~~ three subregions.

Economic Viability

The Eastern Transvaal SPR has a relatively diverse economic resource base, with a spread between agriculture, mining, manufacturing and electricity production. The GGP per capita for this SPR, at R4974, is second only to the PWV. This SPR, however, has the lowest personal income to GGP ratio at 42,5%, reflecting the situation that a large proportion of the income generated by a number of major companies and parastatals leave the SPR and accrue to head offices in the PWV. Thus, while the GGP per capita for this SPR is considerably higher than the national average, personal incomes per capita are just below the national average, at R2341. However, this figure is still higher than those for the OFS, Eastern Cape, KwaZulu-Natal, Northern Transvaal and North West SPRs.

The economic viability of an SPR government, as opposed to the economic viability of a region or country per se, depends on two variables, namely the cost of supplying the government services for which it is responsible, and its tax revenue. If the tax revenue is large enough, the cost of the SPR government will be covered without the need for transfers from the national government (or from other SPRs).

The cost of the SPR government will depend on a number of factors, notably its functions and the efficiency with which they are performed. Likewise, the potential tax revenue will depend on several factors, including the tax powers of the SPR government (the types of taxes that it may collect), the size of the tax base, the rate(s) of taxation and the tax effort (the diligence and efficiency with which taxes are collected). Although full information on what the functions and tax powers of SPR governments are to be, is not available at present, analysis of information in respect of existing regional governments, and application of the results to the Eastern Transvaal SPR indicates that the total cost of the nine supposed SPR governments would amount to 9,5% of the total GGP of all the SPRs. At 7,2%, the percentage for the Eastern Transvaal SPR is decidedly lower than the average. However, if the estimated cost of the SPR government is expressed as a percentage of labour remuneration only, the figure of 19,1% for the Eastern Transvaal SPR is higher than the national average of 16,6%. Therefore, this SPR's tax base is much smaller than one would deduce from its GGP figure ~~(see Addendum ...)~~.

6.2.3 Institutional and Administrative Capacity

Central Government has decentralised a number of functions in the SPR, but they are spread over seven towns, ~~with~~ the largest concentration in Nelspruit due to its remoteness from Pretoria, from where all services were rendered at first. While administrative capacity exists in the SPR, the issue of its centralisation in one centre (the future capital of the proposed SPR) will be a costly ~~affair~~. The only existing infrastructure for SPR government appears to be in Kangwane (Louisville).

Institutional capacity in terms of medical services are poor (doctors/1000 0,28, nurses 1,12, hospital beds 2,11). There is no supreme court or own universities or technikons (only satellite facilities).

Should Nelspruit become the capital, it will be convenient for the communities in the Lowveld and Escarpment, but not for those on the Highveld.

6.2.4 Socio-cultural Aspects

The Eastern Transvaal is relatively heterogeneous with three dominant language groups, namely Swazi speakers (37,7%), Zulu speakers (27,2%), and Afrikaans speakers (11,8%). They tend to be concentrated in the three nodal subregions referred to earlier. The Witbank-Middelburg subregion has close traditional and historical ties with Pretoria, as articulated by the Ndebele community who claim to represent the majority in the area. They indicated that South Ndebele has only recently become a language of instruction in schools and only in KwaNdebele. Because they use Zulu as written language, many South Ndebele speakers indicated Zulu in response to the relevant question in the population census form.

Only 36% of the population of 2,1 million is urbanised. With 41% of the people under 15 years of age and a relatively high illiteracy rate of 32%, development needs are substantial.

In relation to the relatively heterogeneous language composition of the Eastern Transvaal, claims to a sense of identity within this SPR appear to based on factors other than linguistic and cultural grounds.

6.3 Sensitive Areas

6.3.1 Whether the SPR should include the Pretoria area

Sensitive area identified by the Multi-party Negotiation Council poses the question whether the Eastern Transvaal should include Pretoria, KwaNdebele, Bronkhorstspruit, Middelburg and Witbank. If the SPR is to be contiguous, it must also include Cullinan, Wonderboom and Soshanguve. Therefore, a discussion of these districts are included in the following analysis (see map).

6.3.1.1 Summary of arguments for and against inclusion of the Pretoria area in the Eastern Transvaal as reflected in the submissions

Arguments for inclusion of the Pretoria area as reflected in the submissions

- It is in the national interest to create as many economically viable SPRs as possible. Inclusion of Pretoria in the Eastern Transvaal will make it economically viable, while inclusion of Pretoria in the Northern Transvaal will not succeed in making that SPR economically viable.

- The over concentration of wealth and power in the PWV SPR would be reduced, without crippling it.

- It will bring the Eastern Transvaal SPR closer to national averages in respect of population, GGP and labour remuneration, and per capita income.

- The functional ties between Pretoria and Johannesburg will not be affected by the soft boundaries of SPRs. Because of its primacy in the South African nodal hierarchy, Johannesburg has functional ties with all other SPRs in the country. Pretoria finds itself on the second-highest level of the nodal hierarchy and therefore has a substantial hinterland of its own. This hinterland includes towns on lower levels of the nodal hierarchy, including Nelspruit, Pietersburg and Rustenburg.

- In view of the duplication of institutional capacity in the PWV, and shortcomings in the Eastern Transvaal, the inclusion of Pretoria would be in the interests of rationalisation.

- The cost of supplying infrastructure for an SPR government in the Eastern Transvaal would be saved.

- The proposed demarcation cuts across historical, cultural and employment patterns of the Ndebele people. Kwandebele has strong linkages with Pretoria, as well as Groblersdal, Witbank and Middelburg and hence wish to be placed, together with Pretoria, in the Eastern Transvaal.

- The main water supply for Kwandebele, the Loskopdam, is located in the Eastern Transvaal.

- Witbank and Middelburg are linked to Pretoria in respect of services, employment and commuter patterns, as well as cultural and linguistic ties. If Pretoria is not demarcated in the Eastern Transvaal, then these areas should form part of a Greater Pretoria SPR.

Arguments against the inclusion of the Pretoria area as reflected in the submissions

- The Eastern Transvaal does not need Pretoria as a capital, as it has sufficient institutional and administrative capacity.

- The linkages between Pretoria and the Witwatersrand area is stronger than those between Pretoria and these Eastern Transvaal districts.

- The Eastern Transvaal has a strong and distinct sense of ~~historical~~ regional identity.

- The economic linkages between Pretoria and the Central Witwatersrand is stronger than the linkages between Pretoria and the Eastern Transvaal.

- Linkages exist between Pretoria and the neighbouring areas of Bronkhorstspruit and Witbank/Middelburg, but not between Pretoria and the Lowveld or Southern

Transvaal areas.

The savings on administration by combining Pretoria and the Eastern Transvaal would be offset by the expenditure on a new administration for the Witsvaal SPR.

- The addition of Pretoria to the Eastern Transvaal does not necessarily improve the lot of the majority of Transvaal residents, it simply replaces interregional difference with intraregional differences.
- The inclusion of Pretoria in the Eastern Transvaal will increase the cultural and language heterogeneity of the region.
- The chances for the Eastern Transvaal to claim fiscal transfers from the central government is better on its own than combined with Pretoria.
- Fears exist over the potential dominance of Pretoria if it is included in the Eastern Transvaal.
- Fears exist that the white rightwing want Pretoria incorporated in the Eastern Transvaal in order to create a Volkstaat there.

6.3.1.2 Application of criteria

Geographic coherence

The present boundary between the Pretoria area and the Eastern Transvaal SPR, runs through the traditional Ndebele territory dating from the Mapog empire in the previous century. If the Pretoria area is incorporated into the Eastern Transvaal, the new North Western boundary of the Eastern Transvaal will coincide with the historical boundary between the Tswana and Ndebele peoples. Existing urban-rural linkages in the Eastern Transvaal SPR will not be affected by inclusion ~~or exclusion~~ of the Pretoria area. The Eastern Transvaal will not be less compact than as presently demarcated.

Economic and development issues

The estimated cost of an SPR government for a combined Pretoria-Eastern Transvaal SPR ~~would be equal to 6%~~ of its GGP ~~compared to 7,2%~~ for the Eastern Transvaal on its own. The percentage for the rest of the PWV SPR would be the same as that for the PWV ~~namely 5,0%~~. As a percentage of labour remuneration, the estimated cost ~~would be 11,2%, compared to 19,1% for~~ the Eastern Transvaal SPR on its own and the national average ~~of 16,6%~~. Inclusion of the Pretoria area would clearly improve the fiscal base of the SPR government.

Institutional and administrative capacity

Pretoria ~~and~~ has been the administrative capital of the entire Transvaal for more than a century. It obviously has the institutional capacity to administer the combined area of Greater Pretoria and the Eastern Transvaal without any additional outlay.

Socio-cultural aspects

A combined Pretoria-Eastern Transvaal SPR would be less heterogeneous from a cultural point of view than the PWV SPR. The relatively dominant language groups would be Zulu, Swazi and Afrikaans. The remaining portion of the PWV SPR would be as cosmopolitan as the PWV. Although the ranking of language groups by size would be slightly different, no one would be clearly dominant.

The population of the combined SPR would be 3,8 million (1991 census figure) with 53% from the Eastern Transvaal and 47% from the Pretoria area. The urbanisation level would be 51% and the illiteracy rate would be 22%. People under 15 years of age would make up 37% of the population. Average demographic indicators would therefore be better than for the Eastern Transvaal on its own.

Although no sense of identity appears to exist between the Lowveld portion of the Eastern Transvaal and Pretoria, the sense of identity between Pretoria and the Highveld warrants inclusion of Pretoria in the Eastern Transvaal.

6.3.2 The position of the Kruger National Park and the districts of Groblersdal and Pilgrim's Rest

The concern about the subdivision of the Kruger National Park by the boundary between the Eastern and Northern Transvaal SPRs as demarcated has led to the issue being mentioned in sensitive area ~~a as well as f.~~ In addition, the districts Groblersdal and Pilgrim's Rest are indicated in sensitive area f. From the written submissions and oral hearings it became abundantly clear that literally every district along the boundary, from Groblersdal in the West to the Lebombo mountains in the East, is in dispute.

The issue of where the boundary between the Eastern and Northern Transvaal SPRs should be, is therefore highly complex and sensitive. Numerous combinations and permutations are possible. The arguments for moving or removing the boundary are summarised below.

