

**RHODES UNIVERSITY**



**ADMINISTRATIVE LAW**

**2022**



## 1. Overview

Administrative Law is a final year course for the LLB degree and is offered over the whole year as a single course. It aims to enable students to know the important and sophisticated body of law governing the exercise and control of public power in South Africa. Administrative law deals with organs of state and the question of why it is important to distinguish administrative action from other actions of organs of state. How do the legislative, the executive, and the judicial actions of the state differ from organs of state and what is the reason for this differentiation and the implication for the effective function of the state administration? What type of administrative actions is there and what are the requirements and implications? What are the requirements in terms of the Constitution, PAJA, and the common law for administrative justice?

The Constitution, PAJA, and the common law deal with the sources of administrative law, the meaning of administrative justice and administrative action, the requirements (lawfulness, procedural fairness, and reasonableness), and appropriate remedies as equally important and interrelated concepts in Administrative Law. The distinction between exercises of power by the state and other similar bodies exercising public power and exercises of legislative and judicial power, on the one hand, and exercises of public and private power on the other will be thoroughly examined. The course will also focus on examining various legal and other mechanisms to control the exercise of public power. A reasonable knowledge of Constitutional law and a thorough understanding of the Constitution of the Republic of South Africa, 1996 (Constitution) is most certainly an advantage for an understanding of Administrative Law. This is because the discussions in this course will be informed by the values and principles of the Constitution.

Students in Administrative law should be able to formulate and identify the most appropriate and legally correct administrative action in a given situation. To do that, students should be able to identify an administrative action as well as the specific rules of administrative law applicable in the given set of facts. These are general as well as particular rules of administrative law (both statutory as well as common law rules). It includes being able to formulate the most appropriate action in the circumstances and to be able to identify deficiencies in the action, process, and procedures.

The main themes of the course will be divided into the following study units:

**TOPIC 1** INTRODUCTION – FOUNDING PRINCIPLES OF ADMINISTRATIVE LAW

**TOPIC 2** WHAT IS ADMINISTRATIVE ACTION?

- TOPIC 3** DUTIES AND FUNCTIONS OF THE ADMINISTRATOR
- TOPIC 4** THE CONTROL OF ADMINISTRATIVE ACTION
- TOPIC 5** PROCEDURES AND REMEDIES

## **2. ASSUMPTIONS OF PRIOR LEARNING**

It is assumed that students:

- Understand key important provisions of the 1996 Constitution and a clear understanding of the Constitutional Law;
- Can read, analyse and extract the relevant information from the case law and other sources;
- Have the ability to communicate effectively in the medium of instruction.



## **3. OUTCOMES**

Please note that Administrative Law is offered as an NQF level 8 course. The level 8 degree requires both a higher volume of learning and greater cognitive demand than the general bachelor's degree at level 7.

**NQF level 8 requires of the student the following:**

- a. Scope of knowledge, in respect of which a learner is able to demonstrate knowledge of and engagement in an area at the forefront of a field, discipline or practice; an understanding of the theories, research methodologies, methods and techniques relevant to the field, discipline or practice; and an understanding of how to apply such knowledge in a particular context.
- b. Knowledge literacy, in respect of which a learner is able to demonstrate the ability to interrogate multiple sources of knowledge in an area of specialisation and to evaluate knowledge and processes of knowledge production.
- c. Method and procedure, in respect of which a learner is able to demonstrate an understanding of the complexities and uncertainties of selecting, applying or transferring appropriate standard procedures, processes or techniques to unfamiliar problems in a specialised field, discipline or practice.
- d. Problem solving, in respect of which a learner is able to demonstrate the ability to use a range of specialised skills to identify, analyse and address complex or abstract problems drawing systematically on the body of knowledge and methods appropriate to a field, discipline or practice.
- e. Ethics and professional practice, in respect of which a learner is able to demonstrate the ability to identify and address ethical issues based on critical reflection on the

suitability of different ethical value systems to specific contexts.

- f. Accessing, processing and managing information, in respect of which a learner is able to demonstrate the ability to critically review information gathering, synthesis of data, evaluation and management processes in specialised contexts in order to develop creative responses to problems and issues.
- g. Producing and communicating information, in respect of which a learner is able to demonstrate the ability to present and communicate academic, professional or occupational ideas and texts effectively to a range of audiences, offering creative insights, rigorous interpretations and solutions to problems and issues appropriate to the context.
- h. Context and systems, in respect of which a learner is able to demonstrate the ability to operate effectively within a system, or manage a system based on an understanding of the roles and relationships between elements within the system.
- i. Management of learning, in respect of which a learner is able to demonstrate the ability to apply, in a self-critical manner, learning strategies which effectively address his or her professional and ongoing learning needs and the professional and ongoing learning needs of others.
- j. Accountability, in respect of which a learner is able to demonstrate the ability to take full responsibility for his or her work, decision-making and use of resources, and full accountability for the decisions and actions of others where appropriate.

