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GOVERNMENT NOTICES • GOEWERMENTSKENNISGEWINGS

DEPARTMENT OF FORESTRY, FISHERIES AND THE ENVIRONMENT

NO. 3388

5 May 2023

NATIONAL ENVIRONMENTAL MANAGEMENT: WASTE ACT, 2008 (ACT NO. 59 OF 2008)

PROPOSED AMENDMENTS TO THE REGULATIONS AND NOTICES REGARDING EXTENDED PRODUCER RESPONSIBILITY, 2020

I, Barbara Dallas Creecy, Minister of Forestry, Fisheries and the Environment, hereby in terms of sections 18(1), 18(3), 69(1)(b), (g), (i), (l), (o), (dd) and (ee), 72 and 73 of the National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008), give notice of my intention to amend the Regulations regarding extended producer responsibility and the associated Notices in respect of the extended producer responsibility scheme for the electrical and electronic equipment products, the lighting sector and the paper, packaging and some single use products, published under Government Notices R.1184, R.1185, R.1186 and R.1187, in Government *Gazettes* 43879, 43880, 43881 and 43882 of 5 November 2020 respectively, and as amended by Government Notice No. 20 published in Government *Gazette* No. 44078 on 15 January 2021 and Government Notice R.400 published in Government *Gazette* No. 44539 on 05 May 2021, as set out in the Schedule hereto.

The proposed amendments are not substantial; however, they seek to provide technical clarifications to the Extended Producer Responsibility Regulations, 2020 and the associated Notices to eliminate any ambiguity or uncertainty to the regulated industry sectors and affected stakeholders. The proposed amendments cover the following key areas in the Regulations: definitions, reporting requirements, the recognition and inclusion of the Returnable Packaging Scheme or Deposit Refund System as part of the Extended Responsibility Scheme, strengthening of enforcement and compliance with the Regulations to hold producers liable for the achievement of the published targets and to curb free riders, request for the exemption of the pharmaceutical sector from Extended Producer Responsibility, review of financial arrangements in regulation 7 and the deletion of redundant clauses in the Regulations.

Members of the public are invited to submit, within thirty (30) days of publication of this notice in the Government *Gazette*, or in a national newspaper, whichever happened last, written representations or objections to the proposed amendments to the following addresses:

By post to:	The Director General: Forestry, Fisheries and the Environment Attention: Ms Sharlin Hemraj Director: Chemicals and Waste Policy and Information Management Private Bag X447 PRETORIA 0001
By hand at:	Ground Floor (Reception), Environment House, 473 Steve Biko Road, Arcadia, 0083.

By email: <u>shemraj@dffe.gov.za</u>

Any enquiries in connection with the notice can be directed to Ms Sharlin Hemraj at (012) 399 9826 or shemraj@dffe.gov.za.

The draft extended producer responsibility amendments notice can also be accessed at <u>http://sawic.environment.gov.za/</u> under "Draft documents for comment".

The Department of Forestry, Fisheries and the Environment complies with the Protection of Personal Information Act, 2013 (Act No. 4 of 2013). Comments received and responses thereto will be included in a comments and response report which may be made available to the public. If a commenting party has any objection to his or her name, or the name of the represented company/organization, being made publicly available in any comments and responses report, such objection should be highlighted as part of the comments submitted.

Comments received after the closing date may not be considered.

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BARBARA DALLAS CREECY MINISTER OF FORESTRY, FISHERIES AND THE ENVIRONMENT

SCHEDULE

Definitions

 In these Regulations, any word or expression to which a meaning has been assigned in the Act bears that same meaning, and unless the context indicates otherwise-

"the Act" means the National Environmental Management: Waste Act, 2008 (Act No. 59 of 2008);

"the electrical and electronic equipment notice" means the Extended Producer Responsibility measures for the electrical and electronic equipment sector published under Government Notice R.1185 in Government Gazette 43880 on 5 November 2020;

"the lighting sector notice" means the Extended Producer Responsibility measures for the lighting sector published under Government Notice R.1186 in Government *Gazette* 43881 on 5 November 2020; and

"the paper, packaging and some single use products notice" means the Extended Producer Responsibility measures for the paper, packaging and some single use products published under Government Notice R.1187 in Government *Gazette* 43882 on 5 November 2020.

