

4. KWAZULU/NATAL

INDICATORS	AS PROPOSED BY THE COMMISSION
Area (000 sq km)	87,4
Population (000)	7 590,2
Population Growth (%) 1985-1991	1,8
Density (Persons per km ²)	86,8
Official Urbanisation level (%)	39,4
Growth in Urbanisation (%) per annum (1985-1991)	2,0
Illiteracy rate (%) (Economic active population)	27,8
Potential labour force (000)	3 044,0
Labour force participation rate (%)	52,7
Absorption capacity (%)	44,0
Official Unemployment rate (%)	18,8
Male Absenteeism rate (%)	-14,3
Dependency ratio	2,5
Real GGP (R million) (1988)	17 440,0
Real annual growth in GGP (%) (1970-1988)	1,9
SPR GGP as a percentage of SA's GDP	14,4
GGP per capita (R) (1988)	2 421,0
Personal Income/ GGP (%) (1985)	87,7
Personal Income per capita (1985)	1 971,0

Gender (%)	
Male	47,6
Female	52,4
Age (yrs)	
under 15	42,3
15-65	54,3
65 and over	3,3
Race (%)	
Black	80,0
White	7,5
Coloured	1,5
Asian	11,1
Languages (%)	
Zulu	83,0
English	15,8
Other	01,2

4.1 Summary of arguments for and against the SPR

There are no real objections to the demarcation of KwaZulu/Natal as an SPR. There are, however, critical questions around the boundary issues: firstly whether East Griqualand (EG) and/or Umzimkulu (U) in the South should form part of this SPR or part of the Eastern Cape/Kei SPR. In this regard there are three points of view: (i) that EGU as a whole remain in the Eastern Cape/Kei as demarcated by the Commission, (ii) that EGU as a whole be placed in KwaZulu/Natal, (iii) that EG be placed in KwaZulu/Natal and Umzimkulu in the Eastern Cape/Kei (for detail see section 4.3 under 'sensitive areas'). The second boundary issue is whether Simdlangentsha/Pongola in the North should form part of KwaZulu/Natal or the Eastern Transvaal. Simdlangentsha, a part of KwaZulu, separates two parts of the Piet Retief district in the Eastern Transvaal. There are thus two options: include the whole 'Pongola finger' into either the Eastern Transvaal or into KwaZulu/Natal. Pongola has not been identified as a sensitive area by the Multi-Party negotiating Council.

4.2 Application of Criteria

4.2.1 Geographic Coherence

The KwaZulu/Natal SPR covers an area size of 87 400 km² and forms a compact geographical unit. The geographic integration of KwaZulu and Natal

significantly improves the geographic coherence of the proposed SPR. The recommended demarcation also improves the geographic coherence of KwaZulu/Natal and the neighbouring SPR by integrating the enclave of Umzimkulu with its hinterland to the south. Similarly the enclave of Simdlangentsha on the northern boundary of KwaZulu/Natal is integrated with its hinterland to the south, by including Pongola into KwaZulu/Natal.

The SPR has strong **urban** linkages along the Durban-Pinetown-Pietermaritzburg axis and smaller urban centres around Port Shepstone and Empangeni, as well as a **rural** hinterland. The level of urbanisation is 39,4% and the SPR experienced an average urban growth of 2% per annum between 1985 and 1991. The Durban Functional Region is one of the fastest growing urban complexes in the world.

4.2.2 Economic and Development Issues

Economic Functionality

The KwaZulu/Natal SPR displays internal economic functionality with major economic nodal points centred around Durban-Pinetown-Pietermaritzburg, Richards Bay/Empangeni and Port Shepstone. In addition, six economic sub-nodes can be identified within the SPR as a whole: the Durban Functional Region, Southern Natal, East Griqualand/Northern Transkei, the Midlands, Northwestern Natal, Zululand.

Economic Viability

The SPR contributes 14,4% of the GDP of South Africa, with a real GGP of R17 440 million (1988). The GGP per capita of KwaZulu/Natal is the third lowest of the proposed SPRs, at R2 421 (1988), which is considerably under the national average of R3 332. The personal income per capita of R1 971 (1985) is also the third lowest, being better than the Northern Transvaal and the Eastern Cape/Kei SPRs.

