



**environmental affairs**

Department:  
Environmental Affairs  
REPUBLIC OF SOUTH AFRICA

# CONCEPT DOCUMENT FOR THE 4<sup>TH</sup> WASTE MANAGEMENT OFFICERS'S KHORO

14-16 OCTOBER 2013

DURBAN, KWAZULU-NATAL

## **1. INTRODUCTION**

Waste management has since 2009, made a remarkable yet gradual policy shift with the introduction of the National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008) (hereinafter referred to as the NEMWA). The NEMWA serves as one of the catalysts aimed at fast tracking the implementation of integrated waste management systems as envisaged by the White Paper on Integrated Pollution and Waste Management of 2000 which emphasised the management of waste throughout its life cycle.

The NEMWA is being implemented through the National Waste Management Strategy (NWMS) which was approved by cabinet in 2011. Waste management in South Africa faces numerous challenges including the growing volumes of waste generated due to economic growth, population growth and the complexity of waste streams generated. Lack of sufficient recycling infrastructure, reclamation systems and insufficient funding mechanisms further add to the complexity of this composite challenge. Central to these challenges; is a need for continued coordination and sharing of resources amongst the three spheres of government as well as industry and civil society in order to make momentous changes in the waste management sector.

The NEMWA is mainly based on the waste management hierarchy approach and it prioritises waste avoidance, reuse, recycling, recovery of energy, treatment and safe disposal as a last resort. The Waste Information Baseline Study which was commissioned by the Department of Environmental Affairs (DEA) in 2011 showed that of the 108 million tons of waste generated in South Africa, only 10% was recycled. Approximately 97 million tons of waste was disposed at landfills. The figures, though encouraging, showed that there is still a lot of work to be done to minimise the generation of waste through incorporation innovative cleaner production technologies as well as divert waste to other waste management options other than disposal. This will require a collective effort from all stakeholders with government providing an enabling legislative environment and policy certainty. Government's key role is the provision of waste services and industry on the other hand have to provide the necessary investments as part of the producer responsibility principles provided for in the NEMWA. The general

public equally; have to play a central role by ensuring that they use resources sustainably and prevent the littering scourge which is facing our society, particularly large cities and townships.

## **2. OBJECTIVES OF THE WASTE MANAGEMENT OFFICERS' (WMOs) KHORO**

The Waste Khoro (conference in Venda) was officially launched in 2010 in Johannesburg by the then Minister of Water and Environmental Affairs. Since then, the Deputy Minister of Water and Environmental Affairs, Ms Rejoice Mabudafhasi hosted the Waste Khoro in Limpopo in 2011 and in East London in 2012. Central to the Waste Khoro is the support from political principals, the Mayors, MMCs, MECs, Portfolio Committee on Water and Environmental Affairs and other Members of Parliament who usually attend the conference to support the prioritisation of waste management as a central part of sustainable development.

The NEMWA makes provision for the designation of waste management officers at national, provincial and local government level, with an endeavour to coordinate waste management matters. The Waste Management Officer's Khoro is one of the established mechanisms to coordinate the efforts of WMOs. It is a platform for all WMOs, waste management practitioners and other related officials from the three spheres of government to share experiences and discuss challenges, possible solutions and opportunities with a goal of improving waste management in the country.

### **The main objectives of the conference are:**

- To set a scene for the effective implementation of the NEMWA by the three spheres of government
- To give update on the progress made so far in service delivery of waste management
- To exchange information on best practice between municipalities and provinces

- To discuss and agree on the dimension shift in promoting the waste management hierarchy approach
- To re-emphasise the role of government authorities when it comes to authorisation of waste activities and ensure consistency where applicable
- To create awareness on waste management
- To set a platform for the effective implementation of the NEMWA
- To coordinate waste management matters in general
- To ensure that waste management is at the top of government's service delivery agenda