Amendment of regulation 1 of the Regulations

- 2. Regulation 1 of the Regulations is hereby amended by
 - (a) the substitution, for the definition of "**producer**" of the following definition:

"producer" means any person or category of persons, who is engaged in the commercial manufacture, conversion, or import of new or used identified products as identified by the Minister by Notice in the Government *Gazette* in terms of section 18(1) of the Act, and a producer includes, where relevant, the same as defined in the specific section 18 Notice for each of the identified products as gazetted by the Minister in terms of section 18(1) and (2) of the Act; Including a brand owner where such a brand owner has their own design/material specification for the identified product, or where a brand owner sells an identified product under a brand label where in the above instances the brand owner becomes a producer;"; and

(b) the insertion, after the definition of "refurbishment" of the following definition:

"returnable packaging system" means an extended producer responsibility scheme operated by a producer in which primary, secondary or tertiary packaging is designed for reuse without impairment of its protective function, is recovered from the market by the producer or their agents and is re-used for the same purpose;";

Amendment of regulation 5 of the Regulations

3. Regulation 5 of the Regulations is hereby amended by –

- (a) the substitution for subregulation (1)(a) of the following subregulation:
 - "(a) establish and implement an extended producer responsibility scheme including a returnable packaging system that includes the entire value chain, or join another extended producer responsibility scheme that includes the entire value chain, or appoint a producer responsibility organisation to establish and implement an extended producer responsibility scheme that includes the entire value chain."; and
- (b) the insertion, after subregulation (1), of the following subregulation:

"(2) The producer of a product or class of products, as identified by the Minister in terms of section 18(1) of the Act, must achieve the targets for the identified products as specified by the Minister by Notice in the Government *Gazette* in terms of section 18(1) and (2) of the Act.".

Amendment of regulation 5A of the Regulations

- 4. Regulation 5A(1) of the Regulations is hereby amended by
 - (a) the substitution for subregulation (1)(c) of the following subregulation:

"(c) make the internal biannual financial audit reports available to the external auditor(s);";

(b) the substitution for subregulation (1)(p) of the following subregulation:

"(p) compensate waste collectors, reclaimers or pickers, who register on the National Registration Database, for collection services and environmental benefits, through the collection service fee from November 2022. The collection service fee and the National Registration Database will be reviewed annually by the Department;"; and

(c) the deletion, after subregulation 5A(1)(a), of subregulations (b), (e) and (g).

Amendment of regulation 5B of the Regulations

- 5. Regulation 5B of the Regulations is hereby amended by -
 - (a) the substitution for the heading of regulation 5B for the following heading:

"Obligations of a producer that establishes and implements its own extended producer responsibility scheme including a returnable packaging system.";

(b) the substitution for subregulation (1)(p) of the following subregulation:

"(p) compensate informal waste collectors, reclaimers and pickers, who register with the National Registration Database, for collection services and environmental benefits, through the collection service fee from November 2022. The collection service fee will be reviewed annually by the Department;"; and

(c) the deletion, after subregulation 5B(1)(a) of subregulations (b), (c), (e) and (f).

Amendment of regulation 7 of the Regulations

- 6. Regulation 7 of the Regulations is hereby amended by
 - (a) the substitution for subregulation 7(2) of the following subregulation:

"(2) The proposed extended producer responsibility fee must be submitted electronically to the Minister, including the motivation, justification and any other relevant information, who must obtain concurrence on the proposed extended producer responsibility fee from the Minister responsible for finance within 90 days of submission."; and

(b) the substitution for subregulation 7(5) of the following subregulation:

"(5) The producer responsibility organization that establishes and implements an extended producer responsibility scheme must submit, to the Department, an annual financial plan and an annual budget –

(a) within 60 days of implementation for the first year of implementation or within 60 days of implementation, in the event that implementation occurs after 30 June in the first year, for the following year; and

(b) by 31 August for the following year.";

Amendment of regulation 7A of the Regulations

- 7. Regulation 7A of the Regulations is hereby amended by
 - (a) the substitution for the heading of regulation 7A of the following heading:

"Obligations of a producer that establishes and implements its own extended producer responsibility scheme including a Returnable Packaging System".

