

417.3 (97)

CAPE METROPOLITAN BOUNDARY STUDY

COMMISSIONED BY THE MUNICIPALITIES OF: FRANSCHHOEK, GORDON'S BAY, PAARL, SOMERSET WEST, STRAND, STELLENBOSCH, WELLINGTON

REPORT NO. 1

7 MARCH 1994

PREPARED BY:

Prof. A.J.M. de Vries, Graduate School of Business, University of Stellenbosch
Messrs Dennis Moss Partnership Inc., Urban and Regional Planners
Messrs Andries van Rooyen and Fredrick Uys, School of Public Management and Development, University of Stellenbosch
Prof. Izak Van der Merwe, Department of Geography, University of Stellenbosch
Messrs Van Wyk and Louw Inc., Consulting Engineers, Cape Town

ASSISTED BY

Conningarth Consultants, Consulting Economists, Pretoria

CAPE METROPOLITAN BOUNDARY STUDY

COMMISSIONED BY THE MUNICIPALITIES OF: FRANSCHHOEK, GORDON'S BAY, PAARL, SOMERSET WEST, STRAND, STELLENBOSCH, WELLINGTON

**Contact Person:
The Town Clerk
Stellenbosch Town Council
P.O.Box 17
STELLENBOSCH
7599
Telephone: (021) 8088111
Fax: (021) 8088200**

CONTENTS

1.0	BACKGROUND	1
2.0	PROPOSAL OF THE CAPE METROPOLITAN NEGOTIATING FORUM	2
3.0	METHODOLOGY OF STUDY AND STRUCTURE OF REPORT	3
SECTION I: SITUATION ANALYSIS		
1.0	HISTORICAL OVERVIEW AND STATUS OF THE CMA PLANNING AND DEMARCATION	5
1.1	OVERVIEW OF HISTORICAL DEVELOPMENT OF CAPE TOWN AND ENVIRONS	5
1.2	DEMARCATION OF AREAS FOR ADMINISTRATIVE AND PLANNING PURPOSES	6
1.2.1	Demarcation Of Areas For Administrative Purposes	6
1.2.1.1	Magisterial districts	6
1.2.1.2	Statistical Regions	6
1.2.1.3	Municipalities and Divisional Councils	6
1.2.1.4	Regional Services Councils	7
1.2.2	Demarcation of Areas for Planning Purposes	8
1.2.2.1	Joint Township Establishment Committee	8
1.2.2.2	Cape Metropolitan Planning Committee (METPLAN)	8
1.2.2.3	Physical Planning Act No. 88 of 1967 and Preparation of National Physical Development Plan (NPDP)	9
1.2.2.4	Guide Plan Areas	9
1.2.2.5	Development Regions	10
1.2.2.6	Transportation Planning Areas	11
1.2.2.7	Recent Developments Relating to Metropolitan Planning	11
2.0	REVISION OF LOCAL GOVERNMENT STRUCTURE AS PER INTERIM LEGISLATION	13
2.1	THE DEFINITION OF A METROPOLITAN AREA IN TERMS OF SECTION 1(1)(vii) OF THE LOCAL GOVERNMENT TRANSITION ACT	13
2.2	CRITERIA FOR THE DEMARCATION OF AREAS PERTAINING TO LOCAL GOVERNMENT IN TERMS OF SECTION 11(6)(B) OF THE ACT	13
2.3	POWERS, DUTIES AND FUNCTIONS	14
2.4	THE THREE PHASES IN LOCAL GOVERNMENT RESTRUCTURING ACCORDING TO THE ACT	15
2.4.1	The Pre-interim Phase	15
2.4.2	The Interim Phase	16
2.4.3	The Final Phase	16

3.0	THEORY AND PRECEDENT RELATING TO THE DEMARCATIION OF METROPOLITAN AREAS	17
3.1	DEFINITION OF A METROPOLITAN AREA	17
3.2	CRITERIA	17
3.2.1	Identification with Metropolitan Region and Demographic Homogeneity of Inhabitants	17
3.2.2	Economic Interdependence and Functionality	19
3.2.3	Economic Viability and Development Potential	18
3.2.4	Efficiency of Service/Infrastructure Provision	18
3.2.5	Administrative Capacity	18
3.2.6	Natural / Geographic Characteristics	18
3.2.7	Existing Boundaries	19
3.3	INTERNATIONAL TRENDS RELATING TO THE DEMARCATIION OF METROPOLITAN AREAS AND LOCAL GOVERNMENT	19
3.3.1	International Trends in Local Government	19
3.3.2	Demarcation of Metropolitan Areas Internationally	19
3.3.3	World Bank Criteria for the Demarcation of Metropolitan Areas	20
4.0	A SERVICE OVERVIEW OF FRINGE AREA TOWNS	21
4.1	BULK WATER SUPPLY	21
4.2	ELECTRICITY	21
4.3	RIVER AND STORMWATER MANAGEMENT	21
4.4	SEWAGE DISPOSAL	21
4.5	WASTE MANAGEMENT	22
4.6	ROADS	22
5.0	OVERVIEW OF FINANCIAL / ADMINISTRATIVE STRUCTURING OF LOCAL AUTHORITIES IN FRINGE AND PRIMARY AREAS	23
5.1	COMPARISON OF LOCAL GOVERNMENT ENTITIES	23
5.2	WESTERN CAPE REGIONAL SERVICES COUNCIL	24

**SECTION II: THE DEMARCATIION OF A METROPOLITAN
AREA IN TERMS OF THE LOCAL GOVERNMENT
TRANSITION ACT, 1994 AND IN TERMS OF THE
ASSESSMENT AS PER SECTION I.**

1.0	DEMARCATIION OF CMA ACCORDING TO LGTA'S DEFINITION	26
2.0	DEMARCATIION OF CMA ACCORDING TO LGTA'S CRITERIA	27

2.1	TOPOGRAPHICAL AND PHYSICAL CHARACTERISTICS	28
2.2	POPULATION DISTRIBUTION	31
2.3	EXISTING DEMARCATION OF AREAS PERTAINING TO LOCAL GOVERNMENT AFFAIRS AND SERVICES	32
2.4	EXISTING AND POTENTIAL LAND USAGE AND PLANNING	35
2.5	ECONOMY, FUNCTIONALITY, EFFICIENCY AND FINANCIAL VIABILITY WITH REGARD TO THE ADMINISTRATION AND RENDERING OF SERVICES	36
2.5.1	Rendering of Services	36
2.5.1.1	Bulk Water Supply	37
2.5.1.2	Electricity	39
2.5.1.3	River and Stormwater Management	39
2.5.1.4	Sewage Disposal	40
2.5.1.5	Waste Management	40
2.5.1.6	Transportation	41
2.5.2	Administrative efficiency	41
2.5.3	Financial Viability	42
2.6	DEVELOPMENT POTENTIAL IN RELATION TO THE AVAILABILITY OF SUFFICIENT LAND FOR A REASONABLY FORESEEABLE PERIOD	44
2.7	INTERDEPENDENCE AND COMMUNITY OF INTEREST BETWEEN RESIDENTS	45
2.8	THE INTEGRATION OF THE URBAN ECONOMY	47
3.0	DEMARCATION OF CMA ACCORDING TO THE POWERS, DUTIES AND FUNCTIONS OF A METROPOLITAN GOVERNMENT IN TERMS OF THE LOCAL GOVERNMENT TRANSITION ACT	51
3.1	DUTIES AND FUNCTIONS	51
3.1.1	Bulk Supply of Water	52
3.1.2	Bulk Supply of Electricity	52
3.1.3	Bulk Sewerage purification works and sewerage disposal pipelines for the metropolitan area	52
3.1.4	Metropolitan co-ordination, land usage and transportation planning	52
3.1.5	Arterial metropolitan roads and stormwater drainage	54
3.1.6	Passenger Transport Services & Traffic Matters	54
3.1.7	Abattoirs & Fresh Produce Markets	54
3.1.8	Refuse Dumps	54
3.1.9	Cemeteries and crematoriums	54
3.1.10	Hospital services	55
3.1.11	Metropolitan libraries, museums, recreation facilities	55
3.1.12	Environment conservation	55
3.1.13	Metropolitan promotion of tourism	55
3.1.14	Metropolitan promotion of economic development and job creation	55
3.2	POWERS	56

**SECTION III: LOCAL GOVERNMENT RESTRUCTURING IN
THE FRINGE AREA**

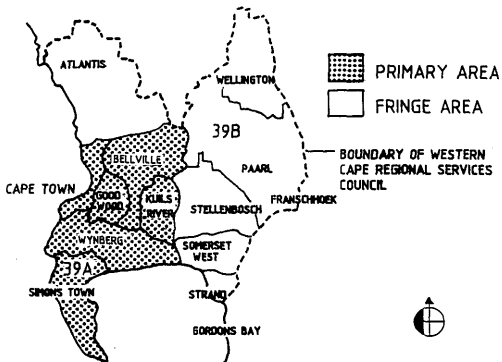
CONCLUSIONS

BIBLIOGRAPHY

**ADDENDUM: OPTIONS FOR LOCAL GOVERNMENT IN THE
FRINGE AREA**

FOREWORD

In numerous statutory and non-statutory urban and regional planning documents, the present geographical area of the WCRSC has, during approximately the last two decades been referred to as the Cape Metropolitan Area. For planning purposes the latter area has been divided into two sub-regions, namely the *Primary Area* and the *Fringe Area*, as is shown on the map below.



LOCALITY OF *PRIMARY* AND *FRINGE* AREAS

For purposes of assessment and reference, the above two terms are used in this document, namely the term *Primary Area* is used to describe the urban area defined by the eastern and northern boundary of Kraaifontein, Kuils River, Blue Downs and Khayelitsha, and the *Fringe Area* is used to describe the towns and districts of Franschhoek, Paarl, Wellington, Stellenbosch, Somerset West, Strand, Gordon's Bay and Atlantis.

Historical resource material necessitated the use of various population figures, for example, the official 1991 population statistics, estimates of Wesgro (1992) and of various municipalities.

1.0 BACKGROUND

In accordance with the interim constitution adopted during December 1993, first, second and third tier government structures are to be extensively restructured. On local government level, the geographical extent of their areas of jurisdiction, relationships with neighbouring authorities and the inter-relationship with second and first tier government, will be revised.

The restructuring of local government in terms of the provisions of the *Local Government Transition Act, 1994* (LGTA) commenced on 20 January 1994 when this act was promulgated. The LGTA must be seen as an integral part of a new constitutional dispensation which will become operative after a general election in April 1994 when the *Constitution of the Republic of South Africa* will come into effect.

Restructuring of local government is to take place in three phases, namely the *Pre-interim Phase* (20 January 1994 until approximately November 1994 when the first local authority elections will be held), the *Interim Phase* (from date of first election until next general election 3-5 years) and the *Final Phase* (after next general election).

The LGTA makes provision for *Transitional Local Authorities*, the establishment of negotiating forums and the demarcation of forum areas which will also be the areas of jurisdiction of the transitional councils. Provision is made in the LGTA for the establishment of *Transitional Metropolitan Councils* and *Substructures* (municipalities) in metropolitan areas and various forms of autonomous *transitional councils* in non-metropolitan areas.

In terms of the LGTA, the establishment of *Local Negotiating Forums* and the demarcation of the *Forum Areas* must be completed within 90 days of the promulgation of the LGTA (20 April 1994).

An application in terms of the LGTA for the establishment of a *Cape Metropolitan Negotiating Forum* (CMNF) has already been submitted to the Administrator in order to establish future local government structures in the *Cape Metropolitan Area*.

Proposals for a boundary for the *Cape Metropolitan Negotiating Forum* and the *Transitional Metropolitan Council* have been prepared by Working Group 1 of the CMNF, for discussion purposes. Interested and affected parties have been invited to comment thereon before 7 February 1994 (extension of the time, until 14 February 1994, has been granted by the CMNF to the towns of Franschoek, Gordon's Bay, Paarl, Somerset West, Stellenbosch, Strand and Wellington).

Working Group No. 1 of the CMNF proposed that the boundary of the Western Cape Regional Services Council (WCRSC) be adopted as the boundary of both the Cape Metropolitan Forum and the area of jurisdiction of the future Transitional Metropolitan Council with the proviso that the said area would only serve as such for the Pre-Interim Phase. It is further recommended by Working Group No. 1 that the boundary be fully re-investigated before elections are held for the Transitional Metropolitan Council.

In view of the specific provisions that have been made in the Local Government Transition Act, 1994 Clause 7(1) "*Negotiating Matters*," the town councils of Franschhoek, Gordon's Bay, Paarl, Somerset West, Strand, Stellenbosch and Wellington, resolved that it would be undemocratic to commit their constituencies to any forum or to take any decisions relating to a forum area without proper consultation and negotiations. In particular, the above towns resolved that consultations must be conducted through the forums already established in the towns in question, and where forums have not been established such councils would endeavour to promote the establishment of negotiating forums or failing that, some other form of structure to facilitate negotiation and discussion.

In order for interested and affected parties to consider and negotiate these matters in an informed manner and, due to the complex nature of the subject, the mayors of the above-mentioned towns appointed the authors of this report to report on the relevant factors that need to be considered in determining the outer boundaries of the future Cape Metropolitan Area, and to evaluate the extent to which the towns and districts of the *Fringe Area* viz a viz the future Cape Metropolitan Area, would be affected by such a metropolitan area.

Due to the urgency of the matter, the consultants have been requested to summarise their findings by 14 February 1994 in order to serve as an input into the process of discussions and negotiations and in order to comment on the proposals of the Working Group of the Cape Metropolitan Negotiating Forum.

In accordance with the above request, a preliminary executive summary was submitted to the CMNF on 14 February 1994.

This report incorporates the findings of the above executive summary and completes the first report of the consultants as per the instructions of the above-mentioned councils.

One of the findings of this report is that there is a need for a more in-depth investigation into the economic viability of the *Fringe Area* in terms of its economic structure and comparative advantages. To assist with this study, Messrs Conningarth Consulting Economists of Pretoria were appointed to assist the consulting team and to report separately on the matter. This report incorporates the findings of Messrs Conningarth to the degree necessary to complete this first report. Additional information on this specific subject is contained in Report No.2.

2.0 PROPOSAL OF THE CAPE METROPOLITAN NEGOTIATING FORUM

The metropolitan area referred to by the CMNF's Working Group comprises the boundary of the Western Cape Regional Services Council.

In accordance with the proposals of the CMNF, the *Fringe Area* (Franschhoek, Gordon's Bay, Paarl, Somerset West, Stellenbosch, Strand and Wellington as well as the agricultural areas surrounding them and local villages and urban settlements within the area), would be incorporated into the future Cape Metropolitan Area.

3.0 METHODOLOGY OF STUDY AND STRUCTURE OF REPORT

This document has been prepared jointly by the consultants listed below from resource material prepared by them individually, namely:

- * **Historical overview and present status of the Cape Metropolitan Area**
Messrs Dennis Moss Partnership Inc., Urban and Regional Planners, P.O.Box 371, Stellenbosch
- * **Revision of local government structure in South Africa as per the Interim Constitution**
Messrs Andries van Rooyen and Fredrick Uys of the School of Public Management and Development of the University of Stellenbosch
- * **A service overview**
Messrs Van Wyk and Louw, Consulting Engineers, P.O.Box 494, Cape Town
- * **Overview of financial / administrative structuring of local authorities in greater Cape Town and environs**
Messrs Andries van Rooyen and Fredrick Uys of the School of Public Management and Development of the University of Stellenbosch
- * **Theory relating to the demarcation of metropolitan areas: definition and criteria**
Prof. Izak Van der Merwe, Department of Geography of the University of Stellenbosch
- * **The integration of the urban economy**
Prof. Attie De Vries, Graduate School of Business, University of Stellenbosch
- * **Quantitative economic analysis to ascertain the economic viability of the Fringe Area in terms of its economic structure and comparative advantages**
Conningarth Consultants, Consulting Economists, P.O.Box 109, Cederville
- * **Overview of electrical supply and electrical network**
Vorster, Van der Westhuysen and Partners, P.O.Box 398, Bellville

This document is structured as follows:

In **Section I** of the document, some of the main findings of the above resource material is summarised.

In **Section II** of the report, the boundary of a future Cape metropolitan government is considered.

As a method to determine the appropriate geographical area of jurisdiction of a future Cape metropolitan government (degree to which the *Primary* and the *Fringe Areas* or any part thereof or any area beyond the WCRSC's area of jurisdiction, separately and/or collectively, constitute a suitable area of jurisdiction for a metropolitan level of government envisaged in the LGTA), the urban, socio-economic and physical development characteristics of the *Primary Area* and the *Fringe Area* are assessed in terms of the criteria, provided in the LGTA as *guide-lines for its demarcation*, and the duties, functions and powers of a metropolitan government as is contemplated in the LGTA.

Specific conclusions are drawn from the evaluation of the issues to be considered in determining the boundary of the Cape Metropolitan Area and the form of government to be established.

In **Section III**, various options for local government in the *Fringe Area* are put forward for consideration. The latter study is considered beyond the scope of this report and is only addressed for the purpose of further discussion and in order to clarify the obvious questions that would flow from this report.

It is foreseen that further in-depth study will be required as it relates to the various options and possibilities for the structuring of *transitional* local government in the *Fringe Area* if it should be decided that the latter area, or parts thereof, should not be included into the future Cape Metropolitan Area.

SECTION I:
SITUATION ANALYSIS

SECTION I: SITUATION ANALYSIS

1.0 HISTORICAL OVERVIEW AND STATUS OF THE CMA PLANNING AND DEMARCATATION

1.1 OVERVIEW OF HISTORICAL DEVELOPMENT OF CAPE TOWN AND ENVIRONS

As a result of colonization and urbanization the towns of Stellenbosch (1679), Franschhoek (1688), Paarl (1690), Strand (1714), Somerset West (1822), Wellington (1840) and Gordon's Bay (1855) were established to the east of Cape Town. At the beginning of the 20th century these towns were well established service centres to their respective rural populations with trade and service links with Cape Town.

From the 1950's onwards urban settlement patterns of Cape Town and the Boland towns were fundamentally influenced by national government policies aimed at segregating people along racial lines and influx control measures applied to Black people.

During the period 1950 to \pm 1980 planning of the Greater Cape Town and the rural fringe towns was also influenced by international planning theory specifically the British New Town concept of the 1960's which argued against the growth of large cities because of their perceived negative impacts and therefore encouraged decentralisation.

At present, the total population of the *Primary Area* and the *Fringe Area* is in the order of 3.2 million people. It is expected that it could increase to 4 million by the year 2000 (Wesgro, 1992).

