



**REPORT TO THE CHAIRPERSON :
UTILITY SERVICES PORTFOLIO COMMITTEE**

1 ITEM NUMBER : UTS 12/03/07

**2 SUBJECT
SOLID WASTE MANAGEMENT DEPARTMENT SECTOR PLAN FOR
INTEGRATED WASTE MANAGEMENT AND SERVICE DELIVERY IN CAPE
TOWN**

**2 ISIHLOKO
ISICWANGCISO SECANDELO LESEBE ELIJONGENE NOLAWULO
LWENKUNKUMA EPHATHEKAYO KULUNGISELELWA ULAWULO
OLUHLANGANISIWEYO LWENKUNKUMA NONIKEZELO NGEENKONZO
EKAPA**

**2 ONDERWERP
DEPARTEMENT VASTE AFVAL: SEKTORPLAN VIR GEÏNTEGREERDE
AFVALBESTUUR EN DIENSLEWERING IN KAAPSTAD**

3 PURPOSE

The aim of the report is to present the amended Sector Plan of the Solid Waste Management Department, to the Utility Services Portfolio Committee for consideration prior to it becoming part of the new IDP.

4 STRATEGIC INTENT

- *Equitable and Effective Service Delivery*
- *Sustainable Development*

The Solid Waste Management Dept's Integrated Waste Management (IWM) and Service Delivery Sector Plan for the management and minimisation of waste in Cape Town forms the basis of strategic, financial and operational planning. Planned activities and projects are set out in the Council's detailed IWM Plan. The plan is preventative and proactive in intent to improve the quality of living and to reduce environmental, social and economic impact, and is aimed at supporting sustainable development.

**5 FOR DECISION BY PORTFOLIO COMMITTEE (Delegation 8, Part 2, p.37,
7 December 2006)**

6 EXECUTIVE SUMMARY

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The Solid Waste Management Dept's Integrated Waste Management (IWM) Sector Plan and the detailed IWM Plan are reviewed and amended every year in line with statutory performance management requirements. The content of the IWM and Service Delivery Sector Plan for Cape Town is described in **Annexure A**. The Sector Plan summarises the IWM Plan, which aligns waste management and waste minimisation activities in Cape Town with national, provincial and Council priorities.

This review is the first after the IWM Policy and Plan were formally adopted by Mayco last year (MC 08/05/06). The review is also done in anticipation of the annual statutory reporting by the Council on progress regarding the implementation the IWM Plan. The amendments resulting from the review process also have to be considered by the Utility Services Portfolio Committee in preparation for the sector plan being incorporated as part of the IDP for adoption by the Council.

The Sector Plan is one of the key informants to fulfill the Council's obligation to report to the provincial Dept of Environment and Development Planning (DEA&DP) on waste management activities in the municipal area. The annual report must reflect the availability of infrastructure, the delivery of basic waste management services and the progress towards the minimisation of waste. To enable this report to be submitted as well as for the Sector Plan to be incorporated in the IDP, the IWM and Service Delivery Sector Plan is tabled for the Portfolio Committee's consideration.

7 RECOMMENDATIONS

- a) Recommended that the Utility Services Portfolio Committee consider the Integrated Waste Management and Service Delivery Sector Plan of the Solid Waste Management Department.
- b) Recommended that the Utility Services Portfolio Committee supports the plan for incorporation into the Council's IDP for 2007/08.

7 IZINDULULO

- a) Kundululwa ukuba iKomiti yeMicimbi yeSebe leeNkonzo eziluNcedo mayiqwalasele iSicwangciso seCandelo loLawulo lweNkunkuma neloNikezelo ngeeNkonzo esiHlanganisiweyo seSebe elijongene noLawulo lweNkunkuma ePhathekayo.
- b) Kundululwa ukuba iKomiti yeMicimbi yeSebe leeNkonzo eziluNcedo mayisixhase isicwangciso sokubandakanywa kweli sebe kwiSicwangciso soPhuhliso esiHlanganisiweyo seBhunga kunyaka-mali ka-2007/08.

7 AANBEVELINGS

- a) Aanbeveel dat die portefeuljekomitee oor nutsdienste oorweging skenk aan die departement vaste afval se sektorplan vir geïntegreerde afvalbestuur en dienslewering.
- b) Aanbeveel dat die portefeuljekomitee oor nutsdienste steun verleen aan die plan vir inkorporering in die Raad se GOP vir 2007/08.