(b) the substitution for subregulation (1) of the following subregulation:

"(1) The producer that establishes and implements its own extended producer responsibility scheme including a returnable packaging system must determine and allocate appropriate extended producer responsibility funding, which hereafter be referred to as an extended producer responsibility fee, and resources to ensure an effective extended producer responsibility scheme.";

(c) the substitution for subregulation (2) of the following subregulation:

"(2) The proposed extended producer responsibility fee, including the motivation, justification and any other relevant information, must be submitted electronically to the Minister who may obtain concurrence on the proposed extended producer responsibility fee from the Minister responsible for finance within 90 days of submission."; and

(d) the substitution for subregulation (5) of the following subregulation:

"(5) The producer that establishes and implements their own scheme including a returnable packaging scheme must submit to the Department, an annual financial plan and an annual budget –

- (a) within 60 days of implementation for the first year of implementation or within 60 days of implementation, in the event that implementation occurs after 30 June in the first year, for the following year; and
- (b) by 31 August for the following year.".

Amendment of regulation 8 of the Regulations

8. Regulation 8 of the Regulations is hereby amended by the substitution for regulation 8 of the following regulation:

"Monitoring, reporting and evaluation

(1) A Producer Responsibility Organisation that establishes and implements an extended producer responsibility scheme must-

(a) submit interim performance report/s on behalf of members of the scheme to the Department in which performance of the scheme is measured against the individual targets specified in the relevant published Government Notice in terms of section 18(1) of the Act, which must be uploaded onto the South African Waste Information Systems (SAWIS);

(b) submit the interim performance report/s by 31 July for the previous 6-month period namely January to June of the calendar year and such report/s must include the following but is not limited to:

(i) unaudited interim performance against the published targets; and

(ii) unaudited breakdown of the allocation of the extended producer responsibility fee; and

(iii) unaudited performance on all finance matters;

(c) submit annual external performance audit report/s on behalf of members of the scheme to the Department measured against the individual targets specified in the relevant published Government Notice in terms of section 18(1) of the Act by 31 March, which will be uploaded onto the South African Waste Information Systems (SAWIS);

(d) ensure the annual external performance audit report/s contain the following minimum requirements:

- (i) performance against the published targets;
- (ii) breakdown of the allocation of the extended producer responsibility fee;
- (iii) performance on all finance matters; and
- (iv) the number of formal/informal jobs created, including contractors appointed;

(e) submit by 31 July for the previous 6-month period namely January to June and by 31 March of the following year for the previous calendar year on behalf of individual members of the scheme, to the South African Waste Information System (SAWIS) the quantities in tonnages of the identified product that are:

(i) placed on the market by members of the producer responsibility organisation

- (ii) collected;
- (iii) diverted away from landfill (recycled, reused, recovered, refurbished);

(iv) exported; and(v) landfilled;

(f) conduct internal biannual financial audits and make the internal biannual financial audit reports available to the Department upon request;

(g) submit the annual external financial audit report to the Department within 60 days after finalisation of the audit;

(h) ensure the annual external financial audit report includes the following but is not limited to:

- (i) the names of members of the scheme;
- (ii) the identified product or class of products covered by the scheme;
- (iii) the total amount of contributions paid by members s of the scheme;
- (iv) the manner in which contributions have been utilised by the scheme;
- (v) the volume of the identified product of individual members of the scheme for which the PRO has caused to be collected, recycled, reused, recovered for energy, and utilised as recycled content, expressed as an annual percentage of the total of the identified product for which the producer is responsible for in terms of the Regulations; and
- (vi) the number of formal/informal jobs created, including contractors appointed and

(i) submit the annual external financial audit summary report to the Department within 60 days after finalisation of the audit, which will be uploaded onto the South African Waste Information Centre (SAWIC) for public access.

