

**NOTICE IN TERMS OF RULE 3.3 OF THE RULES OF THE JUDICIAL
COMMISSION OF INQUIRY INTO ALLEGATIONS REGARDING EFFORTS OR
ATTEMPTS HAVING BEEN MADE TO STOP THE INVESTIGATION OR
PROSECUTION OF TRUTH AND RECONCILIATION COMMISSION CASES**

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INTRODUCTION AND ESTABLISHMENT OF THE COMMISSION

1. On 29 May 2025, the President of the Republic of South Africa issued Proclamation Notice No. 264 of 2025, establishing the Judicial Commission of Inquiry into Allegations Regarding Efforts or Attempts Having Been Made to Stop the Investigation or Prosecution of Truth and Reconciliation Commission Cases ("the Commission").
2. The Commission was appointed in terms of section 84(2)(f) of the Constitution, 1996. The Honourable Madam Justice S. Khampepe serves as Chairperson, with the Honourable Mr Justice F. D. Kgomo and Adv A. Gabriel SC as members.
3. In terms of its mandate, the Commission is required to inquire into, make findings, report on, and make recommendations concerning allegations that, since 2003, efforts or attempts were made to influence, pressure, or otherwise improperly prevent the South African Police Service and/or the National Prosecuting Authority from investigating or prosecuting TRC cases.

The Terms of Reference further require the Commission to determine whether officials within these institutions colluded in such efforts, and whether further action—including investigations, prosecutions, or the payment of constitutional damages—is warranted.

4. Among the parties identified as having a substantial interest in these proceedings are:
 - a. The applicants in the matter of L.B.M. Calata and 22 Others v Government of the Republic of South Africa and Others (Case No. 2025-005245, North Gauteng High Court, Pretoria); and
 - b. The families of victims in TRC cases who have a substantial interest in the matters under inquiry.

NOTICE IN TERMS OF RULE 3.3

5. This notice is issued in terms of Rule 3.3 of the Rules of the Commission, read with the Regulations made under Government Notice R.278 of 2025.
6. The Commission's Evidence Leaders intend to present the evidence of one or more applicants in the Calata case, and any person who in the opinion of the Evidence Leaders possesses information that relates to the paragraph **Error! Reference source not found.** allegations against you and is relevant to the Commission's work.
7. The specific date and venue for the hearing at which such evidence will be presented will be communicated to you in due course.

8. Below is an extract from the Calata matter's founding affidavit, with corresponding paragraph numbering, which implicate, or may implicate, you in allegations regarding efforts or attempts to halt or suppress the investigation or prosecution of TRC matters. Further details of the Calata proceedings, including the said affidavit, are available on the Commission's website at www.trc-inquiry.org.za.

PARTICULARS OF IMPLICATION

"The Amnesty Task Team

148. *A Director-General's Forum chaired by Adv Pikoli, the then Director General of the DOJ, met on 23 February 2004 to consider how to give effect to the President's objectives set out in his speech the year before. Essentially this involved how to deal with the TRC cases, which Pikoli described in his affidavit, as being "politically sensitive" (TN7 at pp 170 – 216 in Nkadimeng 2). The Forum appointed a Task Team to report on a mechanism to give effect to the President's objectives. This task team was known as the "Amnesty Task Team" (ATT).*

149. *The ATT was required to:*

149.1 *explore options for the NPA and the intelligence agencies to accommodate persons who still wish to disclose the truth about past conflicts.*

149.2 *consider a further process of amnesty on the basis of full disclosure of the offence committed during the conflicts of the past.*

149.3 *advise whether legislative enactments were required.*

150. *The original terms of reference for the ATT (as attached to Macadam's affidavit*

(FA5) as annex [RCM14](#) (at p863) were to consider and report on:

150.1 *The criteria the NPA applies in deciding on current and impending prosecution of cases flowing from the conflict of the past.*

150.2 *The formulation of guidelines that will inform current, impending and future prosecution of cases flowing from the conflicts of the past.*

150.3 *Bearing in mind the abovementioned guidelines, whether legislative enactments were required.*

150.4 *Whether any of the two Bills that have already been formulated can be taken forward, while taking into account the views of the intelligence agencies.*

151. *The names of the two bills were not disclosed but presumably one of them was the Indemnity Bill (first 2 pages at [RCM13](#) at p861). The views of the Intelligence Agencies were also not disclosed.*

152. *The ATT comprised the following members:*

152.1 *Deon Rudman (Chairperson): DOJ*

152.2 *Yvonne Mabule: National Intelligence Agency (NIA)*

152.3 Vincent Mogotloane: NIA

152.4 Gerhard Nel: NPA

152.5 Lungisa Dyosi: NPA

152.6 Ray Lalla: SAPS

152.7 Joy Rathebe: Department of Defence (**DOD**)

153. The ATT was requested to submit its report to the Director General's Forum by close of business on 1 March 2004. The ATT met on 26 February 2004 and again on 1 March 2004.

