

**REPUBLIC OF SOUTH AFRICA**

**PUBLIC ADMINISTRATION MANAGEMENT BILL**

---

*(As introduced in the National Assembly (proposed section 76); explanatory summary of Bill published in Government Gazette No.      of      ) (The English text is the official text of the Bill)*

---

**(MINISTER FOR THE PUBLIC SERVICE ADMINISTRATION)**

**[B 2013]**

**BILL**

**To provide for the organisation, management, functioning and personnel related matters in the public administration in the three spheres of government; and to provide for matters connected therewith.**

**PREAMBLE**

We the people of South Africa,

**REQUIRE THAT—**

- the public administration in all spheres of government adhere to the democratic values and principles enshrined in the Constitution, in particular those contained in section 195 of the Constitution;
- the public administration and those who work in it develop a culture of public service that places a premium on—
  - a high standard of ethics and professionalism;
  - the impartial, fair, and equitable provision of services without bias;
  - being responsive to the people's needs and encouraging public participation in policy making; and
  - transparency and accountability;

**RECOGNISING THAT—**

- the Constitution provides that the Republic is one, sovereign, democratic state and that the government is constituted as national, provincial and local spheres of government which are distinctive, interdependent and interrelated;
- the Constitution requires all spheres of government to provide effective, efficient, transparent, accountable and coherent government for the Republic to secure the well-being of the people and the progressive realisation of their constitutional rights;
- one of the most pervasive challenges facing our country as a developmental state is the need for government to redress poverty, underdevelopment, marginalisation of people and communities and other legacies of apartheid and discrimination; and
- this challenge is best addressed by providing for administrations in the three spheres of government to be organised and to function in ways that ensure efficient, quality, collaborative and accountable service delivery to alleviate poverty and promote social and economic development for the people of the Republic;

**AND BEARING IN MIND THAT—**

- administration in every sphere of government is governed by the values and principles governing public administration in section 195(1) of the Constitution;

- section 195(3) of the Constitution requires that national legislation ensures the promotion of those values and principles;
- section 195(5) and (6) of the Constitution permits legislation regulating public administration to differentiate between different sectors, administrations and institutions by taking into account their nature and functions;
- section 197(1) and (2) of the Constitution provides for a public service within the public administration, which must function and be structured, in terms of national legislation, and the terms and conditions of employment of which must be regulated by national legislation;
- section 197(4) of the Constitution provides that provincial governments are responsible for the recruitment, appointment, promotion, transfer and dismissal of members of the public service in their administrations within a framework of uniform norms and standards applying to the public service;
- sections 151(3) and 153 of the Constitution provide that a municipality has the right to govern, on its own initiative, the local government affairs of its community and to structure and manage its administration, subject to national and provincial legislation, as provided for in the Constitution;
- section 154(1) of the Constitution stipulates that the national government and provincial governments must, by legislative and other measures, support and strengthen the capacity of municipalities to manage their own affairs, to exercise their powers and to perform their functions;
- section 164 of the Constitution provides that any matter concerning local government not dealt with in the Constitution may be prescribed by

- national legislation or by provincial legislation within the framework of national legislation;
- as required by section 163 of the Constitution, the Organised Local Government, Act 1997 (Act No. 52 of 1997), provides for the recognition of national and provincial organisations representing municipalities;
  - the Public Service Commission has—
    - an oversight role with regard to the public service provided for in section 196(4) of the Constitution, read with the Public Service Commission Act, 1997 (Act No. 46 of 1997); and
    - the additional powers or functions prescribed by an Act of Parliament as envisaged in section 196(4)(g) of the Constitution.

**BE IT THEREFORE ENACTED** by the Parliament of the Republic of South Africa, as follows:—

## **TABLE OF CONTENTS**

### *Sections*

#### **CHAPTER 1**

#### **INTERPRETATION, APPLICATION AND OBJECTS OF ACT**

1. Definitions
2. Application of Act
3. Objects of Act

## **CHAPTER 2**

### **SERVICE DELIVERY AND ELECTRONIC GOVERNMENT**

4. Service charters
5. Service centres
6. Use of electronic service in service delivery improvement

## **CHAPTER 3**

### **ORGANISATION AND ADMINISTRATION**

7. Establishment and abolition of national and provincial departments and municipalities
8. Establishment and abolition of government components
9. Transfer of functions in respect of national and provincial institutions
10. Functions of executive authorities of institutions
11. Functions of heads of institutions

## **CHAPTER 4**

### **SENIOR MANAGEMENT SERVICE**

12. Object and composition of Senior Management Service
13. Appointment and career incidents of heads and those Senior Management Service members reporting to them
14. Deployment of heads of institutions at end of term
15. Terms and conditions of service of members of Senior Management Service
16. Capacity development by Senior Management Service
17. Organisational rights of members of Senior Management Service

**CHAPTER 5****APPOINTMENTS, TRANSFERS AND SECONDMENTS**

18. Employment capacities
19. Appointments in institutions
20. Staffing of offices of executive authorities
21. Appointment and career incidents of employees
22. Employees appointed in another capacity
23. Employees of other organs of state appointed in institution
24. Individual transfers
25. Secondments
26. Transfer of employees upon function transfer
27. Disputes about individual transfers and secondments
28. Assignment of other functions to employees

**CHAPTER 6****TERMS AND CONDITIONS OF EMPLOYMENT**

29. Collective bargaining on matters of mutual interest
30. Removal and prevention of unjustifiable disparities in Public Administration

**CHAPTER 7****OTHER EMPLOYMENT RELATED MATTERS**

31. Capacity development by institutions
32. School of Public Administration Leadership and Management
33. Compulsory training
34. Registration of training standards and accreditation as training providers
35. Prohibitions on conducting business with State

36. Outside remunerative work by employees
37. Employees as candidates for, and becoming members of, legislatures
38. Conduct of employee or former employee participating in award of work to service providers
39. Termination of employment
40. Disclosure of previous actions against employee and continuation of actions
41. Prohibition on re-employment if dismissed for misconduct
42. Retirement

## **CHAPTER 8**

### **INTERNAL REMEDIES AND GRIEVANCES**

43. Exhausting internal remedies
44. Grievance procedure of Public Service Commission

## **CHAPTER 9**

### **GENERAL**

45. Anti-corruption measures
46. Powers and functions of Bureau
47. Conduct of investigations
48. Commencement and conduct of disciplinary proceedings
49. Office of standards and compliance
50. Functions of office
51. Interventions
52. Regulations
53. Notice and comment procedure for regulations



54. Draft regulations and matters of mutual interest
55. Other functions of Minister
56. Binding effect of determinations
57. Failures to comply with Act
58. Correction of actions
59. Access to information
60. Public Administration Handbooks
61. Delegation
62. Jurisdiction of Labour Court
63. Repeal and amendment of laws and transitional arrangements
64. Short title and commencement

**Schedule 1**

***Part A***

***National departments***

***Part B***

***Provincial departments***

***Part C***

***National government components***

***Part D***

***Provincial government components***

***Part E***

***Municipal government components***

**Schedule 2**

***Part A***

***Assignment of functions to heads of government components***

***Part B***

***Delegations of functions to heads of government components***

**Schedule 3**

**Part A**

**Laws repealed or amended**

**Part B**

**Saving and transitional arrangements**

**Part C**

**Co-ordination of collective bargaining in the Public Administration**

**CHAPTER 1**  
**INTERPRETATION, SCOPE AND OBJECTS OF ACT**

**Definitions**

1. In this Act, unless the context otherwise indicates—

**"bargaining council"** means a bargaining council registered under the Labour Relations Act with jurisdiction in the Public Administration or any portion thereof;

**"career incidents"**, in relation to an employee, means performance management, leave, training, temporary assignment of other functions, transfer, secondment, performance of outside remunerative work, disciplining employees for transgressing workplace policies and practices, including suspension from work, or any other human resource matter which relates to the employee in his or her individual capacity, but excludes appointment and dismissal;

**"collective agreement"** means a collective agreement concluded by a bargaining council;

**"Constitution"** means the Constitution of the Republic of South Africa, 1996;

**"educator"** means an educator as defined in section 1 of the Employment of Educators Act, 1998 (Act No. 76 of 1998);

**"electronic government"** means the use of information and communication technologies in and across institutions to—

(a) improve access to services and information; and

(b) promote the efficiency, effectiveness and accountability of institutions;

**"electronic service"** means the provision of a service by means of information

and communication technologies;

**"employee"** means a person appointed in terms of this Act or regarded as having been appointed in terms of this Act, but excludes a person appointed as a special adviser in terms of section 20(3);

**"Employment Equity Act"** means the Employment Equity Act, 1998 (Act No. 55 of 1998);

**"executive authority"**, in relation to—

- (a) The Presidency or a national government component within the President's portfolio, means the President;
- (b) a national department or national government component within a Cabinet portfolio, means the Minister responsible for that portfolio;
- (c) the Office of a Premier or a provincial government component within a Premier's portfolio, means the Premier of that province;
- (d) a provincial department or a provincial government component within an Executive Council portfolio, means the member of that Council responsible for that portfolio; and
- (e) a municipality or municipal government component of that municipality, means the Municipal Council of that municipality;

**"functionary"** means any person upon whom a power is conferred or duty is imposed by this Act;

**"further education and training institution"** means any public or private further education and training institution referred to in the definition of a **"college"** in section 1 of the Further Education and Training Colleges Act, 2006 (Act No. 16 of 2006);

**"government component"** means a national, provincial or municipal government component;

**"gratification"** means gratification as defined in section 1 of the Prevention and Combating of Corrupt Activities Act, 2004 (Act No. 12 of 2004);

**"head"**, in relation to—

- (a) a national department, means the incumbent of a post mentioned in column 2 of Part A of Schedule 1;
- (b) a provincial department, means the incumbent of a post mentioned in column 2 of Part C of Schedule 1;
- (c) a national government component, means the incumbent of a post mentioned in column 2 of Part D of Schedule 1;
- (d) a provincial government component, means the incumbent of a post mentioned in column 2 of Part E of Schedule 1;
- (e) a municipality, means its municipal manager; or
- (f) a municipal government component, means the incumbent of a post mentioned in column 2 of Part F of Schedule 1,

appointed in terms of section 13, and includes an employee acting in such post;

**"head of institution"** means the head of a national department, the Office of a Premier, a provincial department, a municipality or a head of a national, provincial or municipal government component and includes any employee acting in such post;

**"higher education institution"** means a higher education institution as defined in section 1 of the Higher Education Act, 1997 (Act No. 101 of 1997);

**"information and communication technologies"** means all aspects of

technology which are used to manage and support the efficient gathering, processing, storing and dissemination of information;

**"institution"** means a national department, the Office of a Premier, a provincial department, a municipality or a national, provincial or municipal government component;

**"Intelligence Services"**, in relation to a member, means a member of the National Intelligence Agency, South African Secret Service or South African National Academy of Intelligence, appointed, or regarded as having been appointed, in terms of the Intelligence Services Act, 2002 (Act No. 65 of 2002);

**"Labour Relations Act"** means the Labour Relations Act, 1995 (Act No. 66 of 1995);

**"Minister"** means the Minister responsible for public administration;

**"Minmec"** means the standing intergovernmental body consisting of at least a Cabinet member and members of the provincial Executive Councils and the member of the Municipal Council responsible for functional areas similar to those of the Cabinet member;

**"month"** means a period extending from the first to the last day, both days inclusive, of any one of the 12 months of a year;

**"Municipal Council"** means a Municipal Council referred to in section 157(1) of the Constitution;

**"municipal government component"** means a government component established by the executive authority of a municipality in terms of section 8;

**"municipal institution"** means a municipality or a municipal government component;

**"Municipal Systems Act"** means the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000);

**"municipality"** means a municipality established in terms of section 155 of the Constitution and the Municipal Structures Act, 1998 (Act No. 117 of 1998);

**"national department"** means a national department established or regarded as having been established in terms of section 7;

**"national government component"** means a government component established by the executive authority of a national department in terms of section 8;

**"national institution"** means a national department or national government component;

**"national organised local government"** means the national organisation recognised in terms of section 2(1)(a) of the Organised Local Government Act, 1997 (Act No. 52 of 1997), to represent the majority of provincial organisations contemplated in section 2(1)(b) of that Act;

**"organ of state"** means an organ of state as defined in section 239 of the Constitution;

**"person"** means a natural or juristic person;

**"permanently" or "permanent"**, in relation to the employee, means an employee to whom a retirement age in section 42 applies;

**"post"** means a post on the staff establishment for which financial provision exists;

**"prescribed"** means prescribed by regulation made in terms of section 44;

**"principal institution"**, in relation to a national, provincial, municipal government

component, means the body listed in column 3 in Part C, D, or E of Schedule 1;

**"provincial department"** means a provincial department established or regarded as having been established in terms of section 7;

**"provincial government component"** means a provincial government component established by the executive authority of the Office of a Premier or a provincial department in terms of section 8;

**"provincial institution"** means the Office of a Premier, a provincial department or a provincial government component;

**"provincial organised local government"** means a provincial organisation recognised in terms of section 2(1)(b) of the Organised Local Government Act, 1997, to represent the majority of municipalities in the province in question;

**"public service"** means all national and provincial departments and national and provincial government components and their employees;

**"Public Administration"** means the public service, municipalities and municipal government components and their employees;

**"Public Service Commission"** means the Public Service Commission established by section 196(1) of the Constitution;

**"regulation"** means a regulation made under section 52;

**"relevant authority"**, in relation to an employee, means the person responsible for the career incidents of the employee in terms of section 13 or 21;

**"School"** means the School of Public Administration Leadership and Management established under section 32(1);

**"second"** means the secondment of an employee in terms of section 25;

**"Security Services"**, in relation to a member, means a member of—



- (a) the Regular Force of the South African National Defence Force, appointed, or regarded as having been appointed, in terms of the Defence Act, 2002 (Act No. 42 of 2002);
- (b) the South African Police Service, appointed, or regarded as having been appointed, in terms of the South African Police Service Act, 1995 (Act No. 68 of 1995); or
- (c) the Department of Correctional Services, appointed, or regarded as having been appointed, in terms of the Correctional Services Act, 1998 (Act No. 111 of 1998);

**"Senior Management Service"** means the senior management service envisaged in section 12;

**"service charter"** means the service charter referred to in section 4;

**"staff establishment"** means the posts which have been created for the normal and regular requirements of an institution;

**"temporarily" or "temporary"**, in relation to an employee, means an employee not permanently employed;

**"this Act"** includes the regulations, determinations, protocols and directives made in terms of this Act;

**"training institution"** means—

- (a) the School, established under section 32; or
- (b) any training institution under the authority of—
  - (i) the national or a provincial government;
  - (ii) the national or a provincial organised local government; or
  - (iii) an institution;

"**transfer**", in relation to an employee, means the transfer of an employee in terms of section 24; and

"**working days**" means any day other than Saturday, Sunday or a public holiday as defined in section 1 of the Public Holidays Act, 1994 (Act No. 36 of 1994).

### **Application of Act and conflict**

2. (1) The provisions of this Act apply to—
- (a) the public service consisting of—
- (i) national departments and national government components;
  - (ii) provincial administrations consisting of provincial departments and provincial government components; and
- (b) municipalities and municipal government components,
- and their employees, except where provided otherwise in this Act.

(2) Except as provided for in subsection (3), the provisions of this Act apply to members of the Security and Intelligence Services and educators and their institutions only in so far as they are not contrary to the laws governing their employment.

(3) The following provisions apply to members of the South African Police Service and the Department of Correctional Services, referred to in paragraphs (b) and (c) of the definition of "Security Services" in section 1, and educators and their institutions:

- (a) sections 15, 29, 30, 38 and 62;
- (b) norms and standards set in regulations made in terms of—

- (i) section 52(1)(a)(i) in respect of personnel and public administration systems; and
- (ii) section 52(1)(a)(iv) to (vi) and (ix).

(4) The following provisions apply to members of the Regular Force of the South African National Defence Force, referred to in paragraph (a) of the definition of "**Security Services**" in section 1, and Intelligence Services and their institutions:

- (a) section 38;
- (b) norms and standards set in regulations made in terms of—
  - (i) section 52(1)(a)(i) in respect of personnel and public administration systems; and
  - (ii) section 52(1)(a)(iv) to (vi) and (ix).

(5) The provisions of this Act only apply to a head of a national department appointed in terms of section 207(1) or 209(2) of the Constitution to the extent that the subject-matter of those provisions are not provided for in any other law governing their employment.

(6) Except where provided otherwise, where, at the commencement of this Act a provision of this Act conflicts with the Municipal Systems Act and the subject-matter giving rise to the conflict—

- (a) constitute the contents of a framework or norms and standards contemplated in this Act, this Act prevails;
- (b) does not constitute the contents of a framework or norms and standards contemplated in this Act, the Municipal Systems Act prevails.

