

WORKSHOP REPORT

TOWARDS WASTE PICKER INTEGRATION GUIDELINES: SACN WORKSHOP ON EXPERIENCES OF INTEGRATING WASTE PICKERS IN CITIES AND ACROSS THE WORLD

12-13 April 2016, Parktonian Hotel, Braamfontein, Johannesburg

DAY ONE: 12 APRIL 2016

1. Opening and Welcome (Ms. Sandiswa Tshaka, SACN and Ms. Makhosazana Baker, City of Johannesburg)

The workshop was opened by Ms. Sandiswa Tshaka of the South African Cities Network (SACN) and Ms. Makhosazana Baker, Director of Waste Management and Regulation, City of Johannesburg. Speaking on behalf of Mr. Tiaan Ehlers, Executive Director of Environment and Infrastructure Services for the City of Johannesburg, Ms. Baker welcomed the participants. Ms. Baker noted that things have moved forward in Johannesburg since the time of “get these people off the streets”. Johannesburg has a number of programmes and initiatives working with waste pickers and was pleased to host this important first meeting of South Africa’s metropolitan municipalities to discuss waste picker integration.

Ms. Tshaka provided the background to the workshop. The National Waste Management Strategy (NWMS) prioritises formalising jobs in the recycling chain and requires the Department of Environmental Affairs (DEA) to develop guidelines on waste picker integration. South Africa’s metropolitan municipalities have each undertaken a number of different initiatives to engage and integrate waste pickers. These experiences can provide crucial lessons that should inform both the development of programmes in other metros and smaller municipalities, as well as the development of national guidelines.

The main objectives of the workshop were therefore for waste management officials and waste pickers from SACN cities to:

- deepen their knowledge of global best practice of waste picker integration;
- share their experiences in trying to integrate waste pickers;
- reflect on factors that have facilitated and hindered waste picker integration;
- identify key areas where more information and support are required; and
- begin to map out what should be included in the municipal guidelines on waste picker integration.

2. Review of the Agenda

The workshop facilitator, Dr. Melanie Samson of the University of the Witwatersrand, took the participants through the workshop agenda. A copy of the agenda is included in Annexure A.

3. Introduction of Participants

Participants (see Annexure 1) were asked to introduce themselves by telling the group their name, what municipality/organisation they are from, and the first word that comes to their mind when they hear the word “waste picker integration”. Words associated with waste picker integration included: dignity, slow, opportunity, rubbish, recognition, victory, finance, complicated but doable, undesirable, separation at source, environmental sustainability, job creation, misunderstood, and humans. These first associations showed that even though there is recognition that waste picker integration is complicated, the overwhelming majority of participants felt that waste picker integration is important in terms of achieving a number of social, economic, environmental, and policy goals. Only two participants’ words indicated that they do not see waste picker integration as desirable.

4. Activity – How We Think About Waste Picker Integration

Participants were then asked to talk to their neighbours about successes and challenges in trying to integrate waste pickers. They wrote these up on cards that were pinned on the back wall of the conference room. Participants were asked to review them over tea and lunch and to try to cluster them into themes. This process helped participants to get to know each other and to begin to understand the range of opinions, perspectives and experiences in the room.

5. Waste Pickers and the National Waste Management Strategy – Setting the Context and Agenda (Mr. Tsebo Mohapi, Department of Environmental Affairs)

Mr. Tsebo Mohapi of the DEA gave a presentation on waste pickers and the NWMS in order to establish the context within which the workshop’s discussions should take place.

Mr. Mohapi noted that the 2008 Waste Act allows DEA to create regulations, norms and standards related to waste and the 2011 NWMS provides tools for the implementation of the Act. The Strategy is an institutionally inclusive strategy and requires all the role players to be involved. Of the NWMS’s 8 goals, three (3) are of direct relevance to this workshop:

- Goal 1: promote waste minimisation, re-use, recycling and recovery of waste with the target of diverting 25% of recyclables from landfills by 2016.
- Goal 3: grow the contribution of the waste sector to the green economy with the 2016 target of creating 69,000 new jobs in the waste sector, and 2 600 additional SMEs and cooperatives participating in waste service delivery and recycling.
- Goal 4: ensure people are aware of the impact of waste on their health

Mr. Mohapi noted that some technologies considered as a way to contribute to growing the green economy may be or are construed as compromising waste pickers. He emphasized that Government must balance and find common ground to these perception and ensure that what is done does not take waste pickers’ livelihoods away from them. He affirmed that waste pickers should continue to contribute to recycling and have gainful employment, and that waste pickers must be involved in waste management processes and decisions about waste management in cities. He also stated that waste pickers must be open to considering new technologies.

DEA recently completed a study that sought to determine:

- extent of waste picking in the country;
- the modes of operation of waste pickers;
- the impact and contribution of waste pickers to waste management; and
- ways to integrate waste pickers.

The study can be found online at <http://sawic.environment.gov.za/documents/5413.pdf>. Key findings of the study are:

- There are an estimated 62,147 waste pickers in South Africa – of these 25,467 are trolley pushers and 36 680 work on landfills.
- The gender split of the pickers is 50:50; men and women are equally divided.
- Waste picking primarily occurs in urban areas;
- Most waste picking occurs at landfill sites;
- 9% of waste pickers are organized, but 68% of waste pickers wish to be formalised and integrated into the waste management economy;
- Waste pickers face health and safety challenges that need to be addressed seriously.

One important limitation of the report was it was not able to gather sufficient information on existing initiatives to integrate waste pickers being implemented across the country. DEA is therefore collaborating with the SACN to address this shortfall.

Key recommendations of the report include:

- The guidelines for integrating waste pickers must be developed. It was agreed that the SACN process will contribute to the development of these guidelines.
- Landfill permits should allow for reclamation of waste.
- Buyback centres and recycling facilities should be established closer to the area where the waste pickers are working. .
- Waste pickers should be given identification and registered.
- Municipalities should enter into some form of relationship with waste pickers.
- Minimum standards need to be developed for the relationship between landfill management and waste pickers.
- At landfill sites there should be a given time for reclaiming or a consideration should be made to use a two cell system, picking on one cell while the other is being filled.

Questions and Discussion

The questions and discussion that followed the presentation raised a number of important issues. These included:

- When you say that most waste picking occurs at landfills – is this people or tonnages?
- Why have some of the numbers changed considerably from the draft report?
- How does the report define “being organized”?
- What legal frameworks are being considered related to funding?

In response, Mr. Mohapi clarified that when they said most waste picking occurs at landfills they were referring to the number of waste pickers not the tonnages of recyclables salvaged. Regarding changes in the numbers, this was because they used a larger sample to develop figures for the trolley pushers towards the final report hence there is a change in the number of trolley pushers while number of pickers from landfills remains the same. The figures on the number of waste pickers who are organized is based on waste pickers who formed part of the sample used in the study. In terms of the legal approach they are suggesting that guidelines be developed rather than binding legislation so that there is greater flexibility at municipal level.

There was some discussion regarding the creation of larger landfills at district level and the need to consider implications for waste pickers. There was also discussion regarding the notion that waste pickers are fearful of new technology, and it was noted that this fear is exacerbated when new technologies are imposed without consultation. One participant observed that while the Act and NWMS are good, many municipal officials are not aware of their content, and municipalities are not implementing them. A representative of the South African Waste Pickers Association (SAWPA) raised concerns that industry associations are being tasked with development of Industry Waste Management Plans (IWMPs) for their own sectors, and this makes them players and referees. In response to the latter point Mr. Mohapi noted that all stakeholders will have an opportunity to participate in the finalization of the IWMPs. Ms. Mamogala Musekene also from DEA added that they are moving towards extended producer responsibility (EPR) and that waste pickers will be involved and consulted in this process.

6. Innovation in Waste Picker Integration – Insights from Brazil and Around the World (Dr. Sonia Maria Dias, WIEGO)

Dr. Sonia Maria Dias from Brazil provided an input on “Innovation in Waste Picker Integration – Insights from Brazil and Around the World”. Dr. Dias is the waste sector specialist for Women in Informal Employment, Globalizing and Organising (WIEGO). She has more than 30 years’ experience working on integrated waste management. She began her career as a sociologist in the municipal waste management department in Belo Horizonte, responsible for engaging and working with waste pickers. Since then she has worked at municipal, state and national levels in Brazil. She has advised international agencies such as the GIZ and World Bank, and is a special advisor to UN Habitat. She is a recognised global expert on integrated waste management systems and waste picker integration.

Dr. Dias noted that waste can be a wonderful opportunity to meet the city’s strategic priorities of building an inclusive economy that can create jobs, facilitate social mobility and improve governance. In addition, it can protect the environment and promote sustainability as well as social justice.

She highlighted that waste is an environmental, social, economic and political issue. There is need to change the frame of mind that regards waste as not useful. We need an integrated, holistic model of solid waste that departs from the view that a change in one part of the solid waste system affects all other parts. Any change in the physical components of a solid waste system is bound to impact the livelihoods of the working poor. Our understanding of development must go beyond the conventional views of economic growth and modernization and include protection of livelihoods. We need a people centred approach to solid waste, as this benefits the whole society.

