

ASSOCIATION OF MAYORS/CHAIRMEN AND CHIEF EXECUTIVE OFFICERS OF  
LOCAL AUTHORITIES ON THE NATAL LOWER SOUTH COAST

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1993:06:18

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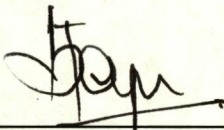
COMMISSION ON REGIONS  
REF: 1/11/ !! /277

Dear Sir

WRITTEN REPRESENTATION BY LOCAL AUTHORITIES SITUATED ON THE NATAL  
LOWER SOUTH COAST

1. I herewith enclose sixteen (16) copies of the motivation as to why the area of Natal between the Umtamvuna and Umzimkulu rivers should remain part of Region E (Natal), for consideration by the commission.
2. Kindly acknowledge receipt of the enclosures by signing the second copy of this letter and returning same to this office in the attached postage prepaid envelope.
3. I thank you for your kind cooperation in this regard.

Yours faithfully



P.P. SECRETARY

ASSOCIATION OF MAYORS/CHAIRMEN AND CHIEF EXECUTIVE OFFICERS  
OF LOCAL AUTHORITIES ON THE NATAL LOWER SOUTH COAST

MOTIVATION WHY  
THE AREA OF NATAL BETWEEN THE UMTAMVUNA AND UMZIMKULU RIVERS  
SHOULD REMAIN PART OF REGION E (NATAL)

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**MOTIVATION WHY THE AREA OF NATAL BETWEEN THE UMTAMVUNA AND UMZIMKULU RIVERS SHOULD REMAIN PART OF REGION E (NATAL)**

**1. INTRODUCTION**

- 1.1. Whilst the various options for a new constitutional dispensation are still under intense negotiations, it has emerged from media reports and public statements by political functionaries, that a strong second tier government will become an integral part of the New South Africa.
- 1.2. Both the current government as well as the African National Congress (ANC) see the current nine (9) development regions as a basis for the demarcation of the regions for second tier government, subject to certain border adjustments.
- 1.3. What is of extreme concern to local authorities on the Natal Lower South Coast is the statements by various political functionaries as well as an article in the local press, wherein it was mooted that the area of Natal/KwaZulu, situated between the Umtamvuna and Umzimkulu rivers, could be included in the Transkei (Xhosaland area). It was subsequently established with the Joint Executive Authority for Natal/KwaZulu that this proposal was never seriously considered and further that for constitutional and historical reasons the Natal Lower South Coast region was and still is being considered as part of the Natal/KwaZulu region (Region E).
- 1.4. However, the objective of this memorandum is to reinforce the view of how important it is that the area between the Umtamvuna and Umzimkulu rivers remains part of Region E (Natal). This objective is motivated by looking firstly at the historical development of the area and secondly the economic factors which merit the area remaining as part of Region E (Natal). Specific attention is given to aspects such as nodality, homogeneity, physical/economic and socio/economic infrastructure, fiscal federalism, tourism and the flow of labour.
- 1.5. In the last section ethnicity is investigated as a criterion for keeping the area

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as part of Region E (Natal).

2. CONSTITUTIONAL HISTORY OF THE AREA

- 2.1. The area was originally called Nomansland because nobody laid claim to it. Shaka had laid claim to all of Natal up to the Umzimkulu River. When he sent impis to attack the Pondos under Faku in 1827 he came with the impis as far as Isibhala Sika Shaka (Shaka's resting place) which is situated where Marburg now is. This place is south of the Umzimkulu river and was not claimed by the Pondos. He waited there untill his armies went off to attack the Pondos on Pondoland.
- 2.2. In 1825 Henry Francis Fynn came to live south of the Umzimkulu river, away from Dingaan and subject to another tribal chief. From here he traded, inter alia, with ivory into Pondoland.
- 2.3. When Shaka swept across Nomansland in 1827 there were no local tribes to oppose him. The Mica tribe, being of Zulu origin, and who had lived near the present Izingolweni had settled in the Transkei temporarily but the Xhosa chief Busi would not accept him in Fingoland and belittled and made his life so unbearable that they returned to their old tribal land, having fled from Shaka initially. Their former tribal area had remained uninhabited except for Henry Francis Fynn and his followers who lived south of the Umzimkulu river and were considered subjects by Dingaan.
- 2.4. Faku, the paramount chief of the Pondos lived at Lusikisiki. His minor chiefs thought of raiding into Nomansland in order to steal cattle from the people who lived north of the Umtamvuna river.
- 2.5. During 1831 Dingaan sent an impi to punish Henry Francis Fynn on a charge