## Objects of Act

3. The object of this Act is with due regard to the values and principles in section 195(1) of the Constitution, to ensure efficient, quality, collaborative and accountable service delivery by institutions to alleviate poverty and promote social and economic development of the people of the Republic by—

- (a) providing for the use and development of institutions, systems, practices, procedures, human and other resources, including information and communication technologies, in a manner which maximises—
  - (i) human potential and addresses staff shortages and barriers to staff mobility; and
  - (ii) efficiency in institutions and service delivery;
- (b) providing for frameworks for personnel and public administration systems, practices and procedures in institutions;
- (c) providing for the setting of standards for services to be delivered by institutions and facilitating a culture of service delivery across institutions;
- (d) removing and preventing unjustifiable disparities in conditions of service of employees in institutions across three spheres of government;
- (e) providing for the transfer of functions within and between the national and provincial spheres of government other than functions conferred by the Constitution or any other law;
- (f) providing for the transfer of employees necessary in terms of this Act or any other law;
- (g) providing for a Senior Management Service across all institutions;

- (h) providing for standards of conduct and anti-corruption measures to promote service delivery, ethical conduct and professionalism of employees;
- (i) providing for electronic government as a key mechanism to improve internal efficiency of institutions and service delivery; and
- (j) promoting innovation for the purpose of enhanced effectiveness, efficiency and economy of service delivery.

## CHAPTER 2

### SERVICE DELIVERY AND ELECTRONIC GOVERNMENT

#### Service charter

4. (1) The head of a national or provincial institution must establish and maintain the prescribed service charter setting out measures to—

- (a) improve the efficiency and quality of, and accountability for, services to best meet the needs of the recipients of such services; and
- (b) foster a culture of service delivery, professionalism and ethical conduct among employees.

(2) The municipal manager of a municipality must include in its integrated development plan, contemplated in section 25, read with section 6, of the Municipal Systems Act, the service charter, referred to in subsection (1), for the municipality and all its municipal government components.

## **Service centres**

5. (1) The Minister must, after consultation with the Ministers responsible for local government, finance and national organised local government, determine a framework for the establishment and maintenance of service centres across the Republic as sites for the delivery of services to the public across the spheres of government to enhance accessibility, convenience and effectiveness of services in addition to other means of service delivery.

(2) The framework must provide for—

- (a) the recognition of service centres in existence immediately before this section takes effect and the establishment of service centres;
- (b) norms and standards relating to the the minimum services to be delivered at service centres and service standards for those services;
- (c) norms and standards relating to the the management, governance and financial arrangements for the centres and the respective functions of the participating institutions;
- (d) the staffing arrangements for the centres, including the utilisation of employees of participating institutions;
- (e) the conclusion of an implementation protocol, contemplated in section 35 of the Intergovernmental Relations Framework Act, 2005 (Act No. 13 of 2005), for each centre;
- (f) the functionary responsible for initiating the conclusion, after consultation, of an implementation protocol detailing the roles and responsibilities of the affected institutions and other organs of state, and

(g) norms and standards relating to any other matter necessary for the effective and efficient functioning of the centres.

(3) The framework may enable organs of state other than institutions, on their request, to be participating institutions at centres to provide specified services.

(4) For each service centre and within the framework contemplated to in subsection (2), the relevant institutions and other organs of state, if any, must conclude an implementation protocol referred to in subsection (2)(e).

(5) The Minmec responsible for local government must co-ordinate, monitor and support municipalities to implement such protocols.

### **Use of electronic service in service delivery improvement**

- 6.** (1) The Minister must—
- (a) promote the use of information and communication technologies in all institutions to enhance the efficiency of their internal and administrative operations;
  - (b) establish a framework applicable to all institutions to—
    - (i) facilitate the development and enhancement of electronic services and the access of people, who do not have access to electronic services, to those services; and
    - (ii) facilitate the alignment of the use by staff of information and communication technologies to achieve optimal service delivery;

and

(c) create a conducive environment for the implementation of electronic government.

(2) (a) Insofar as the framework referred to in subsection (1)(b) applies to municipal institutions, the Minister must act with the concurrence of national organised local government.

(b) If national organised local government does not object to or concur with the proposed framework within 60 days after receipt of the proposed framework, the Minister may establish the framework without such concurrence if the framework is necessary to achieve uniformity across the public administration.

(3) The head of an institution must, with due regard to the framework, referred to in subsection (1)—

(a) acquire and use information and communication technologies in a manner which—

(i) leverages economies of scale to provide for cost effective service;

(ii) ensures the interoperability of its information systems with information systems of other institutions to enhance internal efficiency or service delivery;

(iii) eliminates unnecessary duplication of information and communication technologies in the Public Administration; and

(iv) ensures security of its information systems;

(b) use information and communication technologies to develop and enhance the delivery of its services;



- (c) improve the access of people, who do not have access to electronic services, to those services; and
- (d) align the use by staff of information and communication technologies to achieve optimal service delivery.

### CHAPTER 3

#### ORGANISATION AND ADMINISTRATION

##### **Establishment and abolition of national and provincial departments and municipalities**

- 7.** (1) The Minister—
- (a) may on the request of the relevant executive authority and with the concurrence of the Cabinet—
    - (i) establish a national department;
    - (ii) designate that department and its head or amend that designation;
    - or
    - (iii) abolish a national department.
  - (b) The Minister must on the request of the Premier and with the concurrence of the Executive Council of the relevant province, within one month after its receipt if satisfied that it is consistent with the Constitution, this Act and any other law—
    - (i) establish a provincial department;
    - (ii) designate that department and its head or amend that designation;

or

(iii) abolish a provincial department.

(2) The Minister must give effect to the establishment, designation or abolition envisaged in subsection (1) by amending Part A or B of Schedule 1 by notice in the *Gazette*.

(3) Municipalities are established and abolished in accordance with the Constitution and the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998).

### **Establishment and abolition of government components**

8. (1) (a) An executive authority may only establish or abolish a government component if a feasibility study into its establishment or abolition is conducted in the prescribed manner.

(b) If the executive authority deviates from a recommendation in the feasibility study, the authority must record the reasons for the deviation.

(2) An executive authority of—

(a) a national department may only establish or abolish a government component in consultation with the Minister and the Minister of Finance;

(b) a provincial department may only establish or abolish a government component in consultation with the Premier and after consultation with the Minister and the Minister of Finance; and

(c) a municipality may only establish or abolish a government component,

after consultation with the Members of the Executive Council responsible for local government and finance of the relevant province.

(3) The Minister must give effect to—

- (a) the establishment of a government component, its designation and the designation of its head and its principal institution; or
- (b) the abolition of a government component,

by amending Part C, D, or E of Schedule 1 to the Act, by notice in the *Gazette*.

(4) Powers and duties may be assigned and delegated to the head of a government component as provided for in Parts A and B of Schedule 2.

(5) For each government component, the relevant executive authority must, after consultation with the Minister, issue a directive that—

(a) must list the—

- (i) relevant provisions of legislation that confer powers and impose duties on the head of the government component other than those conferred or imposed on a category or all heads of an institution; and
- (ii) reference to each notice in terms of which powers and duties are assigned to the head of the government component as provided for in Part A of Schedule 2;

(b) may list powers and duties delegated to the head of the government component as provided for in Part B of Schedule 2;

(c) must, subject to any legislation, determine the head's reporting requirements to the head of the principal institution to ensure effective

oversight by the executive authority of the government component over policy implementation, performance, integrated planning, budgeting and service delivery;

- (d) may include any administrative matter relating to the government component, including the sharing of internal services with the principal institution;
- (e) may establish an advisory board without executive functions for the government component and determine the board's composition, appointment procedure and remuneration and all matters required for its effective and efficient functioning; and
- (f) may include any other matter necessary for the effective and efficient functioning of the government component.

### **Transfer of functions in respect of national and provincial institutions**

**9.** (1) For purposes of this section—

- (a) "function" excludes any function conferred, including any power conferred, or any duty imposed, by the Constitution, this Act or any other law; and
- (b) "organ of state" excludes an institution.

(2) The Minister may, after consultation with the affected executive authorities—

- (a) allocate any function to, or abolish any function of, any national institution;
  - (b) transfer any function of a national institution to another national institution;
- or

(c) subject to the approval of the relevant functionary of the affected organ of state, transfer any function of—

- (i) a national institution to an organ of state; or
- (ii) an organ of state to a national institution.

(3) The Minister may, in consultation with the Premier of the province concerned and after consultation with the relevant Minister responsible for the function in question—

(a) allocate any function to, or abolish any function of, a provincial institution of the province in question; or

(b) transfer any function of a—

- (i) provincial institution of one province to a provincial institution of another province subject to the approval of the relevant functionary of that institution;
- (ii) provincial institution to a national institution or any organ of state established by or under any law, other than a provincial law, subject to the approval of the relevant functionary of that institution or organ of state; or
- (iii) national institution or organ of state to a provincial institution, subject to the approval of the relevant functionary of that institution or organ of state.

(4) The Premier of a province may—

(a) allocate any function to or abolish any function of a provincial institution of that province; or

(b) transfer any function of a provincial institution of that province to another

provincial institution of that province or of such a provincial institution to any organ of state established by or under any law of the provincial legislature or from any such body to a provincial institution, after consultation with the relevant provincial institution or functionary of that organ of state, as the case may be.

(5) A function allocated, abolished or transferred in terms of this section is subject to the Constitution, and the human and other resources must be arranged in accordance with this Act and the Public Finance Management Act, 1999 (Act No. 1 of 1999), and a directive issued, in the case of—

- (a) subsection (2), by the Minister after consultation with the affected executive authorities;
- (b) subsection (3), by the Minister in consultation with the affected Premier; and
- (c) subsection (4), by the relevant Premier after consultation with the Minister and the affected executive authorities.

(6) If a function is transferred to or from an organ of state in terms of subsection (2), (3) or (4), the relevant functionary of that organ of state must agree with the directive referred to in subsection (5).

### **Functions of executive authorities of institutions**

**10.** An executive authority—

- (a) is politically accountable for every institution within its functional area;
- (b) must establish clear relationships and facilitate co-operation, co-ordination

- and communication, with the head of the institution and other employees of the institution;
- (c) must facilitate co-operation, co-ordination and communication with other executive authorities in the same and other spheres of government;
  - (d) makes the appointments as provided for in section 13;
  - (e) must hold the head accountable for the administration of the institution;
  - (f) must ensure that the heads of institutions within its functional area establish and maintain a service charter;
  - (g) must evaluate the performance of the head of the institution annually;
  - (h) must ensure that the head of the institution's role and responsibilities are aligned with the core objectives of the institution; and
  - (i) may exercise other powers and must perform other duties conferred or imposed on the executive authority by this Act.

### **Functions of heads of institutions**

- 11.** (1) The head of an institution—
- (a) must establish and maintain the institution's service charter, referred to in section 4, and ensure compliance with that charter by its employees;
  - (b) must ensure a culture of efficient, quality, collaborative and accountable service delivery amongst the employees of the institution;
  - (c) must facilitate co-operation, co-ordination and communication with all other relevant heads of institutions in the same and other spheres of government;

- (d) must ensure that the institution performs all functions imposed on the institution by this Act and other applicable legislation;
- (e) must advise the executive authority on matters regarding the institution;
- (f) must assist the executive authority to fulfil the executive authority's accountability obligations in relation to the institution;
- (g) must manage the institution's administration efficiently and effectively in accordance with this Act and other applicable legislation, including, but not limited to, by—
  - (i) creating appropriate management structures and assigning clear responsibilities to such structures;
  - (ii) ensuring efficient decision-making within the institution and co-ordination of functions of different units;
  - (iii) delegating responsibility to the most effective level within the administration;
  - (iv) managing, effectively utilising and training staff;
  - (v) maintaining discipline of staff; and
  - (vi) promoting sound labour relations;
- (h) may make the appointments provided for in section 21;
- (i) in accordance with this Act, may exercise the powers and must perform the duties that are necessary for—
  - (i) the internal organisation of the institution, including the organisational structure and the transfer of functions within the institution;
  - (ii) the staff establishment of the institution, including the creation and



- abolition of posts;
  - (iii) the remuneration and other conditions of service attached to those posts determined in accordance with sections 15, 29 and 30 of this Act; and
  - (iv) an equitable, fair, open and non-discriminatory working environment; and
- (j) may exercise other powers and must perform other duties conferred or imposed on the head by this Act or any other law.

(2) In addition to any function conferred by or under this Act or any other law, the head of the Office of a Premier is, subject to sections 85(2)(c) and 125(2)(e) of the Constitution, responsible for—

- (a) intergovernmental relations on an administrative level between the relevant province and other provinces, national institutions and municipal institutions; and
- (b) the intergovernmental co-operation between the provincial departments and provincial government components in the province, including the co-ordination of their actions and legislation.

(3) (a) The functions of the head of a municipality include, but are not limited to, the functions referred to in section 55 of the Municipal Systems Act.

(b) The head of a municipality must perform the functions referred to in subsection (1) in accordance with the policy directions of the municipality.

## CHAPTER 4

### SENIOR MANAGEMENT SERVICE

#### **Object and composition of Senior Management Service**

12. (1) The object of the Senior Management Service is to create a service of senior managers and senior professionals across institutions for the purpose of—

- (a) promoting a public management culture of excellence based on the values and principles in section 195(1) of the Constitution and the provisions of this Act;
- (b) facilitating co-operation amongst management structures of institutions;
- (c) transfer organisational, managerial, professional and strategic expertise across institutions; and
- (d) providing an organised network for the dissemination of policy, strategy and expertise.

(2) The Senior Management Service consists of—

- (a) all heads of institutions, senior managers and senior professionals reporting directly to them; and
- (b) other prescribed senior managers and senior professionals of institutions.

**Appointment, career incidents and dismissal of heads and those Senior Management Service members reporting to them**

13. (1) The power to appoint the head of an institution and members of the Senior Management Service reporting directly to that head vests, in the case of—

- (a) a national institution, in the President, acting with the concurrence of the Cabinet;
- (b) a provincial institution, in the relevant Premier acting with the concurrence of the Executive Council of the province; or
- (c) a municipal institution, in the relevant Municipal Council.

(2) For the appointment of members of the Senior Management Service reporting directly to a head of any institution, the executive authority must consult that head.

(3) (a) A person must be appointed as head of an institution in accordance with this Act and for such term not exceeding five years as the relevant executive authority may approve.

(b) A person appointed for the first time in the post of head of a particular institution must be appointed for a term of five years, except if a shorter term is determined by the executive authority in accordance with prescribed criteria.

(c) The relevant executive authority may, at the expiry of the term of office or, at the expiry of an extended term of office, extend the term for a period of not more than five years at a time.

(d) In the case of the head of a municipal institution, the term referred to in paragraph (b) or (c) may not exceed a period ending six months after the election of the next Municipal Council of the municipality.

(4) The power to decide, in accordance with this Act, the career incidents of a head of an institution and members of the Senior Management Service reporting directly to that head, vests, in the case of—

(a) subject to subsection (5), a national or provincial institution, in the executive authority of that institution; or

(b) a municipal institution, in the relevant Municipal Council.

(5) Members of the Senior Management Service reporting directly to the head of an institution may be appointed permanently or for such period of time as the relevant executive authority of that institution may approve.

(6) The power to determine, in accordance with this Act, the remuneration level on appointment and to assess the performance for the purpose of remuneration increments and performance bonuses of a head of an institution and members of the Senior Management Service reporting directly to that head vests, in the case of—

(a) the head of—

(i) a national institution of which the Minister is the executive authority, in the Minister acting with the concurrence of the President; or

(ii) any other national institution, in the Minister after consultation with the executive authority of that institution; and

(b) the head of—

(i) a provincial institution of which the Premier is the executive

authority, the Premier acting with the concurrence of the Executive Council of the province; or

- (ii) any other provincial institution, in the Premier after consultation with the executive authority of that institution.

(7) The power to dismiss, in accordance with section 39, the head of an institution and members of the Senior Management Service reporting directly to that head vests, in the case of—

- (a) a national institution, in the executive authority of that institution acting in consultation with the Minister;
- (b) a provincial institution, in the executive authority of that institution acting in consultation with the relevant Premier; and
- (c) a municipal institution, in the relevant Municipal Council.

### **Deployment of heads of institutions at end of term**

14. (1) At the expiry of the term of the head of an institution and without following the applicable appointment procedures—

- (a) the President may appoint the head of a national institution to perform functions in any capacity in a national institution or, with the agreement of the affected Premier, in a provincial institution;
- (b) the Premier of a province may appoint the head of a provincial institution to perform functions in any capacity in a provincial institution of that province;
- (c) the President may appoint the head of a national or provincial institution to

- perform functions in any capacity in a provincial institution of another province with the agreement of the Premier of that other province; or
- (d) the President may appoint the head of a municipal institution to perform functions in any capacity in—
- (i) a national institution;
  - (ii) a provincial institution with the agreement of the affected Premier;
- or
- (iii) another municipal institution, with the agreement of the Municipal Council of that other municipal institution.