Particularly in the last ten years, Brazil has made remarkable progress in integrating waste pickers. These changes were the result of social mobilisation by waste pickers. Dr. Dias highlighted key changes at national, state and local levels in Brazil, and then added a few insights from other countries.

Major developments at the national level in Brazil:

- In 2002 waste picking was formally recognised as a profession. “*Catador de recicláveis*” (i.e. picker of recyclables) is included in the National Classification of Occupations with its own number (5292). This means that national statistics can be gathered on the socio-economic and demographic characteristics of Brazilian collectors of recyclables, etc.
- In 2003 an Inter-ministerial Group for Social Inclusion of Waste Pickers was created at national level. It includes representatives from Ministries such as Social Development, Cities, Work and Employment, and Education. The aim of the committee was to integrate actions for

empowerment of waste pickers and street dwellers within the operations of the Federal Government. The representatives from the National Movement of Waste Pickers (MNCR) hold regular meetings with this group.

- The creation of a funding line at the National Bank for Social and Economic Development (BNDS) to assist cooperatives to acquire equipment.
- The creation of a national programme of training courses to capacitate cooperatives.
- The 2010 National Solid Waste Policy requires municipalities to develop solid waste plans that include recycling and integration of waste pickers.

Dr. Dias then focused on the changes that have taken place at a local level in the city of Belo Horizonte, where she lives and has worked with waste pickers for 30 years. Since 1973 Belo Horizonte has had a sanitary landfill, which in Brazil means that no waste pickers are allowed on site. Historically, the municipality was hostile to waste pickers. But waste pickers began to organise and demand recognition. When the Workers' Party (PT) was elected in the municipality in 1993 the Council adopted a pro-poor solid waste model. A Solid Waste Master Plan (with a social plan to address waste pickers' issues) was drafted and a formal programme started with waste pickers that engaged them as valuable components of the local urban economy.

Dr. Dias then explained the process used to integrate waste pickers in Belo Horizonte. A committee was created which included city officers, and representatives' of existing cooperatives. It was tasked with designing a recycling system in Belo Horizonte that would avoid the marginalisation of waste pickers. This started off with the curbside collection system of recyclables and door-to-door collection of recyclables in some parts of the city. Later, recycling containers were placed around the city and the recyclables were collected by municipal trucks and taken to cooperatives' warehouses for sorting and further processing. In some parts of the city trucks collect recyclables and take them to recycling facilities, while in other areas waste pickers are contracted by the city to facilitate collection with their own trucks. In addition some of the coops collect recyclables from larger generators (industries etc) with their own motorised vehicles, and two coops collect recyclables from downtown offices using manual pushcarts. Recyclables are weighed, shredded, and baled for further commercialization by coops. Revenues are split amongst members according to internal rules established by each coop.

Belo Horizonte created a Municipal Waste & Citizenship Forum with representatives from coops, NGOs, municipal government and others. It is tasked with developing municipal policies on inclusive recycling and has consultative status within the municipality. The Forum is organised into working groups that hold regular meetings every other month. There are representatives from all 7 cooperatives in the city in this Forum. It provides a space where the coops can put forward their demands and be heard by municipal authorities.

Other cities in Brazil have followed different approaches.

- Diadema - Diadema is a metropolitan region of São Paulo. The municipality pays waste pickers for collecting recyclables. In 2005 the local council passed a local bill guaranteeing waste pickers' rights to access recyclable materials. For each tonne of materials they collect the municipality pays them US\$19 on top of what they earn from selling the materials.
- Itaúna - Itaúna is in the south east of Brazil. The waste pickers have contracts with the city and are paid for the collection of recyclable materials. They do door-to-door collection of recyclables and are provided with recycling facilities where they sort the materials prior to selling them.
- Londrina – Londrina is in the south of Brazil. A social plan was drafted with measures to support to waste pickers. Private waste collection companies are paid using a global price instead of by weight of materials collected. This ensures that the private companies do not

have a financial incentive to collect recyclables. As a result they do not compete with waste pickers or threaten their livelihood.

Dr. Dias then highlighted a few important examples from other parts of the world:

- Pune, India - In Pune there is the strong union of waste pickers (the KKPKP union with 6,266 members). As the municipality did not do doorstep collection of waste and recyclables, the union began providing this service. Residents paid the waste pickers to collect the waste and waste pickers also earned money from selling recyclables. In 2007 the municipality and the union created the SWACH cooperative, made up of KKPKP members and other urban poor. The municipality and SWACH signed a memorandum of understanding that authorized SWACH to collect waste from 300,000 households for five years. It also commits the city to providing financial support, equipment and training to SWACH. The waste pickers continued to collect payment directly from residents.
- Bogotá, Colombia – Waste pickers in Bogotá have one of the oldest waste picker organisations in the world. They have collected recyclables in the city for many decades. The municipality contracted private companies to collect waste and recyclables, which dispossessed the waste pickers. The waste picker association took the municipality to the Constitutional Court on numerous occasions. The court has ruled that:
 - waste pickers are subject to special protection by the government;
 - they city must regularize and formalise a system of collection of recyclables that builds on the existing, informal system for collecting recyclables established by waste pickers.
 - waste pickers must have exclusive access to recyclables.
 - The city must pay waste pickers for the service they provide to the city, as the save the city money by reducing the amount of waste that the city must transport to the landfill and bury.
- The payment system was implemented in 2012 by the Mayor of Bogota. Individual waste pickers who sell materials to accredited buy back centres receive payment from the city for every kg of recyclables diverted from the landfill. They also receive money from the sale of the materials. In 2013, the city provided a truck that serves as a mobile buy-back centre which goes to collect, weigh and purchases the materials from the waste pickers closer to where they work.

Dr. Dias then discussed the importance of improving linkages between the informal and formal aspects of the waste system so that they work together. Formal integration into the municipal solid waste system should not be seen as a favour – waste pickers are already part of the system and making vital contribution. They must receive recognition for this. Integration of waste pickers is complex and takes time, but it is possible given political will and good planning and participation.

Building solid waste systems in the global south that integrate existing informal waste pickers is useful because:

- it makes more sense in labour abundant countries - it is good to have deliberate policies that favour employment in cities which is the key to achieving human and economic development.
- informal recycling saves cities money - studies of informal waste pickers in Cairo and Lima prove how the informal sector has subsidised the formal solid waste system.
- it can increase existing recycling rates.
- inclusive solid waste management can assist municipalities to achieve the Sustainable Development Goals.

Dr. Dias identified three key actions that need to be taken by governments to integrate waste pickers:

- i. urban planning processes must be participatory and focus on protecting and promoting livelihoods - Mechanisms are needed that entrench waste picker participation in processes to develop and implement waste management policy that focuses on protecting and promoting their livelihoods. Processes and policies to recognise and include waste pickers must be comprehensive and governments should not implement ad-hoc solutions.
- ii. proactive facilitation of participation - Governments need to catalyze and facilitate participation of waste pickers by not criminalizing the occupation and changing how government and residents see and relate to waste pickers. Government must actively support waste pickers to build and sustain democratic organisations.
- iii. support waste pickers – Government must provide space, infrastructure and equipment to assist waste pickers to sort and bale materials. It must implement separation at source programmes that include waste pickers. Government must take responsibility for engaging residents to participate and to change prejudices against waste pickers.

Based on these international experiences, Dr. Dias identified some key lessons for developing guidelines for waste picker integration in South Africa:

1. waste must be seen as a social, technical, political, economic and environmental issue.
2. any intervention in solid waste systems (landfill closure, implementation of separation at source, MRFs) must be based on adequate research on its livelihoods aspects, i.e. the impacts on informal waste workers.
3. the eradication of waste picking in landfills is important for environmental, sanitary and human rights reasons. However, when improving landfill management the negative impacts on waste pickers' livelihoods and lives should be assessed and proper mitigating measures offered. Any activity that is eliminated should be replaced with another of at least equal value. As many waste pickers live on landfills the effects on their housing must be considered as well as the effects on their work.
4. Livelihoods Plan that addresses the needs of waste pickers should be an integral component of municipal Solid Waste Master Plans. Livelihood Plans must look at income generation, housing, health, education, living conditions, eradication of child labour etc. Waste pickers must receive targeted social, education, and training programmes.
5. developing and strengthening waste picker organisations must be part of public policy.
6. training programs for waste pickers (business management, cooperatives principles, waste and environment etc) are crucial for waste picker integration initiatives.
7. government officials must receive training in understanding waste picking, understanding and working with waste pickers, and relevant local, state and national policy etc.
8. careful attention must be paid to creating a legal and policy framework that supports waste picker integration. Legislation, policy and bylaws that must be changed at all levels of government must be identified and addressed. Written agreements/covenants with waste pickers must be negotiated.
9. waste picker integration processes must support waste picker groups to increase their efficiency and productivity so that recycling rates can be increased. They must also support waste pickers to improve their capacity to compete on the market and move up the value chain.

