



DATE:

19 AUGUST 2024

REPORT TO: PORTFOLIO COMMITTEE FOR URBAN WASTE MANAGEMENT

1. ITEM NUMBER UWM 20/09/24**2. SUBJECT**

SUPPORT TO PROCEED WITH A PUBLIC PARTICIPATION PROCESS TO OBTAIN COMMENTS ON THE DRAFT WASTE STRATEGY FOR CAPE TOWN

2. ONDERWERP

STEUN OM VOORT TE GAAN MET 'N OPENBAREDEELNAMEPROSES OM KOMMENTAAR OOR DIE KONSEPAFVALSTRATEGIE VIR KAAPSTAD TE VERKRY

2. ISIHLOKO

INKXASO YOKUQHUBEKA NENKQUBO ENGENTATHONXAXHEBA YOLUNTU UKUZE KUFUMANEKE IZIMVO NGOKUJOLISWE KWISICWANGCISOBUCHULE ESILUYILO SASEKAPA ESIMALUNGA NENKUNKUMA

R0739

3. DELEGATED AUTHORITY

In terms of delegation:

PART 7: SECTION 79 "PORTFOLIO" COMMITTEES:

(15) To have oversight with respect to public participation in the development of policies, by-laws, legislation and the budget.

This report is for DECISION AND FOR NOTING BY

- Committee name** : Urban Waste Management
- The Executive Mayor together with the Mayoral Committee (MAYCO)

Making progress possible. Together.

Council

4. DISCUSSION

The City of Cape Town (City) faces significant challenges in managing waste due to rapid urbanisation, population growth, and increasing consumption patterns. The Waste Strategy aims to address these challenges through a comprehensive approach that aligns with national and provincial waste management goals. The vision for Cape Town is to deliver a clean city for all, where residents and businesses have access to quality, sustainable, and affordable waste services.

Purpose of the Strategy

The strategy aims to achieve the following:

1. **Coordination:**

- To effectively coordinate UWM operations and services, given the staff compliment (of about 3 300 personnel) and budget.
- To ensure that capital spending and budgeting are aligned to broader strategic objectives and long terms goals to improve sustainability.
- To guide coordination and partnerships with other City departments, external role players and service providers. To ensure the best service composition and adaptability to reduce risk and improve service continuation in various circumstances.

2. **Consolidation:** To consolidate various actions and plans into one guiding document, with responsibilities broken down into a departmental level, to ensure that actions are not overlooked or forgotten.

3. **Common goal:** To create a shared vision for urban waste in Cape Town and to change the way waste is viewed by the City, residents and business by highlighting

Making progress possible. Together.

the opportunities of waste and the positive social and economic benefits of viewing and treating waste differently.

The strategy looks at the current challenges experienced in waste service delivery, minimisation and expanding services. It looks at the risks the influence the operating model and addresses the risks and challenges through three broad commitments:

1. **Optimise Existing Services:**

“Optimising Existing Services” speaks to improving efficiencies within the existing service offering.

2. **Minimise Waste to Landfill**

“Minimising Waste to Landfill” speaks to making waste reduction easy and part of the culture of Cape Town. Noting the increased roll out of waste minimisation services, this will require additional budget and staff within this branch, over time.

3. **Maximise Basket of Service Offering**

“Maximising Basket of Service Offering” speaks to expanding services through tailoring, localisation and partnering, with the intention of drawing in additional actors to support this.

The Strategy outlines specific actions under each pillar, with clear roles, responsibilities, and timeframes. It emphasises the need for data-driven decision-making, technological advancements, and effective partnerships to enhance waste management. Monitoring and evaluation mechanisms are established to track progress and ensure accountability.

PROPOSED PUBLIC PARTICIPATION METHODS

After consultations with the public participation unit, and media liaison unit, a 30-day period is considered appropriate and the following public participation methods are proposed:

- newspaper adverts in the Weekend Argus and Die Burger;

Making progress possible. Together.

- newspaper adverts in the 9 major community newspapers;
- a report to all Sub Councils to inform of the process;
- e-mail and SMS notifications to be sent to community organisations listed on the Community Organisation Database of the City.
- Industry engagement information session
- Media as per the public participation plan

4.1. Financial Implications None Opex Capex
 Capex: New Projects
 Capex: Existing projects requiring additional funding
 Capex: Existing projects with no Additional funding requirements

4.2. Policy and Strategy Yes No

4.3. Legislative Vetting Yes No

4.4. Legal Implications Yes No

4.5. Staff Implications Yes No

4.6. Risk Implications Yes The risks for approving and/or not approving the recommendations are listed below:

No Report is for decision and has no risk implications.

No Report is for noting only and has no risk implications.

Making progress possible. Together.

- 4.7. POPIA Compliance Yes It is confirmed that this report and the content of the annexures have been checked and considered for POPIA compliance.

5 RECOMMENDATIONS

It is recommended that:

- a) The Urban Waste Management Portfolio Committee note the contents of the draft City of Cape Town Waste Strategy, as attached as Annexure A; and
- b) The Urban Waste Management Portfolio Committee support the commencement of a public participation process, as set out in Annexure B, to solicit comments on the draft City of Cape Town Waste Strategy.

5 AANBEVELINGS

Daar word aanbeveel dat:

- a) Die portefeuljekomitee oor stedelikeafvalbestuur kennis neem van die Stad Kaapstad: konsepafvalstrategie, aangeheg as bylae A; en
- b) Die portefeuljekomitee oor stedelikeafvalbestuur steun verleen vir die begin van 'n openbaredeelnameproses, soos uiteengesit in bylae B, om kommentaar oor die Stad Kaapstad se konsepafvalstrategie te verkry.

5 IZINDULULO

Kundululwe ukuba:

- a) IKomiti yeMicimbi engoLawulo lweNkunkuma eDolophini mayiqwalasele iziqulatho zeSicwangcisobuchule esiluyilo esimalunga neNkunkuma seSixeko saseKapa, njengoko kuqhotyoshelwe kwisihlomeloA; kwakhona
- b) IKomiti yeMicimbi engoLawulo lweNkunkuma eDolophini mayixhase ukuqaliswa kwenkqubo engentathonxaxheba yoluntu njengoko kuqulunqwe kwisihlomeloB, ukuba kufumaneka izimvo ngokujoliswe kwiSicwangcisobuchule esiluyilo esimalunga neNkunkuma seSixeko saseKapa.


ANNEXURES

Annexure A: Draft Waste Strategy


Making progress possible. Together.

Annexure B: Proposed Public Participation Plan
Annexure C: Proposed Newspaper Advert
Annexure D: Presentation for PC

FOR FURTHER DETAILS CONTACT

NAME	Velaphi Mabiletsa	CONTACT NUMBER	021 400 6303
E-MAIL ADDRESS	Velaphi.Mabiletsa@capetown.gov.za		
DIRECTORATE	Urban Waste Management	FILE REF NO	
SIGNATURE : DIRECTOR	 <p>Digitally signed by Velaphi Mabiletsa Date: 2024.08.30 09:39:27 +02'00'</p>		

EXECUTIVE DIRECTOR

NAME		COMMENT:	
DATE			
SIGNATURE	 <p>Phila Mayisela</p> <p>Digitally signed by Phila Mayisela Date: 2024.08.30 12:35:30 +02'00'</p>		

THE ED'S SIGNATURE REPRESENTS SUPPORT FOR THE REPORT AND ANNEXURE CONTENTS AND CONFIRMS POPIA COMPLIANCE

DIRECTOR: POLICY AND STRATEGY

- SUPPORTED FOR ONWARD SUBMISSION – PRESCRIBED DEVELOPMENT PROCESS FOLLOWED
 NOT SUPPORTED – PROVIDE COMMENT

NAME	HUGH COLE	COMMENT:	Policy process followed
DATE			
SIGNATURE	 <p>Hugh Cole</p> <p>Digitally signed by Hugh Cole Date: 2024.08.30 13:37:48 +02'00'</p>		

MANAGER: LEGISLATIVE VETTING

- ANNEXURE TO THE REPORT COMPLIANT WITH THE PROVISIONS OF COUNCIL'S POLICIES, BY-LAWS AND ALL LEGISLATION RELATING THERETO.
 ANNEXURE NON-COMPLIANT WITH POLICIES, BY-LAWS AND STRATEGIES.

Making progress possible. Together.

NAME TIMOTHY ZEEMAN

COMMENT:

DATE

SIGNATURE

Timothy
Zeeman

Digitally signed by
Timothy Zeeman
Date: 2024.08.30
13:54:30 +02'00'

LEGAL COMPLIANCE

- REPORT COMPLIANT WITH THE PROVISIONS OF COUNCIL'S DELEGATIONS, POLICIES, BY-LAWS AND ALL LEGISLATION RELATING TO THE MATTER UNDER CONSIDERATION.
- NON-COMPLIANT

NAME

COMMENT:

DATE

Certified as legally compliant based on the contents of the report.

SIGNATURE

Joan-
Mari Holt

Digitally signed by
Joan-Mari Holt
Date: 2024.08.30
15:27:39 +02'00'



Waste Strategy

City of Cape Town



Draft

Contents

Definitions	iii
Abbreviations	vii
Executive Summary	viii
Chapter 1: Waste Context in Cape Town	ix
1. Introduction	2
2. Waste in Context	5
2.1. Global Waste Context	5
2.2. South African Waste Context	7
2.3. Cape Town Waste Context	9
2.3.1 Role of Local Government	17
3. Challenges for Waste Services	21
3.1. Service Provision	21
3.2. Inadequate Infrastructure	23
3.3. Servicing Informal Settlements, Backyard Dwellings & SSRUs	24
3.4. Private Sector Integration	26
3.5. Data and Technology	28
3.6. Partnerships	28
3.7. Education, Awareness and Advocacy	29
4. Risks that influence the urban waste management operating model	31
5. A Circular Approach	33
Circular Economy	33
6. Legislative requirements and alignment with National Waste Strategy	36
Chapter 2: Strategic Approach to Waste in Cape Town	36
6.1. Legislative Overview: Local Government Mandate	37
6.2. Areas for advocacy	38
7. Strategic Alignment and Ecosystem	41
7.1 Strategic Alignment	41
7.2 Strategy and Policy Eco-system	41
Chapter 3: Implementing the Strategy	43
8. Strategy Approach and Commitments	44
8.1 Optimise existing services	52
8.2 Minimise waste to landfill	56
8.3 Maximise basket of service offering	63
9. Roles and Responsibilities	67
10. Monitoring and Evaluation	68
Annexure A- Mapping	70

Draft

Definitions

Term	Definitions
Airspace	Means the volume of space on a landfill site, calculated in Cubic metres (M3).
Buy Back Centre	Means a centre where people sell recyclable material they have collected. Recycling companies buy recyclable material from the Buy Back Centre and pay only for the material they can use.
Backyard Dwelling	Means a backyard residential unit. The backyard residential unit is a structure constructed of any material, intended or used for human habitation, on the same residential property as a main dwelling, built according to approved plans (formal) or no approved plans (informal backyard) and is therefore not categorised as an informal settlement.
City	“Means the City of Cape Town, a municipality established by the City of Cape Town Establishment Notice No. 479 of 22 September 2000, issued in terms of the Local Government: Municipal Structures Act, 1998 (Act No. 117 of 1998), or any structure or employee of the City acting in terms of delegated authority.
Circular Economy	Means a regenerative system in which resource input and waste, emission, and energy leakage are minimised by slowing, closing, and narrowing energy and material loops. This is in contrast to a linear economy which is a 'take, make, dispose' model of production.
Cleansing	<p>Means the process of cleaning and removing unwanted substances, such as dirt, infectious agents, and other impurities, from an object or environment. In the context of waste management, it includes; litter picking, removal of dead animals, street sweeping, clearing of illegally disposed waste and street cleaning which involves the use of water and disinfectants.</p> <p>The activities undertaken by the Cleansing Branch of the City's Urban Waste Management Department.</p>
Disposal	Means the burial, deposit, discharge, abandoning, dumping, placing or release of any waste into or onto any land.
Drop-off facility	Means facilities provided by the City in strategic locations around the City of Cape Town to reduce illegal dumping by making provision for dropping off of bulky waste, garden refuse and builders rubble and to facilitate waste minimisation through the separation of recyclable materials, garden refuse and clean builder's rubble. These can also be used as temporary transition points for waste (excluding household hazardous waste).
Enable	Means to create an environment that makes it possible for residents and businesses to prosper.
Extended Producer Responsibility	Means measures that extend producers of products' financial or physical responsibility for certain identified products to the post-consumer stage of the products.
Food Waste	Means discarded food (organic fraction) generated from residential, industrial and commercial food processes.
Formal dwelling	A developed residential property where individual erven were approved in terms of town planning legislation.
Garden greens/Garden waste	Means organic waste, which emanates from gardening or landscaping activities at residential, business or industrial properties, which includes but is not limited to

	grass cuttings, leaves, branches and biodegradable material but excludes food waste and waste products of animal origin.
General Waste	Means waste that does not pose an immediate hazard or threat to health or to the environment, and includes: <ul style="list-style-type: none"> (a) domestic waste; (b) building and demolition waste; (c) business waste; and (d) inert waste as per the National Environmental Management: Waste Act, 2008.
Green procurement/sustainable procurement	Means the approach by which an organisation integrates environmental criteria into all stages of its procurement processes. Green procurement considers the cost of procured goods/services over their whole life.
Hazardous waste	Means any waste that contains organic or inorganic elements or compounds that may, owing to the inherent physical, chemical or toxicological characteristics of that waste, have a detrimental impact on health and the environment and includes health care risk waste and the hazardous substances, materials or objects within business waste, residue deposits and residue stockpiles.
Informal Settlement	Means an area where informal housing structures have been constructed on land upon which the occupants have no legal claim, or occupy illegally, or unplanned settlements and areas where housing is not in compliance with current planning and building regulations.
Landfill	Means a waste disposal site that is used for the controlled deposit of waste onto or into land.
Material Recovery Facility (MRF)	Means a specialised plant that receives, separates and prepares recyclable materials for marketing to end-user manufacturers.
Mini Material Recovery Facility (Mini-MRF)	Means a drop-off facility which has expanded its capacity for storage and sorting of recyclable waste.
Municipal Solid Waste	Means waste generated from residential and non-industrial commercial sources. It includes predominantly household waste (domestic waste) with sometimes the addition of commercial waste collected by a municipality within a given area. It includes both solid and semi-solid wastes and generally excludes industrial hazardous waste.
Organic Waste	Means waste of carbon-based material of animal or plant origin which includes food, wood and garden waste and can be broken down, in a reasonable amount of time, into its base compounds by micro-organisms and other living things and/or by other forms of treatment, regardless of what those compounds may be. This excludes human made organic chemicals, infectious, poisonous, health-care and hazardous organic wastes.
Process waste	Means the residual material, by-products, or substances that are produced as a result of an industrial or manufacturing (or recycling) process. These materials are not the primary product being produced and may be hazardous or non-hazardous.

Recovery	Means the controlled extraction of material or the retrieval of energy from waste to produce a product, as per the National Environmental Management: Waste Act, 2008.
Recycle	Means a process where waste is reclaimed for further use, which process involves the separation of waste from a waste stream for further use and the processing of that separated material as a product or raw material, as per the National Environmental Management: Waste Act, 2008.
Recyclable material	Means waste that can be reclaimed for further use, and/or converted into raw materials that can be reused to make new products or resources.
Refuse Transfer Station	Means a facility where waste is temporarily stored and ideally sorted before it is transported more economically to other recycling centres or landfills.
Sector Plan	Means plans that provide an assessment of infrastructure needs over a 20-year period. They are a critical link between the spatial strategies of the MSDP and the land-use forecasts that inform them, as well as the medium- and short-term instruments of the IDP and budget. They provide detailed insight to guide decision making related to investment in infrastructure
Service Point	Means the specific location at which a solid waste service is rendered, such as the location of the collection of a wheelie bin.
Small Scale Rental Units (SSRU)	Means affordable residential units developed by the private sector (micro-developers) to cater for individuals or small families, offering essential living facilities in a high density area.
Waste	Means, as per the National Environmental Management: Waste Act, 2008, any substance, whether or not that substance can be reduced, re-used, recycled and recovered— <ul style="list-style-type: none"> a) that is surplus, unwanted, rejected, discarded, abandoned or disposed of; b) which the generator has no further use of for the purposes of production; c) that must be treated or disposed of; or d) that is identified as a waste by the Minister by notice in the Gazette, and includes waste generated by the mining, medical or other sector, but— <ul style="list-style-type: none"> (i) a by-product is not considered waste; and (ii) any portion of waste, once re-used, recycled and recovered, ceases to be waste.
Waste beneficiation	Means the treatment of waste to improve its physical or chemical properties to use it as a raw material into production processes and extracting economic value.
Waste characterisation	Means a process of analysing waste streams and their composition and quantities (tonnes) considering, seasonality, calorific value, and volume.
Waste economy	Means the sector of the economy that involves the management, processing, recycling, and disposal of waste materials.
Waste Management Facility	Means a place, infrastructure, structure or containment of any kind wherein, upon or at which a waste management activity takes place and includes a waste transfer station, container yard, landfill site, incinerator, drop-off site, a recycling or a composting facility.
Waste Minimisation	Means the avoidance of the amount and toxicity of waste that is generated and, in the event, where the waste is generated, the reduction of the amount and toxicity of waste that is disposed of.

Waste Picker	Means someone who collects re-usable and recyclable materials from residential and commercial waste bins, landfill sites and open spaces in order to revalue them and generate an income, as per the National Waste Picker Integration Guideline for South Africa, 2020.
---------------------	--

Draft

Abbreviations

Acronym	Term
BBC	Buy Back Centre
DEAD&P	Department of Environmental Affairs and Development Planning (Provincial)
DFFE	Department of Forestry, Fisheries and Environment (National) – previously Department of Environmental Affairs (DEA)
EPR	Extended Producer Responsibility
GHG	Greenhouse Gas
IDP	Integrated Development Plan
IPCC	Intergovernmental Panel on Climate Change
IWM	Integrated Waste Management
IWMP	Integrated Waste Management Plan
MRF	Material Recovery Facility
MSA	Local Government: Municipal Systems Act, 2000 (Act No. 32 of 2000)
MSDF	Municipal Spatial Development Framework
NEMWA	National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008)
NGO	Non-Governmental Organisation
NWMS	National Waste Management Strategy
PRO	Producer Responsibility Organisation
PTMS	Property Transaction Management System
RTS	Refuse Transfer Station
PPM	Portfolio and Project Management
SDG	Sustainable Development Goal
SMME	Small, Medium and Micro Enterprise
UWM	Urban Waste Management Directorate
WCG	Western Cape Government

Executive Summary

The City of Cape Town (City) faces significant challenges in managing waste due to rapid urbanisation, population growth, and increasing consumption patterns. This Waste Strategy aims to address these challenges through a comprehensive approach that aligns with national and provincial waste management goals. The vision for Cape Town is to deliver a clean city for all, where residents and businesses have access to quality, sustainable, and affordable waste services.

Cape Town's population is projected to reach 5.8 million by 2040, increasing pressure on waste management systems. The City manages approximately 2.1 million tonnes of waste annually, with a current diversion rate of 31.53%. This Strategy identifies key challenges such as inadequate infrastructure, insufficient services in informal settlements, illegal dumping, and the need for private sector integration. This Strategy underscores the importance of collaboration between the City, residents, and the private sector to achieve the ambitious waste diversion targets and create a sustainable urban environment for all Cape Town residents.

The Strategy is built on three commitment pillars, focused on optimising existing services, minimising waste to landfill, and maximising the basket of service offerings.

1. Optimising Existing Services:

- a. Enhancing efficiencies within current services, while ensuring financial and operational sustainability; and
- b. Improving human resource capacity, data and technology use, and internal coordination.

2. Minimising Waste to Landfill:

- a. Creating an enabling environment for private sector integration;
- b. Implementing targeted education and awareness campaigns; and
- c. Increasing accessibility of waste minimisation services and developing additional drop-off sites.

3. Maximising Basket of Service Offering:

- a. Expanding services through localisation and partnerships with private sector actors and NGOs; and
- b. Developing tailored service standards.

The Strategy outlines specific actions under each pillar, with clear roles, responsibilities, and timeframes. It emphasises the need for data-driven decision-making, technological advancements, and effective partnerships to enhance waste management. Monitoring and evaluation mechanisms are established to track progress and ensure accountability.

Chapter 1
Waste Context in Cape Town

1. Introduction

Every day, Cape Town generates approximately enough waste to fill an Olympic-sized swimming pool. Like many cities, Cape Town faces a waste crisis on multiple fronts - social, economic and environmental – posing a significant challenge to all actors in the urban environment, particularly in a resource-constrained environment. For city governments, businesses and residents, this crisis has severe repercussions, for key basic service infrastructure, as well as public health. For the future of any society, inadequate handling, disposal, and treatment of waste is a rapid enabler of climate instability and environmental deterioration. Waste is generated in a diversity of modes that demands different processing and management methods. The cleansing, collecting, aggregating, recycling, re-using, disposing, and treating of waste in urban environments is acknowledged as a complicated business, requiring participation from residents and private sector actors, in conjunction with governmental services.