The Cape Town area has experienced consistent growth during the past three and a half centuries with almost exponential growth during the past three decades.

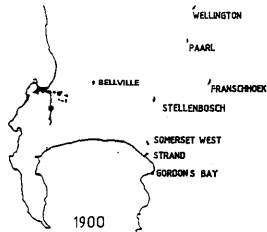


FIG. 1: HISTORICAL DEVELOPMENT OF CAPE TOWN
(source: Dewar & Uytendogaardt, 1991)

1.2 DEMARCATION OF AREAS FOR ADMINISTRATIVE AND PLANNING PURPOSES

The demarcation of geographical areas of Cape Town and environs for administrative purposes, has differed from that for planning and development purposes and is thus dealt with separately in the following paragraphs.

1.2.1 Demarcation Of Areas For Administrative Purposes

1.2.1.1 Magisterial districts

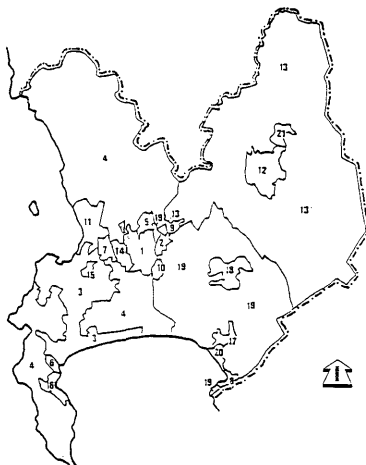
Magisterial districts i.e. jurisdiction areas of district magistrate's courts, were demarcated according to the organisational requirements of South Africa's legal system.

1.2.1.2 Statistical Regions

Census information is classified according to statistical regions and magisterial districts. The boundaries of statistical regions normally coincide with those of magisterial districts. Statistical region 01 therefore comprises the magisterial districts of Cape, Bellville, Goodwood, Simon's Town and Wynberg. Statistical region 02 comprises the magisterial districts of Kuils River, Paarl, Somerset West, Stellenbosch, Strand and Wellington.

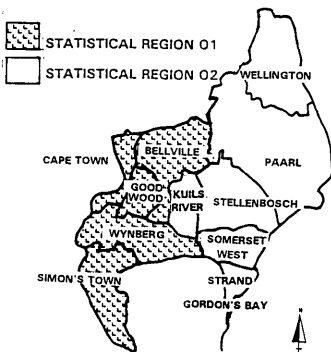
1.2.1.3 Municipalities and Divisional Councils

The system of local government that emerged initially comprised the Cape Town City Council and a number of smaller municipalities. Divisional Councils were established in 1855 to administer areas outside municipal boundaries. Over time, three Divisional Council areas were established, namely:



1	BELLVILLE	12	PAARL
2	BRACKENFELL	13	DIV. C. of PAARL
3	CAPE TOWN	14	PAROW
4	DIV. C. of CAPE TOWN	15	PINELANDS
5	DURBANVILLE	16	SIMONSTOWN
6	FISH HOEK	17	SOMERSET WEST
7	GOODWOOD	18	STELLENBOSCH
8	GORDON'S BAY	19	DIV. C. of STELLENBOSCH
9	KRAAIFONTEIN	20	STRAND
10	KUILS RIVER	21	WELLINGTON
11	MILNERTON		

FIG.2: DIVISIONAL COUNCIL & MUNICIPAL JURISDICTIONS UP TO 1987
(source: Metplan, 1976)



6 FIG.3: MAGISTERIAL DISTRICTS & STATISTICAL REGIONS

- (a) *Cape Town Divisional Council* comprised the areas outside the municipal areas of jurisdiction of the following magisterial districts: Simon's Town, Cape, Wynberg, Goodwood, Bellville, Kuils River, and a portion of Malmesbury encompassing Atlantis.
- (b) *Stellenbosch Divisional Council* comprised the areas outside the municipal areas of jurisdiction of the following magisterial districts: Stellenbosch, Somerset West and Strand
- (c) *Paarl Divisional Council* comprised the areas outside the municipal areas of jurisdiction of the magisterial districts of Paarl and Wellington

1.2.1.4 Regional Services Councils

Local government was restructured after the enactment of the South African constitution of 1983 and the promulgation of the Regional Services Council Act No. 109 of 1985 and the Black Local Authorities Act of 1982.

The Western Cape Regional Services Council was established in 1987 by amalgamating the three Divisional Council areas as well as the municipal areas of jurisdiction within the Divisional Council areas. RSC's were introduced:

- (a) to broaden democracy;
- (b) in order to increase the efficiency of service provision by avoiding duplication and allowing economies of scale to be achieved, and
- (c) to facilitate the upgrading of service infrastructure in poorer and less developed areas.

Regional Services Councils are indirectly elected bodies in which the level of representation is weighed in accordance with the value of services consumed (Wilkinson, 1992).

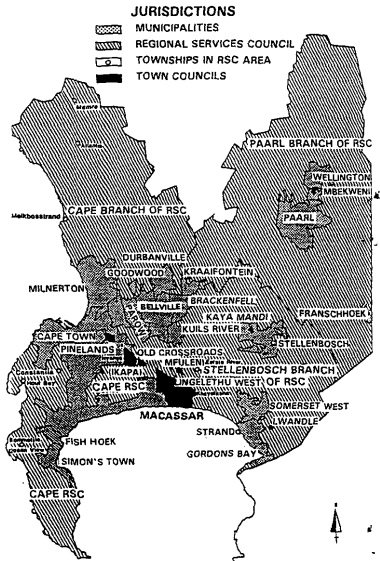


FIG.4: RSC & MUNICIPAL JURISDICTIONS
(source: Wesgro, 1992)

1.2.2 Demarcation of Areas for Planning Purposes

1.2.2.1 Joint Township Establishment Committee

During 1940 a structure for co-ordinating town planning in the various towns of the Cape Town area was officially established with the founding of the **Joint Township Establishment Committee**. The committee originally comprised representatives of the Cape, Goodwood and Parow municipalities and the Cape Divisional Council. Representatives of Bellville and Pinelands municipalities and the Stellenbosch Divisional Council as well as the municipalities within the jurisdiction of the latter, later joined the committee.

1.2.2.2 Cape Metropolitan Planning Committee (METPLAN)

In 1974 the Joint Township Establishment Committee's name changed to the **Cape Metropolitan Planning Committee (METPLAN)**. METPLAN comprised members of the various municipalities of the metropolitan area and representatives of the CPA and central government.

METPLAN'S objective was the co-ordination of planning between municipalities of the metropolitan area. METPLAN was purely a consultative body without executive authority.

The planning area of METPLAN comprised the areas of jurisdiction of the Cape, Stellenbosch and Paarl Divisional Councils and the municipal areas of jurisdiction occurring in this area. The *metropolitan area* was considered to be an area defined for planning purposes.

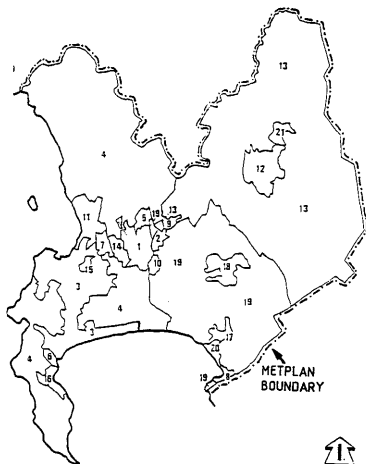


FIG.5: METPLAN PLANNING AREA

(source: Metplan, 1976)

1.2.2.3 Physical Planning Act No. 88 of 1967 and Preparation of National Physical Development Plan (NPDP)

During 1976 a National Physical Development Plan (NPDP) was prepared for South Africa in accordance with the Physical Planning Act No. of 1967. In terms of the National Physical Development Plan, South Africa was divided, for planning/development purposes, into 9 Development Regions (A-I), which were further divided into 44 Planning Regions.

Four metropolitan areas in South Africa were identified in the National Physical Development Plan. Accordingly, Planning Region 39 was referred to as the Cape Metropolitan Area (CMA).

Planning Region 39 was divided into Planning Region 39a and Planning Region 39b (van Gend, 1991:80).

Planning region 39a comprises the magisterial districts of Simon's Town, Cape, Wynberg, Goodwood, Bellville and Kuils River.

Planning region 39b comprises the magisterial districts of Wellington, Paarl, Stellenbosch, Somerset West and Strand.

1.2.2.4 Guide Plan Areas

A Guide Plan Committee for the CMA, was established in terms of the Physical Planning Act No. 88 of 1967.

The objective of a Guide Plan was *inter alia* to formulate general planning policy, to serve as general framework for further, more detailed planning at a local government level.

The CMA Guide Plan area comprised:

- Planning Region 39, and
- the portion of the Malmesbury magisterial district that encompasses Atlantis and environs.

In the Guide Plan, differentiation is made between two distinct areas, namely the:

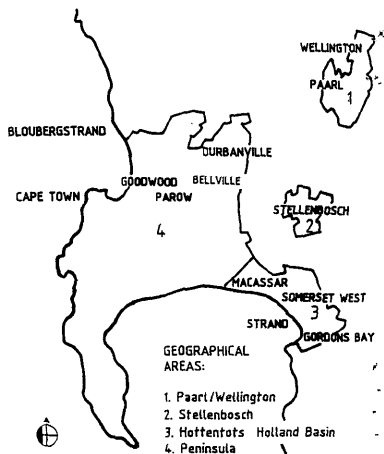


FIG.6: CMA GUIDE PLAN AREA
(source: 1988 Draft Guide Plan)

- **Primary Metropolitan Area**, comprising the magisterial districts of Simon's Town, Cape, Wynberg, Goodwood, Bellville, Kuils River (i.e. Planning Region 39a)
- **Fringe Area**, comprising the magisterial districts of Stellenbosch, Somerset West, Strand, Paarl and Wellington (i.e. Planning Region 39b) and the portion of Malmesbury magisterial district (that includes Atlantis).

The Guide Plan Committee divided the study area into four geographical areas for planning purposes:

- Peninsula
- Stellenbosch
- Paarl/Wellington
- Hottentots Holland Basin

1.2.2.5 Development Regions

Regional Development Advisory Committees (RDAC's) and Regional Development Associations (RDA's) representing public sector and private sector interest groups and organisations, were established during the mid-1980's in accordance with the Physical Planning Act No. 88 of 1967.

These regional development bodies were to facilitate private sector input in regional development. (The RDAC was represented on the National Regional Development Advisory Council (NRDAC), which advises government on planning and development issues. The NRDAC in turn is linked to RSC's and local authorities through the cabinet).

In the Cape metropolitan planning area two RDA areas were established, namely:

the *Winelands RDA*, comprising the magisterial districts of Somerset West, Stellenbosch, Strand, Paarl and Wellington (i.e. Planning Region 39b), and

the *Cape Peninsula RDA*, comprising the magisterial districts of Simon's Town, Cape, Wynberg, Goodwood, Bellville and Kuils River (i.e. Planning Region 39a).

REGIONAL DEVELOPMENT AREAS 03 WEST COAST RDA 39A PENINSULA RDA 39B WINELANDS RDA

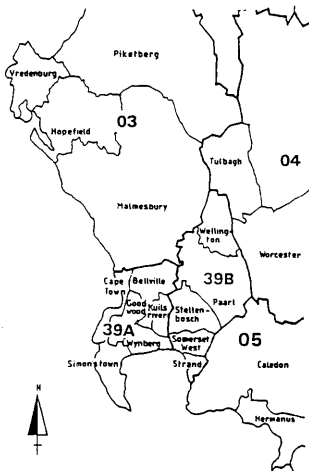


FIG. 7: PLANNING REGIONS 39A AND 39B AND RDA PLANNING AREAS
(source: Wesgro, 1992)

1.2.2.6 Transportation Planning Areas

The Urban Transport Act (1977) defines eight Metropolitan Transport Areas (MTA's) in South Africa.

The boundaries of the Cape MTA are defined by the Cape, Wynberg, Simon's Town, Bellville, Wynberg and Kuils River Magisterial Districts.

The act makes provision for each MTA to be served by a Metropolitan Transport Advisory Board (MTAB), for the purpose of advising local authorities in its area to follow a metropolitan transport plan.

1.2.2.7 Recent Developments Relating to Metropolitan Planning

a) Establishment of WESGRO

WESGRO, an independent non-profit company for the promotion of economic development in the Western Cape, was established during 1992.

Wesgro's planning area encompasses the "Western Cape Region", i.e. Planning Regions 39, 03, 04 and 05.

Wesgro refers to two distinct areas of the CMA, i.e.

- *Greater Cape Town*, which corresponds with Planning Region 39a, and the
- *Metropolitan Fringe*, which corresponds with Planning Region 39b and a portion of Malmesbury Magisterial District (that encompasses Atlantis and environs).

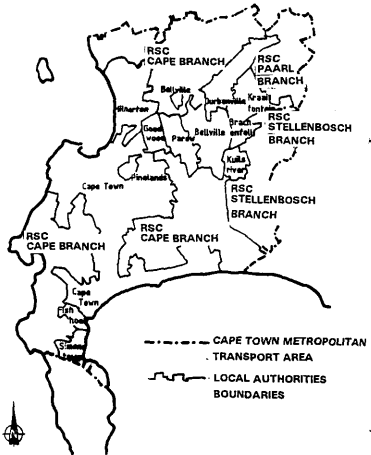


FIG.8: CAPE METROPOLITAN TRANSPORT AREA



FIG.9: WESGRO STUDY AREA (source: Wesgro, 1992)

b) Establishment of Western Cape Economic Development Forum

The MDF Co-ordinating Working Group (CWG) was established in 1991 in order to prepare a **Metropolitan Development Framework (MDF)**. The MDF is to be a set of documents identifying the key development goals of the **Cape Metropolitan Area (CMA)** and policy and spatial strategies / guide-lines to achieve these goals.

The CWG has been incorporated as a working group of the **Urban Development Commission (UDC)** of the **Western Cape Economic Development Forum (WCEDF)**. The WCEDF brings together most of the key stakeholders of the Western Cape in order to reach consensus on major development decisions.

The MDF Co-ordinating Working Group regards the CMA, as the area comprising **Planning Region 39** plus **Atlantis**, which corresponds with the RSC's area of jurisdiction.

Since a full scale MDF will take a long time to produce and adopt, the UDC has commissioned a task team to prepare an *Interim MDF* to guide decision-making on urgent development issues in a way that keeps future options open. A draft drawn from inputs received in a series of workshops is currently being circulated in order to generate inputs from as many interested and affected parties as possible.

Although the IMDF that has been produced is for discussion, is not final or comprehensive, and does not enjoy the consensus of many interested and affected parties, it is the most recent statement of a vision for the CMA. It is therefore referred to in the document as far as its fundamental proposals coincide with long standing policy on, for example, the protection of agricultural land and urban development patterns.

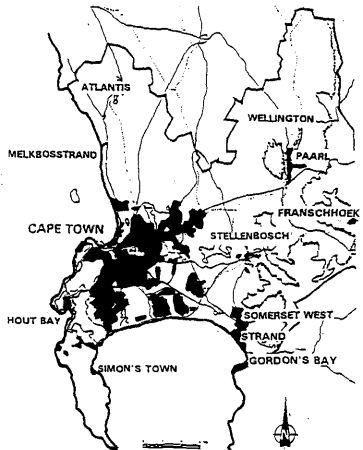


FIG.10: MDF STUDY AREA
(source: MDF Co-ordinating Working Group, 1993)

2.0 REVISION OF LOCAL GOVERNMENT STRUCTURE AS PER INTERIM LEGISLATION

Provision is made for the restructuring of local government in the *Constitution of the Republic of South Africa, 1993*, which will come into operation on 27 April 1994 and the *Local Government Transition Act, 1994*, (which was promulgated on 20 January 1994). Whilst the constitution makes provision for three categories of local government i.e. metropolitan, urban and rural, the *Local Government Transition Act, 1994* defines a *metropolitan area* and stipulates the criteria for the demarcation of areas pertaining to local government affairs.

The LGTA also makes provision for the three phases of local government restructuring, comprising a *pre-interim phase*, an *interim phase* and a *final phase*.

2.1 THE DEFINITION OF A METROPOLITAN AREA IN TERMS OF SECTION 1(1)(VII) OF THE LOCAL GOVERNMENT TRANSITION ACT

"metropolitan area" means any area -

- (i) comprising the areas of jurisdiction of multiple local governments;
- (ii) which is densely populated and has an intense movement of people, goods and services within the area;
- (iii) which is extensively developed or urbanized and has more than one central business district, industrial area and concentration of employment; and
- (iv) which, economically, forms a functional unit comprising various smaller units which are interdependent economically and in respect of services.

2.2 CRITERIA FOR THE DEMARCATION OF AREAS PERTAINING TO LOCAL GOVERNMENT IN TERMS OF SECTION 11(6)(B) OF THE ACT

- (i) Topographical and physical characteristics.
- (ii) Population distribution.
- (iii) Existing demarcation of areas pertaining to local government affairs and services, including existing areas of local government bodies and pre-1971 areas of such local government bodies, where applicable, as well as areas of regional services councils and joint services boards.
- (iv) Existing and potential land usage, town- and transport planning, including industrial, business, commercial and residential usage and planning.
- (v) Economy, functionality, efficiency and financial viability with regard to the administration and rendering of services.
- (vi) Development potential in relation to the availability of sufficient land for a reasonably foreseeable period to meet the spatial needs of the existing and potential residents of the proposed area for their residential, business, recreational and amenity use.

(vii) Interdependency and community of interest between residents in respect of residency, work, commuting and recreation.

(viii) The integrated urban economy as defined by commercial, industrial and residential linkages.

2.3 POWERS, DUTIES AND FUNCTIONS

Under Schedule 2 of the Local Government Transitional Act, the following duties and functions of transitional metropolitan councils are listed, which reflect their main management objectives, namely:

Bulk supply of water.
Bulk supply of electricity.
Bulk sewerage purification works and main sewerage disposal pipelines for the metropolitan area.
Metropolitan co-ordination, land usage and transport planning.
Arterial metropolitan roads and stormwater drainage.
Passenger transport services.
Traffic matters.
Abattoirs.
Fresh produce markets.
Refuse dumps.
Cemeteries and crematoriums.
Ambulance and fire brigade services.
Hospital services.
Airports.
Civil protection.
Metropolitan libraries.
Metropolitan museums.
Metropolitan recreation facilities.
Metropolitan environment conservation.
Metropolitan promotion of tourism.
Metropolitan promotion of economic development and job creation.
The establishment, improvement and maintenance of other metropolitan infrastructural services and facilities.