10. specific capacity building for waste pickers to help them to adapt to working in separation at source programmes.
11. waste pickers save cities money in transport and landfill space and help the city to achieve environmental goals. Waste pickers must be paid for their contribution to the city and the environment in addition to the payment they receive for the sale of recyclables.
12. holistic planning and monitoring systems must be agreed and implemented.
13. things work better when governments invest better in planning well and in advance. Government and all stakeholders must be aware that implementation of good projects may take a while.
14. effective mechanisms for monitoring and evaluation the implementation of waste picker integration and social inclusion must be agreed and implemented.
15. in order to facilitate implementation government must eliminate red tape and make officials accessible.
16. government must invest in building a good team capable of dealing with the technical, operational, and social aspects of segregation at source schemes.
17. government must increase knowledge of the commodity aspect of recycling and the recycling market.
18. government must prioritise social mobilisation for participation in separation at source and integrated waste management, for example the social mobilisation unit (made up of sociologists, popular educators working alongside engineers and other technical staff) in Belo Horizonte to educate the population about recycling, show that waste pickers are environmental agents, and educate waste pickers.
19. there is a need to balance efficiency with social functions.
20. cooperatives and other waste picker organisation perform a social function. By including women and other vulnerable groups, coops have a social function to play in terms of poverty reduction. This socially relevant work needs to be a valued by-product of promoting waste picker integration.
21. there is need for an awareness of gender inequalities and other forms of inequality when drafting and implementing plans for integration and social inclusion of waste pickers.

In conclusion Dr. Dias noted that striving for pro-poor solid waste systems requires long-term commitment and comprehensive policies as well as understanding reclaimers' strengths, concerns and challenges. She emphasized that while there is much to learn from other places, there is no recipe for integration – the approach adopted must be rooted in and relevant to the specific context.

Questions and Discussion

Participants asked a range of questions. Dr. Dias did not have time to address all of the questions in detail. Key points in response to the questions are included below:

- How do you stop informal collectors from getting material before workers/waste pickers in the separation at source programme get there?

Brazilian cities have recycling containers and also door to door collection of segregated materials. There are some independent waste pickers who come collect the recyclables. One way we deal

with this is to put the materials out to be collected at a set time based on the pick up schedule, so that independent waste pickers do not collect it. However, this requires someone to be home at the correct time. It is also important for us to include the materials collected and sold by independent waste pickers in the statistics for the recycling rate. Although this does address the financial implications for the groups officially responsible for separation at source, it does mean that we get an accurate picture of how successful separation at source is and how much is being recycled in the city.

- What ongoing support does the municipality provide to the coops in Belo Horizonte?

The city is not responsible for the rules that the coops use in their recycling operations. The city has an accord with each coop. Details of these accords differ, but the municipality provides each coop with a space to sort and store materials and pays for their water and electricity. These spaces are either owned by the municipality or the municipality rents them from private owners. In some instances the coop collects the recyclables themselves. In others the city collects the recyclables and brings them to the cooperatives to sort and bale. The city has started since last year a pilot door-to-door collection of recyclables in which one of the seven coops is contracted as service provider of the collection system. There are plans to expand this kind of arrangement in the near future to another cooperative. In addition to this support the city is responsible for environmental education in some cases with direct involvement of waste pickers as educators.

- How long did it take to get functional cooperatives?

The integration in my city has been the longest integration system in the world – it started in 1993 and is still ongoing. We dedicated one year to consulting the waste pickers, working with them, and ensuring their participation before we were ready to start implementing the inclusive recycling system. The system has evolved over time - we started with a drop off system and only started doorstep collection in 2000.

It takes time to develop inclusive recycling and to integrate waste pickers. There were conflicts in the beginning, but because there was participation we managed to organise the coops. In addition, civil society groups helped in the integration of the waste pickers. They played a particularly important role in helping the waste pickers to organize. Integration becomes easier when you have civil society groups that help waste pickers. In 2003 we created a multi-stakeholder forum – the “Municipal Waste and Citizenship Forum” in which representatives from coops, the government and civil society meet on a regular basis (every other month) to discuss issues linked to integration and plan joint action for improvement of the municipal recycling system and coops.

- How could we include foreign nationals in livelihood plans?

Dr. Dias noted that this is an important issue, but it is not her area of expertise.

- How do we address the resistance from many reclaimers to joining coops?

Conflict and differences are bound to arise, but we had a commitment to talk to waste pickers and they had a commitment to talk to us. This is important as they may not want to get organized. It takes time to establish fully functional cooperatives. We can't force organization. It is better for the city if they want to get organized.

- How can we engage waste pickers who are not in coops?

In some coops in my city they have created a system whereby non-coop members can sell their materials to the coop under the same price a coop member would get paid. This is a way to enable non-members to engage with coops and thus build solidarity across different groups. Coops however need to be attentive not to reproduce exploitative practices when engaging with non-coop members.

- What is the role of the private sector in integration in Brazil?

In the beginning, CEMPRE (which is an association of private companies linked to the recycling sector) thought we were crazy to try to integrate waste pickers. But we invited them to meetings and focused on educating them about the importance of including waste pickers. They then began to play an important role in waste picker integration. They have funding lines for cooperatives, there are schemes run by companies where they donate recyclables to the waste picker coop's, etc.

- How did the Brazilian government's commitment to supporting waste pickers come about?

The commitment of the government took time to coalesce. It started with NGO members, waste picker coop members, academics, etc who had a common strategic vision in their mind about how to assist waste pickers. When the Workers' Party was elected, some of these people became government officials, parliamentarians etc. Using the alliances that they had built over them they worked together to influence policy at all levels of government. Forging alliances between people in different locations is crucial for successful waste picker integration.

7. Waste Picker Integration Initiatives (Mr. Simon Mbata, Ms. Mantwa Mofokeng, Mr. Nkosinathi Ndhlovu)

Mr. Simon Mbata and Ms. Mantwa Mofokeng from the South African Waste Pickers' Association (SAWPA) presented background information on SAWPA and the SAWPA Pilot Projects. Mr. Nkosinathi Ndhlovu provided insights from the perspective of a non-SAWPA waste picker involved in a municipal waste picker integration initiative. The information on waste picker experiences of integration initiatives presented in the workshop is supplemented below with information presented in a more detailed discussion in a pre-workshop meeting with waste pickers held on April 11, 2016.

Key Points on SAWPA and the Role of Waste Pickers

Ms. Mofokeng and Mr. Mbata explained that SAWPA was formed in 2009 and has a coordinator in each province. Thousands of men and women in South Africa earn a living by picking, segregating and selling waste. Formal integration is essential and we need a plan to make it happen. Current approaches to waste management have permitted the growth of a wasteful, throw-away culture, as waste is seen as the end of a process. As we move towards formal waste picker integration we must also move towards a zero waste system, so that waste pickers are integrated into a sustainable approach to waste and waste management. We need to revolutionize the relationship between people and waste. Waste management cannot be left to politicians and technical experts – it must involve everyone who is impacted by waste.

Mr. Mbata noted that waste pickers will resist if approaches to recycling and waste picker integration are imposed on them. A waste picker is a planner and waste manager who is thinking all the time of the easiest way to access and deal with waste. Waste pickers must be involved in the design and planning. Don't bring the plan and then just ask for endorsement!. Mr. Mbata also emphasized that any model of coops must be worker-based.

Mr. Ndhlovu is a waste picker who works at the Booyens landfill in Johannesburg and who is involved in a Pikitup separation at source programme. He noted that Johannesburg is the crocodile and waste pickers are the birds who keep the crocodile's teeth clean and who cannot complain. We are people who have families, and are people who know about recycling and waste. We are willing to teach others. There is a lot we can share with municipal officials and policy makers.

Waste Picker Experiences of Integration Initiatives

In the workshop wastepickers shared information on integration initiatives that they are involved in or have tried to initiate. These included initiatives driven by the municipalities, as well as pilot projects started by SAWPA. As time was limited they could not give full reports. The following information is therefore based on inputs at the workshop, as well as inputs at the waste picker pre-meeting held on April 11, 2016 and a groundWork report on the SAWPA pilots called *Making Waste Work*, that can be found at <http://www.groundwork.org.za/Documents/waste/SAWPA%20pilot%20projects.pdf>
Butterworth, Eastern Cape

The integration initiative in Butterworth is an example of collaboration between the private sector, local government, and waste pickers. Buyisa eBag built a materials recovery facility (MRF) for the Amathole District Municipality, which opened in 2014. The Vusanani Environmental Project Primary Cooperative received a two year contract to manage and operate the MRF. The cooperative started with 10 members. Now there are 8 members and 34 workers. Some of the cooperative members were involved in community recycling projects, but were not waste pickers. The 34 workers previously worked as waste pickers.

The cooperative has a baling machine, a bottle crusher, a platform scale and trolleys. According to the cooperative, although the municipality is supposed to send trucks with recyclable materials to the cooperative, it does not always do so. The cooperative received a bakkie from the Department of Trade and Industry and collects recyclables from businesses in town. The cooperative focuses on collecting cardboard due to a lack of markets for other materials.

The two year contract with the municipality is expiring in 2016 and the cooperative has been told to vacate the premises. The cooperative reports that the municipality wants to give the contract for the MRF to a private company. As their livelihoods are dependent on operating the MRF the cooperative members are contesting the ending of the contract.

