REPUBLIC OF UGANDA

VALUE FOR MONEY AUDIT REPORT
ON SOLID WASTE MANAGEMENT IN KAMPALA

MARCH 2010
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<thead>
<tr>
<th>Abbreviation</th>
<th>Full Form</th>
</tr>
</thead>
<tbody>
<tr>
<td>AFROSAI-E</td>
<td>African Organization of Supreme Audit Institutions (English speaking)</td>
</tr>
<tr>
<td>AG</td>
<td>Auditor General</td>
</tr>
<tr>
<td>DHI</td>
<td>Division Health Inspector</td>
</tr>
<tr>
<td>DDHS</td>
<td>District Director of Health Services</td>
</tr>
<tr>
<td>DMO</td>
<td>Division Medical Officer</td>
</tr>
<tr>
<td>DPU</td>
<td>District Planning Unit</td>
</tr>
<tr>
<td>DTPC</td>
<td>District Technical Planning Committee</td>
</tr>
<tr>
<td>GOU</td>
<td>Government of Uganda</td>
</tr>
<tr>
<td>INTOSAI</td>
<td>International Organization of Supreme Audit Institutions</td>
</tr>
<tr>
<td>KCC</td>
<td>Kampala City Council</td>
</tr>
<tr>
<td>KIIDP</td>
<td>Kampala Institutional and Infrastructure Development project</td>
</tr>
<tr>
<td>NPA</td>
<td>National Planning Authority</td>
</tr>
<tr>
<td>OAG</td>
<td>Office of the Auditor General</td>
</tr>
<tr>
<td>PATCs</td>
<td>Principal Assistant Town Clerks</td>
</tr>
<tr>
<td>SATC</td>
<td>Senior Assistant Town Clerk</td>
</tr>
<tr>
<td>SPATC</td>
<td>Senior Principal Assistant own Clerk</td>
</tr>
<tr>
<td>SWM</td>
<td>Solid Waste Management</td>
</tr>
<tr>
<td>SWMS</td>
<td>Solid Waste Management Strategy</td>
</tr>
<tr>
<td>TC</td>
<td>Town Clerk</td>
</tr>
<tr>
<td>Shs</td>
<td>Uganda Shillings</td>
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</table>
EXECUTIVE SUMMARY

The collection, transportation and disposal of garbage are the responsibility of Kampala City Council (KCC) and its five divisions, according to the Solid Waste Management (SWM) Ordinance, 2000. Out of 1,200–1,500 tonnes of garbage generated per day, only 400-500 tonnes are collected giving a collection efficiency of only 40%. This implies that 60% of the garbage generated daily is not properly collected and disposed which has resulted into indiscriminate disposal by the public. This audit sought to ascertain the extent to which KCC and the divisions has established a solid waste management system to manage garbage collection in the city and make recommendations for improvement.

The audit covered all the five (5) divisions of the City which include; Central Kampala, Nakawa, Rubaga, Kawempe and Makindye. The study focused on management of garbage involving garbage collection, transportation and disposal activities carried out by KCC and the divisions for a period of five (5) years from 2002 to 2007. KCC and the divisions incurred a total of Ug.Shs.10.4 billion in garbage collection, transportation during the period under review.

1.0 FINDINGS

1.1 Planning and Budgeting

The divisions lack data for example on the estimated tonnage of garbage expected to be generated and collected, number of households, number and capacity of private collectors, and the composition of solid waste stream. Lack of such a data base leads to the preparation of work plans and budgets that do not adequately address the challenges in garbage collection, transportation and disposal. The provisions like fuel, wages, vehicle maintenance and repairs and procurement of goods and services in the budget are not realistically supported. Lack of such a data base also contributes to wrong strategies being developed to address the garbage collection, transportation and disposal challenges at KCC and the divisions.

1.2 Solid Waste Management Awareness

The Solid Waste Management Strategy (SWMS) requires members of the public to be educated in matters of modern waste management best practices. It was noted that solid waste awareness campaigns are not conducted by KCC and the divisions. This was attributed to lack of specific solid waste management work plans in the divisions and also the failure of the divisions to properly provide for such campaigns in their budget estimates.
Lack of solid waste management awareness campaigns has led to unacceptable waste management practices such as indiscriminate littering and burning of garbage in the city.

1.3 **Enforcement of the Solid Waste Management By-Laws**

Under the Solid Waste Management Ordinance, 2000, it is illegal and punishable to dump garbage in places where it may be or become a public health nuisance. These places include water bodies, public streets and the roadside. The responsibility to enforce these rules and regulations rests with KCC and the divisions.

Cases of illegal dumping of garbage were noted at market places and despite the existence of a fully fledged enforcement department, KCC and the divisions were not enforcing the laws. This has caused unnecessary suffering to the neighborhood through air pollution and blockage of the drainage system leading to floods.

1.4 **Working Conditions of Personnel in Garbage Collection**

The SWM ordinance provides that staff involved in collection, transportation and disposal of garbage should be provided with protective clothing which includes gumboots, industrial gloves, masks, overalls and head covers.

Management at the divisions has failed to procure protective clothing for the staff involved in garbage collection, transportation and disposal despite the presence of the budgetary provision under the supply of goods and services. The lack of conducive working conditions affects staff morale which may in turn affect their performance at work.

1.5 **Wage Payment**

Although the refuse collection workers are supposed to be paid by the 28th day of every month, it was noted that the division authorities paid wages late. Delayed payment of wages affects the staff morale which in turn affect their performance at work.

1.6 **Transportation of Garbage**

KCC and the divisions required on average 86-five tonnage lorries to be able to collect and transport garbage from the city on the assumption that each vehicle makes 3 trips per day. However, KCC and the divisions operated on average 35-five tonnage lorries which was 40% of the fleet required to enable prompt waste collections and disposal in the city.
In the absence of the required number of vehicles to transport garbage, KCC and the divisions could not attain the 80% required garbage collection performance level.