6.3.2.1 Summary of arguments in favour of moving the boundary between Eastern and Northern Transvaal SPRs

Arguments in favour of removing the boundary as reflected in the submissions

- The Lowveld and Eastern Escarpment forms an ecologically sensitive bioregion which should best be managed by one SPR government, particularly if the protection of fauna and flora remains a second-tier government function. The boundary should therefore be changed in such a way that the entire bioregion

falls in one SPR.

In addition, from a fiscal point of view, ecotourism, an important industry in the entire bioregion, would be best served if a single SPR government carried the associated public sector cost and reaped the resulting tax benefits.

Arguments in favour of moving the boundary Northwards as reflected in the submissions

- Nelspruit's traditional service area in the Southern Lowveld up to Bushbuck Ridge, Hoedspruit and beyond will be kept intact.

- The Southern portion of the Nebo district is inhabited by a South Ndebele tribe and should therefore be included in the Eastern Transvaal.

Arguments against moving the boundary Northwards as reflected in the submissions

- The language composition of the population of the Eastern Transvaal SPR will be more complex than before, because of the inclusion of Northern Sotho, Shangaan-Tsonga and, in the event of including ~~the event of including~~ the entire Lowveld and Escarpment bioregion, Venda speakers in an SPR presently dominated by Swazi, Zulu and Afrikaans speakers.

Arguments in favour of moving the boundary Southwards as reflected in the submissions

- Inclusion of the Groblersdal district in the Northern Transvaal SPR will ensure that the value-added tax paid by shoppers from Southern Lebowa in Groblersdal and Marble Hall will be used to their advantage.

Application of criteria

Modest movements of the boundary between the Eastern and Northern Transvaal SPRs will have little influence on the geographical coherence, economic functionality, viability and development potential, institutional and administrative capacity and socio-cultural characteristics of the SPRs.

However, removal of the boundary will have significant effects. Possibly the most favourable effect will be the removal of a potential source of continuing interregional conflict. It will specifically address the sensitive issues of Groblersdal and Pilgrim's Rest, as well as the other disputes in respect of the districts of Lydenburg, Mhala and Mapulaneng which came to light in submissions and oral hearings.

Inclusion of larger portions of the Lowveld will strengthen the rural-urban linkages around Nelspruit. Of particular importance is the communities in Mapulaneng, Mhala, Bushbuckridge and Hoedspruit, which form part of the service area of Nelspruit. Similarly, inclusion of the Lydenburg and Sekhukhune districts, as well as of the Groblersdal and Nebo districts, in the same SPR will strengthen the existing rural-urban linkages by adding SPR government linkages to the existing commercial ones.

A substantial Northwards movement of the boundary will enlarge the Lowveld and/or the Northern Highveld subregions of the Eastern Transvaal, relative to the Southern Highveld subregion. However, the geographical coherence of the Eastern Transvaal SPR will not necessarily be affected. It will have an effect on the Northern Transvaal that must

Governmental infrastructure in the form of legislative assembly chambers and departmental head-office buildings exists in Lebowakgomo, Giyani and Thohoyandou. Inclusion of one or more of them in the Eastern Transvaal SPR might remove the necessity to provide new governmental infrastructure in the SPR.

The language composition will be more complex than in the Eastern Transvaal or the Northern Transvaal SPR on its own. Demographic and development indicators imply that the need for development aid to the Eastern Transvaal will increase if large portions of the Northern Transvaal SPR is combined with it.

be taken into account.

6. EASTERN TRANSVAAL

THE COMMISSION DEMARCATED? -

INDICATORS	AS ~~PROPOSED~~ BY ~~CDDR~~	OPTION 2	OPTION 3
Area (000 km2)	87,4		
Population (000)	2 129,5		
Population Growth (%) 1985-1991	2,6		
Density (Persons per km2)	27,2		
Official Urbanisation level (%)	35,3		
Growth in Urbanisation (%) (1985-1991)	3,5		
Illiteracy rate (Economic active population)	**31,5**		
Potential labour force (000)	**921,2**		
Participation rate	**67,1**		
Absorption capacity	**54,0**		
Official Unemployment rate	**8,9**		
Male Absenteeism rate	**24,6**		
Dependency ratio	**1,6**		
Real GGP (R million) (1988)	**9 835**		
Real annual growth in GGP (1970-1988)	**3,3**		
Percentage distribution	**8,1**		
GGP per capita (R) (1988)	**4 974**		

Personal Income/ GGP (%) (1985)		**42,5**		
Personal Income per capita (1985)		**2 341**		
Sex (%)				
	Male	**53,3**		
	Female	**46,7**		
Age				
	under 15	**39,9**		
	15-65	**57,6**		
	65 and over	**2,5**		
Race				
	Black	**84,6**		
	White	**14,0**		
	Coloured	**0,9**		
	Asian	**0,5**		

The Eastern Transvaal SPR is the second smallest in terms of both population (5% of the total) and land area (78 300 sq km). At 27,2 persons sq km, the population density is just below the national average. This SPR has an inflow of male workers as reflected in the positive 24,6%, ~~rate~~.

This SPR has a relatively diverse economic resource base and has the second highest GGP per capita at R 4 974.

The Eastern Transvaal is heterogeneous in relation to language groups with a predominance of Swazi speakers (37,7%), Zulu speakers (27,2%), and Afrikaans speakers (11,8%). The SPR has the third highest illiteracy rate at 28,5%.

6.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE EASTERN TRANSVAAL SPR

Arguments for the SPR as reflected in the submissions

- The Eastern Transvaal SPR is geographically coherent and compact in relation to its shape and size.
- Despite a diversity of language and cultural groups, there is a well developed sense of identity and a spirit of cooperation in the Eastern Transvaal.
- The Eastern Transvaal SPR has a diverse resource base in agriculture, mining, electricity and manufacturing, with a good potential for economic development.
- The Eastern Transvaal SPR has an economic character that is distinct from the PWV.
- The Eastern Transvaal has the institutional capacity to run an own SPR government.
- The Nelspruit economic core justifies a separate SPR.

Arguments against the SPR as reflected in the submissions

- The SPR consists of diverse physiographic environments such as the Transvaal Highveld, a part of the Eastern Transvaal Lowveld and Escarpment, and the South Eastern geographical subregion and therefore lacks geographical homogeneity.
- The SPR lacks cultural homogeneity.
- The SPR lacks the integrating power of a distinct SPR capital capable of rendering higher order services and institutional functions associated with it.
- The SPR has a poor tax base and will be unable to finance its own government. Being dependent upon the central fiscus, its autonomy will be compromised.

6.2 APPLICATION OF CRITERIA

6.2.1 Geographic Coherence

Historical boundaries

The Southern provincial boundary with Natal and the OFS and the international Eastern boundaries

with Swaziland and Mozambique are historical boundaries and therefore stable. The Northern boundary with the Northern Transvaal SPR and the Western boundary with the PWV SPR follows development region boundaries. ~~These boundaries have either been changed by the Commision (Delmas) or are addressed in sensitive areas and/or submissions: Bronkhorstspruit, KwaNdebele, Groblersdal, Nebo, Witbank, Middelburg, Lydenburg, Pilgim's Rest, Mapulaneng, Mhala and the Kruger National Park.~~

~~**Rural-urban linkages**~~

A number of regional towns with their service areas are found: Nelspruit in the Lowveld, serving an area at least up to Mhala and Hoedspruit in the North ~~(cause of a boundary dispute)~~, Witbank-Middelburg, serving the Highveld subregion (and is in turn served by Pretoria in respect of higher-order services), Secunda-Standerton with the SouthWest subregion as service area, and Ermelo, serving the Southeast. Some towns have spill-over linkages across SPR boundaries, such as Lydenburg-Sekhukhune, Nelspruit-Mhala, Groblersdal-Nebo and Groblersdal-KwaNdebele.

The Highveld subregion in particular, consisting of the districts of ~~namely~~ Witbank, Middelburg, Delmas, Bethal and Highveld Ridge, has close ties with Pretoria through industrial axes and employment linkages.

~~**Compactness**~~

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Three major nodal or functional areas, within which travel densities are high, but between which they are low, occur in the Eastern Transvaal SPR, namely the Lowveld, Witbank-Middelburg and South Eastern Transvaal areas. Each of the areas are centred on a nodal point (Nelspruit, Witbank and Secunda respectively) which is the destination of many of the work, shopping and social trips undertaken within the area. ~~The rest of the area consists of the spatial origins of the trips~~. Conversely, delivery of goods and rendering of services from the nodal point typically take place within the ~~rest of~~ the area. Communications, such as telephone calls and delivery of mail, also tend to follow this pattern. In addition, the Groblersdal district can be regarded as a separate nodal area, with Groblersdal and Marble Hall attracting traffic from KwaNdebele in the PWV and from Nebo in the Northern Transvaal.

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another term for functional or nodal areas.

There is no ~~single~~ metropolitan area, city ~~or secondary city~~ linking the subregions in the SPR into a functionally integrated urban service area.

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development potential (Move back)

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~~Institutional capacity in terms of medical services are poor (28 doctors per 100000 people, 112 nurses, and 211 hospital beds). There is no supreme court or own universities or technikons (However, satellite educational facilities) do exist.~~

Replace

~~Should Nelspruit become the capital, it will be convenient for the communities in the Lowveld and~~

Escarpment, but not for those on the Highveld.

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- The over concentration of wealth and power in the PWV SPR would be reduced, without crippling it.
- It will bring the Eastern Transvaal SPR closer to national averages in respect of population, GGP and labour remuneration, and per capita income.
- The functional ties between Pretoria and Johannesburg will not be affected by the soft boundaries of SPRs. Because of its primacy in the South African nodal hierarchy, Johannesburg has functional ties with all other SPRs in the country. Pretoria finds itself on the second-highest level of the nodal hierarchy and

therefore has a substantial hinterland of its own. This hinterland includes towns on lower levels of the nodal hierarchy, including Nelspruit, Pietersburg and Rustenburg.

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- The linkages between Pretoria and the Witwatersrand area is stronger than those between Pretoria and the Eastern Transvaal districts.

- The Eastern Transvaal has a strong and distinct sense of regional identity.

- The economic linkages between Pretoria and the Central Witwatersrand is stronger than the linkages between Pretoria and the Eastern Transvaal.

- Linkages exist between Pretoria and the neighbouring areas of Bronkhorstspruit and Witbank/Middelburg, but not between Pretoria and the Lowveld or Southern Transvaal areas.

- The savings on administration by combining Pretoria and the Eastern Transvaal would be offset by the expenditure on a new administration for the Wits-Vaal SPR.