Msunduzi, KwaZulu-Natal

The Hlanganani ma-Africa Recycling Cooperative was formed by waste pickers who worked at the New England Road landfill in Msunduzi. With support from the NGO groundWork, the cooperative engaged the Msunduzi local municipality, which registered the waste pickers and granted them permission to work on the landfill. In 2010 the uMgungundlovu District Municipality successfully applied to the national Department of Cooperative Governance and Traditional Affairs (CoGTA) to build an MRF that would be run by Hlanganani ma-Africa. The District received R10 million for the MRF and R11 million for a composting facility. However, the facilities were supposed to be built at the landfill, which belongs to the Msunduzi Local Municipality. According to Hlanganani ma-Africa, SAWPA, and groundWork, the District and Local Municipalities could not agree on how to proceed with the project. As a result the MRF was not built and CoGTA took back the money.

Mooi River, KwaZulu Natal

Mooi River does not have a recycling industry, so waste pickers used to club together to hire a truck to transport their materials to Pietermaritzburg. In 2008 groundWork, which is based in Pietermaritzburg and has played a leading role in working with waste pickers and supporting SAWPA, encouraged the Mooi River waste pickers to begin working collaboratively. groundWork provided free

transportation for a limited period of time, which allowed the waste pickers to increase their incomes. They formed a cooperative with ten members. Although the cooperative initially faced serious challenges related to divisions and power relations between members, training and support from groundWork as well as from the Mpofana Local Municipality and the uMgungundlovu Municipality have assisted it to address these problems. In 2010 the cooperative received a Seed Award from the United National Environmental Programme. The District Municipality provided the cooperative with land and a structure, and the Seed Award was used to purchase a baling machine and to construct an electrified MRF.

Robinson Deep Landfill, Johannesburg, Gauteng

In 2012 Pikitup approached waste pickers at Robinson Deep landfill (also known as Booyens landfill) in Johannesburg to participate in a separation at source programme. The 180 waste pickers at the landfill formed four cooperatives, which later merged into two cooperatives. Pikitup and the municipal department of Environment, Infrastructure and Service Delivery (EISD) provided the cooperatives with training on different types of waste and introduced to them to the idea of separation at source. Pikitup brought two cooperatives from other areas serviced by the Southdale Depot to participate in the separation at source programme.

The separation at source programme was linked to a materials recovery facility (MRF) owned by the City at Robinson Deep landfill. The City had leased the MRF to a private company. In 2007, when a second company took over the contract, a clause was added to the contract stating that the operation of the MRF would support Pikitup programmes. This company subsequently partnered with another to run the MRF. As the MRF needed an adequate supply of recyclables, the companies agreed to incorporate waste pickers from the landfill when the separation at source programme was rolled out in the Southdale Depot area. Pikitup provided the cooperatives with a truck, diesel, and a driver. The cooperatives collected separated materials from approximately 40,000 houses each week, brought the materials back to an MRF, and separated them. They were required to sell the materials to the companies that ran the MRF.

The cooperatives encountered several problems. First, Pikitup had not conducted enough education and awareness with the community, so participation rates were low and the cooperatives had to market themselves in addition to doing collection, driving and sorting. Second, the prices at the MRF were lower than what they had been receiving when they sold independently to other buyers.

Due to the low volumes and low prices the cooperative members could not sustain themselves on what they earned through the separation at source programme, particularly when the need for many members to pay R30-50 a day for transport from their homes was taken into account. They did not want to abandon working at the MRF as they hoped that in the future Pikitup would support them to run the MRF themselves and Pikitup said that if they left the MRF they would not have access to the truck. The cooperative members therefore decided to cross subsidize the work on the separation at source programme by taking turns salvaging on the landfill and working in the separation at source programme. Reclaimers who worked on the landfill could sell to outside buyers who paid higher prices and they shared the additional money they made with the reclaimers working in the MRF. They also hired workers to work on the separation at source programme while they worked at the landfill.

Eventually the companies running the MRF left as they could not make enough money. As Pikitup does not own the MRF, it cannot give the waste pickers access to the MRF. However, it has provided them with a makeshift space to sort materials. As the cooperative can now sell to buyers outside of the landfill site it is making more money.

Vereeniging, Gauteng

Waste pickers at the Boitshepi landfill in Vereeniging formed a cooperative with 27 members in 2014. They registered the cooperative in 2015, received a tax clearance certificate and began to engage the

municipality. The municipality said that as the waste pickers didn't have land it could not give them equipment, and would only be able to provide them with uniforms and personal protective equipment (PPE). The waste pickers are permitted to work in the landfill in an area specifically set aside for them. The waste pickers do not have ablution facilities at the dump. They reported that the municipality has informed them that it does not want waste pickers at the dump after last year, and they currently face an insecure future.

Bloemfontein, Free State

Waste pickers previously worked independently at the Bloemfontein landfill. The municipality embarked on a process of formalisation, which involved assisting the waste pickers to form a cooperative. Although there were 320 waste pickers at the landfill, most were from Lesotho and were excluded from the cooperative and forced to leave the landfill. As a result only seventy members joined the cooperative. That number has now been reduced to 60. The Department of Environmental Affairs (DEA) offered to buy the cooperative scales and baling machines, but because it doesn't have land or space to keep the machines DEA could not give the cooperative the equipment. The cooperative must continue to sell recyclables loose, which reduces the amount they can be sold for.

Sasolburg, Free State

SAWPA and the Packaging Council of South Africa collaborated with each other, as well as with government at local, provincial, and national level to establish a waste picker integration pilot project in Sasolburg. It took the stakeholders three years to plan the pilot, in a very difficult process. The waste pickers involved in the pilot are members of the Ikageng cooperative. Initially 16 waste pickers were involved, but some returned to the landfill as they earned less money on the pilot, especially when it was starting.

In terms of the pilot, Ikageng is responsible for collecting separated recyclables from 3000 households, as well as flats and businesses in Vaalpark area. The municipality provided the cooperative with land, and the province fenced the area and put up two containers for storage and an office. The district municipality paved part of the area, built a structure, and donated a baling machine. However, as there is no electricity on site the cooperative cannot use the baling machine. It recently negotiated an agreement with the local NGO Sasolburg Rejuvenation under which the NGO will install the electricity infrastructure and Ikageng will pay R1000 a month for electricity.

The cooperative received R230,000 from the International Labour Organisation, which it used to buy a truck. The cooperative uses the truck to collect recyclables in the area weekly. The municipality does not pay the cooperative for this service and the cooperative is expected to finance the separation at source initiative with earnings from the sale of recyclables. The municipality collects non-recyclables on a different day. But not everyone puts out their recyclables on the correct day, so the cooperative also collects recyclables on rubbish collection day. As the municipality did not conduct education with the community, the cooperative has had to conscientize the community to participate in the separation at source project.

Street waste pickers had previously worked in the area, and they continued to collect recyclables once the separation at source programme started. The cooperative engaged them and included some of them in the project by allowing them to use the centre to clean up and buying their materials for the same price the cooperative receives for them. The cooperative is trying to build up volumes to sell to bigger companies, so developing this network with the street pickers is important.

The cooperative received funding for 6000 bins for 3000 households of Vaal Park. These were given for free but without education on separation. In addition, the bins were purchased without having done research to see if there was a need to buy them – many households already had two bins, so the cooperative ended up with an excess of 3000 bins. The municipality took these bins away and

redistributed them to another community, without any engagement about how the recyclables would be collected.

The cooperative does not have a signed agreement with the municipality. Although the relationship is covered in the minutes of meetings, the lack of a written agreement with dispute resolution mechanisms is problematic. Some conflicts have emerged within the cooperative due. Cooperative members report that these are due to divisions fostered by the municipality, as well as insufficient training on cooperative management.

Key Issues and Problems Encountered by Waste Pickers in Integration Initiatives

Waste pickers' experiences reveal a number of problems and challenges that can undermine the success of integration initiatives. These include:

- Lack of secure, medium/long-term access to space required by donors of equipment (eg baling machines) that would increase waste pickers' productivity and help them move up the recycling chain.
- Lack of access to electricity required for baling machines etc that would increase their productivity and help them move up the value chain.
- Lack of coordination between different government departments and different levels of government, which undermines the ability of waste pickers to benefit from programmes offered by some departments/levels of government.
- Municipal officials' lack of awareness of waste pickers' rights enshrined in the Waste Act and commitments to waste picker integration in the National Waste Strategy.
- Municipal officials seeing inclusion of waste pickers as a favour, rather than valuing the contributions they have made and the role they play in the waste management system.
- Inadequate outreach and education to residents to encourage participation in separation at source and to transform how they see and relate to waste pickers.
- Lack of payment for waste pickers' environmental contribution and the savings they provide to the municipality.
- Inability to access relevant municipal officials.
- Granting contracts to cooperatives made up of people who have not previously worked as waste pickers and exclusion of existing waste pickers.
- Being forced to sell to a particular buyer and earning less than when they were working independently.
- Contracts are too short to allow them to engage in longer term planning and move up the value chain.
- Lack of involvement of waste pickers in planning the integration initiatives means authorities don't take into account waste pickers' needs and don't draw on their knowledge of the sector.
- Lack of inclusion of waste picker integration in Integrated Development Plans (IDPs).
- Lack of written agreements/contracts with dispute resolution mechanisms.
- Difficulty of some waste pickers adjusting to weekly or monthly payment when they are accustomed to being paid daily.
- Low and fluctuating prices make it hard for waste pickers to sustain integration initiatives without payment from municipalities for their services.
- Inadequate support to help waste pickers build sustainable, democratic organisations and to develop the skills they need to manage the logistics, finance, and running of the separation at source programme.