The dangers of clogged waterways and sewerage systems, stagnant pools of water, boundless mounds of trash, and choking green spaces are the results of poor planning for waste management, poor execution of waste services and poor waste behaviours. Whilst these threats are global in that all cities face them, Cape Town has a few unique circumstances that add to the complexity of ensuring full engagement with the waste sector by all actors who consume and use goods in this city.

According to the latest Census (2022), Cape Town's population is estimated to be 4.77 million, 27.6% higher than the 2011 Census, and with an average annualised population growth rate of 2.42%. According to the City's latest model, demographic projections suggest 5.8 million people will reside in Cape Town by 2040. This population growth places increasing environmental pressure as urban expansion often encroaches on natural landscapes and resources.

Accompanying this growth is a parallel rise in informality, as evidenced by expanding informal settlements, complicating the delivery of municipal services and sustainable infrastructure. In 2022, 21.3% of households in Cape Town lived in informal housing.¹ Additionally, Cape Town faces the issue of income depreciation, where despite a higher cost of living, average incomes are not keeping pace with inflation, thus eroding purchasing power and widening income disparities. This makes it challenging to fund municipal services through a 'user pays' principle,

¹ Western Cape Government. 2023. Municipal Economic Review and Outlook, 2023/24. Available: [2023-24 MERO Cape Metro.pdf \(westerncape.gov.za\)](#)

and requires cross-subsidisation of services. As fewer households are able to pay for services, the cross-subsidisation of services becomes increasingly precarious.

Fiscal constraints are further exacerbated by a national economic downturn, marked by year-on-year reductions in grant funding from National Treasury, which puts additional strain on the City's budget, already stretched thin by the need to address infrastructure deficits and provide for a growing population. The Covid-19 pandemic also had a significant negative impact on the economy, which was exacerbated in Cape Town due to the city's large tourism industry. For essential basic service delivery, including waste, the pandemic and its accompanying geopolitical upheaval had significant ramifications for supply chains on key delivery inputs – for example, fuel and maintenance components. This, combined with fiscal depression compounds the challenges of developing resilient urban systems that can withstand both economic and environmental stresses in the face of increasing informality and environmental degradation.

Adequate waste disposal or treatment, such as controlled landfills or more stringently operated facilities, is almost exclusively the domain of high- and upper-middle-income countries. Cape Town is one of the few cities in the Global South providing waste services to at least 99% of areas (known informal settlements and formal areas). However, this quantitative data point contradicts the qualitative feedback from community meetings and servicing informal settlements and SSRUs, where waste services are found to be inadequate. The City acknowledges that this is unacceptable and is not in line with the City's commitments to sustainability and to being a City of Hope. This Strategy intends to recognise the City's waste shortcomings, and address this head on, to realise the vision of a clean City for *all* of Cape Town's residents. It is within this resource constrained, increasing demand and operationally complex context that this Strategy is presented. While the waste landscape in Cape Town is challenging, improving integrated waste management also provides opportunities to address related urban challenges, for example within the circular economy.

Waste management is by its very nature a downstream service, where the waste behaviours of businesses and residents contribute to growing pressures on local governments to deal with waste. Waste is effectively the outcome of a long line of conscious and unconscious decisions that are made by a range of parties. The City's municipal services only occupy so much territory in influencing the landscape of the waste sector. The balance of responsibility resides with residents as well as actors within the private sector.

Subsequently, this document has been drafted to ensure that a strategic approach to waste management is adopted by, not only the City, but residents, civil society and the private sector as well. It considers the key challenges of providing municipal waste services, as well as

influencing non-city participants to engage in the waste sector and form partnerships with government to minimise waste production and divert waste from landfill. It proposes a strategic vision and a set of principles intended to guide actions, programmes, and projects in the waste space. Furthermore, it critically reflects upon how the City will improve its waste services in order complement the responses of residents in managing waste in Cape Town.

The purpose of this Strategy is as follows:

a) **Coordination:**

- i. To effectively coordinate UWM operations and services, given the staff compliment (of approximately 3 300 City personnel) and budget,
- ii. To ensure that capital spending and budgeting are aligned to broader strategic objectives and long terms goals to improve sustainability; and
- iii. To guide coordination and partnerships with other City departments, external role players and service providers. To ensure the best service composition and adaptability to reduce risk and improve service continuation in various circumstances.

b) **Consolidation:** To consolidate various actions and plans into one guiding document, with responsibilities broken down into a departmental level, to ensure that actions are not overlooked or forgotten.

c) **Common goal:** To create a shared vision for urban waste in Cape Town and to change the way waste is viewed by the City, residents and business by highlighting the opportunities of waste and the positive social and economic benefits of viewing and treating waste differently.

The initial components of the Strategy address the context in which waste services are provided by the City, as well as the challenges and risks imposed upon the urban waste sector. It then introduces the strategic approach, including waste principles and a long long-term vision for the management of waste in Cape Town. The Strategy's implementation arm is premised upon three strategic commitment pillars– 1) **Optimising existing services**, 2) **Minimising waste to landfill**, 3) **Maximising basket of service offering**. These pillars respond to 7 opportunity areas, each with two implementation objectives and corresponding actions. The Strategy concludes by providing an overview of the stakeholders responsible for bringing the Strategy to life.

2. Waste in Context

2.1. Global Waste Context



Across the world, waste management presents a cross-cutting challenge, intersecting with a number of other issues such as public health, environmental sustainability, social justice, and economic development. Rapid urbanisation and growing industrialisation have led to a significant increase in waste production, especially in urban areas. According to the most recent (2020) estimates from the World Bank, global solid waste generation was estimated to have reached 2.24 billion tonnes annually, and this was expected to increase to 3.88 billion tonnes per year, by 2050, under a business-as-usual scenario.²³ While the Sub-Saharan African region contributed just 9% of global waste generation in 2016, the region's waste generation is growing at the fastest rate recorded and is predicted to triple by 2050.

This has serious environmental implications, placing undue pressure on the climate and limited infrastructure, and polluting natural habitats such as oceans, rivers and forests. Increasing waste generation also adds pressure to urban settings, particularly in high density, informal environments. Food and green waste comprise more than 50 percent of waste in low- and middle-income countries. Encouragingly, recyclables make up a substantial fraction of waste streams, ranging from 16 percent in low-income countries to about 50 percent in high-income countries. As countries rise in income level, the quantity of recyclables in the waste stream tends to increase, with paper increasing most significantly. Globally, about 37 percent of waste is disposed of in some type of landfill, 33 percent is openly dumped, 19 percent undergoes materials recovery through recycling and composting, and 11 percent is treated through modern incineration.

²<https://www.worldbank.org/en/topic/urbandevelopment/brief/solid-waste-management#:~:text=In%202020%2C%20the%20world%20was,3.88%20billion%20tonnes%20in%202050.>

³ Kaza, Silpa, Lisa Yao, Perinaz Bhada-Tata, and Frank Van Woerden. 2018. *What a Waste 2.0: A Global Snapshot of Solid Waste Management to 2050*. Urban Development Series. Washington, DC: World Bank. doi:10.1596/978-1-4648-1329-0. License: Creative Commons Attribution CC BY 3.0 IGO

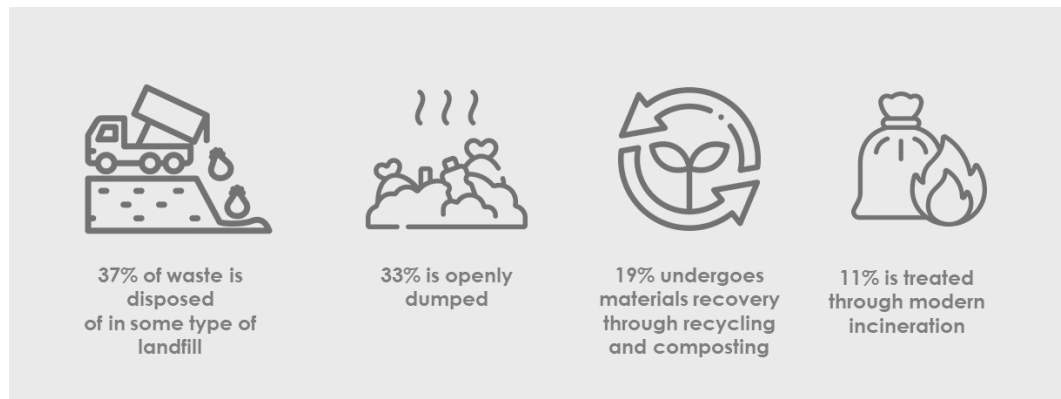


Figure 1: Global Waste Trends (2016)

Globalisation adds another layer of complexity to the waste management equation, with international trade in waste and its by-products often crossing national boundaries. Moreover, the issue of waste management is closely linked to the global challenge of climate change, as waste decomposition, particularly organic waste in landfills, is a significant source of greenhouse gas emissions. Waste management, particularly landfill operations, contributes to global greenhouse gas (GHG) emissions, primarily through the release of methane, a potent greenhouse gas. According to the Intergovernmental Panel on Climate Change (IPCC), the waste sector contributed approximately 5% of global GHG emissions in 2014. This included emissions from solid waste disposal, biological treatment of solid waste, and wastewater treatment and discharge.⁴ Given the predicted global growth of waste, it is safe to assume that this figure is much higher today. According to the City's GHG inventory, the waste sector has historically been responsible for 10-11% of Cape Town's citywide GHG emissions. Consequently, some academics argue that at least 12 of the 17 United Nations SDGs will not be reached without effective waste management.⁵

At a city level, among the most pressing challenges to waste management are financial limitations that municipalities face in implementing effective waste management systems. Regulatory frameworks often lack coherence and effectiveness, making it difficult for innovative solutions to gain traction. Public awareness and willingness to engage in sustainable waste practices like waste avoidance, re-use, recycling and responsible waste disposal remain low in many areas. Additionally, the scalability and adaptability of successful waste management models are often limited by social, geographic, and legislative factors. Whether waste is adequately managed often reflects global inequalities, and low- to medium-income

⁴ Intergovernmental Panel on Climate Change. 2019. [2019 Refinement to the 2006 IPCC Guidelines for National Greenhouse Gas Inventories](#).

⁵ Rodić, L. and Wilson, D.C. 2017. Resolving governance issues to achieve priority sustainable development goals related to solid waste management in developing countries. *Sustainability*, 9(3), p.404.

cities often struggle to provide services in informal settlements, where waste frequently ends up in open dumps. Improper disposal can lead to adverse health outcomes, for example through water, soil and air contamination. Hazardous waste or unsafe waste treatment practices, such as open burning, can directly harm waste workers or other people involved in waste burning and neighbouring communities. Vulnerable groups such as children are at increased risk of adverse health outcomes.⁶

2.2. South African Waste Context



South Africa's most recent State of Waste Report (2018) from the Department of Environmental Affairs (DEA) (now Department of Forestry, Fisheries and the Environment (DFFE)) indicates that South Africa managed 108 million tonnes of waste in 2017. Of this, ~55.6 million tonnes was categorised as hazardous waste, whilst the remaining ~52.1 million tonnes was categorised as general waste. Of the total waste managed, ~50 million tonnes (48%) was ash waste from coal power stations, whilst the remaining ~57.7 was non-ash waste.⁷ It is important to note that these national statistics hide the contextual variation across the country – for example, landfills in Cape Town do not have to manage significant amounts of ash waste.

Despite extensive and progressive regulations, South Africa recovered ~20.4 million tonnes of waste for recycling, resulting in an input recycling rate of only 19%. If ash material is excluded, South Africa recovered a more favourable 34% of non-ash waste for recycling.^{8 9} The South African government has ambitious targets to reduce the amount of waste that ends up in landfills. As such, the National Waste Management Strategy (2020) calls for the diversion of 40% of waste from landfill within 5 years, 55% within 10 years, and at least 70% within 15 years. The National Waste Management Strategy also aims to achieve zero-waste to landfill beyond 2035. These targets are accompanied by the national norms and standards for the disposal of waste to landfill, which gradually introduce restrictions on disposing certain waste at landfill.

⁶ World Health Organization. 2022. Guidance on solid waste and health. In Compendium of WHO and other UN guidance on health and environment (pp. 1-12). Available: [Guidance on solid waste and health \(who.int\)](https://www.who.int/publications/m/item/guidance-on-solid-waste-and-health)

⁷ Greencape. 2022. Waste Market Intelligence Report. Available: [WASTE MIR 7 4 22 FINAL-3.pdf \(greencape.co.za\)](https://www.greencape.co.za/wp-content/uploads/2022/04/WASTE_MIR_7_4_22_FINAL-3.pdf)

⁸ Ibid.

⁹ Department of Environmental Affairs. 2018. South Africa State of Waste. A report on the state of the environment. Final draft report. Department of Environmental Affairs, Pretoria. 112 pp. Available: https://soer.environment.gov.za/soer/UploadLibraryImages/UploadDocuments/141119143510_state%20of%20Waste%20Report_2018.pdf

Nationally, South Africa has relatively high levels of input recycling rates (what goes into a recycling facility) for key materials (paper, certain plastic, glass and metals), but this only represents a relatively small fraction of the general waste managed in the country¹⁰ and tends to be over-reported compared to what is actually recycled after processing waste is accounted for (output recycling rates). South Africa is one of the world leaders in metal packaging recycling, with over 75% of all metal packaging recycled. Food tins, tin foil packaging and aluminium beverage cans are among the most common metal items sent for recycling. The majority of recycled metals are sold locally.

In addition to objectives of the National Waste Management Strategy, Western Cape Government (WCG) has set a target of 50% diversion of organic waste from landfill by 2022 and a landfill ban on organic waste by 2027. Currently, organic waste contributes to more than 50% of the total general waste disposed of in South Africa, with almost one third of all organic waste consisting of food waste.¹¹

Drivers of waste generation in South Africa include economic growth and industrialisation, which have led to increased consumption, with a corresponding rise in disposable items and packaging waste. Urbanisation is another major contributor; as people migrate to cities, population density increases along with waste per unit area. Moreover, the urban lifestyle often involves greater consumption of packaged goods. Resource use is often inefficient, characterised by low recycling rates and planned obsolescence in product design. Unfortunately, this contributes significantly toward waste being directed at landfill or illegally dumped. Whilst progressive waste management policies might exist, ineffective implementation and a lack of incentives for sustainable practices exacerbate the problem. Social factors, including limited public awareness and lack of coordination with the informal waste collection sector, further compound the issue. Lastly, demographic factors such as population growth and tourism contribute to waste generation. Although growing waste may be considered a natural by-product of a growing, successful city, this need not be the case if successfully managed. In light of finite environmental and financial resources, it is imperative that successful waste management prioritises waste diversion and minimisation, with the buy-in of all relevant stakeholders.

¹⁰ Ibid.

¹¹ Department of Environment, Forestry and Fisheries, 2020. *National Waste Management Strategy 2020*. [online] Available at: <https://www.environment.gov.za/sites/default/files/docs/nationalwastemanagementstrategy2020.pdf> [Accessed 6 November 2021].

2.3. Cape Town Waste Context



Waste trends in Cape Town have followed a similar pattern to that of the rest of the country, with rapid urbanisation, population growth and increasing consumption patterns resulting in a steady increase in waste generation over the past six years. The City managed approximately 2.1 million tonnes (excluding the waste generated and managed in the private sector) of waste in the fiscal year 2023/24, of which 31.53% was diverted from landfills through City-lead initiatives. The graph below shows the amount of waste managed, disposed and diverted by the City:

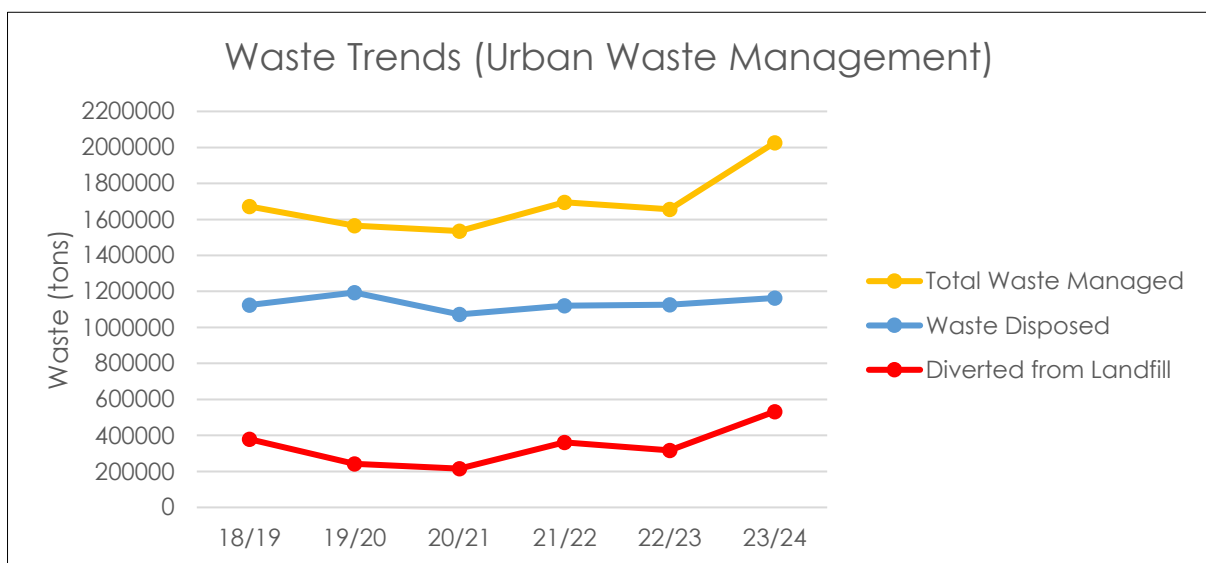


Figure 2: Waste Trends, Urban Waste Management

As the graph shows, there has been a gradual increase in incoming waste and waste managed by the City over a five-year period, as is expected with an increasing population. The 2019- 2020 and 2020-21 periods were an exception to this trend, with a decrease in most waste types incoming to City facilities and managed by Urban Waste Management. This decrease is most likely attributed to the Covid-19 pandemic and associated lockdowns, which resulted in a disruption in business operations, construction, and building operations, subsequently leading to less waste and builders rubble in particular entering the City's landfills. The data also shows that diversion from landfill from City-lead initiatives has followed a similar pattern. This increase is as a result of improved reporting of City-managed organic waste diversion programmes, as well as an increase in builders rubble diversion due to the re-use during construction at Coastal Park.

Inequality remains a significant issue in waste management within Cape Town. Due to their topographical layout and extreme density, informal settlements often lack access to formal

waste management services and used by outside entities to dump client waste, resulting in illegal dumping and associated environmental and public health risks. According to the latest Census results (2022), 90.2% of Capetonian households have their refuse removed by the City at least once a week, lower than previous years. However, this quantitative data point contradicts the qualitative feedback from community meetings and servicing informal settlements and SSRUs, where waste services are found to be inadequate. The City acknowledges that this is unacceptable and is not in line with the City's commitments to sustainability and being a City of Hope. This Strategy intends to recognise the City's shortcomings, and address this head on, to realise the vision of a clean City for all of Cape Town's residents.

Waste services in informal areas is a challenge to the City. Even though 100% of residents (in formal and known informal settlements) in Cape Town have access to municipal waste management services, the evolution of new, unplanned informal settlements and backyarder dwellings, including small-scale rental units (SSRUs) is a challenge to the current operating model of the waste utility.

The City generates revenue for waste management through three streams:

1. Rates;
2. Tariffs; and
3. Gate fees (municipal landfill disposal).

While there is a clear need to divert waste from landfill (as one of the core pillars of this Strategy), this has repercussions for the revenue model for the City. For example, reducing waste to landfill reduces gate fee revenue. As such, the City must identify additional revenue streams that do not rely on landfill disposal gate fees. Decreasing revenue streams also affects the City's ability to cross subsidise waste services, e.g., cleansing.

Illegal dumping makes up 42% of waste collected by the Cleansing branch (within an array of Waste Services), a substantial majority, compared to just 28% of waste collected through its core services. In 2023/24, illegal dumping totalled approximately 15 000 tonnes of waste collected per month. Combatting illegal dumping has proven challenging. Despite efforts to remove waste from illegal dumping hotspots and turn these spaces into useable community facilities (such as gardens or parks), most areas remain hotspots. Illegal dumping also effects the delivery of other basic services – such as waste and sanitation systems (waste is the cause for 70% of sewer overflows), which then creates unsanitary sewer overflows which pollute the

environment and create health problems in communities. **Across directorates, the City spends about R500 million annually on clearing dumped waste and littering; significantly more expensive than it would cost to collect waste from households.** This figure does not include the 'downstream' costs of illegal dumping and litter, for example a recent sewer main line cost over R8 million to clear, largely blocked by rags, stones, building rubble and foreign objects dumped into the sewer. Additionally, whilst the informal waste sector - comprised largely of waste pickers - plays a crucial role in waste management, it often operates under vitriolic and unsanitary conditions.