- The addition of Pretoria to the Eastern Transvaal does not necessarily improve

the lot of the majority of Transvaal residents. It simply replaces interregional differences with intraregional differences.

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- Fears exist that the white rightwing want Pretoria incorporated in the Eastern Transvaal in order to create a Volkstaat there.

6.3.1.2 Application of criteria

Geographic coherence

The present boundary between the Pretoria area and the Eastern Transvaal SPR, runs through the traditional Ndebele territory dating from the Mapog empire in the previous century. If the Pretoria area is incorporated into the Eastern Transvaal, ~~the new North Western boundary of the Eastern Transvaal will coincide with the historical boundary between the Tswana and Ndebele peoples~~. Existing urban-rural linkages in the Eastern Transvaal SPR will not be affected by the inclusion of the Pretoria area. ~~In fact, it will accommodate the linkages between Pretoria and the other areas important to the Ndebele people. The Eastern Transvaal will not be less compact than as presently demarcated.~~

Excision of the Pretoria area from the PWV SPR will leave the rest of the SPR with a non-compact shape, ~~unless compensating changes are made~~, for instance by incorporating ~~Odi 1, Moretele~~ and ~~territory between them into the North West SPR~~.

Economic and development issues

The estimated cost of an SPR government for a combined Pretoria-Eastern Transvaal SPR, as a percentage of its GGP, would be lower than that for the Eastern Transvaal on its own. The percentage for the rest of the PWV SPR would be the same as that for the PWV. As a percentage of labour remuneration, the estimated cost for the combined SPR would be markedly lower than for the Eastern Transvaal SPR on its own and also lower than the national average. Inclusion of the Pretoria area would clearly improve the fiscal base of the SPR government.

Institutional and administrative capacity

Pretoria has been the administrative capital of the entire Transvaal for more than a century. It obviously has the institutional capacity to administer the combined area of Greater Pretoria and the Eastern Transvaal without any additional outlay.

Socio-cultural aspects

A combined Pretoria-Eastern Transvaal SPR would be less heterogeneous from a cultural point of view than the PWV SPR. The relatively dominant language groups would be Zulu, Swazi and Afrikaans. The remaining portion of the PWV SPR would be as cosmopolitan as the PWV. Although the ranking of language groups by size would be slightly different, no ~~one~~ would be clearly dominant.

~~The population of the combined SPR would be 3,8 million (1991 census figure) with 53% from the Eastern Transvaal and 47% from the Pretoria area. The urbanisation level would be 51% and the illiteracy rate would be 22%.~~ People under 15 years of age would make up 37% of the population. Average demographic indicators would therefore be better than for the Eastern Transvaal on its own.

~~Although no sense of identity appears to exist between the Lowveld portion of the Eastern Transvaal and Pretoria, the sense of identity between Pretoria and the Highveld warrants inclusion of Pretoria in the Eastern Transvaal SPR.~~

6.3.2 The position of the Kruger National Park and the districts of Groblersdal and Pilgrim's Rest

The concern about the subdivision of the Kruger National Park by the boundary between the Eastern and Northern Transvaal SPRs as demarcated has led to the issue being mentioned in two of the sensitive areas. In addition, the districts Groblersdal and Pilgrim's Rest are indicated in sensitive area f. From the written submissions and oral hearings it became abundantly clear that claims are being made from both sides on literally every district along the boundary, from Groblersdal in the West to the Lebombo mountains in the East.

The issue of where the boundary between the Eastern and Northern Transvaal SPRs should be, is ~~therefore~~ highly complex and sensitive. Numerous combinations and permutations are possible. ~~The arguments for moving or removing the boundary are summarised below:~~

6.3.2.1 Summary of arguments in favour of moving the boundary between Eastern and Northern Transvaal SPRs

Arguments in favour of removing the boundary as reflected in the submissions

The Lowveld and Eastern Escarpment forms an ecologically sensitive bioregion which should best be managed by one SPR government, particularly if the protection of fauna and flora remains a second-tier government function. The boundary should therefore be changed in such a way that the entire bioregion falls in one SPR.

- In addition, from a fiscal point of view, ecotourism, an important industry in the entire bioregion, would be best served if a single SPR government carried the associated public sector cost and reaped the resulting tax benefits.

Arguments in favour of moving the boundary Northwards as reflected in the submissions

- Nelspruit's traditional service area in the Southern Lowveld up to Bushbuck Ridge, Hoedspruit and beyond will be kept intact.

- The Southern portion of the Nebo district is inhabited by a South Ndebele tribe and should therefore be included in the Eastern Transvaal.

Arguments against moving the boundary Northwards as reflected in the submissions

- The language composition of the population of the Eastern Transvaal SPR will be more complex than before, because of the inclusion of Northern Sotho, Shangaan-Tsonga and, in the event of including the entire Lowveld and Escarpment bioregion, Venda speakers in an SPR presently dominated by Swazi, Zulu and Afrikaans speakers.

Arguments in favour of moving the boundary Southwards as reflected in the submissions

- Inclusion of the Groblersdal district in the Northern Transvaal SPR will ensure that the value-added tax paid by shoppers from Southern Lebowa in Groblersdal and Marble Hall will be used to their advantage.

- A similar argument was advanced in respect of the people of Sekhukhune who shop in Lydenburg.

Arguments against moving the boundary Southwards as reflected in the submissions

- If Groblersdal is included in the Northern Transvaal, its Western and Southern borders will subdivide the traditional and functional area of the Ndebele people.

Application of criteria

Modest movements of the boundary between the Eastern and Northern Transvaal SPRs will have little influence on the geographical coherence, economic functionality, viability and development potential, institutional and administrative capacity and socio-cultural characteristics of the SPRs.

~~However, removal of the boundary will have significant effects. Possibly the most favourable effect will~~

be the removal of a potential source of continuing interregional conflict. It will specifically address the sensitive issues of Groblersdal and Pilgrim's Rest, as well as the other disputes in respect of the districts of Lydenburg, Mhala and Mapulaneng which came to light in submissions and oral hearings.

Inclusion of larger portions of the Lowveld into the Eastern Transvaal SPR will strengthen the rural-urban linkages around Nelspruit. Of particular importance is the communities in Mapulaneng, Mhala, Bushbuckridge and Hoedspruit, which form part of the service area of Nelspruit. Similarly, inclusion of the Lydenburg and Sekhukhune districts, as well as of the Groblersdal and Nebo districts, in the same SPR will strengthen the existing rural-urban linkages by adding SPR government linkages to the existing commercial ones.

A substantial Northwards movement of the boundary will enlarge the Lowveld and/or the Northern Highveld subregions of the Eastern Transvaal, relative to the Southern Highveld subregion. However, the geographical coherence of the Eastern Transvaal SPR will not necessarily be affected. It will have an effect on the Northern Transvaal SPR that must be taken into account.

Governmental infrastructure in the form of legislative assembly chambers and departmental head-office buildings exists in Lebowakgomo, Giyani and Thohoyandou. Inclusion of one or more of them in the Eastern Transvaal SPR might remove the necessity to provide new governmental infrastructure in the SPR.

The language composition will be more complex than in the Eastern Transvaal or the Northern Transvaal SPR on its own. Demographic and development indicators imply that the need for development aid to the Eastern Transvaal will increase if large portions of the Northern Transvaal SPR is combined with it.

6.6 EVALUATION

6.4 EVALUATION

A case can be made for creating an SPR consisting of Pretoria and its immediate hinterland to the East, North and West. However, inclusion of the entire Eastern Transvaal in such an SPR, to the exclusion of Pretoria's hinterland to the North and West, will lead to spatial imbalance in the configuration of SPRs.

If the North Western portion of the Eastern Transvaal SPR is included in another SPR, the size of the area and economic base of the remaining portion will be reduced. Considering this with the fact that there are claims from both sides in respect of literally every district along the boundary between the Eastern and Northern Transvaal SPRs as demarcated, removal of this boundary could defuse potential inter-regional conflict. At the same time, it could achieve the aim of placing an undivided Kruger National Park in one SPR.

During the negotiation on final boundaries for the SPRs, these considerations might well lead to an alternative configuration of SPRs in the original area of the Transvaal Province.

6.3.2 Sensitive Area: The Kruger National Park and the districts of Groblersdal and Pilgrim's Rest

The Kruger National Park and the districts on the Northern boundary of the Eastern Transvaal have been identified as sensitive areas by the Multi-Party Negotiating Council ~~and the Commission~~. The arguments for and against the inclusion of these areas into the Eastern Transvaal will be identified below, followed by an an application of the criteria to these areas.

Arguments in favour of Including the Kruger National Park (KNP) in the Eastern Transvaal

- The Park should be administered by a single authority and hence included under a single SPR. Since 57% of the total expenditure of the KNP is spent in Nelspruit, the Eastern Transvaal ~~becomes~~ the natural home for the Park.

- The Eastern Transvaal Lowveld has a developed ecotourism industry and hence could manage the KNP.

- The Eastern Lowveld and Escarpment, within which the KNP falls, forms a single bioregion ~~and hence should not be split.~~

- In the interest of conservation, the KNP should not be divided ~~as it contains an ecologically sensitive bioregion,~~ but managed as a single entity.

Arguments against including the KNP in the Eastern Transvaal

- Two-thirds of the boundary of the KNP falls within the Northern Transvaal, hence the KNP should fall into that SPR.

- The Northern Transvaal is poorer than the Eastern Transvaal and hence need the revenue generated from tourism ~~in~~ the KNP ~~more~~.

- The KNP is a national asset and should be administered nationally. For electoral purposes the Park could be divided between the Northern and Eastern Transvaal. The revenue generated by the Park could be shared between the two regions.

Application of Criteria

The area of the Kruger National Park involves an ecologically sensitive bioregion which ~~does~~ requires careful management. It might be necessary or advisable to treat all national parks uniformly. For this purpose an addendum containing all the parks and their sizes are included (see addendum 6). The ~~exact location~~ of the KNP would be determined by the powers, functions and fiscal powers of the regions, as well as the division of responsibilities between central, regional and local government for conservation, recreation and tourism. ~~Until then it would advisable to have the KNP administered on a national level and to have the Park demarcated into two for the purposes of elections.~~

Arguments in favour of Including Groblersdal in the Eastern Transvaal as Demarcated

- Groblersdal is functionally linked to the Eastern Transvaal, as well as to Pretoria.
- Groblersdal depends on the Loskopdam for its water supply, which could cause problems if it were to be separated from this lifeline.
- Groblersdal is currently serviced by one of the three Eastern Transvaal RSC's, and its excision could create problems in terms of service delivery.