(2) An appointment in terms of subsection (1) may only occur if—

- (a) the head of the institution has the necessary skills and knowledge for the intended capacity upon appointment; and
- (b) that head consents to the appointment.

(3) The remuneration and other conditions of service attached to the capacity in which a person is appointed in terms of subsection (1) apply to that person.

## **Terms and conditions of service of members of Senior Management**

### **Service**

**15.** (1) (a) The Minister may, after consultation with the Minister responsible for finance, determine for all members or any category of members of the Senior Management Service—

- (i) a framework of minimum and maximum remuneration and benefits; and
- (ii) norms and standards for terms and conditions of service.

(b) Insofar as that framework or those norms and standards affects municipal institutions, the Minister must determine and act after consultation with the Minister responsible for local government and with the concurrence of national organised local government.

(c) If national organised local government does not object to or concur with the proposed framework or norms and standards within 60 days after receipt of the proposed framework or norms and standards, the Minister may determine the framework or norms and standards without such concurrence, provided that the framework or norms and standards are necessary to achieve uniformity across the public administration.

(2) Despite any other law to the contrary, the Minister may, after consultation with the relevant executive authority, determine any specific term or condition of service for all members or categories of members of the Senior Management Service who are—

- (a) employees appointed under this Act in a national or provincial institution;
- (b) educators;
- (c) members of the South African Police Service, appointed, or regarded as having been appointed, in terms of the South African Police Service Act, 1995 (Act No. 68 of 1995); and
- (d) members of the Department of Correctional Services, appointed, or regarded as having been appointed, in terms of the Correctional Services Act, 1998 (Act No. 111 of 1998).

(3) (a) The Minister must publish a proposed framework, norms and standards or term or condition of service in terms of subsection (1)(a) or (2) for public comment for a period not less than 30 days in the *Gazette*.

(b) The Minister must make the comments received available to the public in the prescribed manner.

(c) After consideration of the comments received, the Minister may determine the framework, norms and standards or term or condition of service with or without amendments.

(4) (a) If it is reasonable and justifiable in the circumstances, the Minister may depart from the requirements referred to in subsection (3).

(b) In determining whether a departure is reasonable and justifiable, the Minister must take into account the factors mentioned in section 4(4)(b) of the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000).

(5) If in the Minister's opinion good cause is shown, the Minister may grant exemptions from a framework determined in terms of subsection (1)(a)(i).

(6) (a) Unless an exemption is granted in terms of subsection (5), if remuneration or a benefit for a member of the Senior Management Service of an institution is approved which is less than the minimum or exceeding the maximum permitted by a framework determined in terms of subsection (1)(a)(i), the member if it is—

(i) less, is entitled to the permitted minimum; or

(ii) more, is entitled to no more than the permitted maximum.

(b) Where, at the commencement of this section, a



member of the Senior Management Service receives remuneration or a benefit which exceeds the maximum permitted by the framework such member continues to receive such remuneration or benefit.

(7) A person appointed as the head of an institution and any other member of the Senior Management Service must conclude the prescribed contract of employment within the prescribed period and the prescribed performance agreement for every financial year.

### **Capacity development by Senior Management Service**

16. The Minister may, in accordance with a prescribed framework, provide for members of the Senior Management Service to teach as subject-matter experts at—

- (a) any higher education institution;
- (b) any further education and training institution;
- (c) the School; or
- (d) any other training institution.

### **Organisational rights of members of Senior Management Service**

17. Nothing in this Chapter precludes members of the Senior Management Service from joining or forming trade unions to engage in collective bargaining.

**CHAPTER 5**  
**APPOINTMENTS, TRANSFERS AND SECONDMENTS**

**Employment capacities**

18. Individuals, other than individuals appointed as heads of institutions, may, subject to the prescribed norms and standards, be employed in a permanent or temporary capacity, either full-time or part-time in posts on, or additional to, the staff establishment of institutions.

**Appointments in institutions**

19. (1) (a) All appointments of employees in institutions in the national and provincial spheres must be made in terms of this Act.

(b) All appointments in institutions in the local sphere must be made in terms of the Municipal Systems Act.

(2) An individual who is not a South African citizen may only be appointed in an institution in terms of this Act, if that individual holds a permanent residence permit or work permit issued in terms of the Immigration Act, 2002 (Act No. 13 of 2002).

(3) An individual may only be appointed permanently to any post on the staff establishment in an institution if that person—

(a) is a South African citizen or holds a permanent residence permit issued in terms of the Immigration Act, 2002; and

(b) meets the applicable job requirements.

(4) In the making of appointments in an institution—

(a) due regard must be had to the—

- (i) democratic values and principles enshrined in section 195(1)(i) of the Constitution; and
- (ii) need to redress the imbalances of the past, in accordance with sections 9(2) and 195(1)(i) of the Constitution and the employment equity plan of that institution, referred to in section 20(1) of the Employment Equity Act, 1998 (Act No. 55 of 1998), to achieve a public administration broadly representative of the South African people, including representation according to race, gender and disability.

(b) all persons who applied and qualify for the appointment concerned must be considered; and

(c) the suitability of persons must be determined in accordance with section 20(3) to (5) of the Employment Equity Act.

**Staffing of offices of executive authorities of national and provincial departments and mayors and executive mayors of municipalities**

**20.** (1) An executive authority of a national or provincial department may, as prescribed, appoint in the office of that authority one or more persons for

a fixed period not exceeding the term of the office of that authority.

(2) A mayor or executive mayor of a municipality may, subject to the policy directions of its Municipal Council, appoint in the office of the mayor or executive mayor one or more persons for a fixed period not exceeding the term of the office of that mayor.

(3) Subject to subsection (4), the President, a Deputy President, Minister or Premier ("the office-bearer") may appoint one or more persons as special advisers under a contract for a fixed period on a full-time or part-time basis—

- (a) to advise on the performance of the office-bearer's functions;
- (b) to advise the office-bearer on the development of policy that will promote the relevant institution's objectives; and
- (c) to perform such other tasks as may be appropriate in respect of the office-bearer's functions.

(4) The Cabinet must determine the—

- (a) maximum number of special advisers that may be appointed in terms of subsection (3); and
- (b) upper limits of the remuneration and other conditions of service of special advisers.

(5) The contract referred to in subsection (3) must include the—

- (a) period of the appointment not exceeding the term of the office of the relevant office-bearer;
- (b) particular duties of the person; and
- (c) remuneration and other conditions of service of the person.

### **Appointment, career incidents and dismissal of employees**

**21.** (1) The power to appoint, decide on the career incidents and, in accordance with section 39, dismiss employees, other than employees referred to in section 13, vests, in the case of a—

- (a) national or provincial institution, in the head of the institution; and
- (b) municipal institution, in the head of the institution, subject to the policy directions of the Municipal Council.

(2) The municipal institution is for the purpose of all labour related legislation, the employer of all its employees and such employees are accountable to the applicable persons and executive authority of that institution.

### **Employees appointed in another capacity**

- 22.** If a person immediately before being appointed in any—
- (a) national or provincial institution was an employee in the same or another national or provincial institution, the appointment does not interrupt the person's continuity of employment;
  - (b) national or provincial institution was an employee in a municipal institution, that person is regarded as having been transferred to that national or provincial institution on such conditions of service as the executive authority of the national or provincial institution may approve;
  - (c) municipal institution was an employee in another municipal institution, that

- person is regarded as having been transferred to that other municipal institution on such conditions of service as the executive authority of the other municipal institution may approve; or
- (d) municipal institution was an employee of a national or provincial institution, that person is regarded as having been transferred to that municipal institution on such conditions of service as the executive authority of the municipal institution may approve.

### **Employees of other organs of state appointed in institution**

**23.** A person who immediately before being appointed in terms of this Act was employed by an organ of state other than an institution, is regarded as having been transferred to an institution on such conditions of service as the executive authority of that institution may approve.

### **Transfer of employee upon request or due to operational requirements**

**24.** (1) (a) Any employee of an institution (the "transferring institution") may, subject to this section and section 26, be transferred within an institution or transferred to another institution (the "receiving institution") in a manner and on such conditions as may be prescribed.

(b) The transferred employee must serve the remaining period of his or her contract of employment at the receiving institution.

(2) An employee may only be transferred if the employee is

suitably qualified, as envisaged in section 20(3) to (5) of the Employment Equity Act for the intended position upon transfer.

(3) An employee may only be transferred—

- (a) if the employee requests or consents to the transfer; or
- (b) in the absence of consent, if the transfer is fair taking into account—
  - (i) the operational requirements of the affected institutions, including whether the transfer of the employee would address such requirements;
  - (ii) the representations of the employee; and
  - (iii) the extent to which the interests of the employee may be fairly accommodated.

(4) If an employee is transferred within an institution, or from one national or provincial institution to another national or provincial institution the—

- (a) transfer does not interrupt the employee's continuity of employment; and
- (b) employee may not upon the transfer suffer any reduction in remuneration, unless the employee consents.

(5) (a) If an employee is transferred between a national or provincial institution and a municipal institution or from one municipal institution to another municipal institution, the conditions of service of the employee upon the transfer are as agreed between the executive authorities of transferring and recipient institutions.

(b) Unless the employee consents, those conditions of service may not be less favourable than those on which the employee was

employed immediately before the transfer.

(6) An employee may only be transferred to a position—

- (a) at a level which is prescribed to be equivalent to the employee's level before the transfer; or
- (b) if the employee consents to a level lower than the level which is prescribed to be equivalent to the employee's level before the transfer, but subject to subsection (4)(b) or (5)(b).

(7) Subject to the provisions of the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000), any employee of an institution may be transferred—

- (a) within that institution, by the relevant authority; or
- (b) to another institution by the relevant authorities of the transferring and recipient institutions.

(8) If any investigation or procedure involving an employee relating to misconduct, ill health or poor performance is pending or incomplete the employee may not be transferred, unless the executive authority of the receiving institution decides otherwise.

(9) When the transfer of an employee is contemplated, the transferring institution must disclose in writing to the recipient institution the details contemplated in section 40(1).

## **Secondments**

- 25.** (1) Any employee of an institution (the "seconding institution")



may, subject to this section and section 27, be seconded to another institution (the "receiving institution") or to any other organ of state in such manner and on such conditions as may be prescribed.

(2) An employee may only be seconded in terms of subsection (1) if the employee possesses the necessary skills and knowledge for the intended position at the time of the secondment.

(3) An employee may only be seconded in terms of subsection (1)—

- (a) if the employee requests or consents to the secondment; or
- (b) in the absence of consent, after due consideration of any representations by the employee, if the secondment is justified.

(4) An employee may only be seconded in terms of subsection (1) for a period exceeding six months if the—

- (a) recipient institution or organ of state has taken all reasonable steps to replace the seconded employee; and
- (b) interests of the seconded employee have been fairly accommodated.

(5) Any employee of an institution may only be seconded in terms of subsection (1) to—

- (a) another institution—
  - (i) in consultation with the relevant authorities of the seconding and recipient institutions; or
  - (ii) by the Minister, in consultation with the executive authorities of the affected institutions; or
- (b) an organ of state other than an institution, on request of the functionary of

the organ of state having the authority to approve the secondment and in consultation with the relevant authority of the seconding institution.

(6) An employee may only be seconded by the Minister in terms of subsection (5)(a)(ii) from or to a provincial or municipal institution with the concurrence of the executive authority of that institution.

(7) Any employee who has been seconded in terms of subsection (1) remains subject to the conditions of service of the seconding institution, except to the extent provided otherwise in the conditions envisaged in subsection (1).

(8) (a) On the request of the executive authority of an institution, the functionary having authority to second an employee of an organ of state, other than an institution may second that employee to that institution.

(b) The secondment is for such period and on such conditions as agreed between the functionary of the seconding institution and the executive authority of the institution.

(9) The recipient institution bears the costs of secondment, unless the institutions in question agree otherwise.

### **Transfer of employees upon function transfer**

**26.** (1) If a function is transferred in terms of this Act or any other law from one institution ("the old institution") to another institution ("the new institution")—

(a) the transfer does not interrupt the employee's continuity of employment;

- (b) the new institution is automatically substituted in the place of the old institution in respect of all contracts of employment in existence immediately before the date of transfer;
- (c) the terms and conditions of service of the affected employees upon the transfer are as agreed between the executive authorities of old and new institutions; and
- (d) all collective agreements, other than those in respect of terms and conditions of service, remain effective in respect of the affected employees for a period of 18 months after the transfer, unless otherwise agreed by the affected trade union, registered under the Labour Relations Act, whose members are affected.

(2) Unless the employee consents, the terms and conditions of service, referred to in subsection (1)(c) may not be less favourable than those on which the employee was employed immediately before the transfer.

(3) Despite section 210 of the Labour Relations Act, section 197 of that Act does not apply to a transfer of a function in terms of this Act or any other law from one institution to another institution.

(4) Subsection (1) does not prevent the affected employee from being transferred to a pension, provident, retirement or similar fund other than the fund to which the employee belonged before the transfer, if the criteria in section 14(1)(c) of the Pension Fund Act, 1956 (Act No. 24 of 1956), are satisfied.

## **Disputes regarding transfers and secondments**

**27.** (1) Any employee may refer a dispute concerning the fairness of a transfer or secondment in terms of section 24 or 25 for conciliation to the relevant bargaining council within 15 days after the employee has been informed in writing of the decision to transfer or second the employee.

(2) The relevant bargaining council must set a dispute down for conciliation within 15 days of the referral thereof and, if the dispute remains unresolved, the affected employee may on an expedited basis refer the dispute to the Labour Court for decision in accordance with rules made in terms of section 159(3) of the Labour Relations Act.

(3) An employee may not be transferred for the 15 day period, envisaged in subsection (1), and, if the employee refers a dispute within that period, the employee may not be transferred pending the outcome of the conciliation and, if referred to the Labour Court in terms of subsection (3), pending its outcome.

(4) An appeal against the Labour Court's decision does not, pending the outcome of the appeal, suspend its decision.

## **Assignment of other functions to employees**

**28.** (1) The relevant executive authority of an employee of an institution may, in accordance with the prescribed conditions, direct in writing the employee temporarily to perform any functions other than those ordinarily

assigned to the employee, including acting in another post.

(2) The performance evaluation of the relevant employee must take place with due regard to a direction in terms of subsection (1).

## CHAPTER 6

### TERMS AND CONDITIONS OF EMPLOYMENT

#### **Collective bargaining on matters of mutual interest**

**29.** (1) Negotiations on terms and conditions of employment for employees and other matters of mutual interest in the Public Administration must be dealt with in accordance with the constitutions of bargaining councils and the Labour Relations Act.

(2) (a) A collective agreement concluded in a bargaining council must be for a fixed period specified in the agreement or an indefinite period.

(b) If a collective agreement for an indefinite period does not provide for a notice period, the notice period is three months.

(c) For the purposes of this subsection, a collective agreement excludes settlement agreements in terms of section 158(1)(c), read with section 158(1A), of the Labour Relations Act.

(3) The Minister may make a determination to give effect to a collective agreement resulting from negotiations envisaged in subsection (1) without derogating from that agreement.

(4) If a collective agreement is not concluded in a bargaining council following negotiations envisaged in subsection (1), the Minister may make a determination on the subject-matter of the negotiations provided that—

- (a) the negotiating procedure on matters of mutual interest in the relevant bargaining council has been exhausted by the parties and parties have become entitled to exercise their rights under the Labour Relations Act;
- (b) insofar as it applies to—
  - (i) municipal institutions, national organised local government consents; and
  - (ii) members of the Security Services or educators, the relevant executive authority or authorities concur.

(5) If in the Minister's opinion good cause is shown, the Minister may grant an exemption from a determination made in terms of subsection (4).

(6) Nothing in subsection (4) precludes a trade union calling a strike in respect of a matter determined in terms of that subsection provided the strike is in accordance with the constitution of the relevant bargaining council and the Labour Relations Act.

## **Removal and prevention of unjustifiable disparities in Public**

### **Administration**

**30.** (1) A representative trade union and an employer may, subject to subsection (2), conclude a collective agreement in a bargaining council only if—

- (a) the provisions of that agreement fall within a framework determined by the Minister in consultation with the Minister responsible for finance; or
- (b) in respect of national or provincial institutions, a mandate is obtained from the Minister in consultation with the Minister responsible for finance; or
- (c) in respect of municipal institutions concerning any prescribed subject-matter, authorisation is obtained from the Minister in the prescribed manner.

(2) The Minister may only refuse to give authorisation, referred to in subsection (1)(c), if the Minister is of the opinion that the agreement maintains or introduces unjustifiable disparities within the Public Administration.

(3) (a) The Minister may, in respect of national or provincial institutions and after consultation with the relevant executive authority for the employer party in a bargaining council, submit proposed terms and conditions of employment in the bargaining council to remove or prevent unjustifiable disparities.

(b) National organised local government must, in respect of municipal institutions and on request of the Minister, submit proposed terms and conditions of employment in the relevant bargaining council to remove or prevent unjustifiable disparities.

(c) Any such proposal must be dealt with in accordance with section 29.

