

- * There are also important consequences of not drawing effective regional boundaries. SA faces a severe crisis of economic growth, development delivery and political legitimacy and stability. The creation of regions is a mechanism that will have to facilitate progress in all of these areas. We need more considered public debate on these matters before decisions are made.
- * If you consider the response within one month to the Commission's call for public submissions, I feel confident that a focused and structured attempt to take the debate further and hear more evidence will be possible in a short time and will deliver important benefits (it is worth noting that with 3-4 days notice a public hearing was organised in the Umzimkulu area which was attended by over 500 people. Some 19 organisations sent delegations to appear before the commission).

I am not advocating delay in the political negotiations process or the holding of elections. It is possible to proceed with all other arrangements that are necessary and only finalize the regional map in September/October. This will not affect preparations for the elections and will enhance people's commitment to the new constitution and its regional governments.

I would strongly urge the negotiating parties not to impose an undemocratic map on the country. I cannot see how the cause of democracy is strengthened and assisted by this haste. I can only see the negative consequences of making the wrong decisions and finalising the regions without adequate consultation and public participation.

Ann Bernstein
July 1993

**REPORT ON FURTHER WORK ON THE
DEMARCATIION/DELIMITATION OF
STATES/PROVINCES/REGIONS (SPRs)**

15 OCTOBER 1993

Dr B NOMVETE and Mr AS DU PLESSIS
Co-Chairpersons

**STRICTLY EMBARGOED UNTIL TABLED AT THE
NEGOTIATION COUNCIL ON FRIDAY 15 OCTOBER 1993**

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PREFACE

The Negotiating Council of the Multiparty Negotiating Process on 28 May 1993 established a Commission on the Delimitation/ Demarcation of States/Provinces/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 of 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 it.

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 areas identified by the Negotiating Council as "sensitive". The Co-Chairpersons, after consultation with a sub-committee of the Planning Committee, agreed on a workplan to obtain, analyse 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 functions of the SPR's have not yet been determined. Since these 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 11 September 1993 it had to deal with 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.

The Co-Chairpersons have discussed in great detail the findings of the various sub-teams of the Task Force who have attended the hearings and who have worked through the submissions, and have come 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 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 SPRs;
- 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 SPRs;
- the inclusion of certain underdeveloped areas into specific SPRs 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 which 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 creation 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 many 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 it was not included in the terms of reference of the Commission and the Co-Chairpersons did not regard it as part of their brief.

- (d) 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 levels of sensitivity and in the potential for resolution.

The spectrum of changes in boundaries could likely range from marginally changing a border to exclude or include a town in a specific SPR or drastic i.e. the combination of two SPRs or dividing an SPR into two.

Except for those resulting from negotiations, changes in the boundaries, especially if there is insufficient consensus, could result in non-acceptance by some interest groups leading to a never-ending process of dissatisfaction.

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

- East Griqualand (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 of the issues in these areas must therefore 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 of States/Provinces/Regions.
- The process, from a political standpoint, is at an early stage and taking the diversity of viewpoints 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 represent 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 therefore requires a forum capable of reaching consensus and agreement through a process of compromise and "give" and "take". Certain 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 were not to find compromise between conflicting historical, political and often emotional interests held by various groups, however, compelling these may be.
- 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

1. INTRODUCTION

In May 1993 the Multi-Party Negotiating Council established a Commission on the Delimitation/Demarcation of States/Provinces/Regions (SPRs). In compliance with its mandate the Commission invited various groups in the country including political parties, trade unions and civic associations to submit proposals in writing or orally. To supplement the submissions the Commission collected additional data from relevant institutions and agencies.

In the evaluation and analysis of the submissions and the material gathered from other sources, the Commission was assisted by a technical support team. The following criteria, established by the Negotiating Council, were applied: geographic coherence, economic functionality, economic viability, social and physical infrastructure, development potential, institutional and administrative capacity and socio-cultural aspects (Addendum 1).