Draft

The graphic below is a snapshot of waste, based on the services delivered by the City of Cape Town.

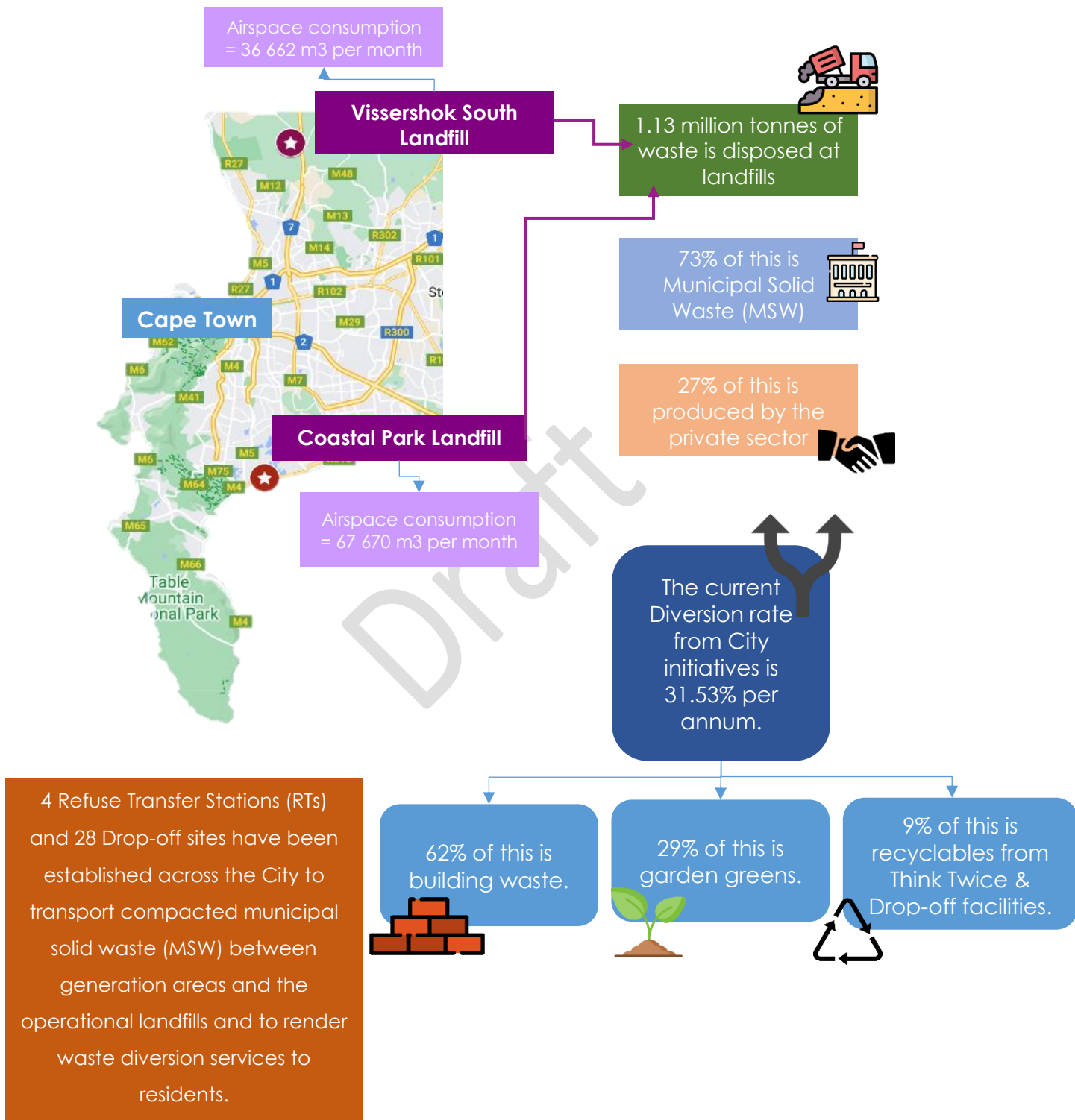


Figure 3: Landfill and Diversion Snapshot of City of Cape Town Waste Services (average 2018/19-2023/24) (Urban Waste Management, City of Cape Town, 2024).

The current waste diversion rate from the City's initiatives is 31.53% per annum. Of the waste diverted, an average 62% is from building waste, 29% is from garden greens, and 7% is paper and packaging waste recycled via the Think Twice Campaign¹², with 2% from recyclables from Drop-off facilities. This suggests that recyclable material represents a tiny proportion of the City's waste eco-system, and is largely under represented for a city of Cape Town's size. However, Cape Town is a relatively strong recycling economy, compared to other parts of South Africa, and thus attracts waste streams from outside its boundaries. Although some of this waste is diverted, the process waste from recycling (which can be substantial, e.g., for plastics 30-40%) ultimately ends up in Cape Town's landfills.

Table 1: Waste Streams 2017/18 - 2023/24. Source: Urban Waste Management, 2024

Waste Streams	Total 17/18	Total 18/19	Total 19/20	Total 20/21	Total 21/22	Total 22/23	Total 23/24
Builders Rubble	63%	65%	64%	57%	61%	64%	61%
Garden Greens	31%	28%	23%	25%	29%	30%	35%
Recyclables Think Twice	4%	5%	11%	15%	8%	4%	4%
Recyclables Drop-Off	1%	2%	2%	3%	3%	2%	1%

City of Cape Town Waste characterisation (2018)

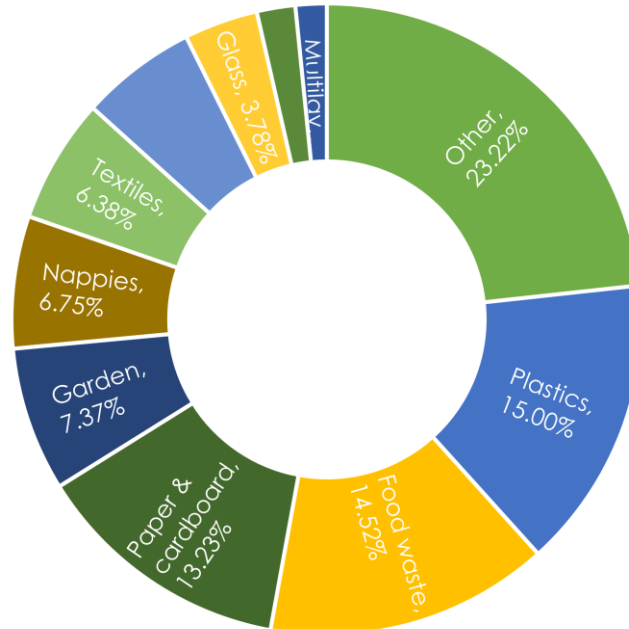


Figure 4: Waste Characterisation graph, 2018.

¹² The City and its service providers currently service 177 070 households, between 20-25% of the city's formal residential areas with a door to door collection service, known as the "Think Twice Separation at Source Programme" for recyclable waste. The recyclables collected by the service providers are either sorted at the City's Kraaifontein Materials Recovery Facility, the Woodstock Mini-MRF or at private material recovery facilities, before being made available to the recycling sector for further processing.

While there are several diversion options for builders rubble, such as pavements, sidewalks, parking lots and daily cover on landfill sites, builders rubble remains a significant contributor of the mass of waste produced, and this affects waste logistics, such as the transportation of waste. Dumping of low quality and contaminated builders rubble, mixed with other construction and demolition waste, in lesser formal areas in the city remains a challenge.

The City attempts to divert waste from landfill due to the limited landfill airspace, legislative requirements of national government, and increasing levels of environmental pollution associated with landfills.

The City has been progressively growing its programmes to divert the various waste streams it handles, from landfill to waste beneficiation. Figure 5 details the performance of these City waste diversion programmes over the financial years ranging from 2018/19 to 2023/24. It details the total tonnages of waste disposed of in the City's landfills, and the tonnages of organic waste, builder's rubble and recyclables (paper and packaging waste) diverted from landfill per annum for the period.

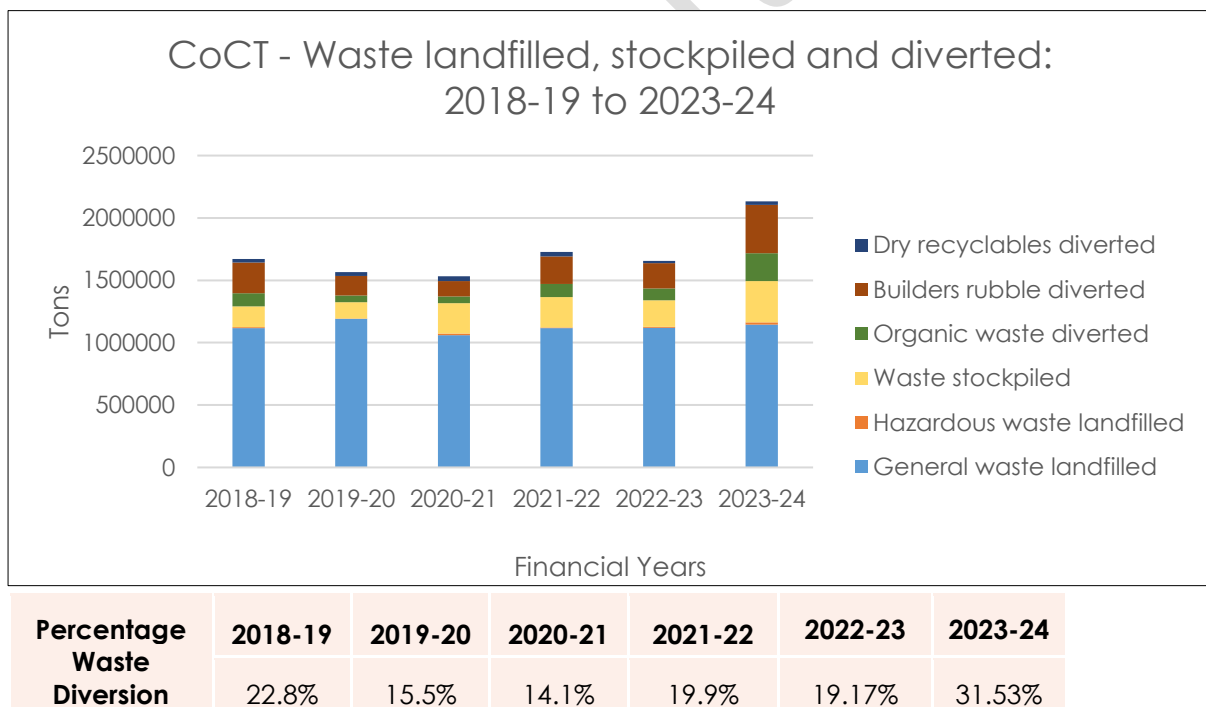


Figure 5: Tons of waste disposed, stockpiled (waste awaiting diversion) and diverted from landfill to beneficiation and annual percentage waste diversion by City of Cape Town programmes

Figure 6 projects the City's waste diversion performance trend over the past 10 years, comparing it to the 2025 and 2030 NWMS targets. Although significant progress has been

made, a comprehensive strategy shift is required for Cape Town to meet or exceed the targets set by the NWMS.

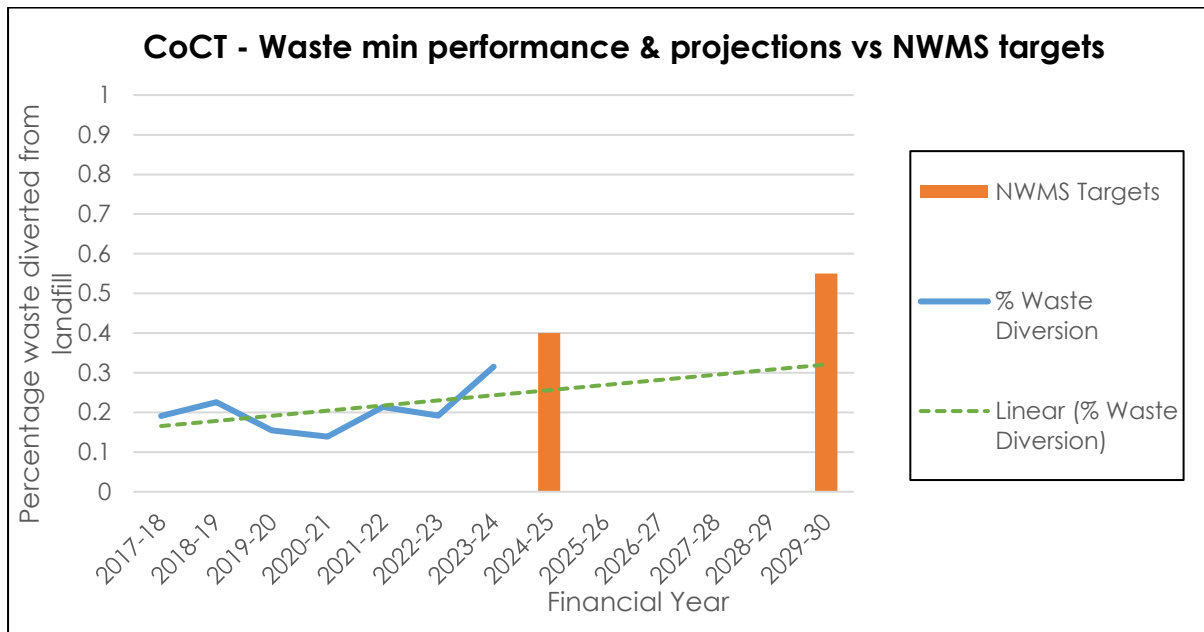


Figure 6: CoCT waste diversion performance vs NWMS targets

The City's 2023/24 waste diversion rate stands at 31.53%, indicating that the NWMS targets, of 40% landfill diversion by 2025, are ambitious. Reaching these targets will require close and dedicated collaboration by all stakeholders, both public and private. The increased roll out of waste minimisation services will require additional budget and staff within this branch, over time.

It is difficult to compare this diversion rate to other metros, as their rates are unknown and limited data is available from the private sector. The diversion of waste from landfill is the primary function of municipalities, however other actors contribute significantly. Typically, the private sector diverts a higher percentage of waste handled, as they focus on less contaminated waste, such as uncontaminated industrial offcuts and pre-consumer recyclables. **In contrast, municipal governments are responsible for contaminated residential waste, as well as dumped waste, which has the highest levels of contamination. Additionally, as waste pickers have typically removed valuable materials from municipal waste, it tends to be of a poorer quality. As a result, municipalities typically have lower diversion rates than the private sector.**

The City has ongoing efforts to improve the diversion rate through community engagement programs, waste diversion initiatives and the re-allocation of financial responsibility for waste

to Producers of the products that consumers use and then dispose of (as per the Extended Producer Responsibility (EPR) regulations). Currently, the City charges the consumer and generator of waste for waste services, and the introduction of EPR allows the charges to be borne by the producer of products. The City has also been developing partnerships with the private sector to increase the separation of waste at source, for beneficiation or recycling. While these initiatives are promising, not meeting the progressive national and provincial targets for landfill diversion will contribute to increasing landfill nationally, and have broader negative socio-economic and environmental implications. For example, not meeting the WCG organic waste diversion targets is significant for the City as it is included in the City's landfill site license conditions for Coastal Park.

Other stakeholders in the waste value chain:

Buy Back Centres (BBCs): BBCs play a crucial role in aggregating waste beneficiation. A 2019/2020 survey of 70 buy back centres found that BBCs **diverted approximately 17 400 tonnes recyclables per month from landfill, (more than 5x the tonnage diverted through the City's kerbside recycling programme).**

Informal Waste Pickers: In South Africa, currently an estimated 62,000 people collect recyclables on an informal basis as waste pickers, also known as reclaimers (SoWR, 2018).

Collectors - SMME: In addition to BBCs and informal waste pickers, approximately 100 SMMEs play an important role in the waste value chain, selling recyclables to BBCs. These companies vary from relatively informal operations, to organised collectives and associations, as well as formalised kerbside collection services for businesses and residents.

Processors: Private recycling companies process/recycle waste into products.

Producer Responsibility Organisations (PROs): PROs serve as intermediaries between producers and the government, overseeing and funding the collection, recycling and disposal of certain product categories (as listed above) post-consumer use. Their primary aim is to ensure that producers meet their environmental and waste management responsibilities.

Associations: In addition to PROs, there are also associations that represent their respective industries, such as ORASA: Organic Recycling Association of SA, SAPRO: SA Plastic Recycling Organisation, ARO: African Reclaimers Organisation.

2.3.1 Role of Local Government

As a municipality, the City is primarily responsible for delivering the following services:

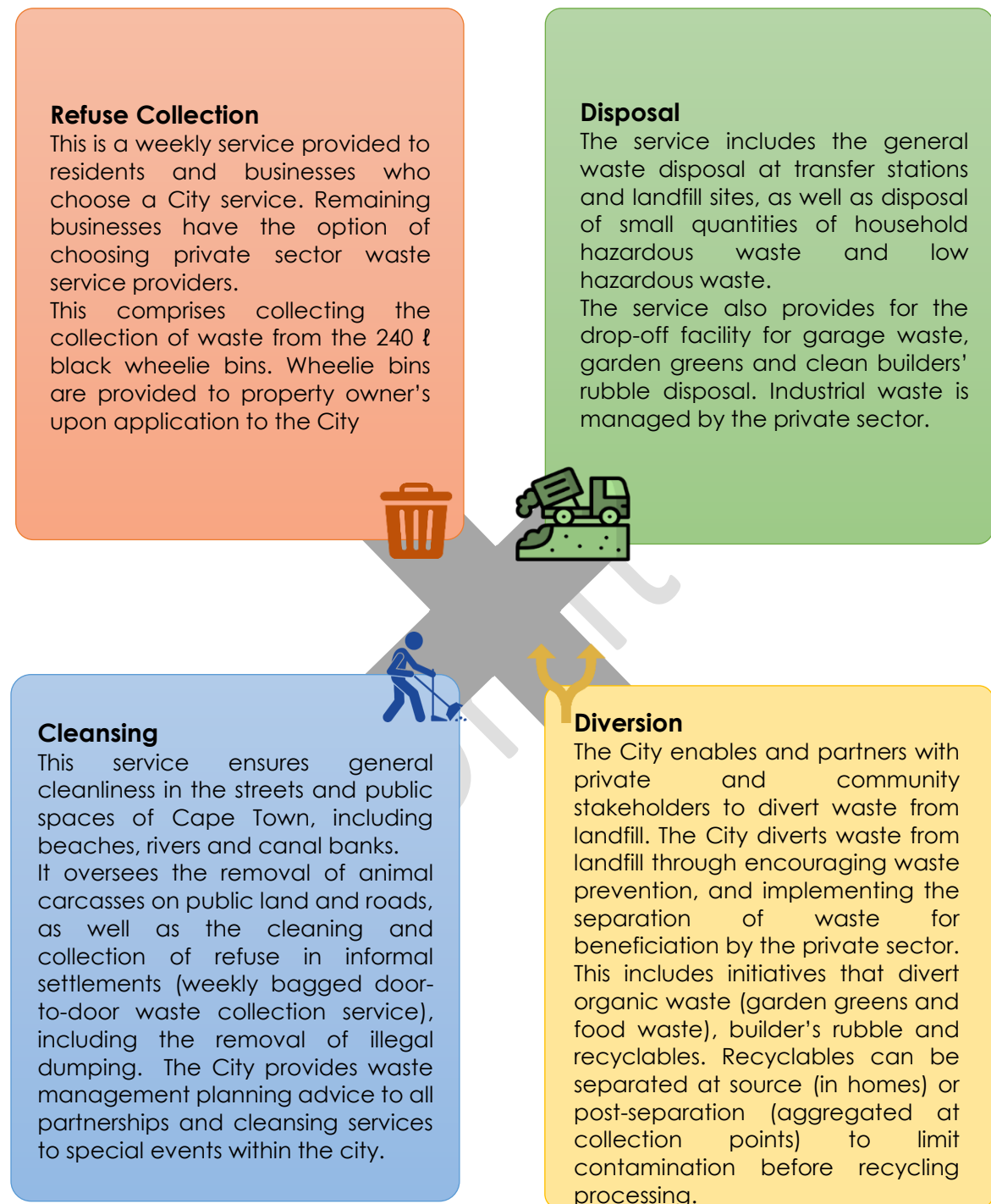


Figure 7: Primary Waste Services, Cape Town

Delivering waste services across the spectrum of in/formality requires differentiated operational service offerings, based on the housing typology.