Arguments in Favour of Excluding Groblersdal from the Eastern Transvaal

- People from the Nebo district of Lebowa find employment in Groblersdal.
- Historically, the land in Groblersdal formed part of the traditional Lebowa territory.
- Economically, Groblersdal draws its labour and consumers from the Nebo districts.
- 85% of Groblersdal's population is Northern Sotho/Pedi-speaking and of Pedi descent.

Application of Criteria

The inclusion or exclusion of Groblersdal would not have a significant effect on the geographic coherence, economic viability, or institutional capacity of the Eastern Transvaal. In terms of socio-cultural criteria, the majority of the population of Groblersdal speaks Northern Sotho/Pedi.

Arguments in Favour of Including Pilgrimsrest in Eastern Transvaal

- Pilgrimsrest ~~1 & 2~~ and the areas of Bushbuckridge, Mhala, Mapulaneng ~~between them~~ is economically linked to Nelspruit, in terms of employment and commuter patterns.

- Pilgrimsrest ~~1 & 2~~ rely for ~~their~~ services on the Eastern Transvaal RSC. The escarpment would create problems for service delivery from the Northern Transvaal.

- Pilgrimsrest ~~1 & 2~~ rely on the Loskopdam for ~~their~~ water supply.

- The people in Bushbuckridge/Mhala did not originate from the Northern Transvaal and hence have no historical ties with that SPR. Some of them settled there from Swaziland and Mozambique and hence identify more with the Eastern Transvaal.

Arguments in Favour of Excluding Pilgrimsrest from the Eastern Transvaal

- The people of Pilgrimsrest have historical ties with Lebowa and Gazankulu to the North.

- Economic linkages exist between Mhala/Mapulaneng and the Northern Transvaal in terms of employment and services.

Application of Criteria

The inclusion or exclusion of the larger Pilgrimsrest area would not have a significant impact on the administrative capacity of the SPR. The Pilgrimsrest district contains 34% North Sotho speaking and 16% Shangaan speaking people. The Mapulaneng district has 70% North Sotho and 16% Shangaan speakers. On the other hand Mapulaneng, Mhala and Bushbuckridge are economically linked to the service area of Nelspruit. The inclusion of the Mhala district would improve the geographic coherence of the Eastern Transvaal.

Administration and three Regional Services Councils. While sufficient administrative capacity exists in the SPR, the issue of its centralisation in one centre (the future capital of the proposed SPR) would have to be determined, which would entail additional costs. The potential of Nelspruit as a capital for the SPR, will be convenient for the communities in the Lowveld and Escarpment, but not necessarily for those on the Highveld. In terms of existing infrastructure for SPR government, Louisville in Kangwane has the necessary capacity. Further rationalisation of the existing regional and local administration in the proposed SPR is necessary.

The health services of this SPR are administered by three RSCs, the Transvaal Provincial Administration, the Government of Kangwane and the Department of National Health. The institutional capacity in terms of medical services are poor. There are only 0,28 doctors, 1,12 nurses and 2,11 beds per 1 000 of the population. While the Eastern Transvaal has no major academic hospital for the provision of higher level tertiary care services, it is located within reasonable distance from such centres in the PWV. There is no Supreme Court or universities and technikons in the proposed SPR. However, satellite tertiary educational facilities do exist in the area.

This SPR has a population of 2 129 500, with a population density of 27,2 persons per km^2, which is below the national average. Only 36% of the population is urbanised and with 41% of the people under 15 years of age and a relatively high illiteracy rate of 32%, the development needs of the area are substantial.

The road network density in the area is above the national average and is exceeded only by the PWV and Western Transvaal. The Eastern Transvaal is a water rich area, with a total utilizable water for the area is 6 500 million m^3/a, with another 2 000 million m^3/a which flows into Swaziland. Over 40% of the Eastern Transvaal population, and over 80% of the Kangwane population, have inadequate sanitation. Over 70% of the population is without electricity.

Socio - Cult: Pretoria into E Tvl.

The population of Pretoria (1,9 million) and the Eastern Transvaal (2,1 million) is almost equal, and hence the combination of the two areas would double the population size of such a proposed SPR. Furthermore, the addition of Pretoria would increase the linguistic heterogeneity of the SPR, although it would still be less heterogeneous than the PWV.

The average demographic indicators of the Eastern Transvaal would be improved statistically by the addition of Pretoria. The urbanisation ~~(....)~~ level would be 51%, the illiteracy rate would be 22% and the proportion of the population under 15 years old would be 37%. ~~By the same token~~ the statistical demographic averages of the Northern Transvaal would be ~~greatly~~ improved by the addition of Pretoria to that SPR. Finally, the effect of combining Pretoria and the Eastern Transvaal will have to measured against the impact on the socio-demographic profile of the PWV itself as a result of the excision of Pretoria.

~~Within the~~ diversity of language, culture and lowveld/highveld identities, the Eastern Transvaal ~~nevertheless portrays a larger sense of regional identity.~~

Instit Capacity: Pretoria into E Tvl.

1 The Eastern Transvaal may potentially benefit form the inclusion of Pretoria in terms of its current status as a national capital. ~~However, a sufficient administrative and institutional capacity for regional governance has been identified in the area, which would be considerably improved by the rationalisation of existing institutional infrastructure~~. The excision of Pretoria from the PWV will involve additional costs to create a new adminstrative seat in the PWV. In addition the fate of Pretoria is tied to its status as a national administrative capital and hence not only becomes a regional matter, but an issue of national importance.

in that SPR

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implications for administration in the rest of the PWV.

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PRETORIA/WITWATERSRAND/VAAL/ (PWV)

KEY INDICATORS

2.1.8 PWV

INDICATORS	AS PROPOSED BY COMMISSION	OPTION 2
Area (000 km²)	25,3	
Population ('000)	5 267,2	
Population Growth (%) 1985-1991	5,6	
Density (Persons per km²)	366,1	
Official Urbanisation level (%)	82,4	
Growth in Urbanisation (%) (1985-1991)	3,7	
Illiteracy rate (Economically active population)	12,5	
Potential labour force ('000)	4 573,3	
Participation rate	70,9	
Absorption capacity	53,1	
Official Unemployment rate	13,5	
Male Absenteeism rate	35,8	
Dependency ratio	1,1	
Real GGP (R million) (1988)	47 100	
Real annual growth in GGP (1970-1988)	4,3	
Percentage distribution	3,1	
GGP per capita (R) (1988)	914	

Personal Income/ GGP (%) (1985)	87,6	
Personal Income per capita (1985) (R)	725	
Sex (%)		
Male	55,2	
Female	44,8	
Age		
under 15	29,3	
15-65	67,2	
65 and over	3,5	
Race		
Black	70,6	
White	24,6	
Coloured	3,2	
Asian	1,6	

This area is the most densely populated of all SPRs, with more than 9 million people living in an area of 25 000 km², and comprising 23% of South Africa's population.

The PWV has the second highest official urbanisation level and ~~suggesting that~~ its urban population is also likely to continue growing substantially.

This SPR has the ~~largest~~ highest proportion of economically active ~~population~~ persons. Unlike most other SPRs' the ~~number~~ population of males is much higher than that of females. This suggests that migration to the PWV of females and families joining the males is likely to occur. The illiteracy rate in this SPR is much lower than in other SPRs, excluding the Western Cape, suggesting the area has adequate human resource potential to propel development.

+ Something on GGP?

7.1 SUMMARY OF ARGUMENTS FOR AND AGAINST THE PWV SPR

The position of Pretoria in the PWV is one of the most complex problems emerging from the demarcation process.

7.1.1 Arguments for the PWV as demarcated

- The PWV is an integrated industrial complex which is both economically functional and economically viable.
- Unlike most SPRs it displays a higher level of language heterogeneity within which is found a sense of identity associated with its heterogeneous and highly urbanised nature.

- The PWV is a geographically coherent region as indicated by its compactness, and ~~inter~~ functional linkages between its various localities.
- With regard to institutional and administrative capacity, the PWV has a number of tertiary education institutions, hospitals, as well as five RSCs and viable local governmental institutions
- The excision of either Pretoria or the Vaal triangle area from the PWV would create an imbalance in the power of the remaining region relative to the Central Witwatersrand. Thus, the various components should be left intact.
- Given the growing migration of population into the Central Witwatersrand relative to the Greater Pretoria area, which has a more permanent and less urbanised population, the excision of Pretoria from the SPR will create excessive population pressures on economic opportunities and infrastructure in the remaining region.
- Since the PWV region is a highly urbanised integrated complex, there is a difficulty with regard to where one would demarcate the line separating its different components. This matter is further complicated by the fact that it is precisely ~~in~~ between some of its nodal points, e.g., Midrand, that rapid construction and new business location are occurring.

7.1.2 Arguments against a PWV as demarcated

There are a number of positions against a PWV region as demarcated. These options are as follows: (i) that the eastern part of the Greater Pretoria should be part of the Eastern Transvaal; (ii) that Greater Pretoria should be part of the Northern Transvaal; (iii) that Odi 1 & 2 and Moretele 1 & 2 should be part of the North-West Region; ~~and~~ (v) that Sasolburg should be part of the Orange Free State; (vi) that Pretoria be demarcated as a separate SPR; and (vii) that if Greater Pretoria is excised from the PWV, then the Vaal Triangle should also be excised as a separate autonomous SPR.

There are several general arguments that are presented with regard to the exclusion of the Greater Pretoria area or its various components from the PWV region.

- The PWV is not an integrated complex, but rather ~~is~~ an economically functional complex with three distinct sub-regional economies. Economic activity within each node is considerably more than between the three various nodes. Therefore, any one of the components could comprise an autonomous SPR.
- Pretoria as a unit functions basically as a separate entity with close economic links not only with the Witwatersrand, but also with the Brits-Bronkhorstspruit-Middelburg-Witbank economic development axis.
- The creation of the PWV leads to the existence of an SPR which is economically dominant relative to the other SPRs. Therefore, its carving up

allows a sharing of its resources and capacity with other SPRs.

- With regard to geographic coherence, it is argued that the exclusion of the above listed areas from the PWV SPR will not have a negative effect on the coherence of the SPR.

- The Socio-cultural mix of the PWV will not be negatively affected by the removal of Pretoria from the PWV SPR. The areas that are excised from the PWV will benefit from being joined with areas with which they have a cultural affinity.

- The combination of Pretoria and the Eastern Transvaal will facilitate the consolidation of the Ndebele people in one SPR, whereas they are currently split between the Eastern Transvaal and the PWV.