The report of the Commission, which recommended 9 regions (SPRs) was submitted to the Negotiating Council in July 1993. (See Map). In its deliberations the Council adopted the report of the Commission and identified eight "sensitive areas." To address these areas the Council resolved as follows:

- that further submissions should be invited from participants in the Negotiating Council, and from people and organisations in the eight areas identified as "sensitive"; and
- that the Co-Chairpersons of the Commission should work out a modus operandi for the implementation of the following tasks:
 - invite oral and written submissions
 - analyze submissions
 - prepare a technical report reflecting reasons for and against options with respect to recommended regions
 - prepare a report on the findings to assist the Negotiating Council to take decisions

The sensitive areas identified by the Negotiating Council are:

- **Eastern Transvaal** - the proposed borders, with reference to the question of whether this region should include Pretoria, KwaNdebele, Bronkhorstspuit, Middelburg and Witbank. The position of the Kruger National Park.
- **Pretoria/Witwatersrand/Vereeniging** - whether this region should exclude Sasolburg, Pretoria and the part of Bophuthatswana located in it. Secondly, whether Pretoria should be located in the Witwatersrand-Vereeniging region.

- **Orange Free State** - whether this region should be combined with the North West region.
- **Eastern Cape/Transkei/Ciskei** - whether this region should be one or two regions and the boundaries thereof.
- **Western Cape** - whether this region should be combined with part of the Northern Cape to make one region.
- **Northern Transvaal** - whether this region should include Pretoria, Groblersdal, Pilgrims Rest and Hammanskraal. The position of the Kruger National Park.
- **Northern Cape** - whether the northern boundary of the region should include Kuruman and Postmasburg, and whether Namaqualand should be excluded from the region.
- **KwaZulu/Natal** - whether the Umzimkulu/Mount Currie area should be included in this region.

In compliance with the mandate, the two co-chairpersons, whose names appear in the front of this report, appointed a Task Force to assist them in the carrying out of the assignment. (See Addendum 2).

The members of the Task Force were selected from the membership of the Commission and its Technical Support Team. The Task Force comprises academicians, researchers and technical experts in at least one of the criteria used for demarcation of SPRs. The work of the Task Force was co-ordinated and supported by substantive secretary assisted by a small administrative and secretarial team (See Addendum 3).

Invitation for written and oral submissions were issued in mid-August 1993 to political parties/organisations/administrations represented in the Negotiating Council, media agencies and to more than 200 organisations by facsimile. Invitations were also sent by further announcements through the 42 media agencies. The list of newspapers and radio stations as well as the copy of the announcement is attached (Addendum 4). The secretariat also had a toll free telephone number through which replies or comments could be communicated. More than 80 telephone calls were received mainly from individuals who spoke on their account and from a few organizations.

The response on submissions (oral and written) was overwhelming, notwithstanding the limited time. Written submissions were received from more than 450 organisations, individuals and also from participants in the Negotiating Council. (Addendum 5).

The submissions came from a diverse group of people, including statutory bodies, religious organisations, trade unions, development and business organisations, community groups,

women's groups, youth groups, educational and political parties or movements. The organisations vary in their size of support and also in their constituencies.

Requests for oral hearings came from a variety of organisations including statutory, religious, development, traditional chiefs, political, business, civics, youth, women's and farmers' organisations. The hearings were arranged from 21 September to 02 October 1993 and were held in Welkom, Kokstad, East London, Vredendal, Calvinia, Hartswater, Klerksdorp, KwaNdebele, Pretoria and the World Trade Centre.

In order to ensure that the hearings took place within the time frame that was available teams to cover the ten venues that all those who wished to be heard were granted the opportunity to do so. One hundred and seventy seven (177) organisations and individuals, some of them representing more than one grouping submitted oral evidence (**Addendum 6**). Most of the information presented during the oral hearings was also presented in written form. Where no written submission were presented, the available information (together with the hearings) was discussed by the Task Force and used in the analysis of the oral hearings.

