

EXTENDED PRODUCER RESPONSIBILITY IN SOUTH AFRICA

Policy, Performance and Progress



CAIA Webinar



14 May 2026



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PRESENTATION OUTLINE

1. Purpose
2. Background and context
3. Legislative framework and EPR regulations timeline
4. EPR Registrations (2022 – 2025)
5. Key developments
6. EPR Performance – Financials and Socials
7. EPR Performance – Waste targets versus collection statistics
8. Key progress made
9. System-wide challenges
10. Future priorities

Purpose

Purpose :

- To brief the Industry Stakeholders about the Policy, EPR Progress and implementation.



Background and context

- Waste generation remains a critical challenge in South Africa, owed to social and economic factors such as high population growth (> **63.1 million** in 2025), urbanisation and demand for resources to cater for livelihoods.
- In turn, an exponential growth in consumption rates and expansion of packaging and single-use products has been observed.
- The 2018 State of Waste Report reported approx. 55 million tons of waste generated annually, and this has increased to 122 million tons total waste generated annually (CSIR, 2020), with only **~10%** being recycled (General Household Survey, 2023).
- Uncollected and poorly managed waste contaminate freshwater resources, block stormwater infrastructure, pollute land, contributes to climate change and air pollution, ultimately posing adverse public health implications.
- Landfill sites are under immense pressure and recycling rates remain uneven across material streams.
- Hence, the **Extended Producer Responsibility (EPR)** was introduced to ensure that producers take accountability and responsibility for their products throughout their life cycle, including post-consumer stage.

Waste Act Amendment Bill 2025 Industry Consultation

Option 4. Proposed New Definition (From Previous Dfns) “waste’ means—

(a) any substance, material or **object**—

(i) that the generator of that substance, material or object has no further use for within its own processes, whether or not it has any commercial value for the generator, but which can be re-used, recycled, recovered or **traded in** by any person; or

(ii) that is rejected, abandoned, discarded or disposed of, either temporary or permanently, or is intended to be discarded or disposed of by the generator of that substance, material or object, regardless of whether or not that substance, material or object has any **commercial value** for the generator or can be re-used, recycled, recovered or **traded in** by any person; or

(b) any other substance, material or object that may be defined as a waste by the Minister by notice in the Gazette; but any waste or portion of waste, referred to in paragraphs (a) and (b), ceases to be a waste—

(aa) once it is re-used, recycled or recovered and treated by the holder of that waste or portion of waste in accordance with a condition stipulated in a valid waste management licence, where applicable, or in accordance with an applicable norm or standard made in terms of this Act;



Proposals for Clarifications of the problematic words, i.e. Definitions

(a) Object — means materials or substances identified and prioritised for EPR by Minister in the Gazette.

(b) Waste used for commercial value – means waste used in circular economy or waste recycling and reuse value chain.

(c) Waste traded in – means waste changing ownership from one owner to another for the purposes outline in the permit or authorisation for.



Legislative framework and EPR regulations timeline

1996

Section 24 of the Constitution of South Africa

1998

National Environmental Management Act (Act 107 of 1998)

2008

National Environmental Management Waste Act (act 59 of 2008)

11 Aug 2016

National Pricing Strategy for Waste Management (Section 13A of NEMAQA)

5 Nov 2020

Extended Producer Responsibility Regulations

5 May 2021

Amended EPR Regulations and Notices for Paper and Packaging, Electrical and Electronic Equipment and Lighting came into effect (Section 18 of NEMAQA)

23 Mar 2023

EPR Notices for lubricant oils, pesticides and portable batteries came into effect