Out of the required 85 refuse vehicles in the city, only 35 (40%) were operational at the time of audit. Constant vehicle break down has led to accumulation of un-collected garbage to undesirable levels and this is evidenced by the presence of refuse which has taken more than one day without being collected.

1.7 Engagement of Private Garbage Collectors

It is an offence under the SWM Ordinance, 2000 to collect, transport, remove or dispose refuse for a fee or other consideration without a valid permit from the Council. The SWMS also recommends providing legal recognition of the private garbage collectors so that they become more organized.

A number of private garbage collectors were operating without permits from KCC. KCC has also failed to establish a proper mechanism for regulating the operations of private collectors. Some of the private collectors have no capacity to collect and transport refuse to the landfill.

1.8 Supervision, Monitoring and Control of Solid Waste Management Activities

According to the SWM ordinance, 2000, KCC or its agents, servants or licensed collectors are required to ensure that solid waste in the district is collected and conveyed to treatment installations or approved disposal sites. The SWM ordinance, 2000, also requires that the various refuse generators should be correctly identified, categorized and mapped to enable determination of the revenue potential.

KCC and the divisions were not supervising and monitoring the activities of private collectors due to an absence of signed agreements and data on the numbers and capacity of private collectors. There are no records to indicate any form of supervision being undertaken.

The refuse gangs were also not supervised daily due to lack of fuel and the overwhelming number of garbage sites, some of which are illegally operated by garbage generators. It was further noted that the garbage sites are not mapped making it difficult to plan and monitor the progress of garbage collection.
Failure by KCC and the divisions to adhere to SWM ordinance provisions governing the supervision of refuse collection, transportation and disposal procedures led to the absence of adequate supervision, monitoring and control mechanisms which aggravated the problem of uncollected garbage.

2.0 **RECOMMENDATIONS**

2.1 **Planning and Budgeting**

KCC and divisions should ensure that a database is created on all the variables in solid waste management such as the amount of garbage generated and collected, the composition of the solid waste stream, generators by geographical area among others which should be updated regularly to enhance the appropriateness of budgets and work plans to address the challenges faced in solid waste management.

The current SWMS should be revised to bring it in line with current trends and developments in the solid waste management and environmental issues to properly guide management in policy and decision making.

2.2 **Solid Waste Management Awareness Campaign**

KCC and divisions should initiate solid waste management awareness campaigns which should regularly be carried out to increase public participation to free the city of garbage. Divisions should also prepare specific solid waste management budgets and work plans to enable them implement awareness activities on schedule.

2.3 **Enforcement of the Solid Waste Management By-Laws**

KCC and the divisions should operationalize the SWM ordinance including the enforcement of the provisions therein. The public should be sensitized on the provisions in the by-law and the role of the enforcement department in solid waste management.

2.4 **Working Conditions of Personnel in Garbage Collection**

Management at both KCC and divisions should prioritize the procurement of protective clothing for the refuse gang members so as to improve their working conditions.

2.5 **Wages Payment**

Wages of staff involved in refuse collection and transportation should be paid promptly at the month end.
2.6 **Vehicle Fleet for Garbage Collection**

KCC should develop suitable repair and maintenance policies to enable regular repair and maintenance of vehicles to be carried out so as to reduce on the frequency of vehicle breakdowns.

2.7 **Engagement of Private Garbage Collectors**

KCC should develop a coordination mechanism that stipulates the specific roles and responsibilities of each stakeholder in order to improve their efficiency in waste management. All private collectors should be registered and authorized by Council to collect, transport and dispose garbage.

2.8 **Supervision, Monitoring and Control of Solid Waste Management Activities**

KCC and divisions should develop a proper supervision, monitoring and control mechanism policy stipulating the specific roles and responsibilities of each stakeholder. All authorized garbage sites in the divisions should be mapped to allow proper planning, supervision, monitoring and control of the activities at these sites.
CHAPTER 1
INTRODUCTION

1.0 BACKGROUND

Kampala is the capital city of Uganda. It is administered by an elected Council headed by a mayor, (LC V). The technical functions are carried out by a team of professionals headed by the Town Clerk (Chief Executive).

Kampala is a decentralized district administered under the Local Governments Act (1997). Kampala City Council is constituted of five administrative units (Divisions) namely:

- Central division
- Kawempe division
- Rubaga division
- Makindye division
- Nakawa division

Each division is a municipality with a fully fledged administrative unit.

Kampala is approximately 198 sq Km with a night population of between 1.2 million to 1.5 million people. The day population is estimated at close to 3 million people of which 15.4% live in informal and unplanned settlements. 40% of the house-holds engage in urban agriculture which contributes a lot to the accumulation of waste \(^1\). (Solid Waste Management Strategy, December, 2002, as revised in 2006).

According to the SWMS, December, 2002, 70-80% of the garbage generated in the city is organic while the rest is inorganic comprising of glass, paper, metals construction and demolition waste as indicated in the waste stream on the following pie chart:

*Chart showing garbage composition in the Kampala city*
Waste represents a threat to human health if not handled or disposed of properly. It is a responsibility of every Local Authority, according to section 5 of the Public Health Act, Cap.281, to take all lawful, necessary and reasonably practical measures to safeguard and promote public health. It is also a duty of a local authority to maintain its area at all times in a clean and sanitary condition and prevent the occurrence of any nuisance\(^2\) (Section 55 of the Public health Act, Cap.281). In its definition of nuisance, Section 57 of the Public health Act, Cap.281, includes un-collected garbage among others as being a public nuisance.