154. The undated 2004 secret report, titled "Report: Amnesty Task Team", which was disclosed during the proceedings in the matter of [Nkadimeng & Others v The National Director of Public Prosecutions & Others](#) (TPD case no 32709/07 [2008] ZAGPHC 422) (**Nkadimeng 1**) as annex [TN42](#) at p431. It is annexed hereto marked **FA24**. The report set out the ATT's mandate, background, proposals and concerns.

155. The ATT Report noted that a further amnesty would face challenges because of constitutional issues but nonetheless the team still had to find ways to accommodate those perpetrators who did not take part in the TRC process.

In relation to its first task, the ATT recommended the creation of a Departmental Task Team comprising representatives from:

155.1 Department of Justice and Constitutional Development,

155.2 *The Intelligence Agencies,*

155.3 *South African National Defence Force,*

155.4 *South African Police Service,*

155.5 *Correctional Services,*

155.6 *National Prosecuting Authority,*

155.7 *Office of the President.*

156. *The functions of the proposed Departmental Task Team would, inter alia, be*

the following:

156.1 *Before the institution of any criminal proceedings for an offence committed during the conflicts of the past, it must consider the advisability of the institution of such criminal proceedings and make recommendations to the NDPP.*

156.2 *To consider applications received from convicted persons alleging that they had been convicted of political offences with a view to making recommendations for their parole or pardon, and in making such recommendations to consider various criteria. Aside from the TRC's amnesty criteria, other considerations included, inter alia:*

156.2.1 *Whether a prosecution "politically" reflects the aims of the TRC Act and is not in conflict with the requirements of objectivity.*

156.2.2 *Various humanitarian concerns.*

156.2.3 *Whether a prosecution could lead to conflict and traumatising of victims.*

156.2.4 *The perpetrator's sensitivity to the need for restitution.*

156.2.5 *The degree of remorse shown by the offender and his attitude towards reconciliation.*

156.2.6 *The degree of indoctrination to which the offender was subjected.*

156.2.7 *The extent to which the perpetrator carried out instructions.*

156.2.8 *Renunciation of violence and willingness to abide by the Constitution.*

156.3 *The Task Team noted that their proposals have various shortcomings, including:*

156.3.1 *A possible negation of the constitutional rights of victims, the public at large and alleged offenders.*

156.3.2 *The possibility of the institution of private prosecutions.*

156.3.3 *The absence of any guarantee that alleged offenders will not be prosecuted, meaning that they might be reluctant to make full disclosure.*

156.3.4 *Public perception regarding the participation in a further amnesty process by the security services as the public may regard them as perpetrators in past conflicts.*

157. *According to Pikoli in his affidavit in Nkadimeng 2, the recommendation of the Interdepartmental Task Team for 'a two-stage process', which would have required its recommendation before the NDPP could prosecute was rejected. This was because it would have been a violation of the NDPP's prosecutorial independence enshrined in section 179 of the Constitution. Although the Task Team's role was meant to be advisory in nature it soon became apparent that the non-NPA members of the team saw their role as supervisory rather than advisory. Indeed, as will be seen below, the 'two-stage process' was reintroduced causing a crisis of conscience for Pikoli.*

158. *With regard to the ATT's second task, namely, to consider a further amnesty process, the team was of the view that the only way to address the concerns was to provide a further amnesty similar to that of the TRC process.*

158.1 *Some members argued against another amnesty, pointing out it would undermine the TRC process, while others supported a new amnesty to encourage more disclosures.*

158.2 *The ATT decided not to make a recommendation on the question of another amnesty but to leave it in the hands of government.*

158.3 *It attached a draft Indemnity Bill to the report (as annex B) in case government decided to proceed with a further amnesty. The annex was not*

attached to the report in the version disclosed in Nkadimeng 2. However, the first 2 pages of the draft bill were attached to Macadam's affidavit (FA5) as [RCM13](#) at p861. It would have provided for a rerun of the TRC's amnesty process.

159. *With regard to the ATT's third task, namely, to advise on any legislative steps needed, it noted that its recommendations in relation to the first task do not require any legislation. However, it noted:*

"Should Government, however, decide on a further amnesty process ..., legislation will be required since the mechanisms and procedures of the TRC Act have run their course and can no longer be applied. If it is decided to follow the latter route, an amendment of the Constitution is also proposed in order to enable such legislation being adopted and to pass muster in the Constitutional Court."