11 Nov 2024

Guideline and Toolkit for the Determination of EPR Fees



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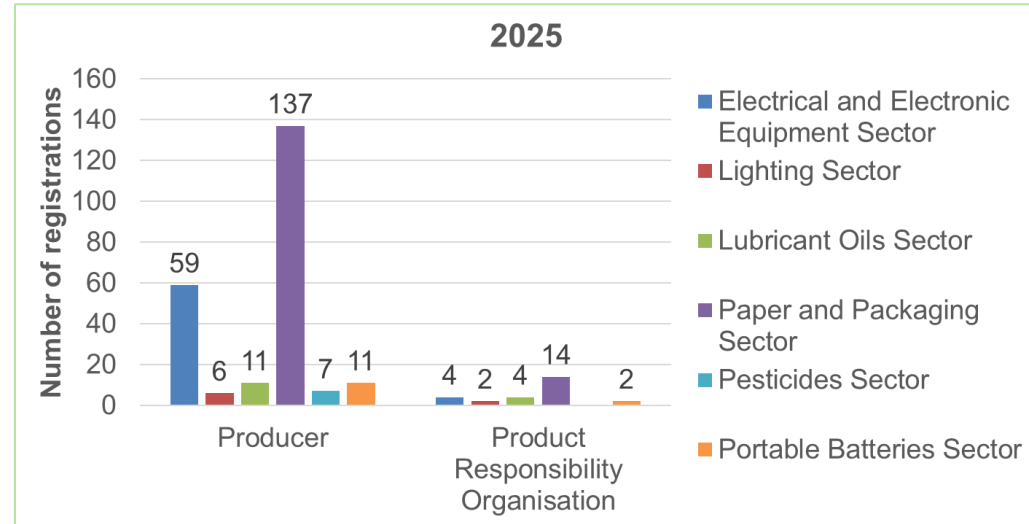
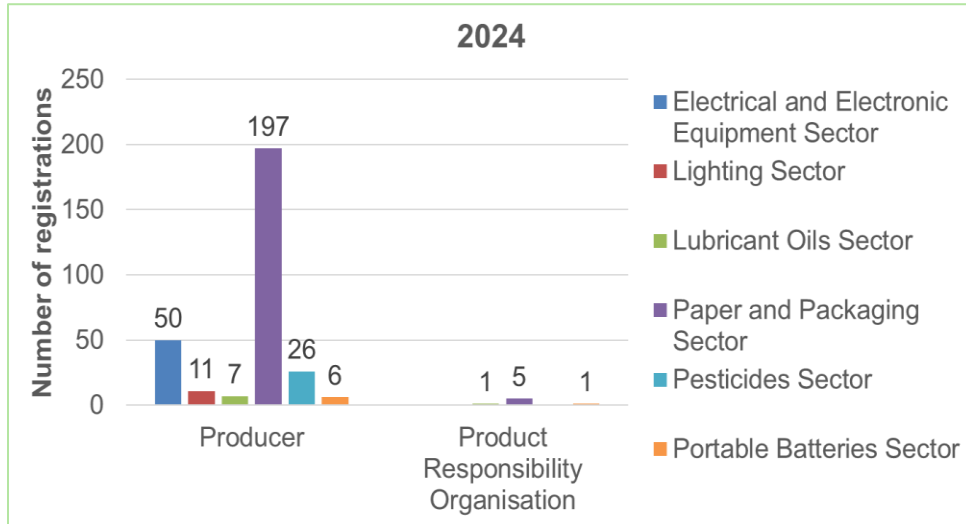
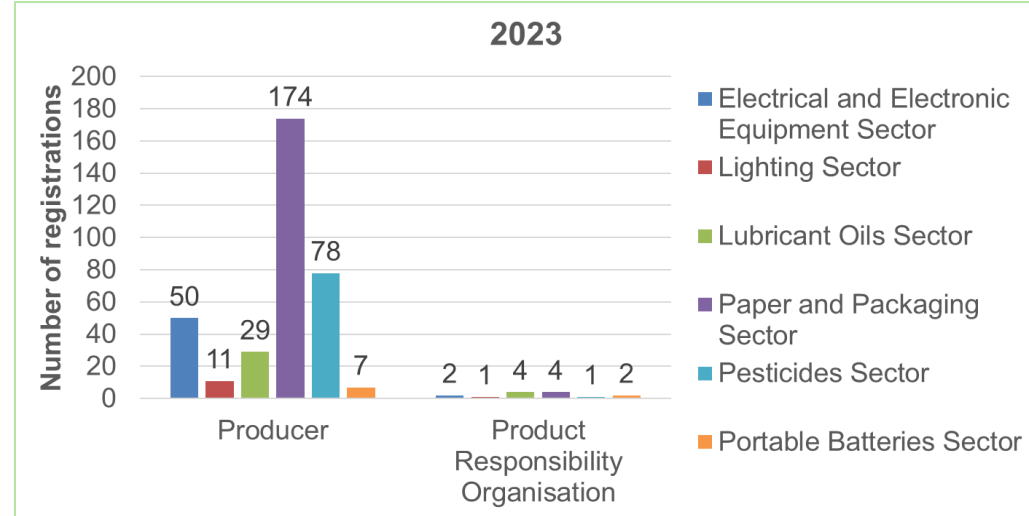
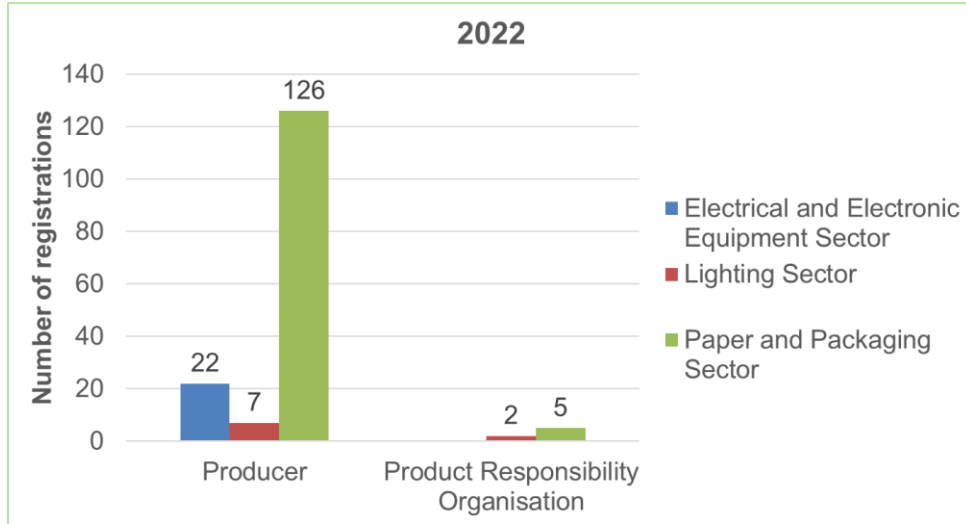
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EPR Registrations (2022 – 2025)