Section 3 (1) of the KCC Solid Waste Management Ordinance, 2000 refers to solid waste to mean garbage, refuse, trash and other materials or products including putrescible and non-putrescible waste, organic and inorganic waste, combustible and non-combustible waste, and liquid non-hazardous waste, but does not include hazardous waste or human body parts.

The collection, transportation and disposal of garbage is the responsibility of Kampala City Council (KCC) and its divisions according to section 17 of the KCC Solid Waste Management Ordinance, 2000. KCC is required through its agents, servants or licensed collectors to ensure that solid waste (Garbage) is collected and conveyed to treatment installations or approved disposal sites to the extent required to satisfy both public health and environmental conservation requirements.

Before 1996, Kampala City Council used to openly dump waste at various locations in Busega, Kinawataka, Bukoto, along Lugogo bypass, Wakaliga and Luzira among other places. The public strongly complained against the indiscriminate disposal of waste by KCC,
which forced management to acquire land at Kitezi, Nangabo sub county Wakiso district to dispose of the garbage.

The rate of garbage generation, according to the SWMS of December 2002 and revised in 2006, based on the population in the city, was averaging 1 Kg per capita per day. This translated into 1,200 – 1,500 tonnes of garbage generated in a day. There has been increasing volume of solid waste generated in the city as a result of the growing urban population, concentration of industries in the city, poor behavior and consumption habits of residents and inappropriate waste management practices. Most of the un-collected garbage is found in slum areas of the city occupied by the majority poor. The problem of uncollected garbage does not exist in upscale residential places occupied by the more affluent members of society. In these places, garbage is collected by private collectors because the households can afford to pay collection fees. Such places include; Kololo, Naguru, Muyenga, Bugolobi, Ntinda and the city centre. Institutions such as; Universities, schools, hospitals, embassies, banks, hostels and some markets and bus parks also engage private collectors.

1.1 MOTIVATION

KCC and the divisions spent a substantial amount of money to the tune of Shs.10.4 billion on garbage collection, transportation and disposal in a period of five years from 2002 to 2007 which averaged to Shs.2.08 billion annually.

Despite the expenditure, the city remains chocked with un-collected garbage. Out of 1,200–1,500 tonnes of garbage estimated to be generated per day, only 400-500 tonnes was found to be collected giving a collection efficiency of approximately 40% according to SWMS, of December, 2002. This implies that 60% of the garbage generated daily is not collected and disposed which has resulted into a public nuisance.

The presence of un-collected garbage all over the city puts the lives of dwellers to the risk of environmental and human health related problems such as diseases and air pollution in form of offensive smell.

The audit sought to ascertain why KCC and the divisions have failed to establish an efficient garbage collection, transportation and disposal system to solve the problem of un-collected garbage in the city and to make recommendations for improvement.
1.2 **MANDATE**

KCC and the five divisions are mandated under the Solid Waste Management Ordinance, 2000 and the Local Governments Act 2003 to collect, transport and dispose garbage generated in the city.

1.3 **VISION**

The vision of KCC:

“To have a secure, economically vibrant, well managed, sustainable and environmentally pleasant city that anyone would enjoy visiting and living in”

1.4 **MISSION**

The mission of KCC:

“To provide and facilitate the delivery of quality, sustainable and customer oriented services efficiently and effectively”

1.5 **GOALS AND OBJECTIVES**

KCC’s strategic objectives to achieve a garbage free city are stipulated in its Strategic Waste Management Strategy of December, 2002. They include:-

- To ensure proper collection, storage and transportation of refuse.
- To protect the environment.
- To work in active partnership with the community and
- To ensure sustainability of high quality services.

The above strategic objectives are achieved by implementing the following specific plans:

- Contracting out / privatizing the SWM services (Collection and Disposal services)
- Increasing the collection coverage to 80% from the current 40% by increasing public participation in the management of waste.
- Implement a cost recovery mechanism by charging a fee for refuse collection and disposal
- Improve private sector collection from 4% to 50% through tendering out garbage collection, transportation and disposal
- Involve public participation and carry out solid waste management (SWM) education program to make the public more knowledgeable about solid waste issues
- Minimizing waste generation by at least 30% through application of waste reduction principles.
1.6 **ACTIVITIES**

The activities involved in waste management include:

a) Collection of garbage  
b) Transportation of garbage  
c) Disposal of garbage  
d) Organization of awareness campaigns on waste disposal  
e) Enforcement of the waste management ordinance clauses

1.7 **ORGANIZATIONAL STRUCTURE**

Solid waste management is under the Directorate of Public Health of KCC headed by the District Director of Health Services (DDHS) who is responsible to the Town Clerk. The DDHS is assisted by the District Solid waste manager at Headquarters and there is a Division solid waste engineer at each division.

At the division waste management is a responsibility of the Division Health Inspector (DHI) who supervises the collection, transportation and disposal of garbage. The DHI is responsible to the Division Medical Officer (DMO), who also reports to the Senior Assistant Town Clerk (SATC). The SATC is responsible to the Senior Principal Assistant Town Clerk, who is the division Accounting Officer. Appendix I shows a diagrammatic presentation of the organizational structure (At the time of Audit).