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trumped up by Jacob, Dingaan's coloured interpreter. The attack took place beside the Belanklola river near the present Ramsgate.

- 2.6. During 1833 Dingaan sent another impi, by way of the Drakensberg foothills, through Nomansland, to attack the Pondos. It is important to note that they did not attack the Pondos on Nomansland.
- 2.7. From about 1825, Frank Fynn, a brother of Henry Francis Fynn lived at Boboyi with Dingaan's blessing. Henry Francis Fynn's tribe was called the Insimbini tribe and was made up of Zulus. Duka Fynn was Henry Francis Fynn's heir. The Fynn brothers' wives were Zulu females. Fynns descendants continued to be hereditary chiefs of the location behind the Izotsha/Inyadisulu area until the death of Chief Percy Fynn in 1950 and/or 1960 when the government replaced him with a Black man. It was not government policy at the time to have a coloured chief over a Black tribe.
- The Fynn family of Chief Percy Fynn now live at Tufukenzi, inland of Izingolweni. Duka Fynn's heir was his son Willie and was succeeded by his son Percy.
- 2.8. In 1850 Mr Walter Harding, the Attorney-General of Natal, made a treaty with Faku for the annexation of the area between the Umzimkulu and Umtamvuna rivers to the Crown. The British Government failed to ratify the treaty.
- 2.9. The Maci people in the Izingolweni area were continually suffering at the hands of the Pondos from south of the Umtamvuna river. Their chief Mbonwa (Busi's successor) appealed to Sir Theophilus Shepstone, who was good at settling disputes, for help. Three delegates were sent and although no help was forthcoming, it is probable that the appeal influenced the decision to annex Nomansland in 1865.

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2.10. In 1866 the Annexation Proclamation was read at Fynn's Bush, overlooking the Umtamvuna river near Izingolweni and at Klandndlovu near Port Edward. The tribes living in Nomansland accepted the annexation by Britian in view of the fact that it would put an end to Pondo raids over the border. Chief Kani of the Xolo tribe objected and left for Pondoland when he was ordered to do so. In 1866, on returning to Pietermaritzburg, Bisset sent a dispatch to Faku at Lusikisiki, confirming the annexation. Faku did not object.

2.11. In his book entitled "This is education in Southern Natal", M Uken confirms the aforgoing by recording the following facts:

2.11.1. Allen Gardiner's 1820 settlers crossed Nomansland near the Drakensberg and found it totally uninhabited. (Page 11)

2.11.2. In 1840 Faku laid claim to the land between the Umzimkulu and Umtamvuna rivers, but the claim was not recognised by the Governor of the Cape Colony, Sir George Napier. (Page 11)

2.11.3. After 1845 Theal, the historian, records that Nomansland was an unsettled region of tribal lawlessness and gun-running assisted by complete absence of police or military control. (Page 12)

2.11.4. Sir Theophilus Shepstone, Native Administrator of Natal had in 1848 been unable to obtain permission from Faku, who claimed suzerainty i.e. protective ownership over Nomansland, to settle displaced Zulu tribes in that area. This was on the advice of Henry Francis Fynn who had left the area and became adviser to Faku, and was possibly a grudge on Fynn's part towards Sir T Shepstone. (Page 14)

2.12. The area comprises no less than four (4) Boroughs namely Port Shepstone, Shelly Beach, Uvongo and Margate, seven (7) Town Board Areas, one (1) Health Committee and various development areas. In 1981 a regional development

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strategy was announced for South Africa. According to this strategy which is also known as the Good Hope Plan for Southern Africa, South Africa was divided into eight (8) development regions. Later a ninth region was added. According to this regional division the Natal Lower South Coast Area was included as part of Region E (Natal). It is important to note that the demarcation of these regions was done according to economic and development criteria.