### 3. OVERVIEW OF THE 3<sup>TH</sup> WASTE KHORO

The 3rd Waste Khoro was held from 8-9 October 2012 in East London, Eastern Cape province. The main theme was “**Creating Jobs and Increasing Efficiencies in the delivery of Waste Services**”. The emphasis was on ensuring that the limited resources allocated for waste management are utilised efficiently, and to ensure that job creation is mainstreamed in the collection, recycling, recovery and management of waste in general. The element of job creation could not be left out since job creation is top of government economic development programme. The 3rd Waste Khoro came out with actions which included the following:

- Strengthening of compliance at Local Government including update of by-laws
- Roll out of capacity building programme for Municipalities (Political principals, Officials and Chief Financial Officers) to be done by Provincial and National Departments
- Provincial Waste Forums to be strengthened, Municipalities must participate (including information and knowledge exchange amongst Municipalities)
- Municipalities must monitor and report expenditure on municipal waste services
- DEA train more municipalities on the tariff model
- Municipalities to strengthen revenue collection systems for waste services (use of the tariff model)

- Municipalities must promote community involvement by engaging various stakeholders to strengthen the recycling initiatives
- Municipalities must ensure the diversion of green waste for composting
- DEA, working with relevant partners, must initiate a comprehensive national awareness campaign (guidelines, messaging etc)
- Municipalities should make use the IWMP guidelines
- DEA and Provinces must develop an integrated reporting tool as part of the ( Integrated Development Plan (IDP) process, in line with the Waste Act
- DEA to roll out IWMP training on the IWMP web portal

The 4<sup>th</sup> Waste Khoro, will among other things, take stock of progress made in the implementation of the 2012 programme of action as well as recognise new areas as envisaged in the National Development Plan (NDP).

#### 4. OUTLOOK OF THE 4<sup>TH</sup> WASTE KHORO

The 4th Waste Khoro will take place over a period of 3 days from 14-16 October 2013 at the Olive Conference Centre in Durban, KwaZulu-Natal. The main theme is ***“Making the Management of Waste a Collective Effort”***. The discussions will be centralised around the implementation of the National Development Plan, the Outcome 10 service delivery agreements, and the NWMS which prioritises the development of clean and sustainable environments for all and most importantly, the participation of all citizens in development matters. Waste management is central to the improvement of the standard of living and has a potential to alleviate poverty through job creation opportunities which exist in waste collection, recycling and other forms of waste management in general.

The focus will also be on the collective effort and cooperation of all relevant public bodies, including amongst others the national treasury and the department of science and technology, to ensure that the targets set are met. The upcoming conference will also embrace the partnership with the Institute of Waste Management in Southern Africa (IWMSA) and the Landfill Interest Group (LIG) as part of their contribution to capacity building in waste management.

## 5. PLENARY DISCUSSION- DAY 1

The plenary session will feature provincial reports which will be presented by the provincial waste management officers. The afternoon session will focus on the implementation of the National Waste Management Strategy (NWMS) in a form of a panel discussion on the following topics:

1. **Waste research development and innovation roadmap** which will be led by the department of science and technology
2. **Public awareness** on waste management focusing on municipal programmes, funding and various models
3. **Planning** for waste management with emphasis on the importance of IWMPs and their implementation as well as linkages with the municipal IDP
4. National treasury will lead the discussions on **funding** and progress made by municipalities in the allocation and utilisation of funds for waste management.

## 6. COMMISSIONS (BREAKAWAY SESSIONS) – DAY 2

### 1. BEST PRACTICE: REGIONALISATION OF WASTE SERVICES

**Status quo:** Certain District Municipalities have initiated regional waste disposal sites and have agreements with Local Municipalities who are collecting waste and disposing at these sites.