1.8 **FUNDING**

The activities of waste management in KCC and the divisions are funded through Annual Budget allocation. In the period under review a total of Shs.10.4 billion was spent on garbage collection as shown in the following table.
### Table Showing Amount Spent On Garbage Collection, Transportation And Disposal

<table>
<thead>
<tr>
<th>YEARS</th>
<th>2002/03</th>
<th>2003/04</th>
<th>2004/05</th>
<th>2005/06</th>
<th>2006/07</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>DISPOSAL COSTS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>KCC</td>
<td>1,211,284,421</td>
<td>2,425,000,717</td>
<td>1,101,672,922</td>
<td>1,040,321,309</td>
<td>1,549,772,734</td>
<td>7,328,052,103</td>
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<tr>
<td>COLLECTION COSTS</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>CENTRAL DIVISION</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>152,158,000</td>
<td>152,158,000</td>
</tr>
<tr>
<td>NAKAWA DIVISION</td>
<td>89,213,500</td>
<td>165,980,400</td>
<td>207,736,000</td>
<td>121,209,390</td>
<td>160,737,000</td>
<td>744,876,290</td>
</tr>
<tr>
<td>RUBAGA DIVISION</td>
<td>-</td>
<td>-</td>
<td>278,197,331</td>
<td>191,221,150</td>
<td>79,021,770</td>
<td>548,440,251</td>
</tr>
<tr>
<td>MAKINDYE DIVISION</td>
<td>137,943,780</td>
<td>189,487,420</td>
<td>216,023,046</td>
<td>391,632,787</td>
<td>228,007,733</td>
<td>1,163,094,766</td>
</tr>
<tr>
<td>KAWEMPE DIVISION</td>
<td>-</td>
<td>-</td>
<td>53,869,806</td>
<td>165,000,000</td>
<td>244,687,321</td>
<td>463,557127</td>
</tr>
<tr>
<td>TOTAL</td>
<td>1,438,441,701</td>
<td>2,780,468,537</td>
<td>1,857,499,105</td>
<td>1,909,384,636</td>
<td>2,414,384,558</td>
<td>10,400,178,537</td>
</tr>
</tbody>
</table>

(-) figures not compiled due to missing records Compiled by OAG from SWMS and Audited Divisional Financial Statements

### 1.9 SCOPE

This audit sought to ascertain the extent to which KCC and the divisions have established a solid waste management system to manage garbage collection in the city and make recommendations for improvement.

The audit was conducted in the five (5) divisions of Kampala-Central, Nakawa, Rubaga, Kawempe and Makindye. The study focused on garbage collection, transportation and disposal activities conducted by KCC and the divisions during the period of five (5) years from 2002 to 2007.
CHAPTER 2

METHODOLOGY

The audit was conducted in accordance with International Organization of Supreme Audit Institutions (INTOSAI) standards and the VFM audit manual of the OAG Uganda. Those standards require that an audit should be planned in a manner which ensures that an audit of high quality is carried out in an economic, efficient and effective way and in a timely manner. Data was collected through the following data collection methods:

2.0 METHODS OF DATA COLLECTION

2.1 Field Observations

In each division, three (3) parishes were inspected as well as the landfill at Kiteezi. The objective of the inspection was to observe physically the efforts made by divisions in collecting and disposing garbage.

2.2 Interviews

A number of officers were contacted and interviewed with a view of obtaining information on how the various stakeholders fulfilled their obligations in management of solid waste. The officers interviewed included; Town Clerk/KCC, Director of District Health Services, Solid Waste Managers/KCC and the divisions. Five (5) Divisional Principal Assistant Town Clerks, Five (5) Divisional Health Inspectors, Five (5) Finance officers at the divisions, Five (5) Divisional Chairpersons, Three (3) managers of the private garbage collecting companies, market vendors, Divisional drivers and staff engaged in solid waste collection and disposal and 25 households and institutions.
2.3 **Document Reviews**

Documents were reviewed to gain an understanding of the performance of KCC and the divisions and the challenges affecting them in the collection, transportation and disposal of garbage. They included; Solid waste management ordinance, 2000, Solid waste management strategic plan of December, 2002, as revised in 2006, KCC and Divisional budget estimates, Financial Statements, Solid waste manager’s reports, Health inspectors’ progress reports, Council minutes, welfare and social service committee minutes and garbage returns by both divisions and private collectors.

2.4 **Analytical Reviews**

Analytical procedures were also performed on budgets and budget outcomes, financial statements, number of staff employed and garbage tonnage collected with a view of analyzing divisional performance against the planned or actual situations.
CHAPTER 3
SYSTEM AND PROCESS DESCRIPTION

3.1 ROLES AND RESPONSIBILITIES OF KEY PLAYERS

Town Clerk, KCC

The town clerk (TC) is the Chief Executive and Accounting officer of KCC. He/she is the administrative head of KCC responsible for the day to day management of Council affairs. He/she is responsible for ensuring that the city is free of garbage among other responsibilities. He/she ensures that strategies, policies, resolutions and guidelines passed by the Council are implemented both at KCC and the divisions.

Principal Assistant Town Clerks (PATCs)

The PATCs are administrative heads in respective divisions, they are responsible to the TC and are charged with the day to day management of divisional affairs. They are responsible for the implementation of strategies, policies and guidelines. They are also responsible for keeping divisions free of garbage among their other responsibilities. The PATCs are deputized by Senior Assistant Town Clerks (SATCs).

Director of Public Health (DPH)

The Director of Public Health (DPH) is the head of the health department of KCC. He is responsible for public health in the city. Garbage being one of the threats to public health, the DPH is entrusted with keeping the city free of garbage. The DPH is deputized by Division Medical Officers (DMOs) at the divisions.

Solid waste Manager (KCC)

The solid waste manager is the head of the Kampala Institutional and Infrastructure Development project (KIIDP). KIIDP is responsible for the supervision of garbage disposal at the land fill at Kiteezi. The Manager receives returns from private companies in charge of treatment of leakage and covering garbage with soil and approves payments. He also receives and analyses quality assurance reports from the Government Chemist.

Health Inspectors (HIs)

Health Inspectors (HIs) are responsible for public health at the divisions and garbage collection, transportation and disposal. The day to day management of solid waste lies in the hands of the HIs. They deploy and supervise garbage gangs, drivers and private
collectors. They are in charge of fleet management including fueling of vehicles. They prepare solid waste management reports to divisional heads and DHO. They supervise the daily collection, transportation and disposal and account for funds advanced to them for payment of wages and fueling of vehicles.