Housing typology: Small Scale Rental Units (SSRUs)

Waste services offered: Collections

Housing typology: Informal Settlement

Waste services offered: Cleansing

Housing typology: Backyard Dwelling

Waste services offered: Collections (currently limited to backyard dwellings on a formal dwelling property)

Housing typology: Formal dwelling

Waste services offered: Collections, although this varies depending on the type of formal dwelling. It should be noted that the City offers an optional waste collection service for commercial entities.

Figure 8: Waste services for different housing typologies



There are multiple stakeholders within the waste management sector, and its effective functioning is dependent on a number of inter-related factors. The three main sets of actors in the business are:

- a) waste generators ("customers", including the City itself);
- b) waste services providers (the City and service providers); and
- c) the responsible authority for waste management (the City).

The City is a direct actor in waste management and the effectiveness and efficiency with which it fulfils these functions plays a significant role in the overall effectiveness of waste management in Cape Town. The City has significant control over regulatory tools and economic factors whilst also asserting its influence over socio-psychological factors through education and community participation initiatives. As such, the City is an enabler as well as advocate within the system. The City's regulatory functions (the implementation and enforcement of City by-laws) in conjunction with its ability to offer economic incentives means that the City can determine the consequences and penalties for not adhering to various legislative and regulatory directives, including that for illegal dumping and littering.

Summary of the Roles and Functions of the City:

	Role	Description
City has control over	Regulator	<ol style="list-style-type: none"> a) Develop and enforce waste management bylaws and policies; b) Approving of Integrated Waste Management Plans; c) Waste-related activities undertaken by the private sector; and d) Appointment and regulation of service providers (incl. waste beneficiation service providers).
	Service Provider/ Management	<ol style="list-style-type: none"> a) Collections; b) Cleansing; c) Waste diversion; d) Transfer and disposal of waste; and e) Management of Landfill sites.
	Customer (Procurer of goods and services)	<ol style="list-style-type: none"> a) Deployment of tenders and contracts; b) Supply Chain Management and Green Procurement; and c) General purchase and disposal of goods.
City holds influence	Enabler	<ol style="list-style-type: none"> a) Partnerships with private sector, communities and other organisations; b) Enable economic opportunities in the waste sector; c) Provide access to information and municipal waste streams; and d) Provide funding.
	Advocate	<ol style="list-style-type: none"> a) Education and community participation initiatives; and b) Advocate national, provincial and local government for regulatory reform and amendments.

Table 2: Roles and Functions of the CCT

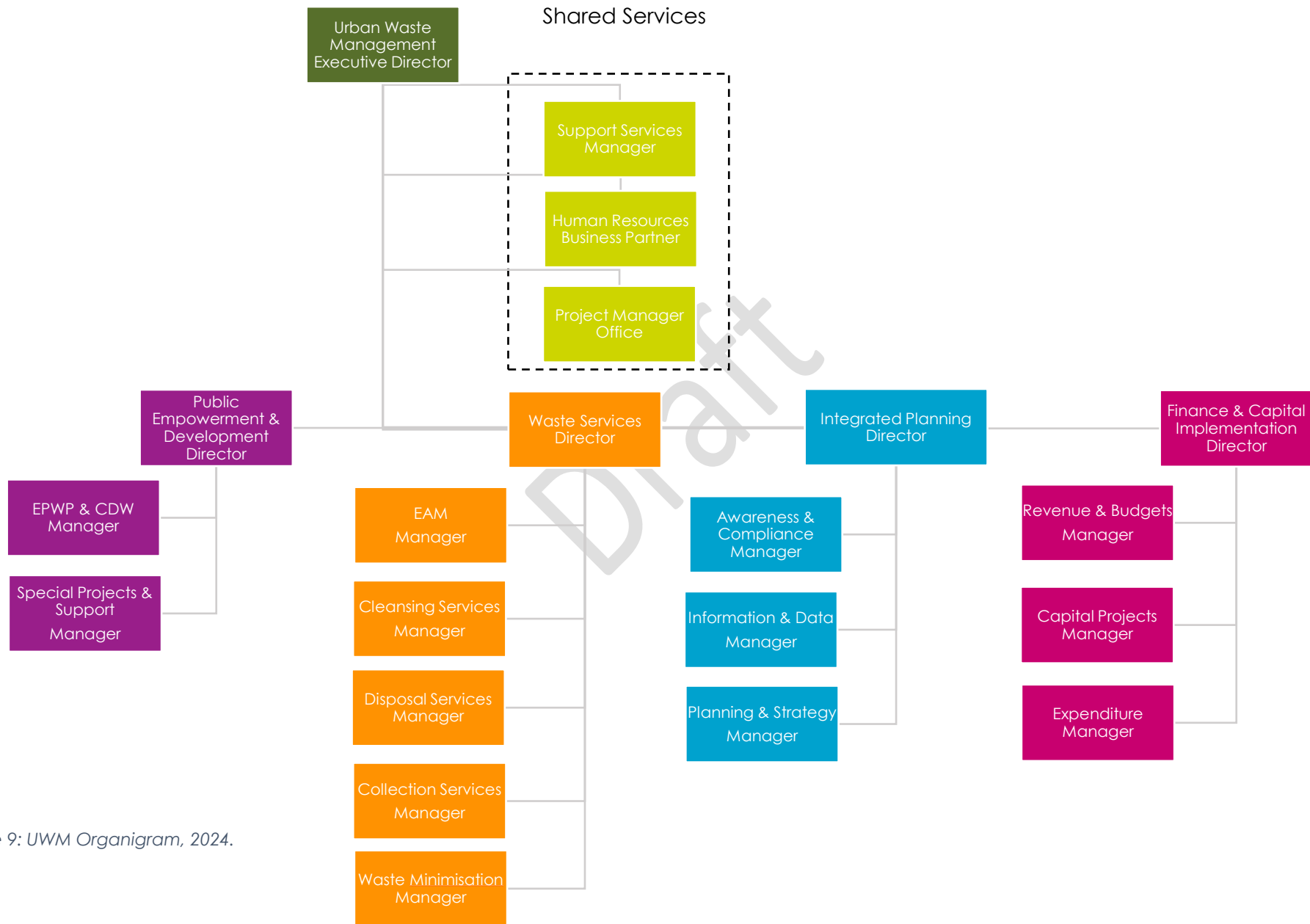


Figure 9: UWM Organigram, 2024.

3. Challenges for Waste Services

There are a number of challenges that the City and residents encounter when dealing with waste. They are also represented in Chapter 3 in relation to the action items of the Strategy. These can be grouped into the following categories:

3.1. Service Provision

General: Increasing informality, rapid urbanisation, and population growth are factors that have increased the demand for waste services. Currently, waste services in the City are distributed unequally, leading to disparities in service quality and access to programs such as the City's Think Twice initiative. The spatial layout of certain neighbourhoods and informal settlements poses challenges for providing efficient waste collection and cleansing services. Additionally, volatility and interferences by communities prevent the provision of waste services. This includes the denying of City officials to perform services in communities, protest action, communities seeking jobs, gangsterism, attacks on staff, extortion, a lack of internal agreements with other line departments on general urban management etc. Funding for waste services remains a persistent issue, particularly in light of rising costs for service delivery (e.g., fuel prices, maintenance etc.) as well as additional law enforcement required to safeguard the delivery of waste services. Financial sustainability, capacity and resourcing need to be re-evaluated in terms of services provision. A summary of the key challenges in each waste service branch is detailed below:

a. Collections:

- i. There is increasing demand for waste collection services, as service points increase with increased land development and formalisation of areas. This requires reviewing refuse collection beats for greater optimisation to ensure financial sustainability.
- ii. Currently recycling and Separation at Source availability and access are inadequate to meet demand and waste diversion targets.
- iii. Offering refuse collection services to backyard/SSRU tenants is a significant challenge, as currently there is no funding model for privately-owned properties. Council Rental Units (CRUs) receive refuse collection services, and can apply for additional refuse bins.
- iv. Densification and growth of the city, result in narrow roads and parked vehicles which make turning circles difficult and inhibits access for standard collection vehicles, making fleet management challenging as smaller vehicles are required

(e.g., Rear End Loaders (REs) and Light Delivery Vehicles (LDVs)). There are also human resource implications as additional drivers and crew members are required to manage inaccessible areas.

b. Disposal:

- i. Waste haulage from Refuse Transfer Stations (RTS) to landfill is currently transported by road, significantly more expensive and creating additional logistical bottlenecks compared to rail haulage. Accessing rail haulage requires a functional Transnet line (national competency, see Areas for Advocacy for more details).
- ii. At the current diversion rate, Coastal Park will reach its landfill capacity by 2027 and Vissershok by 2036. This means that if the City does not drastically increase diversion rates or invest in increasing the lifespan of landfills, it will not have a place to send waste. Additional cell development has been completed for Coastal Park however, landfilling cannot take place until approval to commence activities has been received from the commenting authority, i.e. the national Department of Water and Sanitation. The Vissershok South site development is in progress, with two new piggy-back cells currently under construction. However, as with Coastal Park, once the cells have been constructed, authorisation from the national Department of Water and Sanitation will be required prior to landfilling activities commencing, which could result in delays.

c. Cleansing:

- i. Residents and businesses' poor waste behaviours and inadequate access to waste services result in littering, dumping and grime build up in public spaces.
- ii. The demand for cleansing services is interrelated to other public space challenges, such as people living on the street.
- iii. Cleansing vehicles face similar challenges to Collections when having to navigate narrow roads and parked vehicles.
- iv. In some instances, litter within mountainous regions with restricted access can be problematic, as it requires capable staff with specific expertise (e.g., abseiling experience).

d. Waste Minimisation

- i. The accessibility of current drop-off facilities are insufficient, resulting in prohibitive transport costs and limited access for residents and business.
- ii. Site specific waste intakes: Residents and SMME's make use of these facilities to drop off recyclables, garden green waste and building waste. Contractors are

appointed by the City to sort out waste delivered to the facilities. Not all drop-off facilities accept all the above waste types, and this can sometimes result in illegal dumping when residents and SMME's are turned away.

- iii. Insufficient land availability for developing additional drop-off facilities, due to limited suitable land available and resistance from local communities who perceive drop-off facilities in their neighbourhoods as a nuisance (also known as the "Not in my backyard" effect). Drop-off facilities provide convenience to residents but they are also perceived as undesirable by residents.
- iv. Price volatility for recyclables is largely influenced by international recycling markets and results in unpredictable revenue across the broader recycling business.

3.2. Inadequate Infrastructure

- i. **Regional Waste infrastructure:** Despite facing similar waste management challenges, historically there has been no viable option for the City to collaborate with neighbouring municipalities to provide regional infrastructure or services. This is largely based on a previous study on regionalisation that only supported a dry recyclables collaboration with Buy Back Centres (BBCs), and recommended against the City leading a regional diversion process, due to the significant associated costs. A potential income-generating opportunity exists for the City to develop a regional waste facility that would also be accessible to other municipalities at a cost. Another viable opportunity is for more cost-effective diversion to be developed between the City and BBCs for the processing of dry recyclables. In addition, this proposed cooperation within the waste economy has the potential to result in significant job creation.
- ii. **Insufficient processing facilities:** While the City is responsible for waste diversion, the processing of waste is a shared function between the City and private recycling companies. According to the NEMWA, waste ceases to be waste once it has been re-used, recycled or recovered. At present, there are not enough waste beneficiation facilities across Cape Town. This impedes the City's ability to meet diversion targets as waste is not efficiently processed and much of the responsibility still resides with the City.
- iii. **Facility, plant and equipment upgrading and maintenance:** Waste facilities need constant maintenance and upgrading to meet demand. The Vissershok landfill site is the only landfill site with substantial airspace available to accommodate waste for the next 13 years. It is important that this facility is upgraded and maintained. Additionally, it is crucial that an additional landfill site is found to replace Coastal Park once the facility reaches the end of its lifespan. Of concern is that, in the past, persistent infrastructure breakdowns have resulted in all four of the City's refuse transfer stations missing operational targets.

- iv. **Lack of access to rail for solid waste transportation:** Rail is ideal for transporting solid waste to and from the City's four refuse transfer stations. The lack of rail management in Cape Town prevents facilities from meeting their designed capacities and has major cost (R190 vs R90 per ton) and carbon emission implications for the City. In particular, the unavailability of the Dunoon/Montague Gardens rail line, due to unlawful land occupations near Dunoon, continues to significantly hamper waste transit.
- v. Illegal dumping not only poses health and environmental hazards but also leads to considerable damage when litter clogs storm-water and wastewater drains, disrupting the City's main wastewater system. These issues lead to considerable repair costs, which ultimately fall on the City and its rate payers.

3.3. Servicing Informal Settlements, Backyard Dwellings & SSRUs

- i. The growth and unpredictable spread of informal settlements makes it difficult to keep up with the provision of waste services. Additionally, informal settlements spill into landfill site buffer areas, and require careful management. The City acknowledges that given the scale of the challenge of waste in informal settlements, it is not currently providing adequate services to provide excellent waste services to informal settlements residents in Cape Town.
- ii. A lack of storage space in the home, theft and misuse as well as difficult terrain in some cases means that black wheelie bins are not suitable in informal settlements. As a result, households in informal settlements are provided with blue refuse bags. Residents place these bags on the street for collection at a designated point and the bags are often torn open, resulting in litter and illegal dumping. Additionally, the collection of refuse bags requires that the City and its service providers make use of different trucks for informal and formal settlements, adding to the cost and complexity of fleet management.
- iii. Currently, services in informal settlements are funded through cross-subsidisation of formal settlement service delivery. This is not in line with the user-pays principle in the City's tariff structure, and City revenue is limited by a finite number of residents paying for formal settlement services, presenting a challenge for funding the extension of services to informal areas and SSRUs.
- iv. In most cases, landlords are not procuring additional bins for their backyard/SSRU tenants. This situation is contributing toward the illegal dumping of waste in these areas.

Where tenants are furnished with bins, a lack of storage space or potential theft or misuse of bins is an issue. At present, the cost for procuring additional bins for backyard dwellings and SSRUs is borne by the City rather than by the end-user. The City needs to re-consider its collection service for tenants in formal and lesser formal areas.

- v. Backyard dwellings and SSRUs present a unique challenge to service provision, as the current administrative and financial systems are not designed for informal, high-density environments. Infrastructure and service delivery operational planning similarly struggle to account for the backyard dwelling environment. Additionally, given the flexible nature of backyarding, it is very difficult to ascertain the number of backyard dwellers living in a property. This “moving target” limits municipalities’ ability to plan for services.¹³
- vi. Along with the other utilities (Water & Sanitation, Energy) in the City, UWM rolled out waste services to backyarder dwellings in City-owned Community Rental Units in 2018. Currently, the City does not directly deliver waste services to backyarder dwellers on private properties, although backyarder dwellers may receive services indirectly through the main property owner (Collections) or by making use of the blue bag service in informal settlements or dumping illegally (Cleansing). Simply requiring main property owners to apply for additional bins is disincentivised as many properties that have backyard dwellings currently receive a rates rebate of up to 100% (based on having a property worth less than R500 000 or having applied for indigence status based on a salary of less than R7 500 per month), which they lose if they apply for an additional bin.
- vii. A pilot study in Dunoon in 2018 tested if providing additional wheelie bins to backyard/SSRU tenants would be utilised, and collect additional waste. Surprisingly, only approximately 30% of waste produced by backyard/SSRU tenants was collected in the bins provided. However, there have been promising results with providing bins and collection services to Small Scale Rental Units (SSRUs), where limited space and affordability can also be an issue. This points to the challenges of providing waste services to backyarder dwellings.
- viii. The lack of waste services for backyard/SSRU tenants, is thought to be a leading cause of illegal dumping. This follows a 2017/18 program that mapped illegal dumping

¹³ Isandla Institute. 2023. Of Skips and Scapegoats: Managing waste for the growing backyard housing sector. Available: <https://isandla.org.za/en/resources>

hotspots across the city. Based on this mapping, high density areas and areas with backyarding were found to have more illegal dumping hotspots.

3.4. Private Sector Integration

- i. **Integrating informal waste pickers into the recycling value chain:** The City's role in the waste economy is to ensure that different waste streams are available to the private sector as well as informal waste pickers by amending regulatory instruments (e.g., City's Integrated Waste Management By-law, 2009) and enabling separation at source for high quality recyclables so that they can reach the processors.

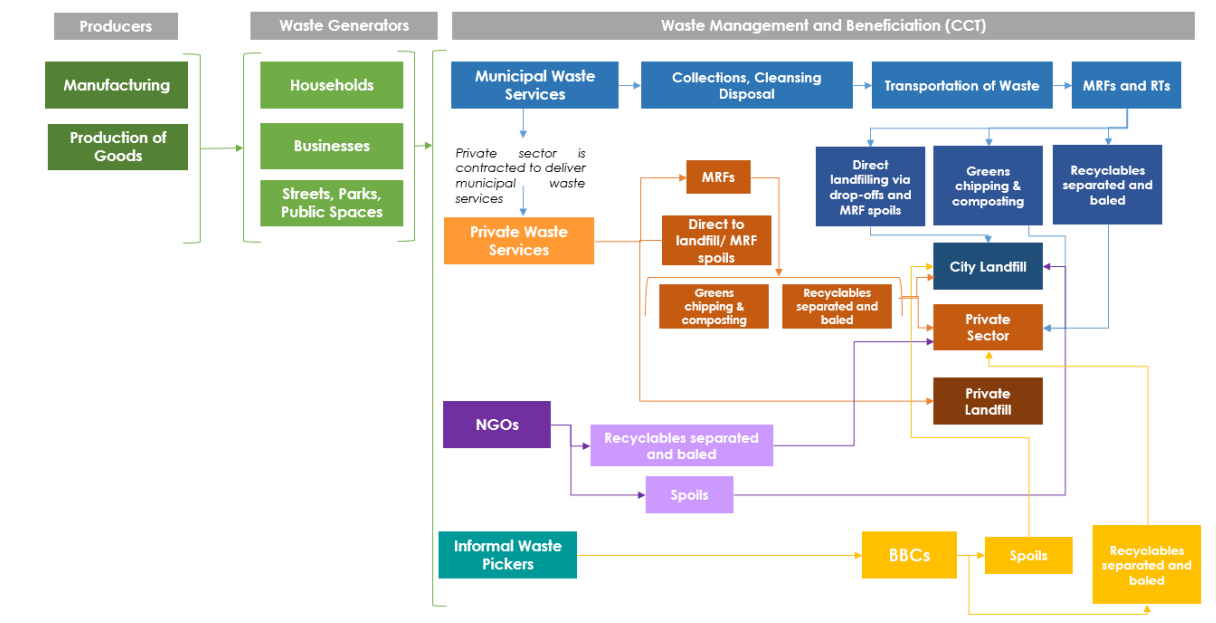


Figure 10: Waste beneficiation linkages between municipalities, private business, communities, households, and the informal sector in the Greater Cape Town Region. ¹⁴

The waste management system is designed so that the private sector, via BBCs, transacts with the informal sector, which is mostly comprised of waste pickers and SMMEs providing collection services. Waste collected by the private sector, both within the City bounds as well as recyclables from neighbouring municipalities, is either disposed of at a municipal landfill or a private landfill, or it is processed at a private sector facility. The processing of recyclables results in process waste, which is then disposed of in municipal or private landfills. Thereafter, the beneficiated streams are

¹⁴ de Wit, M., van Zyl, H., van Rooyen, E., and Maluleke M. 2021. Resource Economics Study of Waste Management in the Greater Cape Town Region. Final Technical Report for City of Cape Town.

injected back into the system for re-use or re-sale. While this is the intended design of the system, the City's system is disconnected from the informal sector resulting in disjointed initiatives and benefits. In other developing world contexts, cities have incorporated waste pickers and SMMEs into their municipal service delivery model, to varying degrees.

- ii. **Management of different recyclable waste streams:** Waste beneficiation for economic development requires changes in the City's regulatory instruments (e.g. Municipal Planning By-law, 2015 and Integrated Waste Management By-law, 2009). This process should involve both formal and informal sectors, and importantly, evaluate market viability for different waste streams.
- iii. **Waste as a wasted resource – embedded energy:** South Africa's ongoing energy shortage has prompted a search for diversification of energy sources, a move that aligns with the City's Energy Strategy. One such source is waste-to-energy, which supports the circular economy by converting landfill waste into power. Landfill gas flaring is currently in operation at two landfill sites – Coastal Park and Bellville South. The plans for gas yield analysis at the new landfill gas flare at Vissershok are underway, following the completion of a 6-month trial. Challenges in this space are largely technical, as there are numerous requirements for sign-off to feed energy into the grid, as well as limited equipment providers and highly specialised expertise required.