These skills will be applied in the Administrative Law course. Further outcomes include:

### **Specific Outcomes**

**At the end of the course and after studying the prescribed materials the students should be able to do the following:**

- To critically explain different concepts and principles relating to administrative law and administrative justice in South Africa.
- To define administrative law and its purpose.
- To identify the sources of administrative law and to explain the development of administrative law in South Africa and other selected jurisdictions.
- To critically explain the meaning and content of the constitutional right to just administrative action.
- To critically explain the meaning and content of the right to just administrative action in terms of PAJA;
- Define judicial review and its purpose explain what judicial control over administrative action entails;
- Understand and apply the requirement of lawfulness to a set of facts.
- Understand and apply the requirement of reasonableness to a set of facts.
- Understand and apply the general principles of procedural fairness to a set of facts.
- Explain and understand the right to be given reasons for administrative action.
- Identify the appropriate procedure and remedies available to persons aggrieved by administrative action.
- To apply the rules and regulations on administrative law to a given hypothetical situation and evaluate the adequacy of the grounds for judicial review and suggest law reforms where necessary.

### **Critical Outcomes**

Apart from the knowledge and skills which relate specifically to Administrative law, the

following are the skills that are central to the study and practice of the law which this course intends to enhance, namely:-

- Ability to collect, understand and analyse information from various sources of information (cases, legislation and journal articles).
- To communicate effectively through class debates and presentations.
- The ability to explain in writing, the principles of law in legal and social contexts.
- To use technology for legal research (for example, Jutastat, typed assignments, internet searches and many more).



#### **4. TEACHING METHOD**

From the very beginning, it must be mentioned that the course will be critical and forward-looking. However, it will naturally involve a detailed discussion of the current law through contact hours, whether virtual or face-to-face. There will be two contact hours in a week during the period of face-to-face teaching, alternatively, students will be given a weekly lecture outline for the period of online teaching. This schedule will be made available to students on RUconnected. The lecturing method used will thus include a combination of formal lecturing, discussions, video and voice lectures, online and other interactions, depending on circumstances and the mode of lecturing.



#### **5. COURSE CONTENT and OUTLINE**

##### **TOPIC 1 INTRODUCTION – FOUNDING PRINCIPLES OF ADMINISTRATIVE LAW**

- Introduction
- Administrative law concepts
- The sources of administrative law
- Administrative powers

## **TOPIC 2      WHAT IS ADMINISTRATIVE ACTION?**

- The constitutional right to just administrative action
- Administrative action in terms of PAJA

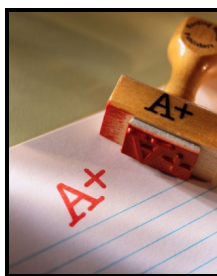
## **TOPIC 3      DUTIES AND FUNCTIONS OF THE ADMINISTRATOR**

- Procedural fairness affecting individuals – sec 3
- Procedural fairness affecting the public – sec 4
- Written reasons – sec 5

## **TOPIC 4      THE CONTROL OF ADMINISTRATIVE ACTION**

- Extra-judicial/judicial control
- Lawfulness
- Reasonableness
- Procedural fairness

## **TOPIC 5      PROCEDURES AND REMEDIES**



### **6. ASSESSMENT**

Administrative Law is a single course taught over a year. The class component of this course amounts to 50% of the final mark. One 3-hour paper will be written at the end of the year in November, which will account for the remaining 50% of the course mark. Students are assessed for the classwork component (50% of the final mark) based on different tasks. A variety of formative (not for marks) and summative (for marks) assessments (like assignments, quizzes, exercises, and other tasks) will be conducted online and face to face. Information will be communicated to students.

The classwork mark (50%) will consist of the following summative assessment components:

• One semester test (written in July/August)	Out of /30
• 1 assignment (first semester)	Out of /20
• 1 test (second semester)	Out of /20
• Short problem question (first semester)	Out of /15
• Short problem question (second semester)	Out of /15
<b>TOTAL</b>	100 (converted to a class mark out of 50)

In semester 1, you will do **5 exercises/quizzes** (not for marks) to revise your work.