Finance Officers

The Finance officers at the divisions are responsible for preparation of budgets and payment of all expenses incurred during the collection, transportation and disposal of garbage.

3.2 PROCESS DESCRIPTION

3.2.1 Planning and Budgeting

The District Council is the planning authority of a district. The planning and budgeting process in KCC and the divisions is governed by the Local Governments Act, Cap 243 (Sections 35-37) and further amplified by the Local Governments (Financial and Accountability) regulations, 2007 (Sections 17-19).

The district Council sets out its own planning procedures which have, however, to comply with the planning guidelines issued by the National Planning Authority (NPA).

A comprehensive and integrated development plan incorporating the plans of lower level local governments is prepared by the district technical planning committee (DTPC) and presented to Council for approval. The DTPC comprises of all heads of departments and sectors and it is assisted by the District Planning Unit (DPU) which acts as its secretariat.

Section 77 of the Local Governments Act, Cap 243 also empowers local governments to formulate, approve and execute their budgets and work plans. The Chief Executive prepares annual budgets and work plans which are presented to Council for approval by not later than the fifteenth day of June of each year. The budget estimates are prepared on the basis of the objectives or targets to be achieved in the financial year. The Budget Desk is responsible for coordinating the departments to produce annual plans and budgets and it ensures that they (annual plans and budgets) are realistic and are in tandem with each other (Plans linked with the budgets).

3.2.2 Garbage collection and transportation

Garbage collection is a responsibility of both the divisions and private collectors. The divisions have vehicle fleets for garbage collection and transportation.
Skips are strategically placed in designated areas for the public to deposit garbage which are later picked by vehicles on a daily basis. Some divisions such as Makindye and Kawempe introduced “self loading strategy”. In self loading strategy, households are encouraged to load their garbage on the vehicles themselves when they are passing in the neighborhood at specific dates.

All the divisions when engaged in garbage collection employ or maintain refuse gangs. Refuse gangs are a group of casual workers in charge of collection and transportation of refuse/garbage on a daily basis. The refuse gangs are supervised by the health inspectors in charge of divisions.

Private contractors have also been engaged by the divisions to collect garbage. These contractors have entered into agreements with specific households, markets, schools, factories and other institutions to collect garbage at an agreed fee. The private contractors provide their clients with bags which are filled with garbage and collected at an agreed period of time.

All the collected garbage by both divisions and private collectors is transported to the landfill at Kitezi for disposal.

3.2.3 Garbage disposal
KCC disposes garbage using the land filling method at Kitezi. Garbage disposal at Kitezi landfill is contracted out to private companies by KCC. The companies are paid on a monthly basis depending on the tonnage for garbage delivered and disposed.
The private collectors are also required to pay a subsidized disposal fee of Shs.2000 per tonnage disposed at the landfill to the companies. The revenue collected is then reconciled to the monthly contract payments and a top-up paid to the contractor by KCC. Companies are contracted out on an annual basis and to specifically carry out the following:

- Receiving, taking records and processing of accepted waste
- Mitigation of the direct environmental impacts associated with the landfill operations such as; dust, noise, odour and pests
- Control, treatment and monitoring of leachate
- Maintenance of the landfill infrastructure including leachate treatment plant, weighbridge, fence, gate and buildings
- Provision of day and night site security and
- Implementation of the Council’s Landfill Cost recovery Plan

After all the garbage has been collected and transported to the landfill, it is weighed at the entrance. Each vehicle is weighed on arrival and both the gross and net tonnage recorded using a computer system that generates waste management reports.

The weighed garbage is then spread, compacted and covered with soil to prevent environmental degradation in form of pollution and the spread of disease. After the garbage has been covered with soil, on decomposition, the oozing out water is directed down stream where a plant has been constructed to treat the leachate before it is allowed into the surrounding vegetation.
Leachate treatment plant at Kiteezi Landfill
CHAPTER 4
FINDINGS

4.1 PLANNING AND BUDGETING

International best practice require administrative units such as KCC and the divisions to collect data about the growth of waste in the city, analyze the factors contributing to the growth of waste such as population growth, industrial developments and changing consumption habits of residents to give accurate inputs for planning and budgeting purposes.

We observed that KCC and its divisions were not regularly updating their data base to reflect the changing environment in solid waste management. In the absence an up to date data base, KCC and its divisions did not carry out a proper assessment of waste being generated in the city and therefore do not have well researched information on solid waste for proper strategic development and decision making.

We also noted that the data captured at the disposal site at Kiteezi is not regularly sent to Divisions, but sent to KCC for purposes of calculating monthly payments to the contractor managing the land fill. Therefore, their plans and budgets were not realistic because they were not based on proper assessment of garbage generated per division and this resulted in failure of KCC to adequately address the challenges of garbage collection and disposal in the city.

Management response
During discussions with top management of KCC and Divisions, it was explained that the data base that existed was created on a sample basis and results extrapolated using population figures during a study carried out in 2002. The results of the survey helped in the development of the solid waste management strategy of 2002 which was revised in 2006.

Management also explained that they faced a challenge of implementing a strategy that had been overtaken by socio-economic events and that they were also facing challenges in up dating the database on a regular basis. Management further explained that efforts were being made to have all Divisional solid waste engineers meet together and discuss the challenges faced and provide common solutions to management.
4.2 **DISPOSAL OF SOLID WASTE**

Solid waste disposal typically involves the collection, transportation and finally covering the waste with soil. The performance audit considered compliance by KCC and the divisions with the existing rules, regulations and best practices on garbage disposal.

4.2.1 **Collection of Solid Waste**

To achieve effective collection, it was necessary for KCC to create awareness on collection of garbage to the city residents and establish effective mechanisms of enforcing the waste management by laws in the city.