The KwaZulu/Natal economy has a relative low absorption capacity in the formal economy (only 44% of the potential labour force can find salaried employment within the SPR). With a male absenteeism rate of 14,3% and a dependency ratio of 2,5, the relative viability of the SPR is reduced, although its position is stronger than the Northern Transvaal and Eastern Cape/Kei.

Development Potential

The extent of KwaZulu/Natal's development needs are considerable, given the economic indicators outlined above, and given that 42,3% of the SPR's population is under the age of 15. The SPR does, however, have relatively well developed agricultural, manufacturing and transport sectors, and has in

fact increased its share of the national GDP by 28% in the period between 1970 and 1988. The integration of the currently fragmented structures and processes responsible for development planning within the framework of the proposed SPR should assist in further realising the potential of this SPR to cater for the needs of its large population.

4.2.3 Institutional and Administrative Capacity

Health

This SPR has one major academic hospital attached to the University of Natal Medical School and several other hospitals. There are 4,1 hospital beds per 1 000 people. The SPR has a very low doctor-patient ratio of 0,5 and only 0,17 clinics per 5 000 people. There are considerable rural-urban disparities in the provision of health services in KwaZulu/Natal. The infant mortality rate of 52 per 1 000 live births is similar to the Northern Cape and the Eastern Transvaal.

Education

The KwaZulu/Natal SPR has three universities with five campuses: Unizulu-KwaDlangezwa, UniZulu-Umlazi, Natal-Durban, Natal-Pietermaritzburg and Durban-Westville. The potential for intra-regional co-operation is good.

Physical Infrastructure¹

KwaZulu/Natal can be classified as a water rich region, with a total utilizable water capacity of over 6500 million m³/a. An estimated 25% of the urban population and between 35% and 85% of the rural population have an inadequate water supply. Over 40% of the urban population and up to 55% of the rural population of this SPR have inadequate sanitation. Between 24% and 46% of the population, extending to 93% in some areas, are without electricity. The road network density for the SPR as a whole is above the national average. However, the provision of rural roads per capita for the whole SPR is below the national average.

Institutional and Administrative Capacity

The SPR is served by regional offices of the Republic of SA, the KwaZulu Administration and the Natal Provincial Administration. Currently there is some duplication of administrative institutions and functions between the Natal and Kwazulu areas, but this has been partly addressed by the Joint Executive Authority and, at a local level, through the creation of Joint Services Boards.

¹ The data under this section is based on statistics for development region E.

Thus the necessary institutional and administrative capacity for regional governance exists. Further rationalisation and integration of the existing institutional structures is facilitated by the demarcation of the SPR as a whole.

4.2.4 Socio-Cultural Aspects

The population of KwaZulu/Natal is 7 590 200 (1991), with a population density of 86,8 persons per km². The SPR is second in the country, with 20% of the total national population, and the second most densely populated SPR in the country. The racial composition of the SPR is 80% Black, 11% Asian, 7,5% White and 1,5% Coloured.

Several languages are spoken, with Zulu (83%) and English (16%) as the most common. Other languages spoken include Xhosa, Afrikaans, Southern Sotho, Swazi, Tamil, Hindi, Gujarati and Telegu. A well developed sense of regional belonging, as well as a sense of historical identity, exists.

4.3 Sensitive Areas: East Griqualand/Mount Currie and Umzimkulu

The area of East Griqualand/Mount Currie and Umzimkulu (EGU) has been identified as a sensitive area by the Commission and the Negotiating Council. Much of the same arguments for and against were made in both rounds of the submissions. In the second round, an additional appeal was made for the creation of a separate SPR, stretching from the Umzimkulu river in Southern Natal to the Umtata river in central Transkei. The following two sections capture the divergence in perspectives on the EGU from the written submissions and oral hearings.

4.3.1 Arguments to include EGU in KwaZulu/Natal as reflected in the submissions

- Strong economic linkages exist between EGU and Natal, including markets, roads, railways and employment. Business relies on Natal for their supplies.
- Durban and Pietermaritzburg serve as important administrative centres, ie. revenue offices, courts, etc.
- The distance between EG and Pietermaritzburg/Durban is 240 km, compared to 400 km to East London.
- Umzimkulu residents spend their money (including VAT) in Natal, but do not benefit from this directly. Being part of Natal they could lay claim on their taxes.
- With 20% of the total population of the RSA, Natal only contributes 14% of the GDP, and hence needs the economic contribution of the EG to strengthen

it.