8 DISCUSSION/CONTENTS

8.1 Constitutional and Policy Implications

The waste management functions of cleaning, collection and disposal are a Constitution, Schedule 5B municipal competency. The Council's Integrated Waste Management (IWM) Policy that introduces waste minimisation, was generated to comply with DEAT national waste management policy requirements as contained in the *White Paper on Integrated Pollution and Waste Management for South Africa*.

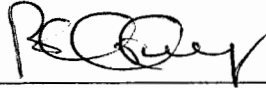
8.2 Legal Implications

The IWM Policy and Plan were developed in accordance with the Municipal Systems Act, S.11(3) requirement for a Council to develop and adopt policies and plans. Both the IWM Policy and Plan were adopted on 17 May 2006 (MC08/05/06), when it was resolved to incorporate the Plan and Sector Plan as part of the 2006/07 IDP. As such, both must be reviewed and amended per MSA requirements to ensure service delivery by the Council. Future legislation (currently the *Draft National Environmental Management Act: Waste Management Bill*) will enact the national waste management policy requirements.

ANNEXURES

ANNEXURE A: Solid Waste Management Dept Integrated Waste Management and Service Delivery Sector Plan

FOR FURTHER DETAILS CONTACT :



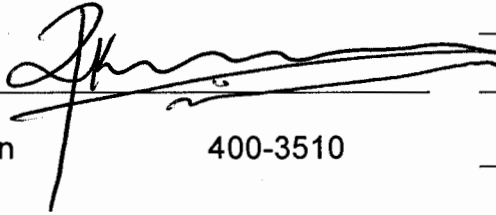
Comment:

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27/02/2007



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DIRECTOR : LEGAL COMPLIANCE

LEGALLY COMPLIANT

NON-COMPLIANT

DATE

28/02/2007

COMMENT

ANNEXURE A: Solid Waste Management Dept Integrated Waste Management and Service Delivery Sector Plan

Solid Waste Management Sector

The Council's Solid Waste Management (SWM) Department is one of the providers of waste management services in the Cape Town municipal area of approx 2 400 km² and approx 3.2 million people (2005 estimate). SWM is the Dept delegated by Council to ensure that such municipal services are provided as required per the SA Constitution, Schedule 5B. The SWM Dept is thus the regulator of waste management activities at a municipal level in Cape Town. The Dept's services and those of external service providers have to be aligned and transformed in accordance with the statutory reforms related to the National Waste Management Strategy based on Integrated Waste Management (IWM). This requires additional services over and above the present Constitutional obligations that require municipalities to ensure cleaning/cleansing, collection and disposal services. Tariff information for the Council's services is contained in the Council's Tariff Schedule.

IWM in Cape Town is guided by the Council's IWM policy and executed via a statutory, detailed IWM plan that is part of the Integrated Development Plan (IDP). Principles and information about the management of waste, service standards and levels, and services provided by the Council are also contained in the IWM policy. The overarching policy objectives are aimed at minimizing waste being produced that is currently disposed at landfill sites or is illegally dumped, to conserve resources and the environment, to ensure basic waste management services, as well as reduce human and environmental health, and socio-economic impacts.

Waste minimisation should be measured by the quantity of waste actually landfilled versus the quantity that is successfully diverted from landfills (i.e. the saving on landfill airspace). The challenge is to continually improve residents' access to basic waste collection services despite the challenges of a growing city and a limited budget. This is measured by the number of residents with access to these services. City cleanliness is highly visual, and is measured by means of a photometric index that measures littering qualitatively, which could be augmented by the quantum of illegal dumping.

The waste management objectives and outcomes have to be achieved concurrently and integrated through various joint initiatives with residents, commerce and industry. To give effect to sustainable integrated waste management services, and to regulate such activities, the Council's Service Authority role must be enabled via a new Council by-law that will be promulgated soon. This will conclude the municipal law reform for waste management that was needed as a consequence of municipal restructuring.

For waste management, the most important tasks at hand relate to replacing almost-redundant infrastructure (full landfills) by creating new infrastructure that will accommodate expected population and economic growth, to improve access to basic services in poor areas, and to create waste minimisation and capital infrastructure partnerships that will lead to initiatives for reducing the amount of waste and the

Council's capital expenditure requirements. The waste minimisation strategy is based on various initiatives that are dependent on partnerships with external entities engaged in manufacturing, production and recycling activities. Many of these initiatives have good potential for the creation of a sustainable recycling industry that will lead to further job creation in support of local economic growth targets.