(4) If a determination is made in accordance with section 29(4) in respect of a submission under subsection (3), the determination overrides any conflicting provision of a collective agreement of a bargaining council.

**CHAPTER 7**  
**OTHER EMPLOYMENT RELATED MATTERS**

**Capacity development by institutions**

- 31.** (1) The head of an institution must—
- (a) through the education and training of its employees develop its human resource capacity to a level that enables it to perform its functions in an efficient, quality, collaborative and accountable manner; and
  - (b) for the purpose referred to in paragraph (a) comply with the relevant provisions of the Skills Development Act, 1998 (Act No. 81 of 1998), and the Skills Development Levies Act, 1999 (Act No. 28 of 1999).
- (2) In addition to the education and training budget requirements in terms of the Skills Development Act or provision for a training levy in terms of the Skills Development Levies Act, an institution—
- (a) must make appropriate provision in its budget for the education and training of its employees; and
  - (b) may apply to any applicable sector education and training authority established in terms of the Skills Development Act, 1998, for additional funds for training.

**School of Public Administration Leadership and Management**

- 32.** (1) A School of Public Administration Leadership and



Management, is hereby established under the authority of the Minister.

(2) The School must enhance the quality, extent and impact of the development of human resource capacity in institutions through education and training.

(3) The School must give effect to subsection (2) by—

- (a) providing such training or causing such education and training to be provided or conducting or cause to be conducted such examinations or tests as the Head of the School determines;
- (b) issuing or causing to be issued diplomas or certificates to persons who have passed such examinations or tests; and
- (c) interacting with and fostering collaboration among training institutions, higher education institutions, further education and training institutions and private sector training providers in furtherance of such education and training.

### **Compulsory training**

**33.** (1) The Minister may, after consultation with or on the recommendation of the Head of the School, direct that the successful completion of specified education and training, examinations or tests are—

- (a) prerequisites for specified appointments or transfers; and
- (b) compulsory in order to meet development needs of any category of employees.

(2) Insofar as a directive under subsection (1) applies to

municipal institutions, the Minister must act in consultation with national organised local government.

### **Registration of training standards and accreditation as training providers**

**34.** (1) If so directed by the Minister and after consultation with or on the recommendation of the Head of the School, the head of a training institution must—

- (a) ensure that such education and training it undertakes, as identified by the Minister, in terms of this section complies with the standards registered on the National Qualifications Framework, as provided for in the South African Qualifications Authority Act, 1995 (Act No. 58 of 1995), or, in the absence of such standards, apply for the registration thereof;
- (b) obtain accreditation as provider in terms of the South African Qualifications Authority Act for the education and training it provides;
- (c) if other providers are used by the training institution to provide such education and training, only use providers accredited as providers in terms of the South African Qualifications Authority Act.

(2) Insofar as a directive under subsection (1) applies to municipal institutions, the Minister must act in consultation with national organised local government and after consultation with the head of the training institution in question.

## Prohibitions on conducting business with State

35. (1) For the purposes of this section—

**"conduct business with the State"** means to contract or apply or tender for the sale, lease or supply of goods or services to an organ of State;

**"entity"** includes any sole proprietorship, partnership, trust, private company, or association irrespective of whether the entity is incorporated or registered under any law;

**"family member"** means a person's—

- (i) spouse; or
- (ii) child, parent, brother or sister, whether such a relationship results from birth or adoption;

**"financial interest"** means—

- (a) a right or entitlement to share in profits, revenue or assets of an entity;
  - (b) a real or personal right in property;
  - (c) a right to remuneration or any other private gain or benefit,
- and includes any interest contemplated in paragraphs (a), (b) or (c) acquired through an intermediary and any potential interest in terms of any of those paragraphs;

**"intermediary"** means a person through whom an interest is acquired, and includes—

- (a) a person to whom is granted or from whom is received a general power of attorney; or
- (b) a representative or agent;

"**spouse**" means a person's partner in—

- (i) marriage;
- (ii) a customary union according to indigenous law;
- (iii) a civil union; or
- (iv) a relationship in which the parties live together in a manner resembling a marital partnership or customary union;

(2) Notwithstanding anything contained in any other law, with effect from the date of commencement of this section an employee may not—

- (a) conduct business with the State;
- (b) hold an equity interest in an entity conducting business with the State; or
- (c) be a director of a public or private company conducting business with the State.

(3) An employee must, in the prescribed manner, disclose to the relevant head of institution any financial interest that the employee and any family member of the employee has in an entity conducting business with the State.

(4) An employee must make a disclosure referred to in subsection (3) forthwith on becoming aware of the interest concerned, or when it is brought to his or her attention, and thereafter at the prescribed intervals.

(5) An employee must disclose any interest referred to in subsection (3) that exists at the commencement of this section in the prescribed manner within three months after such commencement.

(6) The Minister may make regulations—

- (a) requiring employees engaged in the setting of criteria for the award of a tender, evaluating or adjudicating the tender, or recommending or approving the award, to disclose any interest in any entity tendering for that award;
- (b) determining the circumstances under which such an employee is prohibited from participating in the tender process.

(7) The failure to comply with subsection (4) or (5) constitutes—

- (a) a fair ground for dismissal; and
- (b) an offence.

(8) A person convicted of an offence under subsection (7)(b) is liable to a fine or imprisonment for a period not exceeding one year, or both.

### **Outside remunerative work by employees**

**36.** (1) An employee may only with the written approval of the relevant authority perform or engage to perform remunerative work outside the institution concerned.

(2) When considering whether to grant approval, the relevant authority must take into account whether the outside work is likely to interfere with or impede the efficient performance of the employee's functions or constitute a contravention of any prescribed code of conduct.

(3) The relevant authority must decide whether to grant approval within 30 days after the receipt of the request for approval.

(4) If the request is refused the relevant authority must furnish

written reasons to the employee for a refusal to approve the outside work within 30 days after the receipt of the request for reasons.

(5) Approval for an employee to perform remunerative work prohibited by section 38 may not be granted in terms of this section.

### **Employees as candidates for, and becoming members of, legislatures**

**37.** (1) An employee may be a candidate for election as a member of the National Assembly, a provincial legislature or a Municipal Council, subject to any prescribed code of conduct and any other prescribed limits and conditions.

(2) Notwithstanding section 71A of the Municipal Systems Act, the contract of employment of an employee who accepts nomination as a member of the National Assembly, a provincial legislature or a Municipal Council, automatically terminates with effect from the date of a certificate contemplated in section 31(3) of the Electoral Act, 1998 (No. 73 of 1998), or in sections 15(3) or 18(1)(d) of the Local Government: Electoral Act, 2000 (No. 27 of 2000), as the case may be.

(3) If an employee is appointed as a permanent delegate of the National Council of Provinces that employee's contract of employment automatically terminates with effect from the date of assuming office as a delegate.

**Conduct of employee or former employee participating in award of work to service providers**

- 38.** (1) If a contract is concluded with a person (the "service provider") to provide services or goods (the "work") to an institution against remuneration exceeding a prescribed amount, an employee who—
- (a) set criteria for the award of the work to service provider; or
  - (b) evaluated or adjudicated the providers for the award of the work; or
  - (c) recommended or approved the awarding of the work,
- may not within 12 months after the conclusion of the contract (the "12-month period")—
- (i) accept employment with that provider or appointment to a board of the provider or provide any service to the provider for payment in money or in kind; or
  - (ii) receive any other gratification from the provider.
- (2) A service provider, referred to in subsection (1), may not—
- (a) within the 12-month period—
    - (i) employ an employee, referred to in subsection (1), or appoint that employee to a board of the provider; or
    - (ii) engage the employee to provide any service to the provider for payment in money or in kind; or
  - (b) grant any other gratification to the employee.

(3) Subsections (1) and (2) apply irrespective of whether the employee's employment in the relevant institution is terminated at any time

during the 12-month period.

(4) The relevant authority may, in accordance with the prescribed criteria, approve a period shorter than the 12-month period.

(5) If the remuneration for an extension of a contract with a service provider together with the remuneration for the original contract and any other extensions, if any, exceeds the amount determined by the Minister in terms of subsection (1), subsections (1) and (2) apply, with the necessary changes, to such extension.

(6) Any person who contravenes subsection (1) or (2) is guilty of an offence and on conviction liable to a fine not exceeding R1 million or such amount as the Minister responsible for the administration of justice may from time to time determine by notice in the *Gazette* .

(7) When a person is convicted of an offence in terms of subsection (6) in respect of a contravention of subsection (1), the court in passing sentence may take into account the monetary value of any proceeds derived from the commission of the offence.

(8) For purposes of imposing a fine under subsection (7) including the monetary value of such proceeds, the court may refer to the evidence and proceedings at the trial or hear such further evidence, either orally or by affidavit, as it considers fit.

(9) (a) A contravention of subsection (2) constitutes good cause for the cancellation of a contract envisaged in subsection (1).

(b) If the contract is cancelled, a court may, on application by the head of the affected institution, order that the service provider



forfeits the monetary value of such proceeds derived from the contract as the court considers just and equitable.

### **Termination of employment**

**39.** (1) An employee may only be dismissed in accordance with the Labour Relations Act.

(2) Any employee may resign from employment by giving notice in the prescribed manner.

(3) (a) If an employee is absent from duty without notice to, or permission of, the relevant authority for 10 consecutive working days, the employee's employment terminates automatically with effect from the day immediately following the last day of attendance.

(b) If after the expiry of that period but before 30 working days have elapsed the employee reports for duty, the relevant authority may, on good cause shown by the employee, reinstate or re-employ the employee.

(c) If the relevant authority does not reinstate or re-employ the employee, the refusal is regarded as a dismissal for purposes of section 186(1) of the Labour Relations Act and, for this purpose, the date of dismissal is the date of the automatic termination.

(d) If so reinstated, the period of absence from official duty must be dealt with in terms of the applicable leave provisions for that employee and the period of absence not covered by those leave provisions must be regarded as leave without pay.

(4) (a) When a chairperson of a disciplinary hearing pronounces a sanction in respect of an employee of a national or provincial institution found guilty of misconduct, the person vested by section 13(7) or 21(1) with the power to dismiss the employee must give effect to the sanction.

(b) Where an employee of a national or provincial institution may lodge an internal appeal provided for in a collective agreement or in a determination in terms of section 15(2), a sanction referred to in paragraph (a) may only be given effect to—

- (i) if an internal appeal is lodged, after the appeal authority has confirmed the sanction pronounced by the chairperson of a disciplinary hearing; or
- (ii) if no internal appeal is lodged, after the expiry of the period within which the appeal must have been lodged.

(5) Procedures provided for in this section apply with the necessary changes to municipal staff members except to the extent that they are inconsistent with the Municipal Systems Act.

### **Disclosure of previous actions against employee and continuation of actions**

**40.** (1) If an employee or former employee of an institution (the "former institution") applies for a position in another institution (the "new institution"), that employee must disclose to the new institution in writing the details of any—

- (a) prior action taken against the employee by the former institution on the

grounds of misconduct, ill health or poor performance within the prescribed period when applying for the position; and

(b) pending or incomplete investigation or procedure undertaken in respect of the employee which he or she is aware, by the former employee, on the grounds of misconduct, ill health or poor performance when applying for the position.

(2) If requested to do so by the new institution, a former institution must forward the information envisaged in subsection (1) to the new institution.

(3) If an employee of the new institution, is alleged to have committed misconduct in a former institution, the executive authority or head of the new institution—

(a) must institute or continue such steps if so requested by the former institution; or

(b) may institute or continue disciplinary proceedings against that employee.

(4) The affected institutions must co-operate with each other in any proceedings contemplated in subsection (3) by furnishing evidence, exchanging documents and assisting in the effective and expeditious finalisation of the proceedings.

(5) If an employee, referred to in subsection (3), is found guilty of misconduct which would have constituted a ground for dismissal by the former institution, it constitutes a ground for dismissal by the new institution.

(6) If any investigation or disciplinary hearing regarding misconduct is pending against an employee of an institution, that institution may

not agree to a period of notice which is less than the prescribed period of notice of resignation applicable to that employee.

### **Prohibition on re-employment if dismissed for misconduct**

**41** (1) A person dismissed for misconduct by an institution may only be re-employed by the same or any other institution after the expiry of a prescribed period.

(2) Different periods may be so prescribed for different categories of misconduct.

(3) If the prescribed period has expired or no period has been prescribed, any decision whether or not to employ a person dismissed for misconduct must be taken with due regard to the nature of the misconduct concerned.

### **Retirement**

- 42.** An employee employed permanently—
- (a) must retire at the age of 65 years;
  - (b) may retire at any time after reaching the age of 60 years;
  - (c) who has reached the age of 50 years may retire at any time before reaching the age of 60 years under such circumstances as may be prescribed; or
  - (d) may be retained after the employee has reached the age of 65 years

under such circumstances as may be prescribed.

## CHAPTER 8

### INTERNAL REMEDIES AND GRIEVANCES

#### Exhausting internal remedies

**43.** (1) An employee may only refer a dispute to a bargaining council or the Commission for Conciliation, Mediation and Arbitration in respect of a matter outside the jurisdiction of the bargaining council, or institute proceedings in the Labour Court, in respect of any employment or labour relations matter pertaining to that employee and arising from—

- (a) section 23 of the Constitution in so far as it applies to employees in the Public Administration;
- (b) any contract of employment entered into by the employee in the Public Administration;
- (c) the interpretation and application of this Act or any other Act that applies to employees in the Public Administration,

if the employee has exhausted internal procedures applicable to the institution for resolving the dispute.

(2) For purposes of subsection (1)—

- (a) internal procedures includes the grievance procedures of the Public Service Commission referred to in section 43;
- (b) the employee may refer a dispute or institute proceedings contemplated in

subsection (1) if—

- (i) the dispute is not resolved in the institution within the period stipulated in the internal procedure or the period for referring that dispute or instituting those court proceedings, whichever period is the shorter; or
- (ii) no such period is stipulated in the internal procedure, if the dispute is not resolved in the institution before the day immediately before the expiry of the period for referring that dispute or instituting those court proceedings.

### **Grievance procedure of Public Service Commission**

**44.** (1) An employee may lodge a grievance concerning an official act or omission ("grievance") with the relevant executive authority under the prescribed circumstances, on the prescribed conditions and in the prescribed manner.

(2) If the grievance is not resolved to the satisfaction of the employee, the executive authority must submit the grievance to the Public Service Commission in the prescribed manner and within the prescribed period.

(3) After the Commission has investigated and considered a grievance, the Commission may recommend—

- (a) that the relevant executive authority acts in terms of this Act or any other law; or
- (b) any other appropriate remedy.

- (4) A head of institution may lodge any grievance with—
- (a) the relevant executive authority in terms of subsection (1); or
  - (b) directly with the Commission under the prescribed circumstances, on the prescribed conditions and in the prescribed manner.

- (5) For the purposes of this section—
- (a) the powers conferred upon the Commission by section 11 of the Public Service Commission Act, 1997 (Act No. 46 of 1997), include the power to make rules which are not inconsistent with this section as to the investigation of grievances concerning official acts or omissions; and
  - (b) "prescribed" means prescribed by the Commission by rule under that Act.

## **CHAPTER 8**

### **GENERAL**

#### **Anti-corruption measures**

**45.** (1) There is hereby established within the public administration the Anti-corruption Bureau.

- (2) The Minister may, by notice in the *Gazette*, determine—
- (a) the Bureau's organisational structure and staff complement;
  - (b) the categories of corruption-related misconduct; and
  - (c) the procedure to be followed by the Bureau in conducting its investigations.

(3) A head of an institution—

- (a) may, if satisfied that there is a *prima facie* case of corruption-related misconduct, request the Bureau to investigate or institute disciplinary proceedings; or
- (b) must, if a report of an investigation by the Bureau finds that there is a *prima facie* case of corruption-related misconduct and the head of an institution fails to institute disciplinary proceedings against the relevant employee within 90 days of receipt of the report, refer the matter to the Bureau to institute disciplinary proceedings.

(4) In respect of disciplinary proceedings against a head of an institution, this section applies, with the changes required by the context, and any referenc to the head of insitution means the relevant executive authority.

(5) Disciplinary proceedings may be instituted by Bureau in respect of conduct contemplated in section 38.