The dates for the quizzes are indicated on the calendar and are as follows:

### **SEMESTER 1**

- Exercise/Quiz 1                      Wednesday 2 March
- Exercise/Quiz 2                      Wednesday 23 March
- Exercise/Quiz 3                      Wednesday 20 April
- Exercise/Quiz 4                      Wednesday 11 May
- Exercise/Quiz 5                      Wednesday 25 May

### **SEMESTER 2**

Dates will be confirmed in the 2nd semester schedule

#### **Tests**

A longer closed book (semester) test will be written in the first or 2<sup>nd</sup> week of semester 2 (in July). The test will count 30% towards the class component mark. A second (shorter) test will be written at the end of semester two. This test will count 20% towards the class component mark.

#### **Assignment**

There is one long assignment for this course during the first semester and the assignment will count 20% towards the class component mark. The topic will be discussed and handed out in class at the beginning of the semester. This will be an online assignment.

#### **Short problem questions**

Problem questions will be included in the course notes or handed out to students and will be based on problems and scenarios that students must prepare, flowing from the main themes addressed in the course. Every problem question will be discussed in class and feedback will be given. Students need to prepare one problem question per semester for summative (for marks) assessment. It will be formally assessed by the lecturer for marks and each problem question will count 10% towards the class component mark.

## **DUE DATES**

### **Short Assignment 1 (problem question)**

Friday 18 March 2022

17:00

### **Assignment 2 (long)**

Tuesday 3 May 2022

17:00

### **Semester Test 1**

Semester 2

Week 2 (to be confirmed)

### **Test 2**

Semester 2

The date will be confirmed in semester 2

### **Short Assignment 3 (problem question)**

Semester 2

The date will be confirmed in semester 2

## **COURSE OUTLINE**

### **1 INTRODUCTION – FOUNDING PRINCIPLES OF ADMINISTRATIVE LAW**

<b>Specific Outcomes</b> <b><u>Students are expected to be able to:</u></b>	<b>Assessment Criteria</b> <b><u>Students must:</u></b>
To critically explain different concepts and principles relating to administrative law and administrative justice in South Africa.	<ul style="list-style-type: none"><li>• Identify the foundational administrative law principles.</li><li>• Explain the implications and the role of these principles in the exercise and control of public power.</li><li>• Explain the influence of constitutional democracy and culture of human rights on our administrative law.</li></ul>
To define administrative law and its purpose.	<ul style="list-style-type: none"><li>• Analyse different definitions of administrative law.</li><li>• Determine the scope of administrative law.</li></ul>
To identify the sources of administrative law and to explain the development of administrative law in South Africa and other selected jurisdictions.	<ul style="list-style-type: none"><li>• Identify the relevant sources of administrative law.</li></ul>



Understand the requirements for the proper exercise of administrative powers and functions	<ul style="list-style-type: none"> <li>Explain the scope of administrative power with reference to express and tacit, discretionary, peremptory, original, delegated and executive powers.</li> </ul>
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**Assessment tasks:**

- Class discussion (formative assessment)
- Theory questions in the test (summative assessment)

## 2 WHAT IS ADMINISTRATIVE ACTION?

<b>Specific Outcomes</b> <b>Students are expected to be able to:</b>	<b>Assessment Criteria</b> <b>Students must:</b>
To critically explain the meaning and content of the constitutional right to just administrative action.	<ul style="list-style-type: none"> <li>Explain why it is important to distinguish administrative action from other actions of organs of state.</li> <li>Analyse different definitions of administrative action.</li> <li>Determine the scope and content of the definition with reference to the common law and relevant legislation.</li> <li>Apply and interpret the meaning of administrative action with reference to practical examples.</li> </ul>
To critically explain the meaning and content of the right to just administrative action in terms of PAJA.	<ul style="list-style-type: none"> <li>Explain the definition of administrative action in s 1 of PAJA, with reference to the following: <ul style="list-style-type: none"> <li>the exclusion of certain state action from the definition of s 1;</li> <li>definition an organ of state in terms of the common law approach and determine if a particular person/body qualifies as an organ of state in terms of this approach;</li> <li>the exercise of public power by an organ of state or a private body;</li> <li>the adverse effect of administrative action on rights;</li> <li>the qualification in the definition that administrative action must have direct external effect.</li> </ul> </li> </ul>
<b>Assessment tasks:</b> <ul style="list-style-type: none"> <li>Research component assessed in assignment 1 (summative assessment)</li> <li>Problem questions and scenarios for class discussion (formative and summative assessment)</li> <li>Problem questions assessed in the test and exam (summative assessment)</li> </ul>	