Vision for Waste Management in Cape Town

The long-term vision for the Cape Town waste management sector is to improve access to basic services for residents to as close as possible to 100% within the limitations of available funds and unplanned growth, to develop multiple integrated initiatives that will reduce waste and the associated impacts substantially, to improve the income generated by the Council's waste services, to optimise the utilisation of the Council's resources and capital, and to generate other sources of funding through Public-Private Partnerships within the Cape Town municipal area.

National/Provincial Legislative Requirements

The SA Constitution, Schedule 5B requires municipalities to provide cleaning/ cleansing, waste collection and disposal services and infrastructure. The *National Environmental Management: Draft Waste Management Bill* (published for comment in Dec 2006), will ultimately become the framework legislation for the regulation of waste management activities in South Africa. The National Waste Management Strategy, and the White Paper on Integrated Pollution and Waste Management for South Africa (informed by the statutory principles affecting environmental management and conservation), are the national policy and regulatory documents that define how to achieve an integrated waste management approach, focusing on waste minimisation and service delivery.

The Local Government Municipal Systems Act, S.11 requires a Council to formulate policies. In terms of the national regulator's (Dept of Environmental Affairs and Tourism (DEAT)) policy, a municipality must formulate an IWM Plan as a means of minimizing waste disposal, providing services, preserving and extending the use of landfill sites and protecting the health and the environment. The most important legislative requirements for these objectives are contained in the following statutes and national policies:

1. The SA Constitution (S.24: Right to a safe and healthy environment);
2. The National Environmental Management Act (Act 107 of 1998) (NEMA);
3. The Environment Conservation Act (ECA) (Act 73 of 1989, amended – relevant sections not repealed yet);
4. White Paper on Integrated Pollution and Waste Management for South Africa (Government Gazette 20978, 17 March 2000) – DEAT national waste management policy;
5. National Waste Management Strategy (DEAT, 1999);
6. The National Water Act (Act 36 of 1998);

7. The Hazardous Substances Act (Act 15 of 1973) & Regulations;
8. The National Health Act (Act 63 of 1977);
9. The Occupational Health and Safety Act (Act 85 of 1993) and Regulations;
10. The Road Traffic Act (Act 29 of 1989);
11. The Local Government Municipal Systems Act (Act 32 of 2000);
12. The Local Government Municipal Structures Act (Act 117 of 1998);
13. The Local Government Municipal Finance Management Act (Act 56 of 2003);
14. Local Agenda 21 (Sustainable Development principles at a local government level – SA is a signatory to the UN's Agenda 21).

Current Status

Council's IWM Policy, which underpins the IWM Plan with the overarching aim of striving towards the 2001 Polokwane Declaration's "zero waste to landfill" goal by 2022, was completed and adopted by Mayco in 2006/2007 (MC08/05/06). A statutory IWM Plan was adopted as part of the IDP in 2006/07, has been reviewed and updated, and forms part of the new 5-year term-of-office IDP. It aligns waste management activities in Cape Town with national, provincial and Council priorities.

Council's IWM by-law for the regulation of waste management activities within the City's jurisdiction is currently being drafted as part of the required institutional framework for waste management. The DEAT has submitted a Draft Bill for Waste Management to Parliament for public comment. It is anticipated that further alignment in the waste management sector will be required once the Act has been promulgated.

Major Achievements of a Strategic Nature (Dec 2000 to Jan 2007)

- Mayco adopted IWM Policy and IWM Plan as part of 2006/07 IDP (MC08/05/06).
- Standardisation of services across Metro by e.g.:
 - Once a week refuse collection throughout the year implemented for all areas
 - Agreed standard compactor vehicle crew size: Driver plus 4 workers.
 - Implementation of a community-based integrated area cleaning and collection system in informal areas that service approx 1/3 of the city's population.
 - Equitable garden refuse collection options and twenty community Drop Off sites successfully implemented across the City, each with an average captive area with a 7 km radius.
 - Ongoing phasing out of skip services - only provided as an initial emergency measure where new settlements are established.
 - Containerisation plan of all formal households, with ongoing repairs and replacement plan implemented in 2005/06.
- The City was awarded the cleanest metropolitan municipality award in 2003, and came second in 2005 in the biennial SA National competition.