- The excision of Pretoria from the PWV does not affect the institutional and administrative capacity of the PWV negatively. With respect to the joining of Pretoria with the Eastern Transvaal, an argument is advanced that the latter area will benefit from the institutional and administrative capacity that exists in the Pretoria area. The same argument holds for Northern Transvaal.

- An additional reason advanced in the case of Odi 1 & 2 and Moretele 1 & 2 is that these areas are satisfied with the governance of the area by the Bophuthatswana government and are in favour of the SATSWA option; yet there are those who argue that the majority of people there do not want to be part of the North West, but wish to be included in Pretoria.

* With regard to the Odi 1 & 2 areas there is the argument that the current boundary divides the territory that is under the administration of one chieftainship, Bakwena-Ba-Mamokgale and Bakwena-Ba-Mokgopo and that both areas should fall under the North West in order to facilitate their administration. In between Odi 1 and Odi 2 lies Brits, the residents of which are divided between being demarcated into the Pretoria area and the North West.

7.2 APPLICATION OF CRITERIA

7.2.1 Geographical Coherence

The PWV as demarcated is a geographically coherent SPR. It is compact and displays substantial internal inter-linkages. Its area is 874,000 m^2 and it has a density of 27,2 people per square meter. According to 1989 population figures (DBSA) the PWV SPR has a functional urbanisation[1] rate of 93 percent. Disaggregated figures for the areas of

[1] Functional urbanisation includes the urban, peri-urban and semi-urban populations

KwaNdebele and Bophuthatswana falling within the PWV indicate their functional urbanisation rates to be 66% and 98% respectively. The concept of functional urbanisation is useful since in essence it captures the interlinkages between peri-urban, semi-rural areas and the urban centres contiguous to them. It is upon these centres that the inhabitants of the mentioned areas rely for employment, services and trade.

The official level of urbanisation[2] on the other hand will tend to reflect lower urbanisation rates. For example the figures for 1989 are 82% for the PWV, KwaNdebele 10% and Bophuthatswana 30%. The 1991 urbanisation figures for Greater Pretoria indicate that it is 51% urbanised as compared to the other sub-regions of the PWV area which have urbanisation rates ranging between 82-98%. However, when one examines functional urbanisation versus official urbanisation, one finds KwaNdebele and Bophuthatswana to be more urbanised.

In terms of population distribution, the Greater Pretoria (including Bophuthatswana area) constitutes 33% of the population, Central Rand 27%, East Rand 25%, West Rand 11% and Vaal 5%.

With respect to internal linkages the PWV SPR is characterised by a core triangle of relative high density and intense economic activity centred around the East-Central-West Witwatersand and Pretoria areas. This core has a high degree of interlinkages with the peri-urban and rural areas contiguous to it.

7.2.2 Economic and Development Issues

Economic functionality

The PWV SPR is a highly integrated urban-industrial complex with major nodal points in five sub-regional areas namely, East, Central, and West Rand areas, Pretoria, and the Vaal Triangle.

The economy of the PWV SPR centres around manufacturing, finance, commerce and mining. These sectors have significant backward and forward linkages with mining having historically formed the backbone for the development of the manufacturing and the other sectors of the PWV. This is demonstrated by the sectors within the various sub-regions of the region. These are indicated ~~as follows on~~ Table 1 and are based on 1988 GGP figures.

The 1988 GGP figures indicate specialisation trends for the various subregions of the PWV. The West Rand still concentrates on the primary sector of mining while the East Rand and Vaal are dominated mainly by secondary industries and the Central Rand and Pretoria are showing trends toward tertiary activities. The nature of specialisation of the five subregions, therefore, also demonstrates a high degree of diversity within the economy, an important factor in assesing the economic viability of an area.

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[2] Urbanisation indicates population rates of areas classified as urban in the official population census.

The functionality of the PWV economy is also demonstrated by the intra-regional flows of labour and goods between the major nodal areas and their hinterlands. Economic functionality correlates closely with administrative nodality and reflects the different hierarchy of services available in the various centres of a region. ~~In the case of the PWV~~ Johannesburg, with its role as a centre for corporate headquarters and the control functions of the financial sector, serves an important nodal function around which administrative structures have evolved. This implies that while the sub-regional economies of the PWV area may differ somewhat they are functionally interlinked.

TABLE 1

MANUFACTURING SECTOR	PWV	CW	PRETORIA	VEREENIG.	VAAL
Fabricated Metals	14%	13%	6.2%	15.5%	
Machinery	10.4%	9.8%	8.1%	10.7%	
Electrical Machinery	7.3%	7.9%	7.2%	-	
Motor Vehicles and parts	-	-	19.2%	-	
Iron and Steel and Basic Industries	-	-	-	50.2%	
Other non-metallic minerals				10.7%	
Other Chemicals				-	51.4%
Industrial Chemicals				-	40.5%
Clothing	8.2%	-	9.2%	-	

The economic functionality of the PWV SPR is further demonstrated by the transport flows among its various components, which indicates that Pretoria, Johannesburg and Vereeniging are the major nodal points. It also shows that there is a concentrated pattern of passenger traffic within the Witwatersrand and Pretoria areas with the next intense volume of flows being between the major nodal cities themselves.

Economic viability

In addition to being economically functional, the PWV region is also economically viable. According to 1988 figures, the PWV SPR accounts for 40% of the national GGP and had the highest real per capita income of all the regions at R5 624. Furthermore, due to the diversity of its economy, it is also able to provide a range of employment opportunities to its inhabitants, although at present it is also experiencing decline like other regions of South Africa. Its labour absorptive capacity was only the fourth highest and it has the second lowest real growth rate between 1977-1988. Its contribution to the tax base amounts to 55% of the total tax pool.

With regard to the dislocation of services, the PWV with its significant infrastructure is in a better position than most SPRs. Both households and businesses would benefit from the existing physical infrastructure particularly as it mirrors the economic nodality of the region.

Development potential

The PWV by virtue of its economic diversity and level of development has some of the indicators which point towards a positive **development potential.** In addition, the fact that it has significant institutional and administrative capacity indicates that the framework for effective development planning does exists. However, typical of a rapidly urbanising area it also has socio-economic indicators that show that it faces significant development challenges. More importantly the existence of different levels of urbanisation and development among the different components of the PWV point to the need for it to be managed in an integrated manner.

Statistics for the SPR indicate that the Central Rand is experiencing relatively high levels of population growth and influx relative to other areas contiguous to it. The need for mobility within the demarcated SPR is important if the resource base is to be used in an optimal manner to provide for the population.

Institutional and Administrative Capacity

The PWV has a sufficient institutional and administrative capacity. The area is served by the administrative and institutional infrastructure of the Republic of South Africa, the Republic of Bophuthatswana, the Self-governing territory of KwaNdebele, the Transvaal Provincial Administration and at the local level five Regional Service Councils and various local governments.

Therefore, administrative and institutional capacities to exercise the assigned SPR functions exist. However, a need for the rationalisation and integration of existing institutional structures is apparent.

As far as social infrastructure is concerned, the PWV region has three major academic hospitals that provide high level tertiary care services, namely the Medical University of South Africa, University of Pretoria and the University of the Witwatersrand. A Transvaal school of Public Health is proposed and may open its doors in 1994, offering public health training that will contribute to administrative capacity in the health services. The health services administered by the city councils among others of Johannesburg and Pretoria, the Transvaal Provincial Administration, the governments of Bophuthatswana and KwaNdebele and the Department of National Health. This SPR has 268 primary health care clinics or 0.15 clinics per 5000 people -less than the Western Cape.

This has to be measured against its health and education indicators. The PWV has an infant mortality of 37 per 1000 live births. In the urban areas 15% of the population does not have access to water while in the rural ares it varies from 10% to 30%. Over 25% of the urban population in the PWV has inadequate sanitation. However in the Bophuthatswana and KwaNdebele areas it varies from 24%, 46% to a high of 93%.

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Children aged between 5 and 14 years: 1 382 284, i.e. 15% of the national total. The enormous variations between SPRs cannot be overcome by forming SPRs with equal numbers of children, but rather by having a varying number of schools districts per SPR.

With regard to the physical infrastructure, the road network for the entire area is the highest above the national average. The provision of rural roads per capita for the entire area is the lowest below the national average. The total utilisable water varies from a high of 700 to 800 million m3/a to 350 million m^3 adequate sanitation. The population without electricity in the metropolitan areas of Pretoria and Johannesburg, the rural towns of Bophuthatswana and KwaNdebele vary from 24% to 46%.

Socio-cultural dimensions

The PWV has a linguistically heterogeneous population, although certain languages are predominant in particular sub-regions. There are sub-regional senses of identities that do exist given that they have their own historical basis. However, the demographic characteristics of the area (i.e. its linguistically diverse urbanised nature) makes the PWV unique from other areas and gives it a distinct sense of identity separate from other areas. The strength of the PWV as an SPR is ~~the~~ its capacity to further develop a common regional identity which transcends ethnic and other divisions. A sense of regional identity does (already) exist based on the SPR as demarcated.

SENSITIVE AREAS

Exclusion of the Greater Pretoria area or its components from the PWC

Some argue that Pretoria should be excised from the PWV; this has been addressed earlier. Below is the application of criteria to the debate.

Economic Development Issues

While the SPR borders will be soft, and therefore allow for a free flow of goods and services, the creation of a relatively less urbanised SPR with a component that has economic functionality with the PWV will exacerbate certain negative trends already occurring in the Central Wits economy. As indicated above, the Central Wits area is experiencing relatively higher influx of population than other parts of the PWV. Second the Central Witwatersrand is experiencing an appreciable decline in its key sectors, manufacturing and finance, relative to other major metropolitan areas and the PWV. Greater Pretoria on the other hand is experiencing significant growth in finance and relatively more growth in the manufacturing sector. Third, what new construction and growth is occurring appears to be centred in a core triangle of the Central Witwatersrand and Pretoria, with the important growth nodes in border areas such as the Midrand. All three factors point to the fact that the development of the region needs to be approached in an integrated manner which will not be possible if Greater Pretoria is excised from the PWV. Failure to do so will have negative consequences for the potential to optimise the region's resources for the whole population.

The static picture of how much GGP will be lost by the PWV if Pretoria is removed is only one dimension. An analysis of the dynamic growth and trends of the PWV region indicates that it may be unwise to begin parcelling out the SPR ~~to areas~~ and joining ~~it to~~ SPRs whose interests and economies are divergent from those of the economically functional unit.