(2) A producer that establishes and implements its own extended producer responsibility scheme including a returnable packaging system must-

(a) submit an interim performance report to the Department in which performance of the scheme is measured against the individual targets in the relevant published Government Notice in terms of section 18(1) of the Act, which will be uploaded onto the South African Waste Information Systems (SAWIS);

(b) must submit the interim performance report by 31 July for the previous 6 month period namely January to June of the calendar year and must include the following but is not limited to:

- (i) unaudited interim performance against the published targets; and
- (ii) unaudited breakdown of the allocation of the extended producer responsibility fee; and
- (iii) unaudited performance on all finance matters;

(c) submit an annual external performance audit report to the Department in which performance is measured against the individual targets specified in the relevant published Government Notice in terms of section 18(1) of the Act by 31 March, which will be uploaded onto the South African Waste Information Systems (SAWIS);

(d) ensure the annual external performance audit report contains the following minimum requirements:

- (i) performance against the published targets;
- (ii) breakdown of the allocation of the extended producer responsibility fee;
- (iii) performance on all finance matters; and
- (iv) number of formal/informal jobs created, including contractors appointed;

(e) submit by 31 July for the previous 6-months from January to June and 31 March of the following year for the previous calendar year, to the South African Waste Information System (SAWIS), the quantities in tonnages of the identified product that are:

- (i) placed on the market by the producer who implements their own scheme including returnable packaging system;
- (ii) collected;
- (iii) diverted away from landfill (recycled, reused, recovered, refurbished);
- (iv) exported; and
- (v) landfilled;

(f) conduct internal biannual financial audits and make the internal biannual financial audit report available to the Department upon request;

(g) submit the annual external financial audit report to the Department within 60 days of finalisation of the audit;

(h) ensure the annual external financial audit report includes the following but is not limited to:

- (i) the identified product or class of products covered by the scheme;
- (ii) the total contribution made by the producer to the scheme;
- (iii) the manner in which contributions have been utilised by the scheme;
- (iv) the volume of the identified product which the producer has caused to be collected, recycled, reused, recovered for energy, and utilised as recycled content expressed as an annual percentage of the total of the identified product for which the producer is responsible for in terms of the Regulations; and
- (v) the number of formal and informal jobs created, including contractors appointed; and

(i) submit the annual external financial audit summary report to the Department within 60 days of finalisation of the audit, which will be uploaded onto the South African Waste Information Centre (SAWIC) for public access."

Amendment of regulation 9 of the Regulations

9. Regulation 9 of the Regulations is hereby amended by the substitution for subregulations (1), (2) and (3) of the following subregulations:

"(1) Performance of the extended producer responsibility scheme or returnable packaging system must be assessed at 5-year intervals by the Department.

(2) The Department may at any time assess the extended producer responsibility scheme including the returnable packaging system based on its performance.

(3) The Department may conduct compliance inspections on the producers and producer responsibility organisations with the aim to verify compliance with these Regulations."

Amendment of regulation 12 of the Regulations

10. Regulation 12 of the Regulations is hereby amended by the substitution for regulation 12 of the following regulation:

"Offences

- 12.(1) A producer commits an offence if that producer contravenes or fails to comply with regulations 4(1) and (2), 5, ,5B(1)(d), 5B(1)(h), 5B(1)(k), 5B(1)(j), 5B(1)(m), 5B(1)(p), 5B(1)(q), 7A(1), 7A(2), 7A(4), 7A(5), 7A(6), and 8(2) of these Regulations.
 - (2) A producer responsibility organisation commits an offence if that producer responsibility organisation contravenes or fails to comply with regulations 5A(1)(a), 5A(1)(b), 5A(1)(c) 5A(1)(d) 5A(1)(j), 5A(1)(p), 6, 7(1), 7(2), 7(3), 7(4), 7(5), 7(6), 7(7)(a), 7(7)(b), 8(1), and 10 of these Regulations."

Amendment of regulation 13 of the Regulations

11. Regulation 13 of the Regulations is hereby amended by the substitution for subregulations (2) and (3) of the following subregulations:

"(2) A producer who does not comply with these Regulations may have their registration as contemplated in these Regulations revoked and/or be compelled to join another extended producer responsibility scheme.

(3) A producer responsibility organisation that does not comply with the requirements as contemplated in these Regulations may have their registration revoked, and penalties imposed in subregulation (1).".

Amendment of the Lighting sector Notice

12. The Lighting Sector Notice is hereby amended by the substitution for paragraph 7 of the following paragraph:

"7. The targets for the identified products and the resulting waste as contained in Annexure 1 to this Notice apply for a period of 5 years from the date of the implementation of the Extended Producer Responsibility Regulations.".

