

**REPORT ON THE OUTCOMES OF THE JOINT TASK  
TEAM ENGAGEMENTS**

**JOINT TASK TEAM ON SATBVC STATES  
COMMITTEE GRIEVANCES**

**2 DECEMBER 2025**

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## EXECUTIVE SUMMARY

The Joint Task Team (“JTT”) on grievances raised by the SA TBVC States Committee was formally established in June 2025 with a tightly defined, fact-finding mandate, which was to examine the specific concerns set out in the Committee’s March 2025 memorandum to Parliament and to report back to the Portfolio Committee on Public Service and Administration and the Standing Committee on Finance within the agreed terms of reference.

1. Over the ensuing six months the Task Team, composed of representatives from the
  - SA TBVC States Committee,
  - National Treasury (“NT”), the
  - Department of Public Service and Administration (“DPSA”),
  - Public Service Co-ordinating Bargaining Council (“PSCBC”),
  - Government Employees Pension Fund (“GEPF”),
  - Government Pensions Administration Agency (“GPAA”) and
  - Government Employees Pension Ombud (“GEPO”)

conducted an intensive programme of record reconciliation, historical data review and stakeholder engagement.

2. A formal terms of reference was set to provide parameters in which the JTT could operate. The JTT agreed that its scope of work would be limited strictly to the grievances raised in the memorandum to Parliament, namely:
  - assess and provide a report on how the pension benefits of former SA TBVC and self-governing states employees were distributed and transferred at the formation of the GEPF in May 1996.
  - assess and provide a report on whether any former SA TBVC and self-governing states employees were unduly disadvantaged of their pension benefits at the formation of the GEPF.
  - assess and provide a report on whether any qualifying former SA TBVC and self-governing States employees were unduly disadvantaged of their leave gratuity from the employer.
  - assess and provide a report on whether any qualifying former SA TBVC and self-governing states employees were unduly disadvantaged of their severance packages from the employer.
  - assess and provide a report on the Past Discriminatory Practices (“PDP”) process with respect to whether qualifying former SA TBVC and self-governing States employees were unduly disadvantaged.

3. The investigations confirmed that the amalgamation of the former TBVC and self-governing territory pension funds into the GEPF in May 1996 was carried out with a high degree of administrative accuracy. Recent reconciliations of the original Transkei and Ciskei take-on datasets achieved a near-complete match against current GEPF records, and no evidence emerged of systemic non-recognition of legitimate pre-1996 pensionable service.
4. Verification of the 11 574 individual cases initially submitted by the SA TBVC States Committee revealed that the great majority had already received their full entitlements from predecessor funds or from the GEPF, were still active members whose homeland service is fully recognised, or could not be traced to any public-service employment record.

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5. The Past Discriminatory Practices Pension Redress Programme, governed by the relevant PSCBC resolutions, has reached its concluding administrative phase. The majority of approved cases have been finalised and paid, leaving only a small residual cohort still undergoing final processing.
6. Queries relating to unpaid leave credits and severance packages fall outside the responsibility of the GEPF and GPAA. Leave gratuity is paid by the respective employing departments and not by the GEPF or GPAA upon an employee's exit from the public service. Similarly, in terms of the directives on severance packages and PSCBC Resolution 7 of 2002, departments are authorised to calculate and pay severance packages when employees leave the public service; this is not a GEPF function. Many of the employers concerned no longer fall under the purview of the DPSA.
7. Despite this administrative clarity, profound and unresolved differences of perspective persisted between the JTT constituents. The SA TBVC States Committee viewed the Task Team process as a vehicle for substantive restorative justice and while other JTT representatives maintained that the Task Team's role was strictly technical with no authority to make decisions on the reopening of previous redress programmes. It was however, agreed that the JTT was in a position to provide tangible recommendations for consideration by the respective authorities.
8. The JTT has now exhausted its mandate. All administratively resolvable matters have been clarified and, where justified, corrected. The grievances that persist are no longer capable of resolution through further searches of pension records or administrative action by the Fund or its administrator. It has been agreed that settlement of further issues, if it is to be pursued, lies in the realm of policy, legislation and fiscal prioritisation.
9. Accordingly, the Joint Task Team recommends its own formal closure upon the tabling of this report and urges the establishment of a properly empowered, high-level policy forum with clear political authority and adequate resources to determine whether any additional redress measures are to be introduced and, if so, how they should be structured, legislated and financed by the State as employer. In the absence of such decisions and dedicated funding, no lawful mechanism exists for the GEPF to confer further benefits.

## **1. INTRODUCTION**

- 1.1 This report is addressed to the Portfolio Committee on Public Service and Administration and the Standing Committee of Finance (“SCOF”) and serves as the formal report back from the Joint Task Team that was set up to review and address concerns and grievances raised by the SA TBVC States Committee.
- 1.2 The purpose of this memorandum is to provide an update on the activities and outcomes of the Joint Task Team (“JTT”) established between the
- SATBVC States Committee;
  - National Treasury (“NT”);
  - Department of Public Service and Administration (DPSA);
  - the Public Service Co-ordinating Bargaining Council (PSCBC)
  - Government Employees Pension Fund (GEPF);
  - Government Pensions Administration Agency (GPAA); and
  - Government Employees Pension Ombud (“GEPO”)
- 1.3 This report outlines the engagement process, findings, challenges, and the way forward in addressing pension and other benefits-related concerns of former employees of South African, Transkei, Bophuthatswana, Venda, and Ciskei (SA TBVC) governments.
- 1.4 The objective of this report is to:
- provide a comprehensive background to the issues relating to the grievances;
  - provide a summary of the work done prior to the formation of the Joint Task Team;
  - outline the engagement process adopted by the Joint Task Team;
  - outline the parameters and terms of reference agreed to by the Joint Task Team;
  - report back on the findings and outcomes of the reconciliations conducted;
  - report back on challenges and additional issues for consideration;
  - clearly define points of agreement and departure within the Joint Task team constituents; and
  - provide formal recommendations and practical next steps to be considered.
- 1.5 This report has been prepared by the Joint Task Team and has been prepared solely for the benefit of the Portfolio Committee on Public Service and Administration and SCOF. The information contained in this report and in all documents referred to in this report is confidential.

## **2. BACKGROUND TO THE FORMATION OF THE JTT**

- 2.1 The SA TBVC States Committee submitted a formal memorandum to Parliament raising grievances concerning the treatment of former employees of the South African, Transkei, Bophuthatswana, Venda, and Ciskei (SA TBVC) and self-governing states at the time of the GEPF's formation in May 1996
- 2.2 During the 2023 State of the Nation Address ("SONA"), the President of the Republic of South Africa announced that he would instruct the Minister of Finance to expedite the establishment of a team to look into the pensions of civil servants from the former SA TBVC states. In fulfilment of this directive, the Minister of Finance wrote to the then Chairperson of the GEPF in 2023, indicating that the matter of pensions for civil servants in the former SA TBVC states had been ongoing for a long time and had been formally tabled in Parliament.
- 2.3 The Minister recorded that the President had tasked him to establish a task team to investigate the complaints. He further stated that the objective of the task team would be to investigate the pension claims in full, including the historical arrangements of the various pension schemes, the process of consolidating these into the GEPF, the actuarial values and assets, and service periods during the transfer process, among other issues.
- 2.4 It was noted that the National Treasury would act as convener of the task team and requested the GEPF and other stakeholders to nominate representatives with appropriate skills and knowledge to assist with the project of investigating the former TBVC states' pension benefit entitlements in the GEPF. It was envisaged that the task team would convene regularly, operate within agreed timelines and issue a report.
- 2.5 This ministerial correspondence was followed by further letters to the GEPF and other stakeholders, which articulated the substance of the complaints being raised by affected pensioners and members. The core allegation was that many civil servants who had started their employment in South Africa and the TBVC countries in the 1970s and 1980s had their pensions transferred to the GEPF in terms of the Government Employees Pension Law, but, on retirement, found that their pensions were being calculated only from 1996 rather than from their original employment dates. There was also growing frustration that, despite the Presidential announcement, eight months had passed without visible progress and that the Minister of Finance was perceived as delaying the implementation of the promised investigation.
- 2.6 Pursuant to the Minister's letter, National Treasury communicated that it would be the lead convener of the envisaged task team and invitations were sent to the GEPF, the GPAA and the GEPF Ombud (GEPO) to nominate representatives. Nominations were duly submitted and accepted. However, no formal meetings of the task team were convened thereafter.
- 2.7 In November 2023, after following up with National Treasury on the status of the task team, the GEPF was advised that the task team would no longer proceed. Treasury indicated that, after the initial nomination process, it had been established that the

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Minister had already met with the GPAA and instructed the administration team to lead the investigation and to issue a report. The GPAA then advised that it was not necessary to establish a parallel task team, and National Treasury therefore did not continue with its convening role, noting that GPAA, as a component of National Treasury, was reporting directly to the Minister on progress.

- 2.8 Following this instruction, the GPAA embarked on a reconciliation exercise focusing primarily on the take-on of data from the former administrators of the Transkei and Ciskei funds. In its report to the Minister of Finance, submitted around November 2023, the GPAA recorded that it was continuing to pay pensions daily to members whose service periods included TBVC service (with those periods recognised as additional service on its systems), and that the Minister had requested GPAA to work with Alexander Forbes and Sanlam, who had previously administered the Transkei and Ciskei funds, to review the historical take-on data. The review was prioritised in light of concerns raised that many members of the Transkei and Ciskei funds might not have been paid their pensions. The outcome of this review, as reported, did not highlight significant systemic discrepancies, although individual cases continued to surface.
- 2.9 In parallel with these processes, the SA TBVC States Committee intensified its advocacy. In early 2025, the Committee prepared and submitted a detailed memorandum to the Speaker of the National Assembly and the Chairperson of the National Council of Provinces, setting out its view that previous pension redress exercises had been discriminatory and had excluded many previously disadvantaged members and pensioners.
- 2.10 The Committee argued that the earlier Past Discriminatory Practices Pension Redress Programme, which compensated certain employees still in service on or after 2 September 1998, had left out numerous former civil servants and parastatal employees from the SATBVC states who had suffered comparable pre-1994 discrimination but who were no longer in service by the cut-off date. They also raised concerns about possible gaps and inconsistencies in the transfer and recognition of service and benefits during the amalgamation of the TBVC and other funds into the GEPF.
- 2.11 This memorandum led to an engagement in Parliament in March 2025. The SATBVC States Committee was granted an audience and presented its concerns to a joint sitting of SCOF and the Portfolio Committee on Public Service and Administration, with DPSA and GEPF representatives in attendance. During this engagement it was acknowledged that the matter was complex, intertwined with both historical and technical issues, and that a more structured process was required. It was therefore proposed that a Joint Task Team be set up, comprising representatives from the affected pensioner groupings, National Treasury, GPAA, GEPF, DPSA and other relevant stakeholders, to facilitate a formal engagement process, investigate the grievances, and develop recommendations.
- 2.12 Subsequent engagements took place between National Treasury, GPAA, GEPF and DPSA to discuss the logistics and an action plan for the proposed Joint Task Team. Following several further complaints from the SA TBVC States Committee regarding

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slow progress, it was agreed to hold an initial engagement with the Committee to agree on a working approach. This engagement took place on 11 March 2025 and it was agreed that there would be regular meetings to assist with establishing the required working committee and to define a shared work programme.