- Durban and Pietermaritzburg are important sources of employment for Umzimkulu and Northern Transkei residents.
- Agriculture currently makes a significant contribution to the GGP of Natal. All linkages for agricultural inputs and farmer's unions are with Natal. It would be important not to sever these linkages or to sever the agricultural unity of the larger area.
- Fears exist that the perceived instability or potential violence in Transkei would harm investor confidence in EG and Southern Natal, and especially the tourism industry there.
- Language and cultural ties exist with Natal, ie. that (black) people in the EGU practice the same cultural rituals and speak Zulu.

4.3.2 Arguments to include EGU in the Eastern Cape/Kei as reflected in the submissions

- Functional economic linkages exists **within** the EGU and Northern Transkei. A mutual dependency exists between Northern Transkei and EG with respect to trade, labour markets and commuter patterns.
- EGU is seen as the granary of the Northern Transkei, stretching as far as Umtata - they depend on the food produce, such as vegetables and livestock, of small and commercial farmers, who in turn trade with the south as an important market.
- Kokstad serves as an economic nodal point for the Northern Transkei. Workers commute daily from the Northern Transkei to Kokstad.
- In employment terms, the Northern Transkei has equally strong economic links with the PWV as with Natal. Northern Transkei is one of the main net suppliers of male migrants to the PWV. Employment links do thus not constitute sufficient grounds to place Umzimkulu or other parts of Northern Transkei into Natal.
- Transportation linkages do exist between Umtata and Kokstad, in the form of taxi transport. If transport linkages are considered, the whole of the Transkei is linked to Natal in terms of travelling, shopping and commuter patterns.
- Regarding an administrative centre, the distance between EG and Umtata is ± 200 km, which is much the same as to Durban/ Pietermaritzburg.

- The current economic linkages between Natal and Northern Transkei reflect the strong economic pull of the highly developed economies of the Durban Functional Region, Pinetown and Pietermaritzburg. Continuing this trend would not be conducive to the development of the EGU.
- The East Griqualand/Kei Development Forum, established in May 1993, is a subregional structure of the Border/Kei Development Forum, which was initiated to explore the planning and development needs of the larger Border/Kei region. These organisational linkages confirm the development and planning linkages between the EGU and the Border/Kei.
- The EGU has strong language and cultural ties with Transkei. Historically the land between the Umzimkulu river and the Umtamvuna or Umtata river belongs to paramount chief Faku.

4.4 Application of criteria

4.4.1 Geographical Coherence

The geographic location of the Umzimkulu enclave (currently administered by the Transkei Government) within the KwaZulu/Natal SPR poses a problem for the geographic coherence of the Southern boundary of KwaZulu/Natal and the Northern boundary of the Eastern Cape/Kei SPR.

4.4.2 Economic and Development Issues

Economic linkages **between** the EGU and the Durban-Pietermaritzburg metropole exist, in the form of commuter patterns, trade and employment links. Economic analyses on the other hand also point to strong economic linkages **within** the Northern Transkei-East Griqualand sub-region of development region E. Employment patterns indicate a commuter labour flow between Northern Transkei, Umzimkulu and East Griqualand. Approximately 2 000 commuters from the surrounding Transkei districts enter Kokstad daily. Kokstad exerts a strong mini-nodal pull on the surrounding areas in terms of trade, markets and shopping centres. The economies of the EG and Northern Transkei are thus integrated and mutually interdependent. To separate the EG node from the rest of its economic hinterland, would be detrimental to the Northern Transkei and hamper the economic viability of the sub-region as a whole.

4.4.3 Institutional and Administrative Capacity

The population of Northern Transkei utilises the **hospitals** in Umzimkulu, Ixopo and Kokstad. An estimated 1 500 to 2 000 outpatients from the Northern Transkei/Pondoland area are treated daily at East Griqualand

hospitals.

The level of physical and social **infrastructure** (roads, water, sanitation and electricity) in EG is considerably higher than in the surrounding hinterland of Northern Transkei, which reinforces the economic gravitational pull of Kokstad on the neighbouring areas.