Amendment of the electrical and electronic equipment sector Notice

13. The electrical and electronic equipment sector Notice is hereby amended by—

(a) the substitution for subparagraph 3(2) of the following paragraph:

"(2) This Notice does not apply to-

- (a) lighting equipment and its related components; and
- (b) lead acid batteries";
- (b) the substitution for subparagraph 7(1) of the following paragraph:

"7. The targets for the identified products and the resulting waste as contained in Annexure 1 to this Notice apply for a period of 5 years from the date of the implementation of the Extended Producer Responsibility Regulations."; and

(c) the substitution for Annexure 1 of the following Annexure:

Year	Mandatory take back Recycled (tons)				
	Increase of 30% collection and recycling rate per annum (Baseline = 360 000 tons)				
1 (2022/23)	10%	10%			
2	13%	13%			
3	17%	17%			
4	22%	22%			
5	29%	29%			

"ANNEXURE 1

Amendment of the paper, packaging and some single use products Notice

- 14. The paper, packaging and some single use products sector Notice is hereby amended by—
 - (a) the substitution for the definition of "beverage" of the following definition:

""**beverage**" means alcoholic and non-alcoholic liquids intended for human consumption, including beer, wine, soft drinks, fruit juices, milk, liquid dietary supplements and packaged or bottled water;";

(b) the substitution for the definition of "reuse target percentage" of the following definition:

"reuse target percentage" means the quantity of an identified product to be reused expressed as a percentage of the total quantity of the identified product placed on the market per annum. The reuse target percentage applies to producers who place in excess of 100 000 tons of beverage glass packaging on the market annually.";

(c) the substitution for the definition of "packaging" of the following definition:

"packaging" means any material, container or wrapping or corrugated cases, used for the containment, transport, handling, protection, promotion, marketing or sale of any product or substance, which may be primary packaging, containing the actual product or secondary packaging or tertiary packaging, typically containing products already packaged in primary packaging, but excludes-

(a) shipping containers used solely for the transportation of any consumer commodity in bulk to manufacturers, packers, or processors, or to wholesale or retail distributors thereof:

(b) packaging made of timber and textile; and

(c) plastic pallets and industrial bulk containers with a capacity exceeding 1200 litres; and

(d) packaging for pharmaceutical products.";

- (d) the deletion of the definition of "recyclate";
- (e) the substitution for paragraph 7 of the following paragraph:
 - "7. The targets for the identified products and the resulting waste as contained in Annexure 1 to this Notice apply for a period of 5 years from the date of the implementation of the extended producer responsibility Regulations." and
- (f) the substitution for Annexure 1 of the following Annexure:

Product or class of Products	Year	Product Design (recycled content) [%]	Reuse target [%]	Collection Target [%]	Recycling Target [%]	Energy recovery/ exports/ other [%]
Glass Packaging						
	1	20	5	46.4	38.40	-
	2	25	5	52.5	43.44	-
Alcoholic beverage	3	30	5	58.4	48.32	-
(ready to drink)	4	35	5	64.6	53.45	-
	5	40	5	65.4	54.12	-
	1	20	5	46.4	38.40	-
	2	25	5	52.5	43.44	-
Beer	3	30	5	58.4	48.32	-
5001	4	35	5	64.6	53.45	-
	5	40	5	65.4	54.12	-
	1	20	5	46.4	38.40	-
	2	25	5	52.5	43.44	
Wine	3	30	5	58.4	48.32	-
	4	35	5	64.6	53.45	-
	5	40	5	65.4	54.12	-
	1	20	5	46.4	38.40	-
Spirits	2	25	5	52.5	43.44	-
opino	3	30	5	58.4	48.32	-