Other waste to energy options for alternative processing of waste are anaerobic digestion (a process through which bacteria breaks down organic matter), direct incineration and the burning of refuse derived fuel. Currently, the City does not have anaerobic digestion or direct incineration facilities. Previous efforts to develop the Industrial Development Corporation (IDC)-led, New Horizons anaerobic digestion plant in Athlone were hamstrung by outdated waste categorisation data, challenges with textile sorting and lack of coordination. Refuse derived fuel (RDF) was identified as a potential avenue in 2011, and a proposal developed for the cement sector to use RDF in their process, however this never materialised thus far but is being assessed again in the Regional Waste Management Facility Feasibility Assessment currently being carried out along with other waste management technologies and their feasibility for CCT implementation. Despite these challenges, there is potential for the exploration of waste-to-energy projects, with the dual aims of 1) providing energy security for waste facilities while 2) minimising waste to landfill. In the long-term, there may be potential to generate sufficient energy to sell to the grid, further contributing to the Waste Strategy's principles of Affordability and Sustainability.

Certified Energy Reduction (CER) credits (also known as carbon credits) as a result of the United Nations Framework Convention on Climate Change (UNFCCC) registered project activities at three waste facilities (Vissershok, Coastal Park and Bellville) offer a potential revenue stream for the City. In June 2024, 240 000 tonnes of credits from landfill gas flaring at waste facilities between 2018 - 2020 were successfully sold, generating approximately R36 million including VAT. Council approved the sale of CER credits in 2021, and this offers the potential to auction credits on an annual basis. Further revenue through the sale of electricity to the Energy Directorate to reduce purchases from Eskom will be yielded in the case of the Coastal Park LFG to energy project, while the mechanism for sale of electricity potentially generated at the future planned Vissershok Landfill Site Gas to Energy projects is still to be determined as the electricity supply for this latter site (for example power purchase agreement or wheeling¹⁵ to CCT, etc.).

3.5. Data and Technology

- i. At present, the City's approach to waste data collection and management is outdated. For example, the technology at weighbridges is outdated, and this results in inaccurate measurements of particular waste streams, e.g., builders rubble. This impedes the City's ability to formulate an accurate waste profile and accurately assess waste trends. This limited understating makes it difficult to assess opportunities for enhancing circularity and diverting waste from landfill.
- ii. Newer data technology has not been tested or costed. In order to build a service model which is responsive to trends within the waste sector as well accurately captures Cape Town's waste profile, the City must be more effective in collecting, collating, and disseminating relevant waste data. This is in line with the City's broader Data Strategy, which aims to institutionalise a culture of evidence-based decision making and leveraging the full value of data, to improve its strategic planning, overcome urban development challenges, and address complex issues facing Cape Town.

3.6. Partnerships

- i. The City has a partial understanding of informal private sector operations in the waste space, as only accredited BBCs currently report on their operations. The total number of informal actors is unknown, as is the resultant quantum of waste processed by these role-players. Accordingly, developing incentives for waste services and building

¹⁵ Wheeling means a delivery of energy from a generator to an end-user located in another area through the use of an existing distribution or transmission networks.

appropriate service partnerships is limited by lack of data, which limits long-term planning.

- ii. Additionally, existing administrative systems in supply chain management (SCM) and legal services are not conducive to partnering.
- iii. In addition to increased access to services, a large factor in the success of public awareness and educational programmes and the sustainability of ongoing behavioural changes is the buy-in and support of various key stakeholders and community champions. For instance, collaboration with community, private sector and NGO's could help address the perception challenge of 'not in my backyard' perceptions which limits the provision of infrastructure for waste beneficiation. Partnerships with private sector regarding recycling and separation at source would improve quality of recycled material for further use, and alleviate the management of problematic waste streams (such as tyres and absorbent hygiene products).

3.7. Education, Awareness and Advocacy

1. Cape Town suffers from a culture of poor waste behaviours. A number of the core issues related to managing waste are associated with the way in which residents view and treat waste within the general environment and public spaces. Littering, illegal dumping and recycling are often behaviour based.
2. At present, a lack of collaboration exists with other spheres of government. Effectively obtaining the waste minimisation targets requires input from a number of key government stakeholders, as does clarity on incentives for private sector participation in the waste sector, EPR, and the use of rail for haulage of waste. In order to support the broad reach of this Strategy, the City requires a dedicated waste advocacy agenda to address these issues.
3. **Legislation and waste diversion:** Since the promulgation of the National Environmental Management: Waste Act (NEMWA) in 2008, National government has introduced various directives and policies to enable implementation of the Act. Subsequently, the provincial department (DEAD&P) also introduced legislation and directives to respond to the national objectives. The National Waste Management Strategy (2020) aims to divert 40% of waste from landfill within 5 years, 55% within 10 years, and at least 70% within 15 years. The strategy also aims to achieve zero-waste to landfill beyond 2035. The Western Cape Government (WCG) has adopted 50% and 100% diversion of organic waste by 2022 and 2027, respectively. This requirement is significant for the City as it is included in the City's landfill site license conditions. At the core of this new legislation is the move towards circular economy, climate change initiatives and

sustainability. Whilst these are to some extent represented the City's Climate Change Policy and Action Plan, they have not yet been included in a strategic waste context.

4. **Funding diversion targets:** As outlined above, the current waste diversion targets are extremely ambitious and difficult to achieve. Expanding diversion from recycling (Think Twice) means increasing costs for the City due to increased programme rollout. While there is room to improve the management and promotion of this service in areas where it is operating already, increased programme roll-out will have implications on the financial sustainability of waste operations and increases reliance on residents' tariffs. One avenue to fund waste diversion is the introduction of Extended Producer Responsibility (EPR) laws at a national level, which mandate that product creators are responsible for their product's end-of-life management. The EPR regulations are mandatory for all producers and importers of packaging. However, determining the optimal combination of measures to achieve the goal of 100% diversion is complex. This complexity is due to the absence of clear guidelines for municipalities within the EPR framework, leaving them uncertain about their specific functions in reaching the diversion targets.
5. **City's Waste diversion measures:** In its quest to support waste diversion, the City has developed regulatory instruments i.e. Integrated Waste Management Policy and the Integrated Waste Management By-law. Guided by these instruments, the City also implemented different programmes for waste diversion and service standards for waste collection and cleansing. Of the organic waste handled by the City, 41.9% are diverted, including sewerage sludge. Excluding sludge, organic waste diverted is 26% of organic waste handled.¹⁶ However, these initiatives are in some instances hampered by the tedious environmental authorisation processes and requirements to comply with other legislation such as land use management. For example, organic waste processing facilities struggle to gain accreditation as the agricultural use permits they need require rezoning.

¹⁶ This based on 2021/22 UWM data records.

4. Risks that influence the urban waste management operating model

The operating environment for a waste service is subjected to a number of exogenous risks that stand to directly influence the City's ability to deliver a quality waste service. Whilst these considerations may not be within the ambit of the UWM directorate to affect, they are important dynamics that determine the manner in which UWM must plan for its contribution toward the waste sector.

These risks are captured below:

Risk	Description
Growth in informal settlements	The City's 2040 Land Use Model predicts an increase in informality of 1:1, whereby for every formal home developed an informal counter-part will be built. Increasing informality directly impacts the City's waste service in that it distorts the financial sustainability of the utility operating model. Increasing non-payment for waste services requires that the City cross-subsidise operations that relate to collection, disposal, and cleansing.
Growth in number of actors in waste services	Increasing the number of actors involved in delivering waste services increases the risk of lack of coordination, duplication and service action. The presence of additional actors stand to positively influence the City's objective to divert waste from landfill and requires working in partnership. However, how actors should be integrated into the waste system is uncertain and, therefore, subject to abuse and requires effective contract management.
Growth in homelessness within public open spaces	Increasing homelessness places additional demands upon the cleansing service offered by UWM. This service is funded via the rates account and does not adhere to the user-pays principle. Given the wide-ranging demands on the City's rates-funded services, this is unsustainable for the waste utility operating model.
Uptake of reduce, re-use, and recycle	The extent to which residents and the private sector champion the principles of reduce, re-use, and recycle has an impact upon the service model required. Greater uptake and the operating model has to manage greater

	<p>volumes of recycling as part of waste diversion and fewer disposal and cleansing efforts. Lesser uptake and UWM must assume full responsibility to drive and fund waste diversion, while still delivering collections, cleansing and disposal services. Added to this is the fluctuating market for recyclables, dependent on international market forces. The recycling value chain (sorting, baling, cleaning, chipping, etc.) is long and expensive, and if the price for the commodity takes a downturn, this has a ripple effect on all players. Increased recycling, both within and from beyond the City also contributes to increased landfill, albeit less than not recycling, in the form of process waste.</p>
<p>Incentives and disincentives for private sector participation</p>	<p>Should changes to the legislative regime enable private sector participation within the waste sector, the City's service delivery model would be adjusted. It is not the City's intention to compete with the private sector but rather to view all actors as providing a supplementary service that supports sustainability and resilience within the waste economy.</p>
<p>Security of staff and contractors</p>	<p>Increasing attacks upon City staff have undermined the City's ability to provide an equitable basic service across the metro. Heightened violence directly influences the waste service and the manner in which the City is able to reach customers.</p>
<p>Changes to the revenue model and Rising Costs of Overheads</p>	<p>Should changes to the revenue model occur, such as a reduction in the grant funding regime or if the utility is subject to rampant inflationary pressure, or unable to retrieve costs from the majority of its customer base, the City would need to review the manner in which the waste service is dispatched. Inflation and international price volatility, often linked to geopolitical instability, can have a significant impact on supply chains and costs of fuel, parts and components. Additionally, the City's role within the waste system would demand scrutiny, arguably shifting from service provider to customer and enabler.</p>
<p>Environmental externalities</p>	<p>Environmental and human health carry costs in other ways, such as reduced productivity, unhealthy eco-systems, increased burden on health systems, additional societal costs. Although implementing this Strategy will have significant costs, over the long-term, the risks of not acting far outweigh the immediate and ongoing costs.</p>

5. A Circular Approach

Globally, there has been a number of approaches to reducing, processing and managing waste. These approaches attempt to change the way in which waste is viewed, treated, and processed, as well as reimagine the manner in which goods are produced and disposed of. The most popular prominent perspective on the waste sector is the circular economy.

Circular Economy

Globally, countries and cities are working towards enhancing circularity in production and waste systems to reduce the amount of waste produced, enhance sustainability and extract value from waste. A circular economy is more efficient, more resilient, and more competitive than the traditional linear economy. It redefines economic growth by moving away from a take-make-waste industrial model to one that decouples economic activity from the environment. A circular economy:

- a. Designs out waste and pollution;
- b. Regenerates ecosystems; and
- c. Keeps products, their components, and the materials they are made from at their highest use or value for as long as possible.

The below image¹⁷ illustrates the circular economy. The City's mandate is captured in **Collection, Sorting, Landfilling** and **Recovering** (landfill gas).

¹⁷ Note: The Value Hill graphic is an adaptation of the Value Hill Model to include the 9R Framework. Buren, N., Demmers, M., Heijden, R., & Witlox, F. (2016). Towards a Circular Economy: The Role of Dutch Logistics Industries and Governments. | Circle Economy (2016). Master Circular Business With The Value Hill. | Kirchherr, J., Reike, D. & Hekkert, M. (2017). Conceptualizing the Circular Economy: An Analysis of 114 Definitions. | Potting, J., Hekkert, M., Worrell, E., & Hanemaaijer, A. (2017). Circular Economy: Measuring Innovation in the Product Chain. Available: [Your journey to a sustainable value chain starts here \(metabolic.nl\)](#)

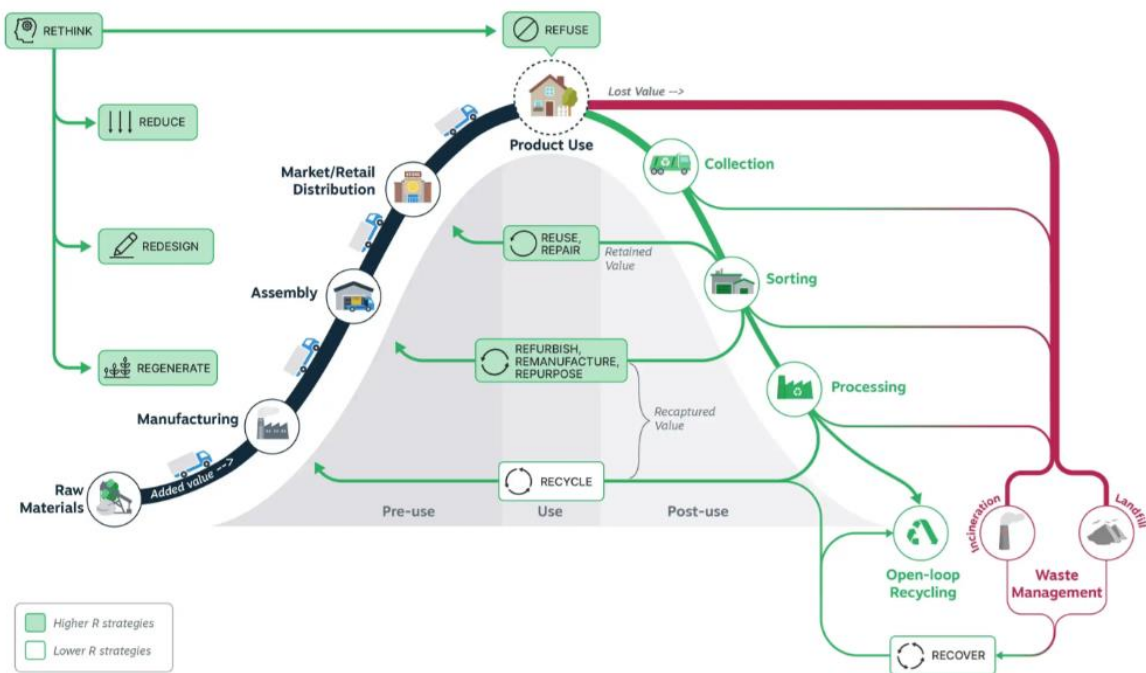


Figure 11: Circular Economy

At present, a large proportion on manufacturing and consumption remains linear both globally and in Cape Town. Moving towards a circular economy doesn't only reduce waste production, but rather extracts more value from reused products, enhance sustainability and lessens the burden on natural resources.

Recognising that the circular economy is a shared responsibility across directorates, the City has started to map possible circular economy interventions in Cape Town. However, circular economy encompasses more than just waste management and involves an overall rethink about the whole product or service economic offering, including product design, use and disposal, as well as a concrete commitment from partner organisations. This requires aggressive incentives and disincentives to motivate businesses to change their business models, as well as a co-ordination in strategic planning and service delivery within the City. This approach is in line with the National Waste Management Strategy (2020) targets of achieving zero landfill beyond 2035, founded on a circular economy approach where waste is viewed as a resource. This suggests that this is a shared mandate beyond UWM alone, and that a whole City approach is required.

The City has embraced the concept of the circular economy in some of its key policies, planning and investments. These include:

- i. City's Environmental Strategy (2017) includes a long-term desired outcome that 'waste generation is minimised, recycling services are widely available, large scale composting of household organic and garden waste is in place, waste diversion is optimised, and the waste economy is thriving.'
- ii. The City's Inclusive Economic Growth Strategy (IEGS) (2021) further, promotes a green economy and the creation of green jobs. In particular, the IEGS includes "Fostering Cohesion between Natural Environment and Inclusive Economic Growth" as a strategic focus area.
- iii. City's Resilience Strategy (2019), goal 3.1 is to "foster green economic growth", including sustainable procurement, eco-industrial parks and a study to understand circular economy opportunities.
- iv. City's Green Procurement Action Plan (2020), under the City's Environmental Strategy, included circular economy as one of its 4 guiding principles, as well as within its action plans.
- v. The City's Climate Change Strategy and Action Plan (2021) identifies waste and the circular economy as one of its 10 strategic focus areas and one of three key sectors in achieving the City's GHG emission reduction targets.

The Circular Economy approach is not just about reducing waste going to landfill, but has a number of other knock-on effects such as:

- a) Keeping products, components and materials cycling in an economy, thus localising business and jobs;
- b) Strengthening resilience during times of supply chain crisis;
- c) Facilitating climate change mitigation – increasing circularity requires less embedded energy of products and components, and results in less GHG emissions from organics in landfills, and
- d) Reducing raw resource intensity of the economy, especially finite or imported resources.

Chapter 2

Strategic Approach to Waste in Cape Town

6. Legislative requirements and alignment with National Waste Strategy

6.1. Legislative Overview: Local Government Mandate

Waste management in South Africa is guided by legislation and the National Waste Management Strategy¹⁸. In terms of section 156 of the Constitution, municipalities have the “executive authority and right to administer ... refuse removal, refuse dumps and solid waste disposal” in their area of jurisdiction subject to legislation and regulation by national and provincial government.

Under this mandate, the City is both the service authority and provider¹⁹. As such, the City’s responsibilities cover:

- a) the development of policies, drafting of by-laws;
- b) setting tariffs;
- c) making arrangements for the financing of investments in services; and
- d) decision-making on how services are provided.

It is also responsible for regulating the provision of services in terms of the City by-laws and other mechanisms. The service provider, which could be the municipality itself or an external provider, is the entity that undertakes the actual service provision function (providing the service).

¹⁸ The City has developed an Integrated Waste Management Policy, and by-laws in line with the National Environmental Management Waste Act 61 of 2008 and National Waste Management Strategy. Legislation, government policy, national strategies and protocols, and the City’s institutional and regulatory framework have a direct bearing on the sustainable, affordable and equitable provision of waste services in Cape Town. .

¹⁹ The Municipal Systems Act (Act 32 of 2000)

Legislation/ Regulation	Aims
The Constitution of the Republic of South Africa, 1996	Bill of Rights and Schedule 5B, and MSA provisions requiring local government to ensure provision of waste management services.
National Waste Management Strategy (NWMS) 2020	Implements objectives of NEMWA.
National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008) (NEMWA)	<ol style="list-style-type: none"> 1. To reform the law regulating waste management in order to protect health and the environment by providing reasonable measures for the prevention of pollution and ecological degradation and for securing ecologically sustainable development; 2. To provide for institutional arrangements and planning matters; 3. To provide for national norms and standards for regulating the management of waste by all spheres of government; 4. To provide for specific waste management measures; 5. To provide for the licensing and control of waste management activities; 6. To provide for the remediation of contaminated land; 7. To provide for the national waste information system; 8. To provide for compliance and enforcement; and 9. To provide for matters connected therewith.
National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008): National pricing strategy for waste management	<ol style="list-style-type: none"> 1. Mainstream the Polluter Pays Principle; 2. Reduce the generation of waste; 3. Increase the diversion of waste away from landfill towards avoidance, minimisation, recycling and recovery; 4. Support the growth of a southern African (regional) secondary resources economy from waste, and 5. Reduce the environmental impact of waste
National Domestic Waste Collection Standards (2008)	The standards prescribe measures for waste Collection, separation at source, receptacles, collection of recyclables, Drop –off facilities for recyclables, vehicles and complaint handling mechanisms.
National Policy for the Provision of Basic Refuse Removal Services to Indigent Households (2010)	The Policy is intended to establish uniformity in the provision of waste collection services across the country while still ensuring sustainability and appropriateness to local context.
Extended Producer Responsibility (EPR) Regulations and notices (2020)	Producer's responsibility for their product is extended to the post-consumer stage of a product's life cycle. Currently, the products include paper and packaging, electrical and electronic equipment, lighting, lubricant oil, portable batteries and pesticides.

Table 3: Key Legislation and Regulations

6.2. Areas for advocacy

Like all other local governments in South Africa, the City has certain legislative competencies, responsibilities and powers when it comes to waste service delivery. Some of these fall exclusively in the domain of local government, while others are shared with other spheres of

government and actors in the waste sector. Certain elements fall in the City's area of concern, where the City currently has limited opportunity to influence the decisions, resource allocations and service quality of other entities. In this regard, the City first opts for collaboration and partnership. However, in the interest of residents, the City also holds other spheres of government and entities accountable to deliver on their legislated and constitutional responsibilities by advocating for changes in legislation where required. Effective advocacy efforts require coordination between the relevant stakeholders – for example, political and administrative officials at both a local, provincial and national level.

Organic waste targets

The WCG's organic waste targets of 100% diversion by 2027 are not achievable. While the City will do its utmost to increase organic waste diversion and work towards incrementally achieving targets of 50%, the City will need to address non-compliance of the target with Provincial DEAD&P.

EIA requirements for waste infrastructure

To establish additional infrastructure in line with national legislation, authorisations from national authorities delay implementation. This includes hazardous waste drop-off facilities. Currently there are only two drop-off facilities available to residents, which is impractical for the majority of the population.

Projects on landfill sites and landfill extensions

The City has projects in the pipeline for both Coastal Park and Vissershok to address the current backlogs, as detailed in the Infrastructure Report (2023). The majority of these landfill projects are at the design and development stage, but have not been able to move beyond this stage due to significant delays experienced with the authorisation of current landfill projects.