160. *Much of the ATT's report was accepted by government and implemented, as is evident by the 2005 amendments to the Prosecution Policy and the introduction by President Mbeki of a Special Dispensation for Political Pardons in 2007, to be discussed below.*

The Secret Further Report of the Amnesty Task Team

161. *The secret Further Report of the ATT was disclosed by Macadam in his affidavit (FA5) as annex [RCM15](#) at p864. Perhaps more than any other document, the Further Report reveals the real intent of those behind the*

political interference. The report is undated, but it would have been generated in 2004 in the weeks or months following the submission of the ATT's first report to the Heads of Department Forum on 4 March 2004.

162. The report reveals that the Heads of Department Forum discussed the first ATT Report with members of the Task Team, "whereafter they deliberated the Task Team's proposals and recommendations in camera". Following these deliberations, the Heads of Department Forum indicated that they preferred the Task Team's recommendations relating to the establishment of a Departmental Task Team (referred to as Option I). However, they requested the Task Team to further consider the following aspects:

162.1 In performing its functions, the proposed Inter-departmental Task Team (ITT) must make use of existing structures rather than parallel structures.

162.2 Consider whether there is a way in which private prosecution and civil litigation can be eliminated if the NDPP decides not to prosecute; and investigate the possibility and desirability of legislation, if required.

162.3 The proposed Task Team should work under the direct supervision of an Inter-Ministerial Committee.

162.4 It is important that the proposed Task Team, the Inter-Ministerial Committee and the NDPP, in performing their functions

and reaching decisions, should take the national interest into account.

162.5 Advise the Forum on whether a person who is aggrieved by a decision of the National Director may approach the International Criminal Court (ICC).

162.6 Advise the Forum on a timeline for the completion of the work of the proposed Task Team. Twelve months was mentioned as a possibility.

163. Perhaps most revealing was the Forum's instruction to the ATT to explore ways in which private prosecution and civil litigation could be eliminated where the NDPP decides not to prosecute, including the possibility of fresh legislation to achieve this end. This exposes the intent to come up with a means to guarantee maximum impunity for apartheid-era perpetrators.

164. The fear that victims and families could turn to the ICC, in the event that avenues for accountability in South Africa were completely closed, presented a real fear to the Forum.

165. Equally chilling was the desire of the Forum for the ITT to "work under the direct supervision of an Inter-Ministerial Committee".

165.1 *If there was any doubt that the prosecution process in relation to the TRC cases was to be under the thumb of political overlords, it was dispelled by this requirement. This is in fact what transpired.*

165.2 *As will be discussed below, towards the end of 2006, the ITT was instructed that it must submit a final recommendation to a “Committee of Directors General” in respect of each TRC case, which in turn must advise the NDPP in respect of who to prosecute or not.*

165.3 *In addition, it emerged that at least by 2007, if not earlier, there was a “Cabinet Committee on Post TRC matters”, which was a subcommittee of the Justice, Crime Prevention and Security Cluster.*

166. *The proposal that all players in the process, including the NDPP, should “take the national interest into account” when making decisions in relation to the TRC cases was ‘shorthand’ for the expectation that all involved, particularly the NPA, would be expected to ‘do the right thing.’*

166.1 *Needless to say, no attempt was made to define what the national interest meant in this context, although I am advised that the ‘national interest’ is not necessarily the same as the ‘public interest’.*

166.2 *The national interest constitutes the interests of the state, usually as defined by its government. Typically, politicians invoke the ‘national interest’ in seeking support for a particular course of action.*

166.3 *The public interest on the other hand typically refers to the collective interests of a community or society, in particular when steps are taken on behalf of disadvantaged, marginalised and vulnerable people; as well as the pursuit of objectives that benefit society as a whole, such as the protection of civil liberties.*

166.4 *I am advised that while the national and public interest may coincide, in this instance it does not. The shielding of perpetrators of serious crimes from scrutiny and justice may have served the narrow or expedient interests of the state at that time, but it hardly served the public interests of victim communities or society more generally.*

166.5 *It goes without saying that the national interests, as espoused by the ATT, were also diametrically opposed to the 'interests of justice'.*

Response of the ATT

167. *The ATT then met to work out how to take the Heads of Department Forum's directives forward. They consulted legal experts who advised that setting up the Departmental or ITT Team did not require legislation.*

167.1 *Only a Memorandum of Understanding would be needed, although all existing structures, such as the NPA, would have to "commit themselves and give their full support and cooperation" to the process.*

167.2 *It was apparent that for this to work, everybody would have to 'play the game'. As it turned out, they could count on almost everybody in all departments to 'play the game,' or at least 'look the other way'.*

167.3 *However, two key persons in the NPA, Pikoli and Ackermann, were not willing to bow to political instruction. The charade could not work without them playing along. As will be seen below, the former would be shown the door while the latter was sidelined.*

168. *According to the Further Report, the question of "eliminating private prosecution[s] and civil litigation in cases of a no prosecution [] elicited much debate" within the ATT.*