### 3. ECONOMIC INTERDEPENDENCE OF THE AREA WITH REGION E

3.1. For the purposes of sustained development of a region it is necessary that economic laws must receive high priority in the delimitation of boundaries. Certain transitory factors which are currently deemed important in the demarcation of regions such as the aspirations and value preferences of political groups, the views of traditional leaders and of the National States, either ceases to exist or change because of the evolutionary process in contemporary South African politics. However, certain economic laws, once put into motion have long term effects and cannot be adjusted artificially merely to accommodate short term political preferences. The incorrect inclusion of a given area into a specific region can have the effect that the specific area never develops to its optimum potential with negative consequences which could affect not only the area in question but also the country or even sub-continent as a whole.

The economic criteria that are considered applicable in delimiting regions are the concepts of nodality, homogeneity and economic planning. These concepts will be discussed in relation to the Southern Natal.

#### 3.2. Nodal Regions

Nodal regions are based on the fact that economic entities in a certain area are interdependent resulting in a flow of goods and services between such entities. Nodal regions are composed of heterogeneous units (e.g. the distribution of human population leads to cities, towns, villages and sparsely inhabited rural

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areas, in other words a hierarchy of settlements), but these are closely interrelated with each other from a functional point of view. The biggest flow of goods and services tends to polarise towards and from the dominant node or nodes, usually larger cities or towns. Around each node there will develop a zone of influence or spatial field in which interaction in various forms take place. However, as the force of distance exerts itself the flow densities decline as one moves away from the control centre. Eventually, at a certain radius flow densities will fall below a critical level and this sets the outer limits of the spatial field.

If Southern Natal's location is seen in a regional context according to nodal criteria as set out above, the strong linkage which Southern Natal and in partical the South Coast has with the metropolitan area of Durban, especially as far as economic goods and services are concerned and with Pietermaritzburg, the current Provincial Capital of Natal, as far as socio-economic and governmental services are concerned, becomes obvious. An important aspect is that the sphere of influence of the two aforementioned metropolitan areas in effect extends even to the northern parts of the Transkei.

The real growth potential of the South Coast lies with its tourist industry. Tourism has shown spectacular growth all over the world and it is for this reason that it should be well controlled within regional context and guided to areas which are suitable for the various forms of the tourist industry. Next to the sugar industry the tourist trade ranks second in economic importance. Ever since good communication routes were established (i.e. the railway line and, more especially, the national road) the tourist trade has grown from strength to strength.

Undoubtedly, the beaches in the South Coast region are its main source of attraction. For inland visitors it is sea-bathing and sun-bathing which are of prime importance and which are the most sought after forms of recreation. The



contribution of the tourist trade to the local economy is vital for the sustained development of the area.

As far as the definition of a nodal region is concerned, it is both the extent of production (goods and services - in this case largely those generated by agriculture and tourism) of a particular area as well as the linkage of the area with the rest of the region which is of importance. In this respect the traditional markets for the products and services of Southern Natal are the urban populations of Durban and Pietermaritzburg as well as the Witwatersrand area. Very little, if any, of the products and services of the South Coast find markets in the Transkei.

### 3.3. Distance and Physical Infrastructure

The reason for the strong gravitational forces which are exerted by metropolitan areas such as Durban and Pietermaritzburg are mainly due to proximity. Port Shepstone is situated 112 and 200 km from Durban and Pietermaritzburg, respectively. There are no areas or towns in the Transkei which exert a significant gravitational force on the South Coast.

A further reason for the interdependence of Southern Natal and the rest of Region E (Natal) is the layout of physical infrastructure. The only existing rail link is with the metropolitan area of Durban, which is also the nearest harbour and has the closest most convenient international airport. The electricity grid and the telephone network is part of the system which originates in the PWV area and extends into Natal. Additional physical infrastructure such as the South African Broadcasting Corporation and an extensive road network is provided and maintained from Pietermaritzburg and Durban.