Questions and Discussion on Inputs Made at the Workshop

Participants asked a range of questions. The key responses are recorded below.

What is SAWPA's position on the way forward on kerbside collection vs salvaging at landfills?

- When SAWPA started people said we are fighting to be on the landfill, but this is not the case. The system put us there, but this is not where we want to stay. SAWPA also represents street waste pickers. Our vision is that we don't want to see a next generation of waste pickers working on landfills. We want to move and work in better working conditions as landfills are not safe. Our plea is give us land to work on.

How many waste officers has SAWPA spoken to and are they willing partners?

- Where SAWPA has pilot projects running it engages with officials from national to local level. Sometimes there has been resistance until there is a shift in mind-set where we are seen as people. However, many waste pickers face extreme difficulties in accessing and meeting with waste officials, and when they do meet officials their opinions are not valued. Many local government officials don't understand the Waste Act and the Waste Strategy and don't have the same approach to waste pickers as national officials. Waste pickers called for a reduction in red tape, training of waste officials about the role of waste pickers, and an end to the use of derogatory names for waste pickers by municipal officials. It was further noted that municipal waste departments are underfunded and require budget increases. Waste departments and waste pickers need to be prioritised.

What is SAWPA's footprint in Joburg? Integrating the trolley pushers is very difficult because they are not organised.

Mr. Mbata noted that SAWPA has engaged with waste pickers at Pikitup's landfills, and three years ago had a meeting with representatives of the trolley brigades. The Association is trying to develop a greater presence in Johannesburg. It is happy to meet the new comrades from landfills and from the streets at this workshop and hopes to continue working with them. One challenge is that Pikitup makes it difficult for SAWPA representatives to access the landfills.

Many officials are still stuck in the mind-set of not recognising the value of waste pickers e.g. in Cape Town waste pickers are told to identify available land for sorting. Why don't the officials look at their own maps and assist?

- It was noted that in addition, another problem is that there are conflicts between the spheres of government, for instance a national department could be willing to provide a cooperative with equipment, but the municipality will not willing to provide space, or one department promotes waste to energy while another department says it won't allow it.

A high proportion of waste pickers are foreign nationals. Are they included in SAWPA?

- SAWPA refers to this group as non-South Africans, not foreigners, as we are all Africans. The Association noted that there are challenges when it brings some of the non-South Africans into coops because they don't have documents. But SAWPA does not discriminate against them. Historically in the landfill sites non South Africans were often the first there. In Rustenburg

there were more than 1000 waste pickers, the vast majority being non-South Africans. They worked well together until politics took over to divide them.

A number of key comments were made from the floor. It was noted that too often separation at source and waste picker integration projects do not look at markets and prices. Instead of leaving waste pickers to negotiate their own prices and secure the viability of the projects, government must assist in helping them to access new markets and support the prices they receive.

Dr. Dias noted how important it was to receive the inputs from the waste pickers. She said that when she was a municipal official, she and her colleagues found that it was essential to listen to waste pickers sharing their experiences and insights. For example, the municipality had encountered some operational problems in implementing inclusive recycling. When they engaged with cooperative members, listened to them, and understood things from their perspective they were able to develop solutions, as waste pickers understand how things work better than so-called experts like her. Dr. Dias added that waste pickers must also try to understand issues through the city's eyes. This is what dialogue is about. She noted that when she was in government and now that she is an academic she always brings waste pickers with her when she gives talks. She encouraged South African officials to invite waste pickers to share their stories.

Ms. Sandiswa Tshaka noted that the SACN supports inclusive urban development and strives to channel cities in that direction. The SACN hopes that this process of engagement and sharing gains momentum building from this workshop and the SACN avails itself to facilitate such process for all key stakeholders going forward.

8. Municipal Experiences of Integration

A total of seven cities with eThekweni represented through a powerpoint presentation sent in advance, attended the workshop. Each municipality provided a 15 minute input that covered the following points:

1. structure of the municipal waste management system and where waste management fits into the local government structures.
2. history of the municipality's work with waste pickers
3. key historical initiatives to integrate/support waste pickers
4. current initiatives to integrate/support waste pickers
5. key successes in integrating/supporting waste pickers
6. key factors facilitating success of initiatives to integrate/support waste pickers
7. main challenges encountered in trying to integrate/support waste pickers
8. key areas where the municipality requires further information, guidance and support related to integrating/supporting waste pickers.

Copies of the powerpoint presentations were distributed to delegates and are available from the SACN on request. The remainder of this section of the report captures key points regarding the integration models adopted by each municipality.

Nelson Mandela Bay Municipality (Ms. Annalisa Dyakala)

Prior to 2006, Nelson Mandela Bay (NMBM) saw waste pickers as 'scavengers' who needed to be removed from the city's landfills. After engaging a waste picker leader, the municipality decided to formalise waste pickers. In 2007 the municipality advertised a three year tender, which was awarded to the waste picker leader. The tender required the contractor to include the existing waste pickers. The contractor was also required to provide potable water and ablution facilities to his staff; prevent the erection of temporary shelters; be registered as a waste transporter; report on the tons of each category of materials removed from the landfill each month; and pay the municipality.

Benefits of the formalization process include:

- Removal of 800 tonnes of materials from the landfills each year.
- The municipality is paid R30,000 per month from the Koedoeskloof and R 35,000 per month from Arlington/.
- Waste picking is now a controlled operation.
- There is monitoring of material recycled.
- Increased permit compliance.
- Optimization of available airspace.
- The lifespan of the site is being extended.
- Job creation.
- Contribution to greening the environment.

Key challenges encountered include getting the waste pickers to wear PPE and stay in designated areas. Waste pickers must be paid via bank transfers and not in cash to avoid becoming a target for criminals.

Buffalo City Municipality (Mr. Rodney Sabelo Ngaka)

Buffalo City Municipality (BCM) has two operational landfill sites – Roundhill and King Williamstown. It has entered into a two year contract (May 2015 – May 2017) with a service provider to operate, rehabilitate, and construct a new waste cell at Roundhill. One of the milestones of this contract is to formalise and integrate the activities of waste pickers. In order to facilitate this process a social facilitator has been contracted. The social facilitator is tasked with:

- consulting waste pickers regarding the future plans of the site
- identifying markets for the different materials collected by waste pickers
- encouraging them to form organised groups and assisting them with this process
- registering the waste pickers
- communicating alternative accommodation options and educating waste pickers about the dangers of living at the landfill
- issuing evacuation/eviction notices once the waste pickers and the municipality have agreed on an evacuation plan.

If this initiative is successful it will be extended to King Williamstown.

Challenges encountered include:

- resistance from waste pickers to working collectively and forming groups
- the landfill permits do not allow waste picking and there is pressure from the provincial department to remove them.

Solutions to the challenges being explored include:

- amending the permits to allow waste picking
- appoint a service provider to manage, monitor and formalise waste picking activities in a safe environment
- identify a market for material collected on site at fair and reasonable market rates.

City of Johannesburg (Ms. Makhosazana Baker)

The City's 2010 Integrated Waste Management Policy and Plan (IWMP) set clear strategic objectives for waste minimisation and separation at source in a 5 year period. These included:

- reducing waste disposal by 20%
- rolling out separation at source
- creating sustainable jobs in the waste industry by transforming the informal industry
- creating a more formalised industry.

The City has reduced waste disposed by 15% and by 2015 30% of households were included in separation at source. A reclaimer integration initiative which includes short term and longer term interventions was launched in 2013. The City created a database of trolley brigades or street waste pickers, landfill waste pickers, and service providers. The City also issued individual identity cards and permits.

The City Waste Management Unit conducted a series of consultative workshops with the aim of engaging with the pickers and getting to know them as well as organising them. A Needs Analysis process was done to determine what the pickers needed from the City. Part of these workshops involved training done through EPWP funding. Trolleys were issued to the waste pickers, and the waste pickers were given PPE branded "I am a Jozi Waste Recovery Ambassador". The City also produced a video on the waste pickers.

The City also amended relevant bylaws to allow reclaiming and recycling. It obtained private sector funding for 50 trolleys and partnered with higher education institutions to design a trolley prototype. The City also plans to have designated routes for the Trolley Brigades in order to avoid road accidents and to conduct more skills training with the Trolley Brigades.

Furthermore, the Waste Management Unit has formed 9 waste pickers' cooperatives which are participating at Pikitup Separation at Source programs. These 9 cooperatives have designated sorting facilities and have been assisted with trucks for collection. In addition, over 1,000 waste pickers have been integrated into separation at source through the Jozi@work program. Jozi@work gives cooperatives work packages for designated areas that include litter picking and street sweeping, as well as separation at source. Jozi@work incubates the cooperatives for 12 months from which they are expected to run their businesses like any other entrepreneurs. To date, 224 waste pickers have participated in the program.