### **Powers and functions of Bureau**

**46.** The Bureau—

- (a) notwithstanding section 11(1)(g)(v) is responsible for the investigation and institution of disciplinary proceedings in respect of corruption-related misconduct matters in the public service;
- (b) must coordinate the conduct of disciplinary hearings in respect of corruption-related misconduct matters in the public administration, including the appointment of presiding officers and employer representatives in such hearings;



- (c) may only exercise a power under paragraph (a) and (b) in respect of a provincial department, provincial government component, municipality or municipal government component with the concurrence of the Premier or the Municipal Council respectively;
- (d) must provide specialised technical assistance and advisory support to deal with disciplinary matters in the public administration;
- (e) must manage, coordinate and protect information and sources relating to corruption-related misconduct matters in the public administration;
- (f) must facilitate the protection of whistleblowers in the public administration;
- (h) must build capacity within institutions to conduct misconduct investigations and disciplinary hearings;
- (i) must facilitate the enforcement of disciplinary sanctions;
- (j) must refer evidence discovered by the Bureau's investigations regarding or which points to the commission of corruption-related misconduct to the relevant executing authority or head of an institution;
- (k) must refer evidence discovered by the Bureau's investigations regarding or which points to the commission of an offence to the relevant prosecuting authority;
- (l) must report in writing—
  - (i) at least once every quarter to the Director-General and the Minister on the performance of the Bureau's functions; or
  - (ii) as directed by the Minister, on the progress made in the investigation and finalisation of matters brought before the Bureau;and

- (m) may in the execution of its functions, subject to the approval of the Minister, be assisted by or conclude service level agreements with—
- (i) other organs of state; or
  - (ii) other persons.

### **Conduct of investigations**

47. (1) The Bureau's investigation, contemplated in section 54(3), is initiated on the date that it accepts a request to investigate or the date on which the head of an institution refers a matter to it.

(2) The decision to accept a request to investigate or to conduct an investigation as contemplated in subsection (1) must be in writing.

(3) The Bureau may only conduct an investigation in respect of a provincial or municipal institution with the concurrence of the Premier and the Municipal Council.

(4) The Bureau must complete its investigation within 90 days from the date of initiation thereof.

(5) Should the Bureau not complete its investigation within the period referred to in subsection (3), it must in writing request an extension and show good cause why the Minister should grant the extension.

(6) If the request for extension is refused the Bureau must immediately, but not later than seven days, submit its investigation report to the Minister and provide reasons why the investigation was not completed.

(7) In conducting its investigations, the Bureau may—

- (a) require from any person within the public administration such information or particulars as may be reasonably necessary; and
- (b) order any person by notice in writing under the hand of the head of the Bureau and delivered by a member of the Bureau, to appear before it at a time and place specified in the notice and to produce to it specified books, documents or objects in the possession or custody or under the control of that person;

(8) Any person questioned by a member of the Bureau, or other person authorised by the head of the Bureau, conducting an investigation contemplated in subsection (1), must answer each question truthfully and to the best of that person's ability.

(9) No self-incriminating answer given or statement made to a person contemplated in subsection (8) who conducts an investigation, is admissible as evidence against the person who gave the answer or made the statement in criminal proceedings, except in criminal proceedings for perjury.

(10) Upon conclusion of its investigation the Bureau must within 30 days, provide the affected employee with a copy of its provisional investigation report and invite comments thereon.

(11) The affected employee must, within 20 days of receipt of the provisional report, submit to the Bureau written comments on the issues contained in the report including any information that may assist the Bureau.

(12) The Bureau must consider any comments or information received as contemplated in subsection (10) before finalising its report.

(13) The final investigation report of the Bureau must make a recommendation on whether it is necessary to institute disciplinary proceedings against any employee.

(14) A copy of the final report of the Bureau must be given to the Minister, the relevant executing authority and head of an institution within seven days, including a summary of the findings.

### **Commencement and conduct disciplinary proceedings**

**48.** (1) If it is necessary, as contemplated in section 45(3), to institute disciplinary proceedings the head of the Bureau must, not later than 30 days of receipt of the request or referral contemplated in that subsection, appoint the chairperson of the disciplinary proceedings and the employer representative.

(2) The chairperson of the disciplinary proceedings must conduct the proceedings in accordance with the rules for the conduct of disciplinary proceedings in the public administration.

### **Office of Standards and Compliance**

**49.** (1) There is hereby established within the public administration the Office of Standards and Compliance.

(2) The Minister may, by notice in the *Gazette*, determine the Office's organisational structure and staff complement.

(3) A head of an institution must comply with the norms and standards established by the Minister in terms of section 52(1).

### **Functions of Office**

**50.** The Office of Standards and Compliance must, within the public administration—

- (a) promote and monitor compliance with minimum norms and standards determined by the Minister in relation to administration and management;
- (b) promote and monitor compliance with regulatory prescripts;
- (c) advise the Minister on the execution of his or her duties with regard to—
  - (i) determination of minimum norms and standards referred to in paragraph (a); and
  - (ii) enforcing compliance with the minimum norms and standards and regulatory prescripts;
- (d) conduct capacity and functionality audits of skills, systems and processes;
- (e) monitor and promote quality assurance in service delivery;
- (f) coordinate interventions in terms of section 100 of the Constitution and provide intervention support services;
- (g) develop and review policy for the Department for Public Service and Administration;
- (h) develop and implement an early warning systems to detect service delivery challenges; and
- (i) report in writing—

- (i) at least once every quarter to the Director-General and the Minister on the performance of the Office's functions; or
- (ii) as directed by the Minister on the progress made in the investigation and finalisation of matters brought before the Office.

## **51. Intervention in administration in terms of Constitution**

- (1) When the national executive intervenes in a province in terms of section 100 of the Constitution the Minister must represent the national executive in all matters relating to public administration.
- (2) The provincial administration must to the full extent of its capacity assist the Minister to achieve the objectives of the intervention in so far as it relates to matters of administration.
- (3) Where national executive intervenes in a province in terms of section 100 in a manner other than in terms of section 100(1)(b) of the Constitution the—
  - (a) employees of the provincial administration affected by an intervention continue for the duration of the intervention to be responsible in their capacities for complying with this Act and must perform their functions with due regard to the fulfilment of requirements necessary to achieve the objects of the intervention;
  - (b) provincial executive must take all reasonable steps to prevent its employees from interfering with, hindering or obstructing the implementation of the intervention;

- (c) Minister may require that the provincial executive designate any appropriate person to perform the functions of any employee appointed in terms of this Act to take responsibility for the administration or any part thereof for the duration of the intervention when such employee cannot or cannot reasonably be expected to perform his or her functions; and
  - (d) Minister may advise or direct the provincial executive to appoint any person, transfer or second any employee and investigate and institute disciplinary proceedings against any employee.
- (4) Where the national executive intervenes in a province in terms of section 100(1)(b) of the Constitution the—
  - (a) Minister must exercise the powers, duties and functions of the provincial administration necessary to fulfil the assumed executive obligation or parts thereof;
  - (b) provincial executive must take all reasonable steps to prevent its employees from interfering with, hindering or obstructing the implementation of the intervention;
  - (c) right of an employee responsible for the administration or any part thereof to continue to exercise his or her powers, duties or functions is suspended for the duration of the intervention; and
  - (d) Minister may appoint any person, transfer, second or dismiss any employee and investigate and institute disciplinary proceedings.
- (5) (a) This section applies with the changes required by the context to an intervention in terms of section 139 of the Constitution.

(b) Any reference is made to "Minister" means the provincial executive, unless the provincial executive delegates its power to a Member of the Executive.

(6) The Minister may make regulations regarding the manner in which and the processes relating to an intervention in so far as it relates to public administration.

## **Regulations**

- 52.** (1) The Minister may make regulations—
- (a) setting norms and standards regarding—
- (i) personnel and public administration practices, systems, procedures and planning, including, but not limited to human resource management and career development practices;
  - (ii) organisational structures and staff establishments of institutions;
  - (iii) capacity development and training;
  - (iv) health and wellness of employees and working environment;
  - (v) electronic government, information and communication technologies, information management and work facilities;
  - (vi) integrity, ethics, conduct and anti-corruption measures, including, but not limited to, the disclosure of financial interests;
  - (vii) employment additional to the staff establishment;
  - (viii) the appointment of unpaid voluntary workers who are not employees and their functions;



- (ix) the co-ordination of work involving two or more institutions in the same sphere or two or more spheres of government;
  - (x) transformation measures and measures to improve the effectiveness and efficiency of institutions; and
  - (xi) any other matter necessary to give effect to the objects of this Act, referred to in section 3;
- (b) regarding unauthorised or erroneously granted remuneration and other benefits granted to employees;
- (c) regarding the establishment of a body to advise the Minister on any matter referred to in paragraph (a), its composition, functions and procedures, the remuneration of its members and any other matter necessary for its proper functioning;
- (d) regarding a power for chairpersons of disciplinary hearings to summon employees and other persons as witnesses, to cause an oath or affirmation to be administered by them, to examine them, and to call for the production of books, documents and other objects, and travel, subsistence and other costs and other fees for witnesses;
- (e) regarding minimum reporting requirements and the format thereof;
- (f) reporting on the implementation of this Act and the review for appropriateness and effectiveness of this Act;
- (g) regarding any matter required or permitted by this Act to be prescribed; and
- (h) in general, regarding any matter necessary to prescribe for the proper implementation or administration of this Act.

(2) (a) The Minister must make regulations insofar as they apply to municipal institutions after consultation with the Minister responsible for local government and with the concurrence of national organised local government.

(b) If the national organised local government does not so concur within 60 days after receipt of the proposed regulations, the Minister may make the regulations without such concurrence.

(3) (a) Different regulations may be made to suit the varying requirements of particular categories of institutions, or of particular categories of employees, or of particular kinds of employment in institutions.

(b) When making regulations, the Minister must take into account—

- (i) the nature and functions of different institutions or categories of institutions, as envisaged in section 195(6) of the Constitution; and
- (ii) any applicable directions given by the Public Service Commission in terms of section 196(4)(d) of the Constitution.

(4) If in the Minister's opinion good cause is shown, the Minister may grant an exemption from any regulation, including with retrospective effect.

### **Notice and comment procedure for regulations**

**53.** (1) (a) The Minister must publish a proposed regulation in terms of section 52(1) for public comment for a period not less than 30 days in the *Gazette*.

(b) The Minister must make the comments received available to the public in the prescribed manner.

(c) After consideration of the comments, the Minister may make the regulation with or without amendments.

(2) If it is reasonable and justifiable in the circumstances, the Minister may depart from the requirements referred to in subsection (1).

(3) In determining whether a departure is reasonable and justifiable, the Minister must take into account the factors mentioned in section 4(4)(b) of the Promotion of Administrative Justice Act, 2000 (Act No. 3 of 2000).

#### **Draft regulations and matters of mutual interest**

**54.** (1) (a) If the subject-matter of a proposed regulation in terms of section 52(1) concerns a matter of mutual interest as contemplated in the Labour Relations Act, the Minister, subject to paragraph (b), or a party to a bargaining council with jurisdiction may table the matter for negotiation in the council.

(b) Insofar as it relates to municipal institutions, national organised local government must, on request of the Minister, table a matter referred to in paragraph (a) in the relevant bargaining council.

(2) (a) If there is a dispute about whether the subject-matter of a proposed regulation constitutes a matter of mutual interest, the Minister or any party to the relevant bargaining council may on an expedited basis refer the dispute to the Labour Court for decision in accordance with rules made in terms

of section 159(3) of the Labour Relations Act for this purpose.

(b) An appeal against the Labour Court's decision does not, pending the outcome of the appeal, suspend its decision.

(3) If no consensus is reached in the bargaining council on a matter of mutual interest in the proposed regulation, the Minister may only make the regulation if the negotiating procedure on matters of mutual interest in the relevant bargaining council has been exhausted by the parties and parties have become entitled to exercise their rights in terms of the Labour Relations Act.

(4) Nothing in this section precludes a trade union calling a strike in compliance with the constitution of the relevant bargaining council and the Labour Relations Act in respect of a matter of mutual interest contemplated in this section.

### **Other functions of the Minister**

**55.** In addition to other functions conferred by this Act or any other law, the Minister may—

(a) on the request of an executive authority, advise or assist in such manner and on such conditions as the Minister and that authority agree, as to any matter relating to—

(i) one or more institutions;

(ii) employees or office-bearers, personnel practice or procedures of any organ of state other than an institution;

(b) in accordance with section 231 of the Constitution, enter into international

- agreements with the governments of other states or international organisations to enhance the objects of this Act, or regional, African or international co-operation or development regarding any public administration matter; and
- (c) issue guidelines or codes regarding any matter pertaining to this Act to assist with the proper implementation or administration of this Act.

### **Binding effect of determinations**

- 56.** (1) A determination made by the Minister in terms of this Act—
- (a) is binding on those institutions or employees specified in the determination;
- (b) takes effect on the date stated in the determination.
- (2) Any determination by the Minister in terms of this Act which relates to all employees, a category of employees or a particular employee may be effected retrospectively if circumstances exist which justify the retrospective effect.

### **Failure to comply with Act**

- 57.** (1) The executive authority of an institution must take appropriate disciplinary steps against the head of the institution if the head does not comply with this Act.
- (2) The head of an institution must take appropriate disciplinary

steps against employees of the institutions who do not comply with this Act.

(3) For inspection by the Public Service Commission, any other constitutional institution, the Minister and any other person, the head of an institution must keep record in the prescribed manner of—

- (a) all non-compliances with this Act by employees of that institution; and
- (b) the disciplinary steps taken and if steps are not taken, the reasons justifying why no steps were taken.

### **Correction of actions**

**58.** (1) A functionary must correct any action or omission in terms of this Act or purportedly in terms of this Act by that functionary, if the action or omission—

- (a) was based on an error of fact, error of law or fraud; and
- (b) if it is in the opinion of the functionary in the public interest to correct the action or omission.

(2) The head of an institution must keep record for inspection by the Public Service Commission and the Minister, and report on such corrections in the institution, as directed by the Minister.

### **Access to information**

**59.** The executive authority or head or any other employee of an institution must afford any functionary, or any person authorised in writing by that

functionary, such assistance, including access to information or documents, as may be reasonably required for the effective performance of the functions of the functionary in terms of this Act.

### **Public Administration Handbooks**

**60.** To enhance ease of use and understanding, the Minister may according to the subject-matter make available in any form compilations of provisions of this Act and regulations and other instruments contemplated in this Act.

### **Delegation**

**61.** (1) The Minister, the Minister responsible for local government or the Minister responsible for finance may delegate to the head of a department in that Minister's portfolio any power or duty assigned to that Minister by this Act, except the powers conferred by sections 30 and 52(1).

(2) The Premier of a province may delegate to the head of the Office of the Premier in the province any power or duty assigned to the Premier by this Act, except any power or duty assigned by section 13.

(3) The executive authority referred to in section 13 may, in the case of—

(a) the President, delegate to the Deputy President or a Minister any power or duty assigned to the President by section 13; or

(b) the Premier of a province, delegate a Member of the relevant Executive Council any power or duty assigned to the Premier by section 13.

(4) (a) An appropriate system of delegation that will both maximise administrative and operational efficiency and provide adequate checks and balances in an institution's administration must be developed by the—

- (i) executive authority of that institution in respect of the powers and duties assigned to that authority by this Act; and
- (ii) head of that institution in respect of the powers and duties assigned to that head by this Act.

(b) Subject to subsection (3), an executive authority of an institution may, in accordance with that system—

- (i) in the case of a national or provincial institution, delegate any power or duty assigned to that authority, to the head of that institution by this Act; and
- (ii) in the case of a municipal institution, delegate any power or duty assigned to that authority by this Act, to—
  - (aa) any of the relevant municipality's other political structures, political officer bearers or councillors as defined in section 1 of the Municipal Systems Act; or
  - (bb) employees of the municipality or municipal government component.

(c) The head of an institution may, in accordance with that system, delegate to any employee of the institution any power or duty assigned to that head by this Act.

(d) The delegations in terms of paragraph (b) or (c) must



be regularly reviewed and, if necessary, be amended or withdrawn.

(e) Sections 59 to 65 of the Municipal Systems Act apply with the changes required by the context, and to the extent not contrary to this Act, to delegations contemplated in paragraph (b)(ii) and (c).

(5) Any delegation in terms of this section—

- (a) must be in writing;
- (b) is subject to such limitations and conditions as the person that made the delegation may impose in a specific case;
- (c) may either be specific to the individual or to the holder of a specific post;
- (d) may authorise that individual or post holder to sub-delegate the power or duty to an individual or holder of a specific post in the area of responsibility of the first-mentioned individual or post holder; and
- (e) does not divest the person who made the delegation of the responsibility concerning the exercise of the delegated power and the performance of the delegated duty.

(6) The person that delegated a power or duty in terms of this section may confirm, vary or revoke any decision taken in consequence of a delegation or sub-delegation, but no such variation or revocation of a decision may detract from any rights that may have been accrued as a result of a decision.

### **Jurisdiction of Labour Court**

**62.** (1) Subject to the Constitution and the Labour Relations Act, the

Labour Court has exclusive jurisdiction in respect of any employment and labour relations matter in respect of institutions and employees in the Public

Administration arising from—

- (a) the interpretation or application of the Constitution, this Act or any other Act that applies to employees in the Public Administration;
- (b) an executive or administrative decision in terms of this Act or any other Act that applies to employees in the Public Administration; and
- (c) a contract of employment.

(2) Despite section 210 of the Labour Relations Act, section 157(2) of that Act does not apply to any employment and labour relations matter contemplated in subsection (1).