## 3 DUTIES AND FUNCTIONS OF THE ADMINISTRATOR

<b>Specific Outcomes</b> <b>Students are expected to be able to:</b>	<b>Assessment Criteria</b> <b>Students must:</b>
Understand and apply the general principles of procedural fairness to a set of facts. (with reference to section 3, 4 & 5 of PAJA)	<ul style="list-style-type: none"> <li>Briefly explain the general principle of procedural fairness as it was understood and applied at common law.</li> </ul>

	<ul style="list-style-type: none"> <li>• Briefly explain the protection of procedural fairness in the Constitution and PAJA.</li> <li>• Explain the content and meaning of the two essential elements of procedural fairness (the right to be heard and the rule against bias).</li> <li>• Briefly outline and explain the provisions dealing with procedural fairness in PAJA, with reference to the relationship between procedural fairness and the rules of natural justice.</li> <li>• Explain the doctrine of legitimate expectations and indicate with reference to case law how it operates and when it applies.</li> <li>• Distinguish between procedural fairness in respect of administrative action impacting on the rights of a person and administrative action impacting on the public.</li> <li>• Explain the test for bias as stated in PAJA.</li> </ul>
Explain and understand the right to be given reasons for administrative action.	<ul style="list-style-type: none"> <li>• Explain the importance of reasons for effective decision-making.</li> <li>• Briefly explain the common law position regarding reasons for administrative action</li> <li>• Explain the change introduced by the Constitution in this regard.</li> <li>• Explain the right to reasons for administrative action and indicate how it is provided for in PAJA.</li> <li>• Understand and apply the regulations for the right to reasons.</li> </ul>
<b>Assessment tasks:</b> <ul style="list-style-type: none"> <li>• Problem questions and scenarios for class discussion (formative and summative assessment)</li> <li>• Problem questions assessed in the test and exam (summative assessment)</li> </ul>	

#### 4 THE CONTROL OF ADMINISTRATIVE ACTION

<b>Specific Outcomes</b> <b><u>Students are expected to be able to:</u></b>	<b>Assessment Criteria</b> <b><u>Students must:</u></b>
To define judicial review and its purpose and explain what judicial control over administrative action entails.	<ul style="list-style-type: none"> <li>• Distinguish judicial review from appeal.</li> <li>• Explain how the tension between these two concepts can be resolved.</li> <li>• Critically explain the purpose of judicial review.</li> <li>• Briefly explain what control over administrative action entails and what form it can traditionally take.</li> <li>• Briefly explain the most important forms of legislative, administrative and judicial controls.</li> <li>• Identify the most important constitutional public bodies that exercise control over administrative action and briefly set out their functions.</li> </ul>

<b>Assessment tasks:</b> <ul style="list-style-type: none"> <li>• Theory and discussion questions in the test (summative assessment)</li> <li>• Class discussion (formative assessment)</li> </ul>	
Understand and apply the requirement of lawfulness to a set of facts.	<ul style="list-style-type: none"> <li>• Explain the general lawfulness requirement for administrative action as required by the Constitution.</li> <li>• Identify the most important provisions in PAJA that deal with lawfulness.</li> <li>• Explain the relevance of authority or authorisation for lawfulness of administrative action.</li> <li>• Briefly explain what delegation of authority entails and how it determines the lawfulness of administrative action.</li> <li>• Explain discretionary powers and how the exercise of such powers can determine the lawfulness of administrative action.</li> <li>• Describe the most important principles regarding compliance with prescribed conditions and procedures in taking administrative action.</li> </ul>
Understand and apply the requirement of reasonableness to a set of facts	<ul style="list-style-type: none"> <li>• Identify the common law approach to reasonableness as a ground of review for administrative action and indicate with reference to case law how it applied.</li> <li>• Briefly explain the reasonableness requirement for administrative action in the Constitution.</li> <li>• Analyse the reasonableness requirement for administrative action in the Constitution and indicate how it is applied in case law.</li> <li>• Explain the most important sections in PAJA dealing with reasonableness.</li> </ul>
<b>Assessment tasks:</b> <ul style="list-style-type: none"> <li>• Problem questions and scenarios for class discussion (formative and summative assessment)</li> <li>• Problem questions assessed in the test and exam (summative assessment)</li> </ul>	
Understand and apply the general principles of procedural fairness to a set of facts.	<ul style="list-style-type: none"> <li>• Briefly explain the general principle of procedural fairness as it was understood and applied at common law.</li> <li>• Briefly explain the protection of procedural fairness in the Constitution and PAJA.</li> <li>• Explain the content and meaning of the two essential elements of procedural fairness (the right to be heard and the rule against bias).</li> <li>• Briefly outline and explain the provisions dealing with procedural fairness in PAJA, with reference to the relationship between procedural fairness and the rules of natural justice.</li> <li>• Explain the test for bias as stated in PAJA.</li> </ul>