Total number of Producers and PROs Registered on EPR system (from 2022 to 31 December 2025)								
Sector	EEE	Lighting	Paper & Packaging	Portable Batteries	Pesticides	Lubricant Oil	Total	Cumulative Total
PRO	2022: 0	2022: 2	2022: 5	2022: 0	2022: 0	2022: 0	2022: 7	54
	2023: 2	2023: 1	2023: 4	2023: 2	2023: 1	2023: 4	2023: 14	
	2024: 0	2024: 0	2024: 5	2024: 1	2024: 0	2024: 1	2024: 7	
	2025: 4	2025: 2	2025: 14	2025: 2	2025: 0	2025: 4	2025: 26	
Producer	2022: 22	2022: 7	2022: 126	2022: 0	2022: 0	2022: 0	2022: 155	1032
	2023: 50	2023: 11	2023: 174	2023: 7	2023: 78	2023: 29	2023: 349	
	2024: 50	2024: 11	2024: 197	2024: 6	2024: 26	2024: 7	2024: 297	
	2025: 59	2025: 6	2025: 137	2025: 11	2025: 7	2025: 11	2025: 231	
Total	2022: 22	2022: 9	2022: 131	2022: 0	2022: 0	2022: 0	2022: 162	1086
	2023: 52	2023: 12	2023: 178	2023: 9	2023: 79	2023: 33	2023: 363	
	2024: 50	2024: 11	2024: 202	2024: 7	2024: 26	2024: 8	2024: 304	
	2025: 63	2025: 8	2025: 151	2025: 13	2025: 7	2025: 15	2025: 257	
Cumulative Total	187	40	662	29	112	56	1086	

EPR Registrations – 2022 – 2025



Key developments

- EPR Schemes and PROs have been established and operationalized across six (6) waste streams.
- EPR fee systems have been introduced and are currently being implemented.
- Reporting is a requirement, along with audit processes, report submission, and compliance and monitoring.
- Waste collection and recycling systems have been developed.
- EPR regulations require the integration of downstream value-chain players.
- EPR regulations require the integration of socio-economic and transformation objectives, such as inclusion of waste pickers, SMME development and transformation and inclusive participation across the value chain.

EPR

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Financials and Socials



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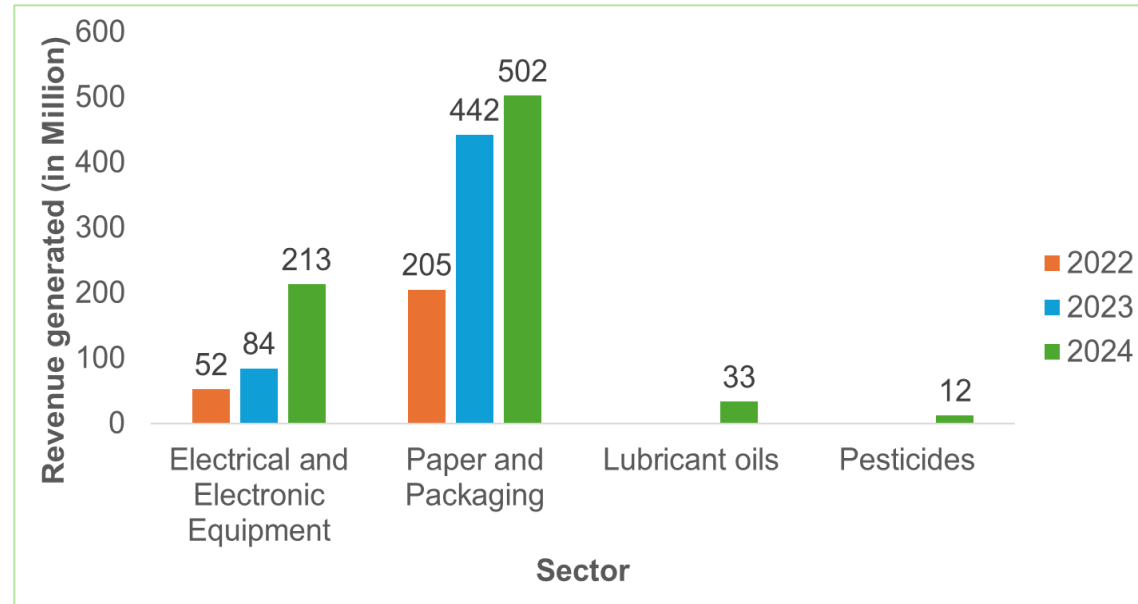