Key challenges encountered include:

- a large number of waste pickers are not South African and do not have official documents
- lack of reliable information on how much waste pickers are collecting and how this varies by season
- individualistic orientation of waste pickers makes it difficult to form and sustain cooperatives, yet the City's integration programmes are based on working with cooperatives
- the Road Traffic Act and the need for dedicated roads/lanes for waste pickers
- developing sites for waste pickers, completing environmental impact assessments and negotiating with communities
- government procurement processes raise challenges as most waste picker cooperatives don't have the documents required by the Municipal Finance Act (although through Jozi@Work they have overcome this challenge)
- too many scattered initiatives working with waste pickers that end up being disjointed.

Key areas where Johannesburg needs support include:

- benchmarking with the other cities (nationally and internationally)
- guidelines for waste picker integration
- integration of legal foreign nationals

- legislation of waste pickers' activities at all levels of government, especially at the national level, so that the City Waste Management Unit can know how to integrate them into the mainstream waste management system
- development of a regulatory tool that supports informal waste businesses, especially in waste recovery
- clarity on the role of the municipality and the role of industry, especially in the context of Industry Waste Management Plans and extended producer responsibility.
- involvement and support from other departments, such as Home Affairs, Social Development and the recycling/packaging industry. This is not only a waste management issue, it is a social issue.

Mangaung (Mr Thomas Tshukudu)

Since 2005, Mangaung has formalized two waste picker cooperatives. The municipality appointed a service provider who assisted the waste pickers to form one cooperative at each of the municipality's two landfills. The waste department involved other departments and managed to get all of the cooperative members IDs. The municipality and other stakeholders have conducted capacity building workshops for the cooperatives.

A key success is that there has been a reduction in crime in and around the landfills. Another success is that the DEA has given the waste pickers R100, 000. However, nothing has been done and the money is sitting in the bank.

Key challenges include:

- the municipality does not have sufficient funding to finance the waste picker integration initiatives
- waste pickers lack basic equipment and infrastructure and work in bad conditions
- waste pickers lack basic skills
- promises made to waste pickers are not fulfilled
- lack of support from recycling companies
- lack of a local recycling industry, so materials need to be transported to Gauteng or Durban

Msunduzi (Mr Richard Rajah)

The municipality tried to eradicate waste pickers from the landfill site. When this failed, it approached the District Municipality in 2011/12 to formalize the reclaimers. They formed a 70 member cooperative with the goal of running an MRF at the landfill. The municipality does not have a plan to integrate waste pickers into operations at the landfill, but plans to incorporate them in a kerbside separation at source programme. The municipality also plans to include street waste pickers in the kerbside programme. It wants to expand the contract of a cooperative that collects refuse in informal areas to include recycling.

The major challenge faced by the municipality is that landfill waste pickers do not want to leave the landfill as they earn more working there and are used to it. The municipality is concerned about what will happen if the landfill closes.

In terms of assistance, the municipality needs assistance in finding ways to ensure that waste pickers adhere to safety and security measures and in identifying what administrative structures can be used to support waste picker integration. Furthermore, the municipality looks up to national government for new legislation to be gazetted so that it can integrate waste pickers on the landfill. When it was pointed out that the current legislation allows for this, Mr. Rajah agreed that groundWork can assist

the municipality in applying for an amendment to the landfill license so that waste pickers can be allowed to work on-site.

Tshwane (Ms. Mamonare Chue and Ms. Dineo Mapholo)

Waste pickers have been working in the municipality's five operational landfills sites for more than 15 years. Internal arrangements have been developed to control their operations. The City developed waste pickers site rules and regulations in order to control the access to the sites and control any new pickers who accessed the landfill sites. The rules include a ban on guns and on fighting amongst each other. Every waste picker who enters the site is given the rules.

There are currently cooperatives operating at the landfill sites. An engagement process was initiated by the Waste Management and Local Economic Development Departments to formalize waste pickers. However, the process did not go far due to resistance by waste pickers.

The key success is that the City has created a platform for business opportunities for waste pickers inside the landfill sites. When they are onsite sorting the recyclables, the City benefits as the life span of the landfill increases. In addition, the waste pickers have been given opportunities to participate in municipal events, such as involving them in City cleanup campaigns and to take recyclable materials generated at events.

The key challenges in formalizing waste pickers include:

- resistance to forming cooperatives
- disputes among cooperative members
- large numbers of non-South African waste pickers who do not have work permits or IDs
- entrenched interests of buyers at the landfill sites
- lack of infrastructure for the storage of recyclable material
- financial implications of health and safety requirements.

The City would like further information, guidance, and support on the policies, procedures, and strategies to integrate waste pickers. It would also be useful if national government can create an office or a forum where recyclers can raise their voices. Finally, the City needs funding to establish buy-back centres and MRFs.

eThekwini (Powerpoint Presentation Submitted Prior to the Workshop by Mr. Nathi Khubeka)

Durban Solid Waste (DSW) currently has initiatives related to waste pickers in three main areas - education, enforcement, and mayoral initiatives. Empowerment programmes for waste pickers have been run at the Kwa-Mashu taxi rank and as part of the domestic recycling programme. The bylaws and abiding by the provisions of the Waste Management Act have been key factors contributing to the success of waste picker integration initiatives. The main challenges in integrating waste pickers have been the breakdown of vehicles, the failure to abide by bylaws and legislation, and the placement of refuse bags on collection days.

Questions and Discussion

Key topics raised during the questions and discussion on the municipal presentations included:

- there is no need for new legislation – municipalities are able to apply to have their landfill permits amended to allow for waste picking

- the existence of very different understandings of what cooperatives are and how they should function
- questions regarding whether cooperatives should be the favoured mode of integration
- issues related to how to integrate non South Africans
- the importance of educating residents to participate in separation at source
- the need to change the mindsets of officials especially at local government and residents
- how to achieve high levels of recovery and recycling
- how to improve efficiency of waste pickers
- the need for municipalities to provide waste pickers with space and basic services
- the need for waste pickers to have better access to officials
- challenges in monitoring projects and contracts
- municipal waste departments are under-resourced and there is a need for more human and financial resources dedicated to waste picker integration and separation at source
- how to prevent independent waste pickers from taking materials before separation at source cooperatives/workers arrive
- 'formalisation' is understood and used in a number of different ways - we need clarity on what we mean by it
- landfill waste pickers not being interested in moving off the landfill
- the need to look at the relationship between formal waste workers and waste pickers, and to ensure that separation at source does not undermine formal waste management workers.

DAY TWO: 13 APRIL 2016

9. Reflections on Day 1 : Key Lessons, Challenges and Insights

Day Two of the workshop opened with a panel of experts from different organisations reflecting on key lessons, challenges and insights that they gleaned from the presentations and discussions of Day One. The panel included: Dr. Sonia Maria Dias from WIEGO, Dr. Linda Godfrey from CSIR, Mr. Marvellous Nengovhela from SALGA, Ms. Mamogala Museneke from DEA, Mr. Simon Mbata from SAWPA and Mr. Musa Chamane from groundWork. The panellists raised a wide range of different points, reaffirming the importance of involving all stakeholders in the development of policy and programmes on waste picker integration and inclusive solid waste management systems.

Key points that panellists took from the discussion on Day 1 were:

- waste is social and material. Both aspects must be taken into account.
- waste is a social, political, economic and environmental issue. All aspects must be taken into account when developing inclusive waste management systems and formally integrating waste pickers.
- waste picker integration must be done within the context of a holistic understanding of and approach to the waste system – the system should be transformed to a zero waste system, all local players must be involved, and the relation to industry must be taken into account.
- integration initiatives must focus on both job creation and creating effective waste management systems – it is not an either/or scenario.

- engagement is key. We need structures at all levels that are ongoing and include all relevant people and organisations.
- waste pickers are not a homogenous group. Policies, programmes and processes need to take this differentiation into account.
- the state needs to engage all relevant sectors of society.
- we need mechanisms to include non-South Africans as we don't want an exclusionary model.
- we need workshops and other ways to build our capacity to facilitate and ensure democratic engagement.
- it is important for municipalities to hire people with relevant skills to engage and work with waste pickers e.g. a social facilitator.
- access to land and facilities where waste pickers can sort, clean and bale materials is crucial. It also allows them to get equipment that will help them to move up the value chain.
- we need a national framework and guidelines that allow municipalities to develop locally relevant approaches.
- different parts of the state and different levels of the state need to collaborate and work together instead of moving in different directions.
- we need clarity on the "operational model" that sets out the relationship between municipalities, waste pickers and recycling companies, as well as between different levels of government.
- we need clarity on the "economic model" that establishes whether and how municipalities will pay waste pickers for their services, the role of middlemen, whether prices will be fixed etc.
- we need more clarity on what we mean by cooperatives and what kinds of cooperatives should be supported. More generally we need agreement on the "structural model" that sets out what kinds of waste picker organisations can be included in separation at source and establishes whether waste pickers can be integrated as individuals.
- municipalities need better information on their existing waste systems – eg they need to know the economic value of one cubic metre of landfill space. This will then allow them to see how much waste pickers are saving the city.
- we need better data to produce better policy, and we need mechanisms to get this data. For example, if we develop mechanisms to pay individual waste pickers this could allow us collect data on the waste pickers, the materials they gather etc. This would be very useful for the development of further policy and programmes.
- sufficient funding must be made available to develop and implement processes to formally integrate waste pickers.