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Economic viability

Clearly the excision of Pretoria from the PWV will deprive ~~it~~ the latter of territory needed for development as well as a portion of its tax base. This, viewed in the context of the above arguments has significant negative implications. Furthermore, when SPR boundaries cut through nodal areas, the potential exists that a proportion of labour remuneration of one SPR will actually remain in another SPR, through direct and indirect taxes from expenditures in that SPR.

Institutional and Administrative Capacity.

The excision of greater Pretoria will affect the PWV area to the extent that the capacity in that SPR will now be directed toward the new SPR with which it is incorporated. However, given the capacity which does exist in the PWV area this region will not be affected. There will however be a dislocation of services and administrative functionality with regard to development planning and implementation processes.

Socio-Cultural Aspects

The PWV as a region is heterogenous linguistically, and has a relatively more urban culture than other contiguous regions. Greater Pretoria is less linguistically heterogeneous than the Central Witwatersrand. However whether this in itself implies either a sense of PWV regional identity or that Greater Pretoria has a distinct culture and identity is debatable[3] A similar problem arises with the assertion that the largest minority language in Pretoria ~~and~~ & Afrikaans and that it therefore ~~it~~ is predominantly Afrikaans in culture. The fact is that if a similar disaggregation of the different Afrikaans speakers is undertaken as in the case of speakers of African languages the correlation between language, culture and sense of identity becomes tenuous.

It is also often argued that Pretoria is different from the Central Witwatersrand area due to its lower levels of urbanisation. However, taking into account functional urbanisation, one cannot argue that Greater Pretoria is so significantly less urbanised than the Central Witwatersrand area that it has greater similarity, culturally, with the Eastern or Northern

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3 There is a debate as to whether the fact that particular languages predominate within a sub-region translates into the existence of different cultures and senses of identity. This debate hinges around third problems. The first is the notion of language as primarily an expression of ethnicity vs language as primarily a mechanisms of communication which nonetheless also plays a role in the formulation of culture and identity. The second is the historical whereby language was used as a tool for the social reproduction of apartheid. Finally, in our historical context it problematic to define what is a regionally dominant language as there is not a mechanism or formula for determining this accurately such a conclusion.

To be edited

Transvaal.

But

To be sure, there are probably sub-regional cultures within the PWV region, the question is whether they are so distinct and fundamental as to justify the carving up of an economically functional unit that benefits the country as a whole.

ODI/MORETELE

Economic Aspects

Given the economic base and socio-economic indicators of Odi/Moretele the area has little development potential on its own. Its development is tied to the overall health of the economy and capacity of the SPR in which it is located. Its excision from the PWV will not affect the regional indicators negatively, however it will deprive the population of that area of the opportunity to be integrated into the SPR with which it is functionally linked, and to which it has historically contributed economically as part of the labour pool for greater Pretoria and the Central Wits area.

The separation of labour supply and labour demand areas under apartheid has created pockets of peri-urban and semi-urban areas, such as the Bophuthatswana and Kwandebele, which are functionally linked to the nearby urban centres. Thus, the implication of their separation from the regional economies within which they are currently located, functionally, needs to be seriously considered.

Socio-Cultural aspects

The Odi/Moretele area appears to be predominantly Tswana speaking according to the language census. However it is also well known that there are pockets within the area, such as Winterveldt, which are linguistically heterogeneous.

The issue of sense of identity in this area is difficult to measure since some of the areas have been highly contested territory with portions of the population resisting incorporation into the Bophuthatswana territory.

Geographic coherence

The excision of Odi/Moretele from the PWV would not have a negative impact on the compactness of the SPR. It would make the remaining area more metropolitan.

Institutional and Administrative Capacity

While this region falls officially under the Republic of Bophuthatswana it does rely on the institutional capacity of the PWV, ~~of~~ education and health services, ~~there are services at the~~ especially into

~~territorial level in this SPR.~~

SASOLBURG

Submissions have been received to the effect that Sasolburg should be included in the Orange Free State as opposed to the PWV.

Economic Aspects

Sasolburg accounts for approximately .... of the GGP of the PWV. According to 1988 GGP figures, manufacturing accounts for approximately 63% of the economy of the sub-region Vaal area. The economy of Sasolburg specifically is also centred around manufacturing with the chemical industry accounting for 91% of the employment according to 1985 figures.

Thus, with regard to economic functionality, Sasolburg is more functionally linked to the Vaal and as such the PWV region more than it is to the Orange Free State whose economy is dominated primarily by mining and agriculture. Therefore, its excision from the PWV may impact ~~on Sasolburg~~ negatively on both Sasolburg and the PWV.

Economic viability

Since Sasolburg accounts for only ... of the GGP of the PWV its excision from the SPR would not significantly ~~impact on~~ reduce its gross output. On the other hand, the Orange Free State would gain from the GGP produced in Sasolburg.

Geographic Coherence

The excision of Sasolburg from the PWV would not affect the compactness of the SPR negatively.

Socio-Cultural Aspects

The Sasolburg area is predominantly South Sotho speaking as is much of the Orange Free State. In that sense it may share a sense of identity with the OFS. This is further accentuated by the historical provincial boundary which demarcates Sasolburg into the OFS.

Nonetheless, considering the level of urbanisation of the Vaal of approximately 82% as compared to 49% for the OFS it would have a culture more akin to that of the more highly urbanised PWV region. ✓

EVALUATION

Based on the application of the criteria provided, the PWV as demarcated constitutes an

economically viable and functional SPR. It has sufficient institutional and administrative capacity to effectively manage service delivery and manage the policy formulation and development. From a socio-cultural perspective, it is linguistically heterogenous although there are areas in which one or two languages are dominant. The PWV also in general shows high levels of functional urbanisation with small proportions of its population located in semi-rural areas in the Greater Pretoria area.

With regard to the sensitive areas of Pretoria, Odi and Moretele 1 and 2, an evaluation of the submissions and application of the criteria follows.

The opportunity cost of excising Pretoria from the PWV needs to be seriously considered given the functional linkages and the need to approach the development of the area in an integrated manner. In order for the majority of the residents of the PWV functional region to become fully integrated into the area and derive benefit from their contribution to the area's economy the current fragmented approach to the planning development of the region needs to be reversed. The excision of parts of Pretoria to the Eastern Transvaal and North West regions will perpetuate this fragmentation to the detriment of the majority of the inhabitants of those areas. Commuting patterns in this area indicate that ~~people~~ a significant number of people work in the PWV.

With regard specifically to the inclusion of the Eastern parts of the Greater Pretoria area ~~to~~ in the Eastern Transvaal it needs to be noted that the argument that the two areas have a cultural affinity is tenuous if one takes into account the population of these two regions as a whole. The inclusion of the Pretoria area into the Eastern Transvaal in fact makes the latter's population linguistically more heterogeneous ~~than homogenous~~. Furthermore with regard to the two language groups that are added, the Afrikaans language is more predominant in Pretoria (29.7%) than it is in the Eastern Transvaal (12.0%). The same applies to Ndebele which is more predominant in the Greater Pretoria area (16.0%) than it is in the Eastern Transvaal area (3.5%).

It has also been argued that the inclusion of Pretoria into the Eastern Transvaal would make the region more economically viable. The GGP of combined Pretoria/Eastern Transvaal region is certainly almost double that of the Eastern Transvaal SPR as demarcated. It is important to note that the populations of the two areas ~~being joined~~ are also almost equal - Pretoria (1,9 million) and Eastern Transvaal (2,1 million) and that the GGP per capita of the Eastern Transvaal by itself is R5,197 and when combined with Pretoria it is 5,446. Even taking into account the proportion of GGP that remains in the Eastern Transvaal, one notices that Pretoria's per capita GGP is reduced from R4,498, while that of the Eastern Transvaal rises from R2,131, to the combined one of R3,238. Without knowing the precise redistributive effects of such a combination and taking into account the ~~functionality~~ issue, the economic viability argument in favour of the combined region is not sufficient to justify the carving up of the PWV.

In fact, the argument for using Greater Pretoria to strengthen another region holds better for the Northern Transvaal than it does for the Eastern Transvaal, given the much lower economic base of the former.

The Eastern Transvaal community is itself divided on the prudence of combining with Pretoria, with submissions having been received indicating a strong sentiment for Pretoria not to be included into the Eastern Transvaal, along side those presenting the opposite view point.

There are several groups which have a vested interest in Pretoria. At the national level Pretoria is of interest because it is currently the administrative capital, and forms part of the PWV functional area which produces 40% of the country's GGP. The debate at the regional level has been addressed above. Given these contending interests no particular group will be satisfied with regard to Pretoria. Therefore best options are to either leave Pretoria in the PWV or have what has been referred to as the "Washington DC" option. The latter option raises question with regard to geographic coherence and institutional and administrative aspects. It also opens the door for other metropolitan regions to argue for having a separate region.

Finally, submissions have also been received from the Vaal triangle indicating that if Pretoria is hived off from the PWV, the Vaal would prefer to be a separate region of its own. The basis of this position is that if the excision of Pretoria from the PWV would create an imbalance in the power of the Central Witwatersrand relative to the Vaal Triangle. The

On the issue of Sasolburg, what needs to be considered is the functional linkage of the district to the Vaal Triangle. The inclusion of Sasolburg into the Orange Free State increases the GGP of the latter from R 7 327 million to R9 365 which would be beneficial to the OFS. The diffi

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1. WESTERN CAPE AND NORTHERN CAPE SPRs AS PROPOSED BY THE COMMISSION

INDICATORS	WESTERN CAPE	NORTHERN CAPE
Area (000 km2)	108.6	346.5
Population (000)	3 392,7	726.6
Population Growth (%) 1985-1991	2.2	0.9
Density (Persons per km2)	31,2	2,1
Official Urbanisation level (%)	86,1	65,8
Growth in Urbanisation (%) (1985-1991)	2,5	1,8
Illiteracy rate (Economic active population)	8,5	23,4
Potential labour force (000)	1 686,6	325,5
Labour force participation rate	67,2	
Absorption capacity	60,0	51,4
Official Unemployment rate	9,6	12,3
Male Absenteeism rate	8,5	10,4
Dependency ratio	1,3	1,7
Real GGP (R million) (1988)	15 620	2 371
Real annual growth in GGP (1970-1988)	1,8	1,6
SPR GGP as percentage of SA's GGP	12,9	2,0

GGP per capita (R) (1988)	**4 906**	**3 353**
Personal Income/ GGP (%) (1985)	**92,6**	**101,9??**
Personal Income per capita (1985)	**4 373**	**2 817**
Gender (%)		
Male	**51,1**	**51,4**
Female	**48,9**	**48,6**
Age (yrs)		
under 15	**30,6**	**37,4**
15-65	**64,5**	**57,9**
65 and over	**4,9**	**4,7**
Race		
Black	**17,8**	**31,0**
White	**22,1**	**14,9**
Coloured	**59,7**	**53,9**
Asian	**0,7**	**0,2**
Language (%)		
Afrikaans	**61,9**	**71,5**
English	**20,8**	**2,7**
Xhosa	**15,6**	**6,3**
Tswana	**0,0**	**14,1**
Other	**1,8**	**5,4**

1.1 Western Cape as proposed by the Commission

This SPR is the fourth highest densely populated area among all SPRs and accommodates 9% of South Africa's population. While the area may not be as densely populated as some other SPRs it has the highest official urbanisation level (86.1%).