- 2.13 Despite this, the SATBVC States Committee continued to express concern about the pace and visibility of progress and wrote further to SCOF and the Portfolio Committee on Public Service and Administration, as well as to the GEPF, highlighting the lack of responsiveness and calling for the Joint Task Team to be properly constituted. In response, it was agreed to convene a meeting on 17 April 2025 with the core institutional stakeholders to develop draft terms of reference and to initiate discussions on the composition and functioning of the proposed Task Team or working committee. At this meeting, the GEPF agreed to assume a coordinating and secretariat role to ensure that proceedings could be properly minuted, that action items were tracked, and that there was a focal point for communication and follow-up.
- 2.14 A follow-up meeting was held on 9 May 2025 to formalise the secretariat responsibilities and to confirm the nominations of the various Joint Task Team constituents. Following this meeting, the nominations were approved, the Joint Task Team was formally constituted, and a draft set of Terms of Reference was prepared. The Joint Task Team thus emerged as the structured mechanism through which the historical grievances raised by the SA TBVC States Committee, the earlier SONA commitments, the GPAA's reconciliation work and the broader policy and legal framework could be considered in an integrated manner, with the aim of advising on feasible and appropriate next steps.

### **3. HISTORICAL CONTEXT OF TBVC PENSIONS**

- 3.1 The GEPF was established with effect from 1 May 1996 through the Government Employees Pension Law, 1996 ("the GEP Law"). In terms of section 2 of the GEP Law, the fund created by section 3 of the Government Service Pension Act, 1973, the Government Service Pension Fund ("GSPF"), continued in existence, but with a change of name, legal form and scope.
- 3.2 From the 1 May 1996 it became known as the Government Employees Pension Fund and its assets, liabilities and membership base were expanded to include the various public-sector pension funds that existed in the former national, homeland and self-governing territories.
- 3.3 Section 2 of the GEP Law provided that the GEPF consists of all amounts standing to the credit of or due to the former GSPF immediately before 1 May 1996, all money and assets vested in the GEPF in terms of sections 14 and 15 of the GEP Law (which deal with the transfer of assets and liabilities from previous funds), all member and employer contributions paid in terms of section 17 and related provisions, and all other amounts credited to the Fund from time to time. In practice, this meant that, as from 1 May 1996, the various former government pension funds were discontinued and their assets, liabilities and membership were amalgamated into a single national fund, the GEPF.
- 3.4 For administrative and historical purposes, the former government pension funds are generally classified into two broad groups:
- the "Related Funds" and
  - the "Previous Funds".

The Related Funds were the Associated Institutions Pension Fund ("AIPF") and the Temporary Employees Pension Fund ("TEPF"), which continued to exist as separate but related funds administered alongside the GEPF.

- 3.5 Prior to 1994, some parts of the Republic of South Africa were split into various "Independent Homelands" or "Independent Bantustans" which were designated for specific ethnic groups. These Homelands were "self-governing" and state employees employed by Homeland Governments were generally required to belong to pension funds referred to as "Previous Funds" in section 14 of the Government Employees Law.
- 3.6 Different statutes governed eligibility for membership of pension funds and the extent to which Homeland Governments were obliged to contribute to the pension funds on behalf of members. Similarly, the pension funds each had their own criteria for eligibility for membership.
- 3.7 The Previous Funds are the pension funds that were administered by the former TBVC states (Transkei, Bophuthatswana, Venda and Ciskei) and certain other structures such as the Authorities' Service pension arrangements. These Previous Funds were discontinued as at 1 May 1996 and their assets and liabilities were transferred to the GEPF in terms of the GEP Law.

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- 3.8 The Previous Funds that were amalgamated into the GEPF include, among others are the:
- Government Employees Pension Fund of the Transkei
  - Transkeian Government Service Pension Fund;
  - Ciskeian Civil Servants Pension Fund;
  - Government Pension Fund of Bophuthatswana;
  - Government Pension Fund of Venda
  - Government Superannuation Fund of Venda; and
  - Authorities' Service Superannuation Fund and
  - Authorities' Service Pension Fund established in terms of the Black Authorities' Service Pensions Act, 1971.
- 3.9 Members of the previous funds and all state employees eligible for membership of the GEPF thus became GEPF members with effect from 1 May 1996 and assets and liabilities of the previous funds were transferred to the GEPF.
- 3.10 From an operational perspective, the pension records for both contributing members and pensioners of the Bophuthatswana and Venda funds were provided to the National Treasury's Chief Directorate (Pension Administration) on 1 May 1996 by means of "take-on" data sets. These data sets were used to upload the former funds' member and benefit records onto the GPAA administration system.
- 3.11 The Transkei and Ciskei funds followed a slightly different path. Alexander Forbes was appointed as interim administrator of the Transkei Government Service Pension Fund on behalf of the GEPF until 28 February 2000, and the Transkei data was uploaded onto the GPAA administration systems with effect from 1 March 2000 based on data provided by the interim administrator.
- 3.12 In Ciskei, Sanlam administered the Ciskei Civil Servants Pension Fund from April 1993, after which Alexander Forbes was appointed as interim administrator in 1997. GEPF administration took over in 2000, and the Ciskei data was uploaded onto the GPAA administration systems using the data sets supplied by these administrators.
- 3.13 Each of the TBVC funds had its own history, rules and practices prior to amalgamation. In Transkei, the Transkei Government Service Pension Fund was created in the mid-1970s and administered by Alexander Forbes. Members transferred from the then South African government to Transkei after "independence" generally retained their pension status if they did not resign on transfer. Contribution rates and conditions of service differed by gender. For example, males and females did not contribute at the same pension percentage, and women were often required to resign on marriage or pregnancy, receive a resignation benefit, and only then be re-employed on a temporary basis if they returned.
- 3.14 In summary, the Previous Funds are deemed to have been discontinued from 1 May 1996, with all their assets and liabilities passed to the GEPF. The historical records and take-on data are therefore a critical part of understanding both the current benefit entitlements of members whose service spans pre- and post-1996 periods, and

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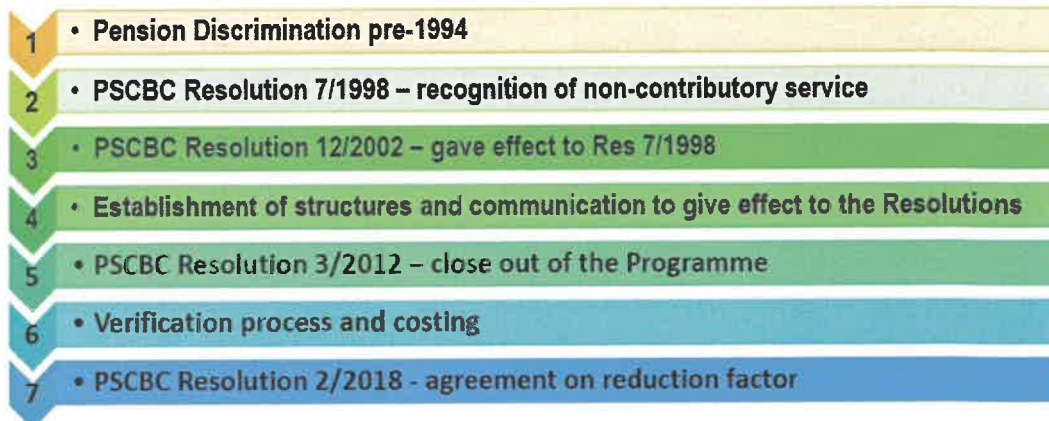
the nature of the grievances now being raised by former TBVC employees and pensioners.

#### **4. HISTORICAL CONTEXT OF PENSION REDRESS**

- 4.1 In order to understand the current grievances and expectations, it is important to recall the origins and design of the Past Discriminatory Practices (“PDP”) Pension Redress Programme.
- 4.2 Before 1994, South Africa’s public service was organised along racial, ethnic, gender and political lines. Admission to pension funds, contribution rates and recognition of service were often determined by race, gender, citizenship, marital status or employment status (permanent vs temporary/casual). In many instances:
- black and “non-white” employees were subjected to waiting periods before they could join a pension fund, or were confined to inferior temporary or provident funds;
  - general assistants, labourers and other lower-ranked employees worked for years as casuals without any pension membership;
  - women were required to resign on marriage or pregnancy and either lost pensionable service or were re-appointed only to temporary funds;
  - students such as nurses and other trainees were excluded from pension membership during their training;
  - employees seconded to, or employed in, TBVC administrations and other structures did not always receive equivalent pension recognition; and
  - some employees dismissed for participation in strikes or industrial action in the late 1980s and early 1990s suffered breaks in service and loss of pensionable service.
- 4.3 It was agreed that the process of addressing past discrimination would be driven through the PSCBC, as the collective bargaining party. The PSCBC became the forum where the State, as employer, and the recognised unions negotiated the parameters of redress, including how it would be funded. The GEPP Board, as we know it today, had not yet been fully constituted and the post-1994 public-service dispensation was still being consolidated,
- 4.4 In response to longstanding grievances arising from apartheid-era pension discrimination, the PSCBC then launched a formal Pension Redress Campaign. This campaign called on all current (as at 2 September 1998) public-service employees who had been directly affected by discriminatory pension practices, on the grounds of race, gender, employment status or physical condition, to come forward and apply for redress
- 4.5 On 2 September 1998, the parties concluded PSCBC Resolution 7 of 1998. The purpose was to improve conditions of service in the public service and, in particular, to deal with past discriminatory pension practices. Clause 7 of Resolution 7 recorded that the parties agreed the GEPP would increase pensionable years of service or implement other measures for employees disadvantaged by past racial or gender discrimination related to pensions. These improvements would be funded by reducing the GEPP’s funding level by up to 1%, with the employer explicitly not reimbursing the Fund for this reduction. The 1% created a finite pool of money that could be used to finance the redress measures and placed an upper limit on what could ultimately be paid.