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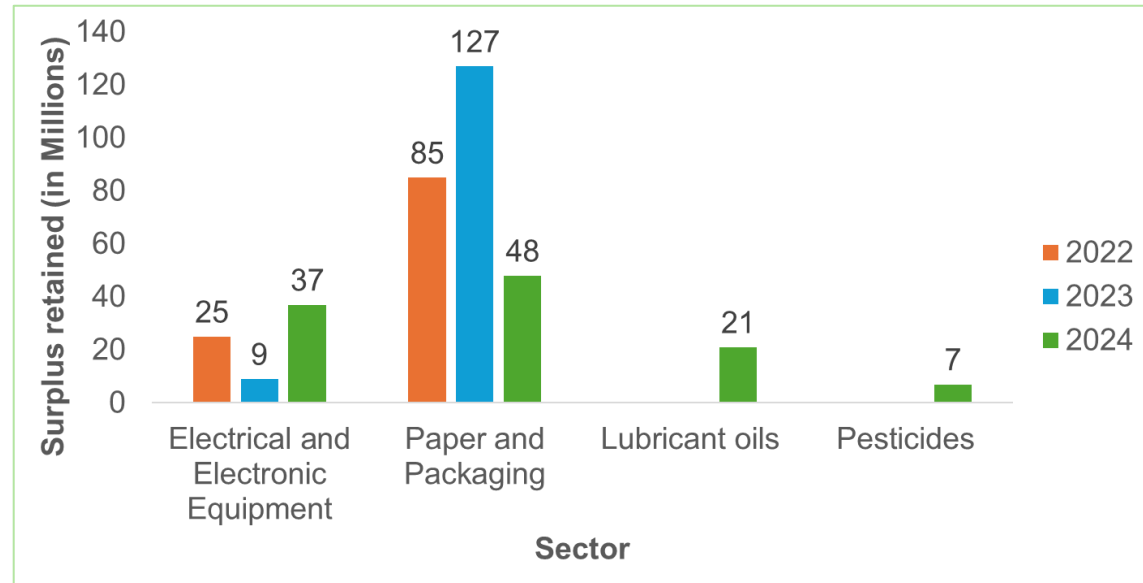
EPR Performance – Revenue generated

- Over the years (2022 – 2025), the number of PRO affiliations have increased.
- This has led to the growth of revenue or collected EPR fees increasing by triple, from approximately a quarter of a billion to three quarters of a billion.
- For the Lighting sector, there was low uptake, hence the revenue is not projected with the other sectors.
- For portable batteries sector, Years 1 and 2 have been dedicated to setting up, piloting and collection.