**Assessment tasks:**

- Problem questions and scenarios for class discussion (formative and summative assessment)
- Problem questions assessed in the test and exam (summative assessment)

**5 PROCEDURES AND REMEDIES**

<b>Specific Outcomes</b> <b><u>Students are expected to be able to:</u></b>	<b>Assessment Criteria</b> <b><u>Students must:</u></b>
Identify the appropriate procedure and remedies available to persons aggrieved by an administrative action.	<ul style="list-style-type: none"> <li>• Select and explain the appropriate procedures for bringing an application for judicial review.</li> <li>• Briefly indicate what remedies are available in judicial review proceedings.</li> <li>• Explain the timeframe for instituting judicial review proceedings.</li> <li>• Explain <i>locus standi</i> in relation to judicial review and indicate how the position was altered by the Constitution.</li> <li>• Explain the rule that internal remedies must be exhausted before judicial review of administrative action is sought and illustrate its application with reference to examples.</li> <li>• Explain what remedies are available in judicial review proceedings or other forms of judicial control over administrative action, what is required for each remedy and what relief can be obtained.</li> </ul>
To apply the rules and regulations on administrative law to a given hypothetical situation and evaluate the adequacy of the grounds for judicial review and suggest law reforms where necessary.	<ul style="list-style-type: none"> <li>• Identify and explain the appropriate principle, rule or regulation.</li> <li>• Critically analyse, evaluate and apply the principle or rule to the facts.</li> <li>• Describe each ground of review and analyse their adequacy.</li> <li>• Identify shortfalls and make suggestions for law reform where necessary.</li> </ul>
<b>Assessment tasks:</b> <ul style="list-style-type: none"> <li>• Problem questions and scenarios for class discussion (formative and summative assessment)</li> <li>• Problem questions assessed in the test and exam (summative assessment)</li> </ul>	

**7. RESOURCES**

To assist your preparation for lectures, a list of core readings is provided.

**Prescribed book:**

- A new 2021 e-book edition of the Oxford University Press book is available on the Library website:  
G. Quinot et al *Administrative Justice in South Africa: An Introduction Second Edition* (2021) Oxford University Press South Africa.

Sections from this new edition will be used. The e-book can be accessed through the Library by clicking on the link below:

[Administrative Justice](#)

You can also search for the book and click on the e-book version. You will be required to enter your library login details.

Sections will also be used from the various *Hoexter* books. This book is unfortunately not available as an e-book. Relevant sections will be made available to students.

Updates and recent cases will supplement this text and will be discussed in lectures

**Other texts:**

- Cora Hoexter, Glenn Penfold *Administrative Law in South Africa* 3<sup>rd</sup> edition (2021) Juta & Co
- Cora Hoexter *Administrative Law in South Africa* 2nd edition (2012) Juta & Co
- Yvonne Burns *Administrative Law* (2019) Fifth edition. Durban: LexisNexis SA. 2019.  
E-book available here:

[Administrative Law](#)

- Geo Quinot (ed) *Administrative Justice in South Africa An Introduction* (2015) Oxford University Press.
- Geo Quinot *Administrative Law Cases & Materials* (2008) Juta & Co.
- Yvonne Burns *Administrative Law* 4<sup>th</sup> edition (2013) LexisNexis Butterworths.
- Yvonne Burns & Margaret Beukes *Administrative Law under the 1996 Constitution* 3rd edition (2006) LexisNexis Butterworths.
- JR de Ville *Judicial Review of Administrative Action in South Africa* (2003) LexisNexis Butterworths.
- Iain Currie *The Promotion of Administrative Justice Act: A Commentary* (2<sup>nd</sup> edition 2007) SiberInk.
- C Plasket "The Fundamental Right to Just Administrative Action: Judicial Review of Administrative Action in a Democratic South Africa" (2002) *Unpublished PHD Thesis*.

## **8. CONTACT DETAILS**

Should you wish to contact the lecturer, Prof Helena van Coller, you may do so via e-mail:

[h.vancoller@ru.ac.za](mailto:h.vancoller@ru.ac.za)

***ENJOY THE COURSE!***