4.6 In light of Resolution 7 of 1998, R6 billion was ring-fenced from the GEPF funding level in 2001 for this purpose. Over time, these monies accumulated interest and stood at R8.7 billion as at 30 June 2018. It must be emphasised that Resolution 7 of 1998 placed a clear limit on the amount available for funding pension redress from the GEPF.

4.7 The following chart provides an overview of the redress programme that was followed:



4.8 Resolution 7 also created a Pensions Task Team under the PSCBC to make proposals on how the available funds should be allocated between the different groups affected by past discrimination. Subsequent PSCBC resolutions, notably Resolution 12 of 2002, Resolution 3 of 2012 and Resolution 2 of 2018, progressively gave more detail on the

- categories of employees to be assisted,
- criteria for recognition of non-pensionable service,
- application processes and, eventually,
- close-out and
- “reduction factor” to be used once it became clear that the 1% funding was insufficient to provide full compensation to all qualifying applicants

4.9 The design and scope of the programme were therefore the outcome of collective bargaining between the employer and unions, within the constraint that only the 1% reduction in the GEPF’s funding level was available to finance the improvements. **Note that the GEPF was not a decision-making party for these negotiations.** At the time there was no GEPF Board in place.

4.10 Through Resolution 7 of 1998 and Resolution 12 of 2002, the PSCBC identified a number of broad categories of employees who could qualify for redress. These included:

- employees who had been subject to waiting periods before being admitted to a pension fund because of race, gender or status of employment (for example, general assistants and other staff in temporary or casual positions who only later became permanent);
- women who had been required to resign on marriage or pregnancy and, upon re-employment, had been admitted only to temporary funds such as the TEPF, losing pensionable service in the process;

- students and trainees (such as nurses and other health professionals) who had been denied pension membership during training or whose admission to funds was delayed;
  - South African citizens who were employed in former TBVC states or former homelands and whose service had not been fully recognised for pension purposes; and
  - employees dismissed for participating in lawful industrial action during specific periods (notably 1987–1993 in the former Transvaal, Natal and Orange Free State provincial administrations, as well as certain health-sector and SAPS strikes) and who were subsequently re-employed
  - employees included under Kitskonstabels (for the period 1 October 1986 to 8 May 1994) and breaks in service directly attributable to marriage or childbirth.
- 4.11 Resolution 12 of 2002 also provided for recognition of pensionable service of employees who were dismissed as a result of participating in industrial strikes and later re-instated or re-employed in terms of the strike settlement reached by respective departments and trade unions, former Non-Statutory Forces (NSF) members and general assistants who were formerly employed as casual workers
- 4.12 A key principle was that the redress focused on employees still in service as at **2 September 1998**, the date on which Resolution 7 was signed. To qualify for recognition of non-contributory service as pensionable service, the employee generally had to be in service on that date. **This qualifying date is one of the central features that has later been challenged as unfair by groups who left the public service before 1998.**
- 4.13 The PSCBC, with support from the DPSSA and provincial administrations, established a multi-layered structure to manage and communicate the Pension Redress Programme. National, provincial and departmental task teams were formed, namely the
- National Task Team (NTT),
  - Provincial Task Teams (PTTs) and
  - Departmental Task Teams (DTTs)
- 4.14 Each task team comprised employer and labour representatives. The Offices of the Premier in each province were responsible for coordinating the roll-out and ensuring that DTTs were established in departments.
- 4.15 These task teams played a central role in:
- marketing the opportunity to potential beneficiaries;
  - organising workshops and information sessions at departmental and provincial level;
  - assisting employees to determine whether they might qualify;
  - receiving, verifying and recording applications; and
  - liaising with the PSCBC Pensions Task Team and the GPAA (as GEPF's administrator) on progress.

- 4.16 The communication strategy used multiple channels including
- circulars from DPSA to provincial departments,
  - advertising in local newspapers,
  - announcements on community radio stations, and
  - direct engagement through HR units and union structures.

The intention was to reach as many potentially affected employees as possible and to provide them with a defined window in which to apply.

- 4.17 These task teams assisted applicants to complete the application forms and compiled consolidated name lists, conducted workshops and obtained any pertinent information needed. Applications collected by PTTs were then sent to the PSCBC National Task Team
- 4.18 Applications had to be submitted on an official GEPF application form designed specifically for the redress programme. For in-service members, completion of this form (supported by internal personnel records) was usually sufficient. For exited members and beneficiaries of deceased members, additional GPAA forms were required, such as:
- form Z894, capturing service and personnel details for exited members;
  - form Z864, capturing bank details for payment; and
  - form Z125 and supporting documentation (ID, IRP5s, service records, salary advices, leave records) where further verification was needed.
- 4.19 For deceased employees, beneficiaries had to submit the redress application form along with certified copies of the death certificate, the ID of the deceased and the applicant, and, where required, an estate account and appointment letter from the Master of the High Court.
- 4.20 Task teams were responsible for helping members and beneficiaries assemble this documentation and ensuring that complete applications were forwarded to the PSCBC and then to the GEPF/GPAA for actuarial assessment and payment.
- 4.21 The table overleaf, summarises the qualification criteria (subject to being in public service as at 2 September 1998).

Employees discriminated on the basis of race , gender or status of employment	Employees discriminated on the basis of participating in strikes	Other categories of discriminatory practices
Waiting periods for former General Assistants. RSA Citizens employed in former TBVC States Kits Konstabels – period served as Kits Konstabels before permanent appointment to be recognised as pensionable service	South African Police (SAP) members dismissed in 1990 Ciskei Strikers in 1990-1991	Employees admitted to temporary funds due to their medical / physical status
All other persons who had to complete waiting periods of government service before admission to a pension.	Employees dismissed for participating in strikes in the Transvaal Provincial Administration (TPA) between 1991 & 1993 (and later re-instated /re-employed with or without an agreement)	All former Municipal Police employees that were incorporated into the SAPS during 1989
All students who were denied membership of a government pension fund based on status of employment, i.e. fixed-term contracts. These were student nurses, student radiographers etc	Employees of the former TPA & certain Free State Hospitals dismissed for the 1987 strikes	
Female employees who had to resign to give birth & upon return were admitted to the Temporary Employees Pension Fund (TEPF). This also applied to female employees who changed marital status and were admitted to the TEPF.	Employees affected by the 1988 dismissals in the former Natal Provincial Administration	

- 4.22 The implementation of Resolution 12 of 2002 commenced on 29 November 2002 for applications and closed on 31 July 2012 in terms of Resolution 3 of 2012. The closing date for submission of applications was initially set at 30 April 2008 but, through further PSCBC decisions, was extended several times.
- 4.23 Resolution 3 of 2012 recorded that the closing date for the media campaign would be 31 March 2012, that the last date for applications would be 31 July 2012 and that the administrative implementation by GPAA would commence on 1 August 2012. **This period of 10 years afforded maximum opportunity for potential beneficiaries to apply for the redress programme.**

- 4.24 The PSCBC National Task Team collated and tallied all the applications received and submitted them to the GPAA. The PSCBC, jointly with the GPAA and DPSA, conducted workshops throughout the country explaining the qualifying criteria, where and how the application forms should be submitted. These messages were also communicated through community radio stations in vernacular, print media and pamphlets.
- 4.25 Prior to the final approval and implementation of the redress applications, a comprehensive pre-verification process was undertaken by the relevant departments and the GPAA. Departments first confirmed the accuracy of each applicant's recorded service using official HR records, with particular reference to whether the applicant had rendered service as at the key qualifying date of 2 September 1998.
- 4.26 The GPAA then conducted a detailed eligibility assessment against the specific criteria outlined in Resolution 7 of 1998 and Resolution 12 of 2002. This rigorous verification exercise produced a consolidated outcome report that clearly categorised applicants into three distinct groups:
- (i) those who fully met the qualifying criteria,
  - (ii) those who did not qualify, and
  - (iii) those whose applications remained incomplete due to outstanding information or documentation that had not yet been submitted.
- 4.27 Once the verification phase was concluded, only the applications deemed to meet all qualifying requirements were forwarded for actuarial costing. Independent actuaries calculated the financial implication of granting redress to each successful applicant. The form of redress provided was the recognition of previously non-contributory service as pensionable service, thereby enhancing the applicant's accrued pensionable service record and, consequently, their future pension entitlement or exit benefit. This costing exercise ensured that the liability arising from the approved applications was accurately quantified and appropriately budgeted for.
- 4.28 Upon final approval, the redress was implemented differently depending on the employment status of the successful applicant at the time of processing. For individuals who had already exited the public service (whether through retirement, resignation, or other forms of separation), the recognised non-contributory service was converted into a monetary compensation amount, which was paid out as a once-off lump sum or adjustment to their withdrawal or retirement benefit.
- 4.29 In contrast, applicants who remained in active service at the time of processing had their pensionable service records formally increased by the approved non-contributory period. This adjustment directly improved their ultimate retirement benefit by increasing both the years of pensionable service, ensuring equitable treatment in line with the resolutions
- 4.30 By the time the application period closed, approximately 150 000 applications had been received. All applications were subsequently handed over to the GPAA for processing. Throughout the verification process, the GPAA provided regular status reports to the PSCBC. In order to ensure integrity, transparency and fairness in the handling of applications, the PSCBC resolved to commission an independent audit of

the GPAA's verification processes. The audit confirmed that the procedures followed were complete, accurate and equitable.