### **Repeal and amendment of laws and transitional arrangements**

**63.** (1) The laws mentioned in Part A of Schedule 3 are hereby repealed or amended to the extent indicated in the third column thereof.

(2) The saving and transitional arrangements for any provision so repealed or amended are as set out in Part B of Schedule 3.

### **Short title and commencement**

**64.** (1) This Act is called the Public Administration Management Act, 2013, and takes effect on a date determined by the President by proclamation in the *Gazette*.

(2) Different dates may be so determined in respect of—

- (a) different provisions of this Act;
- (b) different categories of employees; and
- (c) different categories of institutions.

**SCHEDULE 1****PART A****NATIONAL DEPARTMENTS AND HEADS THEREOF****(Section 7)**

<b>Column 1</b>	<b>Column 2</b>
Department of Agriculture, Forestry and Fisheries	Director-General: Agriculture, Forestry and Fisheries
Department of Arts and Culture	Director-General: Arts and Culture
Department of Basic Education	Director-General: Basic Education
Department of Communications	Director-General: Communications
Department of Cooperative Governance	Director-General: Cooperative Governance
Department of Correctional Services	Commissioner: Correctional Services
Department of Defence	Secretary for Defence
Department of Energy	Director-General: Energy
Department of Environmental Affairs	Director-General: Environmental Affairs
Department of Health	Director-General: Health
Department of Higher Education and Training	Director-General: Higher Education and Training
Department of Home Affairs	Director-General: Home Affairs
Department of Human Settlements	Director-General: Human Settlements
Department of International Relations	Director-General: International

and Cooperation	Relations and Cooperation
Department of Justice and Constitutional Development	Director-General: Justice and Constitutional Development
Department of Labour	Director-General: Labour
Department of Military Veterans	Director-General: Military Veterans
Department of Mineral Resources	Director-General: Mineral Resources
Department of Performance Monitoring and Evaluation	Director-General: Performance Monitoring and Evaluation
Department of Police	National Commissioner: South African Police Service
Department of Public Enterprises	Director-General: Public Enterprises
Department of Public Service and Administration	Director-General: Public Service and Administration
Department of Public Works	Director-General: Public Works
Department of Rural Development and Land Reform	Director-General: Rural Development and Land Reform
Department of Science and Technology	Director-General: Science and Technology
Department of Social Development	Director-General: Social Development
Department of Tourism	Director-General: Tourism
Department of Trade and Industry	Director-General: Trade and Industry
Department of Traditional Affairs	Director-General: Traditional Affairs
Department of Transport	Director-General: Transport

Department of Water Affairs	Director-General: Water Affairs
Department of Women, Children and People with Disabilities	Director-General: Women, Children and People with Disabilities
Economic Development Department	Director-General: Economic Development
Government Communication and Information System	Director-General: Government Communication and Information System
Independent Police Investigative Directorate	Executive Director: Independent Police Investigative Directorate
National Treasury	Director-General: National Treasury
Office of the Chief Justice	Secretary General: Office of the Chief Justice
Office of the Public Service Commission	Director-General: Office of the Public Service Commission
School of Public Administration Leadership and Management	Head: School of Public Administration Leadership and management
South African National Academy of Intelligence	Chief Executive Officer: South African National Academy of Intelligence
Sport and Recreation South Africa	Director-General: Sport and Recreation South Africa
State Security Agency	Director-General: State Security Agency

Statistics South Africa	Statistician-General: Statistics South Africa
The Presidency	Director-General: The Presidency

**PART C**

**PROVINCIAL DEPARTMENTS**

**(Section 7)**

Column 1	Column 2
<b>Eastern Cape</b>	
Office of the Premier: Eastern Cape	Director-General: Office of the Premier of Eastern Cape
Department of Economic Development, Environmental Affairs and Tourism	Head: Economic Development, Environmental Affairs and Tourism
Department of Education	Head: Education
Department of Health	Head: Health
Department of Human Settlements	Head: Human Settlements
Department of Local Government and Traditional Affairs	Head: Local Government and Traditional Affairs
Department of Roads and Public Works	Head: Roads and Public Works
Department of Rural Development and Agrarian Reform	Head: Rural Development and Agrarian Reform

Department of Safety and Liaison	Head: Safety and Liaison
Department of Social Development and Special Programmes	Head: Social Development and Special Programmes
Department of Sport, Recreation, Arts and Culture	Head: Sport, Recreation, Arts and Culture
Department of Transport	Head: Transport
Provincial Planning and Treasury	Head: Provincial Planning and Treasury

Column 1	Column 2
<b>Free State</b>	
Office of the Premier: Free State	Director-General: Office of the Premier of Free State
Department of Agriculture	Head: Agriculture
Department of Co-operative Governance and Traditional Affairs	Head: Co-operative Governance and Traditional Affairs
Department of Economic Development, Tourism and Environmental Affairs	Head: Economic Development, Tourism and Environmental Affairs
Department of Education	Head: Education
Department of Health	Head: Health
Department of Human Settlements	Head: Human Settlements
Department of Police, Roads and	Head: Police, Roads and Transport



Transport	
Department of Public Works	Head: Public Works
Department of Rural Development	Head: Rural Development
Department of Social Development	Head: Social Development
Department of Sport, Arts, Culture and Recreation	Head: Sport, Arts, Culture and Recreation
Free State Provincial Treasury	Head: Free State Provincial Treasury

Column 1	Column 2
<b>Gauteng</b>	
Office of the Premier: Gauteng	Director-General: Office of the Premier of Gauteng
Department of Agriculture and Rural Development	Head: Agriculture, and Rural Development
Department of Community Safety	Head: Community Safety
Department of Economic Development	Head: Economic Development
Department of Education	Head: Education
Department of Finance	Head: Finance
Department of Health	Head: Health
Department of Housing	Head: Housing
Department of Infrastructure Development	Head: Infrastructure Development

Department of Local Government and Traditional Affairs	Head: Local Government and Traditional Affairs
Department of Roads and Transport	Head: Roads and Transport
Department of Social Development	Head: Social Development
Department of Sports, Arts, Culture and Recreation	Head: Sports, Arts, Culture and Recreation
Provincial Treasury	Head: Provincial Treasury

Column 1	Column 2
<b>KwaZulu-Natal</b>	
Office of the Premier: KwaZulu-Natal	Director-General: Office of the Premier of KwaZulu-Natal
Department of Agriculture, Environmental Affairs and Rural Development	Head: Agriculture, Environmental Affairs and Rural Development
Department of Arts and Culture	Head: Arts and Culture
Department of Community Safety and Liaison	Head: Community Safety and Liaison
Department of Co-operative Governance and Traditional Affairs	Head: Co-operative Governance and Traditional Affairs
Department of Economic Development and Tourism	Head: Economic Development and Tourism
Department of Education	Head: Education

Department of Finance	Head: Finance
Department of Health	Head: Health
Department of Human Settlements	Head: Human Settlements
Department of Public Works	Head: Public Works
Department of Royal Household	Head: Department of Royal Household
Department of Social Development	Head: Social Development
Department of Sport and Recreation	Head: Sport and Recreation
Department of Transport	Head: Transport

Column 1	Column 2
<b>Limpopo</b>	
Office of the Premier: Limpopo	Director-General: Office of the Premier of Limpopo
Department of Agriculture	Head: Agriculture
Department of Co-operative Governance Human Settlements and Traditional Affairs	Head: Co-operative Governance Human Settlements and Traditional Affairs
Department of Economic Development, Environment and Tourism	Head: Economic Development, Environment and Tourism
Department of Education	Head: Education
Department of Health	Head: Health

Department of Public Works	Head: Public Works
Department of Roads and Transport	Head: Roads and Transport
Department of Safety, Security and Liaison	Head: Safety, Security and Liaison
Department of Social Development	Head: Social Development
Department of Sport, Arts and Culture	Head: Sport, Arts and Culture
Provincial Treasury	Head: Provincial Treasury

Column 1	Column 2
<b>Mpumalanga</b>	
Office of the Premier: Mpumalanga	Director-General: Office of the Premier of Mpumalanga
Department of Agriculture, Rural Development and Land Administration	Head: Agriculture, Rural Development and Land Administration
Department of Community Safety, Security and Liaison	Head: Community Safety, Security and Liaison
Department of Co-operative Governance and Traditional Affairs	Head: Co-operative Governance and Traditional Affairs
Department of Culture, Sport and Recreation	Head: Culture, Sport and Recreation
Department of Economic Development, Environment and	Head: Economic Development, Environment and Tourism

Tourism	
Department of Education	Head: Education
Department of Finance	Head: Finance
Department of Health	Head: Health
Department of Human Settlements	Head: Human Settlements
Department of Public Works, Roads and Transport	Head: Public Works, Roads and Transport
Department of Social Development	Head: Social Development

Column 1	Column 2
<b>Northern Cape</b>	
Office of the Premier: Northern Cape	Director-General: Office of the Premier of Northern Cape
Department of Agriculture, Land Reform and Rural Development	Head: Agriculture, Land Reform and Rural Development
Department of Co-operative Governance, Human Settlements and Traditional Affairs	Head: Co-operative Governance, Human Settlements and Traditional Affairs
Department of Economic Development and Tourism	Head: Economic Development and Tourism
Department of Education	Head: Education
Department of Environment and Nature Conservation	Head: Environment and Nature Conservation

Department of Health	Head: Health
Department of Roads and Public Works	Head: Roads and Public Works
Department of Social Development	Head: Social Development
Department of Sport, Arts and Culture	Head: Sport, Arts and Culture
Department of Transport, Safety and Liaison	Head: Transport, Safety and Liaison
Provincial Treasury	Head: Provincial Treasury
<b>Column 1</b>	<b>Column 2</b>
<b>North West</b>	
Office of the Premier: North West	Director-General: Office of the Premier of North West
Department of Agriculture and Rural Development	Head: Agriculture and Rural Development
Department of Economic Development, Environment, Conservation and Tourism	Head: Economic Development, Environment, Conservation and Tourism
Department of Education and Training	Head: Education and Training
Department of Finance	Head: Finance
Department of Health	Head: Health
Department of Human Settlements, Public Safety and Liaison	Head: Human Settlements, Public Safety and Liaison

Department of Local Government and Traditional Affairs	Head: Local Government and Traditional Affairs
Department of Public Works, Roads and Transport	Head: Public Works, Roads and Transport
Department of Social Development, Women, Children and Persons with Disabilities	Head: Social Development, Women, Children and Persons with Disabilities
Department of Sports, Arts and Culture	Head: Sports, Arts and Culture

Column 1	Column 2
<b>Western Cape</b>	
Office of the Premier: Western Cape	Director-General: Office of the Premier of Western Cape
Department of Agriculture	Head: Agriculture
Department of Community Safety	Head: Community Safety
Department of Cultural Affairs and Sport	Head: Cultural Affairs and Sport
Department of Economic Development and Tourism	Head: Economic Development and Tourism
Department of Education	Head: Education
Department of Environmental Affairs and Development Planning	Head: Environmental Affairs and Development Planning

Department of Health	Head: Health
Department of Human Settlements	Head: Human Settlements
Department of Local Government	Head: Local Government
Department of Social Development	Head: Social Development
Department of Transport and Public Works	Head: Transport and Public Works
Provincial Treasury	Head Official Provincial Treasury



**PART D****NATIONAL GOVERNMENT COMPONENTS***(Section 8)*

<b>Column 1</b>	<b>Column 2</b>	<b>Column 3</b>
<b>Name of national government component</b>	<b>Designation of head of national government component</b>	<b>Principal national department</b>
Centre of Public Service Innovation	Executive Director	Department of Public Service and Administration

**PART E****PROVINCIAL GOVERNMENT COMPONENTS***(Section 8)*

<b>Column 1</b>	<b>Column 2</b>	<b>Column 3</b>
<b>Name of provincial government component</b>	<b>Designation of head of provincial government component</b>	<b>Principal Office of the Premier or provincial department</b>

**PART F****MUNICIPAL GOVERNMENT COMPONENTS****(Section 8)**

Column 1	Column 2	Column 3
Name of municipal government component	Designation of head of municipal government component	Principal Municipality

**SCHEDULE 2****PART A****ASSIGNMENT OF FUNCTIONS TO HEADS OF GOVERNMENT****COMPONENTS****(Section 8)**

1. Despite anything to the contrary in any other law, the executive authority of a government component may assign to the head of that component any power conferred, or duty imposed, on—

- (a) that executive authority, except the making of regulations, by national legislation; or
- (b) any official of the principal institution of that government component by national legislation.

2. Such assignment is subject to—

- (a) if the executive authority is not the Minister responsible for the administration of the national legislation in question ("the responsible Minister"), consultation with that Minister;
- (b) the approval of Parliament of the intended notice as contemplated in this item; and
- (c) publication by notice in the *Gazette*.

**3.** The notice must stipulate—

- (a) the powers and duties to be assigned in terms thereof;
- (b) the effective date of the assignment; and
- (c) the conditions that the executive authority considers appropriate.

**4.** The responsible Minister must table the notice in Parliament for approval.

**5.** Parliament may reject the notice within 90 days after it has been tabled, if Parliament is then in ordinary session, or, if Parliament is not then in ordinary session, within 45 days after the commencement of its next ensuing ordinary session.

**6.** If Parliament rejects that notice, the responsible Minister may table an amended notice in Parliament.

**7.** If the responsible Minister tables an amended notice and Parliament—

- (a) approves the amended notice, the responsible Minister must publish that notice in terms of item 2(b)(iii) within 30 days of the Parliament's approval;
- or

(b) rejects the amended notice within 90 days after it has been tabled, if Parliament is then in ordinary session, or, if Parliament is not then in ordinary session, within 45 days after the commencement of its next ensuing ordinary session, item 6 and this item apply.

**8.** If Parliament does not reject a notice as contemplated in item 5 or 7(b)—

- (a) that notice is regarded as having been approved by Parliament; and
- (b) the responsible Minister must publish the notice in terms of paragraph (b)(iii) within 30 days after the periods referred to in item 5 or 7(b), as the case may be.

**9.** A notice may at any time in like manner be amended or withdrawn.

**10.** Any assignment in terms of this Schedule divests the person whom was vested with the assigned power or duty.

**11.** Nothing in this Act prevents the assignment of powers or duties to—

- (a) the head of a provincial government component in accordance with provincial legislation of the province in question; or
- (b) the head of a municipal government component in accordance with a municipal by-law of a municipality.

**PART B****DELEGATIONS OF FUNCTIONS TO HEADS OF GOVERNMENT****COMPONENTS****(Section 8)**

1. Despite anything to the contrary in any other law, the executive authority of a government component or the head of the principal institution of that government component may, except for the power or duty to make regulations, delegate to the head of the government component any power conferred or duty imposed on that executive authority or head of the principal institution by this Act or any other national legislation.

2. The head of a government component may delegate to an employee of the government component any power or duty assigned to that head in terms of Part A of this Schedule or delegated to that head in terms of item 1 of this Part.

3. Any delegation in terms of item 1 or 2—

- (a) must be in writing;
- (b) is subject to such limitations and conditions as the person that made the delegation may impose in a specific case;
- (c) may be either specific to the individual or to the holder of a specific post;
- (d) may authorise that individual or post holder to sub-delegate the power or duty to an individual or holder of a specific post in the area of responsibility of the first-mentioned individual or post holder;

- (e) does not divest the person who made the delegation of the responsibility concerning the exercise of the delegated power and the performance of the delegated duty;
- (f) must be regularly reviewed and, if necessary, be amended or withdrawn.

**4.** The person that delegated a power or duty in terms of item 2 of 3 may confirm, vary or revoke any decision taken in consequence of a delegation or sub-delegation, but no such variation or revocation of a decision may detract from any rights that may have been accrued as a result of a decision.

- 5.** Nothing in this Act prevents the delegation of powers or duties to—
- (a) the head of a provincial government component in accordance with provincial legislation of the province in question; or
  - (b) the head of a municipal government component in accordance with a municipal by-law of a municipality.

**SCHEDULE 3<sup>1</sup>**

**PART A**

**LAWS REPEALED OR AMENDED**

**(Section 55)**

**1. Public Service Act, 1994 (promulgated under Proclamation 103 of 1994)**

The Public Service Act, 1994 is hereby repealed.

**2. Transfer of Staff to Municipalities Act, 1998 (Act No. 17 of 1998)**

The Transfer of Staff to Municipalities Act, 1998 is hereby repealed.

**3. Labour Relations Act, 1995 (Act No. 66 of 1995)**

Section 213 of the Labour Relations Act, 1995, is hereby amended by the substitution for the definition of "public service" of the following definition:

"**public service**" means an institution as defined in section 1 of the Public Administration Management Act, 2008, but excludes the—

- (a) Regular Force of the South African National Defence Force;
- (b) National Intelligence Agency;
- (c) South African Secret Service; and
- (d) South African National Academy of Intelligence;"

---

<sup>1</sup> If the model of a municipal government component (section 8 of the Bill) is retained, the required amendments to the Municipal Finance Management Act, 2003 (Act No. 56 of 2003), as well as appropriate references in the Municipal Systems Act, 2000, are to be included in this Schedule.