#### **Challenges:**

- Local Municipalities do not have capacity to establish and operate waste disposal sites
- Lack of suitable land for waste disposal
- Institutional and legal impediments in dealing with mandate for waste management
- Unlicensed waste disposal sites

#### **Opportunities:**

- Cooperation of municipalities within District Municipalities to establish regional sites and have less number of landfill sites
- Cost savings in operational funds
- Minimise environmental impact associated with waste disposal by landfill
- Local municipalities to focus

	on extending services to unserved areas
<p><b>Discussion items:</b></p> <ul style="list-style-type: none"> <li>• What lessons can be learned from the Municipalities which have regional waste disposal sites</li> <li>• What is the new approach which can be adopted for bulk infrastructure development</li> <li>• What institutional and governance mechanism need to be in place for a successful regional waste disposal sites</li> <li>• What are the barriers and how can they be overcome</li> </ul>	

2. BEST PRACTICE: RECYCLING INITIATIVES	
<p><b>Status quo:</b> The National Waste Information baseline report 2012 indicated that only 10% of waste generated was recycled. The National Waste Management Strategy (NWMS) set waste minimisation and recycling as one of the eight strategic goals and has a target of 25% of waste to be diverted from landfill.</p>	
<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Lack of separation at source leading to contaminated recyclable materials</li> <li>• Lack of recycling infrastructure</li> <li>• Lack of coordination of recycling initiatives between government and the private sector</li> <li>• Working with informal collectors</li> <li>• Limited support for community driven initiatives</li> <li>• Transportation costs or remote areas</li> <li>• Financial sustainability of recycling programmes</li> </ul>	<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>• Job creation</li> <li>• Diversion of waste from landfill</li> <li>• Saving natural resources through recycling</li> <li>• Establishment of a recycling economy which can contribute to the creation of green jobs</li> <li>• SME development and Cooperatives</li> <li>• Extended producer responsibility by manufacturers</li> </ul>

<ul style="list-style-type: none"> <li>• Institutionalisation of recycling</li> </ul>	
<p><b>Discussion items:</b></p> <ul style="list-style-type: none"> <li>• Lessons learnt from municipalities which are supporting recycling initiatives</li> <li>• How to implement recycling initiatives in a manner that will incorporate informal waste reclaimers</li> <li>• Financial sustainability of recycling initiatives</li> <li>• What is required in terms of recycling infrastructure in the country and what can be done to fast-track investments in infrastructure</li> <li>• What are the barriers (institutional, policy or capacity)</li> </ul>	

### 3. BEST PRACTICE: WASTE COLLECTION

**Status quo:** It is estimated that about 40% of citizens do not receive regular waste collection services. Most of these areas are in rural areas, townships and informal settlements. The national policy for the provision of basic refuse removal services advocates for the provision of waste services to all citizens including the poor who cannot afford to pay for services.

<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Lack of capacity by Municipalities to extend services to unserved areas</li> <li>• Financing and prioritisation of waste as one of the basic services</li> <li>• Lack of planning for waste services</li> <li>• Technical expertise in vehicle selection and efficient collection mechanisms</li> <li>• Aging infrastructure and lack of maintenance</li> </ul>	<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>• Job creation through extension of waste services</li> <li>• SME development through community contracting and use of cooperatives</li> <li>• Technical training for waste managers on vehicle selection</li> </ul>
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<ul style="list-style-type: none"> <li>• Labour issues</li> </ul>	
<p><b>Discussion items:</b></p> <ul style="list-style-type: none"> <li>• What technical considerations should be taken when selecting appropriate vehicles for waste collection</li> <li>• What are the requirements for ensuring that spillages are minimised</li> <li>• Safety issues</li> <li>• Costing and maintenance of vehicles</li> <li>• What are the benefits of community contracting and use of cooperatives in waste collection</li> <li>• Labour intensive waste collection models and job creation</li> </ul>	

4. MANAGEMENT OF WASTE DISPOSAL SITE	
<p><b>Status quo:</b> The purpose of licensing of waste disposal sites is to ensure that specific conditions are set to warrant that the disposal is done in a manner that minimise impact on the environment. There are still waste disposal sites which are not licensed and continue to operate illegally. The waste sector plan, 2012 indicated the there is a backlog of 56.4% for general waste landfill sites and 46.8% for hazardous landfill sites, and the aim is to have 80% of disposal sites licenced by 2014 (Outcome 10 of government’s delivery agreement).</p>	
<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Unlicensed waste disposal sites</li> <li>• Waste disposal sites which are not operated in accordance with minimum requirements for waste disposal by landfill</li> <li>• Environmental impact such as water pollution through leachate and greenhouse gas (GHG) emissions from anaerobic decomposition of waste</li> </ul>	<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>• Support municipalities to license unlicensed sites</li> <li>• Investment in infrastructure through the use of funding mechanisms such as the Municipal Infrastructure Grant (MIG)</li> <li>• Training and capacity building for landfill operators to improve their skills</li> </ul>