168.1 *The ATT spoke to two State Law Advisers and obtained a legal opinion from Adv JH Bruwer, which was attached to the report, although it was not attached to the copy annexed to Macadam's affidavit. There appeared to be agreement that "legislation eliminating private prosecution and civil litigation will at least affect a person's right to equality and the right of access to courts".*

168.2 *They also doubted that "the motivation for such legislation would meet the requirements of section 36 (the limitations clause) of the Constitution", which would be "seen as a further amnesty process."*

168.3 *The ATT drew the Heads of Department Forum's attention to an article in the Rapport of 7 March 2004 where Archbishop Desmond Tutu was quoted as saying that those who did not receive amnesty should face prosecution and any new initiative to stop prosecutions "would be seen as negating the amnesty process of the TRC."*

168.4 *The ATT advised that the only way to eliminate private prosecutions and civil litigation would be by way of legislation and a Constitutional amendment which "would not be desirable."*

168.5 *It is interesting to note that in Nkadimeng 1, the Minister of Justice and the NPA argued that the Prosecution Policy amendments did not promote impunity because families and victims could still bring their own private prosecutions, even though they lacked investigative powers and the resources of the State. Judge Legodi, recognising the absurdity of this claim, noted in his [judgment](#) in Nkadimeng 1 that "crimes are not investigated by victims. It is the responsibility of the police and prosecution authority to ensure that cases are properly investigated and prosecuted."*

168.6 *It is not known if the State Law Advisors and Adv Bruwer were asked to provide an opinion on the constitutionality of the proposed amendments to the Prosecution Policy, which provided for an effective back door amnesty. Archbishop Desmond Tutu filed a*

*supporting affidavit in the legal challenge to the new policy (in Nkadimeng 1), where he stated that the efforts of the State “represented a betrayal of all those who participated in good faith in the TRC process. It completely undermined the very basis of the South African TRC.” An unsigned copy of the Archbishop’s affidavit is annexed hereto marked **FA25**.*

169. *In relation to the proposed establishment of an Inter-Ministerial Committee it is recorded in the Further Report that “the Task Team supports this proposal.” The members of the ATT demonstrated their subservience in agreeing with the Heads of Department Forum. However, they were constrained to provide the views of the State Law Advisers who indicated that a further structure could prove cumbersome and “might be seen as an attempt by the Government to put undue pressure on the National Director of Public Prosecutions in reaching an independent decision.”*

170. *The ATT cast further ignominy on itself when in response to the proposal that the “national interest should be the paramount objective,” it responded in servile fashion: “the Task Team wholeheartedly agrees with this viewpoint of the Forum.” The ATT was more than happy to open the door to the imposition of the dominant political views onto prosecutorial decisions.*

171. *In relation to the involvement of the ICC, the ATT relied on the advice of Adv Bruwer who concluded that it was “not inconceivable that a complainant who is prohibited [...] from instituting a private prosecution in the national court may approach the International Criminal Court for relief.”*

In relation to the question of setting a timeline for the Departmental Task Team to complete its work, the ATT declined to propose a timeline but proposed that “the President should rather indicate that it is expected that the Task Team will finalise its work within a specified period and that such period will be determined taking into account the extent to which its objectives are achieved.” Perhaps the ATT realised it should leave this decision in the hands of the office holder who was really calling the shots. In doing so, the ATT confirmed loudly and clearly that the question of the TRC cases was now firmly in the hands of those in political control.”

YOUR RIGHTS AND OBLIGATIONS

9. You are entitled to attend the hearing at which the evidence relating to the above allegations, and any other that may be led against you, is presented. You may be represented by a legal practitioner of your choice.
10. Rule 3.4 requires that, within fourteen (14) calendar days of this notice, you submit a statement in the form of an affidavit responding to the allegations. Your affidavit must specify which parts of the evidence are disputed or denied, and set out the grounds for such dispute or denial.
11. If you wish to—

- a. give evidence yourself;
- b. call any witness in your defence; or
- c. cross-examine the witness whose evidence implicates you,

you must apply in writing to the Commission for leave to do so within fourteen (14) calendar days of this notice, accompanied by your affidavit.

12. You may also apply for leave to make written and/or oral submissions regarding the findings or conclusions that the Chairperson should draw from the evidence relating to you.

COMMUNICATION WITH THE COMMISSION

13. All correspondence, applications, and affidavits must be directed to: The Secretary of the Commission [Insert Secretary's email and postal address]

DATED at **SCI BONO DISCOVERY CENTRE** Johannesburg on this 19 day of September 2025.

For and on behalf of the Evidence Leaders to the Judicial Commission of Inquiry into Allegations Regarding Efforts or Attempts Having Been Made to Stop the Investigation or Prosecution of TRC Cases.