The urbanisation growth rate of 2,5 furthermore suggests that in future this area may become more densely populated. The majority of the population are Coloureds (59,7%) followed by Whites (22,1%) and ~~to a lesser extent~~ Blacks (17,8%). The dominant language in this SPR is Afrikaans (61,9%) followed by English (20.8%) and Xhosa (15,6%), which is the dominant language amongst the blacks.

This SPR has the second largest percentage of potential economically active

population (between the ages of 15-64), with the highest absorption capacity. In terms of human resource potential, this SPR has the lowest illiteracy rate (based on economically active population).

The GGP per capita of this SPR is the third highest of all SPRs and higher than the average GGP per capita for the country as a whole. The personal income per capita is the second highest of all the SPRs.

1.2 Northern Cape

This is an extremely vast area, that is sparsely populated (2% of South Africa's population) as shown by the density of 2,1 persons per km^2 and a population of under 800 000 living in 346 500 km^2. With this profile of density, coupled with the lowest growth rate in urbanisation as compared with other SPRs, it appears for years to come that the area will remain sparsely populated. Even so, this SPR has the third highest urbanisation rate (65,8%).

The majority of the population are Coloured (53,9%) followed by Blacks (31,0%) and Whites (14,9%). The dominant language in this SPR is Afrikaans (71,7%) and this is by far the SPR with the highest percentage of Afrikaans speaking people. This is followed by Tswana (14,1%) and Xhosa (6,3%).

This SPR has the third largest percentage of economically active population (between the ages of 15-64), but its absorption capacity is the sixth highest, which could suggest that an outward migration might be taking place. The young population in this SPR is also lower than in six other SPRs. Furthermore, the SPR has the fourth lowest illiteracy rate suggesting the human resource potential is ~~average~~ close to the national average.

Although the GGP of this SPR is the lowest of all the SPRs, GGP per capita is the fifth highest, and higher than the average national GGP per capita. The personal income per capita also is fifth highest of all the SPRs.

1.3 Summary of arguments for and against the Western Cape as a separate SPR as reflected in the submissions

There were no submissions questioning the feasibility or viability of the Western Cape as an SPR. Two matters were raised with regard to the Western Cape: whether the Western Cape should be combined with the Northern Cape to form one region, and whether certain districts ~~from~~ in the Northern Cape should be incorporated in the Western Cape, leaving the Northern Cape a smaller region.

1.4 Arguments for and against a separate Northern Cape SPR as reflected in the submissions

1.4.1. Arguments for a separate Northern Cape

Amongst the most important arguments in favour of the Northern Cape as an SPR the following could be pointed out:

- There is wide acceptance of a possible ~~existence of a~~ separate Northern Cape region. A substantial number of letters were received thanking the Commission for including a particular district in the Northern Cape.

- Most of the submissions from districts bordering the Western Cape, which showed dissatisfaction with being placed in the Northern Cape, clearly indicated that they preferred to be included in the Western Cape and not the Northern Cape, thus recognising the Northern Cape as a separate SPR.

- The Northern Cape is geographically coherent, being a semi-desert, summer rainfall area with extensive farming. The Western Cape, on the contrary, is a winter-rainfall area with intensive farming. It would be best not to combine two such diverse geographical areas into one region.

- This area is ecologically sensitive. The SPR should include the whole of the semi-desert arid area - also the districts north of the Orange River, and people living in this area should be managing it.

- If the decision-making body ~~does~~ did not have its headquarters in this area, it is doubtful whether the special needs of ~~this~~ the area will be ~~really~~ adequately attended to. Western Cape has problems of its own and its own development needs and projects. The needs of the Northern Cape will always be subordinate to that of the stronger metropolitan area.

- This area is one of the most homogeneous regions in South Africa with regard to language and religion (81,4% Christian and 70% Afrikaans speaking). The predominant population groups are Coloured (54%) and Blacks (29,3%).

- If Northern Cape is combined with the Western Cape the area will be too large to be administered by a single governmental structure.

1.4.2 Arguments against a separate Northern Cape SPR as reflected in the submissions

- Economic viability: There are large numbers of disadvantaged people in this area, and the question remains whether this area

will have the necessary resources available for the development of the disadvantaged people.

- Northern Cape is not viable as a separate SPR. There is very little chance to improve conditions for "Coloured" community due to scarcity of work and opportunities in Northern Cape.

There were further arguments against the Northern Cape as a separate SPR, and they are incorporated in the sections dealing with sensitive areas.

1.5 Sensitive area: Northern Cape southern border

The areas in which some communities indicated that they would prefer to be included in with the Western Cape were mainly those in Namaqualand, the West Coast towns and the Kambro organisations of the Calvinia Coloureds.

Their main arguments were:

- Cape Town is their nearest nodal point, much closer than Kimberley.
- There is a well developed road system to Cape Town which is not the case with Kimberley, and the mining community specifically indicated that this could create problems for them..
- All the necessary health, educational, judicial and commercial services are in Cape Town.
- Fear of the Northern Cape becoming a "Volkstaat" which may lead to possible discrimination and forced removals. They therefore prefer to be included in the Western Cape.

1.6 Sensitive area: Northern Cape northern border as reflected in the submissions

With regard to the Northern Border the question arose whether Hartswater, Postmasburg and Kuruman should be included in the North West or in the North Cape.

1.6.1 Arguments for the inclusion of Hartswater, Postmasburg and Kuruman in the Northern Cape as reflected in the submissions.

- The nodal point of people living in these districts is Kimberley.
- Including these districts in the Northern Cape will enhance its

economic viability especially since these areas have the mining industries.

- The dominant language in these districts is Afrikaans; there are cultural ties with Northern Cape and they form a cohesive community with the Northern Cape.

1.6.2 **The arguments against including Kuruman, Postmasburg and Hartswater in the Northern Cape as reflected in the submissions**

- The labour flow to Hartswater, Kuruman and Postmasburg is from the North West.
- These three districts have historically strong socio-cultural ties, as well as a strong feeling of identity with the North West.
- The exclusion of these districts from the North West will deprive the North West of economic resources.

The arguments against including the districts of Kuruman, Postmasburg and Hartswater in the Northern Cape were also accompanied by arguments from a number of submissions to include not only these three districts in the North West, but to extend the southern border of the North West to the south. This extension would include the following districts Kenhardt, Prieska, Hopetown, Gordonia, Hay, Herbert, Kimberley, Barkley West and Warrenton.

1.6.2 **Arguments for including the above-mentioned districts in the North West SPR as reflected in the submissions.**

- Because of historical ties and land claims resulting from forced removals, there exists a feeling that the districts of Kuruman, Postmasburg and Hartswater together with the other proposed districts should be included in the North West.
- If demarcated as proposed, Mafikeng should be the centre of this SPR, as there is an existing infrastructure to accommodate a regional government. Lacking the necessary infrastructure in this regard, Kimberley together with Upington, Klerksdorp and Kuruman could be established as sub-centres in the proposed SPR.
- To argue as the Regional Development Advisory Committee does, that there is potential for growth in the Northern Cape is

questionable. This SPR has little chance of development given the inadequate supply of water for agriculture and industry.

Added to this, the Northern Cape as a separate SPR would bear a heavy burden in terms of operation and maintenance of its infrastructure, particularly the unpaved road network. A greater potential for growth and development exist if there is a merger between the proposed section of the Northern Cape and the North West.

- There is a high disease rate in the Northern Cape, with Kimberley having the only hospital close to the communities. Merging the proposed section of the Northern Cape with the North West would increase the prospects of access to health facilities.

- The general lack of adequate education and a high illiteracy rate highlight the need for more educational institutions which the North West SPR could provide.

1.7 Application of the criteria - Western Cape

1.7.1 Geographic Coherence

The Western Cape forms a geographically compact and coherent SPR with an urban bias. It is highly industrialised. This SPR has winter rainfall which permits intensive farming.

1.7.2 Economic and Development Aspects

Economic functionality

The Western Cape SPR is economically functional, with the core area being the highly industrialised Cape Town metropolitan centre. Because there is an existing network of services, there will be no inconvenience to people or dislocation of services.

Economic viability

It is an economically viable region because of its well developed and diversified industrial base and its successful commercial agricultural production.

The SPR as an entity will be able to generate a sufficient income base to meet the needs of its population.

Social and Physical infrastructure

As far as the social and physical infrastructure is concerned it should be pointed out that it was not possible to obtain data for the regions as demarcated. Some data were available for Development Region A and B, but the borders of these regions do not correspond exactly with those of the SPRs as demarcated.

The following data, however, will, more or less, give in broad outline an indication of the state of affairs with regard to social and physical infrastructure.

With regard to community health this SPR had an infant mortality rate of 27 per 1 000 live births. However, the racial disparities are large, with Blacks having the highest rates of 33,7 and Whites the lowest of 3,8. This SPR has also the highest incidence of tuberculosis in South Africa, a rate of 697 per 100 00 residents (based on notifications).

There are major disparities in access to basic amenities. In urban areas 10% do not have access to adequate water while in the rural areas it differs from 35% to 10% in the southwestern and northern areas respectively. Over 15% of urban dwellers have inadequate sanitation compared with 40% of rural dwellers. In rural areas the adequacy of sanitation facilities varies from 75% in the South West to 25% in Namaqualand. Access to electricity varies substantially from 24% in Cape Town to 46% in rural towns and 93% in rural areas.

The health services are administered by the Western Cape Regional Services Council, Cape Provincial Administration, Department of Health and National Development and many municipal (local) services. There are also non-governmental organisations providing services to the medically under-served areas.