- 4.31 After verification and application of the agreed criteria, the GPAA grouped these claimants and implemented the redress in phases.
- 4.32 A significant number of applicants had submitted duplicate or multiple application forms, either for the same period or for different periods of non-contributory service. To address this, the GPAA conducted a thorough reconciliation exercise, counting the physical application forms and consolidating them per individual applicant to determine the valid periods eligible for recognition. All applicants were formally notified in writing of the outcome of their applications. Those with incomplete submissions were granted a six-month window to provide the outstanding documentation or information required to finalise their cases.
- 4.33 As implementation progressed, it became evident that the cost of providing full (100%) compensation to all qualifying applicants would exceed the funds available from the 1% reduction in the GEPF's funding level. In June 2017, the PSCBC appointed independent actuaries to finalise the actuarial valuation and costing of the approved redress applications. The actuaries' comprehensive report, which was accepted by the PSCBC Council, revealed that the total liability for the Pension Redress Programme amounted to R12.7 billion. However, in terms of Resolution 7 of 1998, funding for the redress was capped at 1% of the GEPF's funding level at the relevant time. Although the allocated funding had grown to R8.7 billion through accrued interest of R2.7 billion, a significant shortfall remained. To ensure the programme could be implemented within the available funding envelope, the actuaries proposed the application of a uniform reduction factor.
- 4.34 The PSCBC Resolution 2 of 2018 formally authorised the implementation of the Pension Redress Programme on the basis of a reduction factor of 68.4%. This meant that all qualifying applicants would receive 68.4% of the originally calculated monetary value or recognised service period (equating to 68.4 cents in the rand). Payments to approved applicants commenced in April 2018.
- 4.35 The rollout of payments encountered several operational challenges, including:
- the estates of deceased qualifying applicants had to be formally opened or traced before payments could be made;
  - many applicants had changed physical addresses or banking details without notifying the relevant authorities, causing delays in correspondence and payments;
  - outstanding tax matters with the South African Revenue Service delayed the release of funds to certain beneficiaries;
  - a prolonged postal strike disrupted the delivery of critical correspondence;
  - fraudulent individuals exploited desperate applicants by selling fake or photocopied application forms, which were rejected by the GPAA.

These challenges, while significant, were systematically addressed to ensure that legitimate beneficiaries ultimately received their entitled redress.

- 4.36 The final actuarial costing that underpinned PSCBC Resolution 2 of 2018 was based on a total of 72 335 claimant records, comprising 18 618 error or invalid cases and 53 717 approved and qualifying cases. For efficient implementation, the GPAA categorised the 53 717 qualifying beneficiaries into four distinct groups:
- members still in active service (whose pensionable service records were increased);
  - current pensioners (who received an adjustment to their monthly pension or a lump-sum payment);
  - former members who had previously exited with only a gratuity (who received a monetary top-up);
  - estates of deceased qualifying members (where payments were made to duly appointed executors or beneficiaries).
- 4.37 In summary, the PDP Pension Redress Programme was a negotiated, time-bound initiative to use a limited portion of the GEPF's funding level to compensate current employees who had suffered specific, historically defined forms of pension discrimination.
- 4.38 It was designed and governed through PSCBC resolutions, implemented by a network of task teams and administered by the GPAA on behalf of the GEPF, as the implementation agent.
- 4.39 While it delivered redress to tens of thousands of beneficiaries, its reliance on a finite 1% funding pool and the decision to focus on employees in service as at 2 September 1998 meant that many other individuals who had suffered similar pre-1994 discrimination, particularly those who left the public service before 1998, were not included. **This design choice and its consequences sit at the heart of many of the concerns now being raised with the Joint Task Team.**

## 5. ENGAGEMENT PROCESS AND TERMS OF REFERENCE

5.1 In this section, we discuss the engagements held by the Joint Task team throughout its tenure.

5.2 Prior to the formation of the JTT, the SA TBVC States Committee presented a comprehensive memorandum to a joint sitting of Parliament's Portfolio Committee on Public Service & Administration and the Standing Committee on Finance. This memo outlined longstanding issues regarding the pension benefits and employment conditions of former TBVC employees. In response, the Chairperson of the GEPF committed to a stakeholder engagement process between the SA TBVC States Committee and relevant government institutions to address the concerns raised. It was agreed at this engagement that a Joint Task Team would be constituted to investigate the memorandum's issues and report back to Parliament within three months. This decision set in motion the formation of the JTT as a dedicated forum to consider the SATBVC grievances.

### *12 June 2025 engagement*

5.3 The JTT was formally established on this date by way of a signed resolution adopted by all stakeholders. At the inaugural meeting, the task team's membership and ground rules were confirmed. *Resolution 1* of the Joint Task Team appointed two representatives from each stakeholder institution to the JTT and named the National Treasury representative as the Chairperson and a representative from the SA TBVC States Committee as the Deputy Chairperson.

### *Terms of Reference*

5.4 The JTT's terms of reference were adopted, explicitly defining the SA TBVC Committee's March memorandum as the "founding document" that delimits the team's scope and mandate. In line with this, the JTT's purpose was formally recorded as  
*"to consider, assess, and provide a joint report"*

to the relevant parliamentary committees strictly on the matters raised in the SA TBVC memorandum. It was underscored that the JTT would function as an advisory and fact-finding body without decision-making powers of its own. This foundational meeting thus launched the JTT's work and set a three-month timeframe for delivering its report.

5.5 The JTT's terms of reference, as formalised in Resolution 1 and supporting documents, delineated the team's scope, objectives, tasks, and composition in detail. The SA TBVC States Committee's March 2025 memorandum was explicitly recognised as the guiding framework for the JTT's work.

5.6 The terms of reference stated that the JTT's purpose was "to consider the matters raised in the SA TBVC States Committee memorandum and provide a joint report" to the two parliamentary committees overseeing the process. It was emphasised that the JTT "will be guided only by the matters raised in the memorandum" and "will not preoccupy itself with matters outside" those issues. In other words, the team was barred from straying beyond the grievances documented by the SATBVC States Committee. Furthermore, the JTT had no decision-making authority of its own. The resolution made clear that it "shall not have decision-making powers or authority," and

that its mandate was limited to investigation and advisory input (i.e. “findings and recommendations to Parliament”).

5.7 All parties understood that any actual policy changes or remedial actions would depend on the government and Parliament, based on the JTT’s recommendations. Within these parameters, the terms of reference set out five specific focus areas for the JTT, mirroring the key concerns raised by the SATBVC States Committee. The Joint Task Team’s assigned tasks were to assess and report on the following points:

- *1996 Pension Integration* - How the pension benefits of former SA TBVC and self-governing state employees were distributed and transferred into the GEFP when it was established in May 1996. (This included reviewing the terms of incorporation of ex-homeland pension funds into the unified government pension fund.)
- *Pension Benefit Disadvantages* - Whether any former SA TBVC or self-governing state employees were unduly disadvantaged with respect to their pension benefits at the time of that 1996 integration. In essence, the JTT examined if these employees received lower pension value or faced inequities compared to their peers due to the merger.
- *Leave Gratuity Entitlements* - Whether any qualifying former SA TBVC/self-governing state employees were unduly disadvantaged in terms of their leave gratuity payouts from the employer. (Leave gratuity refers to the payout for accrued annual leave upon termination)
- *Severance Packages* - Whether any qualifying former SA TBVC/self-governing state employees were unduly disadvantaged in respect of their severance packages from the employer. This involved verifying if employees who took severance were compensated fairly and in line with applicable rules.
- *Past Discriminatory Practices (PDP) Redress* - An assessment of the Past Discriminatory Practices programme to determine whether qualifying former SA TBVC and self-governing state employees were unjustly excluded or unduly disadvantaged by that process. The PDP programme (established by a 1998 PSCBC resolution) was a pension redress initiative to compensate employees who had suffered from past discriminatory pension practices. The JTT’s mandate included reviewing if former homeland employees had been left out of or short-changed by the PDP compensation scheme.

5.8 Each of these tasks required gathering historical data, reviewing policy frameworks, and determining if “undue disadvantage” occurred, a phrase that anchors the analysis in fairness and equity. By focusing strictly on these five areas, the terms of reference ensured the JTT’s work remained tightly aligned with the SA TBVC States Committee’s original grievances.

*Institutional Composition*

5.9 The Joint Task Team was composed of representatives from seven key institutions, reflecting a broad stakeholder base as specified in the terms of reference. These were:

- SA TBVC States Committee (the aggrieved group representing former TBVC employees),
- Department of Public Service and Administration (“DPSA”),
- National Treasury (“NT”),
- Public Sector Co-ordinating Bargaining Council (“PSCBC”),

- Government Pensions Administration Agency (“GPAA”),
- Government Employees Pension Ombud (“GEPO”), and
- Government Employees Pension Fund (“GEPF”).

5.10 In actual fact, the SA TBVC States Committee represented employees of the former “apartheid” South Africa, and of the “Bantustans” administrations and the respective parastatals namely: the apartheid-era South Africa,

- Transkei,
- Bophuthatswana,
- Venda,
- Ciskei,
- KwaZulu,
- KwaNdebele,
- Lebowa,
- QwaQwa,
- Gazankulu and
- KaNgwane

They also represented their respective Parastatals namely:

- Eskom,
- South African Transport Services (“SATS”) – later becoming Transnet,
- South African Broadcasting Corporation (“SABC”),
- Armaments Corporation of South Africa (“Armcor”),
- Iron and steel corporation (“Iskor”),
- Suid-Afrikaanse Steenkool, Olie en Gas Korporasie (“Sasol”),
- South African Airways (“SAA”),
- Land Bank,
- Transkei Development Corporation (“TDC”),
- Bophuthatswana Development Corporation (“BDC”),
- Venda Development Corporation (“VDC”),
- Ciskei Development Corporation (“CDC”),
- KwaZulu Finance and Investment Corporation (“KZFC”),
- KwaNdebele Development Corporation (“KDC”),
- Lebowa Development Corporation (“LDC”),
- Gazankulu Development Corporation (“GDC”),
- KaNgwane Development Corporation and
- QwaQwa Development Corporation.

5.11 Per the resolution, each organisation could nominate a minimum of two members to serve on the JTT. This ensured that the task team included roughly 14 or more members.