<ul style="list-style-type: none"> <li>• Lack of infrastructure for extraction of landfill gas and leachate treatment</li> <li>• Lack of capacity at local government level</li> </ul>	<ul style="list-style-type: none"> <li>• Political buy-in to prioritise investment in waste management</li> <li>• Offset environmental impacts through proper management of landfill sites</li> </ul>
<p><b>Discussion items:</b></p> <ul style="list-style-type: none"> <li>• What are the aspects of the new licensing regime under the National Environmental Management: Waste Act, 2008</li> <li>• Licensing authorities and the associated List of waste management activities</li> <li>• What steps should be followed for effective landfill site operation</li> </ul>	

## 5. WASTE MANAGEMENT REGULATIONS (LEGISLATIVE UPDATE)

**Status quo:** The NEMWA came into effect on 1 July 2009 and was followed by the promulgation of several Regulations and Norms and Standards. There is a need to update stakeholders on new legislative requirements to ensure compliance.

<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Municipalities not following the new developments on legislation</li> <li>• Lack of compliance by public bodies</li> <li>• Interpretation challenges</li> <li>• Municipalities not updating their waste by laws to align with the new legislative regime</li> </ul>	<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>• Information sharing on the new waste classification regulations and requirements for municipalities</li> <li>• Information sharing on waste information regulations and reporting requirements for municipalities</li> <li>• Information on the domestic waste collection standards</li> <li>• Share information on the development or review of</li> </ul>
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	municipal by laws <ul style="list-style-type: none"> <li>• Update municipalities on legislative tools still under development</li> </ul>
<p><b>Discussion items:</b></p> <ul style="list-style-type: none"> <li>• Waste classification and management regulations</li> <li>• Waste information regulations</li> <li>• Domestic waste collection standards</li> <li>• Municipal by laws and alignment with the NEMWA</li> </ul>	

6. WASTE TO ENERGY	
<p><b>Status quo:</b> The National Climate Change Response Policy advocates for the establishment of near term flagship programmes, one of which is the waste management flagship programme. The Department has selected waste to energy as a focus area for mitigation. There are other areas within the waste management sector where mitigation opportunities exist.</p>	
<p><b>Challenges:</b></p> <ul style="list-style-type: none"> <li>• Lack of coordination of waste to energy programmes and projects</li> <li>• Funding and support</li> <li>• A need for clean energy in the country</li> <li>• Air quality issues where standards and legislative requirements are not adhered to</li> </ul>	<p><b>Opportunities:</b></p> <ul style="list-style-type: none"> <li>• Climate change mitigation</li> <li>• Utilisation of waste to generate energy as a form of diversion of waste from landfill</li> <li>• Saving landfill airspace</li> <li>• Job creation and SME development</li> <li>• Clean energy</li> </ul>
<p><b>Discussion items:</b></p> <ul style="list-style-type: none"> <li>• What technologies are feasible in South African conditions</li> <li>• What lessons can be learned from Municipalities which have implemented W2E projects</li> </ul>	

- What capital investment is required for establishment of such programmes
- What are the challenges and barrier in the establishment of W2E
- Technology, research and development
- What are the mitigation opportunities in W2E particularly focusing on municipal solid waste

## **7. CONCLUDING REMARKS**

The 4<sup>th</sup> Waste Khoro provides yet another opportunity for the three spheres of government to discuss thought provoking strategies and opportunities which exist in the waste sector. The emphasis will be on the implementation of the NEMWA, the NDP, the Outcome 10 Service delivery agreement as well as the NWMS. Central to the engagement will be the collective effort and coordination which is required in the three spheres of government in order to have meaningful impact and tangible service delivery.