During the oral hearings the Task Force found that many people welcomed the opportunity to be heard. Therefore, the Task Force was well received in many areas. In only a few instances did the Task Force experience intimidation.

Source of Technical Information

To ensure uniformity in the reliability and completeness of empirical data, the Task Force restricted itself to the following sources of statistical data:

- Development Bank of Southern Africa (economic, demographic, geographical, literacy, health data)
- 1991 Population Census
- PWV Forum (economic data)
- National Parks Board of South Africa (data on National Parks)

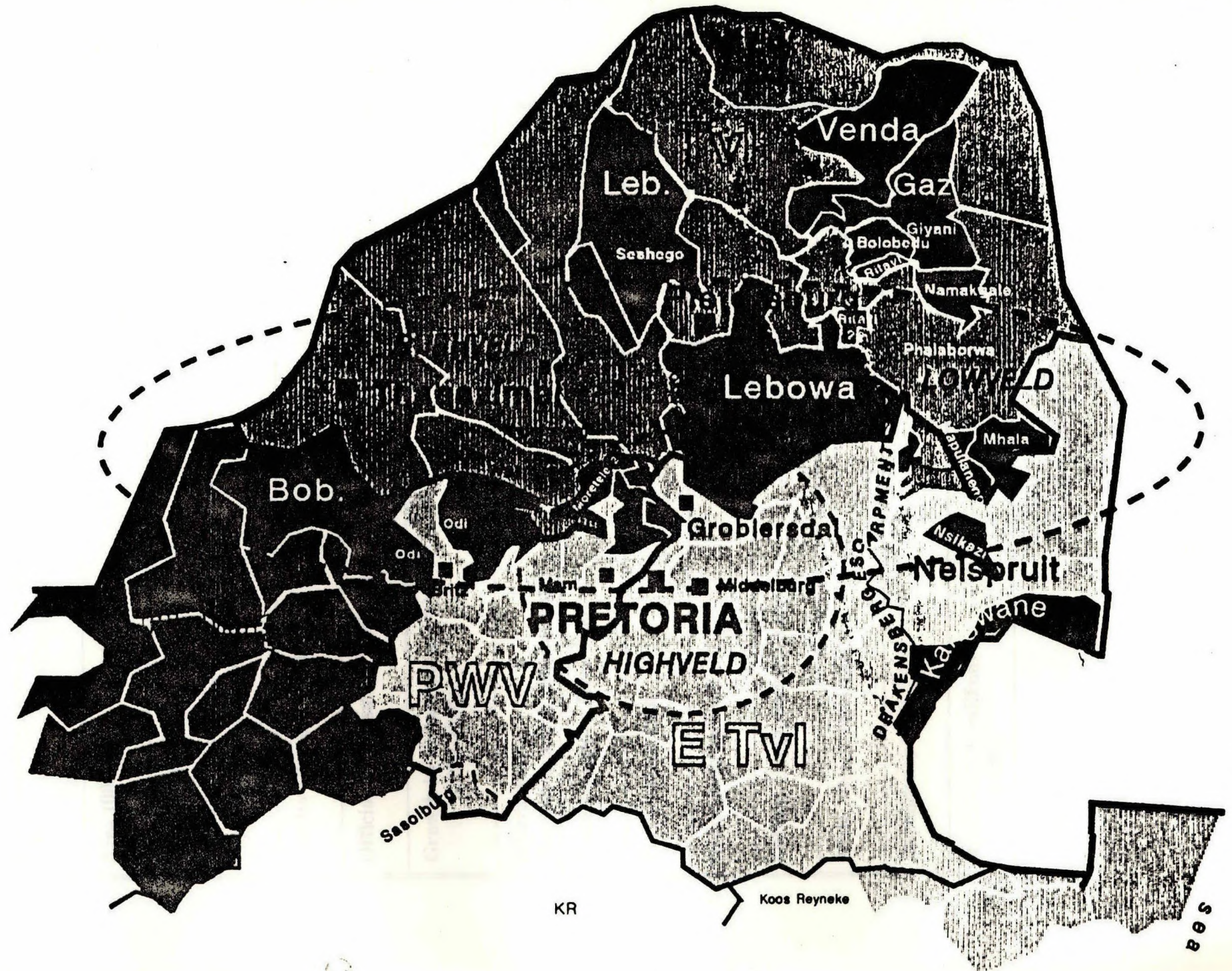
In respect of the format of the report, the Multi-Party Negotiating Council requested (a) technical report reflecting reasons for and against options with respect to recommended SPRs and (b) evaluation of the areas considered to be "sensitive". The Task Force, instead of providing two separate reports, considered it would be more practical to integrate the two reports to provide an overall picture. Arguments for and against the SPR and sensitive areas, as reflected in the submissions are presented. The criteria for demarcation of regions were applied to the various options to provide objective assessment. Under the section labelled "Evaluation", the findings are synthesized and various options are proposed.