These delays stem from the commenting authority, which is the National Department of Water and Sanitation, which is mandated to ensure that construction and disposal of landfill sites are done according to the minimum requirements published by the former Department of Water Affairs & Forestry (DWAF). However, due to the lack of guidelines in terms of expected/required timelines, (there is currently no legislated timeframe that can assist to guide this process), it is unclear as to when the City will be receiving this authorisation. This should be advocated for at a national level.

Management of problematic waste

The management of certain problematic waste types, such as absorbent hygiene products and car tyres, and textiles, are not currently accounted for in national regulations. As a result, municipalities do not provide disposal services of these types of waste, which have minimal value in the private sector, and residents typically dispose of these types of waste in a way that results in greater costs later down the line (e.g., illegal dumping). While this is being progressively introduced into regulations, the City should continue to hold the National Department of Forestry, Fisheries and Environment (DFFE) accountable.

Regulating organic waste solutions

Currently, much of the organic waste produced is fed to livestock. While at face value, this seems to be a sustainable solution, there are significant issues associated with feeding food waste to livestock, most notably zoonotic diseases (infectious diseases that jump from a non-human animal to humans). It is the responsibility of the National Department of Agriculture, Land Reform and Rural development (DALRRD) to enforce feeding registered feed in the form of organic waste to livestock, as laid out in Fertilisers, Farm Feeds, Agricultural Remedies and Stock Remedies Act, 1947 (Act no. 36 of 1984). DALRRD does not enforce regulations for informal livestock farmers, creating an unfair competitive barrier for other organic waste solutions that have to adhere to these regulations. Additionally, meeting these regulatory requirements requires registering feed and fertiliser to DALRRD, which is an extremely inefficient process, making it difficult for organic waste solutions to operate viably. The City should engage with DALRRD to both enforce its regulations and make it easier to adhere to regulations for other organic waste solutions.

7. Strategic Alignment and Ecosystem

7.1 Strategic Alignment

Alignment to the City's Integrated Development Plan (IDP)

The graphic below shows the IDP strategic plan, comprising priorities and foundations that all support the vision of creating a City of Hope. This strategy directly aligns to the following IDP Objectives:

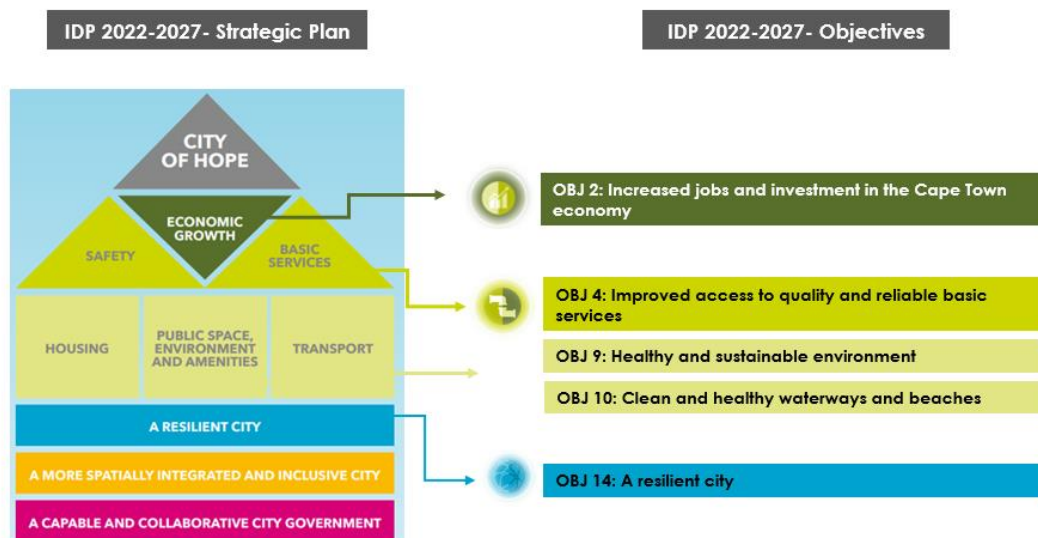


Figure 12: Waste Strategy Alignment to IDP

7.2 Strategy and Policy Eco-system

As outlined, waste management is guided by national legislation and other national and provincial documents. In addition to this, the City has developed a number of guiding documents for the management of waste within its jurisdiction. These include:

- The Waste Strategy** - sets out the long-term vision and provides strategic direction for the manner in which waste is viewed and managed in Cape Town. It not only looks at the responsibilities and services provided by local government and the private sector,

but highlights and articulates the important role that residents play in achieving the City's strategic goals.

- ii. **The Integrated Waste Management Policy** - sets out the policy positions, parameters and processes that the City takes and including waste management and minimisation, waste disposal and the provision of financial resources and assets provided by the City. It ensures alignment between the City's operations and regulations with national and provincial legislation and strategies. It also sets the parameters and principles for by-law enforcement regarding waste management in the City. Its primary goal is to develop an integrated waste management system for the waste management services delivered by the City.
- iii. **The Integrated Waste Management By-law, 2009** - The Integrated Waste Management By-law is the enforcement arm of the policy. It provides regulations for the management of waste in the City and outlines penalties for non-adherence.
- iv. **The Waste Sector Plan** - The Waste Sector Plan, also known as the Integrated Waste Management Plan (IWMP), provides short to medium term interventions based on strategic direction. It enables the realisation of strategic priorities through ensuring alignment with infrastructure provision, a corresponding capital pipeline and operational budget projections.

Chapter 3

Implementing the Strategy

8. Strategy Approach and Commitments

The below image describes the structure of the strategic approach within this Waste Strategy. They are a synthesis of the challenges existent within this system and the responsive principles developed by the City, in order to achieve the outlined vision of a resilient waste sector capable of enabling an effective, efficient, and sustainable waste management service, to achieve a clean city for all.

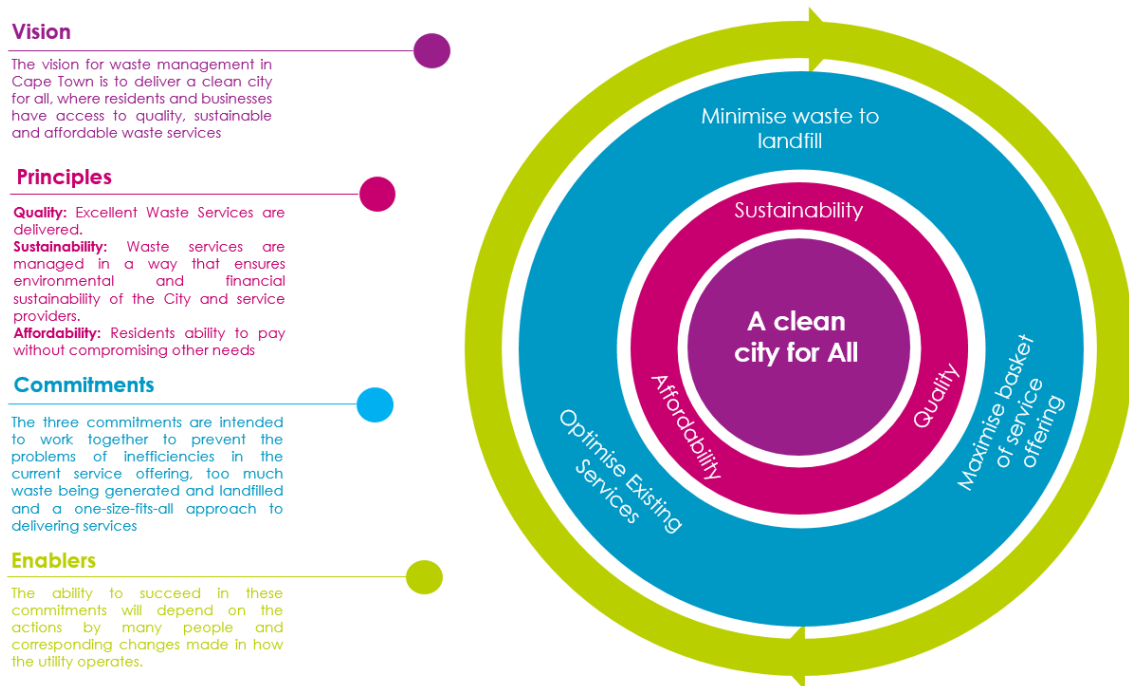


Figure 13: Waste Strategy Commitments

Vision

The vision for waste management in Cape Town is to deliver a clean city for all, where residents and businesses have access to quality, sustainable and affordable waste services. This vision is informed by the principles, and achieved through the delivery of the actions outlined in the commitment pillars.

Principles

The commitments and actions are guided by the principles of the Strategy, and alignment between the two is shown in the table below:

Commitment	Principles
1. Optimise Existing Services: Improving efficiencies within the existing service offering	<ul style="list-style-type: none"> • Quality • Sustainability
2. Minimise Waste to Landfill: Making waste reduction easy and part of the culture of Cape Town	<ul style="list-style-type: none"> • Sustainability
3. Maximise Basket of Service Offering Expanding services through tailoring, localisation and partnering	<ul style="list-style-type: none"> • Affordability

Table 4: Commitment alignment with principles

These three principles have been carefully chosen so as to highlight some of the tensions faced when making decisions in the waste sector. The intention is that these principles will be weighed up against one another in a way that is adaptive and context-agnostic, meaning that it will continue to be applied in any waste-related scenario that the City may face. For example, delivering *quality* services might make services *unaffordable* for residents and businesses, or compromise the financial *sustainability* of the City's waste services. Contrastingly, focusing only on *affordability* might overlook the longer-term environmental and financial *sustainability* of the waste services. As such, they have been used as a guide in developing the strategic commitments and actions as well as navigating and guiding decision making in the future.

Commitments:

The three commitments are intended to work together to prevent the problems of inefficiencies in the current service offering, too much waste being generated and landfilled and a one-size-fits-all approach to delivering services. Given the financial and environmental constraints that the city faces, and the increasing demand for waste services, the Strategy is designed to work within the constraints to respond, divert and tailor waste services. As such the pillars are as follows:

1. Optimise Existing Services:

“Optimising Existing Services” speaks to improving efficiencies within the existing service offering. Consisting of 22 *actions*, these include areas such as:

- a. human resource capacity;
- b. data and technology;
- c. support departments such as legal, finance and fleet management;
- d. internal coordination within the City;
- e. advocacy; and
- f. existing landfill management.

Example: Application of principles to key action item

Develop a plan for an additional landfill site

Developing a plan for an additional landfill site prioritises Quality, Sustainability (financial), and Affordability. It does this by ensuring that the current service model can continue to deliver quality services, that are affordable to residents and businesses and does not dramatically increase the costs of delivering the service in a way that is financially unsustainable for the City and its service providers. However, this action is in tension with the environmental element of sustainability, and this needs to be understood as a short-to-medium-term solution, with a focus on increasing diversion to minimise the need for future landfill additions.

2. Minimise Waste to Landfill

“Minimising Waste to Landfill” speaks to making waste reduction easy and part of the culture of Cape Town. Noting the increased roll out of waste minimisation services, this will require additional budget and staff within this branch, over time. This commitment consists of 31 *actions*, these include areas such as:

- a. implementing waste minimization and circular economy interventions;
- b. evidence-based, targeted education and awareness communications campaigns;
- c. additional drop-off facilities sites;

- d. increased accessibility of waste minimisation services; and
- e. Internal coordination within the City to integrate circularity.

Example: Application of principles to key action item

Approving and implementing the Waste Picker Integration Plan

Approving and implementing the Waste Picker Integration Plan prioritises all three principles, Quality, Sustainability and Affordability. Integrating informal waste pickers allows for excellent waste minimization services to be delivered to residents and businesses, in a cost effective (to the City, its service providers, and residents and businesses using the service) and environmentally friendly way. While this may already be the case, approving and implementing this plan solidifies the crucial role that waste pickers play in the waste value chain, and establishes a way for safe working conditions and compensation.

3. Maximise Basket of Service Offering

“Maximising Basket of Service Offering” speaks to expanding services through tailoring, localisation and partnering, with the intention of drawing in additional actors to support this. Consisting of *16 actions*, these include areas such as:

- a. developing service standards tailored to local context;
- b. building partnerships with the private sector (informal and formal), other municipalities and NGOs; and
- c. integrating informal waste pickers.

Example Application of principles to key action item:

Extending services to backyard/SSRU tenants on non-City land

Extending services to backyard/SSRU tenants on non-City land directly prioritises Quality and indirectly supports Sustainability (environmental). It sits in tension with Sustainability (financial) and Affordability. It does this by ensuring that all residents in Cape Town have access to excellent waste services, in a way that ensures sustainable environmental management (e.g., prevention of overflowing of existing bins/bags, and illegal dumping). The challenge with this action is funding the extension of services. This requires balancing the financial sustainability for the City and its service providers, and affordability for the users.

Structure of the commitments

Each of the three commitment pillars consists of actions, in the short-, medium- and long-term. Each action is accompanied by a short section indicating the role, responsibility and term:

1. **Role:** indicates the role played by UWM in achieving this action. These are:
 - a. **Drive:** Directly responsible for delivering or initiating;
 - b. **Enable:** To create an environment that makes it possible for residents and businesses to prosper;
 - c. **Partner:** Entering into an arrangement with non-City stakeholders to work towards a common goal;
 - d. **Review:** Research, analyse and evaluate, to make decisions based on evidence and data;
 - e. **Collaborate:** Coordinating with internal City stakeholders to work towards a common goal;
 - f. **Regulate:** Creating, maintaining, relaxing or even removing parameters for economic activity, such as licensing requirements or zoning restrictions;
 - g. **Innovate:** Make changes in something established (e.g. system, process or service), especially by introducing new methods, ideas, or products; and

- h. **Advocate:** Advocacy seeks to influence the decisions, policies and practices of powerful decision-makers, to address areas beyond the City's control.
2. **Responsibility:** indicates the department within UWM responsible for achieving the action.
 3. **Term:** indicates the timeframe for delivering this action.
 - a. Short: 1-2 years;
 - b. Medium: 3 - 8 years; and
 - c. Long: 8-10 years.

The Waste Strategy takes a long-term view on managing changes within the waste sector in Cape Town over the next 10 years. The changes occurring in the different parts of the waste landscape will start to have an impact on the waste eco system as a whole, with the City's direct intervention in this transformation being achieved over three timeframes. Making use of a consistent set of principles over time, as described in the Principles section above, ensures that short-term priorities are implemented in such a way as to achieve, and not undermine, longer-term objectives. For example, the City is increasing its waste minimisation efforts to reduce waste to landfill, so as to manage the short-term need to extend existing landfill capacity. Over time, this will serve as a significant investment towards increased circularity and environmental sustainability in the waste sector in Cape Town. As such, the following goals are aligned to the three time-frames:

- a. Short-term (by 2026): Excellent waste services delivered.
- b. Medium-term (by 2032): Reforms implemented to maintain a modernised and financially sustainable waste utility.
- c. Long-term (by 2035): Transforming the waste sector to be as circular as possible.

Two objectives have been developed to respond to each of the opportunity areas, identified in Challenges for Waste Services in Chapter 1. The actions are concrete steps that the City can take to realise these objectives. These opportunity areas and objectives cut across the three commitment pillars and are captured below:

Opportunity areas	Objectives	Optimising existing services	Minimising waste to landfill	Maximising Basket of Service Offering
Data & technology	Adequately plan for the anticipated future population growth and waste needs of Cape Town.	1.1, 1.3, 1.5, 1.6	2.1,	3.1,
	Appropriately use technological advancements in processing and managing waste to deliver services efficiently.	1.2, 1.4	2.2,	
Private sector integration	Integrate informal waste pickers into the waste value chain.		2.9,	
	Enable economic opportunities in the waste sector.		2.3, 2.4, 2.5, 2.6, 2.7, 2.8, 2.10	
Education, awareness & advocacy	Change waste behaviours (resident and commercial) to reduce waste produced and illegal dumping.	1.7,	2.11, 2.12, 2.14, 2.15, 2.16, 2.17	
	Engage communities to take ownership of waste initiatives.		2.13, 2.18	3.2,
Informal settlements & backyarder dwellers	Extend services to backyard dwellers on non-City land.			3.3,
	Prevent illegal dumping.	1.8, 1.9		3.4,
Infrastructure	Extend life of current landfill sites through increased waste minimisation.		2.19, 2.20, 2.21	3.5 3.6
	Scope additional landfill capacity and increase the accessibility of waste services.	1.10, 1.11		3.7
Partnerships	Coordinate basic service delivery within the City.		2.24, 2.25, 2.28	
	Share responsibilities and simplify the process to work with non-City actors within the waste value chain.	1.12, 1.13, 1.14	2.22, 2.23, 2.24, 2.27, 2.28, 2.29	3.8, 3.9, 3.10, 3.11
Service provision	Ensure financial and operational sustainability while ensuring the affordability of services.	1.15, 1.16, 1.17, 1.18, 1.19, 1.20, 1.21, 1.22	2.30, 2.31, 2.32	3.14, 3.16
	Develop services that respond to different communities' needs.			3.12, 3.13, 3.15

Table 5: Opportunity area, objective and action alignment reference table

Enablers

To enable the achievement of the three commitment pillars, two enablers have been identified. These recognise that support is required to realise the Waste Strategy, and are as follows:

- a. **Operate a future-fit utility business:** developing the business of waste within the City to be a viable trading service and a going concern, as well as a utility that is self-sustaining, independent and capable of growth.
- b. **Action by residents, businesses and partners:** waste is shared responsibility, and managing waste in Cape Town requires action from multiple stakeholders.

Following the approval of the Strategy, implementation thereof will be guided by a detailed implementation plan, accompanied by ongoing monitoring and evaluations.

Draft

8.1 Optimise existing services

Opportunity area	Actions	
Data & Technology	1.1. Undertake an analysis to inform the enhancement of systems and tools that monitor services, including the use of demand-driven services in difficult to access areas. ²⁰	<u>Role:</u> Review <u>Responsible:</u> Integrated Planning – Information & Data Management <u>Term:</u> Short
Data & Technology	1.2. Review existing software systems to increase data gathering and current system efficiency capacity, including mobile applications and devices to support infield capturing by operational staff, and the spatialisation thereof.	<u>Role:</u> Review <u>Responsible:</u> Integrated Planning – Information & Data Management <u>Term:</u> Short
Data & Technology	1.3. Incorporate more frequent and more detailed waste characterisation studies (previous study is from 2018) in the Waste Sector Plan, to update analysis on composition of waste, to track progress and inform updates on climate action and waste plans, and share appropriately within the industry.	<u>Role:</u> Review <u>Responsible:</u> Integrated Planning – Information & Data Management <u>Term:</u> Short
Data & Technology	1.4. Integrate the standalone Weighbridge system with the City's financial accounting system to ensure compliance with the MFMA.	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Information & Data Management <u>Term:</u> Short
Data & Technology	1.5. Develop automatic data flow for landfill capacity monitoring.	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Information & Data Management <u>Term:</u> Short
Data & Technology	1.6. Quantify the total (direct and indirect) cost of waste and the root cause of blockages in other critical City service infrastructure – e.g., storm water drains, rivers etc. Track illegal dumping hotspot locations and direct costs of clearing illegal dumping, to inform budget prioritisation and cross-departmental collaboration, as well as targeted communication campaigns and community engagement.	<u>Role:</u> Partner <u>Responsible:</u> FPR - Economic Analysis, Water & Sanitation Integrated Planning – Information & Data Management, <u>Term:</u> Short

²⁰ See example of use of app in Freetown, Sierra Leone. Asare, J. and Bailey-Morley, A. (2024) 'Freetown Waste Transformers: A study of private sector innovation in the waste management sector in Africa'. ODI Case Study. London: ODI (www.odi.org/en/publications/freetown-waste-transformers-a-study-of-private-sector-innovation-in-the-waste-management-sector-in-africa).