Education in the EGU is administered by the education departments of the Natal Provincial Administration, House of Delegates, House of Representatives, Department of Education and Training and Transkei Government. Clearly a need exists for the integration and rationalisation of educational services, as well as the upgrading of black education facilities.

Administrative structures in the area include magisterial and municipal offices, a magisterial court and the office of the EG Joint Services Board. East Griqualand, although the smallest, has its own Joint Services Board to maintain roads, water, electricity and recreational facilities in the EG area. The Board has the capacity to expand service delivery to the rest of Northern Transkei.

4.4.4 Socio-Cultural Aspects

The total **population** of EG/Mount Currie is 43 586, comprising 33 521 (77%) Blacks, 4 640 Whites, 5 388 Coloureds and 37 Asians. 58% of the population of EG is rural and 33% is under 15 years. The gender breakdown is even.

The total population of Umzimkulu is 133 938, more than three times the size of the EG population. The racial breakdown for the area is overwhelmingly Black. 96% of the Umzimkulu population is rural and 48% is under the age of 15 years. Furthermore, 59% of the population is female.

The language census data indicate that the dominant language spoken in the EGU is Xhosa (74%), although Zulu, Afrikaans, English and South Sotho is also spoken. In EG, the Xhosa language represents 65%, with Afrikaans second at 12,5% and English third at 9,7%. In Umzimkulu Xhosa is spoken by 77% of the population, and 21,8% speak Zulu.

There are contested understandings of the sense of cultural identity that exists in the EGU area (see section 4.3). The data provided above indicates a preponderance of Xhosa-speaking inhabitants in the EGU, but it is not a sufficient measure of cultural identity.

4.5 Evaluation

This SPR meets the criteria to constitute a functional regional unit. KwaZulu/Natal is geographically coherent, displays the necessary internal economic functionality and development potential, has sufficient institutional and administrative capacity, and combines socio-cultural diversity with a major language homogeneity, to constitute an SPR.

In relation to the sensitive area of East Griqualand/Umzimkulu, an evaluation of the submissions and application of the criteria indicate that the EGU is strongly contested from both sides with considerable divergence in opinion. The Steyn Commission of 1976 found that the majority of Coloureds wanted East Griqualand to remain in the Cape Province, while most of the white population in the area wanted it to be placed in Natal. The oral hearings of the Commission revealed a similar divergence. The majority of the white population identifies with Natal, while the black majority express strong sentiments towards the Cape and/or Transkei.

Geographically it would be difficult to separate EG from Umzimkulu and place only the EG into KwaZulu/Natal, because Umzimkulu is encapsulated in the current Natal region. The more rural area of Umzimkulu is also dependant and interlinked with the neighbouring urban area of East Griqualand.

In terms of **economic functionality** it is difficult to separate Umzimkulu and Northern Transkei from East Griqualand. Such a separation would be detrimental to the economies of the surrounding areas with which it is integrated. An assessment has to be made of the relative strength of the **nodality within** the EG/Umzimkulu/N Transkei and the **nodality between** the EG/Southern Natal/Northern Transkei subregion and the Durban/Pinetown/Pietermaritzburg metropole. The submissions reveal that people's expectations are that Natal might be able to provide more economic and employment opportunities. This reflects the economic pull of the developed 'white' areas.

In terms of **institutional and administrative infrastructure**, the existing linkages in the EG are with Natal and in Umzimkulu with the Transkei/Cape. As far as language and cultural ties are concerned, there are conflicting claims. The official language statistics demonstrate that the dominant language in both areas is Xhosa. The issue of **socio-cultural** identity remains difficult to assess, given conflicting claims and the fact that there is no unilinear correlation between language usage and cultural identity.

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.

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 would be 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 the Umzimkulu River 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.

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 of R3 332.

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 economic 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.

The draft Interim Constitution makes provision for the creation of one seat in the SPR legislature for every 50 000 votes cast, with a minimum of 30 and a maximum of 100 seats. The separate Eastern Cape would have 30 seats (866 000 voters) and the Border-Kei a potential of 46 (2306 000 voters), ie 13 seats more than would be the case with a combined SPR. (The combined Eastern Cape/Kei SPR would have 63 seats based on 3172 000 voters)

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 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 and East London, 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.