5.12 The terms of reference also stipulated that for any JTT meeting to be quorate, each of the core institutions had to be represented. This rule guaranteed that decisions or findings would have buy-in from all major stakeholders.

5.13 The JTT’s leadership was drawn from within these members. At the first meeting, the National Treasury representative was appointed as the JTT Chairperson, and a SA

TBVC States Committee representative as Deputy Chairperson. These individuals presided over meetings and coordinated the team's activities, supported by a secretariat (which was tasked with keeping minutes and handling communications).

- 5.14 The institutional composition of the JTT, combining the SA TBVC States Committee's firsthand perspective with the technical expertise of government and pension agencies, was intended to facilitate a comprehensive and collaborative inquiry.
- 5.15 Each member organisation had a clear stake in the outcome, and the diverse composition aimed to ensure that both administrative facts and equity considerations were tabled in the discussions.

### *23 July 2025 engagement*

- 5.16 The JTT convened to investigate each issue outlined in its mandate. During these engagements, members gathered data and testimonies from the participating institutions, focusing on the key questions posed by the SA TBVC States Committee memorandum. The team reviewed how the pension benefits of former homeland civil servants were transferred into the GEPF during its 1996 establishment, and whether any ex-SA TBVC employees were "unduly disadvantaged" in that transition.
- 5.17 The JTT also examined other employment-related benefits, specifically, whether qualifying SA TBVC personnel missed out on leave gratuity payouts or severance packages that they should have received upon integration into the public service. In addition, dedicated discussions were held on the implementation of the PDP pension redress programme to determine if eligible former SA TBVC state employees had been excluded or short-changed in that compensation process. The GPAA reported back on its initial findings on the records that had been shared for further investigation.

### *8 October 2025 engagement*

- 5.18 An initial engagement was set for the 25<sup>th</sup> of September 2025. However, due to technical issues this was then postponed to the 8<sup>th</sup> of October 2025.
- 5.19 The JTT reconvened to consolidate its findings and draft the joint report for Parliament. The task team had made progress on fact-finding but required additional time to finalise conclusions and craft recommendations on these complex historical matters. The reporting timeline was therefore extended beyond the original 90 days, acknowledging the depth of analysis needed.
- 5.20 In this phase, the JTT members worked to build consensus on findings across all institutions and to frame recommendations addressing any confirmed unfair treatment of former SA TBVC employees. The intended outcome was a comprehensive advisory report to the Parliamentary committees, encapsulating the evidence gathered and proposing remedies or policy considerations.

### *4 November 2025 engagement*

- 5.21 The Joint Task Team's engagement process continued into the last quarter of 2025, marked by ongoing deliberations and clarification of its recommendations. During this period, it became evident that different interpretations of the JTT's mandate were held

by the stakeholders. The SA TBVC States Committee representatives pushed for the process to yield concrete measures of redress, effectively treating the JTT as a justice mechanism to correct historical pension injustices.

- 5.22 On the other hand, government and institutional members of the JTT maintained a more constrained view of the team's role, focusing on technical verification of facts and adherence to existing legal frameworks. Despite these differences, the JTT worked through late 2025 to finalise its report.

*25 November 2025 engagement*

- 5.23 During November 2025, a comprehensive draft report was circulated to all members of the Joint Task Team on 24 November 2025. The intention was for this to serve as a near-final version for detailed discussion at the JTT meeting held the following day, 25 November 2025. At that meeting the JTT interrogated the draft thoroughly and provided additional substantive input, clarifications and proposed amendments, all of which were captured for incorporation into the final report.

- 5.24 Parties were granted a one-week consultation period until 1 December 2025 to engage with their respective principals and stakeholder groupings and to submit any further written comments or proposals. A final follow-up meeting was scheduled for 2 December 2025 specifically to consider the additional inputs received, resolve outstanding points of disagreement, and adopt the final report for tabling.

*2 December 2025 engagement*

- 5.25 The JTT convened to finalise and sign off on the report that would be submitted to Parliament. The final JTT report was prepared for submission to the parliamentary oversight committees, concluding this phase of the engagement process.

## **6. OUTCOMES OF INVESTIGATIONS AND PREVIOUS WORK CONDUCTED**

- 6.1 In this section, we outline the outcome of the investigations conducted for the records brought forward to the JTT, by the SA TBVC States Committee, for review. In addition, we consider the outcomes from the reconciliation exercise that was done previously by the GPAA on the take-on data for the former Transkei and Ciskei funds.
- 6.2 The SA TBVC States Committee submitted an initial list of 11 574 names to the GPAA for investigation, alleging that these former TBVC or self-governing state employees did not have their pre-1996 pensionable service properly recognised in their GEFP benefits. In other words, the concerned individuals believed their pension payouts were calculated only from the GEFP's start date instead of including years of service in the earlier homeland pension funds. The GPAA undertook a thorough verification of each name against historical records to determine if any outstanding pension benefits were due.
- 6.3 As of 14 July 2025, the GPAA reported the following results from its verification of the 11 574 records:

### *Duplicate Entries*

- 6.4 Of the provided records, 5 725 entries were found to be duplicates. In many cases the same former employee was listed multiple times (often because different family members or beneficiaries inquired separately about the same person). These duplicate submissions were consolidated and removed from the list to avoid redundant processing.

### *Paid-in-Full Cases*

- 6.5 Of the remaining unique records (5 849 individuals), 5 444 were confirmed to have been fully paid their rightful benefits. These members had already received all due pension payments, either from the former TBVC pension funds prior to amalgamation or from the GEFP/GPAA after 1996, meaning no outstanding amounts were owed.

### *Active Members*

- 6.6 A total of 76 records on the list were still active members of the GEFP. Their records showed continuous service spanning the pre- and post-1996 eras, and their pensionable service from the former funds had been carried over and recognised in the GEFP. In such cases, no immediate "payout" was due since they had not exited the fund, but their service history was intact.

### *Untraceable Cases*

- 6.7 There were 301 records provided that could not be traced in the GPAA's system at all. Upon investigation, the GPAA found that these individuals likely were never employed by a government department of a former TBVC or self-governing state (for example, some appeared to have worked in the private sector, like mining, during the relevant period). With no employment or contribution records in any government fund, there was no basis for a GEFP benefit claim for these cases.

*Military Pension Cases*

- 6.8 A total of 28 entries turned out to be linked to South African military or special pensions (e.g. Military Veterans' Pension or Special Pension applicants) rather than the civil service GEPF system. Some of these individuals had received payments or were rejected under those separate military pension programs due to late applications, but in any event such cases fall outside the scope of the GEPF and the JTT's inquiry. They were therefore not relevant to the TBVC civil service pension grievance investigation.
- 6.9 The GPAA noted several observations from this exercise. First, several names on the SA TBVC list did not correspond to any government employment records, reinforcing that some claims were made on behalf of persons who were never part of the public service in those former states.
- 6.10 Second, many individuals on the list had in fact exited service before the 1996 amalgamation and had already been paid out by the former homeland funds at the time, meaning their GEPF benefits were correctly calculated starting from zero in 1996 because they had no remaining prior service to credit.
- 6.11 Additionally, the verification encountered administrative hurdles due to inconsistencies in the data provided by the SA TBVC States Committee. For example, incomplete or incorrect ID numbers and multiple submissions for the same person created delays and extra effort in tracing records. Importantly, if a case could not be substantiated with employment and contribution records (as with the 301 untraceable names), the GPAA could not deem that person eligible for any further pension benefits. In line with standard practice, only claims with verifiable government service and missing benefits could be considered. Any incomplete or unverifiable claim had to be excluded from redress.
- 6.12 After this verification report was presented, the SA TBVC States Committee objected to both the findings and the process. The SA TBVC States Committee formally rejected the GPAA's report, contending that the verification was incomplete and not transparent in their view. They expressed concern that the exercise may have overlooked some individuals or data, and they were dissatisfied that they were not more directly involved in or informed of the verification steps.
- 6.13 It was then agreed at the meeting that members would submit their questions and comments on the report in writing, and that these would be collated and responded to by the GPAA.
- 6.14 In response to the outcomes, the SA TBVC States Committee representatives proposed a further remedy: they argued that the Past Discriminatory Practices redress program should be reopened to cover those former employees on the list who either had retired before the cut-off date of 1 August 1998 or were not aware of the PDP at the time and thus never applied.
- 6.15 Essentially, the SA TBVC States Committee felt that many people in the 11 574 might have missed out on pension redress due to timing or lack of communication, and they sought a policy solution beyond the administrative reconciliation that the GPAA had

conducted. It was noted that the requested had now shifted from questioning the service records to eligibility of the pension redress programmes

- 6.16 However, the JTT noted that such proposals fall outside the mandate of the task team. The JTT's Terms of Reference were limited to fact-finding and verification of the grievances raised, whereas reopening or expanding a compensation program like the PDP would be a matter of policy requiring broader negotiation and government decision-making. The JTT emphasised that it could not unilaterally change pension policy or revisit collective bargaining outcomes; its role was only to check records and report on findings. This stance set the stage for how the JTT handled subsequent proposals from the SA TBVC States Committee.

*Leave gratuity and severance pay*

- 6.17 Another category of grievance raised pertained to leave gratuities and severance pay that some former TBVC and self-governing state employees believed they were owed. These benefits refer to employer-provided payments, for example, compensation for unused annual leave or agreed severance packages upon integration of the homelands, rather than pension fund benefits.
- 6.18 The DPSA clarified the position on these matters. Any leave gratuity or severance payments tied to the transition of the TBVC administrations in 1994/1996 were handled by the employing departments of those former states, not by the GEPF. In practice, this means that if an individual did not receive a payout for accumulated leave days or a promised severance at the time of integration, the responsibility for that claim lies with the former employer (the relevant TBVC government or department).
- 6.19 Neither the GEPF nor the GPAA had involvement in administering these types of benefits, since they are outside the scope of the pension fund. The GEPF manages retirement fund contributions and benefits, whereas leave gratuities and severance packages are employment-related obligations that would have been settled by the government employer from its budget during the integration period.
- 6.20 The DPSA further noted that the directive on the payment of severance packages authorises departments to calculate and pay severance packages when employees leave the Public Service as per PSCBC Resolution 7 of 2002 and not the GEPF.
- 6.21 The JTT, with input from DPSA, thus referred such claims back to the employer level. Affected individuals were advised to direct their inquiries to the departments or successor government bodies of the former homelands to verify if any outstanding leave or severance payments were due.
- 6.22 This underscores that the GEPF/GPAA has no mandate or funding to pay out leave gratuities or severance, and these do not form part of GEPF benefits. The role of the GPAA is limited to pension administration, so it could not assist in grievances about these employer benefits except to confirm that they are not in the pension records.
- 6.23 In summary, no evidence emerged in the JTT's work that any leave gratuity or severance obligations had become the liability of the GEPF. Such issues, if they exist,

remain a matter between the former employees and their erstwhile employing departments, to be resolved through departmental processes or the appropriate labour forums, rather than through the pension fund.