Regions as proposed by the CDDR



EASTERN TRANSVAAL SPR





6. EASTERN TRANSVAAL

INDICATORS	AS PROPOSED BY THE COMMISSION
Area (000 km ²)	78,3
Population (000)	2 129,5
Population Growth (%) 1985-1991	2,6
Density (Persons per km ²)	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

INDICATORS	AS PROPOSED BY THE COMMISSION
Real annual growth in GGP (1970-1988)	3,3
SPR GGP as a percentage of SA's GDP	8,1
GGP per capita (R) (1988)	4 974
Personal Income/ GGP (%) (1985)	42,5
Personal Income per capita (1985)	2 341
Gender (%) Male Female	53,3 46,7
Age (yrs) (%) 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 (%) Swazi Zulu Afrikaans	37,7 27,2 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 per sq km, the population density is just below the national average. This SPR has an inflow of male workers as reflected in the positive male absenteeism rate of 24,6%. This SPR has a relatively diverse economic resource base and has the second highest GGP per capita at R 4 974. The Eastern Transvaal

below the national average. This SPR has an inflow of male workers as reflected in the positive male absenteeism rate of 24,6%. 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 31,5%.

6.1 Summary of arguments for and against the Eastern Transvaal SPR

6.1.1 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.

6.1.2 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 Geographical 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 follows development region boundaries, with the exception of Delmas.

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 Northern Transvaal SPR), Witbank-Middelburg, serving the Highveld subregion (and in turn served by Pretoria in respect of higher-order services), Secunda-Standerton with the South West subregion as service area, and Ermelo, serving the South East. 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 Witbank, Middelburg, Delmas, Bethal and Highveld Ridge, has close ties with Pretoria through industrial axes and employment linkages.

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 Bio-region 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, Bronkhorstspuit and Pretoria) in a Highveld subregion. 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. Conversely, delivery of goods and rendering of services from the nodal point typically take place within the surrounding 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 metropolitan area or city linking the subregions into a functionally integrated urban service area in the SPR.

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 R4 974, 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 income per capita is just below the national average, at R2 341. However, this figure is still higher than those of 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).

Although full information on what the functions and tax powers of SPR governments are to be, is not available at present, indications are that the total cost of the Eastern Transvaal SPR, as a percentage of its GGP, could be lower than the average. However, the estimated cost of the SPR government, expressed as a percentage of labour remuneration, would be higher than the national average. Therefore, this SPR's tax base is smaller than one would deduce from its GGP figure.

Social and Physical Infrastructure

The SPR has a population of 2 129 500, with a population density of 27,2

persons per sq km, which is below the national average. Only 35% of the population is urbanised and with 40% of the people under 15 years of age and a relatively high illiteracy rate of 32%, the development needs of the SPR are substantial.

The health services of this SPR are administered by three RSCs, the Transvaal Provincial Administration, the KaNgwane Government and the Department of National Health and Population Development. The institutional capacity in terms of medical services are poor. There are only 0,28 doctors, 1,12 nurses and 2,11 hospital beds per 1 000 of the population. While the Eastern Transvaal SPR 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 are no universities and technikons in the SPR (only satellite facilities).