In terms of Schedule 2 of the Local Government Transition Act, transitional metropolitan councils will have the following powers:

The power to levy and claim-

- (1) the regional services levy and the regional establishment levy referred to in section 12(1)(a) of the Regional Services Councils Act, 1985;
- (2) levies or tariffs from any metropolitan substructure in respect of any service referred to in items 1 - 22, and
- (3) an equitable contribution from any metropolitan substructure based on the gross or rates income of such metropolitan substructure.

The receipt, allocation and distribution of intergovernmental grants.

The power to borrow or lend money, with the prior approval of the Administrator, for the purposes of or in connection with the exercise or performance of any power, duty or function.

The above duties and functions correspond closely with that listed by the World Bank (1992), namely that of:

- Strategic land-use and infrastructural investment planning.
- Planning of major residential development.
- Environmental control.
- Provision and planning of services:
 - Bulk supply of electricity.
 - Bulk supply of water.
 - Sewerage disposal.
 - Transport.
 - Fire protection.

2.4 THE THREE PHASES IN LOCAL GOVERNMENT RESTRUCTURING ACCORDING TO THE ACT

2.4.1 The Pre-Interim Phase

Period: 20 January 1994 - November 1994

Purpose: In this phase local negotiating forums and the demarcation of forum areas, for the purpose of appointing transitional local / metropolitan councils for such areas, are to be recognised by the Administrator. A Local Government Demarcation Board is to be created by the Act and can, upon the request of the Administrator, investigate and make written recommendations relating to the demarcation of areas of negotiating forums or the jurisdiction of transitional local / metropolitan councils.

Forums are to be established for "each economically and historically bound area, ranging from a stand alone town with or without satellites to a complex metropolis".

Criteria for Demarcating Forum Areas:

Criteria for the establishment of a forum include economic, historical, trade and industry links, daily commuter patterns, service provision, jurisdiction areas of local authorities and existing forum boundaries (if any).

Membership of Forum:

Statutory component: local authorities, political parties and organisations represented therein.

Non-statutory component: Local organisations with an established interest in local government restructuring.

Observer component: i.e. chambers of businesses who can participate but not vote.

Matters to be Negotiated:

- * the extent of the forum area;
- * membership of the forum, and
- * the establishment of transitional local councils or local co-ordinating committees (for non-metropolitan areas) or transitional metropolitan councils and sub-structures (for metropolitan areas).

Membership of Transitional Councils:

Forums are to nominate persons for appointment as members of Transitional Councils complying with the following requirements:

- * one-half of the people nominated will be members of the local government bodies concerned, and
- * the other half is to comprise equitable representation of those sectors of the community that have been excluded from elections in the area of the forum in the past.

2.4.2 The Interim Phase

Period: From the date of the first local government elections (November 1994?) until the commencement of a Constitution for South Africa (probably 3 - 5 years).

Purpose: Transitional Councils (in the case of non-metropolitan areas) and Transitional Metropolitan Councils and sub-structures (in the case of metropolitan areas) are to be elected.

Matters to be Negotiated:

- * the demarcation of jurisdiction areas of Transitional Councils;
- * the number of seats in a Transitional Local or Metropolitan Council, and
- * the demarcation of wards.

2.4.3 The Final Phase

The final phase (\pm 1999?) commences with the acceptance of a constitution for South Africa and accompanying local government legislation in this new dispensation.

3.0 THEORY AND PRECEDENT RELATING TO THE DEMARCATION OF METROPOLITAN AREAS

3.1 DEFINITION OF A METROPOLITAN AREA

An international literature survey of various definitions of metropolitan areas reveals that a metropolitan area is most often defined according to the following characteristics (Barlow, 1991; Berry and Kasarda, 1977; Bollens and Schmandt, 1975, and Van der Merwe, 1983):

- a contiguous urban complex with a large population decentralised across an extensive area.
- a nodal economic structure, where a "mother" (metro) centre is functionally connected to a mosaic of interdependent sub-centres linked within a contiguous urban complex;
- a coherent daily life style and behavioural patterns that depend upon a functional commuter interaction between residential and employment areas (at least 30 - 35% of economically active inhabitants should commute to the central/primary city);
- an integrated community that identifies with the area on the basis of common interests, and
- specialisation of economic and social activities, with a socio-cultural and political influence on a national scale.

3.2 CRITERIA

The following criteria, derived from an evaluation of various international and South African examples of metropolitan areas, could be considered in the demarcation of the Cape Metropolitan Area:

3.2.1 Identification with Metropolitan Region and Demographic Homogeneity of Inhabitants

The successful functioning of a region is, to a large extent, dependent on the willingness of its inhabitants to co-operate, which in turn is dependent on their positive attitude towards and involvement in the entire demarcated region. Co-operation and trust are more easily attained when members of a region display common socio-cultural characteristics (eg. occupational interest and language).

3.2.2 Economic Interdependence and Functionality

Economic and socio-cultural interdependence, as expressed in inhabitant's commuter patterns and journey characteristics between employment and residential areas, and recreational and retail areas, is a basic requirement in the demarcation of a metropolitan area. In reality, a metropolitan area is a nodal or functional region with strong interaction between the economic core and connected sub-centres. The strength (both quantitative and qualitative) of the tie between the "mother centre" and its hinterland should determine the demarcation of a metropolitan area. An important question is how strong this tie should be before a sub-region qualifies for being included in a metropolitan area.

3.2.3 Economic Viability and Development Potential

The extent to which the economic base and development potential of a metropolitan area and the surrounding towns differs or corresponds, needs to be objectively determined. Metropolitan areas, by nature have a strong urban economic base and development potential (based upon trade, industry and financial services, for example). By contrast, rural settlements in fringe areas usually have an agriculturally orientated economic base.

3.2.4 Efficiency of Service/Infrastructure Provision

Infrastructure is an important factor in determining the functionality, development potential and quality of life of a region. Both physical infrastructure (eg. transportation, water, electricity and telecommunication) and social infrastructure (eg. health, housing and education) should promote regional integration. The provision of certain high order services or functions to a large population within an extensive metropolitan area on a regional basis, can be of a higher quality and more cost effective than providing it on a local basis. There is however uncertainty about the optimum size of a town or metropolitan area for efficient service provision. Diseconomies of scale due to excessive city size has led to anti-metropolitan urbanisation in North America where people have moved away from cities to smaller towns (Champion, 1989).

3.2.5 Administrative Capacity

The administrative and institutional capacity of demarcated regions largely determines the efficiency of service delivery. The cost and efficiency of administration, as well as the availability of skills therefore needs to be considered in drawing the boundary of a metropolitan area.

3.2.6 Natural / Geographic Characteristics

Inhabitants usually identify with an area defined by natural landmarks or boundaries. For the sake of effective internal communication links, the metropolitan area should be fragmented as little as possible by topographic obstructions. The more compact and cohesive a metropolitan area is the more efficiently it functions and the cheaper utility service provision becomes.

3.2.7 Existing Boundaries

Metropolitan regions should fit in with existing organisatory systems so that there is minimal re-organisation and disruption. Regional identity is largely dependent on the historical boundaries that people lived with over the years. Magisterial districts and municipal boundaries are useful starting points in the demarcation of metropolitan boundaries.

3.3 INTERNATIONAL TRENDS RELATING TO THE DEMARCATION OF METROPOLITAN AREAS AND LOCAL GOVERNMENT

3.3.1 International Trends in Local Government

Internationally, there is a current trend towards the decentralisation of authority, away from the amalgamation of local authorities into too large a unit of government.

"Fragmentation is a necessary pre-condition for households clustering according to preferences and to being able to vote into power a local government which will provide them with the particular menu of services they find most desirable" (Cox and Jonas, 1993).

Jarman and Kouzmin (1993) point out that *"in recent years public choice theory rationales to justify the efficiency of small local authorities."*

"The public choice argument positing a positive effect of political fragmentation on metropolitan growth rests on the belief that polycentric metropolitan areas are more efficient and thus more conducive to growth than their integrated counterparts. Efficiency accrues from the greater inter-jurisdictional competition associated with a multiplicious political structure" (Foster, 1993).

Inter-jurisdictional competition is therefore an important growth and development incentive. Losing long-standing identity undermines community spirit, reduces the competitive edge and is generally a demotivating factor. It could therefore be contra-productive in stimulating economic development and addressing urban development problems on the local level.

3.3.2 Demarcation of Metropolitan Areas Internationally

The following table compares the areas and density of Cape Town (including and excluding the *Fringe Area*) with the area and density of international examples.

METROPOLIS/CITY	POPULATION ('000)	AREA (Km ²)	DENSITY (People/Km ²)
Tokyo	26 100	2 290	11 397
New York	15 300	2 550	6 000
Buenos Aires	11 500	1 076	10 687
Los Angeles	10 700	2 841	3 766
London	8 300	2 237	3 710
Sydney	3 600	985	3 655
Toronto	3 300	394	8 375
Washington	2 500	913	2 738
Houston	2 300	793	2 900
Nairobi	1 500	957	1 567
Cape Town (Primary)*	2 000	1 470	1360
Cape Town (Primary plus Fringe)	2 350	5 220	450

TABLE 1: COMPARISON OF URBAN AREA AND DENSITY
 (sources: United Nations (1993): *World Urbanisation Prospects*.
 New York; World Almanac and Book of Facts (1993))

Table 1 indicates the population, urban area and density of 10 world cities to provide a basis for comparison with the existing greater Cape Town urban area (*Primary Area*) and the proposed Cape Metropolitan Area (*Primary plus Fringe*). If the internationally accepted definitions of a metropolitan area are applied to these cities, it could be argued that they can be described as metropolitan areas and as such could be compared to the proposed Cape Metropolitan Area, thus providing a standard against which the proposed CMA could be compared for the purpose of scale and density.

As can be deduced from the above Table, it can be safely assumed that a metropolitan area with a geographical size such as the proposed CMA will be one of the largest metropolitan areas in the world with one of the lowest densities.

3.3.3 World Bank Criteria for the Demarcation of Metropolitan Areas

According to the World Bank (1992) the appropriate boundaries of metropolitan urban governments in South African cities could be determined according to:

- (a) *"the major core/cores of industry supporting the metropolis economically;*
- (b) *the bulk of the residential areas housing those dependent on those cores, and*
- (c) *sufficient land that is either vacant or capable of denser occupation to relieve overcrowding and cater for medium term growth in housing and employment needs".*

In the opinion of the consultants the major core/core areas referred to by the World Bank are the industrial and central business districts of the *Primary Area* and the bulk of the residential areas serving the cores are located within the *Primary Area*. On the scale of the WCRSC, "sufficient land", referred to by the World Bank, cannot be interpreted as the fertile agricultural land east of the *Primary Area*.

4.0 A SERVICE OVERVIEW OF FRINGE AREA TOWNS

The degree to which the efficiency of service delivery in the *Fringe Area* could be improved by including it in the CMA is briefly addressed in the following paragraphs (the assessment is more fully dealt with under Section II).

4.1 BULK WATER SUPPLY

Some towns in the *Fringe Area* have developed their own potable water sources whilst the balance is purchased from either the Cape Town City Council (CCC) or the Department of Water Affairs and Forestry (DWAF). Somerset West, Paarl and Wellington are at present investigating other possible local sources in order to increase their own supply as it is their aim to become less dependent on the CCC. Cape Town City Council have their own sources (eg Steenbras and Wemmershoek Dams), but also augment their supply by purchasing vast quantities of untreated water from the DWAF (eg from Theewaterskloof Dam).

4.2 ELECTRICITY

Eskom operates a system of distribution networks from which the municipalities in the *Fringe Areas* receive bulk supplies of electricity. This distribution system together with a transmission system is also used by Eskom to provide supplies to major bulk users.

Municipalities in the *Fringe Area* have developed adequate infrastructures consisting of distribution systems in the larger municipalities together with medium and low voltage reticulation systems.

The electricity undertakings of the municipalities are managed and operated by competent and experienced employees. Some smaller municipalities have agreements with neighbouring larger municipalities for the provision of specialist services.

4.3 RIVER AND STORMWATER MANAGEMENT

Where rivers flow through municipal areas or areas within the RSC's boundaries, it is the present duty of these authorities to tend to aspects such as pollution control, flood detention, canalisation and river maintenance and to ensure that new developments are planned in accordance with flood line requirements. The DWAF is however still the ultimate authority and may at any time take legal action against any local authority, company or individual who does not adhere to the regulations as set out in the Water Act. Other aspects such as the abstraction of water from rivers and the approval of major dam designs and the construction thereof is under the sole control of the DWAF.

4.4 SEWAGE DISPOSAL

All the *Fringe Area* towns apart from Somerset West have their own sewage treatment works. Somerset West is a one third partner in the Macassar treatment works.

The sewage works for the *Fringe Area* towns either have sufficient treatment capacity or are in the process of being upgraded to be adequate until late this century.

4.5 WASTE MANAGEMENT

Gordon's Bay, Stellenbosch, Paarl and Wellington each have their own waste disposal sites. The Strand has a disposal site for garden refuse and builders rubble. A private company collects Franschhoek's solid waste and carts it to the Paarl disposal site. Gordon's Bay, Strand and Somerset West have also privatised some aspects of refuse collection and waste disposal.

4.6 ROADS

Primary road connections between the *Fringe Area* Towns and the National and Provincial Road Networks presently fall under the jurisdiction of the Provincial Administration (Provincial Roads Engineer).

Secondary roads in the *Fringe Area* also reside under the Provincial Administration but are maintained by either the office of a District Engineer or by the RSC (the latter on an agency basis).

5.0 OVERVIEW OF FINANCIAL / ADMINISTRATIVE STRUCTURING OF LOCAL AUTHORITIES IN FRINGE AND PRIMARY AREAS

5.1 COMPARISON OF LOCAL GOVERNMENT ENTITIES

Particulars of the various local government entities within Planning Region 39, with the exception of the Western Cape Regional Services Council (WCRSC), are depicted in Table 2. Those types of local government entities marked with an asterisk (*) in Table 2 resort under the jurisdiction of the WCRSC whilst the others are autonomous and governed by their own representative councils and administered by their own personnel.

PRIMARY AREA				FRINGE AREA		
No *	Total	Average		No *	Total	Average
47			1. Local government entities	19		
16			1.1 Municipalities	10		
31			1.2 Other local authorities	9		
23		8,0	2. Grade of local government entities	13		5,5
15		8,5	2.1 Local government entities	9		6,8
			2.2 Municipalities			
44	2 922 880	66 429	3. Population	18	315 069	17 504
16	2 358 716	147 419	3.1 Local government entities	9	278 693	30 966
			3.2 Municipalities			
42	2054,01	48,91	4. Total income (R/m)	18	257,68	14,31
15	1 916,44	127,76	4.1 Local government entities	9	248,34	27,59
			4.2 Municipalities			
29	666,06		5. Salaries/Wages/Allowances (R/m)	12	72,85	
15	649,35		5.1 Local government entities	9	70,66	
			5.2 Municipalities			
15	1 404,99		6. Outstanding loans (R/m)	9	176,37	
			6.1 Municipalities			
14	3017,0	215,50	7. Monthly Expenditure (Household/Stands) in Rand	8	1 836	229,50
			7.1 Municipalities			
14	2 003		8. Number of businesses in municipalities	4	16	
14	2 884		8.1 Heavy industries	4	171	
14	15 733		8.2 Light industries	4	966	
			8.3 Commercial undertakings			

* This column indicates the actual numbers used for calculation purposes.

TABLE 2: PARTICULARS OF VARIOUS LOCAL GOVERNMENT ENTITIES WITHIN PLANNING REGION 39

The data represented in Table 2 can be interpreted as follows:

- (i) The total number of local government entities in the region is 66 with 47 (71,2%) of them operating in region 39 a (the Primary Area) and 19 (28,8%) operating in region 39 b (the *Fringe Area*).
- (ii) The dominant size and extent of the Cape Town Municipality is clearly evident from the data in Table 2.
- (iii) The grades of the various municipalities in the region (as determined by an uniform 13 factor grading system) indicate that the municipalities in the *Fringe Area* are on average smaller than those in the *Primary Area*.
- (iv) The population figures indicate that of the total of approximately 3 200 000 persons (1991 census) a total of only approximately 350 000 (10%) reside in the *Fringe Area*.
- (v) The 24 municipalities (those for which data were available) in region 39 have an annual income of R2 164,78 m of which R248,34 (11,47%) is generated in the *Fringe Area*.
- (vi) From paragraph (v) it can be deduced that the *per capita* for municipalities in the *Primary Area* is R817,00 (R1 916 440 000 divided by 2 343 616) and R891,00 (R248 340 000 divided by 278 693) in the *Fringe Area* per year in respect of total income.
- (vii) The *per capita* cost on salaries, wages and allowances of municipalities in the two sub-regions are respectively R277,00 (R649 350 000 divided by 2 343 616) for the *Primary Area* and R254 in the *Fringe Area*.
- (viii) The average monthly expenditure of a household on a stand reflects a figure of R215,50 per month in the *Primary Area* and R229,50 in the *Fringe Area*.
- (ix) In respect of the number of businesses it is clear from the available figures that there is a concentration of these undertakings in the *Primary Area*.

5.2 WESTERN CAPE REGIONAL SERVICES COUNCIL

The role and function of the Western Cape Regional Services Council (WCRSC) as a local authority in the region is an important factor which has to be taken into consideration. This role is illustrated by the following facts:

- (i) The WCRSC has jurisdiction over approximately 793 000 persons of which 648 500 reside in urbanised areas and 144 500 in rural areas.
- (ii) Since the inception of Regional Services Councils all business undertakings are liable for the payment of two types of levies. An investigation of the levies charged by the WCRSC for a twelve month period verifies the comments made in a sub-paragraph of paragraph 4.1 above, in that only 8.7% of the total establishment levy (levied on the turnover of business undertakings) and only 10,1% of the services levy (levied on salaries and wages of business undertakings) emanate from Planning Region 39 b (i.e. the *Fringe Area*). It is therefore self-evident that the WCRSC relies to a bigger extent on business undertakings in the *Primary Area* for this levy income.

- (iii) The relationship between local authorities in the two sub-regions is also evident from the number of representatives of each local authority on the WCRSC and their respective voting powers. Local authorities of the *Fringe Area* have a total of 19 representatives (27,5%) on the WCRSC which has 69 representatives in total. These 19 representatives together have a voting power of 14,03% (voting power is determined by the extent of the services bought from the WCRSC by the various local authorities). This is also an indication of the fact that the *Fringe Area* is less dependent on services provided by the WCRSC than the *Primary Area*.

The particulars as set out above give a clear indication of the significant differences in the administration of the *Fringe* and *Primary Areas*.