- Tariff convergence - acceptance of a new tariff structure with effect from 1st July 2002, duly amended every year since then. The uniform tariff structure defines the cost of a fully tariff-funded collections service according to affordability criteria and service rebates. Further amendments will be aimed at discouraging the disposal of certain waste types as part of the waste minimisation strategy.
- Successful implementation of a top management structure for SWM that finalises the transformation from seven Administrations' management structures as one.
- Completion of the EIA for the Regional Landfill site in January 2007 (two candidate sites identified in the far northern area) – the selection of a site is pending the provincial environmental department's Record of Decision.
- Completion of Swartklip Transfer Station at the landfill, strategically located close to high-density communities.
- Initiating the closure and rehabilitation of Brackenfell and Faure landfills.
- Successful applications to Western Cape Dept of Environment and Development Planning for extensions of Bellville South and Coastal Park landfill sites.
- Free-of-charge disposal at landfills of builder's rubble (approx 900 000 tonnes).
- Successful diversion from landfill and chipping and composting of most of the City's garden waste (current est. airspace saving approx 637 000 m³ per annum).
- Commencement of two pilot projects for the diversion, crushing and recycling/reuse of demolition waste.
- Implementation of a dual bag collection pilot project in the South Peninsula area aimed at supporting the diversion of recyclable waste.
- Developing a recycling and safe disposal program for Compact Fluorescent Lamps in conjunction with Eskom, the lighting industry and other role players.
- Continued successes with the Waste Wise campaign - Festive Season campaign commended by the public media and political leadership.
- Establishment of a Waste Exchange Website and an Information Centre at the Civic Centre in the Cape Town CBD.
- Council approval for the establishment of an Internal Business Unit.
- Providing comment and input on the National Environmental Management: Draft Waste Management Bill prior to submission to Parliament and publication for comment.

Key Strategic Issues and Challenges

- The reduction of Basic Service backlogs (residential waste collection) and application of available funds are impacted by unplanned population growth;
- Waste management infrastructure creation and funding are inadequate to prevent health and environmental degradation, due to the projected growth in the city, and the infrastructure condition, availability and age.
- The future replacement or the establishment of additional infrastructure will be hampered by the inadequate income generated from tariff or rates provisions.

- External funding is required for the onerous financial implications needed for the implementation of various waste minimisation initiatives per the IWM Plan.
- The finalisation of an organisational structure and the appointment of all levels of management and supervisors is needed to reduce skills shortages and instill the required discipline to improve service delivery and levels of income.
- Streamlining of HR policies is required to allow shift work to utilise staff, equipment and infrastructure where service needs require this.
- Implementation and roll-out of the IWM Plan.
- The implementation and roll-out of the IWM Plan to increase waste minimisation efforts and reduce associated impacts is not a municipal function per se, and will require cooperation from all persons and businesses, and the development of strategic partnerships with the industry.
- Municipal Systems Act S.78 investigation and decisions regarding community partnerships and Public-Private Partnerships as alternate service mechanisms to aid job creation, local economic and SMME development, and to alleviate poverty, whilst improving general cleanliness conditions in the city.

Critical Success Factors

- a. Adequate capacity for service delivery in terms of staffing, resource allocation, expenditure and procurement approvals;
- b. Adjustment to tariffs for service provided to ensure that capital and operating requirements can be funded sustainably;
- c. Timely and successful completion and adjudication of tenders;
- d. Public private partnerships or alternate funding mechanisms to provide for growing capital and operational waste management needs.
- e. Legislation that can be used to enforce waste minimisation initiatives needed to meet policy and national targets.
- f. Dedicated capacity to enforce waste management laws and by-laws linked to environmental conditions and waste control.

Strategy of the City of Cape Town's Solid Waste Management Dept for Integrated Waste Management and Service Delivery

The SWM Dept provides services to residential and public areas, as well to parts of commerce, whilst the private sector services the industrial sector and sectors with special (hazardous) waste needs. The Council derives income for routine service provision by billing for services per its Tariff schedule. The city's population size is approx 3.2 million people and current growth averages approx 2% p.a. Without waste minimisation, the projected growth in waste is approx 7% p.a., which is higher than expected net population growth. Minimising waste and public partnerships become key strategic focuses in the medium to long-term, otherwise the city will experience rapid environmental and health degradation and services will become unstable.