The road network density in the area is above the national average and is exceeded only by the PWV and Western Cape. The Eastern Transvaal is a water rich area, with total utilisable water of 6 500 million m³/a, with another 2 000 million m³/a flowing 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.

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. The largest concentration is in Nelspruit due to its remoteness from Pretoria, from where all services were rendered at first. In addition to these decentralised government departments, the SPR also contains the KaNgwane administration, the offices of the Transvaal Provincial Administration and three regional services councils. While administrative capacity exists in the SPR, its centralisation in one centre (the future capital of the proposed SPR) will entail additional costs.

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%). The Witbank-Middelburg subregion has close traditional and historical ties with Pretoria, as articulated by the Ndebele community. The Swazi, Ndebele and Zulu speakers tend to be concentrated in the Eastern, Western and Southern parts of the SPR respectively.

6.3 Sensitive Area: Pretoria

6.3.1 Arguments for inclusion of the Pretoria, KwaNdebele, Bronkhorstspuit, Middelburg and Witbank in the Eastern Transvaal 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. There is a need for a university offering a full spectrum of courses (unlike a satellite campus), as well as for a supreme court.
- 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 wishes 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.

6.3.2 Arguments against the inclusion of the Pretoria, KwaNdebele, Bronkhorstspuit, Middelburg and Witbank as reflected in the submissions

- The Eastern Transvaal does not need Pretoria as a capital, as it has sufficient institutional and administrative capacity.
- 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.
- Strong linkages exist between Pretoria and the neighbouring areas of Bronkhorstspuit 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 will not necessarily improve the lot of the majority of Eastern Transvaal residents. It will simply replace interregional differences with intra-regional 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 when combined with Pretoria.
- Fears exist over the potential dominance of Pretoria if it is included in the Eastern Transvaal.
- Fears exist that the white right-wing want Pretoria incorporated in the Eastern Transvaal in order to create a Volkstaat there.

6.4 Application of criteria

6.4.1 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, it must also include Cullinan and Wonderboom to make the SPR contiguous and compact. Existing urban-rural linkages in the Eastern Transvaal SPR will not be affected by the inclusion or exclusion of the Pretoria area. Excision of the Pretoria area from the PWV SPR will leave the rest of that SPR with a non-compact shape.

6.4.2 Economic and Development Issues

The inclusion of Pretoria would improve the fiscal base and hence the economic viability of the Eastern Transvaal. The redistributive effects of adding Pretoria to the Eastern Transvaal in terms of ameliorating the socio-economic conditions of the majority of the population in the combined area remains uncertain. In this regard a similar option to include Pretoria into the much poorer region of the Northern Transvaal could be motivated. The potential effects of combining Pretoria with the Eastern Transvaal also has to be measured against the impact that the excision of Pretoria would have on the economy of the PWV.

The nodal ties between Witbank/Middelburg and Pretoria is weaker than between Pretoria and the Wits-Vaal area. Only one of the three nodal points of the Eastern Transvaal is directly linked to Pretoria, namely, Witbank/Middelburg. The Southern nodal point of Secunda is functionally linked to both Pretoria and the Witwatersrand area. This, inter alia, demonstrates the economic pull of the PWV on neighbouring areas.

6.4.3 Institutional and Administrative Capacity

The Eastern Transvaal SPR may potentially benefit from the inclusion of Pretoria in terms of its current status as a national capital. 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. The excision of Pretoria from the PWV will have implications for administration in the rest of that SPR. The fate of Pretoria is tied to its status as a national administrative capital and hence not only is a regional matter, but an issue of national importance.

6.4.4 Socio-cultural aspects

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. The addition of Pretoria to the Eastern Transvaal SPR would increase the linguistic heterogeneity of the SPR, although it would be less heterogeneous than the PWV. 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 single language would be clearly dominant.