SECTION II:

**THE DEMARCATION OF A METROPOLITAN
AREA IN TERMS OF THE LOCAL
GOVERNMENT TRANSITION ACT, 1994 AND
IN TERMS OF THE ASSESSMENT AS PER
SECTION I.**

SECTION II:

THE DEMARCATON OF A METROPOLITAN AREA IN TERMS OF THE LOCAL GOVERNMENT TRANSITION ACT, 1994 AND IN TERMS OF THE ASSESSMENT AS PER SECTION I.

In order to assess to what degree the *Primary Area* and the *Fringe Area* or part thereof or any area beyond the WCRSC boundary separately and/or collectively qualify to be included in a metropolitan area, their urban, socio-economic and physical development characteristics are considered in context of the definition of a metropolitan area, the criteria provided as guide-lines for its demarcation and the duties of a metropolitan government as is contemplated in the LGTA.

1.0 DEMARCATON OF CMA ACCORDING TO LGTA'S DEFINITION

The appropriate boundary of the CMA in terms of the LGTA's *definition* of a metropolitan area is considered in the following paragraphs.

■ DEFINITION

According to the LGTA, a "*metropolitan area*" means any area:

- * *comprising the areas of jurisdiction of multiple local governments;*
- * *which is densely populated and has an intense movement of people, goods and services within the area;*
- * *which is extensively developed or urbanized and has more than one central business district, industrial area and concentration of employment; and*
- * *which, economically, forms a functional unit comprising various smaller units which are interdependent economically and in respect of services.*

When the definition of a metropolitan area is tested against the boundary of the *Primary Area* of the Cape Metropolitan Area as is described in the 1976 Physical Development Plan, the 1988 Guide Plan and the draft Interim Metropolitan Development Framework of 1993, it is clear that the *Primary Area* conforms in all important respects to the definition of a metropolitan area as is contemplated in the Local Government Transition Act. In this particular regard, reference specifically needs to be made to the definition of a metropolitan area as per the LGTA which clearly reflects that the *Primary Area*:

- * comprises an area of jurisdiction of multiple local governments;
- * is densely populated and has an intense movement of people, goods and services;
- * is extensively developed and urbanized and has more than one central business district, industrial area and concentration of employment; and
- * economically, forms a functional unit comprising various smaller units which are interdependent economically and in respect of services.

When the inclusion of the *Fringe Area* within a metropolitan area is tested against the definition of a metropolitan area, it is clear that the *Fringe Area* or any part thereof or any area beyond the WCRSC's boundary does not qualify to be included in a metropolitan area as is contemplated by the LGTA. Specifically the *Fringe Area*:

- * is not populated in a manner that generates an intense movement of people, goods and services within the area;
- * is not extensively developed and urbanized, and although it has more than one central business district and industrial area, these are located in different towns which do not form a contiguous urban complex, and
- * does not economically form a functional unit which is interdependent of other units in respect of services.

The urbanised areas that occur in the *Fringe Area* are nodal in character. Where a degree of contiguity exists such as between Somerset West / Strand / Gordon's Bay on the one hand and Paarl / Wellington on the other, the type and degree of connectivity remains nodal and rural. Contiguity is therefore not achieved with the metro (mother) as is contemplated by the LGTA and borne out by international examples (please refer to paragraph 5, Section I).

2.0 DEMARCATATION OF CMA ACCORDING TO LGTA'S CRITERIA

In the following paragraphs the geographical extent of the CMA is evaluated in context of the Situation Analysis (of Section I), according to the *definition* of a metropolitan area and the *criteria* for determining areas pertaining to local government, as provided in the LGTA., namely:

■ CRITERIA AS PER THE LGTA

The LGTA provides clear guidelines for demarcating metropolitan areas by determining the criteria (Section II (6)(b) of the LGTA for the demarcation of local government areas) and if the latter are read together with the definition of a metropolitan area (Section I (1)(vii) of the LGTA).

In this paragraph each of the eight criteria as per Section II (6)(b) of the LGTA is tested against the considerations as per Section I above and other relevant factors such as past and present urban and regional planning policy, local and regional fiscal and economic consideration, the intent of the new constitution as it relates to local government, etc., namely:

- * *Topographical and physical characteristics.*
- * *Population distribution.*
- * *Existing demarcation of areas pertaining to local government affairs and services.*
- * *Existing and potential land usage, town- and transport planning.*
- * *Economy, functionality, efficiency and financial viability with regard to the administration and rendering of services.*
- * *Development potential in relation to the availability of sufficient land.*
- * *Interdependency and community of interest between residents.*
- * *The integration of the urban economy.*

2.1 TOPOGRAPHICAL AND PHYSICAL CHARACTERISTICS

The more compact and cohesive a metropolitan area is, the more efficiently it functions and the more cost effective utility service provision becomes. Topographic obstructions and physical characteristics precluding the cohesiveness of the metropolitan area are therefore important considerations in the demarcation of a metropolitan area.

There are no topographic obstructions such as large areas of fertile agricultural land that undermine the cohesiveness of the *Primary Area*. The *Primary Area* could therefore be regarded as a coherent metropolitan area.

If the *Fringe Area* is to form part of the CMA the extent of the metropolitan government's area of jurisdiction would be more than doubled (if the *Primary Area* is considered to be the CMA). Furthermore, the future CMA's cohesiveness would be seriously undermined due to the belt of fertile agricultural land to the east and north that is to be preserved. The policy to retain the agricultural land to the east and north-east of the *Primary Area* land has been established for several decades. In the most recent IMDF this policy has been endorsed. The weak geographical cohesion of a metropolitan area such as proposed by the CMNF decreases the economies of scale benefits of metropolitan wide infrastructure and service provision and impacts negatively on administrative efficiency.

It can be argued that the 1 470km² of space taken up by the *Primary Area* could be managed more cost effectively, to the benefit of its 2,2 million inhabitants, than would be the case if the 3 750km² space of the *Fringe Area* with its approximately 350 000* people were to be added to it.

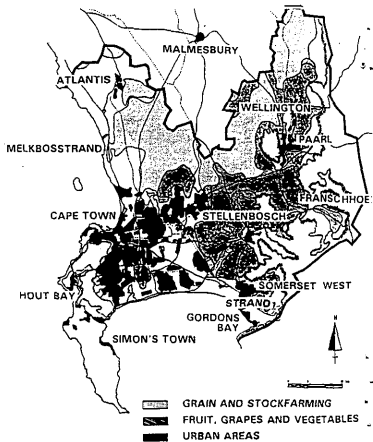


FIG.11: TOPOGRAPHICAL AND PHYSICAL CHARACTERISTICS OF THE CAPE METROPOLITAN AREA
(source: MDF Co-ordinating Working Group, 1993)

* 1991 population census results.

As indicated in Table 2, Section 1, an urban area such as Los Angeles that would qualify as a metropolitan area in terms of widely accepted international definitions comprises approximately 2 800 km². An area inclusive of the *Primary* and *Fringe Area* (almost double this size), is likely to be unprecedented anywhere else in the world (refer to Table 2).

Since inhabitants usually identify with an area defined by natural landmarks and boundaries, the topographical and physical characteristics of the natural base are an important consideration in the demarcation of a metropolitan area.

Regarding physical characteristics it needs to be noted that the natural and environmental characteristics of the *Primary Area* and the *Fringe Area* are similar in many respects, but also differ with respect to the dominance of mountains, slopes, river/drainage, sea/coastal contact, vegetation/plantations, soil types, rural land uses, etc.

These different environmental characteristics have profound implications for inhabitants' sense of identity/belongingness in determining economic and recreation activities, life styles etc.

In the *Environmental Evaluation of the CMA* (CCC,1993), five different geographic areas were distinguished according to their environmental characteristics. The unique environmental characteristics of each area have particular urban development and natural resource utilisation / conservation implications. The five geographic areas identified are the:

- Cape Peninsula;
- West Coast;
- Cape Flats;
- Winelands, and
- Wheatlands.

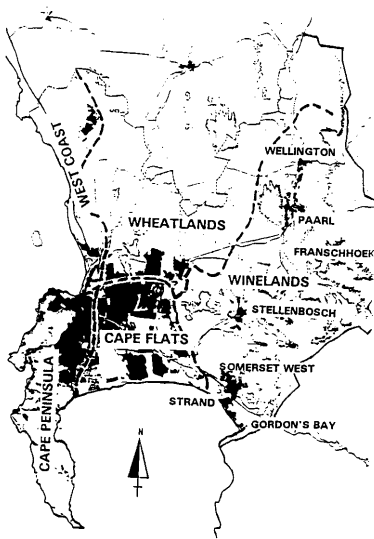


FIG.12: THE FIVE GEOGRAPHICAL AREAS OF THE CAPE METROPOLITAN AREA
(source: Cape Town City Council, 1993)

The spatial and policy principles for managing the natural environment of the *Fringe Area* are different to those of the *Primary Area*. Therefore, there do not appear to be significant advantages, from the perspective of promoting the socio-economic interests of the people living in the WCRSC's area of jurisdiction and beyond, in placing the *Fringe Area* together with the *Primary Area* under one metropolitan authority.

It is recognised that there are areas of mutual concern such as the linkage of various open space systems within the *Primary Area* to peripheral open space systems in the *Fringe Area* and surrounding areas, as well as the preservation of representative natural habitats or ecologically sensitivity areas and the conservation of the biotic diversity of the Fynbos Biome.

The *Fringe* and *Primary Areas* both form part of the Fynbos Biome. The Fynbos Biome however, extends across a far wider area than that of the two sub-regions, i.e. the *Fringe* and *Primary Areas*.

It can therefore be argued that a metropolitan government as a third tier level of government, with functions and a scale of operation as is contemplated in the LGTA, is not the mechanism required to adequately co-ordinate the management of common interests as it relates to this criterion on the scale of the WCRSC's area of jurisdiction. In the opinion of the consultants an appropriate level of management and planning should be the responsibility of second tier government.

As regards the CMNF's motivation that the locality of the WCRSC's area within the Fynbos Biome (Bioregion) is a factor supporting the demarcation of the CMA over the WCRSC's area of jurisdiction, international planning models specifically designed to address development and conservation issues on this scale, such as the *Bioregional Management* and *Biosphere Reserve* models advocated by the WRI and UNESCO respectively, need to be considered. It needs to be noted that the application of these models is already being considered by second tier government.

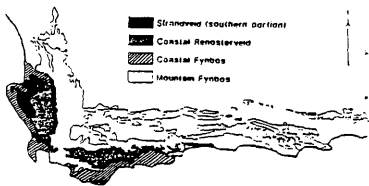


FIG.13: THE EXTENT OF THE FYNBOS BIOME AND VARIOUS SUB-TYPES (source: UNCED, 1992)

The Fynbos biome could therefore be managed on a regional level as a *Bioregion** within structures created to address issues on this scale. It would be fitting for a metropolitan government to become a partner in environmental management, but not on a scale and on a level that would be suitable to third tier government.

2.2 POPULATION DISTRIBUTION

The spatial distribution of population in Planning Region 39 provides a good indication of the extent of metropolitan character.

The *Primary Area* (i.e. Planning Region 39a which accommodates ± 2.2 million** people), is characterised by high urban densities, while the *Fringe Area* (accommodating $\pm 350\ 000$ people) comprises large areas of non-urban land.

The average population density in the *Primary Area* is approximately 1 360 persons/km² compared to approximately 150 persons/km² in the *Fringe Area*. The *Primary Area* is therefore a far more densely built up area than the *Fringe Area* (refer to Figure 14).

Insofar as population distribution in the *Fringe Area* is concerned, it is unlikely that population growth would change this pattern much, in the light of long standing policy on directing urban development away from the fertile agricultural land (refer also to paragraph 2.6).

Densely built up areas such as the *Primary Area* are characterised by more intensive transport and infrastructure, higher building densities and capital values, complex social structures and more diverse and specialised economic activities. The unique development challenges of the *Primary Area*, associated with extensive, densely built up urban areas, would benefit from a co-ordinating metropolitan authority.

* A "Bioregion" is defined by the WRI/IUCN/UNEP/UNESCO as "a land and water territory, the limits of which are defined by the geographic limits of human communities and ecological systems".

** According to the results of the 1991 census.

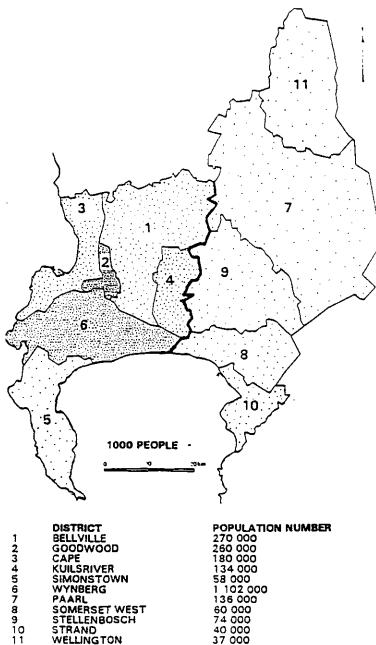


FIG.14: POPULATION DENSITY OF FRINGE AREA AND PRIMARY AREA (ACCORDING TO 1991 CENSUS RESULTS)

In evaluating the significance of population density for the demarcation of a metropolitan area, it is important to, amongst other factors, take into consideration that it would be beneficial for the *Primary Area* to be included in a metropolitan government's area of jurisdiction, whilst it would not be the case for the *Fringe Area*.

2.3 EXISTING DEMARCATION OF AREAS PERTAINING TO LOCAL GOVERNMENT AFFAIRS AND SERVICES.

This criterion can be investigated from two perspectives, namely: historical boundaries and development, as well as past and present metropolitan status.

(a) Historical Boundaries and Development

Regional identity is largely dependent on the historical development of a region and historical boundaries that people have lived with over the years.

The *Fringe Area* towns are rural in character and are almost completely surrounded by agricultural land, the retention of which has been recognised on a national level. The towns of the *Fringe Area* have historically evolved as independent towns, significant for their agro-industries, tourist attractions and as market/service centres for the surrounding farms.

These towns, founded over centuries, therefore have a spirit of independence as is reflected in their character and make-up. It is important to recognise the relationships between the Boland towns and the sense of belongingness founded in historically common denominators that evolved over centuries. The importance of retaining this identity has been widely recognised (eg. Dewar and Uytendogaardt, 1991) recommend that "the unique identity of regional towns such as Stellenbosch, Paarl, Wellington and Somerset West should be preserved by preventing their coalescence with other towns or with expanding Cape Town.").

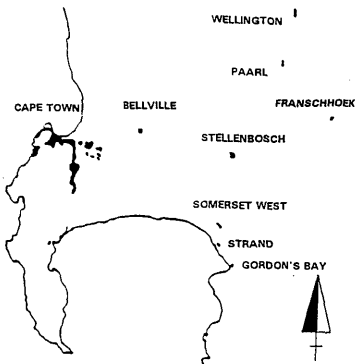


FIG.15: ESTABLISHED SETTLEMENTS IN 1900

(source: Dewar and Uytendogaardt, 1991)

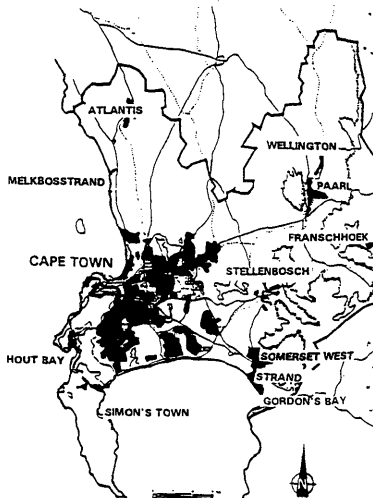


FIG.16: EXISTING URBAN AREAS AND SETTLEMENTS WITHIN THE RSC'S AREA OF JURISDICTION

(source: MDF Co-ordinating Working Group, 1993)

It can be argued that due to their independence, unique identities and balanced economies (refer to paragraph 2.8 below), these towns cannot be classified as *sub-structure* areas of a metropolitan area of jurisdiction as contemplated in the Act.

(b) Past and Present Metropolitan Status

A metropolitan area should, as far as possible, fit in with existing organisatory systems so that minimal re-organisation and disruption is caused. Therefore the degree to which the existing extent of the CMA corresponds with the appropriate jurisdiction area of a metropolitan authority according to the Local Government Transition Act needs to be determined.

Planning Region 39 (i.e. the CMA) was officially demarcated as a metropolitan area for the first time in the National Physical Development Plan of 1976. However, the demarcation of Planning Region 39 was intended for planning purposes in terms of the Physical Planning Act. Planning is however, only one of the functions of a metropolitan authority.

With the restructuring of local government in 1983, Planning Region 39 was placed under the authority of the Western Cape Regional Services Council (in 1987). It was designated an administrative body, for the co-ordination of service provision. At this time there were strongly motivated proposals from local quarters that two or even three RSC's should cover the CMA. The Demarcation Board, in fact, recommended two RSC areas, one for the *Primary Area* and one for the *Fringe Area*, but was later overruled.

It can be argued that the size of the WCRSC's area of jurisdiction (approximately 5 220 km²) is too large for the efficient provision of services and for exercising effective control. (This matter is addressed in greater detail under paragraph 2.5 below).

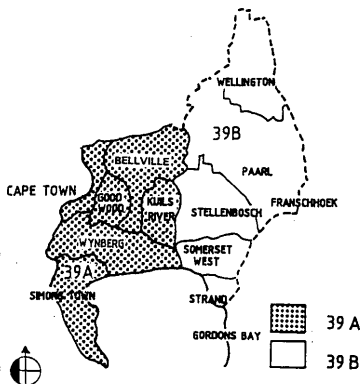


FIG.17: PLANNING REGIONS 39A & 39B: RDA AND GUIDE PLAN STUDY AREAS (source: Wesgro, 1992)

Regional offices were, for example, therefore necessitated. Furthermore many RSC services are contracted back to the local authorities that used to provide them before the WCRSC was established.

Furthermore, the RSC's area of jurisdiction would be an extremely large metropolitan area, compared to international examples of metropolitan areas (refer to Table 2).

In evaluating the significance of existing boundaries, which may provide the basis for geographical pride, it needs to be recognised that the RSC boundary is recent and was established under controversial circumstances. It therefore has little meaning to the people of the Cape area. Furthermore, the functions of a metropolitan government as are contemplated by the LGTA are fundamentally different to RSC functions, and therefore the boundary of the RSC as a valuable criteria is weak. In considering the outer boundary of a metropolitan council area it could therefore be argued that it should not be influenced by boundaries previously demarcated for reasons / criteria other than those envisaged by the LGTA.