*Further records provided but not processed*

- 6.24 During the engagement, after the initial list of 11 574 was dealt with, the SA TBVC States Committee submitted additional batches of names for consideration. Between late July and mid-September 2025, they forwarded new lists totalling 39 573 names to the JTT. The Committee claimed these were further cases of former SA TBVC or self-governing state employees who were similarly disadvantaged, particularly under the terms of PSCBC Resolution 7 of 1998. In essence, this was an attempt to broaden the inquiry to cover a much larger pool of individuals beyond those originally petitioned.
- 6.25 After careful deliberation, the JTT resolved not to proceed with processing the additional 39 573 records. This decision was formally taken at the JTT meeting on 8 October 2025, where the members reaffirmed the importance of adhering to the task team's agreed scope. Investigating tens of thousands of new cases would have far exceeded the mandate given to the JTT by Parliament, which was explicitly limited to the specific grievances raised in the initial petition and memorandum. The Terms of Reference had been adopted to focus on the known issues and named individuals presented by the SA TBVC Committee at the outset; expanding it unconditionally to every additional claim would be neither manageable in the given timeframe nor consistent with the task team's authority.
- 6.26 The JTT's resolution made a few points clear. First, the GEPF and GPAA would only engage on matters of pension administration that fell within the original scope, meaning the verification of records and entitlements for those cases already under review. Second, any broader or new claims of policy-level redress (such as allegations that large numbers of people were left out of past agreements) were deemed outside the JTT's remit. Such issues would need to be addressed through other forums.
- 6.27 In line with this stance, the GPAA was instructed not to pursue further investigation of the additional 39 573 names submitted. This was not a reflection on the merits of those cases, but rather a recognition that the task team could not unilaterally enlarge its investigation without a corresponding broadening of its mandate by the relevant authorities. By declining to process the new lists, the JTT maintained its focus on finalising the analysis of the originally identified grievances and avoided setting a precedent of open-ended scope. This position was ultimately about ensuring that any further redress initiatives be taken up at the appropriate policy or bargaining level, rather than within the limited technical work of the JTT.

*Earlier work on reconciliation of take-on data*

- 6.28 Before the JTT's investigations, the GPAA had conducted a reconciliation of historical pension data from the former TBVC state funds. A significant effort in this regard was detailed in a progress report to National Treasury in August 2023, focusing on the Transkei and Ciskei pension funds' integration into the GEPF. These two homeland

governments' pension funds were administered by private companies (notably Alexander Forbes and Sanlam) prior to amalgamation.

- 6.29 In 2023, the GPAA collaborated with AlexForbes to retrieve the original "take-on" data files that were used when Transkei and Ciskei pensions were merged into the GEPF in 1996–1998. The goal was to verify whether all member records from the former funds had indeed been carried over correctly at the time of amalgamation, addressing concerns that some individuals might not have been accounted for in 1996.
- 6.30 The results of this data reconciliation were very positive. Using the data provided by AlexForbes, the GPAA conducted an exhaustive matching exercise against current GEPF records. By 23 August 2023, the GPAA confirmed a 100% match rate for the Transkei and Ciskei datasets. In the case of Ciskei, AlexForbes provided files containing 28 318 records (including both active contributing members as of the mid-1990s and pensioners from that fund). Every single one of these Ciskei records was successfully matched to an entry in the GEPF system, indicating none were lost in the transfer.
- 6.31 For Transkei, the data was larger. 19 594 contributing member records were provided and all were found in the GEPF database, and likewise the 117 531 Transkei pensioner records on file were each verified against GPAA's records. This comprehensive reconciliation, achieved through enhanced system tools and broadened member identification filters, demonstrated that no systemic gaps were present in the legacy data for those two funds. In other words, everyone who was in the Transkei or Ciskei pension systems at amalgamation appears to have been properly accounted for in the GEPF's books, alleviating a major concern about missing beneficiaries from those areas.
- 6.32 The GPAA also reached out to Sanlam, which had been involved in administering the funds in earlier periods, to obtain similar legacy data. Sanlam, however, responded in May 2023 that it was unable to locate any historical data from the period of amalgamation. This lack of archival data meant that a similar 100% matching exercise could not be directly performed via Sanlam. Despite this, the GPAA's approach has been to ensure any discrepancies are caught through ongoing operations.
- 6.33 Notably, the GPAA confirmed that it continues to recognise and pay out TBVC-era service for all members where such service is reflected on the system. In cases where an individual is exiting the GEPF and it comes to light that their record might be missing some pre-1996 service, the GPAA makes every effort to investigate and rectify the record so that the person receives credit for all verified years of service. This may involve manual searches in old archives or collaborating with any available sources to confirm the person's past employment.
- 6.34 Through these case-by-case interventions, any sporadic gaps left from the 1990s data merge can be resolved. The earlier reconciliation work and the JTT's review process both underscored that, from an administrative standpoint, the take-on of TBVC pension data was largely complete and accurate. No evidence was found of widespread errors in the amalgamation; the few instances requiring correction have been or will be

handled individually. This provides assurance that the foundation data from the former homelands is fundamentally sound, and that the grievances at hand are not due to missing records but rather stem from policy and awareness issues during the redress processes that followed.

*Summary of the Pension Redress Programme Progress*

- 6.35 A key aspect of the JTT's mandate was to review the status of the PDP pension redress programme. The PDP pension redress programme was an employer-driven initiative (arising from PSCBC Resolution 7 of 1998 and later Resolution 12 of 2002) designed to compensate eligible public servants for certain apartheid-era pension disparities. Under this programme, qualifying individuals could apply for a one-time adjustment or payout to make up for past discriminatory rules. The GEPP's role in the PDP was limited and administering payments as directed, while the policy decisions were determined by the Government as employer in consultation with labour unions. Applications for the PDP were accepted over multiple phases, ultimately closing on 31 March 2012 per PSCBC Resolution 3 of 2012, which definitively ended the application period. No new applications have been permissible beyond that date, and the GEPP/GPAA have no authority to reopen the programme unilaterally.
- 6.36 Of the 150 444 applications originally received by the PSCBC, a total of 72 335 were initially identified through the verification process as potentially qualifying for the pension redress benefit. To guarantee the integrity of this process, an independent audit was commissioned to confirm that the verification conducted by the GPAA was complete, fair, and accurate. The audit entailed a detailed examination of all applications, resulting in the clear categorisation of records into qualifying cases, error cases, and those that did not meet the eligibility criteria. Upon conclusion of the audit, 53 717 records were confirmed as qualifying applicants, while 18 618 were classified as error cases.
- 6.37 During the implementation phase, the GPAA conducted a meticulous re-verification exercise, cross-referencing each case against the provisions of the relevant PSCBC resolutions and the pensionable service periods recorded on its administration system. This additional layer of scrutiny was essential to ensure absolute accuracy and equity in the allocation of redress. The re-verification process yielded several outcomes, including the reclassification of certain error cases as qualifying where new evidence supported eligibility, and conversely, the disqualification of some previously approved cases due to overlapping or already-recognised pensionable service. As a result of this rigorous review, the total number of approved cases was adjusted upwards to 58 324, incorporating cases previously categorised as errors that were subsequently found to qualify. To date, a total of 75 369 applications have been fully processed.
- 6.38 Of the revised total of approved cases, 58 123 have been fully finalised and the corresponding redress (whether in the form of increased pensionable service or monetary compensation) has been implemented. From the 17 045 error cases that underwent further scrutiny:
- 5 982 (35%) were reclassified as approved and have since been finalised;

- 6 348 (37%) remained classified as error cases; and
- 4 715 (28%) were determined not to qualify.

This brings the total number of finalised applications to 68 820.

6.39 A relatively small number of cases remain outstanding as the Pension Redress Programme approaches full conclusion:

- 201 initially approved cases still require final processing; and
- 6 348 cases originally categorised as errors are in the process of resolution.

The GPAA has initiated a targeted intervention for these error cases, which includes the re-issue of error notification letters to applicants and intensified engagement with employing departments to obtain any missing documentation or clarification.

6.40 In addition, a limited number of members who submitted valid applications within the prescribed timeframe were, for administrative reasons, inadvertently excluded from the original actuarial costing exercise. These exceptional cases are receiving individual attention and are being resolved on a case-by-case basis.

6.41 The GEPF, in collaboration with the GPAA and the PSCBC, remains firmly committed to concluding the Pension Redress Programme with the highest standards of diligence, transparency, and fairness, ensuring that every eligible member ultimately receives the redress to which they are entitled.

## 7. POINTS OF DIVERGENCE OF THE JOINT TASK TEAM

7.1 The Joint Task Team was established to provide a structured, cooperative forum in which long-standing pension grievances arising from the former TBVC states and self-governing territories could be examined. While the JTT process was collaborative and produced valuable factual clarifications, significant differences in interpretation and expectation persisted between the SA TBVC States Committee and the rest of the JTT. These points of divergence are summarised below.

### *Mandate of the JTT*

7.2 From the outset, the parties approached the table with fundamentally different expectations of what the JTT could achieve. The SA TBVC States Committee regarded the team as an instrument of restorative justice, a rare official space in which the lingering injustices of apartheid-era pension fragmentation could finally be confronted and corrected, potentially through bold policy or legislative recommendations.