A number of key industries and business sectors have a presence and should feature prominently in terms of a city-wide recycling strategy that could link with and support provincial and national initiatives. Currently the Council's waste management

services and infrastructure include refuse collection with a dedicated fleet, area cleaning and cleansing, transfer stations, a material recovery facility and landfills for waste disposal, and community drop-off facilities used for the recovery of recyclable materials. A twenty-year infrastructure replacement and development plan has been compiled, based on projected growth and development in the city.

Cape Town currently reduces waste to landfill by approx 14% through various mechanisms that include the composting of garden greens, the crushing and reuse of builder's rubble, and diverting glass, some plastics and cans from landfill. The target for 2011/12 is set at 16.5%, taking into account the complexities added through population growth and economic development, and extraneous factors such as the ambitious aim of Cape Town Tourism to grow tourist numbers from approx 1.7 million to 3 million people over the same period.

Changes in the waste management sector are highly dependent on the introduction of new mechanisms that will make recycling and waste minimisation a sustainable reality. Success will further depend on a combination of regulatory instruments, financial incentives and disincentives, and the active participation and education of consumers, producers and waste management service providers. The establishment of a sustainable recycling sector within the waste management sector presents a viable economic opportunity that will create additional jobs. In this respect, the creation of partnerships with the private sector and other role players is a key strategy, since recycling occurs during manufacturing and production. Basic premises are that agreements between spheres of government and the private sector will be concluded soon, and that legislation will be promulgated to support and drive waste minimisation.

Compared with similar experiences in countries such as New Zealand (a pioneer in waste minimisation implementation since 1995), it is likely to take between five to ten years to establish a sustainable recycling sector as an integral part of the local economy. The SWM Dept has developed an overarching long-term integrated waste management strategy with key sub-strategies, contained in detail in the IWM Plan, which is the implementation vehicle for the Council's IWM Policy. The various sub-strategies aim to turn the traditional waste management and service delivery approach around to achieve the overall aim of minimising waste and associated impacts on the socio-economic and environmental fabric of the city. The strategies/ plans that make up the overarching Integrated Waste Management Strategy are summarised below, and provide an overview of various goals and objectives.

- 1) **Service Authority Strategy:** Institute measures that will enable the Council's waste management Service Authority roles and responsibilities when engaging alternate service provision mechanisms.
- 2) **Intergovernmental Strategy:** Clarify roles and responsibilities and lobby for increased funding for integrated waste management.
- 3) **Municipal Area Waste Regulator Strategy:** Institute measures that will enable the Council's waste management regulatory roles and responsibilities.
- 4) **Labour Utilisation Strategy:** Create an acceptable, flexible staffing arrangement at strategic infrastructure that will improve asset utilisation and reduce illegal dumping.

- 5) **Service Delivery Strategy:** Improve service levels to ensure equitable, effective and affordable services, focusing on containerisation (wheelie bins) in all formal residential areas where geography does not constrain this, and an integrated collection and area cleaning service for all informal settlements.
- 6) **Recycling And Waste Minimisation Strategy:** Develop strategic Public-Private Partnerships specifically aimed at developing sustainable materials recovery and recycling industries that will add value to the economic growth objectives of the city and the region as well as minimise green house gasses (GHG's).
- 7) **Lobbying Strategy:** Lobby the relevant legislators for the necessary changes that must enable EPR, CP&SC, materials recovery and recycling.
- 8) **Stakeholder Communication, Education And Awareness Strategy:** Improve stakeholder attitudes and participation as a base for recycling, and educate people regarding best practical options.
- 9) **Service Growth Strategy:** Institute community-based service provision to stimulate job growth, and generate private sector contracts in growth areas that are not possible to service via with the Council's current resources.
- 10) **Law Enforcement Strategy:** Generate an IWM by-law and ensure sufficient capacity is available to enforce the Council's waste management by-laws and national and provincial statutes applicable related to waste management.
- 11) **Revenue Strategy:** Implement contracts, monitoring and reporting measures, combined with billing and debt collection initiatives to improve cost recovery and revenue completeness.
- 12) **Funding Strategy:** Procure non-government funds and earmark revenue generated through the Council's waste management activities to improve SWM sustainability and minimise future tariff increases.
- 13) **Fixed Asset Strategy:** Create the necessary bulk infrastructure (regional landfill site, transfer stations, community drop-offs) on a planned, informed basis to prevent a waste management crisis.
- 14) **Mobile Asset Strategy:** Improve the Council's fleet age either through capital procurement and by a repair and maintenance programme, or more likely, augment through a full-maintenance leasing (FML) programme.
- 15) **Management Information Strategy:** Develop and implement systems, technology and procedures that will produce specific information on waste, resources and assets for improved decision-making, billing and revenue generation, integrated waste management planning and statutory reporting.
- 16) **Performance Management Strategy:** implement systems and manage and improve the Council's personnel and waste management service delivery performance, as well as the waste management sector performance.