In this regard, it should be borne in mind that planning can take place at various levels i.e. regional, sub-regional, metropolitan and local levels. Therefore the co-ordination of development in Planning Region 39 and links between the *Fringe Area* towns and the *Primary Area* could be dealt with on a regional planning level, and does not require a metropolitan government as is contemplated by the LGTA to give effect to it.

When motivations for the demarcation of the *Primary Area* identified as such in past demarcation studies is read together with other criteria described in this section, it is clear that the previous demarcation of the *Primary Area* qualifies to be defined as a metropolitan area.

If the *Fringe Area* or part thereof or any area beyond it were to be included in the Metropolitan Area it could be argued that efficiency of service provision and the exercising of effective control would be undermined.

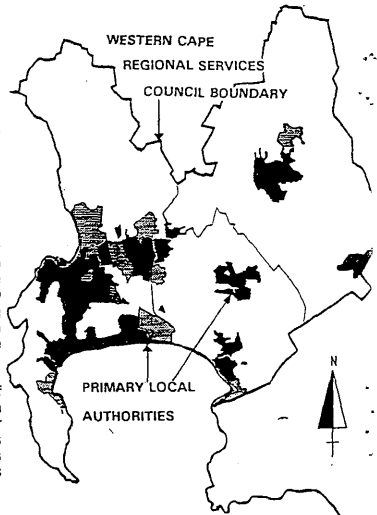


FIG.18: EXISTING LOCAL AUTHORITY AREAS OF JURISDICTION (source: Interim MDF, 1993)

2.4 EXISTING AND POTENTIAL LAND USAGE AND PLANNING.

A metropolitan area should function as a unit in terms of the inter-relationship between various land uses eg. industrial, business, commercial, residential and transportation (refer to the definition of a metropolitan area as per the LGTA paragraph 1, Section I and international criteria, paragraph 5.3, Section II).

The rural towns in the *Fringe Area* should therefore form a functional and integrated part of the Cape metropolis if they are to be included in the metropolitan authority's area of jurisdiction.

In terms of this criterion of the Act, the *Fringe Area* cannot be regarded as being part of the metropolitan area, since its towns and settlements do not form a cohesive urban area with the *Primary Area* and are independent with respect to a number of services as well as being, to a large extent, economically independent (refer to paragraph 2.8).

The *Primary Area*, which currently comprises a cohesive urban area where various towns or urban complexes function more or less interdependently, does in terms of this criterion comply with the Act's definition of a metropolitan area.

According to *Interim MDF* proposals for the future development of the CMA, a system of *Activity Corridors* is to integrate the various towns / urban complexes of the *Primary Area* and thus strengthen the interdependence and holistic functioning of these areas. *Activity Corridors* have also been proposed for the *Fringe Area* towns. However, it is important to note that the latter proposal has as its objective the integration of the various *local* urban areas of *Fringe Area* towns, and not the promotion of functional links between adjacent *Fringe Area* towns and the *Primary Area* towns and urban complexes.

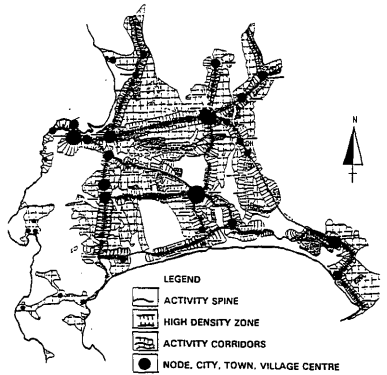


FIG.19: PROPOSED "ACTIVITY CORRIDORS" OF PRIMARY AREA
(source: *Interim MDF*, 1993)

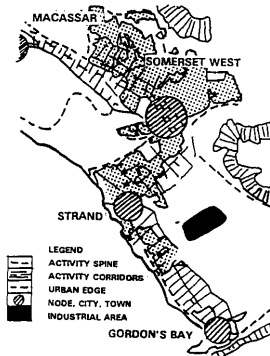


FIG.20: AN ACTIVITY CORRIDOR PROPOSED FOR THE FRINGE AREA
(source: *Interim MDF*, 1993)

Fundamental to the proposals of the IMDF therefore, as well as other planning studies (eg. Dewar and Uytendogaardt, 1991), is that *Fringe Area* towns should not be integrated with the *Primary Area* urban complexes and *visa versa* to form a functional unit. Therefore, in terms of IMDF proposals, the *Fringe Area* cannot be regarded as being part of the metropolitan area, according to criterion (iv) of the LGTA.

It can be argued therefore, that in the *Primary Area* an over-arching metropolitan authority is required to guide and co-ordinate land-use planning and development projects according to widely agreed to goals of the metropolitan area as a whole, as it comprises a number of integrated local areas with over-lapping interests.

However, the co-ordination of land-use planning and development on this scale (i.e local area scale) is not required in the *Fringe Area*, since the towns are not inter-dependent or functionally linked to the same degree. Furthermore as argued in paragraphs 2.7 and 2.8, developmental goals and planning issues and challenges of the *Fringe Area* differ significantly from those of the *Primary Area*.

It is therefore argued that the facilitation of planning processes by local councils in the *Fringe Area*, which would be far more accessible to local stakeholders, would be more advantageous to centralising planning functions in a metropolitan authority. Local councils could be more responsive to local needs and preferences ensuring that developmental needs of the local population are addressed and the public good is protected according to local wishes. (Administrative efficiency and democratic representation issues are dealt with in paragraph 2.5.2).

As regards the degree to which local authority planning and development decisions would serve regional development interests and goals, it should be borne in mind that it is likely that provision would be made in future physical planning legislation for three interrelated levels of planning. Lower order plans would have to comply with policy frameworks of higher order plans. Metropolitan and local planning would therefore have to operate within the policy framework of second tier planning. Accordingly, second tier government planning legislation would provide a framework to protect regional interests. Furthermore, second tier planning would address the inter-relationship between the various *Fringe Area* towns and settlements and urban complexes of the *Primary Area*, and co-ordinate land-use planning proposals and policy decisions within this area. Local authority development and policy decisions would therefore be guided by regional and central government policy frameworks.

2.5 ECONOMY, FUNCTIONALITY, EFFICIENCY AND FINANCIAL VIABILITY WITH REGARD TO THE ADMINISTRATION AND RENDERING OF SERVICES.

2.5.1 Rendering of Services

The provision of certain higher order services or functions to a large population within an extensive metropolitan area, on a metropolitan basis can be more cost effective than providing it on a local basis. There is however much uncertainty about the optimum size of a town or metropolitan area for efficient service provision. Different urban services generally achieve their optimum scale of provision at different thresholds (Todes and Watson, 1986). The evaluation of the criteria as per this paragraph is therefore directly influenced by the geographical extent of the CMA.

Certain public services show economies of scale, others do not. The Regional Services Council Act No.109 of 1985 makes provision for RSC's to undertake 21 listed functions, directly or through agents. RSC's in general have delivered very few of their authorised functions directly (these being primarily water and electricity).

The LGTA lists 22 duties and functions that could be performed by a metropolitan authority (refer to Paragraph 2.3, Section 1). However, it can be argued that not all of these functions show economies of scale.

In determining the optimal boundary of a potential metropolitan area, in terms of maximising functionality and efficiency in the rendering of services, it is assumed that economies of scale benefits could be derived from the provision of the following services across a wider than local area: bulk water supply; electricity; water; river and stormwater management; sewage disposal; solid waste disposal and transportation.

Therefore, in order to determine whether the *Fringe Area* should be included in the Cape Metropolitan Area, the implications of its inclusion for the efficient and economic provision of the above mentioned services, that could have economies of scale benefits, are assessed.

2.5.1.1 Bulk Water Supply

The geographical area from which the CMA's water is drawn extends far beyond the boundaries of the WCRSC. It can therefore be argued that the responsibility for overall planning and coordination of the bulk supply of water should be done on a regional basis, eg. across a region such as the study area of the Western Cape Systems Analysis (refer to Figure 21).

Table 3 compares water tariffs of the *Fringe Area* towns with that of CCC, the RSC (for Melkbosstrand, the city of Bellville and suburban municipalities such as Durbanville and Goodwood (These results may not be totally cost related, as some cross subsidisation may occur).

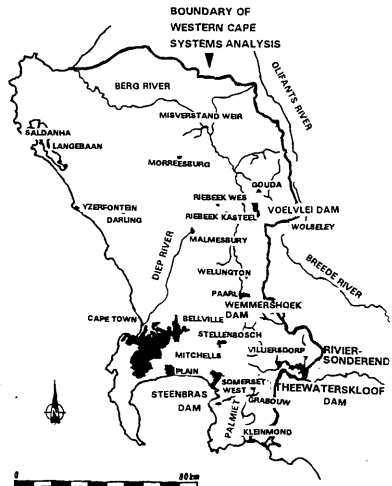


FIG.21: STUDY AREA OF WESTERN CAPE SYSTEMS ANALYSIS (source: DWAF, 1992)

AUTHORITY	k//MONTH	RATES(VAT excl) BASIC PER KI	% from CCC #	*36 k//MONTH
Gordon's Bay	0 - 30 30 - 45 45 +	R 6,80 R 1,00 R 1,50 R 2,33	100	R 52,21
Strand	flat rate	R 6,00 R 1,17	75	R 54,86
Somerset West	flat rate	R 18,24 R 0,86	37	R 56,09
Stellenbosch	0 - 40 40 - 100 100 +	R 0,77 R 0,86 R 0,96	0	R 31,60
Franschhoek	0 - 300/A 300/A +	R 225,72/A R 1,25	0	R 37,12
Paarl	0 - 40 40 - 80 80 +	R 3,01 R 0,73 R 1,05 R 1,24	90	R 33,39
Wellington	0 - 13 13 +	R 9,11 R 0,76 R 0,97	82	R 47,08
Cape Town	0 - 30 30 - 130 130 +	R 3,16 R 0,84 R 1,29 R 1,62	100	R 41,15
RSC (Melkbosstrand)	0 - 12 12 - 35	R 3,00 R 0,97 R 1,44 R 1,75	100	R 56,44 35 +
Bellville	0 - 15 15 - 50 50 +	R 0,81 R 1,21 R 1,54	100	R 42,82
Goodwood	flat rate	R 5,70 R 1,05	100	R 49,59
Durbanville	0 - 21 21 - 42 42 +	R 1,74 R 1,82 R 1,97	100	R 72,78
* This example is based on an average household demand of 36 k/month and includes 14% VAT # % of annual total bulk demand purchased from CCC				

TABLE 3: COMPARISON OF WATER TARIFFS FOR VARIOUS LOCAL AUTHORITIES

It is clear, from an analysis of the data represented in Table 3 that most of the towns in the *Fringe Area* manage and operate their water reticulation networks as efficiently if not better than bigger municipalities. It is therefore doubtful whether water provision in the *Fringe Area* could be managed more cost effectively or efficiently by a metropolitan authority.

2.5.1.2 Electricity

The network which supplies the *Fringe Area* municipalities with electricity does not form part of the distribution system which provides the *Primary Area* with electricity. In order to integrate the network, it will be necessary to construct interconnectors with the *Primary Area* and to separate the existing supplies from the Eskom system. This procedure will be very expensive and will not add capacity to the system or enhance it in any technical manner.

The structures and organisations which will in future be responsible for the generation, transmission and distribution of electricity, are at present being debated on a national level, and will have a major influence on the regional, metropolitan and local level. Rationalisation benefits, advantages and disadvantages on a metropolitan and local level are therefore difficult to assess at this stage.

2.5.1.3 River and Stormwater Management

The existing RSC boundary does not correspond with watersheds, i.e. it does not encompass the catchments of the two major river systems which flow through the *Fringe* and *Primary Area*. The upper reaches of the Diep and Lower Berg River are not included in the RSC's boundary. Since overall river management cannot be controlled by an authority whose area of jurisdiction does not cover the total catchment area, it would not be feasible for the proposed metropolitan authority to manage or control river catchment areas.

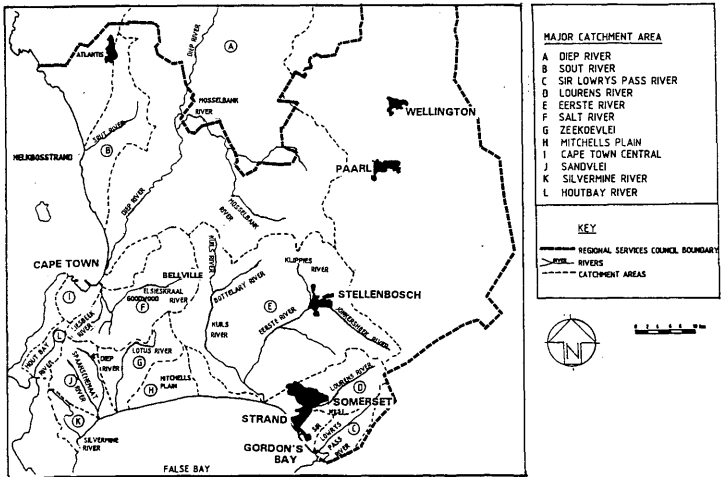


FIG.22: MAJOR CATCHMENT AREAS
(source: Van Wyk and Louw, 1993)

According to the CMNF's proposal, five catchment areas are identified. Two of these, i.e. the Upper Berg and Palmiet, together with Eerste River (quite a distinct and separate portion of the False Bay catchment) are part of the *Fringe Area*. The streams and rivers which originate in these catchments run through *Fringe Area* towns and their surrounding agricultural areas. Over time certain checks and balances have evolved from water rights and agreements between the different communities and the farmers of the area. This characteristic of the *Fringe Area* therefore requires a different approach and management style to the *Primary Area*.

2.5.1.4 Sewage Disposal

Table 4 compares sewage service tariffs for the *Fringe Area* Towns with those of CCC and RSC (for Melkbosstrand). Again, due to factors such as cross subsidisation, these tariffs may not be totally related to costs.

AUTHORITY	SEWERAGE SERVICES (Charge/annum 14% VAT incl)	REFUSE REMOVAL Charge/annum (14% VAT incl)	NO COLLECTIONS /week
Strand	Flat rate : R273-60	Flat rate :R205-20	1
Somerset West	Flat rate : R184-66	Flat rate :R207-96	2
Stellenbosch*	R146-17- R237-53	R102-03-R190-03	1
Franschhoek	Flat rate : R297-96	Flat rate :R226-44	1
Paarl	R 53-87 - R107-73	Flat rate :R245-56	2
Wellington	Flat rate: R342-00	Flat rate :R136-50	1
Average for Fringe	R205-44	R197-67	
Cape Town#	R212-00- R941-00	R113-00-R502-00	2
RSC (Melkbosstrand)*	R410-40 R820-80	Flat rate :R171-00	1
* For single residential properties of erf size varying between 500 m ² to 1 000m ² # For single residential properties in Kenilworth which were recently sold for R150 000 and R460 000 respectively			

TABLE 4: COMPARISON OF SEWAGE SERVICE AND REFUSE REMOVAL TARIFFS FOR VARIOUS AUTHORITIES

The data represented in Table 4 indicates that most of the *Fringe Area* municipalities manage their sewage reticulation and treatment operations efficiently and that it would be highly unlikely that it could be improved upon if this function would be included into an area of jurisdiction of a metropolitan government.

2.5.1.5 Waste Management

Although local authorities currently manage and maintain their own waste disposal sites, the Department of National Health and the DWAF, ensure that they manage and maintain their disposal sites to an acceptable standard. There is no need for the involvement of a metropolitan authority in this regard. According to Table 4 which compares refuse removal tariffs of the towns of the *Fringe Area* with those of CCC and RSC (for Melkbosstrand), the rates of the *Fringe Area* compare well, which is an indication that there is no real benefit to be part of a larger authority.

Local authorities are able to match levels of service more closely to affordability, local needs and preferences (eg. community's environmental conscience), and particular conditions, which are unique for a certain town that may have an impact on waste management.

In the above regard it needs to be taken into consideration that innovative solutions to waste management can be the product of a synergy between those directly affected by the problem and other parties such as a metropolitan and regional government and special purpose bodies. A case in point is a study, presently underway between Messrs MBB consulting agricultural and industrial engineers from Stellenbosch and Spoornet, for the implementation of an innovative waste management system. The latter system could result in eradicating the need for a local waste disposal site altogether, whilst at the same time producing much needed compost to support the development of agriculture and agro-industries in the region and utilising rail transport instead of road transportation infrastructure.

One can therefore argue that there is a risk that a centralised metropolitan authority deciding on policy and budget, will not have sufficient contact with the *Fringe Area* towns to be adequately aware of each town's specific needs and opportunities regarding waste disposal. In the process the contributions that local authorities could make, in finding innovative solutions to acute problems for which they are directly responsible, could be lost. The danger arises that if direct responsibility and accountability is removed the core problem could "become someone else's".

2.5.1.6 Transportation

It is recognised that an over-arching authority is required for co-ordinating the connection of the various towns and villages of the *Fringe Area* and the *Primary Area* by means of arterial roads and various passenger transportation modes and for the provision of links with the rest of the country. As motivated above, a metropolitan authority is not necessarily required for this purpose, a sub-regional authority or a special purpose body (eg. an extended MTAB) could be responsible for this function.

The management of the transportation system on a level which structures urban development and land-use and provides access and mobility, requires an overarching co-ordinating authority in the *Primary Area*, where several local areas function inter-dependently as a unit. In the *Fringe Area* the functional inter-dependence between towns is far less and therefore transportation systems could be managed effectively on a regional and local level.

2.5.2 Administrative efficiency

Various particulars of local government entities of Planning Region 39 were investigated (refer to Paragraph 4, Section I) in order to determine the effectiveness of administration of local authorities in the *Fringe Area*.

The *per capita* annual income and expenditure of the *Primary* and *Fringe Areas* compares favourably (refer to Table 2 and paragraphs 4.1(vi) and 4.1(viii), Section I). Furthermore, the *per capita* expenditure of municipalities on personnel is lower in the *Fringe Area* than in the *Primary Area*. According to the particulars investigated (refer to Table 2 and Paragraph 4, Section I), it would appear as though the *Fringe Area* has the administrative and institutional capacity to govern itself on a local government level.

It also needs to be taken into consideration that the aim to bring third tier government closer to the people it serves would be defeated if the *Fringe Area* were to be placed under a metropolitan authority. The centralisation of many local authority powers, duties and functions in a metropolitan authority would undermine the responsiveness of local government to the specific character, social and economic development needs of the *Fringe Area* as well as local value systems and priorities.

According to international experience, where local government is able to contribute positively to the development of an area under its jurisdiction, decision making should be decentralised as far as is feasible so that people have the greatest control over decisions that affect their lives (Todes and Watson, 1986).