The average demographic indicators of the Eastern Transvaal SPR 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 of age would be 37 %. The statistical demographic averages of the Northern Transvaal would also be improved by the addition of Pretoria to that SPR. Finally, the effect of combining Pretoria and the Eastern Transvaal will have to be measured against the impact on the socio-demographic profile of the PWV itself as a result of the excision of Pretoria.

A diversity of language, culture and Lowveld/Highveld identities exist in the Eastern Transvaal SPR.

6.5 Sensitive Areas: The Kruger National Park and the Districts of Groblersdal and Pilgrim's Rest

The Kruger National Park and the districts of Groblersdal and Pilgrim's Rest on the Northern boundary of the Eastern Transvaal have been identified as sensitive areas by the Multi-Party Negotiating Council. The arguments for and against the inclusion of these areas into the Eastern Transvaal will be identified below, followed by an application of the criteria to these areas. The written submissions and oral hearings reflect that opposing claims are made on all the districts along the Northern boundary of this SPR.

6.5.1 Arguments in favour of Including the Kruger National Park (KNP) in the Eastern Transvaal as reflected in the submissions

- 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 is the natural home for the Park.
- The Eastern Transvaal Lowveld has a developed eco-tourism industry and hence could manage the KNP.
- The Eastern Lowveld and Escarpment, within which the KNP falls, forms a single ecologically sensitive bio-region and hence, in the interests of conservation, the KNP should not be divided, but should be managed as a single entity.

6.5.2 Arguments against including the KNP in the Eastern Transvaal as reflected in the submissions

- Two-thirds of the boundary of the KNP falls within the Northern Transvaal SPR, hence the KNP should fall into that SPR.
- The Northern Transvaal SPR is poorer than the Eastern Transvaal SPR and hence has a greater need for the revenue generated from tourism in the KNP.
- 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.

6.6 Application of Criteria

The area of the Kruger National Park involves an ecologically sensitive bio-region which 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 position 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.

6.7 Sensitive areas: Groblersdal

6.7.1 Arguments in favour of including Groblersdal in the Eastern Transvaal as reflected in the submissions

- 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.
- If Groblersdal is included in the Northern Transvaal, it will divide the traditional area of the Ndebele people.

6.7.2 Arguments in favour of excluding Groblersdal from the Eastern Transvaal as reflected in the submissions

- 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. 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.
- Approximately 85% of Groblersdal's population is Northern Sotho/Pedi-speaking and of Pedi descent.

6.8 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.

6.9 Sensitive area: Pilgrim's Rest

6.9.1 Arguments in favour of including Pilgrim's Rest in Eastern Transvaal as reflected in the submissions

- Pilgrim's Rest and the areas of Bushbuckridge, Mhala and Mapulaneng is economically linked to Nelspruit, in terms of employment and commuter patterns.
- Pilgrim's Rest relies on the Eastern Transvaal RSC for services. The escarpment would create problems for service delivery from the Northern Transvaal.
- Pilgrim's Rest relies on the Loskopdam for its 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.

6.9.2 Arguments in favour of excluding Pilgrim's Rest from the Eastern Transvaal as reflected in the submissions

- The people of Pilgrim's Rest 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.

6.10 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.

Inclusion of 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. The inclusion of the Lydenburg and Sekhukhune districts, as well as of the Groblersdal and Nebo districts, in the same SPR will strengthen existing rural-urban linkages by adding SPR government linkages to commercial ones.

The issue of where the boundary between the Eastern and Northern Transvaal SPRs should be, is highly complex and sensitive. Numerous combinations and permutations are possible.

6.11 Evaluation

The Eastern Transvaal SPR is geographically contiguous, linguistically heterogeneous, lacks a single metropolitan core and has considerable development needs.

The final outcome in respect of the Eastern Transvaal SPR will depend upon the decisions taken on the demarcation of Pretoria, as that will have an effect on the SPRs adjoining the Eastern Transvaal, namely the PWV and the Northern Transvaal.

KWAZULU / NATAL SPR