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 and East London, 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.

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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.

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, Siphagani, 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 Northern 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.

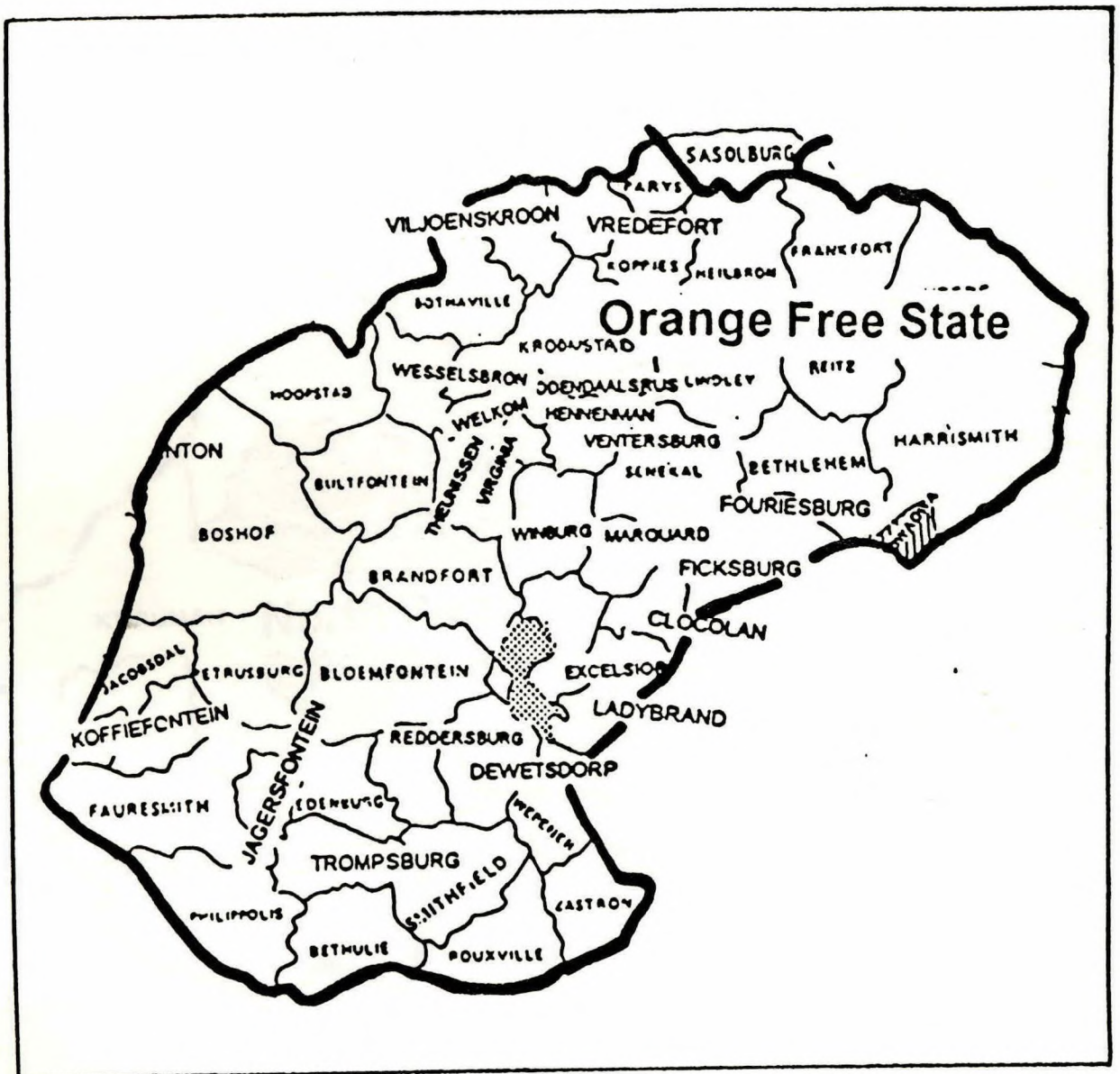
3.4. Evaluation

The debate on the issue of whether or not to divide the greater E Cape/Kei SPR has 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, could in all likelihood be supported by the majority within this SPR.

ORANGE FREE STATE SPR



NORTH WEST SPR