The democratic representation of the people in the *Fringe Area* would be undermined, if the *Fringe area* was to be included in a metropolitan authority's area of jurisdiction. The *Constitution of the Republic of South Africa*, 1993 requires decisions of local government councils to be based on the support of at least two-thirds of their members on budgetary matters. In the case of land-use planning issues the majority support of 51% of council members is required for decision making. The people of the *Fringe Area*, could have less than one third representation on a metropolitan government having jurisdiction over the *Fringe* and *Primary Area*, since the *Fringe Area* represents only $\pm 20\%$ of the total population of the *Fringe* and *Primary Area*. Therefore, even if the people of the *Fringe Area* were to reach 100% consensus on a budgetary matter, they would technically have no influence in opposing a decision of the metropolitan government, since if the latter takes an opposing view on a particular issue, it would not be possible for the *Fringe Area* to gain more than a third support to oppose the view.

From the above investigation it is the opinion of the consultants that the spirit of the constitution (i.e. that a local government system that is responsive, accountable, transparent, equitable and accessible be established) would be flawed if the *Fringe Area* was to be included in the CMA.

2.5.3 Financial Viability

In assessing whether it would be in the interest of the Cape Metropolitan Area and the region as a whole for the *Fringe Area* to be included in the metropolitan area for financial reasons, it needs to be determined whether the *Fringe Area* could generate sufficient collective resources to provide a basic level of service and address developmental needs of *Fringe Area* inhabitants.

It is however, important to note that the problem of financial viability should not be viewed from an urban or regional level, but also in relation to the total inter-governmental fiscal transfer system between regions and different levels of government. One main purpose of the Local Government Transition Act is to address socio-economic development problems within disadvantaged areas of local government. The same applies to the current constitutional developments on a regional and national scale. It is reasonable to expect that, given certain standards applicable to services, many local governments will not have the funds available for the supply of basic services. Financial help from central government is the only way in which these local governments will be able to deliver the necessary services. This is applicable to both the *Primary* and *Fringe Areas*.

It can therefore be argued that the financial viability of the *Fringe Area* is not one of the most important issues in the demarcation of a Cape metropolitan area (although it does appear as if the *per capita* tax base of the *Fringe Area* - providing an indication of its financial capacity to address socio-economic development - compares well with that of the *Primary Area*). A more important issue is the effectiveness of a metropolitan authority in matching collective resources to local needs in the *Fringe Area* (which has been dealt with in the previous paragraph).

A further consideration is the overheads related to the redistribution of finances generated in the *Fringe Area* via a metropolitan authority as opposed to their more direct allocation by *Primary Area* local authorities. Furthermore, the increased size of the bureaucracy on the metropolitan level, if the *Fringe Area* is included in a metropolitan government's area of jurisdiction, may undermine administrative efficiency and impose a further drain on public resources.

Although it is important to recognise that the future metropolitan government cannot be equated with the WCRSC, it is perhaps useful to determine to what degree the *Fringe Area* was dependent on WCRSC in the past for financial resources to fund development. It appears as if the *Fringe Area*, at best, received as much funding as it contributed to the WCRSC. Unfortunately, it has not been possible to obtain all the data required for this purpose. However, a fundamental principle of the new constitution is that local government must be equitable. A situation where Peter is robbed to pay Paul can therefore not be tolerated by any town in the *Fringe* or *Primary Area*, as their mutual and individual interests would not be served by it. If some of the *Fringe Area's* financial resources are used to fund development in the *Primary Area*, the economic development potential of the *Fringe Area* could be undermined and thus its potential to contribute financially to second tier government through taxation and fiscal structures. It is therefore argued that financial viability would best be served if local government is demarcated and structured as is contemplated in the Act.

In this respect it is important to consider the fact that the financial viability of a third tier level of government is influenced by its relationship with second and first tier government. It can be expected that within a geographical area such as the *Primary Area* and the *Fringe Area* there will be a need to apply "equalisation" measures to redress imbalances of the past. It needs to be stressed that actions of this nature are not only the function of third tier government but also of first and second tier government. Of particular importance is that on the scale of the present WCRSC area of jurisdiction, second and third tier government would play a significant role in addressing past imbalances.

2.6 DEVELOPMENT POTENTIAL IN RELATION TO THE AVAILABILITY OF SUFFICIENT LAND FOR A REASONABLY FORESEEABLE PERIOD.

In accordance with sustainability objectives, it is essential for land of high value (in terms of resources) to be retained and to direct urban development to less valuable, but environmentally suitable areas.

According to the Environmental Evaluation for the CMA (Cape Town City Council, 1993), sufficient land (i.e. 19 000 ha) having low resource value and few environmental constraints to development, exists within the *Primary Area* to accommodate its projected increase in population until the year 2010, at a relatively medium density, and beyond this date if densities are increased.

According to various studies and policy proposals (eg. Dewar and Uytenbogaardt, 1991; Behrens and Watson, 1992; the Interim MDF, 1993 and the Cape Town City Council, 1993) urban development in the *Primary* and *Fringe Areas* needs to be compacted and densities need to be raised significantly. The need to identify land for urban development far beyond the borders of existing urban areas should not therefore be necessary within the foreseeable future.

Furthermore, it is widely agreed that land for the urban development needs of the *Primary Area* should not encompass the fertile agricultural land of the *Fringe Area* (eg. Dewar and Uytenbogaardt, 1991; the Interim MDF, 1993 and the Cape Town City Council, 1993).

In terms of recent forward planning policy proposals (i.e. structure plans) of the *Fringe Area* towns, population growth in the *Fringe Area* is to be accommodated through densification and infill. There is therefore good reason to believe that future urban expansion of *Fringe Area* towns will be more restricted than in the past as policy is already aligned with above mentioned planning and development considerations.

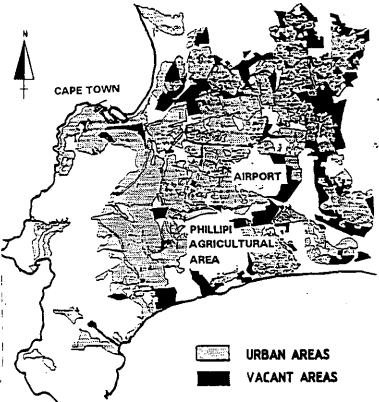


FIG.23: LAND WITHIN EXISTING *PRIMARY AREA* SUITABLE FOR DEVELOPMENT (source: Interim MDF, 1993)

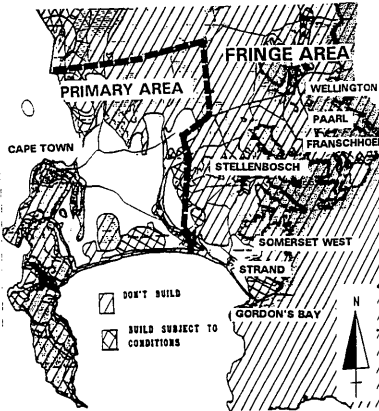


FIG.24: DEVELOPMENT AND CONSERVATION AREAS PROPOSED FOR THE NEXT ± 15 YEARS (source: Cape Town City Council, 1993 (adapted))

Furthermore, it is desirable that regional towns be prevented from coalescing with each other in order to retain their unique identities (Dewar and Uytendogaardt, 1991).

Consequently, there is general agreement that the settlements of the *Fringe Area*, as well as the urban complexes of the *Primary Area* should not form a cohesive urban area spanning across the area of jurisdiction of the WCRSC.

Therefore, in terms of this criterion, it is argued that the *Fringe Area* cannot be regarded as being part of the metropolitan area.

2.7 INTERDEPENDENCE AND COMMUNITY OF INTEREST BETWEEN RESIDENTS

The successful functioning of a metropolitan area/region is, to a large extent, dependent on the willingness of its inhabitants to co-operate, which in turn is dependent on their positive attitude towards and involvement in, the entire demarcated region, i.e. their sense of belonging and identification with the area. The degree to which individuals in the *Fringe Area* associate themselves with the *Primary Area*, is represented in Table 5.

District	% Yes	% No	Sample Number
Somerset West	19,3%	80,7%	179
Strand	21,2%	78,8%	68
Stellenbosch	22,1%	77,9%	170
Wellington	16,4%	83,6%	81
Paarl	21,8%	78,25	131
Total	20,4%	79,6%	629

TABLE 5: ASSOCIATION OF FRINGE AREA POPULATION WITH PRIMARY METROPOLITAN AREA

(source: Van der Merwe I.J. and H.J. Reyneke, 1989)

According to the results of the survey represented in Table 5 above, it appears that only 20% of the inhabitants of the *Fringe Area*, associate themselves positively with the *Primary Area*, and thus regard themselves as being an integral part of the *Primary Area* community.

Commuter patterns provide a further indication of interdependency and community of interest between *Fringe Area* and *Primary Area* communities. According to a recent study undertaken by MTAB, only ±18% of formally employed *Fringe Area* inhabitants commute to the *Primary Area* in order to work (refer to Table 7). Furthermore only ±10% of *Fringe Area* inhabitants undertake journeys to the *Primary Area* for shopping purposes (refer to Table 8).

Homogeneity within regions increases co-operation and reduces internal conflict based on own interest. Co-operation and trust are therefore more easily attained when members of a region display common socio-cultural characteristics (eg. occupational interest and language).

The degree to which the demographic and social profiles of the *Fringe Area* and the *Primary Area* differ or correspond, is explored in Table 6. An interesting observation flows from the comparison of the social profiles of the *Primary Area* and the *Fringe Area*. Whilst there is strong parity between the *Primary Area* and the *Fringe Area* in terms of age composition, there are marked differences in terms of language, economic activities and personal income.

The *Fringe Area* is characterised by a greater number of Afrikaans speaking people, and people in the primary agricultural sectors and low income groups. The *Primary Area* is characterised by a higher concentration of English speaking and Xhosa speaking people, people in the commercial and financial sectors and people in the middle income group. The *Primary Area* also has proportionally slightly less people in the non-economically active sector.

SOCIAL CHARACTERISTICS	PRIMARY AREA	FRINGE AREA
LANGUAGE		
Afrikaans	46,7%	80,1%
English	30,6%	8,4%
Xhosa	20,1%	9,3%
Other	2,7%	2,2%
	100% (2 003 000)	100% (347 000)
AGE		
1-19 years	36,8%	36,9%
20-44 years	43,2%	42,3%
45-64 years	14,7%	14,8%
65 + years	5,3%	5,9%
	100% (2 003 000)	100% (347 000)
ECONOMIC SECTOR		
Agriculture	0,7%	8,8%
Industry	8,1%	8,1%
Construction	3,1%	2,5%
Commerce	7,2%	5,1%
Finance	3,6%	2,2%
Transport	2,8%	1,3%
Services	11,3%	9,9%
Other	8,9%	6,5%
Non-economically active	54,3%	55,6%
	100% (2 003 000)	100% 347 000)
INCOME (per annum)		
None	53,3%	52,4%
R1 - R3 000	8,7%	11,6%
R3 001 - R5 000	4,5%	6,2%
R5 001 - R10 000	11,4%	10,3%
R10 001 - R30 000	14,9%	12,5%
R30 001 - R50 000	4,1%	3,7%
R50 001 - R100 000	2,4%	2,5%
R100 000 +	0,8%	0,8%
	100% (2 003 000)	100% (347 000)

TABLE 6: SOCIAL PROFILE OF *PRIMARY* AND *FRINGE AREAS*
(Source: 1991 Population Census)

The above social/demographic differences are probably significant enough to emphasize the heterogeneity and distinctive character of the individual areas. It can therefore be assumed that the specific needs, preferences and interests of the inhabitants of the *Fringe Area* will differ from those of *Primary Area* communities.

Accordingly, it can be argued that due to these differences in economic activity, language etc., and the fact that there is a relatively low level of identification of *Fringe Area* communities with the *Primary Area*, there is not a strong and convincing interdependency and community of interest between communities of the *Fringe* and *Primary Areas* as contemplated in the LGTA.

It can be argued that responsiveness and commitment to the specific needs, preferences and interests of people within the *Fringe Area* (comprising only 17% of the people in the *Fringe* and *Primary Areas*), would be undermined by subjecting them to one over-arching authority representing the interests of both the *Primary* and *Fringe Area*. Such a step would therefore run contrary to the spirit of the constitution.

2.8 THE INTEGRATION OF THE URBAN ECONOMY

It is understood from an interpretation of the Local Government Transition Act that in an integrated economy one part (eg. a municipality of the *Fringe Area*) is part of the whole (eg. CMA), and therefore cannot function independently, economically or otherwise efficiently. It is true that a measure of interdependence will always exist, but it needs to be determined whether a forced integration will decrease or increase the economic efficiency of a region or not.

Economic inter-dependence and functionality of a region/metropole is usually measured by the flow of goods, people, transactions and information.

According to Working Group 1 of the *Cape Metropolitan Negotiating Forum* (1994) there is a "growing interdependence of the regional towns and the Inner Metropolitan Area". This statement is based on the observation that "every day 50 000 commuters travel to the Inner Metropolitan Area from these towns, and 20 000 commuters travel outwards to the regional towns". This trend needs to be evaluated both in terms of its desirability and its significance.

According to the spatial principles of the *Interim MDF*, and many other authoritative opinions and policy (refer to paragraph 2.6), the *Fringe* and *Primary Areas* are not to form a cohesive urban area. Furthermore people are to be encouraged to live near where they work in order to avoid a range of associated urban and socio-economic problems (much is said in the *Interim MDF* about avoiding a Los Angeles situation). Accordingly, strategies should halt this trend of increasing long distance commuting between employment and residential areas. Such policies would, per definition, actively reduce the functional interdependence between the *Fringe Areas* and the *Primary Area*.

In addition, the desirability of promoting economic integration of the *Fringe* and *Primary Area*, in terms of the impact on economic growth needs to be determined. Placing the *Fringe* and *Primary Area* under the same local government could lead to economic homogeneity (there are many examples: uniform taxes, health regulations etc.). There are geographic differences between towns that promote geographic competition. Geographic specialisation (analogous to employment specialisation) is the dynamic factor that gives rise to economic growth. Limiting competition and specialisation therefore limits economic growth.

It is obvious that a single metropolitan council would have to redirect development within the area of its control. Normally this is done by, *inter alia*, investing in transportation infrastructure to improve regional accessibility, private investment incentives, public investment and development controls. It is possible, in the light of the conclusions that Stohr and Todtling (p.81) have drawn from the study of various cities, that these investments would contribute more to the development of the "core" region at the expense of the "peripheral" regions.

It could be argued, against the above, that economies of scale would be easier to attain in an extended metropolitan area. However, with vast undeveloped areas within the proposed CMA (inclusive of the *Fringe* and *Primary Areas*) this argument does not hold water.

Having assessed the desirability of promoting economic inter-dependence and functionality between the *Fringe* and *Primary Areas*, the "strength" of the existing functional links between the *Fringe Area* towns and the *Primary Area* needs to be evaluated. According to the *Interim MDF*, only about 3% (i.e. $\pm 20\ 000$ people) of formally employed people residing in the *Primary Area* ($\pm 650\ 000^*$) commute to the *Fringe Areas*.

* Population statistics for 1990/91 from Wesgro (1992).

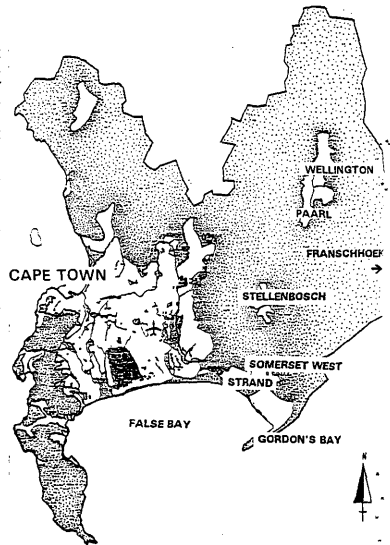


FIG.25: OPEN SPACE PROPOSAL
(source: Interim MDF, 1993)

According to the results of a recent study of commuters travelling to the *Primary Area*, undertaken by MTAB, only $\pm 18\%$ of formally employed *Fringe Area* inhabitants commute to the *Primary Area* in order to work. This percentage is only approximately half of the 30-35% work journey threshold required for the inclusion of peripheral urban areas into metropolitan areas, in the USA and Europe. Furthermore, it needs to be stressed that most commuters are from the top income groups, which from an economic perspective, should be seen as a normal development phase.

ORIGIN	NUMBER OF COMMUTERS
ATLANTIS	3 900
PAARL	3 700
STELLENBOSCH	3 600
SOMERSET WEST/STRAND	10 400
(A) TOTAL NUMBER OF COMMUTERS TRAVELLING TO PRIMARY AREA	
	21 600
(B) TOTAL NUMBER OF WORKERS IN FRINGE AREAS & ATLANTIS	
	116 000
PROPORTION (A)/(B) = 18.6%	

TABLE 7: FRINGE AREA AND ATLANTIS COMMUTERS TRAVELLING TO PRIMARY AREA

A survey* of passenger demand for public transport in Somerset West in 1992, showed that only 25% of the lower income workforce of the Helderberg Basin commute to the *Primary Area* (Metropolitan Transport Planning Branch of Cape Town, June 1993). According to Liebenberg and Stander (1990), of the total number of workers who live in Stellenbosch (17 462 people), 24% (4 170 people) work outside Stellenbosch (but not necessarily in the *Primary Area*).

The proportion of people residing in the *Fringe Area* that undertook journeys to the *Primary Area* in order to work or to shop is represented in Table 8. According to Table 8, $\pm 10\%$ of the *Fringe Area* population commutes to the *Primary Area* for shopping purposes.

* Data was derived from household interview surveys which were concentrated on lower income areas. These areas included Macassar, Figrove, Raithby, Helderzight, Rusthof, Gustrouw, Lwandle, Sir Lowry's Pass, Waterkloof and Sun City.