This SPR has approximately 277 primary health care clinics or 0,38 clinics per 5 000 people. The Western Cape, relative to other SPRs, is well equipped with health facilities.

The Western Cape has two major academic hospitals that provide high level tertiary care, namely Groote Schuur and Tygerberg. The SPR is well endowed with hospitals, ~~given the statistic of~~ with 5,7 hospital beds per 1 000 population (1989 figures), exceeding any other SPR. This SPR has far more tertiary beds compared to other SPRs.

The Western Cape also has two medical schools (University of Cape Town and Stellenbosch University), two dental schools (University of Western Cape and Stellenbosch University) one Public Health Programme at the University of Western Cape. The SPR has a high doctor to population ratio of 1,3 and a nurse to population ratio of 6,9. Both figures are much higher than those of ~~any~~ the other SPRs(1989).

The Western Cape has adequate health and institutional infrastructure in terms of facilities, personnel and administrative capability to provide health services to its residents and address the major health problems of its population. Its major challenge will be reorienting its health services from too much tertiary care to primary care and reducing the disparities in health status and access to health care.

The road network density in rural areas for development Region A is lower than the national average because the northern portion of the region has a very low population and network density.

1.7.3 Institutional and Administrative Capacity

With the national legislative capital and the Cape Provincial Administration capital, the Western Cape has sufficient institutional and administrative capacity to manage the development of the area, and undertake the necessary planning, ~~policy~~ and ~~administrative functions~~ associated with effective governance. Furthermore, there are adequate tertiary and other training institutions to facilitate capacity building in areas where it is currently deficient.

1.7.3 Socio-Cultural Aspects

Based on language (Afrikaans 61,9%, English 20,8% and Xhosa 15,6%) the Western Cape is a relatively homogeneous SPR comprising primarily of Afrikaans, Xhosa and English speaking people. There is, however, a preponderance of Coloureds in this area, and the dominant language is Afrikaans. There is a strong sense of regional identity.

1.8 Application of Criteria - Northern Cape

1.8.1 Geographic Coherence

The region is geographically coherent. It is a semi-desert summer rainfall area with extensive farming, except for Vredendal and Clanwilliam which are situated in the winter rainfall area.

1.8.2 Economic Development Issues

Economic functionality

Although it has no major economic core, the SPR is economically functional with the main nodal points being Kimberley, Upington, Gordonia, Prieska and De Aar.

Economic viability

The SPR has a poor economic resource base. It has comparative advantages in agriculture and mining. Although the GGP in this region is the lowest of all the SPRs, the GGP per capita is higher than the average GGP per capita for South Africa.

1.8.3 Social and physical infrastructure

Although it was not possible to obtain data for the region as a whole, the data on development region B could give an indication of the situation in this connection.

The Northern Cape region has a high infant mortality rate of 52 per 1000 live births (nearly twice that of the Western Cape). The incidence of tuberculosis in this SPR is the fourth highest, at 317 per 100 000 residents (based on notifications).

There are marked disparities in access to basic subsistence. In the urban areas 15% do not have access to adequate water while in the rural areas it varies between 25% and 95%. In addition, over 60% of the total urban population in the Northern Cape has inadequate sanitation. The provision of adequate sanitation in rural areas varies from 5% to 35%, while access to electricity in the towns and rural areas varies from 46% to 93%, respectively.

The road network density for the entire area is lower than the national average, due to the low population density.

Over 60% or the total urban population in the Northern Cape have inadequate sanitation. The provision of adequate sanitation in rural areas varies from 5% to 35%. Furthermore, a population without electricity in the towns and the rural areas varies from 46% to 93% respectively.

1.8.4 Institutional and administrative capacity.

The area is served by the Cape Provincial Administration, 3 Regional Service Councils, and a Regional Development Advisory Council. The Northern Cape Division of the Supreme Court is situated in Kimberley. There is not enough institutional infrastructure to accommodate a regional government. There is however a possibility of developing administrative infrastructure at the Kimberley and Upington nodal points.

The health services are administered by the Cape Administration and RDAC. This SPR has very little if any administrative abilities. The SPR has approximately 86 primary health care clinics, a ratio of 0.38 clinics to 5 000 people, similar to Western Cape. However, with a population density of 4 people per square kilometre, the region

presents a problem in making health care accessible to all.

Northern Cape, lacking in major metropolitan areas, has no major academic hospital that provides high level tertiary care services. This area has considerably fewer hospitals than other SPRs, only higher than Eastern Transvaal. The Northern Cape has a very low doctor to population ratio of 0,3 and a nurse to population ratio of 4,1.

The Northern Cape SPR has very poor institutional and administrative infrastructure ~~to~~ provide health services to its population, particularly in light of its major public health problems. However, combining it with another region will not make health care accessible to residents as the population distribution ~~is~~ sparse.

Socio-Cultural

The region ~~has a considerate homogeneity~~ in respect of language. There is also a developed sense of regional identity, except for the Namaqualand West Coast area where there is a sense of identity with the Western Cape.

1.9 Evaluation

1.9.1 Geographic coherence

The two SPRs ~~are comprised of~~ two distinct geographical areas each with its own geographical coherence. The Northern Cape region has the largest land area, being twice as big as any other region, but with the smallest population. Because of the size of the region it could be argued that the combined Western Cape / Northern Cape is far too large to administer and that a split of this large area makes sense. The needs of each area, which are very divergent, could also be better catered for.

If the Northern border of the Northern Cape is considered, i.e., decreasing the size of the combined Northern and Western Cape by including districts from the Northern Cape below the Orange River (and even on the Northern side of the Orange river) in the North West, it is clear that the geographically coherent semi desert area would be cut in two, and that the North West would be geographically less coherent.

1.9.2 Economic and Development issues

Economic Viability

The economic data for the region could be used both for and against splitting the area. The Northern Cape has a very small economic base with little development possibilities, and contributing only 2% of the

national GGP. This could be interpreted, together with a relative lack of infrastructure, as supporting the argument that the Northern Cape is not viable as a region on its own.

On the other hand, the Northern Cape has a GGP per capita figure that is just higher than the national average. Thus while the region is a poor region in relation to the absolute size of its economy and resource base, this is not the case in per capita terms.

With regard to the exclusion of Namaqualand and the West Coast districts indications are that excluding these districts from the Northern Cape could have a detrimental effect on the economic position of this SPR.

On the other hand, taking into account the industrial and mining resources of the Postmasburg and Kuruman districts, indications are that the inclusion of these districts could benefit the Northern Cape SPR economically.

Development Potential

A number of submissions were received requesting the merging of the North West with parts of the Northern Cape, as this will contribute to an increased development potential of those districts in the Northern Cape. According to the submissions it will provide educational and other institutional infrastructure, thus enhancing development in these sections of the Northern Cape.

If, however, some of the relevant key indicators are compared for the Northern Cape, the North West and Western Cape, the Northern Cape is on par or even better off than the North West.

Indicators	Northern Cape	North West	Western Cape
Labour force participation rate	64,3	56,4	67,2
Absorption Capacity	51,4	52,5	60,0
Dependency ratio	1,7	2,2	1,3
Personam Income per capita	2 817,0	2 000,0	4 373,0
Illiteracy ratio	23,4	35,0	8,5

Taking these factors into consideration, it is not clear on which facts the argument rests, that greater economic potential for the Northern Cape are

incorporated into the North West. There might even be a bigger need for development among larger sections of the population for the North West than is the case for the Northern Cape. The Western Cape is by far in a better position to assist the Northern Cape development-wise.

1.9.3 Institutional and Administrative capacity

One of the arguments against the Northern Cape as a SPR is that ~~Northern Cape~~ it lacks institutional capacity, and that Kimberley does not have the necessary infrastructure to accommodate a regional government. This statement, however, is contradicted by another submission which shows that.

- There are Regional offices for all state departments (25);
- A core of civil servants, Spoornet, Eskom, and other institutions ~~to handle~~ handle administrative functions, ~~as~~ Kimberley has been acting as regional centre for the Northern Cape for a considerable number of years;
- Prestige housing and other prestige facilities exist. This could facilitate the establishment of a government seat in Kimberley.
- Kimberley is a highly graded municipality, comparable to Bloemfontein and Port Elizabeth.

This infrastructure should not be underestimated as it is more or less on a par with that of Nelspruit, which may be considered to be the capital of Eastern Transvaal.

1.9.4 Socio-cultural factors

The inclusion or exclusion of the districts of Postmasburg and Kuruman in the Northern Cape could also have an impact on socio-cultural factors. Although the Afrikaans speaking people are still in the majority in these districts (52.5%) the percentage of people speaking an African language is much ~~larger~~ higher than in the Northern Cape (46,1% compared to 25,8% respectively). On the basis of this it could be argued that Postmasburg and Kuruman should be included in the North West where 66,8% of the population is Tswana speaking.

There are also strong historical factors and a sense of identity with the North West among sections of the population which could be used as an argument to include these two districts in the North West.

With regard to including the other Northern Cape districts, North and South of the Orange river in the North West, it could be pointed out that if language

is taken as a key indicator these districts show greater similarity to the Northern Cape than to the North West.

As is the case in the Northern Cape as a whole, the dominant language in the districts proposed to be included in the North West is Afrikaans (Northern Cape 71,5%; Gordonia 87,8%; Hay 83.8%; Herbert 60,4%; Hopetown 89,7%; Kenhardt 97,4%; Prieska 86,0%)

Even in Kimberley, which is the most cosmopolitan of all these magisterial districts, the Afrikaans speaking section of the population is the largest group (45,7%). The Tswana speaking section is the second largest (34,7%).

In evaluating the submissions with regard to the Southern as well as the Northern border, it is clear that the placement of these areas in a specific SPR is highly disputed. It is difficult to determine which of these submissions should be given the most weight. Claims and counter-claims are made. In nearly every submission it is claimed that they have strong support from various organisations and groups.

Lacking this consensus, the criteria of geographic, cultural homogeneity as indicated by language and the key indicators of economic development could serve as a guide to make a decision in this regard.

If the Northern Cape is not seen as being viable as a separate SPR it might be more feasible to merge the whole of the Northern Cape with the Western Cape. If subregions are considered the Northern Cape could be administered from the Western Cape as a geographically coherent and culturally homogenous region, rather than to be split into two, with each section in a different SPR especially where the one SPR (North West) shows no cultural homogeneity with the Northern Cape.

By dividing the Northern Cape into two - one part to be administered by the North West, and the other by Western Cape, would be the typical arbitrary lines drawn by colonial powers.