There are no rail links with the Transkei except via the metropolitan areas of Durban and Pietermaritzburg and the only significant nodal point in the Transkei, being Umtata, is in excess of 300 kilometres from Port Shepstone via

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roads which are constantly in a state of disrepair. Another very important point in this respect which illustrates the areas' interdependence from the Transkei is the fact that the water supply infrastructure is located entirely within the Natal region and is not linked to the Transkei in any manner whatsoever.

#### 3.4. Homogeneous regions

The homogeneous region concept is based on the view that geographical areas may be linked together as a single region when they share uniform characteristics. These characteristics might be economic (such as similar production structures or homogeneous consumption patterns), geographical (such as a similar topography or climate) and even social or political factors (such as regional identity and/or ethnic homogeneity or traditional party allegiance).

Viewed as a whole, the geology of the South Coast is relatively simple but it plays an important role in determining soils, general topography, mineral deposits and because of the influence of these, man's activities.

Broadly speaking, the geology of the South Coast consist of a contorted and intensely metamorphosed basement of Archaean schists, gneisses and granites. Subsequent to these, a younger formation was deposited and the whole area became flexed to form a very broad and asymmetrical anticline. This structure is the currently accepted model of the broad geological formation in the Natal coastal area and is referred to as the Natal monocline. According to Maud (1961), it might also have resulted from extensive tensional faulting. The axis of the monocline runs from the mouth of the Umtamvuna river to about 16 kilometres west of Melmoth in Northern Natal. From the foregoing one can deduce that geographically speaking Southern Natal and the rest of Natal's coastal belt are very homogeneous.

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Notwithstanding the abovementioned fact it is probably more important that regions should be economically homogeneous rather than physically homogeneous. The effective application of economic policy in a specific region is rendered more manageable if the level of economic development is fairly equal.

The South Coast area is a fairly well developed area and therefore its per capita income is relatively high when compared with other areas in Natal. A map system developed by the GIS Unit of the Human Sciences Research Council, shows that the Port Shepstone axis ranks as the fourth most prosperous area in Natal, taking into account annual per capita income, education/functional literacy and "dependency", measured as the percentage of the population less than 17 years of age.

The consequence of this aspect is important if it is taken into account that the respective regions will in future have more fiscal autonomy than in the past. Regional governments will probably not only have the right to determine priorities on government spending in their regions, but will also have certain authority in regard to the levying of taxes on local economic activity in order to finance these local services. Due to the low level of development in the Northern Transkei, region it dictates in favour of the Southern Natal area being retained as part of Region E (Natal).

### 3.5. Planning Regions

The third method in classifying regions is by division into planning regions. This is an assential categorisation when considering questions of regional policy and planning. A planning (or programming) region is a region in which economic decisions apply. Thus the area should display a degree of uniformity.

Since the implementation of regional policy requires the power to execute decisions, regions ideally need to be defined into areas with administrative and

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political jurisdiction. As planning regions have a large degree of permanency, they should therefore conform as far as possible to the boundaries of natural economic regions.

Given the location of the Natal South Coast in relation to both Regions D and E, it makes good economic sense to retain Southern Natal in Region E rather than coupling its relative small economic base with that of a largely underdeveloped area. There is a distinct possibility that the drain of financial and other resources will have a negative effect on the economy, especially tourism and the real estate market.

Due to the distance from Region D's nodal points, the planning and administration of the area of Southern Natal cannot be effectively managed. There is also the distinct lack in physical infrastructural services such as rail and road networks which would facilitate the effective rendering of such services as opposed to the existing well developed infrastructure which links Southern Natal to the rest of Region E (Natal). The unique development needs of Southern Natal would not receive the attention they deserve as a result of lack of planning and effective administrative control. If, on the other hand, Southern Natal remains as part of Region E, any negative aspects in regard to planning and administration will not apply simply because one economic base is linked with another with more or less the same development needs.