Strategic Programmes Goals & Objectives with Key Deliverables/ Outcomes

The summary of strategic programmes, projects and initiatives for waste minimisation and service delivery is set out below. The activity details contained in the IWM Plan, are being updated accordingly for the period starting 2007/08. The aim of the SWM Dept is to ensure the long-term sustainability regarding effective, efficient and economical waste management service delivery for the city's residents, and to



regulate waste management activities across the waste spectrum in the City of Cape Town.

- a. Minimise waste to landfill, improve access to basic waste management services, complete an IWM By-law for promulgation and implementation, and implement a Waste Information System.
- b. Key projects and initiatives:
 - i. Construct and commission a new Northern region landfill site to provide landfill airspace for closed landfills by 2011/12;
 - ii. Establish 3 new transfer stations:
 1. Oostenberg project starts 2007/08 (three years till commissioning);
 2. Tygerberg, commences 2008/09 (three years till commissioning);
 3. Helderberg commences 2009/10 (three years till commissioning).
 - iii. Roll-out of mini-MRF's (material recovery facilities).
 - iv. Establish an alternative-technology disposal facility by 2008/09.
 - v. Implement contract services via community-based organisations for integrated area cleaning and waste collection in informal areas by 2007/08.
 - vi. Implement contract services for sandy areas clean-up programmes in disadvantaged communities via community-based organisations by 2008/09.
 - vii. Establish a split-bag collection system, roll-out to start 2007/08.
 - viii. Roll-out education and awareness programmes regarding waste management and waste minimisation (continuation of previous programmes).
 - ix. Institute aggressive waste management, minimisation and re-use of builders' rubble by facilitating the establishment of rubble crushing plants, and implementing by-law enforcement and tariffs.
 - x. Realign depots, staff and implement flexible working hours to achieve improved service efficiencies, to provide an equitable and predictable service, and to improve asset utilisation, access and use by the public.
 - xi. Rehabilitate landfill sites (ongoing).
 - xii. Establish a preventative asset maintenance programme for SWM fixed and movable assets, plant, equipment, infrastructure and superstructure.

Resources to be used to achieve planned Outcomes (next MTREF period)

Resources required	2007/08	2008/09	2009/10
Capex ¹	R163 100 00	R198 000 000	R223 950 000
Opex ¹	R1 147 015 309	R1 205 513 090	R1 266 994 257
Staff ²	2 753	n/a	n/a

¹ Financial figures per 2007/08 draft budget estimates (unapproved, not finalised) at 5.1% parameter growth, which may change due to future Council resolutions.

² Figure reflects actual staff complement as at February 2007, and do not include critical vacancies or scarce skills shortages needed for service delivery.

Key Performance Indicators, with benchmarks

The KPI's are contained in the SDBIP's that are still to be finalised as part of the next three-year MTREF period and 5-year term-of-office IDP starting 2007/08. The achievement and measuring of targets are in line with Service Delivery Business Implementation Plans (SDBIP's), and are reflected at the high level as follows:

1. Demand Management plan (waste minimisation): Improve landfill airspace savings from 14% to 16.5% by 2011/12;
2. Increase basic service access to 99% (impacted by city economic, planned and unplanned population growth);
3. Area cleanliness (as measured per a photometric index) to be increased to 67 on the photometric index (as benchmarked in the IWM Policy).
4. Implement capital projects per the approved schedule for three-year MTREF period starting 2007/08;
5. Promulgate a new City of Cape Town IWM By-law by end-2007 to align waste management law enforcement with national imperatives and repeal all previous by-laws (SWM Dept's contribution to the Council's law reform);
6. Implement a Waste Information System by end-2007 (dependent on finalisation of the Western Cape Province Dept of Environment and Development Planning and the national Dept of Environment and Tourism's system roll-out).