7.3 Other representatives, by contrast, consistently framed the JTT as a technical, fact-finding exercise whose remit was strictly bounded by existing law. In their view, the team had no authority to propose new benefits, reopen closed programmes or recommend the expenditure of public or pension-fund money without a prior political decision and dedicated funding. This divergence in perceived mandate coloured every subsequent discussion and repeatedly frustrated attempts to find common ground.

### *Unrecorded pre-1996 service periods and documentation*

7.4 A central grievance concerned the widespread absence from GEPF records of pensionable service rendered in the former homelands and self-governing territories before the establishment of the GEPF. Affected members and their representatives described decades of dedicated public service that had simply vanished when fragmented homeland funds were amalgamated or wound up. They argued passionately that many employment records were never transferred, were lost in the chaotic transition period, or were deliberately destroyed. To insist, three decades later, on the production of pristine documentation was, in their eyes, to substitute bureaucracy for justice. They urged the acceptance of alternative forms of evidence such as sworn affidavits and service certificates and pointed to international precedents where states have acknowledged systemic record loss and granted presumptive service credits.

7.5 The GPAA and GEPF responded with a detailed reconciliation exercise that traced thousands of individual records across legacy systems and archived paper files. In the majority of cases examined, they were able to demonstrate that service had in fact been recognised or that benefits had already been paid by the predecessor funds. Where gaps appeared, officials maintained that the GEPF could not lawfully credit service without reliable evidence; to do otherwise would expose the Fund to actuarial risk and breach its fiduciary duty to all members. This clash, between a justice-oriented willingness to accept imperfect proof and an administrative insistence on formal verification proved irreconcilable and remains the emotional heart of the dispute.

7.6 From the Fund's perspective, proposals to rely primarily on sworn affidavits and other informal attestations as proof of pre-1996 service raised a number of practical and legal concerns. Many of the claims brought to the GPAA for investigation were underpinned by a limited understanding of the different pension arrangements that existed before amalgamation and of what benefits had already been taken in cash or through other schemes. Not all public servants of the era belonged to funds that were ultimately amalgamated into the GEPF, and in several instances the predecessor schemes were privately administered, with their own rules, contribution structures and benefit designs.

7.7 Furthermore, reconciliation exercises undertaken with these funds have, in the main, shown little deviation from the original take-on data used when the GEPF was established. The GEPF also stressed that it is financed from member and employer contributions and that the crediting of additional periods of pensionable service cannot simply be assumed to be cost-free. Any such enhancement would require explicit funding agreements with the State or the relevant employer. In this context, an open-ended acceptance of affidavits, without corroborating records and without clear funding arrangements, was viewed as inconsistent with the Fund's fiduciary duties and long-term sustainability.

*Responsibility for funding redress*

7.8 Funding responsibility emerged as another intractable fault line. The SA TBVC States Committee argued that a fund of such magnitude, ultimately underwritten by the state, had both the capacity and the moral obligation to correct historical disadvantage. The other representatives repeatedly drew attention to the legal architecture of the GEPF. It is a contributory defined benefit fund whose liabilities must be matched by contributions or explicit employer funding. Section 17(4) of the GEPF Law is unequivocal, any additional benefit imposed on the Fund by legislation or employer action must be accompanied by a commensurate payment from the employer into the Fund. In plain terms, the GEPF cannot finance new historical redress from existing member assets without violating the law and jeopardising the interests of current contributors and pensioners. Any further redress, officials insisted, is therefore an employer or State liability that requires explicit budgetary allocation and, if necessary, legislative amendment.

*Reopening of pension redress programme*

7.9 The question of whether the PDP pension redress programme should be reopened proved equally divisive. Many former homeland employees had retired, resigned or been retrenched before the PDP eligibility cut-off date of 1 August 1998, or had never been informed of their rights under the programme. From the SA TBVC States Committee perspective, their exclusion was a manifest injustice that the JTT now had the opportunity to remedy. Other members of the team, however, explained that the PDP was an employer-driven initiative concluded under binding PSCBC resolutions to which the GEPF was never a negotiating party. The Fund's role had been limited to administering the benefits once the employer and unions had agreed the criteria and closed the agreement in 2012. Funding had been negotiated between the State and the PSCBC with a collective agreement leading to 1% of the funding level of the GEPF being utilised as the financing mechanism. To reopen a finalised bargaining-council

resolution, they argued, lay far beyond the competence of either the JTT or the GEPF Board.

*Employer-related benefits*

- 7.10 Claims for non-pension benefits, unpaid leave gratuities, severance packages and similar employer obligations arising from the 1994–1996 integration, were similarly deflected. The DPSA and GPAA clarified that these had always been departmental liabilities, never pension-fund assets. Directing claimants back to successor departments (many of which no longer exist in their original form) was met with understandable frustration, yet officials maintained that the GEPF simply has no jurisdiction or funding stream to settle employer debts of this nature. The SA TBVC States Committee failed to fully appreciate that there is separation from employers and retirement fund arrangements.
- 7.11 The GPAA and DPSA advised affected individuals to approach their former employers (or their successor departments in the post-1994 government) to verify and claim any outstanding leave or severance payments. From the SA TBVC States Committee's perspective, this response was deeply unsatisfactory: many of those departments no longer exist in the same form, and no centralised mechanism was provided to resolve these long-outstanding employer obligations. SA TBVC States Committee members argued that simply deferring people back to defunct or decentralised offices "leaves liabilities unresolved" and abdicates the state's responsibility. They proposed a more proactive solution, for example, a coordinated task team or "workstream" of government that would systematically identify and settle unpaid severance and gratuity claims, with clear deadlines and reporting to ensure accountability.
- 7.12 The GEPF representatives were not opposed to the suggestion but, however, maintained that the GEPF cannot adjudicate or pay claims that do not pertain to GEPF pensions. The GEPF reiterated that any "non-pension" benefits from the TBVC era must be handled by the employer through administrative channels. This delineation of jurisdiction also applied to cases of former SA TBVC employees whose service fell outside the funds amalgamated into the GEPF. If an individual was never a member of a GEPF-predecessor fund or if they had already taken a withdrawal benefit or were employed on a contract basis without a pension, then their claim is not against the GEPF.
- 7.13 The JTT's verification exercise indeed found hundreds of names that did not correspond to any government employment record or pensionable service and those had to be excluded from consideration. This underscores the official stance that GEPF's authority is limited to bona fide members of the fund (and its precursor funds); it cannot create entitlements for those outside its universe.
- 7.14 The SA TBVC States Committee acknowledged this distinction but insist that the spirit of redress requires the government to find ways to compensate all those who suffered pension-related disadvantages in the transition, even if that means going beyond the GEPF framework.

*Jurisdictional issues*

- 7.15 A further layer of complexity arose from the inclusion, in the broader advocacy campaign, of former public servants who had been employed in the South African administration of the then South West Africa (now Namibia) prior to that country's independence in March 1990. Through its partnership with the Civil Servants Pension Redress Movement ("CSPRM"), the SA TBVC States Committee initially sought to advance these cross-border cases alongside the domestic TBVC grievances. Many of these individuals had contributed to South African-administered pension arrangements and believed that, upon Namibia's independence and the subsequent winding-up or transfer of those funds, their accrued rights had been inadequately protected or entirely lost.
- 7.16 The other representatives on the JTT were, however, unequivocal in their assessment: with effect from 21 March 1990. Their view was that all South African administrative and legal authority over public service employment in the territory ceased. Pension funds that had operated under South African oversight either remained in Namibia (where they fell under the new sovereign government's jurisdiction) or were wound up in accordance with bilateral agreements concluded at the time. From a South African legal and administrative perspective, no residual liability attached to the GEPP or its predecessor entities for service rendered in an independent foreign state.
- 7.17 While the SA TBVC States Committee readily acknowledged the sovereignty and diplomatic realities that made detailed investigation of these cases impractical, its members nevertheless regarded the effective exclusion of former South West Africa employees as emblematic of a broader pattern: certain groups of public servants who had served under South African administration were, through no fault of their own, left entirely outside the post-1994 redress frameworks. The committee viewed this as another instance of historical injustice that, while legally insurmountable within the current framework, underscored the moral imperative for a more inclusive approach to transitional pension justice.
- 7.18 The JTT ultimately recorded these Namibian-related claims as falling outside its scope and outside South Africa's domestic jurisdiction. It was noted that any future resolution would require formal government-to-government engagement, most likely initiated through the Department of International Relations and Cooperation ("DIRCO") in consultation with the Namibian authorities. In the absence of such bilateral processes, the JTT has no lawful basis or mechanism to investigate, verify or settle these claims. The matter therefore remains unresolved and serves as a poignant reminder of the limits of national redress processes when historical obligations cross newly drawn international borders.
- 7.19 The JTT acknowledged the legitimacy of the hurt felt by many former homeland employees while concluding that most administratively verifiable grievances had been addressed over the years. The remaining issues, the team emphasised, are not capable of resolution through further record-searching or administrative action by the pension fund. They are policy questions that turn on political will, fiscal prioritisation and, in some instances, the willingness of organised labour and the employer to reopen long-closed collective agreements. Until such time as new policy direction and

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dedicated funding are provided, the GEPF and GPAA remain bound to administer the fund strictly in accordance with existing law and resolutions, a position that, while legally unassailable, continues to leave many former public servants feeling that full justice has yet to be delivered.

## 8. RECOMMENDATIONS

- 8.1 Having completed its technical mandate, the JTT recognises that while systemic reconciliations have clarified the majority of administrative issues, significant grievances remain unresolved. These grievances are not capable of resolution through further record searches or administrative action alone; they require policy and legislative determination.
- 8.2 In this sense, the report is intended to serve as a credible bridge between technical reconciliation and restorative justice, ensuring that Parliament has a clear roadmap for next steps without prejudicing or undermining the case advanced by the SATBVC States Committee. The recommendations below draw from the JTT's engagements, the detailed memorandum submitted by the SATBVC States Committee to Parliament. They reflect a blend of consensus positions and carefully framed separate proposals.

### **Formal conclusion of the current Joint Task Team and transition to a policy phase**

- 8.3 It is recommended that, once the comprehensive handover report has been submitted to Parliament, the JTT should be formally closed as a technical body and its work explicitly framed as a transition to a policy and legislative phase. Prolonging a structure that has exhausted its fact-finding mandate risks creating false expectations, duplicating roles that properly belong in other forums and obscuring the fact that the remaining questions are now fundamentally political and legislative rather than administrative. It is recommended that the closure of the JTT be framed as a transition to a policy and legislative process, and not as the exhaustion of grievances.