Education, awareness & advocacy	<p>1.7. Utilise the City's advocacy function to take up legislative issues imposed by other spheres of government that impede its strategic goals.</p> <ul style="list-style-type: none"> • Landfill extension approvals • EPR. • Management of problematic waste not currently regulated – e.g., car tyres, textiles, nappies / diapers. 	<p><u>Role:</u> Collaborate <u>Responsible:</u> Integrated Planning – Planning & Strategy Waste Services, Legal Services <u>Term:</u> Medium</p>
Informal settlements & backyard dwellings	<p>1.8. Via the establishment of appropriate fora, the City will integrate the service plans for areas of informality across its utility providers. The extent of the waste service commitment to these plans will be determined by the Waste Utility Operating Model. This will be further integrated into the long-term pipeline for informal settlement upgrading. All informal settlements based activities will look to utilise a single data source to ensure standardised understanding across all line directorates, and plan to deliver services at the same time as sister departments so that the impact of the collective service offering is greater upon the community. This should be accompanied by appropriate dependency tagging on SAP PPM for monitoring (stage gates).</p>	<p><u>Role:</u> Collaborate <u>Responsible:</u> Integrated Planning, Waste Services - Cleansing <u>Term:</u> Medium</p>
Informal settlements & backyard dwellings	<p>1.9. UWM will interrogate the strategies and plans of departments that have an influence on the waste service (Safety & Security, Street People, and Human Settlements) and where waste influences other directorates (Water & Sanitation, Environment, Health) and ensure that appropriate linkages are drawn between the service departments. Where necessary UWM will establish coordination meetings with other departments to adopt a holistic approach to the waste system.</p>	<p><u>Role:</u> Collaborate <u>Responsible:</u> Integrated Planning, Waste Services <u>Term:</u> Short</p>
Infrastructure	<p>1.10. Maintain and expand the Vissershok landfill site to the north to extend Vissershok airspace availability between 2037 and 2040.</p>	<p><u>Role:</u> Drive <u>Responsible:</u> Waste Services – Disposal, Finance & Capital Implementation <u>Term:</u> Short</p>
Infrastructure	<p>1.11. Develop a plan for an additional landfill site (via the Waste Sector Plan) to increase landfill capacity. This will be accompanied by developing the Waste Utility Operating Model to guide the cost and opportunity for the City to divert waste from landfill. Development of a long-term land acquisition and reservation pipeline should be attached to the sector plan.</p>	<p><u>Role:</u> Drive <u>Responsible:</u> Waste Services – Disposal, Finance & Capital Implementation <u>Term:</u> Short</p>

Partnerships	1.12. Review the City's IWM By-law to make it easier for the private sector and non-governmental organisations to get involved in the processing of waste along the value chain. This review will also look at making more waste types and streams available to more stakeholders in the waste sector.	<u>Role:</u> Review <u>Responsible:</u> Integrated Planning, Strategic Policy (FPR), Legal Services <u>Term:</u> Short
Partnerships	1.13. Review waste financial model to make it easier for the private sector to access beneficiated waste, including waste-to-energy generation projects.	<u>Role:</u> Review <u>Responsible:</u> Finance & Capital Implementation, Revenue and Budgets <u>Term:</u> Short
Partnerships	1.14. Pursue knowledge exchanges with other cities.	<u>Role:</u> Partner <u>Responsible:</u> Integrated Planning, Waste Services <u>Term:</u> Short
Service provision	1.15. Develop a Waste Utility Operating model which, initially, will take into account the following considerations: a. Options for delivering a quality service across areas of formality and informality; b. Appropriate resourcing methods to ensure sustainability of the waste service as well resilience in the face of the key risks outlined in chapter 2 of this strategy; c. A comparison between the existent financial and operating model for the waste utility and the future utility taking into account levers that influence landfill diversion, and d. An assessment of the sustainability of the operating model as it relates to tariff and rates funded services.	<u>Role:</u> Review <u>Responsible:</u> Finance & Capital Implementation, Revenue and Budgets, Integrated Planning <u>Term:</u> Short
Service provision	1.16. Using the findings from the waste utility operating model, develop a complete re-set to delivering services across the informality spectrum, to ensure regular, financially sustainable services, and clean neighbourhoods for all residents in Cape Town. This should include increasing the frequency and volume of services, changing the delivery model etc., with the aim of easing the burden of illegal dumping on infrastructure.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Cleansing <u>Term:</u> Medium
Service provision	1.17. Fleet management will conduct a quantification of the current fleet backlog and needs assessment with each of the Waste Services branches, to identify the composition and needs of the operational teams, so as to best align with the optimal vehicles (right sizing). This will allow for the alignment of the organisational structure with asset allocation, and allow for shared assets, where appropriate.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Engineering & Asset Management <u>Term:</u> Medium

Service provision	1.18. Integrated planning and alignment of planning cycles between the service departments and implementing branches will be scheduled as part of the directorate's planning cycle. This should include ongoing feedback and analysis, to account for changing needs.	<u>Role:</u> Review <u>Responsible:</u> Integrated Planning, Waste Services <u>Term:</u> Short
Service provision	1.19. As current budgets only allow for replacement of existing vehicles, should waste services be expanded, Fleet Management will work with operational branches to re-prioritise existing funding, and keep uneconomical assets on the road and benchmark plant vehicles suitable for a 'second life'. Additional contracts to hire vehicles from the private sector will be avoided at all costs.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Engineering & Asset Management <u>Term:</u> Medium
Service provision	1.20. To accommodate an increasing fleet size, the capital budget will be aligned to the economic lifecycle management of the fleet. This will be supported by best practice, using an economic lifecycle approach.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Engineering & Asset Management, Finance & Capital Implementation <u>Term:</u> Medium
Service provision	1.21. Confirm the workforce skills plan for the Waste utility, identifying those areas where additional skills and capacity are needed in order to be adaptable to the increasing demands associated with the service.	<u>Role:</u> Review <u>Responsible:</u> Waste Services, HR Business Partner <u>Term:</u> Medium
Service provision	1.22. Work with Safety & Security and communities to develop plans to ensure the safety of City staff and service providers delivering municipal waste services.	<u>Role:</u> Collaborate <u>Responsible:</u> Waste Services, Safety & Security <u>Term:</u> Medium

8.2 Minimise waste to landfill

Opportunity area	Actions	
Data & Technology	2.1. Undertake an assessment of the key drivers of private and City waste generation, as well as costing, over a 20-year horizon in order to develop appropriate interventions targeted to decrease waste demand.	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Planning & Strategy <u>Term:</u> Short
Data & Technology	2.2. Based on identified dumping and littering hotspots, work with community partners to enumerate waste service needs for backyard dwellings and informal settlements, so as to directly address illegal dumping in hotspot areas.	<u>Role:</u> Partner <u>Responsible:</u> Waste Services – Cleansing, Public Empowerment & Development <u>Term:</u> Short
Private sector integration	2.3. Identify economically feasible beneficiation waste types, and expand the waste types accepted at and benefited from Drop-off facilities. Communicate the waste minimisation service offering to relevant stakeholders, including residents and businesses.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Waste Minimisation, Environment <u>Term:</u> Short
Private sector integration	2.4. Engage with Directorate: Spatial Planning & Environment - Development Management, at an executive level, to proactively review land use regulations to enable better integration of BBCs and organic waste companies into the waste value chain.	<u>Role:</u> Enable <u>Responsible:</u> Integrated Planning – Planning & Strategy, Waste Services – Waste Minimisation <u>Term:</u> Short
Private sector integration	2.5. Enable and facilitate accreditation for BBCs in a proposed intervention area, ensuring that the accreditation process is as streamlined and user-friendly as possible.	<u>Role:</u> Enable <u>Responsible:</u> Integrated Planning – Planning & Strategy, Waste Services – Waste Minimisation, <u>Term:</u> Short

Private sector integration	2.6. Develop programmes with intermediaries contracted to the City (ideally private sector or NGO partners) to provide compliance support to assist informal BBCs to improve their practice, (e.g., zoning, environmental management, health and safety,) to meet legislative requirements, improve data collection as well as improve the support to local communities' livelihoods.	<p><u>Role:</u> Enable</p> <p><u>Responsible:</u> Integrated Planning – Planning and Strategy</p> <p>Supported by: Waste Services – Waste Minimisation; Environmental Health, Planning and others, Public Empowerment & Development</p> <p><u>Term:</u> Medium</p>
Private sector integration	2.7. Approve and implement the draft Waste Picker Integration Plan, in alignment with the NWMS, to outline the mechanisms for integration of informal waste pickers (directly or indirectly) into the waste service.	<p><u>Role:</u> Enable</p> <p><u>Responsible:</u> Integrated Planning – Planning & Strategy, Waste Services – Waste Minimisation</p> <p><u>Term:</u> Medium</p>
Private sector integration	2.8. Work with local recycling related associations to accelerate the involvement of small businesses into municipal waste minimisation services, e.g. through innovative procurement or alternative business models.	<p><u>Role:</u> Partner</p> <p><u>Responsible:</u> Waste Services – Waste Minimisation, Project Management Office</p> <p><u>Term:</u> Medium</p>
Private sector integration	2.9. When developing City infrastructure and operations in areas, current operations (informal and formal) must be considered as part of the service menu. Where possible, a survey of the waste management and recycling value chain in a given area should be undertaken to understand the level of service and capacity of the existing system (volumes handled, livelihoods supported – formal and informal)). This will assist the City with planning its service offering within the existing localised system, and enable non-City waste service offerings appropriately.	<p><u>Role:</u> Review</p> <p><u>Responsible:</u> Future Planning and Resilience; Planning and Strategy</p> <p><u>Term:</u> Medium</p>
Private sector integration	2.10. Include an administrative capacity training component in City programmes accelerating SMME involvement, providing business support and equipping them to be responsive to City tenders and reporting requirements.	<p><u>Role:</u> Partner</p> <p><u>Responsible:</u> Enterprise & Investment, Public Empowerment & Development</p>

		<u>Term:</u> Medium
Education, awareness & advocacy	2.11. Package circular interventions as a "Circular Cape Town" strategic awareness campaign, or similar, as part of a City-wide circular economy strategy (see action 2.26).	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Awareness & Compliance <u>Term:</u> Medium
Education, awareness & advocacy	2.12. Develop an evidence-based communications plan, with specific messaging and themes (to be detailed in the implementation plan), to improve waste behaviours in Cape Town and communicating the urgency of minimising waste to landfill. To ensure successful uptake of services following an education and awareness campaign, proactively improving the ease of access and frequency of services is essential (e.g. through satellite services at hotspots). This should consist of targeted campaigns addressing misconceptions and should be rigorously evaluated to assess impact. This should be supported by strategic identification and engagement with relevant target audiences (e.g. youth).	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Awareness & Compliance, Corporate Services (Communications and Citizen Interface) <u>Term:</u> Short
Education, awareness & advocacy	2.13. Develop education and awareness campaigns specifically designed to combat the adverse effects of illegal dumping and littering for implementation amongst residents of informal settlements and backyard dwellings. These campaigns will aim to inform residents of the diversity of waste services available in their local area, and will be accompanied by the continued enforcement of the IWM By-law.	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Awareness & Compliance, Waste Services – Cleansing, Public Empowerment & Development, Corporate Services (Communications and Citizen Interface) <u>Term:</u> Short
Education, awareness & advocacy	2.14. Ensure compliance for large-scale waste generators (e.g. hospitality industry) through the submission and implementation of integrated waste management plans.	<u>Role:</u> Regulate <u>Responsible:</u> Integrated Planning – Planning & Strategy <u>Term:</u> Medium
Education, awareness & advocacy	2.15. Leverage the City's position as a leader in procurement to demonstrate its commitment to reducing and progressively eliminating various single-use or non-recyclable products, for example in City service delivery (e.g. refuse bags) and on City-owned properties (regulated through Departmental IWMPs),	<u>Role:</u> Enable and Regulate <u>Responsible:</u> Integrated Waste Policy; Planning and Strategy;

	<p>or for City events (regulated by the event permit process). Other possibilities are linked to procurement through the City's Supply Chain Management Policy (in line with Green Procurement Action Plan), for example in park furniture and roads. This should be supported by the development of guidelines/cross-cutting tenders, including construction tenders, for Departments to procure alternative products or conditions to include circular economy elements and could be reported on as part of international funding requirements.</p>	<p>Waste Services – Waste Minimisation</p> <p>Spatial Planning & Environment: Environmental Management</p> <p>Economic Growth: Facilities Management</p> <p><u>Term:</u> Medium</p>
Education, awareness & advocacy	<p>2.16. Communicate a call for companies to sign onto voluntary pacts or agreements to reduce waste produced, e.g. SA Plastics Pact or the Food Loss and Waste (FLW) Initiative, and present this to companies through existing platforms such as Energy Water Waste (EWW) Forum. Accompany this with an awareness campaign for consumers to hold waste producers accountable.</p>	<p><u>Role:</u> Enable</p> <p><u>Responsible:</u> Integrated Waste Policy: Awareness and Compliance; Waste Services – Waste Minimisation</p> <p><u>Term:</u> Short</p>
Education, awareness & advocacy	<p>2.17. Work with existing internal collaboration platforms, to continue to coordinate information sharing on transversal campaigns, e.g. pollution and to work with other utility directorates to address the impact of waste in water and sanitation systems.</p>	<p><u>Role:</u> Collaborate</p> <p><u>Responsible:</u> Integrated Planning – Awareness & Compliance</p> <p><u>Term:</u> Short</p>
Education, awareness & advocacy	<p>2.18. Host a roadshow of engagements to capacitate sub-councils and link with City Improvement Districts (CIDs) to take ownership of waste initiatives within their area, and empower local 'champions' to activate public spaces and illegal dumping hotspots.</p>	<p><u>Role:</u> Partner</p> <p><u>Responsible:</u> Integrated Planning – Awareness & Compliance</p> <p><u>Term:</u> Short</p>
Infrastructure	<p>2.19. Review cleansing services in informal settlements to minimise inefficiencies in storage capacity.</p>	<p><u>Role:</u> Drive</p> <p><u>Responsible:</u> Waste Services – Drop Offs and Collections</p> <p><u>Term:</u> Short</p>
Infrastructure	<p>2.20. Build additional strategic infrastructure (i.e. MRFs) to further enable separation at source in Cape Town.</p>	<p><u>Role:</u> Drive</p> <p><u>Responsible:</u> Waste Services - Finance & Capital Implementation</p>

		<u>Term:</u> Medium
Infrastructure	2.21. Develop an organic waste implementation plan to reduce organic waste disposal to landfill through improved waste separation at source (including the expansion of successful trials in low-income areas), treatment and utilisation, through the upgrade of organic waste beneficiation or processing facilities such as the Bellville compost facility and others, home composting bin roll-out, and trialling of programmes to supply these facilities, as well as community organic gardens and farms, with organics.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services: Disposal <u>Term:</u> Short
Partnerships	2.22. In order to support the circular materials aspect of the City's multi-pronged approach to enhancing circularity, the City's Urban Waste Directorate will pilot a selection of the recommended interventions in GreenCape's Circular City Waste Scan (2023) with trusted partners and stay abreast of emerging waste streams and their integration into waste services.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Waste Minimisation, <u>Supported by:</u> Public Empowerment & Development <u>Term:</u> Medium
Partnerships	2.23. Continue to build relationships with the Producer Responsibility Organisations (PROs) to enable the EPR regulations through the appropriate alternative business models, procurement or contractual agreements between the City and the PROs. This should include the investigation of developing a Western Cape regional agreement with PROs.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Waste Minimisation, Collections, Disposal Integrated Planning <u>Term:</u> Medium
Partnerships	2.24. Improve accountability and shared responsibility for waste management and waste minimisation within the City's properties and staff – e.g., through realising the Green Procurement Action Plan, minimising waste and packaging used by major vendors and re-using of building rubble, ensuring thorough waste management plans are in place in other directorates etc.	<u>Role:</u> Regulate/Enable <u>Responsible:</u> All directorates, Integrated Planning – Planning and Strategy; Waste Services - Waste Minimisation <u>Term:</u> Short
Partnerships	2.25. Determine the appropriate institutional structures and mechanisms for driving Cape Town's circular economy transition, including investigating in an inter-departmental working group of champions to drive the development of a City Circular Economy Action Plan.	<u>Role:</u> Collaborate/Partner <u>Responsible:</u> Risk and Resilience, Environmental Management Enterprise & Investment, Sustainable Energy Markets, UWM

		<u>Term:</u> Medium
Partnerships	2.26. Test approaches to fund and support community led initiatives – e.g., supporting with bags & removal, park equipment etc.	<u>Role:</u> Innovate <u>Responsible:</u> Integrated Planning – Awareness & Compliance, Waste Services - Cleansing <u>Term:</u> Short
Partnerships	2.27. Explore waste-to-energy private sector partnerships to leverage specialised sector equipment and expertise.	<u>Role:</u> Partner <u>Responsible:</u> Waste Services – Disposal, Energy – Sustainable Energy Markets <u>Term:</u> Short
Partnerships	2.28. In line with the City's Energy Strategy (1.1c,ii), Explore and, where feasible, develop utility-scale power generation projects on City-owned land to increase Cape Town's renewable energy and dispatchable energy supply, including: Electricity generation from waste-to-energy at landfills and biogas generation from organic waste at transfer stations. Accordingly, collaborate with Directorate: Energy colleagues to ensure energy independence/security at waste facilities.	<u>Role:</u> Collaborate <u>Responsible:</u> Waste Services – Collections, Energy – Sustainable Energy Markets <u>Term:</u> Short
Partnerships	2.29. Develop a decision-making framework / assessment methodology for waste-to-energy projects, as well as a position paper on waste-to-energy.	<u>Role:</u> Collaborate <u>Responsible:</u> Waste Services – Disposal, Energy – Sustainable Energy Markets, Water & Sanitation <u>Term:</u> Short
Service provision	2.30. Develop a timeline, research and investigate alternative revenue and business model options to inform the most appropriate type of waste minimisation tariff or other revenue generation model to finance the City's waste minimisation service.	<u>Role:</u> Drive <u>Responsible:</u> Finance & Capital Implementation – Revenue & Budgets, Waste Services. <u>Term:</u> Short
Service provision	2.31. Using a targeted approach, progressively increase the coverage of separation at source services in the City, though either formal door-to-door collections,	<u>Role:</u> Drive

	drop-off facilities, swap shops, or other appropriate methodology.	<u>Responsible:</u> Waste Services: Collections <u>Term:</u> Short
--	--	--

Draft

8.3 Maximise basket of service offering

Opportunity area	Actions	
Data & Technology	3.1. Engage with the Western Cape Provincial Government to strengthen access to private sector data (e.g., IPWIS) in order to understand the extent of waste processing taking place in Cape Town.	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Information & Data Management <u>Term:</u> Short
Education, awareness & advocacy	3.2. Design and implement evidence-based communication campaigns to deal with the “not in my backyard” issue as it affects the City and private sector’s ability to provide waste management/recycling facilities closer to informal and semi-formal areas. This should be accompanied by the development and maintenance of drop-off facility environmental health and safety standards. These facilities should be designed to be aesthetic and focused on community integration.	<u>Role:</u> Drive <u>Responsible:</u> Integrated Planning – Awareness and Compliance, Corporate Services (Communications and Citizen Interface) <u>Term:</u> Short
Informal settlements & backyarder dwellings	3.3. The City will implement waste services to backyard tenants, SSRU tenants and micro-development tenants on City and non-City owned land, to accommodate the number of people living on the property. Initial pilot areas will be developed to test the delivery model. These services will be funded through varying degrees of tariffs, and will be in line with the user-pays principle, with a limit to free services offered.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Cleansing & Collections <u>Term:</u> Medium
Informal settlements & backyarder dwellings	3.4. Ensure that services within informal settlements are costed such that financial modelling will support a long-term service offering that does not jeopardise the overall waste service in the metro. In this regard, the City will undertake a review of the operating model for waste services across the metro and engage with other municipalities facing similar challenges (e.g. Drakenstein).	<u>Role:</u> Review <u>Responsible:</u> Finance & Capital Implementation – Revenue & Budgets, Waste Services <u>Term:</u> Short

Infrastructure	3.5. Scope and development of 8 additional drop-off facilities in terms of the capital budget for drop-off expansion, in line with Green Procurement Guidelines. This should be accompanied by a land register with associated PTMS numbers tagged on SAP PPM.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services - Waste Minimisation <u>Term:</u> Long
Infrastructure	3.6. Working with directorates in the City, UWM will develop a map of potential drop-off sites. The sites will take into consideration the amended operating model and will be approved by the ED: UWM.	<u>Role:</u> Review <u>Responsible:</u> Waste Services – Disposal Waste Services – Waste Minimisation <u>Term:</u> Medium
Infrastructure	3.7. Identify, complete a feasibility assessment and purchase a new site for development of a regional landfill, following land acquisition delays due to litigation. Ensure design plans are in line with Green Procurement Guidelines.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services - Disposal <u>Term:</u> Short
Partnerships	3.8. Engage and work with private sector actors, including accredited service providers, to clarify their waste processing plans and the implications for the waste service in Cape Town, to allow for data-driven planning and enabling of the private sector.	<u>Role:</u> Partner <u>Responsible:</u> Integrated Waste Policy; Planning and Strategy; Waste Services – Waste Minimisation <u>Term:</u> Short
Partnerships	3.9. Create a framework for establishing partnerships, piloting projects and providing resources to build and strengthen partnerships in the waste eco-system.	<u>Role:</u> Enable <u>Responsible:</u> Integrated Waste Policy; Awareness and Enforcement (Events/Partnerships), Future Planning & Resilience: Technical Partnerships Unit (FPR), Risk and Resilience. <u>Term:</u> Short