4.2.1.1 **Solid Waste Management Awareness**

According to the Solid Waste Management Strategy (SWMS) of 2002 Para.7, members of the public are supposed to be educated in matters of waste management such as; sorting/separation of waste according to their categories of organic and inorganic, efficient use of skips, waste recycling, home composting, waste minimization and adherence to waste management laws to increase collection coverage to 80% from 40%.

It was noted through interviews with households, market vendors and through documentary reviews that solid waste awareness campaigns were not conducted by KCC and the divisions. We were informed that little information about waste management was being exchanged during the Local Council (LC) meetings.

A review of work plans and expenditure patterns at the divisions did not reveal any evidence of solid waste management awareness campaigns conducted while the collection coverage had stagnated at an average of 40%.

It was also noted that most of the city dwellers are not aware of the provisions of the KCC (Solid Waste management) Ordinance, 2000. Efforts by KCC to translate the law into local dialects such as “Luganda” and sensitize the public did not take off as the program lacked management support.

There has been laxity by management and failure by KCC and the divisions to conduct public awareness campaigns as means of boosting KCC and divisional efforts in collection and disposal of garbage. Solid waste management campaigns have not been viewed as a priority by Council during budgeting. The divisional health inspectors in all the divisions expressed dissatisfaction with the way the respective Councils were allocating funds to the solid waste section.
Lack of solid waste management awareness campaigns has led to unacceptable and prohibited waste management practices such as indiscriminate littering and disposal of garbage.

**Management response**

During discussions, KCC management explained that some awareness efforts were being made whereby vehicles with mounted loud speakers are used to disseminate information to the public about KCC’s daily collection programs, places where to dump garbage and when.

4.2.1.2 **Enforcement of the Solid Waste management by-laws**

According to section 20 (d) of the Solid Waste Management ordinance, 2000, it is an offence for a person to scatter or litter solid waste at any private or public property. Section 5 (1) of the ordinance also prohibits depositing of waste on private property, public street, roadside, or in a ditch, river, stream, lake, pond, channel or in a park, excavation or any other place where it may be or become a public health nuisance. Section 39 of the ordinance also imposes a fine not exceeding two currency points or imprisonment not exceeding six months for a person who commits an offence under the ordinance. The responsibility to enforce these rules and regulations rests with KCC and the divisions.

It was noted during inspections in all the divisions and through interviews with the five DHIs that KCC and the divisions were not enforcing the laws despite the existence of a fully fledged enforcement department.

“No dumping” signposts to curb unauthorized dumping have caught a blind eye of the perpetuators because of laxity by KCC and the divisions in the enforcement of the law.

Cases of illegal dumping of garbage were noted at market places at Mulago, Nakawa, Kalerwe, Ntinda and Kikubo to have caused unnecessary suffering to the neighborhood through air pollution and blockage of the drainage system leading to floods.
Illegal dumping of garbage despite KCC signpost "No dumping " at Binaisa road, near Mulago hospital

Garbage Dumping in the drainage system along Kalerwe- Gayaza road

In addition the public was not sensitized on the bye-law and evidence of arrests made by the KCC enforcement department of persons violating the ordinance was not seen.

Lack of enforcement of the by-law has led to indiscriminate disposal of garbage and other hazardous practices such as burning of garbage in the city which is prohibited by law. Indiscriminate dumping of garbage has also led to the blockage of the drainage systems which has contributed towards the cause of epidemics such as cholera around the city slum areas and suburbs.
Management response
Management explained that the problem of enforcement was caused by inadequate capacity to enforce the by-laws and the failure to provide alternative garbage disposal means to the public by KCC. They further explained that KCC prematurely withdrew the use of skips and sometimes failed to collect garbage daily leaving the public with no alternative, but to indiscriminately dump garbage. They, however, noted that KCC and Divisions have acquired new refuse vehicles which will help them improve the collection efforts and that plans were underway to build capacity of the private collectors.

4.2.1.3 Working Conditions of Personnel in Garbage Collection

Section 1 of the SWM ordinance defines the protective clothing to be supplied to staff working in the collection, transportation and disposal of garbage which include; gumboots, industrial gloves, masks, overalls and head covers.

It was noted through interviews and physical observation that the staff involved in garbage collection, transportation and disposal are not supplied with protective clothing. Garbage collection workers, expressed dissatisfaction with the way management was handling matters concerning their working conditions. We observed that the refuse staff work under poor working conditions without protective gear such as; gumboots, industrial gloves, masks, overalls and head covers.

Management at the divisions has failed to procure protective clothing of the refuse collection workers despite the presence of the budgetary provision under the supply of goods and services. The lack of conducive working conditions affects staff morale which may in turn affect their performance at work.
4.2.1.4 Wage Payment

The staff involved in garbage collection are supposed to be paid by the 28th of every month. The garbage collection workers complained about the late payment of wages by division authorities. This was further confirmed by the review of payment records of the divisions visited which revealed arrears of wages unpaid to refuse collection workers. In Nakawa, Makindye and Rubaga divisions the refuse collection workers spend between two-three (2-3) months without pay and these matters have been evidenced in the Auditor General’s Financial Audit Reports of earlier periods. Delayed payment of salary affects the staff morale which in turn affect their performance at work.

Management response

Management explained that the situation has now improved. For example in Kawempe Division arrears of wages have been reduced from six (6) months to three (3) and that gumboots and other protective gear have been ordered. They however experienced a challenge of loss of the protective gear to workers who are casual and leave without notice.

4.2.2 Transportation of Garbage

This is a very critical element in the chain of activities of garbage disposal.