Another aspect regarding effective planning and administration of an area is that the planners and administrators of the region must as far as possible also be consumers of the goods and services of that area. The South Coast has always been a very popular holiday destination for the inhabitants of the Pietermaritzburg/Durban and PWV metropolises. The cane farmers in the Southern Natal area despatch their cane to the sugar mills located either at Port Shepstone or at Sezela. By making Southern Natal and particular the South Coast part of Region D this unity in planning and consumption will be totally

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distorted.

Further examples exist which would further distort the unity which currently prevails between planning, production and consumption of goods and services. The Southern Natal farmers are affiliated to the Natal Agricultural Union and the Natal Cane Grower's Association. In the same manner businessmen of Southern Natal and the Tourism industry are affiliated to the Natal Regional Chamber of Commerce and Tourism Association for Natal/KwaZulu (TANK), respectively.

The direct financial implications of altering regional borders cannot be ignored. The incorporation of Southern Natal into another region would have enormous and far reaching financial implications particularly in regard to the provision of governmental services. It is not only the change between one development region and another which will be involved, but also the change to the existing provincial boundaries. Many governmental services are currently provided by second tier government from both Durban and Pietermaritzburg. A change in boundaries thus has very broad implications, such as health, education, town planning and many other services. It could be argued that provinces as they currently exist, will not be part of a new constitutional dispensation and that regional administrations will be re-constituted. However, a change from a provincial administration to a new regional administration will still need to be an evolutionary process. Thus if the old province and the new region have the same boundaries, the process of change will be that much easier.

4. ETHNIC INTEGRATION AND POPULAR ACCEPTANCE OF THE INHABITANTS OF SOUTHERN NATAL

- 4.1. It is not the object of this document to promote ethnicity as a valid argument for the demarcation of a region. However, if the ethnic argument, is used this argument supports the view that Southern Natal belongs in Region E (Natal).

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4.2. Ethnicity and the voluntary association of people are considered by some to be essential elements when considering the demarcation of regional boundaries. This aspect is especially relevant in the light of the developments in East and West Germany, the Soviet Union and the continued struggle in Yugoslavia.

4.3. The population of Southern Natal is by its very nature cosmopolitan. It consists of a relatively large Indian population and the Black population is composed of different tribes with a natural affinity with the peoples of Northern Natal. The population statistics for the Port Shepstone magisterial district in 1985 was as follows:

Whites	23 893
Coloureds	1 308
Indians	10 320
Blacks	146 083

4.4. The peoples of Southern Natal have for many decades an affinity with Region E (Natal). This affinity has been especially strengthened by business associations, strong sport and cultural bonds as well as the fact that many of the locals study at educational institutions in Natal.

4.5. An added aspect which strengthens the unity with Region E, is the fact that large numbers of migrant workers from Southern Natal work in Durban, Pietermaritzburg and the surrounding metropolitan areas.

## 5. SUMMARY

5.1. The multiparty negotiations currently underway at Kempton Park are formulating proposals in regard to a second tier government system. These proposals include the demarcation of regions.

5.2. From an economic perspective it is abundantly clear that the area between the Umtamvuna and Umzimkulu rivers must remain part of Region E. Durban and

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Pietermaritzburg are the dominant economic nodes. The economic gravitation forces exerted by Durban and Pietermaritzburg are in fact so strong that they reach deep into the Transkei. The entire Southern Natal area is affected by these forces. The level of economic development and thus the level of welfare in Southern Natal and the rest of Region E are more or less the same whereas the economics of the Northern Transkei differs considerably from that of Southern Natal. This is an important aspect when considering the optimal planning and administration of a region, especially when seen in the light of the greater fiscal authority which second tier government is expected to have in future.

- 5.3. There is in reality no particular reason, from an ethnic point of view, why Southern Natal should be part of the Northern Transkei. The peoples of the area have a far greater affinity with Region E.
- 5.4. In conclusion it is important to stress that economic laws cannot be ignored in delimiting a region. If a particular area is incorporated into a wrong region for no other sound reason than political expediency it will never develop to its full potential with resultant negative effects for the area in particular as well as for the entire sub-continent in general.

DEMARCAT.ION

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