**4. Public Service Commission Act, 1997 (Act No. 46 of 1997)**

4.1 Section 2 of the Public Service Commission Act, 1997, is hereby amended by the substitution for the words "and provincial" of the following words:

" provincial and local".

4.2 The following section is hereby substituted for section 8 of the Public Service Commission Act, 1997:

**"Functions of Commission**

8. (1) Subject to the provisions of the Constitution, the Commission may exercise the powers and shall perform the duties entrusted to the Commission—

(a) by or under this Act, the Constitution or the Public Administration Management Act, 2013 or any other law;

(b) by section 196(4) of the Constitution, in respect of local public administration referred to in Chapter 7 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000).

(2) Whenever the Commission exercises its powers or performs its duties as contemplated in subsection (1) it may—

(a) issue a report including a finding it may make and any recommendations it considers appropriate; and

(b) require relevant institutions to provide the Commission with information on the implementation of its recommendations.



(3) For the purposes of subsection (1)(b), any reference in section 196 of the Constitution to—

(a) the public service must be construed to include a local public administration referred to in Chapter 7 of the Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000); and

(b) a relevant executive authority or legislature must be construed as reference to the relevant Municipal Council."

- 4.3 The following section is hereby inserted in the Public Service Commission Act, 1997 after section 8:

**"Directions relating to values and principles that govern public administration**

**8A.** (1) The Commission may give directions which are consistent with this Act and the Constitution to ensure that, within the State's available resources—

(a) the values and principles set out in section 195 of the Constitution are promoted and complied with;

(b) people's needs are responded to; or

(c) the public administration is development-oriented.

(2) The Commission must, before giving the directions as contemplated in subsection (1), afford the relevant institution affected by

any obligation flowing from the Commission's directions an opportunity to make representations in relation to—

(a) the manner and timeframes in which the directions may be complied with; and

(b) the availability of resources to achieve the desired result.

(3) If the Commission gives a direction as contemplated in subsection (1), the relevant executive authority, head of institution, as the case may be, must implement the direction –

(a) as soon as possible after receipt of the direction but, in any event, not later than 60 days after the date of such receipt or;

(b) such longer period as the Commission may determine.

(4) The Commission's directions are binding on the State and must be given effect to.”.

## **5. State Information Technology Agency Act, 1998 (Act No. 88 of 1998)**

5.1 Section 1 of the State Information Technology Agency Act, 1998 (Act No. 88 of 1998), as amended, is hereby amended by the substitution for paragraph (c) of the definition of "public body" of the following paragraph:

"(c) a municipal institution as defined in section 1 of the Public Administration Management Act, 2013;".

5.2 Section 7 of the State Information Technology Agency Act, 1998, is hereby amended by substitution for subsection (6) of the following subsection:

"(6) (a) The Minister must, on the recommendation of the Agency, set standards regarding the interoperability of information systems between institutions, as defined in the Public Administration Management Act, 2013. The Agency—

(b) The Agency must certify every acquisition of any information technology goods or services by a department for compliance with those standards;

(c) The Agency may—

- (i) despite anything to the contrary in any other law, exclusively sell or provide authentication products or services for all departments;
- (ii) on request of any public body, sell or provide authentication products or services for that public body; and
- (iii) apply to the relevant authority for the accreditation of such authentication products or services in terms of the Electronic Communications and Transactions Act, 2002 (Act No. 25 of 2002); and

(d) The Agency may carry out research regarding the use of information technology to improve the efficiency of the public administration."

**6. Municipal Systems Act, 2000 (Act No. 32 of 2000)**

- 6.1 Amendment of section 1 of Act 32 of 2000, as amended by section 1 of Act 44 of 2003, is hereby amended by the deletion of paragraph (b) of the definition of "Code of Conduct".
- 6.2 Amendment of Section 26 of Act 32 of 2000 is hereby amended by the insertion after paragraph (i) of the following paragraph:
- "(j) the service charter contemplated in section 4 of the Public Administration Management Act, 2013;"
- 6.3 Sections 55(1)(e) to (h), 56, 57 and 66 to 72 of, and Schedule 2 to Act 32 of 2000 are hereby repealed.

***PART B***

***SAVING AND TRANSITIONAL ARRANGEMENTS***

***(Section 55)***

1. All employees appointed in terms of the Public Service Act, 1994, or by municipalities, or regarded as having been so appointed, immediately before the commencement of this Schedule, are regarded as having been appointed in terms of this Act.
2. If a voluntary or compulsory retirement age different than the age provided for in section 42 applied immediately before the commencement of section 42 to an employee, such different age will apply to that employee.

3. Subject to item 4, a national department, an Office of the Premier or a provincial department listed in Schedule 1 or 2 of the Public Service Act, 1994, immediately before its repeal by this Act is regarded as having been established by or in terms of section 7 of this Act.

4. The Public Administration Leadership and Management Academy, listed as a national department in Schedule 1 to the Public Service Act, 1994, before its repeal, is regarded to be the School of Public Administration Leadership and Management, referred to in section 32(1).

5. A national or provincial government component listed in Schedule 3 of the Public Service Act, 1994, immediately before its repeal by this Act is regarded as having been established in terms of section 7 of this Act.

6. A service delivery improvement programme established by a national department, an Office of the Premier or a provincial departments in accordance with regulations made under the Public Service Act, 1994, is regarded as the service charter referred to section 4 of this Act, provided that it must be reviewed within 12 months after the commencement of that section to ensure that it complies with that section.

7. Anything done in terms of a provision of a law repealed by Part A of Schedule 3 and which could be done under a provision of this Act, is regarded as having been done under that provision.

8. For the avoidance of doubt, the bargaining councils established by or under and registered in terms of the Labour Relations Act with jurisdiction over institutions and employees in the Public Administration or any portion thereof are regarded as bargaining councils for the purposes of this Act.

9. Any collective agreement in force on the date immediately before the commencement of this Schedule will remain in force until expiry, subject to item 8.

10. If a collective agreement, referred to in item 9, does not provide for a notice period, it may be terminated on three months' notice.

### ***PART C***

#### ***CO-ORDINATION OF COLLECTIVE BARGAINING IN THE PUBLIC***

##### ***ADMINISTRATION***

1. As soon as practicable after the commencement of this Act, the Commission for Conciliation, Mediation and Arbitration ("the Commission") must invite the employee and employer representatives in the bargaining councils contemplated in item 3 of Part B to attend a meeting with a view to obtain consensus on the process of collective bargaining in the Public Administration and arrangements to co-ordinate the negotiation and conclusion of collective agreements in those bargaining councils.

**2.** The Commission must appoint a senior commissioner to facilitate the conclusion of a consensus on the process of collective bargaining and the co-ordination of collective agreements.

**3.** The commissioner appointed in terms of item 2 must report to the Minister on progress and, at the end of the process, report to the Minister on any consensus reached and, if no consensus is reached, make recommendations on an appropriate process and arrangements for collective bargaining in the Public Administration.

## **EXPLANATORY MEMORANDUM**

### **ON THE DRAFT**

#### **PUBLIC ADMINISTRATION MANAGEMENT BILL**

#### **BACKGROUND**

1. The Constitution of the Republic of South Africa, 1996 (the Constitution), requires cooperative and effective government while recognising that government in the national, provincial and local spheres is “distinctive, interdependent and interrelated” (section 40(1)). Together the three spheres of government are required to provide effective, transparent, accountable and coherent government for the country. This requires that the spheres respect each other’s territory and powers and functions while striving to work together in a meaningful way to maximise service delivery impact for the citizens.
2. The drive towards coordinated government has been at the heart of government’s transformation and reform programmes for the last fifteen years. In 1998, the Presidential Review Commission advised government that coordination at the centre of government was weak, and that intergovernmental relations needed to be improved. As a result Government reconfigured its Cabinet committees to facilitate coordination in particular sectors, namely the governance, economic, social, justice and international clusters. Similar clusters of Directors-General were created. These measures supported a horizontal integration among national departments.
3. To complement this horizontal integration, a system of vertical integration was developed taking the form of the Intergovernmental Relations Framework Act 13 of 2005 which established forums to promote and facilitate intergovernmental relations between the President and Premiers, Premiers and Mayors, and Ministers and provincial Members of Executive Councils responsible for concurrent portfolios.
4. Despite the positive changes that have been introduced over the last fifteen years, there is room for improvement in public service delivery. Government does not present itself as a coordinated front, but as a myriad of national, regional, provincial and municipal offices each with a separate identity, each operating in its own silo. The lack of coordination between the different spheres of government has not only hindered service delivery



with people often being forced to visit more than one office or make multiple visits in respect of a single service. People are often expected to travel great distances to obtain the services they need. Most services are available only in office hours, forcing people to interact with government during their productive time. It is not just a burden on the people it is a duplication and bureaucratisation of resources.

5. Integration of government services, systems and personnel would assist in addressing these challenges. This is a massive task, requiring extensive change throughout public administration and encompassing a change in mindset as much as legislative and institutional change. A people-centred administration is envisaged that permits, or may require, public service employees from different branches of the administration to work together to find creative solutions to the service delivery challenges facing the country. In order to better coordinate service delivery and to motivate staff, it is also essential to remove the unjustifiable disparities that continue to exist between employees in the public administration.

### **SINGLE PUBLIC ADMINISTRATION INITIATIVE**

6. In responding to the service delivery challenges described above, Government has prepared legislation enabling a coordinated public administration of the national, provincial and local spheres. A coordinating Single Public Service Task Team under the auspices of the Governance and Administration Cluster of Directors-General and a Single Public Service Programme Management Office have been established.
7. An initial draft of the Public Administration Management Bill was completed in June 2007 and in July of that year Cabinet approved a process of consultation on a draft Bill (the first draft Bill). Information sharing and engagements with provincial Intergovernmental Relations (IGR) forums, municipalities through South African Local Government Association (SALGA), trade unions, NEDLAC and the Public Service Commission took place. The first draft Bill was reworked to take into account input received during those engagements as well as legal advice. The draft Bill was published on 9 April 2008 for public comment. The public comment received were carefully considered and changes were made to the draft Bill, where considered necessary or desirable. The draft Bill (the second Bill) was tabled in Parliament in June 2008. That Bill was withdrawn to allow for further consultation.

## **BASIC VALUES AND PRINCIPLES GOVERNING PUBLIC ADMINISTRATION**

8. The Constitution provides the framework for intergovernmental relations and prescribes basic values and principles for public administration (section 195(1)):
  - (a) A high standard of professional ethics must be promoted and maintained.
  - (b) Efficient, economic and effective use of resources must be promoted.
  - (c) Public administration must be development-oriented.
  - (d) Services must be provided impartially, fairly, equitably and without bias.
  - (e) People's needs must be responded to, and the public must be encouraged to participate in policy-making.
  - (f) Public administration must be accountable.
  - (g) Transparency must be fostered by providing the public with timely, accessible and accurate information.
  - (h) Good human-resource management and career-development practices, to maximise human potential, must be cultivated.
  - (i) Public administration must be broadly representative of the South African people, with employment and personnel management practices based on ability, objectivity, fairness, and the need to redress the imbalances of the past to achieve broad representation.
  
9. The Constitution explicitly requires public administration to be developmental and participatory. Citizens' rights, including socio-economic rights, are enshrined. The Constitution requires that the state take "reasonable legislative and other measures, within its available resources, to achieve the progressive realisation of these rights". (Sections 26(2) and 27(2)) The Constitutional Court has interpreted these provisions in various cases, in a manner which has placed pressure on government to improve the performance of organs of state responsible for delivering services.
  
10. In order to respond to the challenges of poverty and inequality, and to the requirements of the Constitution, South Africa has strived to become a developmental state. The emerging South African developmental state is democratic, non-racial, interventionist, redistributive, pro-poor, people-centred and participatory. The Accelerated and Shared Growth Initiative for South Africa (ASGISA) and subsequent initiatives including the Apex Priorities have placed the South African government on a "business unusual" footing for the fifth term of democratic governance.

## CONSTITUTIONAL ISSUES

11. The draft Public Administration Management Bill (the draft Bill) respects the powers vested by the Constitution in municipalities, particularly their power to appoint, direct and dismiss their own employees. While the draft Bill does contain provisions that, in carefully circumscribed circumstances, empower the Minister for the Public Service and Administration (the Minister), to set limits on terms and conditions of employment of municipal employees, these provisions do not compromise or impede municipalities in exercising their rights or performing the functions conferred on them by the Constitution.
12. The draft Bill empowers municipal councils to appoint municipal managers and those reporting directly to them and municipal managers to appoint their other staff. Municipal councils and municipal managers are empowered to decide on all career incidents – which include discipline, performance management, transfers, etc – of their staff. They, and they alone, have the power to dismiss their employees. Employees may only be transferred or seconded to or from a municipality with the concurrence of its municipal council. (In this regard see clauses 10, 11, 13, 21, 24, 25 and 38 of the draft Bill).
13. The draft Bill permits employers and trade unions in the local government sphere to negotiate terms and conditions of employment in their bargaining council. This is, however, constrained by provisions that enable the Minister, over time, to address unjustifiable disparities within the public administration, including unjustifiable disparities between the local government and other spheres of government. The rationale is that the draft Bill is intended to enable and facilitate the harmonisation of the systems, practices and conditions of service within public administration over time and employer proposals that fail to address or exacerbate unjustifiable disparities in respect of conditions of service will be addressed.
14. Like other public administration employers, local government employers may not conclude collective agreements concerning certain prescribed matters without the prior authorisation of the Minister, which authorisation may only be refused if the Minister believes that the agreement maintains or introduces unjustifiable disparities. The Minister is also empowered, for the purpose of removing or preventing unjustifiable disparities, to propose terms and conditions of employment for negotiation in a bargaining council. In respect of local government, such tabling is to take place

through South African Local Government Association (SALGA). If there is agreement, the agreement will be made binding on all employees covered by the agreement by a determination made by the Minister. If no agreement is reached, the Minister may nevertheless make a determination. Such a determination (a) would require the consent of SALGA, the organisation currently recognised in terms of the Organised Local Government Act, 1997, as the national organisation representing the majority of those provincial organisations which represent the majority of municipalities in their respective provinces; and (b) not preclude the employees from engaging in a lawful strike (See clauses 29 and 30 of the draft Bill in this regard.)

15. Other provisions of the draft Bill require that SALGA concurs where the interests of municipalities are affected. These include concurrence on norms and standards for conditions of service of members of the Senior Management Service as well as on regulations insofar as they apply to municipalities (clauses 6, 15 and 44 of the draft Bill).

## **CENTRALISATION VERSUS DECENTRALISATION**

16. Critics of the policy and the first version of the draft legislation made public have argued that it constitutes the centralisation of public administration, and is aimed at concentrating power in the hands of national government. In fact the draft Bill continues a tradition of decentralisation of power established in 1999. The state machinery inherited in 1994 was highly centralised and executive powers over public service personnel and organisational matters were vested in the Public Service Commission as it was then constituted. The mandate of the Commission changed to monitoring and evaluation following the adoption of the Constitution in 1996 and the passing of amendments to the Public Service Act, 1994, in 1997 and 1998 vested regulatory powers in the Minister for the Public Service and Administration (the Minister) and powers over internal organisation and personnel matters in individual executive authorities.
17. New Public Service Regulations were issued in 1999, which repealed the Public Service Staff Code and substantially simplified the prescripts regulating the public service. The approach taken in the Public Service Act as amended and the new Regulations was for the Minister as regulator to set a framework of norms and standards within which executive authorities and their delegates could make policies suited to their own unique circumstances. This approach is decentralisation (or

devolution) rather than centralisation of power; indeed this approach has in some instances given rise to failures to comply with the generally applicable norms and standards, which have been addressed in the latest Public Service Amendment Act, 2007 and the draft Bill.

18. The decentralised approach adopted in 1996 and implemented in stages culminating in the promulgation of the Regulations in 1999 remains the approach for the draft Bill. The Minister is empowered to create a framework of generally applicable norms and standards within which government institutions in the national, provincial and local spheres may determine their own policies and practices. At the same time, however, efforts will be made to harmonise systems, structures and conditions of service in order to reduce unjustifiable disparities, duplication and lack of interoperability between institutions, and to promote integration and coordination for improved service delivery.

#### **SCOPE OF THE DRAFT BILL (Clause 2)**

19. Under the current legislative framework, the law regulating the structure and staffing of the public administration are dealt with under different statutes. One of the primary objects of the draft Bill is to have one basic statute to do so. It is for this reason that the Public Service Act and those provisions of the Municipal Structures Act, 1998, and Systems Act, 2000, dealing with staffing are to be repealed and integrated into one statute. Accordingly, the draft Bill will apply to all departments and government components in the national and provincial spheres of government (i.e. the public service), and municipalities and municipal government components.
20. Although there are exceptions in respect of certain provisions insofar as security and intelligence services and educators (sectors) are concerned, the draft Bill applies to the public administration as a whole. It is because of the special nature of these sectors and the non-applicability of the Labour Relations Act, 1995, to some in these sectors, that the draft Bill (like the PSA) applies to the extent that its provisions are not contrary to specific legislation regulating these sectors.