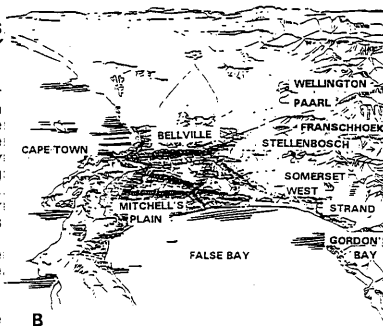
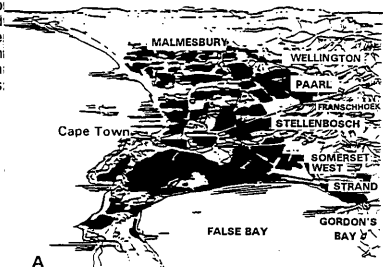


FIG.26: (A) LOS ANGELES IN CAPE TOWN: AN EXAMPLE OF WHAT MUST BE AVOIDED; (B) DESIRED STRUCTURE OF METROPOLITAN CAPE TOWN
(source: Interim MDF, 1993)

District	Work journeys	Shopping trips	Sample number
Somerset West	34,6%	9,7%	179
Strand	27,9%	8,8%	68
Stellenbosch	17,6%	13,4%	170
Paarl	6,9%	7,9%	131
Wellington	4,9%	10,5%	81
Total	19,7%	10,3%	629

TABLE 8: INTER-ACTION OF FRINGE WITH PRIMARY AREA*

According to Mosely (Regional Studies, p.58) in the city of Rennes the spatial extent of the "upward transitional area" within which the spread effects (more equal distribution) occurred was confined to a radius of some 20 to 30 km from the centre. Robinson and Salih (Regional Studies pp. 304-314) indicated a similar upward transitional zone within a radius of approximately ten miles of the centre of the city of Kuala Lumpur. Medellin in Columbia has a radius of 25km according to Gibbert (Development Planning and Spatial Structure).

From a preliminary analysis of the economic structure of the *Primary and Fringe Area*, it would appear as though the latter can survive on its own as long as it is recognised that intra- and inter-dependence within and between regions are normal economic phenomena. This specific topic is addressed in the report by Messrs Conningarth Consulting Economists referred to below.

The *Fringe* towns "have a remarkably balanced economic base, and economic growth will centre around agriculture and agro industries, services, tourism and light as well as high-tech industry" (Wesgro, 1992). Although the *Fringe* towns do have significant functional links with the *Primary Area*, being dependant on its markets, financial services and higher order facilities, so do most other Western Cape towns outside the present RSC boundary.

In terms of the criterion under investigation in this paragraph, the *Primary Area* could be designated a metropolitan area since most commuter flows are concentrated in this area (with only 3% of formally employed inhabitants commuting beyond the *Primary Area* in order to work).

In terms of the above however, it is argued that the *Fringe* and *Primary Areas* together do not form an integrated economy to the degree that they could be demarcated a single metropolitan area as is contemplated by the LGTA.

As far as the integration of the urban economy is concerned, a study has been undertaken by Messrs Conningarth Consulting Economists on quantitative economic measures to ascertain the economic viability of the *Fringe Areas* in terms of its economic structure and comparative advantage. Specific attention has been given to the structural differences in each of the *Primary* and *Fringe Areas* with special reference to the economic viability of these areas.

* Results of a sample survey of 629 people in the Fringe Area during 1989 (Van der Merwe and Reyneke, 1989: Town and Regional Planning 27)

3.0 DEMARCATION OF CMA ACCORDING TO THE POWERS, DUTIES AND FUNCTIONS OF A METROPOLITAN GOVERNMENT IN TERMS OF THE LOCAL GOVERNMENT TRANSITION ACT

The geographical extent of the CMA can only be determined once it has been established that the duties and functions of a metropolitan government can be efficiently performed within such a geographical area.

For the purposes of this report it would, in our view not be necessary to undertake further investigations in order to ascertain whether the *Primary Area* should be included in a future CMA as contemplated in the Act as the *Primary Area* very clearly conforms to all the major criteria for inclusion.

The question that now remains to be addressed, is whether the *Primary Area* needs to be extended beyond its present borders in order to serve its functions in a manner contemplated in the LGTA.

In the following paragraphs it is determined whether the *Fringe Area* (or any part thereof) should be included in a metropolitan authority's area of jurisdiction for the efficient and effective execution of the following possible duties and functions of a metropolitan authority as is contemplated in the LGTA:

3.1 DUTIES AND FUNCTIONS:

- 1 *Bulk supply of water.*
- 2 *Bulk supply of electricity.*
- 3 *Bulk sewerage purification works and main sewerage disposal pipelines for the metropolitan area.*
- 4 *Metropolitan co-ordination, land usage and transport planning.*
- 5 *Arterial metropolitan roads and stormwater drainage.*
- 6 *Passenger transport services.*
- 7 *Traffic matters.*
- 8 *Abattoirs.*
- 9 *Fresh produce markets.*
- 10 *Refuse dumps.*
- 11 *Cemeteries and crematoriums.*
- 12 *Ambulance and fire brigade services.*
- 13 *Hospital services.*
- 14 *Airports.*
- 15 *Civil protection.*
- 16 *Metropolitan libraries.*
- 17 *Metropolitan museums.*
- 18 *Metropolitan recreation facilities.*
- 19 *Metropolitan environment conservation.*
- 20 *Metropolitan promotion of tourism.*
- 21 *Metropolitan promotion of economic development and job creation.*
- 22 *The establishment, improvement and maintenance of other metropolitan infrastructural services and facilities.*

An assessment of the need for a metropolitan government to take responsibility for the 22 duties and functions listed above, indicates that there is not convincing evidence that any of the listed 22 duties and functions need to be performed on the scale of the WCRSC's area of jurisdiction by a metropolitan government to ensure that local area interests are served as is contemplated in the LGTA.

The above issues have, to a large extent, been addressed under Section II. For the purpose of further clarification, as it relates to specific duties and functions, cryptic comments on each of the 22 duties and functions listed in the LGTA are provided below.

3.1.1 Bulk Supply of Water

As is motivated in paragraph 2.5.1 of Section II, there is much evidence that it would be desirable to undertake the planning and co-ordination of bulk water supply on a regional basis such as the study area of the Western Cape System Analysis.

It could be argued that it is not feasible for the planning and organisation of bulk water supply to be a function of the metropolitan authority. Bulk water supply would therefore not be an over-riding determining factor in the demarcation of the metropolitan area, especially from the perspective of the *Fringe Area*.

3.1.2 Bulk Supply of Electricity

Separate networks supply the *Fringe* and *Primary Area*. The interconnection of the two systems makes no sense technically. There are distinct disbenefits that could result from providing a single network, such as the duplication of services with a resultant increase in costs.

Therefore, for the efficient functioning of a metropolitan council, the inclusion of the *Fringe Area* into the *Primary Area* holds no benefits.

3.1.3 Bulk Sewerage purification works and sewerage disposal pipelines for the metropolitan area

Since the towns of the *Fringe Area* have their own independent sewage treatment works which are managed efficiently, it is not considered practical to consider the inclusion of the *Fringe Area* in the future Cape Metropolitan Council's jurisdiction for this function.

Furthermore, against the background of the proposals of the MDF and other authoritative opinion as it relates to the policy to pursue inward compaction of urban development, there is no basis for considering the inclusion of the *Fringe Areas* sewage system into the metropolitan area.

3.1.4 Metropolitan co-ordination, land usage and transportation planning

According to the *Interim MDF* and other authoritative opinion and policy, the consolidation of urban development in the *Primary Area* to form a cohesive urban area is to be promoted, whereas the physical "isolation" of rural towns in the *Fringe Area* is to be maintained.

An overarching metropolitan authority is therefore required to co-ordinate land use and transportation in the *Primary Area* in order to promote the integration of various local areas and the sharing of facilities and infrastructure, i.e. to promote the holistic functioning of the various economic units of the *Primary Area*.

As argued in the *Interim MDF*, the integration of the *Fringe Area* towns with *Primary Area* urban complexes to form a cohesive urban area and functional unit is not desirable nor feasible. Therefore, the co-ordination of land use and transportation, to promote the positive performance of urban systems at the local scale in the *Fringe Area* does not require an overarching metropolitan authority as in the *Primary Area*.

It needs to be taken into consideration that the demarcation of the metropolitan area in the past, was done for planning purposes. Planning is only one of the functions of metropolitan government in terms of the Local Government Transitional Act.

In this regard, it should be borne in mind that planning can take place at various levels i.e. regional, sub-regional, metropolitan and local levels. Therefore the co-ordination of development in Planning Region 39 and links between the *Fringe Area* towns and the *Primary Area* could be dealt with on a regional government level, and does not require a metropolitan government as is contemplated by the LGTA to give effect to planning on a scale such as the present WCRSC's area of jurisdiction.

Furthermore, the demarcation of the CMA in the past was done rather arbitrarily. In essence, magisterial and administrative districts were translated into planning districts. These were in turn demarcated as the area of jurisdiction of the Western Cape Regional Services Council. The latter area is now, once again, being put forward as a possible area for the Cape metropolitan government.

The size of the area comprising the existing Western Cape Regional Services Council's area of jurisdiction (i.e. 5 220 km²) is far larger than any of the international examples of urban areas that could be defined as metropolitan areas (refer to Table 1). It can therefore be argued that the Western Cape Regional Services Council's area of jurisdiction is a sub-region and not a metropolitan area. Accordingly, the functions and duties to be performed by a metropolitan government (as proposed in the LGTA) on the scale proposed are *regional* functions. The relationship between third, second and first tier government could be negatively affected in the future Western Cape region, if a metropolitan government is to assume responsibility for these duties and functions on the scale of Planning Region 39.

In the opinion of the consultants, the benefits that are being sought by the establishment of an overarching metropolitan area over an area inclusive of the *Fringe Area*, could be achieved more efficiently by co-ordinating land-use and transportation planning in the *Fringe* and *Primary Area* on a regional level.

3.1.5 Arterial metropolitan roads and stormwater drainage

As mentioned in paragraph 2.5.6, a co-ordinating body is required for the planning of arterial roads in the *Primary* and *Fringe Areas* to ensure co-ordinated interconnection of the various routes and urban complexes of both areas. The co-ordination of the planning of arterial roads between the *Primary* and *Fringe Areas* and within the *Fringe Area* need not to be executed by a metropolitan council and could be addressed effectively on a regional government level.

As argued in Section II, due to the rural character of the *Fringe Area*, it requires a *different* catchment management approach towards stormwater management to the predominantly urban *Primary Area*. Stormwater management of the *Fringe Area* should therefore, from a practical point of view, not be a responsibility of metropolitan government.

3.1.6 Passenger Transport Services & Traffic Matters

The planning and co-ordination of various passenger transportation modes and sub-regional routes in the *Fringe* and *Primary Area* can be effectively addressed on a regional level or by co-ordinating *Fringe* and *Primary Area* needs with various special purpose bodies such as Transnet, etc. that already exist for this purpose.

3.1.7 Abattoirs & Fresh Produce Markets

Maitland abattoir serves the needs of the Western Cape and not only the farmers of the *Fringe Area* or the *Primary Area*. Likewise the fresh produce market in Epping is a *regional* facility and not a metropolitan facility.

3.1.8 Refuse Dumps

As is argued in Section II, a central metropolitan authority, deciding on policy and budget, cannot be sufficiently responsive to the specific individual needs of the *Fringe Area* towns as regards waste disposal. A situation could arise where a waste disposal site is chosen to serve the perceived needs of a metropolitan area, while having negative implications for the *Fringe Area*.

Furthermore, due to the weak representation of the *Fringe Area's* rural constituency on the central metropolitan government, the rural population of the *Fringe Area* could find themselves in a position where they have very little effective leverage to address such a potentially negative situation.

It would therefore not be beneficial for the *Fringe Area* to be included in a metropolitan council's jurisdiction area for this function.

3.1.9 Cemeteries and crematoriums; Ambulance and fire brigade services and Civil protection

It can be argued that such facilities and services will be best managed on a local level, due to the efficiency of existing service provision in the *Fringe Area* towns and the distances between the *Fringe* and *Primary Areas*.

The potential problems associated with this function are similar to those associated with the location of waste disposal sites, referred to above. Where regional co-ordination is required, regional government is an adequate vehicle through which common interests between the *Primary* and *Fringe Area* could be served.

3.1.10 Hospital services; Airports

These are either local facilities or regional facilities that do not require a metropolitan form of government to manage them efficiently on the urban and regional scale of the Western Cape.

3.1.11 Metropolitan libraries, museums, recreation facilities

These facilities are concentrated in the *Primary Area*, corresponding with the concentration of the population in the *Primary Area*. Metropolitan facilities, by definition are mainly to be found in metropolitan areas, i.e. the *Primary Area*.

3.1.12 Environment conservation

Although the *Primary* and *Fringe Areas* both form part of the Fynbos Biome, the *Fringe Area* has unique geographical characteristics (distinct from the *Primary Area*) dictating different urban development and natural resource utilisation/conservation responses. There are therefore no advantages from an environmental management or conservation perspective in placing the *Fringe* and *Primary Areas* under a single co-ordinating metropolitan authority.

As regards the management of the *Fynbos biome*, it can be argued that it is best dealt with on a regional scale in accordance with planning models designed to promote biological diversity.

3.1.13 Metropolitan promotion of tourism

On the scale of the WCRSC's area of jurisdiction, tourism could be more effectively addressed by a regional authority. The challenge to adequately address the promotion of tourism on the scale of the WCRSC lies on a nation-wide and region-wide level and not only on a metropolitan scale.

It needs to be noted that the devolution of functions relating to tourism planning and promotion, is likely to take place in accordance with the new mechanisms created on regional government level. Furthermore, the promotion of and co-ordination of tourism can be very successfully managed on a planning and administrative level between various autonomous local authorities. Furthermore, note needs to be taken of the advantages that would flow from maintaining a competitive edge between autonomous towns and therefore the disadvantages of centralist control and homogeneity.

3.1.14 Metropolitan promotion of economic development and job creation

Placing the *Fringe* and *Primary Areas* under the same local government, is undesirable from an economic development perspective, as it could lead to economic homogeneity (eg. by having uniform taxes, health regulations etc.), undermining geographic differences and competition between the *Fringe* and *Primary Areas*. Geographic specialisation is the dynamic factor that gives rise to economic growth. Limiting competition and specialisation by controlling both the *Fringe* and *Primary Areas* by the same (metropolitan) authority could therefore limit economic growth in the region.

3.2 POWERS:

In terms of the LGTA, a metropolitan government could have the following powers:

The power to levy and claim-

- (1) *the regional services levy and the regional establishment levy referred to in section 12(1)(a) of the Regional Services Councils Act, 1985;*
- (2) *levies or tariffs from any metropolitan substructure in respect of any service referred to in items 1 - 22, and*
- (3) *an equitable contribution from any metropolitan substructure based on the gross or rates income of such metropolitan substructure.*

The receipt, allocation and distribution of intergovernmental grants.

The power to borrow or lend money, with the prior approval of the Administrator, for the purposes of or in connection with the exercise or performance of any power, duty or function.

It needs to be taken into consideration that the LGTA makes provision for a metropolitan government to take over all the 22 duties and functions listed above. In practice this is unlikely to happen. However, the fact remains that it is possible, even though provision is made for negotiation and regional government intervention in the LGTA.

In assessing the desirability of establishing a metropolitan authority over all the towns in the *Fringe Area*, the reality is that the autonomy of the existing towns will be *de jure* removed. This loss of autonomy is of decisive importance when it is considered against the tests as to whether the *Fringe Area* qualifies to be included into a metropolitan area, as is contemplated in the LGTA and the constitution.

In the opinion of the consultants it is quite clear that removing powers from the hands of local people, who have been disenfranchised for so long, is in direct conflict with the constitution, if the particular local areas do not qualify to be included into an area of jurisdiction of a metropolitan government as is contemplated by the LGTA.

**SECTION III: LOCAL GOVERNMENT
RESTRUCTURING IN THE FRINGE AREA**

SECTION III: LOCAL GOVERNMENT RESTRUCTURING IN THE FRINGE AREA

In the event that it is decided that the *Fringe Area* is not to be included into the Cape Metropolitan Area, a decision would have to be made relating to an appropriate form of local government for the *Fringe Area* or part thereof or any area beyond the borders of the present *Fringe Area*.

The latter study falls outside the scope of this report. However, for the purpose of discussion and deliberation, it is important to take into consideration that the LGTA makes provision for the implementation of a wide range of options for local government. Within the prescriptions of the LGTA a form of local government can be negotiated and agreed to, to suit the situation that may come about if the *Fringe Area* is not included into the CMA.

In the opinion of the consultants, there is sufficient evidence that a local authority or authorities for the *Fringe Area* would be viable and feasible.

Preliminary investigations of the economic structure of the *Primary* and *Fringe Areas* suggest that:

- while integration of the urban economy by definition, assumes that the urban economy cannot function efficiently without all the municipalities, this is not the case within the two areas under discussion. Each area can function independently.
- there exists a structural difference between these areas in terms of type of economic activity which implies a different policy package for each area.
- within the *Fringe Area* all the municipalities do not have the same structure which could lead to different forms of local government. For example, the Somerset West / Strand municipalities could form one local government, while Stellenbosch and its districts could be on its own.

With regards to the various options available as it relates to the structuring of a local government(s) in the *Fringe Area* it may be of value to consider the options included in the Addendum.

Care should be taken not to create unproductive structures leading to duplication, especially taking cognisance of the financial relationship between local, regional and national governments. It is important to take into consideration that the *Fringe Area* was well served by Divisional Councils for more than a hundred years and that a closer look at previous structures may be of value in restructuring local government in the *Fringe Area*.

In restructuring local government within the *Fringe Area*, specific aspects need to be taken into consideration. Local government restructuring needs to take cognisance of the fact that local communities have civic and utility expectations of local authorities. The civic expectations have to be satisfied by creating a system of local government which makes provision for public participation, franchise and local autonomy.

The utility expectations of the community are that local authorities should be able to deliver essential public goods and services in an efficient and effective manner.

There are various options for the restructuring of local government in the *Fringe Area* depending on the weight put on the utility and civic expectations described above. Restructuring options lead to different models of local government.

Local government models are influenced by the following variables, namely:

- * the delimitation of forum areas in accordance with the provisions of the Local Government Transition Act, 1994;
- * the size and location *viz a viz* each other and existing local government entities (municipalities, local boards and local areas) in the area;
- * the present and future role of the Western Cape Regional Services Council as a local authority serving the rural area and also those urban settlements who make use of its service capacity;
- * the future position of local government entities which presently have governing and policy making bodies but depend on other local authorities to provide required services on an agency basis (i.e. WCRSC);
- * clarity in respect of the principle whether the present areas of jurisdiction of municipalities, which normally only include the built up (urban) areas, should not be extended to neighbouring rural areas, thereby creating regional municipalities;
- * the necessity and need for cooperation between local government entities in the *Fringe Area* and neighbouring areas (the centre).

CONCLUSIONS

CONCLUSIONS

The consultants have come to the conclusion that, in terms of the definition of a metropolitan area, read together with the guide-lines for the demarcation of the areas of jurisdiction of local government structures and the duties that could be performed by metropolitan councils as per the schedules of the Local Government Transition Act, the *Primary Area* qualifies in all important respects to be regarded as the *Cape Metropolitan Area* as is contemplated by the LGTA.