Partnerships	3.10. Map non-governmental actors (including NGO, CBO and private) actors in the waste sector in Cape Town to provide an area-based overview of existing partnerships and potential partnerships to pursue.	<u>Role:</u> Review <u>Responsible:</u> Integrated Waste Policy: Awareness and Enforcement (Events/Partnerships). <u>Term:</u> Short
Partnerships	3.11. Continue to work with existing waste industry/collector forums to ensure coordination across different actors in the sector.	<u>Role:</u> Partner <u>Responsible:</u> Waste Services – Collections <u>Term:</u> Medium
Service provision	3.12. Conduct an assessment of the current waste service delivery standards (including quality of service) in informal and formal settlements across the metro, and review the differentiated service offerings (collection, cleansing, and disposal).	<u>Role:</u> Review <u>Responsible:</u> Waste Services, Integrated Planning <u>Term:</u> Short
Service provision	3.13. Based on actions 1.15 and 3.12, develop service standards to fit different contexts and different areas, ensuring that a minimum, defined service standard is upheld and achieved. The service standards will be collaboratively developed in partnership with the sector, and progressively realised over a five-year period, which will be piloted in selected areas.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services, Integrated Planning <u>Term:</u> Short
Service provision	3.14. The City will research, trial and selectively implement the beneficiation of organic food waste at drop-off facilities, where economically feasible.	<u>Role:</u> Innovate <u>Responsible:</u> Waste Services – Waste Minimisation. Public Empowerment & Development <u>Term:</u> Medium
Service provision	3.15. Explore waste collection models in informal settlements, such as approved containers for informal settlement service delivery, on a trial basis at selected pilot sites.	<u>Role:</u> Innovate <u>Responsible:</u> Waste Services – Cleansing,

		Public Empowerment & Development <u>Term:</u> Medium
Service Provision	3.16. The City will investigate ways to diversify its revenue stream for waste services.	<u>Role:</u> Drive <u>Responsible:</u> Waste Services – Finance & Capital Implementation <u>Term:</u> Short

Draft

9. Roles and Responsibilities

Stakeholder ²¹	Interests
Internal	
Urban Waste Management (UWM)	Delivering waste management services, including refuse collection, landfill management, waste minimisation and cleansing. Data provision for service planning.
Water and Sanitation Services (WW)	Delivering wastewater management, waste disposal and storm water management services.
Sustainable Energy Markets (Energy)	Waste-to-energy, disposal (sustainability), climate change mitigation.
Urban Planning and Design (SPE)	Develop precinct and spatial plans, including waste services as an activity. Activating public spaces through place-making.
Urban Regeneration – Mayoral Urban Regeneration Programme (SPE)	Provide precinct management, including waste, recycling projects, informal waste picker programmes and area cleaning.
City Improvement District (SPE)	Regulate and manage CIDs, including top up waste services.
Informal Settlements (HS)	Informal settlement planning and coordination of services in settlements that have not been upgraded or have re-densified, in collaboration with other service departments.
Health	Providing public and environmental health services and business licensing.
Environmental Management	Driving circular economy efforts in Cape Town.
Economic Growth (EG)	Economic Development & Investment: Driving circular economy efforts in Cape Town, supporting economic growth and development (e.g. funding GreenCape), supporting socio-economic challenges of waste pickers.
Social Development	Supporting socio-economic challenges of waste pickers.
Future Planning & Resilience (FPR)	Driving circular economy and climate change response efforts in Cape Town.
External	
Informal Waste Pickers	Providing waste picking services.
Recycling value chain roleplayers	Waste beneficiation and value creation, and providing recycling services. (e.g. BBCs, sorting businesses, middle men etc.)
Waste-to-Energy Companies	Converting municipal solid waste to energy.
National and Provincial Departments	Managing regional landfills and monitoring and supporting minimum standards.
Academia	Understanding problems in the sector, highlighting innovations.
Civil society organisations	Education and awareness campaigns, changing behaviours.
Residents/communities	Receiving services, keeping environment clean, enjoying a clean environment, advocacy, consumer pressure.
Contracted service providers	Delivering waste services and goods (e.g. home composters, wheelie bins).

²¹ Directorate and department names are correct at the time of drafting, and are subject to change.

10. Monitoring and Evaluation

The Urban Waste Management directorate will develop a monitoring, evaluation and learning plan will be developed to ensure that the City is able to track progress regarding the implementation of this Strategy, and make updates or changes as required. The monitoring and evaluation process will include regular assessment of progress.

The process will also include a focus on identifying areas for continued learning and ensuring that results of learning processes are provided to stakeholders to support more effective future action. Where learning opportunities are identified, the City will work with partner organisations to promote learning from and with partners, and disseminate the results of learning processes.

An implementation plan and accompanying monitoring and evaluation approach will be developed. This plan will include regular reporting to relevant City portfolio committees, and integration with the City's Service Delivery and Budget Implementation Plan (SDBIP) process where necessary and appropriate. This strategy will be reviewed and updated every five years at a minimum, and may be reviewed and updated more frequently if deemed necessary. The City acknowledges that waste management is a fast-moving and developing field, and therefore regular review is necessary to ensure that the Strategy remains up to date.

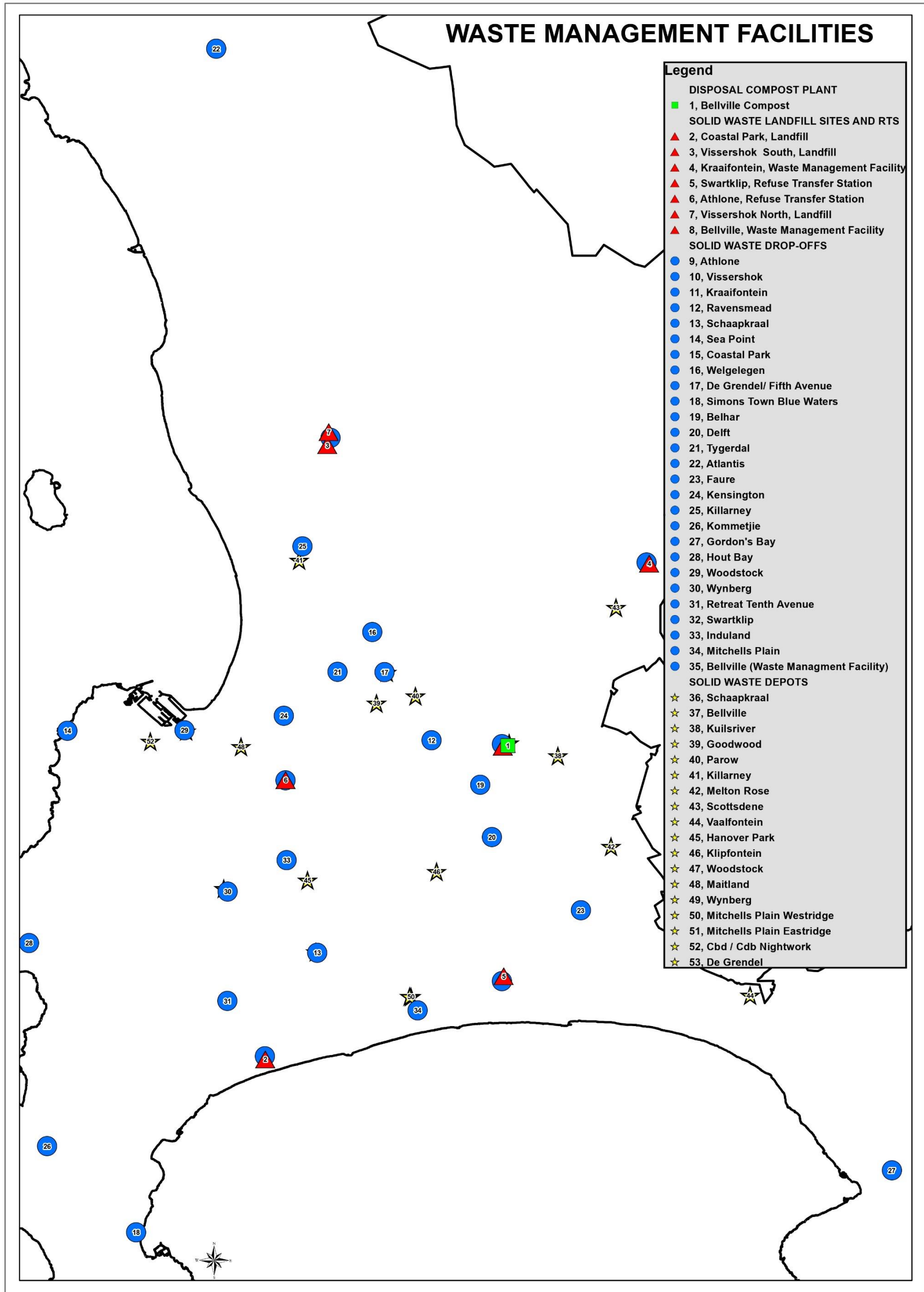
While the implementation plan will provide more detail, the following elements are suggested to provide evidence of success:

- a. Increase in waste diversion rate (including City and private sector data);
- b. Decrease in illegal dumping;
- c. Decrease in landfill rate;
- d. Increase in diversity of revenue streams for waste services in Cape Town – e.g., PROs, waste minimisation tariff introduction;
- e. Increase in delivery of waste services to backyard dwellings on non-City land;
- f. Increase in coordination with other utility services to deliver services in informal settlements;
- g. Updated Waste Utility Operating model;
- h. Decrease in incidences of violence against City staff and service providers delivering municipal waste services;
- i. Increase in community partnerships and initiatives;
- j. Use of data to inform budget prioritisation and cross-departmental collaboration;
- k. Increase in diversity and number of actors in waste services that City can legally engage with – e.g. BBCs, SMME associations, waste picker associations etc.;
- l. Increase in engagement with communication campaigns;

- m. Increase in use of rigorous evaluations to inform behaviour change interventions;
- n. Increase in testing new approaches – e.g. to fund and support community led initiatives, satellite drop-off sites, piloting 'pay as you throw' schemes, beneficiation of additional waste streams, 130l wheelie bins for informal settlement service delivery;
- o. Adoption of service standards for different contexts and areas;
- p. Increase in accreditations or accreditation percentage;
- q. Increase in private IWMPs approved;
- r. Increase in coverage (in terms of number of households/service points) for separation at source services (split into recyclable and organics);
- s. Number of free home composters distributed;
- t. Increased cost efficiency - tonnes managed per rand;
- u. Annual change in Gross Domestic Product (GDP) compared to change in total municipal waste landfilled, and
- v. Annual change in population growth compared to change in total municipal waste landfilled.

Draft

Annexure A- Mapping





CITY OF CAPE TOWN
ISIXEKO SASEKAPA
STAD KAAPSTAD

Pre-Public Participation Plan

NAME OF PROCESS	Waste Strategy
LINE DEPARTMENT	Integrated Planning & Strategy
DIRECTORATE	Urban Waste Management
RESPONSIBLE OFFICIAL	Velaphi Mabiletsa
PPU PRACTITIONER	Mbuthokazi Kubashe

1. Background

The City of Cape Town (City) faces significant challenges in managing waste due to rapid urbanisation, population growth, and increasing consumption patterns. The Waste Strategy aims to address these challenges through a comprehensive approach that aligns with national and provincial waste management goals. The vision for Cape Town is to deliver a clean city for all, where residents and businesses have access to quality, sustainable, and affordable waste services.

The vision of the strategy is:

A clean city for all

Purpose of the Strategy

The strategy aims to achieve the following:

1. **Coordination:**

- To effectively coordinate UWM operations and services, given the staff compliment (of about 3 300 personnel) and budget.
- To ensure that capital spending and budgeting are aligned to broader strategic objectives and long terms goals to improve sustainability.
- To guide coordination and partnerships with other City departments, external role players and service providers. To ensure the best service composition and adaptability to reduce risk and improve service continuation in various circumstances.

2. **Consolidation:** To consolidate various actions and plans into one guiding document, with responsibilities broken down into a departmental level, to ensure that actions are not overlooked or forgotten.

3. **Common goal:** To create a shared vision for urban waste in Cape Town and to change the way waste is viewed by the City, residents and business by highlighting the opportunities of waste and the positive social and economic benefits of viewing and treating waste differently.

The strategy looks at the current challenges experienced in waste service delivery, minimisation and expanding services. It looks at the risks the influence the operating model and addresses the risks and challenges through three broad commitments:

1. **Optimise Existing Services:**

"Optimising Existing Services" speaks to improving efficiencies within the existing service offering.

2. **Minimise Waste to Landfill**

“Minimising Waste to Landfill” speaks to making waste reduction easy and part of the culture of Cape Town. Noting the increased roll out of waste minimisation services, this will require additional budget and staff within this branch, over time.

3. Maximise Basket of Service Offering

“Maximising Basket of Service Offering” speaks to expanding services through tailoring, localisation and partnering, with the intention of drawing in additional actors to support this.

Each commitment speaks to the action the City will take to address a specific challenge as well as the responsible directorate and the City's role.

2. Objectives

2.1. Directorate

- To solicit comments and objections to the policy
- To ensure the delivery of documents and related material to libraries and Subcouncil offices
- To ensure that the relevant material is shared with Digital Communication for publishing on the City's website

2.2. Public Participation Unit

- To ensure that all relevant internal and external stakeholders are consulted
- To ensure that proper public participation procedure is followed
- To log the public participation plan on the system
- To ensure that all risks are identified and mitigated
- To assist in logistical arrangements, where and when required
- To ensure the delivery of documents and related material to libraries and Sub Council office

2.3. Corporate Communication Department

- To advise on the appropriate communication channels for the project's public participation
- To draft content for media releases and CCT social media channels
- To guide and input on associated communication elements (newspaper ads, radio ads, social media videos)

3. Proposed Engagement Methods

- Councillor's Social Networks e, g WhatsApp, Facebook etc.
- Comment forms to be circulated to all Subcouncil database
- Corporate Newspapers and all local newspapers
- Have our Say online portal
- MAYCO member media briefing
- Subcouncils

4. Public Participation Period

Period	30	Days	Start	2024/09/11	End	2024/10/11
---------------	-----------	-------------	--------------	-------------------	------------	-------------------

Internal Stakeholders

Line Department	Representative	Role
Public Participation Unit	Mbuthokazi Kubashe	PPP Coordinator
Urban Waste Management	Velaphi Mabiletsa	Communication from Directorate
Line Department	Velaphi Mabiletsa	Project Manager
Corporate Communication Department	Karen Thompson	Print Communication
Digital Communication	Jessica Timlin	Digital Coordinator
Subcouncil	Relevant SC Managers	Distribution
Portfolio Committee	Ald. Brenda Hansen	Chairperson
Mayco Member	Ald. Grant Twigg	Oversight

Mark with an "X"

Localised Process	<input type="checkbox"/>	City Wide Process	<input checked="" type="checkbox"/>
--------------------------	--------------------------	--------------------------	-------------------------------------

Sub council: If a Localised Process, please indicate which Sub councils are affected. Mark with an "X"

01	02	03	04	05	06	07	08	09	10	11	12	13	14	15	16	17	18	19	20	21	
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X	X

5. Communication Matrix

Channel	Description / Use	Push	Pull	Access
Community Newspaper and dailies	Adverts will be published in the community newspapers. The advert must inform interested and affected parties of Council's intention, the process to be followed, how to comment/object and submit comments/objections to the City.	X		
City Website	Advertise the process via Council's "Have Your Say" webpage (www.capetown.gov.za/haveyoursay). An online comment/objection form will also be made available for online input. Further details on how comments can be submitted will also be outlined.	X	X	X
Subcouncil Office	Advert will be submitted to the relevant Subcouncil office that will make it available for viewing by interested and affected parties especially those who do not have access to online platforms.			X
Subcouncil Managers	Provide Subcouncil managers with electronic versions to be distributed via their communication channels.	X		
Ward Council platforms	Provide Ward Councillors with information to distribute via his communications platforms.	X	X	X
Libraries	Statutory Advert will be submitted to the City libraries identified serving the affected area or community for viewing.	X		
Email	The Email address will be used to receive comments and/or objections from affected parties is to be addressed to WasteStrategy.PP@capetown.gov.za		X	
Read/ Write Assistance	Public Participation Unit will provide a contact for enquiries on the actual process and assist people who cannot read or write.			X

6. Action Plan

Date		Action	Responsible
1.	2024/08/14	Develop draft Pre-Public Participation Plan	Taruna Hariparsad and Mbuthokazi Kubashe
2.	2023/08/11	Present Pre-Public Participation plan for input/ final comment by project manager and PPU.	Taruna Hariparsad and Mbuthokazi Kubashe
3.	2023/08/11	Prepare the communication material (if applicable), advert.	Taruna Hariparsad and Mbuthokazi Kubashe
4.	2023/08/22	Obtain final sign-off on Pre- Public Participation plan and content of communication material	Mbuthokazi Kubashe
5.	2024/08/23	Submit the following documents to PPU: <input checked="" type="checkbox"/> Draft Advert <i>*Section 5.3 of the Language Policy</i>	Mbuthokazi Kubashe
6.	2024/08/28	Submit Draft Advert to Communication (Karen Thompson) for: <input checked="" type="checkbox"/> Editing and Translations <input checked="" type="checkbox"/> Publication in the relevant newspapers	Mbuthokazi Kubashe
7.	2024/08/30	Submit printed legal notices for delivery and distribution to libraries and strategic points	Mbuthokazi Kubashe
8.	2024/08/30	Request Subcouncil Manager(s) to: <input checked="" type="checkbox"/> Electronically distribute the advert to Subcouncil Chairperson(s), Ward Councillors and organisations registered on their database to the relevant sector	Mbuthokazi Kubashe
9.	2024/09/04	Pre briefing and engagement with the Subcouncil/s	SPU, UWM
	2024/09/11	Public Participation Process goes live	
10.	2024/09/11	Issue media statement and social media post	UWM Comms
11.	2024/09/11	Issue Mayor video calling for comments on social media	Mayors media liason
12.	2024/09/16	Issue Mayco video calling for comments on social media	Mayco media liason
10.	2024/09/11 to 2023/10/11	Monitor comments and send questions of clarity to the project manager as received	Taruna Hariparsad, Ruth Capon
11.	2024/09/16 to 2024/09/19	Report serves at Subcouncil meetings	SPU, UWM
	2024/10/11	Public Participation Process close	

SHARED ROLES AND RESPONSIBILITIES

- Public participation unit is to make sure that all the relevant stakeholders are communicated to and are informed where to obtain comment forms.
- Urban Waste Management is to provide the project's information.
- Subcouncils and ward Councillors is to send the Strategy to all bodies/ organisation in Subcouncil database

This public participation plan is supported

Compiled by: Taruna Hariparsad

Name: Velaphi Mabiletsa

On (date): 21 August 2024

**Taruna
Hariparsad** Digitally signed by
Taruna Hariparsad
Date: 2024.08.29
13:17:36 +02'00'

Supported by PPU:

Name:

On (date):

**Mbuthoka
zi Patience
Kubashe** Digitally signed
by Mbuthokazi
Patience Kubashe
Date: 2024.08.29
19:15:28 +02'00'

Proposed Advert

HAVE YOUR SAY!
Draft City of Cape Town
Waste Strategy

The City of Cape Town intends to adopt a new Waste Strategy. The core purpose of the strategy is to ensure **a clean city for all** as well as tackling the growing global waste crisis. In achieving these goals, the City has drafted a strategy to improve and expand its service offering while also minimising the amount of waste created and being landfilled through waste diversion and minimisation. The success of the strategy depends largely on residents and businesses committing to reducing the amount of waste created and also disposing of waste responsibly.

Part of the process is that the public be afforded the opportunity to make representation and or give input on the Waste Strategy.

Notice is hereby given in terms of Section 17 of the Local Government Municipal Systems Act, whereby Council is affording the public and interested parties or groups the opportunity to submit comments, recommendations or input to the municipality for a period of 30 days.

The 30 day comment period commences on 11 September 2024 and concludes on 11 October 2024.

Comments input and recommendations in respect of the proposed Plan can be submitted in any of the following ways:

- By Email to WasteStrategy.PP@capetown.gov.za
- By Written Submission posted to Urban Waste Management Floor 19 Civic Ctr, 12 Hertzog Blvd, Foreshore, Cape Town, 8001

Special assistance will be given to people who cannot read or write, people with disabilities and other disadvantaged groups who are unable to submit written comments, to have their inputs or comments recorded and submitted to the Municipality. For such purpose members of the above mentioned groups may contact the City of Cape Town Public Participation Unit:

For General Public Participation:

Mbuthokazi Kubashe at 021 400 9808 or Mbuthokazi.Kubashe@capetown.gov.za

For Disadvantaged Groups' Assistance:

Mbuthokazi Kubashe at 021 400 9809 or Mbuthokazi.Kubashe@capetown.gov.za

Enquiries relating to the Waste Strategy can be directed to the Urban Waste Management Directorate at 021 400 1902 or email: WasteStrategy.PP@capetown.gov.za

Kindly note that the draft Waste Strategy will be available for viewing on the City of Cape Town website: <http://www.capetown.gov.za/haveyoursay>, at sub-council offices and at libraries.