4.2.2.1 Vehicle Fleet for Garbage Collection

KCC and the divisions required on average 86-five tonnage lorries disregarding the private sector contribution to be able to collect and transport garbage from the city to achieve 100% performance, on the assumption that each vehicle makes 3 trips per day.
However, we noted that KCC and the divisions operated on average 35-five tonnage lorries which was 40% of the fleet required to enable prompt waste collections and disposal in the city as shown below:

<table>
<thead>
<tr>
<th>YEAR</th>
<th>2002/03</th>
<th>2003/04</th>
<th>2004/05</th>
<th>2005/06</th>
<th>2006/07</th>
<th>TOTAL</th>
<th>AVERAGE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Estimated Garbage to be generated (tons)</td>
<td>434,037</td>
<td>450,096</td>
<td>466,750</td>
<td>484,019</td>
<td>501,930</td>
<td>2336832</td>
<td>486364</td>
</tr>
<tr>
<td>Required number of vehicles (100%)</td>
<td>79</td>
<td>82</td>
<td>85</td>
<td>88</td>
<td>92</td>
<td>426</td>
<td>85.2</td>
</tr>
<tr>
<td>Actual vehicles used (current)</td>
<td>32</td>
<td>36</td>
<td>34</td>
<td>32</td>
<td>41</td>
<td>175</td>
<td>35</td>
</tr>
</tbody>
</table>

Source of information: KCC Solid Waste Management Engineer

KCC and the divisions could not acquire the required number of vehicles due to poor performance in revenue collection during the period under review and also lacked a vehicle replacement policy. In the absence of the required number of vehicles to transport garbage, KCC and the divisions could not attain the 80% required garbage collection performance level.

4.2.2.2 Vehicle Maintenance

A good fleet management system is supposed to keep vehicles in good running condition to facilitate the daily collection and transportation of refuse.

Out of the required 85 refuse vehicles in the city, only 35 (40%) were operational at the time of audit. The Auditor General’s Financial Audits Reports had attributed poor vehicle maintenance to weak controls such as failure to inspect vehicles before and after repairs by a qualified Engineer.
A grounded refuse vehicle (skip loader) at Makindye division offices.

In four divisions with exception of the Central Division, the Divisional Health Officers also expressed dissatisfaction with how KCC and the divisions were handling vehicle replacement, repairs and maintenance initiatives.

The constant vehicle break down has led to accumulation of un-collected garbage to undesirable levels and this is evidenced by the presence of refuse which has taken more than one day without being collected. Worst cases were noted at market places in Nakawa, Kalerwe, Ntinda, Makindye and Kikuubo in central division.

Un-collected garbage at Kalerwe market, Kawempe division
Indiscriminate littering and disposal of garbage makes it difficult to regularly collect and dispose garbage. Some other prohibited refuse disposal methods such as burning garbage have also cropped up.

Management response
Management explained that KCC is seeking the services of a consultant who would come up with a fleet management system which would look into all fleet management aspects including replacement, handling and tracking of vehicles among others. They further explained that each division has acquired five (5) new specialized refuse trucks which compress and compact refuse for proper disposal. Hiring of additional trucks would no longer be necessary once the vehicles are fuelled and in good running condition.
4.3 ENGAGEMENT OF PRIVATE GARBAGE COLLECTORS

It is an offence under section 20 (d & e) of the SWM Ordinance, 2000 to collect, transport, remove or dispose refuse for a fee or other consideration without a valid permit from the Council. The SWMS para 4.8 also recommended providing legal recognition of the private garbage collectors so that they become more organized and also ensure better working conditions for them.

We observed that a number of private garbage collectors like BINIT, Nabugabo, UPDEAL, NOREMA, HOME CLEAN, UCODEA and ESKOM were operating without permits from KCC. Although known to the divisional authorities, they had not signed agreements with the Council allowing them to operate contrary to the law. Despite the absence of the signed contracts, Kawempe division, at the time of the Audit in June 2007 had an outstanding amount of Shs.225,000,000 payable to contractors as follows:

<table>
<thead>
<tr>
<th>S/NO</th>
<th>CONTRACTOR</th>
<th>NO. OF MONTHS</th>
<th>AMOUNT (SHS)</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>NOREMA</td>
<td>10</td>
<td>75,000,000</td>
</tr>
<tr>
<td>2</td>
<td>HILLTOP</td>
<td>10</td>
<td>75,000,000</td>
</tr>
<tr>
<td>3</td>
<td>ESKOM</td>
<td>5</td>
<td>75,000,000</td>
</tr>
<tr>
<td></td>
<td>TOTAL</td>
<td></td>
<td>225,000,000</td>
</tr>
</tbody>
</table>

We also noted that there is no mechanism put in place to regulate the activities of private collectors. The number of households and institutions visited by private collectors is not known to KCC and the divisions contrary to section Para. 4.8 of the SWMS.

It was further noted during interviews carried out with DHIs and during physical inspection of the garbage sites in the divisions and from the land fill at Kitezi that private Contractors/collectors were not managed and coordinated by KCC and divisions. This was also confirmed by the three (3) Directors of; UPDEAL, NOREMA and Nabugabo. We also noted that some of the private collectors have no capacity to collect and transport refuse to the landfill and instead deposit it at divisional collection sites.
A private collector dumping garbage at one of the Council sites at Kitintale, Nakawa division

This has been caused by failure of KCC to establish proper mechanism for regulating the operations of private garbage collectors. KCC failure to operationalize the provision of SWM ordinance regarding private sector participation delayed the provisions of establishment of a proper coordination between the divisions and private collectors.

Management response
Management explained that all the Divisional town clerks have been asked to register all private collectors who should be screened and those found eligible should be issued with licenses for collection of garbage. They also explained that the City was to be zoned and specific areas allocated to private collectors who will be responsible for proper collection of garbage in that area and guard against illegal collectors. They further explained that all the revenue collected by the private collectors in the pilot phase shall accrue to them and that KCC will benefit at a later stage when the scheme is rolled out.