There is convincing evidence that, if the *Fringe Area* would be added to the *Primary Area* in order to establish a metropolitan area for the Cape as is provisionally proposed by the Cape Metropolitan Negotiating Forum, the objectives of the LGTA would not be served. The addition of the *Fringe Area* to the *Primary Area* for the purposes of establishing a single metropolitan government, would very seriously erode the ability of both areas to function in a manner that would contribute to the interests of the regions as is contemplated in the LGTA.

The study shows that the latter is not only the case for the *Fringe Area* as a whole, but that there is also convincing evidence that it would be true for any of the towns of the *Fringe Area* especially if the role of the individual towns and their districts are considered in context of their value as rural entities of a composite *Fringe Area*.

Furthermore, the study shows that the *Fringe Area* fails all the major tests for inclusion into a metropolitan area as is contemplated in the LGTA. Also, the *Fringe Area's* and *Primary Area's* individual and collective relationship with second and first tier government would be affected in a manner contrary to the objectives of the LGTA.

In the latter regard, the study shows that a metropolitan area the size (approximately 5 200 km²) of the existing Western Cape Regional Services Council's area of jurisdiction and the composition thereof, could impact negatively on the functions of the future regional government. In the latter regard it can be argued that the functions and duties to be performed by the metropolitan government, in terms of the proposals of the CMNF, such as economic development and land-use planning, environmental conservation, bulk water supply, electrical supply, tourism, arterial roads and transportation planning, etc. on the scale as proposed, are regional functions.

In the above regard it needs to be noted that the *Cape Metropolitan Area* as is proposed by the CMNF would be the largest metropolitan area in the world.

Los Angeles urban area (that could be regarded a metropolitan area in terms of international definitions) covers an area of slightly more than half of the proposed CMA, whilst the population density is eight times greater. (The Interim MDF specifically emphasises that an urban development pattern such as that of *Los Angeles*, must be avoided). An urban area with the highest population in the world (*Tokyo* - 26 million) covers an area of less than half the CMA as is proposed by the CMNF whilst its population density is 25 times greater.

If a metropolitan government has to assume responsibility for the duties and functions on a scale such as is proposed by the Cape Metropolitan Negotiating Forum, the relationship between third, second and first tier government would, in the opinion of the consultants, be negatively affected in the future Western Cape region. What is intended to be a metropolitan area as is contemplated by the LGTA could become a major sub-region that would throw the relationship between third and second tier government in the Western Cape out of balance.

In the opinion of the consultants, the benefits that are being sought by the establishment of a metropolitan area, which would include the *Fringe Area*, could be achieved more efficiently by co-ordinating the interests of both the *Primary Area* and the *Fringe Area* on a regional and sub-regional level. This is primarily the function of second tier government. Furthermore, the consultants believe that the spirit of the constitution as regards the principles of inclusivity and representivity on the local level, will be seriously undermined if a metropolitan government is established over the *Fringe Area*. A situation where the *Fringe Area* is included in the Cape Metropolitan Area, would therefore be flawed in terms of the spirit of the constitution if the *Fringe Area* does not qualify to be included, in terms of the guide-lines prescribed by the LGTA.

It needs to be stated that if a stand-point is taken by the people in the *Fringe Area* in favour of the exclusion of the *Fringe Area* from a future Cape Metropolitan Area, such a stand-point should not be seen as an attempt by the *Fringe Area* to circumvent their responsibilities as it relates to the region.

In the first instance, the directives provided by the various political leaders of this country as is manifested in the new constitution and the LGTA, should be the guiding principle for decision-making and action. Policies and actions which are not guided by these principles, would run against the grain of the direction already provided in the agreed to constitution. Such policies and actions are therefore likely to be contra-productive.

If a decision, not to be included into the future Cape Metropolitan Area, is founded upon the principles and guide-lines of the constitution and the Local Government Transition Act, such a decision would per definition serve the best interests of all concerned. If the *Fringe Area* is to be included into a future Cape Metropolitan Area on the basis of considerations other than the principles and guide-lines of the constitution and the Local Government Transition Act, such a decision would, in the long term, prove to be a disservice to all concerned.

In the demarcation of the area of jurisdiction of the Cape Metropolitan Transitional Council and the establishment of local government structures outside the future metropolitan area, it is proposed that it is recognised that:

- * the LGTA makes provision for a new system of local government which has to be determined through a process of investigation, negotiation and consensus-seeking in the spirit of the agreed to interim constitution;

- * in the spirit of the constitution and the LGTA, the opportunity for negotiations should be utilised to the fullest, so that negotiation of matters of mutual interest becomes a positive process which helps build understanding and consensus;
- * the phase of negotiation provided for in the LGTA, should not be clouded by short-term political, local or self-interests;
- * objectivity should be retained and long-term implications of the decisions taken at this stage, should be a guiding principle;
- * the process should be guided by the spirit and framework of the LGTA, as has been endorsed by the major stakeholders and organisations in local government;
- * local government should ensure that investment decisions of various sectors (ie. transportation, housing, engineering services and public facilities) are co-ordinated to promote democratically agreed policies, as well as ensuring the equitable distribution of resources;
- * in accordance with the spirit of the LGTA and the constitution, the process should give rise to a local government system that is responsive, accountable, transparent, equitable and accessible;
- * the local government system agreed to should ensure that the utility expectations of communities are met as it relates to public goods and services and that they are delivered efficiently and effectively;

The consultants are of the opinion that a metropolitan government that would assume responsibility for the *Fringe Area* as well as the *Primary Area* would run a very serious risk of being unable to deliver on the requirements of responsiveness, accessibility, efficiency and especially inclusivity and representivity from the perspective of the people who live in the *Fringe Area*.

This would not only create a problem for the *Fringe Area*, but for the entire region and could seriously undermine the efficient functioning of the future Cape Metropolitan Council.

In the opinion of the consultants, a structure needs to be devised in terms of which the interests of all the people in the *Fringe Area* and the *Primary Area* are served, as is contemplated by the new constitution and the LGTA, whilst at the same time, an equitable contribution by the people of the *Primary Area* and the *Fringe Area* is made towards serving the interests of the region as a whole.

The consultants are further of the opinion that, from a regional planning perspective, there is merit in demarcating a geographical area that could serve as an "interface" between the rural hinterland and the metropolitan area itself. This "interface area" has unique characteristics distinct from both the *Primary Area* (metropolitan area) and the rural hinterland.

It can therefore be argued that there is a real need for the formal demarcation of a sub-region (*Fringe Area*) in the interests of the region as a whole. The boundaries of such a sub-region will have to be investigated in context of the criteria agreed upon for its establishment. Indications are that such a sub-region could extend beyond the existing boundaries of the *Fringe Area*. In so doing, a balanced dispensation could be achieved between local government and regional government.

It is important to recognise that the new Constitution of the Republic of South Africa which will come into effect after a general election in April 1994 only makes provision for three tiers of government. A metropolitan government is a local authority (third tier government). There is in fact no form of government below a local authority. *Sub-structures* as are provided for in the LGTA are mechanisms created to serve the purpose of a metropolitan government on a local level, as functional extensions of metropolitan councils. A perception may be created that sub-structures are relatively autonomous local government bodies, especially if the term *local councils* is used. In this lies a danger that the fundamental principles of the constitution such as representivity and inclusivity could be undermined through a lack of understanding of the composition of and the relationship between the various tiers of government.

BIBLIOGRAPHY

- Barlow, I. M. 1991. *Metropolitan Government*. Routledge, London.
- Behrens, R. & V. Watson 1992. *Spread City! Evaluation of the costs of urban growth in metropolitan Cape Town*. UPRU, Cape Town.
- Berry, B. J. L. & J. D. Kasarda 1977. *Contemporary urban ecology*. Macmillan, New York.
- Bollens, J. C. & H. J. Scmandt 1975. *The metropolis - Its people, politics and economic life*. Harper & Row, New York.
- Cape Metropolitan Negotiating Forum Working Group 1, 1994. *A Proposed Boundary for the Cape Metropolitan Negotiating Forum and Transitional Metropolitan Council in the Interim Phase*.
- Cape Provincial Administration PN 598 - 1992 of 20 November 1992.
- Champion, A. G. 1989. *Counter urbanisation - The changing pace and nature of population deconcentration*. Edward Arnold, London.
- City Planner's Department, Cape Town City Council, 1993. *The Environmental Evaluation for the Cape Metropolitan Area (CMA)*.
- Cox, K. R. & A. E. G. Jonas 1993. Urban Development, collective consumption and the politics of metropolitan fragmentation. *Political Geography* 12, 8-37.
- CSRI, 1992. *Building the Foundation for Sustainable Development in South Africa*. Department of Environment Affairs, Pretoria.
- Department of Water Affairs and Forestry, 1992. *Tomorrow's Water: Today's Responsibility*.
- Dewar, D. and R. S. Uytenbogaardt 1991. *South African Cities: A Manifesto for Change*. UPRU, Cape Town.
- Economic Development Forum, 1993. *The Way Forward: Cape Metropolitan Area Interim Metropolitan Development Framework*.
- Foster, K. A. 1993. Exploring the links between political structure and metropolitan growth. *Political Geography* 12, 8-37.
- Guide Plan Committee for the CMA, 1988. *Cape Metropolitan Guide Plan*. Department of Development Planning.
- Individual Local Authorities, 1993. *pers. com*.
- Jarman A. M. G. and A. Kouzmin 1993. Australian metropolitan development: Local government reform and urban growth in the 1990's. *Environment and Planning* 11, 143-160.
- Liebenberg and Stander, 1990. *Stellenbosch Structure Plan: Transportation Study*. Liebenberg and Stander, Cape Town.
- Negotiating Council, 1993. *Report of the commission on the demarcation / delimitation of SPR's*. Kempton Park.
- South African Municipal Year Book, 1992.

Todes, A. 1990. *Regional and Metropolitan Government: Options and Consideration for Policy*. National Consultative Conference on Local Government and Planning, 4-7 October 1990, Johannesburg.

Todes, A. and V. Watson 1986. *Local Government Reorganisation: Government Proposals and Alternatives in Cape Town*. University of Cape Town, UPRU Working Paper No.34.

Van der Merwe, I. J. 1983. *Die Stad en sy omgewing - Inleiding tot Nedersettingsgeografie*. Universiteits-Uitgewers, Stellenbosch.

Van der Merwe, I. J. and H. J. Reyneke 1989. Identifiseering van 'n Metropolitaanse Streek: Ruimtelike Interaksie tussen Kaapstad en sy Soomgebied. *Town and Regional Planning* 27.

Van Gend, R. B. 1991. *Managing Urbanisation: Growth Strategies for South African Cities with Special Reference to the Cape Town Metropolitan Area*. Masters Thesis, University of Stellenbosch.

Wesgro, 1992. *South Africa's Leading Edge: A Guide to the Western Cape Economy*. Desktop Publishing, Cape Town.

Western Cape Regional Services Council, December 1993. *pers. com.*

Wilkinson, P. 1992. *Local Government in the Western Cape*. Working Paper No.4.8, Wesgro, Cape Town.

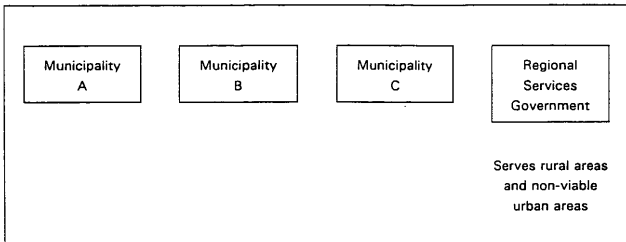
World Bank Mission, 1992. *South Africa: Urban Sector Reconnaissance*.

ADDENDUM

ADDENDUM

OPTION 1

"STATUS QUO" (ADAPTED IN ACCORDANCE WITH
TRANSITIONAL LEGISLATION)



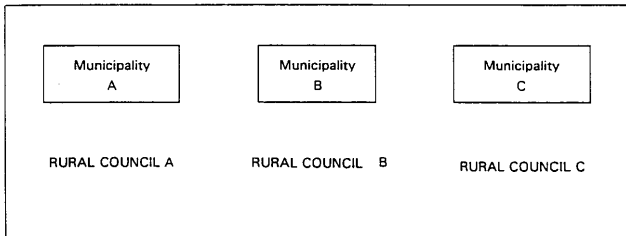
— FRINGE AREA

According to Option 1, municipalities A, B, and C will only have the municipal area within its area of jurisdiction. The regional services government will provide services to rural areas, as well as to non-viable local authorities.

The *Fringe Area* does not have a regional (local) government.

OPTION 2

MUNICIPALITIES AND RURAL COUNCILS

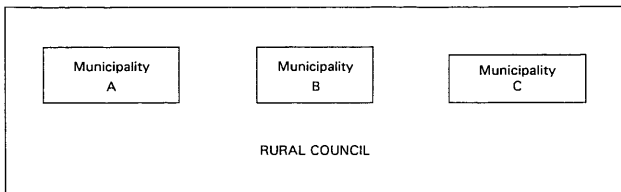


— FRINGE AREA

According to Option 2, the *Fringe Area* does not have a regional government. Municipality A will have its own council, and its rural area will also have its own council.

OPTION 3

MUNICIPALITY AND SINGLE RURAL COUNCIL



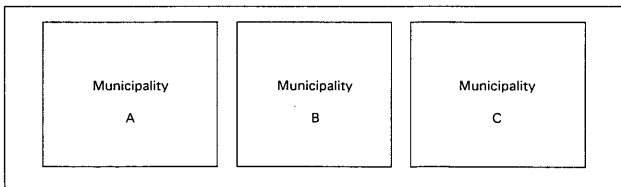
— FRINGE AREA

According to Option 3, municipalities A, B, and C will function separately, but the rural area, as a whole, will have its own council.

This model is similar to the previous Divisional Council system.

OPTION 4

REGIONAL MUNICIPALITIES (TOWNS AND RURAL AREAS INTEGRATED)



— FRINGE AREA

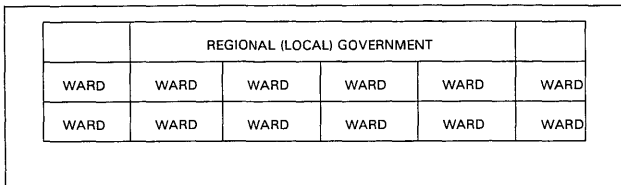
According to Option 4, municipality A will consist of the town and its rural area.

In this instance the municipality will function as a unit.

OPTION 5

SINGLE REGIONAL LOCAL GOVERNMENT
(FIVE VARIATIONS)

SINGLE REGIONAL GOVERNMENT WITH WARD REPRESENTATION FOR ALL AREAS
(TOWNS AND RURAL AREAS COMBINED)

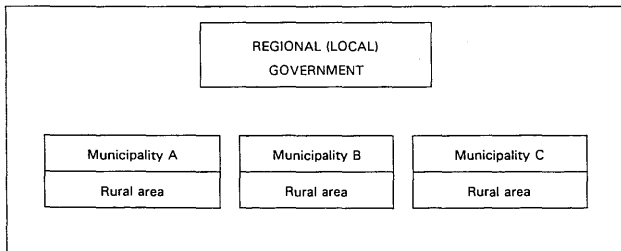


— FRINGE AREA

According to this Option 5, the *Fringe Area* is divided into wards and they will function under a single regional government.

OPTION 6

SINGLE REGIONAL (LOCAL) GOVERNMENT WITH SEPARATE REPRESENTATION FOR
TOWNS AND RURAL AREAS

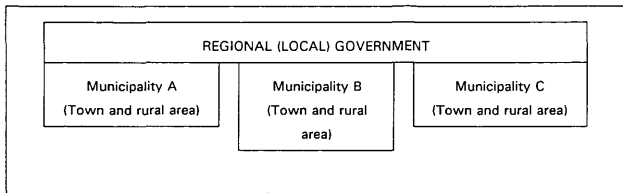


— FRINGE AREA

According to this Option 6, the municipalities and the rural areas of the various municipalities will have separate representation in the regional government.

OPTION 7

SINGLE REGIONAL (LOCAL) GOVERNMENT WITH REPRESENTATION FOR MUNICIPALITIES (TOWNS AND RURAL AREAS COMBINED)

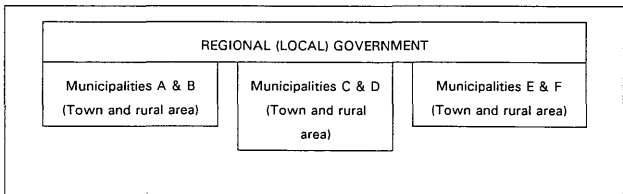


— FRINGE AREA

According to this Option 7, municipality A (consisting of the town and its rural area) will be represented in the regional government as a single municipality.

OPTION 8

SINGLE REGIONAL (LOCAL) GOVERNMENT WITH REPRESENTATION FOR RATIONALIZED MUNICIPALITIES (TOWNS AND RURAL AREAS COMBINED)

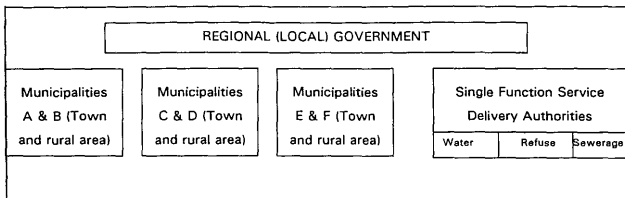


— FRINGE AREA

According to this Option 8, municipalities may be amalgamated and incorporated into the regional government as a sub-region.

OPTION 9

SINGLE REGIONAL (LOCAL) GOVERNMENT WITH REPRESENTATION FOR RATIONALIZED MUNICIPALITIES (TOWNS AND RURAL AREAS COMBINED) AND SINGLE FUNCTION SERVICE DELIVERY AUTHORITIES

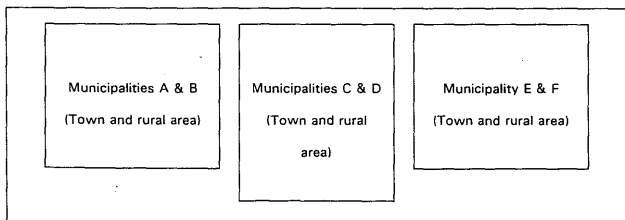


— FRINGE AREA

According to this Option 9, in addition to the municipality, special purpose authorities may be established to provide services such as water to the whole of the area.

OPTION 10

REGIONALISATION OF RATIONALIZED MUNICIPALITIES



— FRINGE AREA

According to this Option 10, municipalities A and B could co-operate as a region. The *Fringe Area* could then, for example, have three smaller sub-regions.