10. Breakaway Groups on Key Challenges

Participants agreed to break into groups to have focused discussion on three key challenges and recommendations related to those challenges:

- i. Engagement and Access
- ii. Operational and Organisational Forms for Integrating Waste Pickers
 - a. Including thinking through what it means to integrate waste pickers via cooperatives, what we mean by cooperatives, other approaches
 - b. Extended Producer Responsibility
- iii. Relationship between kerbside separation at source, landfill salvaging and separation, and other ways to minimize and dispose waste.

Report Back on Engagement and Access

The group that focused on engagement and access started by identifying stakeholders who must be involved in waste picker integration processes:

- Municipalities – policy makers, operational people and politicians
 - Mayor’s office, ward councillors
 - Municipal manager’s office
 - Community services/departments dealing with waste- including waste officer
- Industry/Business
 - Packaging South Africa/E Waste and other Industry Associations
 - Individual companies as and when
 - Middle men/buy back centres
 - Retail
- Waste Picker organisations
 - Appropriate level according to nature of engagement, and where there is no organisation, waste pickers to nominate representatives
- Residents
- Formal workers in municipalities, and their trade unions
- National Government departments and entities
 - DEA – National Waste Management Officer
 - DBSA
 - Social Development
 - IDC etc

- Provincial Government department and entities

Looking at *how* engagement should happen, the group identified a number of principles that should underpin engagement processes:

1. Obstacles should not be put in the way of access to officials.
2. Having a collective voice of waste pickers with recognised representatives assists.
3. Rules of engagement/recognition agreement between waste pickers and municipality should be agreed and put in writing.
4. A liaison person should be assigned within the municipality to liaise with waste pickers as part of his/her duties.
5. Mutual respect and recognition.
6. There should be flexibility on both sides to change ideas and approaches.
7. Attention must be paid to the language of engagement and the listening process.
8. Engagement is that of equal partners – no one single party owns it.
9. Transparency – honesty and openness.

Report Back on Approaches to Integration

The group focusing on approaches to integration looked at the advantages and disadvantages of integrating cooperatives, SMMEs and individual waste pickers. It noted that from a municipality point of view, it is easier to relate to organisations and collectives than individuals even for accessing funding. Another advantage of cooperatives is that if one person isn't there then others can do the work.

The group acknowledged that many waste pickers do not want to be involved in cooperatives. These waste pickers should be allowed to continue to work as individuals. The municipality would need to create a data base of independent waste pickers and give them training and equipment. The group stated that it was their understanding that non South Africans cannot join coops, so they should be included as individuals and given PPE etc.

Participants who were not members of the group made a number of points and raised a number of questions. It was noted that while it may be easier to engage collectives, these do not need to be cooperatives. It was also noted that there are many different kinds of cooperatives. For example, some are worker cooperatives, in which all workers are members, while other types of cooperatives may employ workers. We need to be clear what kinds of cooperatives we are advocating for. It was also noted that there is no legislation that says that non South Africans cannot join cooperatives. The restriction is due to requirements from national government and donors that money given for cooperatives is used to create employment for South Africans. There is, therefore, a need to engage with bodies that create this requirement, as it is having a large effect on the waste sector due to the significant number of waste pickers in the country who are non South Africans. We need to engage government, donors and all relevant groups who create national restrictions so that these can be eliminated. We need funding mechanisms for cooperatives that allow non South Africans to be members. Government must also take a lead in proactively integrating non South African waste pickers and should make waste pickers responsible for this.

Report Back on Kerbside Recycling vs Landfill Recycling

The group identified a number of reasons why it advocated for kerbside separation at source over salvaging at landfills:

- cleaner and preserves the value of the materials
- better for the safety of the workers
- improves health and safety conditions
- increases compliance with landfill site conditions
- as it is done in the community it increases the awareness of the community
- improves the recognition of waste pickers – as they wear uniforms and work with better conditions they earn respect from the community
- there is greater security and consistency of access to materials, income and conditions and longer term security than at the landfill
- expands types of material waste pickers can access
- preserves materials that get crushed by compactors.

The group also identified a number of problems with existing separation at source programmes:

- Difficulties around bag distribution – not sure coops are distributing them
- Forced cooperatives not desirable
- Change in waste pickers' mind-set from working as an individual to being part of a business
- Increased operation costs when shifting to separation at source
- Access to storage space for coops so that they can sell in bulk
- Facilities are in low income areas and need to be designed so as not to negatively affect communities
- Some materials are difficult to store. The space needs to cater for storing all the materials and keeping the materials clean
- Danger of locking waste pickers into fixed options
- More onerous physical requirements – older people who work at landfills don't need to have speed and strength, but for kerbside collection waste pickers need to be fast.

The group advocated for a model that does not start by working with organisations. There are already people working on the street collecting the same material that people working in the cooperatives go after. Formalisation processes based on working with cooperatives face problems such as waste pickers not wanting to work in a group, lack of identification documents for non-South Africans etc. If Pikitup says it wants a certain tonnage, and someone who does not belong to a cooperative brings it, then Pikitup won't count those materials. If the approach to formally integrating waste pickers is not based on working with cooperatives then that individual waste picker's contribution can be recorded. If

all registered waste pickers were paid for the tonnage they collect, then this would help to gather data on waste pickers.

The group proposed that integration should also involve municipalities providing price support to waste pickers and assisting them to negotiate with people/companies who buy their materials. Waste pickers should also be assisted to bypass middlemen so that they can receive higher prices by selling directly to larger companies. Municipalities should provide waste pickers with trollies and mobile buy-back centres that travel to specific areas where waste pickers work at appropriate times. This will reduce the amount of time and energy waste pickers spend travelling to sell their materials. The form of payment should be electronic and not involve cash.

A number of points were raised from the floor during the question and discussion period:

- Municipalities should have short, medium and long term plans for waste picker integration. Although we may prefer not to have waste pickers on landfills, they will remain there for some time and we need to think of how to include them. Many municipalities may have hybrid systems for some time. Municipalities may address different issues in different phases.
- Waste pickers and municipalities (as well as other groups) do not necessarily define formalisation in the same way. There is a need to clarify what formalisation means so that everyone knows what to expect from a particular formalisation process.
- Waste pickers and waste picker integration need to be included in Integrated Development Plans (IDPs).
- When we develop the national guidelines as well as local integration processes we should draw on the guidelines that the International Labour Organisation provided last year which resulted in a recommendation 204 about formalisation of informal workers.
- There is a need for further engagement in different fora about waste to energy. It could be useful to look at the rapid assessment tool for waste to energy projects.

11. Recommendations for Future Research and Engagements

Participants noted that a number of recommendations had been made throughout the workshop that would need to be extracted. Additional recommendations noted during this plenary discussion included:

- Translate key documents from Brazil and other countries into English.
- SACN should join the Cities Alliance. It can provide support and also assist in accessing funding.
- We need a technical tool to calculate the cost of airspace at landfills. (Possibly ask CSIR to develop).
- Need to develop a way to get information from buy back centres and companies that buy waste so that municipalities can get accurate data on how many tonnes of recyclables are being extracted from the waste stream.
- We need a full list of relevant research documents and how to access them.
- A number of possible research projects were identified:
 - benchmarking the efficiency of the South African informal waste sector against other countries and how to increase the efficiency of waste pickers in South Africa

- how price support for recyclables would affect the global recycling economy and the long term sustainability of price support
- more in-depth studies of the integration initiatives in each city.
- funding models that would facilitate getting data from buy back centres
- funding models for separation at source in municipalities
- how to include non-South Africans in integration initiatives (could approach African Centre for Migration Studies).

12. Locating South African Cities' Experiences within a Global Context – Final Reflections from Dr Sonia Maria Dias

As the meeting was drawing to a close Dr. Dias provided some final reflections to help locate South African cities' experiences and the workshop discussions in a global context. Dr. Dias noted that there are many commonalities around the world – waste pickers are harassed, face uncertain prices, must adapt to changing market conditions, and are accustomed to having flexible working hours. All of these factors contribute to making it difficult for waste pickers to organise. In Brazil they have tried to create flexible environments in cooperatives so that they are more attractive to waste pickers and meet their needs.

Waste pickers are freedom lovers, so in Brazil as part of the integration plan they created centres and sorting spaces that waste pickers could access. These incentives helped to attract more waste pickers to become organised.

The rights of waste pickers who are migrants from other countries was raised a number of times and is clearly an important issue. This is not just an issue here – it happens all over the world.

Dr. Dias said she observed from the presentations that waste picking appears to be chaotic in some South African municipalities. She noted that it does not have to be like this. Waste picking must be a well organised occupation, and it must be recognised officially as an occupation so that they can be reflected in national statistics. This will help to inform the development of relevant policies and track increases in numbers of waste pickers during economic crisis etc. Municipalities must start by recognising, respecting, and engaging waste pickers.

If waste pickers are encouraged to form cooperatives, then they need training and support in all aspects of sustaining a democratic organisation and running it effectively.

Dr. Dias concluded by providing some key tips for the drafting of national guidelines on waste picker integration:

- National guidelines must allow municipalities to take the local context into account. Each city must do its own analysis of its own context. This must be done in an inclusive and participatory way.
- Processes to integrate waste pickers are organic, so they must be done in a participatory way. Hence, there is need for a multi-stakeholder working group that has representation from all stakeholders across various levels of government, from the private sector, and the waste pickers. This working group can research different models across countries, and look at various guidelines that can be used for the integration of waste pickers such as the guidelines the World Bank has published.