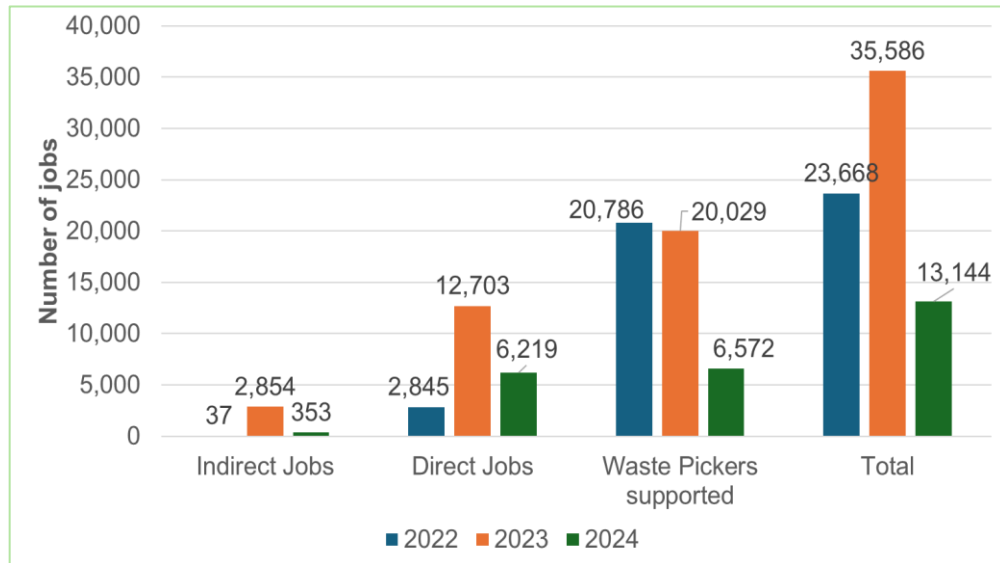
EPR Performance – Surplus retained

- Over the years (2022 – 2025), the number of PRO affiliations has increased.
- This has led to more surplus being retained, thus exceeding R100 million.
- For the Lighting sector, there was low uptake, hence the revenue is not projected with the other sectors.
- For portable batteries sector, Years 1 and 2 have been dedicated to setting up, piloting and collection.



EPR Performance – Job creation

- A general decline in the number of new jobs created was observed between 2023 and 2024.
- This can be attributed to jobs being sustained and curbed administration fee.
- A considerably lower number of waste pickers have been supported during 2024.
- Similarly, this can be attributed to unavailability of the National Waste Pickers Database and use of independent PROs systems.
- In terms of employment demographics,
 - The majority of persons employed by PROs were General Workers, approximately 80%, more prevalent among Black Africans (86%) and Coloureds (77%).
 - Indians/Asians were preferred for general administration and management, as well as Finance Management (59%).



EPR

PERFORMANCE

Waste targets versus collection statistics

EPR Performance – Identified products and published EPR targets

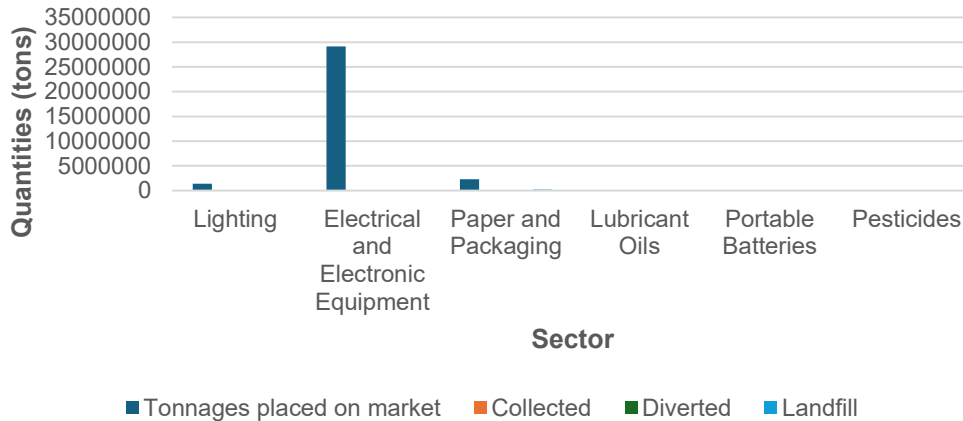
Identified Product Names	Paper & Packaging Collection Targets				
	2022	2023	2024	2025	2026
Plastic (Flexible) PET	10	20	30	40	50
Plastic PET Beverage bottles	60	64	66	68	70
Plastic PET Oil bottles	7	13	25	32	39
Plastic Thermoformed PET	9	13	19	27	35
Polyolefins (flexible)	58	60	62	64	66
Polystyrene (Expanded & High Impact)	22	27	33	40	48
Office & graphic Paper Mixed & other paper	35	36	38	40	42
Polyolefins Rigid polyolefin	55	57	60	61	64
Polyolefins (Multi-layer films)	15	20	25	30	35
Polyvinyl Chloride (Rigid and flexible)	6	6.5	7	7.5	8
Single use Products (PS, HDPE, PET & PP)	60	65	70	75	80
Mixed Glass	46.4	52.5	58.4	64.6	65.4
Aluminium (Non Ferrous) Other	22	24	26	28	30
Aluminium (Non Ferrous) (UBC)	62	64	66	68	70
Tinplate (Ferrous) Metal	56	57	58	59	60
Newspaper	45	50	55	60	65
Liquid Board Packaging	10	15	20	25	30
Paper & Paper Packaging Labels	10	15	20	25	30
Paper & Packaging Paper Sack	10	15	20	25	30
Corrugated Cases & Kraft Papers	60	65	70	75	80