"ANNEXURE 1

4 5 1	[%] 35	11 in the second s	[%]	[%]	exports/ other [%]
5 1		5	64.6	53.45	•
1	40	5	65.4	54.12	
	20	-	46.4	38.40	
2	25	-	52.5	43.44	-
3	30	-	58.4	48.32	3.000 C
_		-	64.6	53,45	
		-	65.4	54.12	
		5	46.4	38.40	•
			52.5	43.44	-
		5	58.4	48.32	-
			64.6	53.45	-
			65.4	54.12	-
0					
1	24	-	62	30	32
-		-	64	32	32
		-		33	33
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Product or class of Products	Year	Product Design (recycled content) [%]	Reuse target [%]	Collection Target [%]	Recycling Target [%]	Energy recovery/ exports/ other [%]
	4	-	4	27	24	28
	5	-		35	30	
	1	50	-	10	9	۲
Plastic PET	2	55	-	20	18	-
(Flexible)	3	60	-	30	27	-
	4	70	-	40	36	-
	5	80	-	50	45	-
	1	-	-	55	39	-
Delvelefine	2	-	-	57	42	
Polyolefins Rigid polyolefin	3	-	-	60	45	-
packaging	4	-	-	61	48	-
packaging	5	-	-	64	52	-
	1	-	-	58	44	-
	2	-	1_	60	46	-
Delvelefin (flovible)	3		-	62	48	-
Polyolefin (flexible)	4	-	-	64	50	-
	4 5	-	-	66	52	-
			-	15	11	-
Polyolefins	1	-		20	15	-
(Multi-layer films	2		-	25	20	-
packaging)	3	-		30	25	-
	4	-		35	30	-
	5	-	-	6	5	-
	1	-	-	6.5	5.5	-
Polyvinyl Chloride	2	•	-	7	6	-
(Rigid and flexible)	3	-	-		6.5	
(4	-	-	7.5		
	5	-	-	8	7 20	
	1	-		22	20	
Polystyrene	2	-		27		
(expanded and High	3	-	-	33	30	
Impact)	4	-		40	36	-
	5	-		48	43	
	1	-	-	15	5	-
Biodegradable	2	-	-	25	15	_
Packaging	3	-	-	50	40	-
Packaging	4	-	-	65	55	-
	5		-	80	70	-
	1	<u>-</u>	ŀ	15	15	-
Compostable	2	-	-	25	25	-
Compostable Backaging	3	-	-	50	50	-
Packaging	4	-	-	65	65	-
	5	-	-	80	80	-

Product or class of Products	Year	Product Design (recycled content) [%]	Reuse target [%]	Collection Target [%]	Recycling Target [%]	Energy recovery/ exports/ other [%]
	1	8	-	60	30	-
	2	12	-	65	35	-
Single use	3	14	_	70	40	-
Products	4	17	-	75	45	-
	5	20	-	80	50	-
	1	-	-	15	15	-
Cingle (199	2	-	-	25	25	-
Single use compostable	3			50	50	-
products	4	-	-	65	65	_
producta	5	-		80	80	-
	1	-	-	15	5	-
Olympia waa	2	-	-	25	15	-
Single use	3		-	50	40	-
biodegradable	3 4	-	-	65	55	-
products	4 5	-	-	80	70	-
D 0 De la Desla		-		00	10	
Paper & Paper Packa				45	35	-
	1			50	40	-
	2	-	-	55	45	-
Newspapers	3	-	-	60	50	-
	4	-		65	55	-
	5	-		35	33	-
	1	-	-	36	34	
	2	-	-	38	36	-
Magazines	3	-	-	40	38	-
	4	-	-	40	40	-
	5	-	-		33	-
	1	-	-	35 36	33	-
Office &	2	-	-		36	-
graphic Paper -	3		-	38 40	38	-
Mixed & other paper	4	·	-		40	
	5	14.	-	42		
	1	•	-	60	58	-
Corrugated cases /	2	-	-	65	63	
Kraft papers	3		-	70	68	-
Trait heleoio	4	•	-	75	73	-
	5	•	-	80	78	
	1		-	10	5	
Liquid board	2	•	-	15	10	-
packaging	3	-	•	20	15	-
harvadina	4	-	-	25	20	-
	5	-	·	30	25	*
Paper and paper	1	-	-	10	5	

Product or class of Products	Year	Product Design (recycled content) [%]	Reuse target [%]	Collection Target [%]	Recycling Target [%]	Energy recovery/ exports/ other [%]
packaging - Labels	2	-	-	15	10	
paonaging	3	-	-	20	15	-
	4	_	-	25	20	-
	5	-	-	30	25	-
Paper and paper packaging - Paper sack	1	-	-	10	5	-
	2	-	-	15	10	-
	3	-	-	20	15	
	4	-	-	25	20	-
	5	-	-	30	25	-