### **Establishment of a dedicated policy-level forum**

- 8.4 It is recommended that Parliament establish a high-level, adequately mandated policy forum to address issues lying beyond the administrative and technical remit of the JTT. The JTT has fulfilled its fact-finding role and cannot, and must not, be tasked with making policy, reopening concluded collective agreements, or committing public funds.
- 8.5 This new policy forum should, at a minimum:
- undertake a policy review of the Past Discriminatory Practices Pension Redress Programme, including the impact of the exclusion of employees who were no longer in service before 2 September 1998.
  - deliberate on substantive reforms such as legislative amendments, the possible reopening or replacement of the PDP programme, or the introduction of a new pension redress instrument.
  - conduct a further comprehensive investigation into the actual pensionable service of SATBVC pensioners, focusing on verified service periods rather than fragmented fund histories, and consolidate findings into a uniform recognition framework.
  - consider the design of a flat-rate or tiered compensatory model where records are incomplete, as a pragmatic and fiscally manageable alternative to individualised recalculation in cases of systemic record loss.

- create a centralised State mechanism to adjudicate claims relating to unpaid leave credits, severance packages and gratuities, especially where former employers no longer exist or records are incomplete.
- be time-bound, properly resourced, inclusive in its representation (including SATBVC structures, organised labour, and the affected departments), and required to report back to Parliament within clearly defined timelines

Funding responsibilities for any measures proposed by this forum should be clearly channelled through the State and the employer as the parties ultimately accountable for past discriminatory practices and should shield any retirement-fund vehicle from unfunded liabilities.

8.6 Government, as the successor employer, should explicitly accept principle-level responsibility for funding any new redress measures. National Treasury, in consultation with the Department of Public Service and Administration, is urged to begin scoping the fiscal implications and to earmark an appropriate appropriation once beneficiary criteria and benefit formulae have been agreed. This is viewed not only as a legal imperative but a constitutional and moral one, given the state's role in the original fragmentation of pension arrangements under apartheid.

8.7 Subject to the deliberations of the new policy forum, government and organised labour should explore the creation of a final, inclusive redress window that removes or relaxes the restrictive cut-off dates of the original PDP and extends eligibility to all former public servants who suffered discriminatory pension practices and who did not benefit from earlier programmes. Any such initiative must be accompanied by transparent communication, accessible application processes, and outreach targeted at rural and elderly communities. As before, funding for any agreed redress programmes should come from the State as the employer and should fall outside the retirement funding arrangements.

#### **Flexible Verification Framework for Unrecorded Pre-1996 Service**

8.8 For potential former TBVC and self-governing territory employees whose pensionable service remains unrecorded despite prior reconciliation efforts, it is recommended that a special Redress Verification Panel be established under the new policy forum. This panel should be empowered, within a clear legal framework, to:

- accept alternative evidence (such as sworn affidavits, corroborated by secondary records, contemporaneous payslips, colleague testimony, or inclusion on verified historical employment lists);
- apply a "balance of probabilities" standard where original documentation is no longer reasonably obtainable; and
- distinguish clearly between cases where predecessor funds' take-on data were reconciled with minimal deviation and cases where genuine systemic gaps in records are demonstrated.

8.9 The employer (through DPSA and provincial administrations) should resource and drive intensified archival searches to support this process, with any funding requirements directed to National Treasury.

**Enhanced communication and stakeholder inclusion**

- 8.10 In all future processes, communication should be proactive, multilingual and physically accessible. Mobile helpdesks, community-hall sessions, radio campaigns, and partnerships with retiree associations and civil-society organisations should be standard practice. Particular attention should be given to reaching elderly, disabled and rural former employees, and to explaining the interaction between past redress programmes, current benefits and any new measures in clear, non-technical language.

**Parliamentary oversight**

- 8.11 It is further recommended that the Portfolio Committee on Public Service and Administration and the Standing Committee on Finance exercise ongoing, coordinated oversight of the policy and legislative phase described above. This oversight should ensure that SA TBVC-related grievances are not sidelined, but are integrated into broader public-sector pension reform, and that progress against the recommendations in this report is monitored, reported on, and periodically reviewed by Parliament.
- 8.12 Taken together, the establishment of a dedicated policy forum, the design of a lawful funding mechanism, the creation of a flexible verification framework and the provision of structured parliamentary oversight would mark a decisive shift from ad hoc grievance-handling to a coherent, state-led resolution process. This is the only route by which long-standing grievances can be addressed in a manner that is humane, legally sound and financially sustainable.
- 8.13 These recommendations, if implemented in sequence, offer a realistic pathway to closure, finalising administrative loose ends, providing transparency and acknowledgement of past wrongs, and, critically, elevating the remaining substantive issues to the political and legislative level where alone they can be durably resolved. They respect the legal and fiduciary boundaries of all parties while recognising the State's broader obligation to confront the pension legacy of apartheid with compassion and fairness.

## 9. SUMMARY AND CONCLUSION

9.1 The Joint Task Team on grievances raised by the SA TBVC States Committee was formally established in June 2025 with a tightly defined, fact-finding mandate, which was to examine the specific concerns set out in the Committee's March 2025 memorandum to Parliament and to report back to the Portfolio Committee on Public Service and Administration and the Standing Committee on Finance within the agreed terms of reference.

9.2 The Joint Task Team agreed that its scope of work would be limited strictly to the grievances raised in the memorandum to Parliament, namely:

- assess and provide a report on how the pension benefits of former SATBVC and self-governing States employees were distributed and transferred at the formation of the GEPF in May 1996.
- assess and provide a report on whether any former SATBVC and self-governing States employees were unduly disadvantaged of their pension benefits at the formation of the GEPF.
- assess and provide a report on whether any qualifying former SATBVC and self-governing States employees were unduly disadvantaged of their leave gratuity from the employer.
- assess and provide a report on whether any qualifying former SATBVC and self-governing States employees were unduly disadvantaged of their severance packages from the employer.
- assess and provide a report on the Past Discriminatory Practices (PDP) process with respect to whether qualifying former SATBVC and self-governing States employees were unduly disadvantaged.

9.3 The Joint Task Team completed the investigative and reporting responsibilities entrusted to it by Parliament. The evidence assembled through previous record reconciliation and sustained engagement confirmed, from a technical and administrative standpoint, that correct service records, as provided by previous administrators, were kept on the GPAA systems. It was also confirmed that the subsequent Past Discriminatory Practices redress programme had been executed in full conformity with the collective agreements that gave it life.

9.4 These findings provided firm assurance that the pension administration system itself was not the source of the hardship still experienced by many former employees of the TBVC states and self-governing territories. Where verifiable service existed, it had been transferred; where qualifying claims were submitted within the prescribed periods, redress had been or was being granted.

9.5 The Joint Task Team nevertheless recorded that a fundamental divergence of views persisted throughout its work. One perspective held that the strict application of documentary standards after thirty years, the irrevocable closure of the PDP programme, and the legal constraints of a contributory defined-benefit fund effectively denied justice to many who had suffered apartheid-era pension discrimination. The opposing perspective maintained that the GEPF Law, the binding nature of long-closed PSCBC resolutions, and the fiduciary duty owed to the Fund's current members and

pensioners left no lawful room for further administrative relief or for the creation of unfunded liabilities.

9.6 As these positions could not be reconciled within the Joint Task Team's limited technical mandate, the outstanding grievances ceased to be matters of administrative verification and became questions of public policy, legislative intent and fiscal responsibility. Only a forum with appropriate political authority can decide whether the State, as successor employer, is prepared to pursue any additional remedial measures and, if so, how those measures should be structured, legislated and funded without compromising the integrity of the GEPF.

9.7 Accordingly, the Joint Task Team respectfully submits this report to the Portfolio Committee on Public Service and Administration and the Standing Committee on Finance in fulfilment of its terms of reference. It has recorded the irreconcilable points of departure that prevented fully joint recommendations and presented the consensus that was achieved.

*Establishment of a dedicated policy-level forum*

9.8 In light of the above, it is recommended that the JTT be formally disbanded upon tabling of this report and that an appropriately mandated, high-level policy forum be established without delay. As summarised here and elaborated in section 8, this forum should:

- undertake a policy review of the PDP Pension Redress Programme, including the exclusion of employees no longer in service before 2 September 1998,
- deliberate on substantive reforms such as legislative amendments, the possible reopening or replacement of the PDP programme, or the introduction of a new redress instrument;
- conduct a comprehensive investigation into the actual pensionable service of SATBVC pensioners, focusing on verified service periods rather than fragmented fund histories, and consolidate findings into a uniform recognition framework;
- create a centralised state mechanism to adjudicate claims relating to unpaid leave credits, severance packages and gratuities, especially where former employers no longer exist or records are incomplete; and
- be time-bound, properly resourced, and required to report back to Parliament, with funding responsibilities clearly channelled through the State and employer as the parties accountable for past discriminatory practices.

*Concluding observation*

9.9 The JTT's investigation has brought much-needed clarity to a complex historical issue. It reassured all parties that there were no hidden systemic errors in pension administration disadvantaging former TBVC members. The grievances that spurred the inquiry were real, but the JTT found that they stemmed largely from perceived gaps in policy design and past remedial processes, rather than from mismanagement by the GEPF or GPAA.

9.10 Consequently, any further resolution lies beyond administrative measures. It has become evident that the remaining issues now fall squarely within the realm of policy

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and require political will to address. The JTT's work highlights that only legislative or high-level policy action can provide the closure and relief that petitioners seek.

9.11 The JTT has therefore put forward recommendations aimed at Parliament and the Executive to chart a path forward. These recommendations offer a roadmap that seeks to balance compassion with prudence, providing ways to acknowledge and remedy past wrongs without undermining the integrity of the pension system. Moving forward will require decisions at the legislative and policy level, but doing so can finally lay these long-running grievances to rest and reinforce confidence in the fairness of South Africa's public pension arrangements.

  
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JOINT TASK TEAM CHAIRPERSON  
2 DECEMBER 2025

02/12/2025

  
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