EPR Performance – Waste management

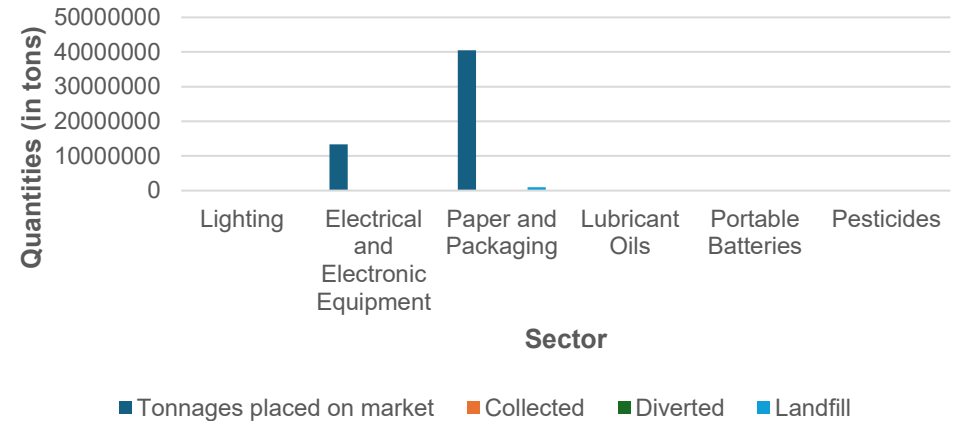
Year	2022				2023				2024				2025			
Sector	Tons placed on market	Collected	Diver ted	Land fill	Tons placed on market	Collected	Diver ted	Landfill	Tons placed on market	Collected	Diver ted	Landfill	Tons placed on market	Collected	Diver ted	Landfill
Lighting	1374793	68000	0	0	29396	456	416	6	104745,71	880,8	875,8	18,3	9710,46	1364,04	1098,37	27,34
Electrical and Electronic Equipment	29128692	0	0	7183	13352241	0	0	9576	33531537,5	0	0	13604,11	890038,73	0	0	1001,62
Paper and Packaging	2279088	0	0	195809	40526361	0	0	1003686	16326348,18	0	0	1080098	4567515,64	0	0	747872,92
Lubricant Oils	-	-	-	-	-	-	-	-	0	0	0	0	112482121,3	0	0	0
Portable Batteries	-	-	-	-	-	-	-	-	2,09	0	0	0	869,15	0	0	0,62
Pesticides	-	-	-	-	-	-	-	-	10022	3930,97	0	75	144086,7	4029,7	0	0