#### **EXTENDING SCOPE OF PUBLIC SERVICE COMMISSION'S MANDATE (Schedule 3, Part A)**

21. Since 1996 the Public Service Commission has monitored and evaluated the performance of the public service in relation to the administration of

personnel practices and service delivery and submitted its reports to the National Assembly. Section 196(4)(g) of the Constitution provides that the Commission may exercise or perform the additional powers or functions prescribed by an Act of Parliament. The draft Bill envisages an expanded role for the Public Service Commission. It is proposed that the oversight mandate of the Public Service Commission include national, provincial and local spheres of government. Part A of Schedule 3 of the draft Bill amends the Public Service Commission Act, 1997, to extend the Commission's oversight powers (contained in section 196(4) of the Constitution) to include local government and to give the Commission the power to issue binding directions.

### **VESTING OF HUMAN RESOURCE POWERS (Clauses 13 and 21)**

22. The draft Bill effects a significant change to the current public service legislation in that it vests human resource powers in relation to the career incidents of national and provincial employees (other than heads of institutions and employees reporting to them) in the head of the relevant institution. Currently, these powers are vested in executive authorities. This is intended to enhance the accountability of heads of institutions by locating both human resource and financial management powers in them. In relation to top management (heads of institutions and the next layer of management), the appointment powers are vested in the President (with concurrence of Cabinet) for national departments and components and in the Premier (with concurrence of the relevant Executive Council) for provincial departments and components.
23. In the case of municipalities, powers concerning appointments and other career incidents of both top management vest in the municipal council and the municipal manager is responsible for the appointment and other career incidents of other staff as is the case under the current legislation.

### **SERVICE CHARTERS AND SERVICE CENTRES (Clauses 4 and 5)**

24. Provision is made for all institutions to have service charters to set standards for their services and to promote a culture of service delivery among its employees. In the case of municipalities, these charters are to be included in the integrated development plans for municipalities. A regulatory framework is also proposed for service centres (so-called Thusong Service Centres) as sites of delivery of services across the spheres of government.

**GOVERNMENT COMPONENTS (Clause 8)**

25. Government components are intended to provide a specific-purpose vehicle for service delivery, regulatory functions and other purposes in instances where it is desirable to ring-fence a particular activity, provide it with a designated budget and administrative head, while ensuring that the precepts of sound corporate governance within a public sector setting are adhered to. The head of a government component will report to the head of the principal institution. Government components may have advisory boards which are accountable to the executive authority of the principal institution.
26. An executive authority in the national, provincial or local sphere may create or abolish a government component, provided a feasibility study has been conducted and the creation or abolition has been recommended. In addition, executive authorities in the different spheres must consult with the relevant authorities: in the case of national departments, they must exercise their powers in consultation with the Minister and the Minister of Finance; in other spheres, executive authorities must do so after consultation with the Minister.

**SENIOR MANAGEMENT SERVICE (Clauses 12 to 17)**

27. Improved service delivery cannot be achieved without capable, committed, loyal and strong leadership. Public administration requires dynamic leaders with an array of skills to manage and drive the implementation of government policy priorities. The public service has established a Senior Management Service (SMS) and the draft Bill provides for a SMS consisting of national, provincial and municipal heads as well as at least those on the next level of management. The regulatory framework is intended to achieve alignment, where appropriate, in recruitment and selection, remuneration and conditions of service, performance management and development, competency framework, standards of ethics and conduct, misconduct and incapacity procedures, financial disclosure requirements and procedures for transfer and secondment.
28. The object of the envisaged SMS is to create a cadre of senior managers and senior professionals across institutions for the purpose of (a) developing a public management culture of excellence based on the values and principles in section 195(1) of the Constitution and the provisions of the draft Bill; (b) facilitating cooperation among management

structures of institutions; (c) transmitting organisational, managerial, professional and strategic expertise across institutions; and (d) providing an organised network for the dissemination of policy, strategy and expertise.

29. The draft Bill empowers the Minister to establish a framework of minimum and maximum remuneration and benefits and also norms and standards on conditions of service applicable to SMS members for national, provincial and local government. In relation to local government, the Minister must act with the concurrence of national organised local government. For national and provincial SMS members (including certain sectors), the Minister may determine specific conditions of service.

**TERMS AND CONDITIONS OF EMPLOYMENT (Clauses 29 to 30 and Schedule 3 Part C)**

30. The draft Bill envisages the continuation of the current structure of collective bargaining in the public administration. The existing bargaining councils in the public administration will remain as separate bargaining councils each with their own jurisdiction. It is intended though to institute a process for the bargaining councils in the public administration to agree on arrangements to coordinate the negotiation and conclusion of collective agreements. That process will be initiated and facilitated by the Commission for Conciliation, Mediation and Arbitration.
31. Negotiations on conditions of service will be negotiated in the respective bargaining councils in accordance with their constitutions. If agreement is reached in a council, the agreement may be made binding on all parties to that council and non-parties within the jurisdiction of that council by way of a Ministerial determination. This determination fulfils a similar function to an extension of an agreement under section 32 of the Labour Relations Act, 1995 (Act No. 66 of 1995). If no agreement is reached and the negotiation procedures of the bargaining council have been exhausted, the Minister may, as she may do currently under section 5(5) of the Public Service Act, make a determination giving effect to the government's final proposals. The trade unions however retain their right to strike and if as a result of any settlement flowing from a strike, the determination must be amended to give effect to that settlement.
32. In order to prevent and eradicate unjustifiable disparities in conditions of employment in the public administration, the draft Bill provides for proposals to be mandated by the Minister in respect of the national and



provincial spheres and to authorise employer proposals in the municipal sphere. In order to properly meet the requirements of municipal autonomy, the Minister may only refuse to authorise proposals if they retain or introduce unjustifiable disparities. That decision is subject to judicial scrutiny. Provision is also made for the Minister to table proposals to eradicate unjustifiable disparities in the bargaining councils. In respect of local government, such proposals must be tabled by SALGA if so requested by the Minister.

### **DEPLOYMENT OF STAFF (Clauses 24 to 27)**

33. Greater mobility of staff facilitates the transfer of functions from one sphere to another, which is desirable in certain instances to allow services to be delivered at the most appropriate sphere and to enable the deployment of staff to where they are most needed in government. The draft Bill contains provisions to enable transfers, secondments and staff transfers linked to a transfer of functions. Transfers may be made without the consent of the employee concerned provided that the transfer is fair taking into account the operational requirements of the affected institutions, whether secondment is an alternative and the employee's representations. In the case of transfers or secondments to or from a provincial or municipal institution, the sending and recipient provincial and municipal institutions must consent to the transfer or secondment of staff. Conditions of service may on the whole not be less favourable. The draft Bill also contains special provisions regulating disputes about transfers.

### **CAPACITY DEVELOPMENT (Clauses 31 to 34)**

34. The provisions relating to capacity development require public administration institutions to develop their human resource capacity through the education and training of their employees. Minimum requirements regarding compliance with the Skills Development Act are stipulated, and institutions are empowered to make additional provision for training and education on their budgets and to seek outside funding. The draft Bill recognises the Public Administration Leadership and Management Academy to be called the School of Public Administration, as trainer and facilitator of training for the public administration. It also provides for compulsory training and accreditation of training.

**PROHIBITIONS ON CONDUCTING BUSINESS WITH THE STATE (Clause 36)**

35. Employees are prohibited from conducting business with the state or holding an equity interest in an entity conducting business with the state or holding office as a director of a public or private company conducting business with the state. The failure to comply with this prohibition constitutes a fair ground for dismissal and an offence. It is also a fair ground for dismissal and an offence for an employee not to make a disclosure of any financial interest that an employee or any family member has in an entity to doing business with the state. Provision is also made for the Minister to make regulations requiring employees engaged in a tendering process to disclose any interest in an entity tendering for an award and the circumstances under which such an employee is prohibited from participating in the tendering process.

**OUTSIDE REMUNERATIVE WORK BY EMPLOYEES (Clause 36)**

36. Employees are prohibited from performing outside remunerative work without the written approval of the relevant authority. When considering whether to approve such work, the authority must take into account whether the work is likely to interfere with the employee's functions or any prescribed code of conduct. Provision is made for the authority to give reasons for refusal within 30 days.

**PARTICIPATION OF EMPLOYEES IN ELECTIONS (Clause 37)**

37. The draft Bill allows employees to stand in national, provincial or local elections, subject to prescribed limitations and conditions. The employment contract of a automatically terminates on the acceptance of nomination in elections for the National Assembly and municipal councils and on appointment as a permanent delegate to the National Council of Provinces.

**POST EMPLOYMENT RESTRICTIONS (Clause 38)**

38. Provision is made for the imposition of a 12 month 'cooling off' period for employees involved in the procurement of services of service providers. It provides for a prohibition from accepting employment or appointment to the board of the provider, the performance of remunerated work or the receipt of any other gratification. Service providers or employees who contravene this provision are guilty of an offence and on conviction liable

to a fine of R1 million. An additional fine of an amount up to the monetary value of the proceeds of the prohibited transactions may be levied against the transgressing employee. A contravention by a service provider also constitutes good cause for the cancellation of the contract in question and, if the contract is cancelled, may result in a court declaring the monetary value of the proceeds derived from the contract forfeit.

#### **DISCLOSURE OF PREVIOUS ACTIONS AGAINST EMPLOYEES AND CONTINUATION OF DISCIPLINARY AND OTHER STEPS (Clause 40)**

39. The draft Bill provides for the continuation of disciplinary steps and other measures when an employee leaves an institution while an investigation regarding misconduct, poor performance or ill-health is pending and joins another institution. The aim is to ensure that an employee cannot evade the outcome of procedures by moving between institutions in the public administration. The 'new' institution may on its own initiative continue steps, or if the 'previous' institution requests it, must continue such steps. The clause also requires employees to disclose prior actions on the grounds of misconduct, ill-health or poor performance and any such known pending or incomplete actions when applying for a position.

#### **PROHIBITION ON RE-EMPLOYMENT IF DISMISSED FOR MISCONDUCT (Clause 41)**

40. An employee dismissed for misconduct may only be re-employed after a period prescribed by the Minister. Decision makers are guided to consider the nature of the misconduct when considering re-employment outside such period.

#### **ANTI-CORRUPTION MEASURES (Clauses 45 to 48)**

41. The draft Bill establishes an Anti-corruption Bureau within the public administration to take responsibility for the investigation and institution of disciplinary proceedings in relation to corruption-related misconduct in the public service if requested to do so by a head of an institution and coordinate the conduct of such disciplinary hearings in the public administration. The exercise of these powers is subject to the concurrence of the Premier in respect of provincial departments and components and the Municipal Council in respect of a municipality or municipal component. The Bureau has other important functions such as providing technical assistance, facilitating the protection of whistle-blowers, building capacity

and reporting quarterly to the Director-General and the Minister on the performance of its functions.

### **OFFICE OF STANDARDS AND COMPLIANCE (Clauses 49 to 50)**

42. The draft Bill establishes within the public administration an Office of Standards and Compliance to promote and monitor compliance with minimum norms and standards and other regulatory prescripts, to conduct capacity and functionality audits of skills, systems and processes, coordinate interventions under section 100 of the Constitution and to develop and implement early warning systems to detect service delivery challenges.

### **INTERVENTION IN ADMINISTRATION IN TERMS OF CONSTITUTION**

43. The draft Bill provides that when the national executive intervenes in a province in terms of section 100 of the Constitution, the Minister represents the national executive in all matters relating to public administration. The affected provincial administration must to the full extent of its capacity assist the Minister to achieve the objectives of the intervention in so far as it relates to matters of administration. If the intervention is a section 100(1)(b) intervention, the Minister must exercise the powers, duties and functions of the provincial administration necessary to fulfil the assumed executive obligation and may appoint any person, transfer, second, institute disciplinary proceedings or dismiss any employee. In respect of all other kinds of intervention, the Minister may designate any appropriate person to perform the functions of any employee to take responsibility for the administration for the duration of the intervention if such employee cannot reasonably be expected to perform his or her functions and may advise or direct the provincial executive to appoint any person, transfer, second, institute disciplinary proceedings or dismiss any employee.
44. The clause also applies with the changes required by context to an intervention by a provincial executive into a municipality under section 139 of the Constitution with any reference to the Minister to be read as the provincial executive or a Member of the Executive delegated with the power.

**REGULATIONS (Clauses 52 to 54 and 56)**

45. The draft Bill empowers the Minister to set norms and standards on a wide range of personnel and public administration practices, procedures and systems. A norm and standard is intended to guide employers and employees in the public administration and to set parameters within which important procedures (such as grievance procedures and disciplinary procedures) or practices (such as recruitment) are established. It will include codes of good practice, default procedures, principles and factors to be taken into account in decision making. In other words, what is intended is not centralised uniformity but a harmonisation that properly allows for specialised differentiation and autonomy.
46. SALGA must also concur with regulations affecting municipal institutions. It is also important to note that the regulations require a notice and comment procedure before promulgation.
47. If a draft regulation concerns a matter of mutual interest for the purposes of the Labour Relations Act, the draft Bill makes provision for the Minister, SALGA on request of the Minister, or a party to the bargaining council to table it for negotiation. If there is a dispute over whether a matter constitutes a matter of mutual interest, provision is made for it to be resolved on an expedited basis by the Labour Court.

**FAILURES TO COMPLY (Clause 57)**

48. This clause seeks to introduce measures to ensure compliance with the draft Bill, by requiring executive authorities to take disciplinary measures against the heads of institutions over which they have authority, and for heads of institutions to take action against employees who contravene the provisions of the draft Bill. The clause requires that a record of instances of non-compliance be kept.

**DELEGATION (Clause 61)**

49. The clause provides for delegations: from the Minister to the head of the institutions reporting to the Minister and from them to employees within those institutions; from the Premier to the head of the Office of the Premier; from the President to Deputy President and Ministers; from the Premier to Members of the Executive Council; from an executing authority to the head of institution; and from the head of institution to employees within that institution. The performance of a duty may also be delegated.

The Minister may not delegate certain powers in relation to collective bargaining or the powers to make regulations.

### **JURISDICTION OF LABOUR COURT (Clause 62)**

50. In two recent decisions of the Constitutional Court, the Court held that public service employees are not entitled to remedies under both labour law and administrative law. One decision criticised the formulation of section 157(2) of the Labour Relations Act, which gives concurrent jurisdiction to both the Labour Court and the High Court. In order to give effect to that decision, the draft Bill proposes to give the Labour Court exclusive jurisdiction in respect of all employment or labour matters pertaining to employers and employees in the public administration. In line with the thinking that motivates both the Labour Relations Act and this draft Bill, there should be only one institutional framework for giving effect to employee rights to challenge employer decisions and to supervise the operation of that framework.

### **AMENDMENTS TO OTHER LEGISLATION (Clause 63 and Schedule 3, Part A)**

51. The draft Bill repeals or amends: the Public Service Act (repeals the whole Act); the Transfer of Staff to Municipalities Act, 1998 (repeals the whole Act); the Labour Relations Act, 1995 (amends the definition of “public service”); the Public Service Commission Act, 1997 (amends to extend mandate to local government and issue binding directions); the State Information Technology Agency Act, 1998 (amends to extend measures to enhance interoperability of information systems to local government); and the Municipal Systems Act, 2000 (repeals human resource provisions now contained in the draft Bill).

### **TRANSITIONAL ARRANGEMENTS (Clause 63 and Schedule 3, Part B)**

52. The saving and transitional arrangements, among others, provide for the continued employment of employees employed in terms of the Public Service Act or by municipalities, that any current collective agreement will remain in force until expiry, and that anything done in terms of a repealed provision that may be done in terms of the draft Bill will be deemed to have been done in terms of the draft Bill.

**COMMENCEMENT (Clause 64)**

53. Clause 56 allows for the provisions of the draft Bill to be brought into operation on different dates and also on different dates for different categories of employees or institutions.

**CONCLUDING REMARKS**

54. The Single Public Service initiative does not aim to centralise power in the hands of national government. Rather it forms part of a concerted effort, which commenced in 1994, to improve coordination and integration in government. It continues the decentralised approach adopted in 1996 and launched in 1999, in which the regulatory framework provides institutions within public administration with the management autonomy to develop policies and practices suited to local conditions. It builds on intergovernmental processes, systems and structures created since 1999.
55. The draft Bill provides for administration in the three spheres and for related personnel matters. It seeks to bring about the harmonisation of public administration personnel practices, systems and conditions of service over time, in order to facilitate efficient and effective delivery of services. Ultimately the success of the Single Public Service initiative will be measured by the extent to which it succeeds in bringing about significant improvements in service delivery by national, provincial and local government, and gives effect to the basic values and principles contained in section 195(1) of the Constitution.