- Based on this research the Working Group can develop a Zero Draft, that includes both guidelines on waste picker integration, implementation plans, monitoring and evaluation. The Zero Draft must also include suggestions for the monitoring of integration processes and it must provide indicators. This draft should then be open for public consultation, after which the Working Group should consolidate the inputs, revise it and submit it for approval by the relevant structures.
- Once the guidelines are adopted they must be disseminated widely using a social mobilisation, advertising, and educational campaign to reach people across the country. This campaign should be focused on changing perceptions, attitudes, and behaviours of government officials as well as the general public, and to secure support for the integration initiative.
- We need to get rid of the idea that solid waste systems must be capital intensive to be seen as modern.
- You do not need to wait for the final national guidelines to start using the principles agreed over the past few days to guide integration processes in your municipalities.

Discussion following Dr. Dias' input focused on how to move forward after the workshop. Representatives from DEA, CSIR, and SACN noted that they are collaborating and that all of their processes are working together. DEA commissioned the research on waste pickers presented on Day 1. When gaps in terms of knowledge about existing municipal integration initiatives were identified, it was agreed that SACN would hold this workshop so that metros could share their experiences and key stakeholders could begin to identify areas that would need to be addressed in national guidelines. A process to develop those guidelines, and ways that municipalities could continue to exchange information and ideas and deepen engagement between all parties will be pursued. Although the time and budget for the SACN process are limited, SACN remains committed to continuing to facilitate engagement and contributing to the broader process. The CSIR three year research programme will also contribute to the development of the national guidelines. Municipal representatives noted that they welcome the development of national guidelines that will provide guidance, but that should leave room for municipalities to develop context specific approaches. While they are waiting for the guidelines to be finalized they will draw on these lessons and principles to continue the work

13. Closure

Dr. Samson thanked all of the organisations for their support and all of the participants for their open, honest, and passionate engagement. This was a historic workshop. It provided the first overview of waste picker integration initiatives in South African municipalities, as well as waste picker experiences of these initiatives. Many new insights were developed, new relationships were forged, and the workshop provided a solid foundation for future, collaborative work between people who occupy different locations, but clearly share a strong commitment to formally integrating waste pickers and creating sustainable, inclusive waste management systems. In particular, Dr. Samson thanked Mr. Bongani Munyu, a waste picker from Marie Louise landfill in Johannesburg, for stepping in to help pass the microphone around to speakers from the floor. She noted that his engagement in the workshop mirrored the ways that waste pickers have carved out an essential role for themselves in municipal waste management systems – No one asked Mr. Munyu to assist. He recognised a gap, saw a role for himself, and volunteered to assist. Although at first he was only passing the microphone to recognise speakers, he gently noted when he thought the facilitator was not being fair in acknowledging hands, and gradually took on the role of recognising speakers. Particularly as the facilitator had lost her voice, his role became indispensable. By the end of the workshop, he had assumed the role of de facto chair, calling for a prayer and expressing his thanks for the workshop before allowing the official hosts to close the meeting. Dr. Samson said that this perfectly captured the

ingenuity and proactive nature of waste pickers, and demonstrated the silent but central role they have forged for themselves in our municipalities. She hoped that this workshop played a part in increasing the visibility of waste pickers and making clear the numerous benefits of formally integrating them into all processes and aspects of waste management.

On behalf of the City of Johannesburg Ms. Baker thanked all the participants and the speakers for a very fruitful engagement. This was the first time that municipalities sat with waste pickers to discuss integration and how waste pickers can participate in separation at source. She said that she hoped this would be the start of a process and that the participants and other stakeholders will continue to meet and work together. Ms. Baker noted that there are many things that municipalities can do, but that they also need support, especially from DEA. The guidelines will be very helpful. Municipalities also need to engage DEA to ensure that extended producer responsibility is inclusive and supports municipalities. Ms. Baker noted that she is particularly looking forward to receiving more information from the Latin American countries. Johannesburg is part of the C40 Cities Climate Leadership Group of megacities. Within the C40, Johannesburg was active in taking forward the issue of social inclusion. The European countries have a very different understanding of this. Through the C40, Johannesburg is pursuing city-to-city engagement on social inclusion. She hopes that the guidelines will assist the City in clarifying how it understands social inclusion and formalisation and taking these processes forward.

Ms. Tshaka from SACN noted that as the SACN is a small subscription based organization, the financial resources for this initial initiative were limited. However, SACN is committed to continuing the facilitation process for cities and stakeholders to work together and to collectively mobilise resources to support this work. SACN will continue to collaborate with SALGA, DEA and CSIR to do further capacity building work like these kind of workshops.

Ms. Tshaka thanked Dr. Dias for having honored the workshop with her invaluable contributions. She made a commitment that the presentations and resource materials from this workshop will be circulated via dropbox and that SACN will liaise with SAWPA to ensure that everyone can access the materials. The workshop report and the framework for the development of a roadmap towards the national guidelines will be disseminated to all participants and a proposal for funding for further work will be circulated by the end of May/beginning of June. Ms. Tshaka agreed that it is important that the workshop not be a once off activity and that there be another workshop. She committed to lobby for resources to convene another workshop in the second part of the year. Ms. Tshaka thanked everyone again for their participation, wished everyone safe travels, and officially closed the workshop.

ANNEXURE A – WORKSHOP PARTICIPANTS

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ANNEXURE B - WORKSHOP AGENDA

TOWARDS WASTE PICKER INTERGRATION GUIDELINES: SACN WORKSHOP ON EXPERIENCES OF INTEGRATING WASTE PICKERS IN CITIES AND ACROSS THE WORLD

Dates: 12 – 13 April 2016

Venue: Parktonian Protea Hotel, Braamfontein, Johannesburg

Facilitator: Dr Melanie Samson, University of the Witwatersrand

DAY ONE: 12 APRIL 2016		
08H30 – 09H00	:	Arrival, Registration and tea/coffee
09H00 – 09H15	:	Opening and Welcome Sandiswa Tshaka, SACN Tiaan Ehlers, City of Joburg
09H15 – 09H30	:	Introduction of Participants All
09H30 – 09H45	:	Activity – How We Think About Waste Picker Integration Facilitator / All
09H45 – 10H00	:	Waste Pickers and the National Waste Management Strategy – Setting the Context and Agenda Tsebo Mohapi, DEA
10H00 – 10H30	:	Innovation in Waste Picker Integration – Insights from Brazil and Around the World Dr Sonia Dias (WIEGO Waste Sector Specialist)
10H30 – 10H45	:	Questions and Discussion
TEA BREAK 10H45 TO 11H00 (15 MINUTES)		
11H00 – 11H45	:	Waste Picker Integration Initiatives (Input by SAWPA on pilots + discussion) SAWPA
11H45 – 13H00	:	City Experiences Part 1 (Presentations by Buffalo City, City of Tshwane and City of Joburg + Questions) BCM, City of Tshwane & City of Joburg
LUNCH BREAK 13H00 TO 14H00 (1 HOUR)		
14H00 – 15H15	:	City Experiences Part 2 (Presentations by Ekurhuleni, eThekweni and Nelson Mandela Bay + Questions) Ekurhuleni, eThekweni & NMB

TEA BREAK 15H15 TO 15H30 (15 MINUTES)			
15H30 – 16H15	:	City Experiences Part 3 (Presentations by Msunduzi and Mangaung + Questions)	Msunduzi, & Mangaung
16H15 – 16H45	:	Reflection Activity – Identifying Key Lessons and Issues	
16H45 – 17H00	:	Wrap-Up of Day One Programme	Facilitator / All
DAY TWO: 13 APRIL 2016			
08H30 – 09H00	:	Arrival and tea/coffee	
09H00 – 10H00	:	Reflections on Day 1 : Key Lessons, Challenges and Insights <ul style="list-style-type: none"> • Dr Sonia Maria Dias • Dr Linda Godfrey • Mr Marvellous Nengovhela • Ms Mamogala J. Musekene • Ms Simon Mbata • Mr Musa Chamane 	WIEGO CSIR SALGA DEA SAWPA groundWork
10H00 – 10H45	:	Breakaway Discussions on Key Lessons	All
TEA BREAK AT 10H45 (15 MINUTES)			
11H00 – 11H45	:	Report Back on Key Lessons	Facilitators / All
11H45 – 12H15	:	Facilitated Discussion on Key Challenges (incl formation of Breakaway group discussion)	
12H15 – 13H15	:	Breakaway Groups on Key Challenges and Recommendations for Future Research and Engagements	All
13H15 – 14H15	:	Lunch	
14H15 – 15H15	:	Report Back on Key Challenges and Recommendations for Further Research and Engagement + Discussion	
TEA BREAK AT 15H15 (15 MINUTES)			
15H30 – 15H45	:	Locating South African cities' experiences within a global context – Final Reflections from Dr Sonia Maria Diaz	Dr Sonia Dias
15H45 – 16H15	:	Discussion – Key Areas to be included in National Guidelines	
16H15 – 16H30	:	Concluding Comments – Retracing our discussions –Where we are at and How to move forward	Dr Melanie Samson
16H30	:	Closure	