EPR Performance – Waste management

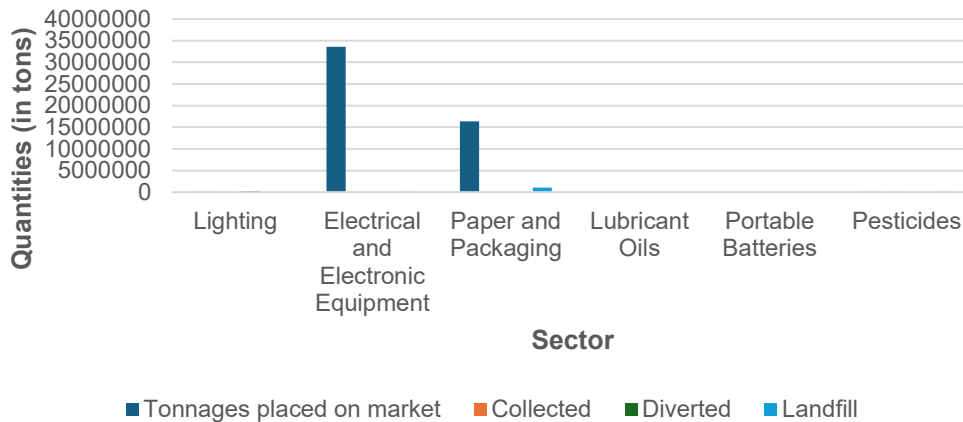
Waste management - 2022



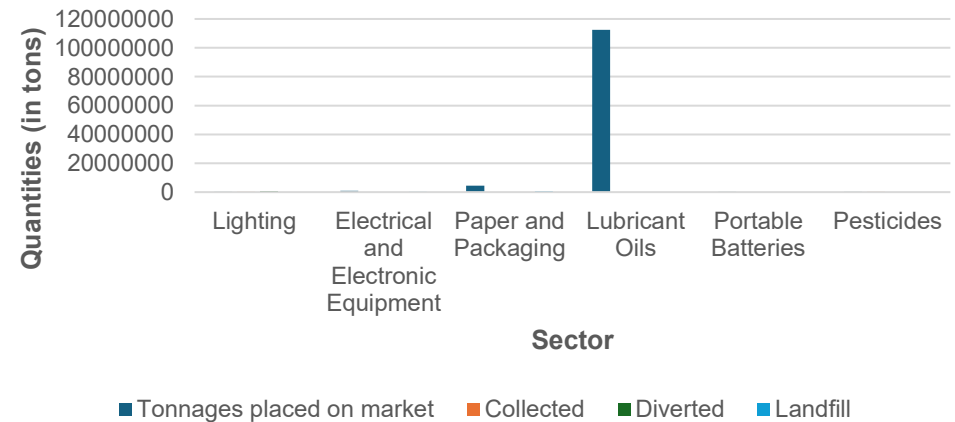
Waste management - 2023



Waste management - 2024

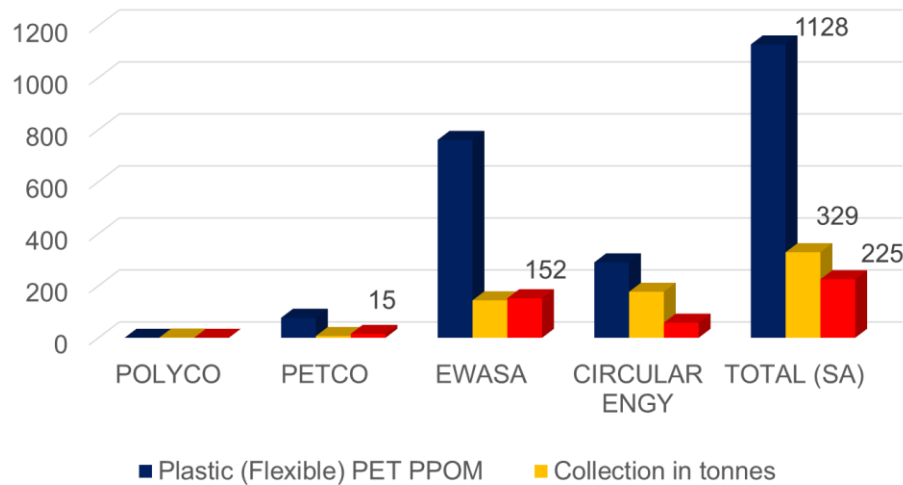


Waste management - 2025

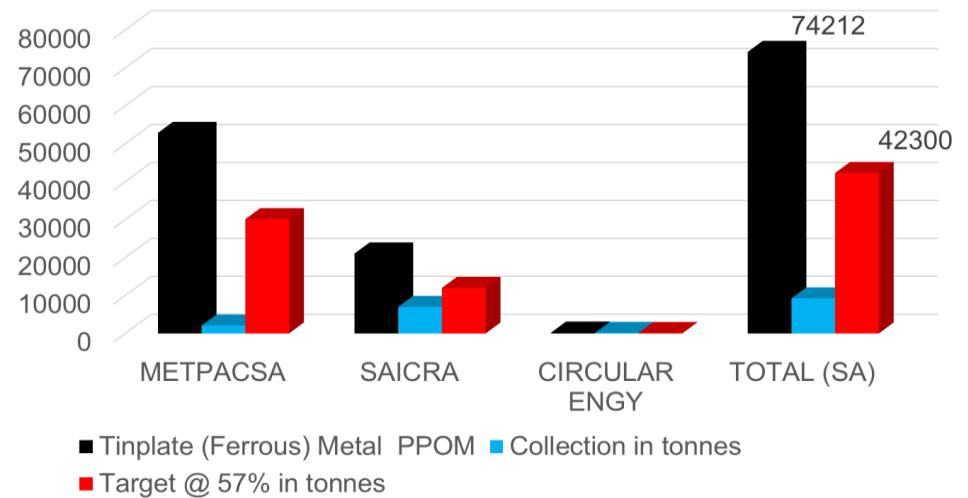


EPR Performance – Waste collection

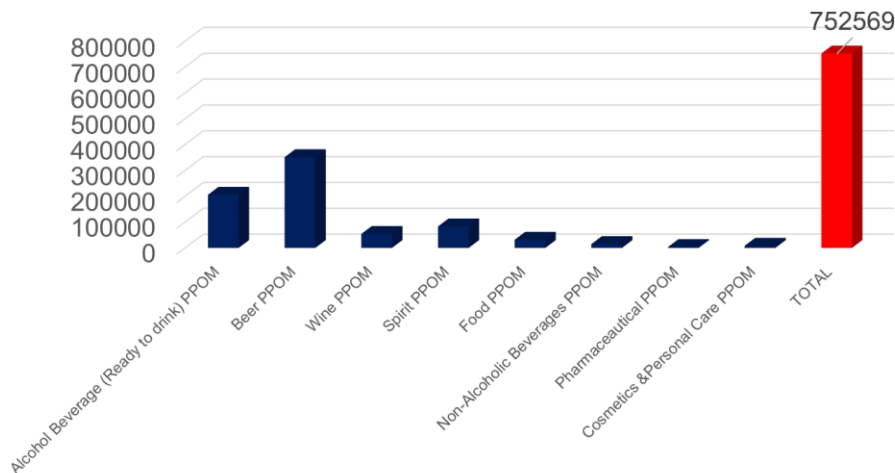
Plastic (Flexible) PET PPOM 2023



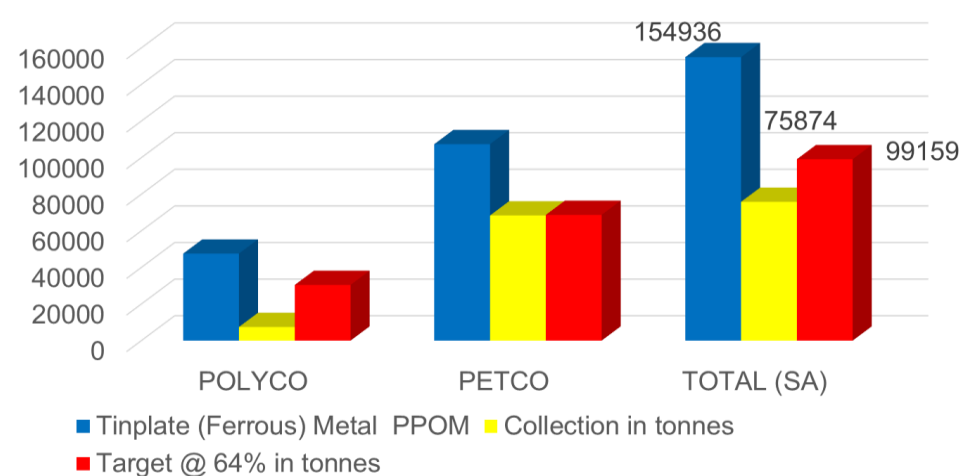
Tinplate (Ferrous) Metal PPOM 2023



Glass PPOM



PET Beverage Bottles PPOM 2023



Key progress made

- To date, significant growth in EPR revenue has been observed between 2022 and 2025, and this is driven by the increased PRO affiliations.
- There has been a great expansion of PRO participation, demonstrated by the increased number of PRO affiliations form since 2021.
- The financial capacity in the specific sectors has been observed through revenue generation (e.g., EEE, Paper and Packaging).
- Waste collection observed to be occurring across multiple streams and their respective identified products, such as Paper and Packaging.
- Some identified products are approaching or achieving the stipulated targets, including the recycling performance.

System-wide challenges

- Non-reporting triggers the inability to determine the efficiency of the policy.
- Non-reporting on financial statements by PROs constitutes non-compliance.
- Data fragmentation and no submission of required documentation.
- Proliferation of PROs causes duplication of efforts.
- Surplus accumulation shows possible underutilisation of EPR fees.
- Lack of standardisation in external audit and performance reports.
- Limited public access to financial and performance information.
- Free riders and other producers not implementing the EPR Regulations.
- Some producers not fulfilling their EPR obligations.
- Misalignment between products placed on market and collected/recycled volumes.
- Some PROs/Producers submit singular financial statement for multiple operations.
- Inadequate or no transparency in financial flows (e.g., awareness funds).
- Inadequate or lack of collaboration and innovation amongst sectors.
- Some of the published targets are hardly not achieved
- Other waste pickers are not compensated.
- Lack of access to public financial reports.

Future priorities – projected and ongoing

- Strengthen compliance, monitoring and enforcement.
- Improve financial efficiency, transparency and oversight.
- Enhance system coordination and collaboration amongst stakeholders.
- Achieve the set targets for identified products and improve performance across waste streams.
- Strengthen waste picker integration and social inclusion in the EPR system.
- Expand infrastructure and operational capacity.
- Improve waste collection systems, along with fostering waste separation at source.
- Promote circular economy initiatives through valorization and beneficiation of waste streams.
- Improve awareness, education and behavioural change.
- Unlock economic opportunities through generation of more jobs and collaboration with SMMES.
- Encourage design for recycling (Producers / Brand-owner).
- Monitor and establish interim controls of surplus budget.
- Support old and new infrastructure development.

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