4.4 SUPERVISION, MONITORING AND CONTROL OF SOLID WASTE MANAGEMENT ACTIVITIES

According to Section 17 of the SWM ordinance, 2000, either KCC or its agents, servants or licensed collectors are required to ensure that solid waste in the district is collected and conveyed to treatment installations or approved disposal sites to the extent required to
satisfy both public health and environmental conservation requirements and as provided in the ordinance.

Section 20 (a) of the SWM ordinance, 2000 also requires that the various refuse generators should be correctly identified, categorized and mapped to enable determination of the revenue potential.

It was noted during interviews and documentary reviews that private collectors were not regularly collecting and conveying refuse to the disposal site at Kiteezi and instead deposit it at divisional collection sites.

Verification of refuse monthly reports to DMOs by DHIs did not reveal any information on the number of private collectors and their performance, with exception of central division. There are no records to indicate that supervision was done. It was further noted that the garbage sites are not mapped making it difficult to plan and monitor the progress of garbage collection.

This was because KCC and the divisions were not supervising and monitoring the activities of private collectors due to lack of signed agreements and data on the number and capacity of private collectors. It was noted during inspection of institutions and households that private collectors enter into agreements with their clients without the knowledge of KCC and divisions for garbage collection, transportation and disposal. The refuse gangs met at divisions were also not supervised daily and the DHIs attributed the problem to lack of fuel and the overwhelming number of garbage sites, some of which are illegally operated by garbage generators.

Failure by KCC and the divisions to adhere to SWM ordinance provisions governing the supervision of refuse collection, transportation and disposal procedures led to the absence of adequate supervision, monitoring and control mechanisms which has aggravated the problem of uncollected garbage.
Management response
Management explained that the solid waste engineers have been receiving garbage collection records from the landfill but have not been passing over the information to the Division Town Clerks. They further explained that garbage collection was at one time under the city engineer and in 1999 it was put under the district health department. This has created a problem in that whereas the health department is responsible for garbage collection, the refuse fleet including repairs, maintenance and fueling is controlled by the District Engineer. It becomes unfair to gauge the performance of the department that lacks full responsibility. They noted that in some countries, solid waste management stands as a fully fledged department.
CHAPTER 5
CONCLUSIONS

5.1 PLANNING AND BUDGETING

Planning is a very important tool in management and properly developed plans which are supported by adequate and reliable data help management in coming up with realistic decisions, strategies and budgets to achieve organizational objectives or targets. Data when well interpreted provides information about the magnitude and scope of the challenge faced. KCC and the divisions failed to create a database on the variables concerning waste management and as a result most of the efforts put in the preparation of work plans and budgets and decisions undertaken, do not appropriately address the challenges faced in garbage collection and disposal.

The division budgets, especially on waste management were not based on proper assessment of garbage being generated and therefore could not provide enough funds for garbage collection, transportation and disposal. Garbage collection, transportation and disposal has remained a big challenge to KCC and the divisions due to inappropriate strategies, budgets and decisions made due to lack of appropriate data among other reasons.

5.2 GARBAGE DISPOSAL

5.2.1 Solid Waste Management Awareness

Educational programs are a practical approach to enhancing public awareness in waste management. A sensitized public is very critical in the management of waste. KCC’s programs such as; separation of waste at source, site selection for refuse skips and land fill location, waste recycling, home composting, litter clean-up campaigns, waste minimization, policing against illegal waste management and household hazardous waste management systems can not be successfully implemented without creating public awareness.

KCC and divisions failed to carry out solid waste management awareness campaigns and as a result the public has not appreciated the salient issues required of it in waste management.

Lack of public participation increases resistance of the people to embrace Council’s solid waste management programs and has also contributed to the Council’s failure of attaining the 80% targeted collection level.
5.2.2. **Enforcement of the Solid Waste Management by-laws**

The failure of KCC and the divisions to enforce the provisions in the Solid Waste Management ordinance, 2000 has resulted into the public to engage in illegal solid waste management practices. Practices such as indiscriminate dumping of garbage, burning of garbage and non sorting/separation of refuse hinder the operations of garbage collectors. Indiscriminate dumping of refuse in unauthorized sites leads to neglect of these sites by KCC and the divisions.

5.2.3 **Working Conditions of Personnel in Garbage Collection**

The staff involved in the collection, transportation and disposal of refuse is not provided with protective clothing and their wages are delayed. The poor working conditions coupled with delayed payment of wages affect staff morale and performance. KCC and divisions may fail to achieve their garbage collection, transportation and disposal targets if they are not supported by the staff directly involved on the ground.

5.2.4 **Transportation of Garbage**

KCC and Divisions lacked a fleet management system which would help them in the management of vehicle aspects such as replacement, repairs, maintenance and tracking to minimize on constant vehicle break down and safeguard against vehicle misuse.

5.3 **ENGAGEMENT OF PRIVATE GARBAGE COLLECTORS**

Coordination of the activities of various stakeholders, especially private collectors is very critical in solid waste management. Lack of a coordination mechanism affects the performance of private garbage collectors and this is manifested in failure by KCC to legally recognize the role of private sector participation.

5.4 **SUPERVISION, MONITORING AND CONTROL OF SOLID WASTE MANAGEMENT ACTIVITIES**

When the project or activity is supervised and monitored it is more likely that its objectives will be achieved. Any deviation from planned output should be identified and corrective measures devised. There is inadequate supervision and monitoring by KCC and divisions of the activities involved in solid waste management. Private collectors and refuse gangs are not supervised.
There is also lack of a control mechanism to review performance of garbage collection initiatives. Limited supervision, monitoring and control has led to poor performance registered by the divisions as evidenced by the presence of uncollected garbage in the city.
CHAPTER 6
RECOMMENDATIONS

6.1 PLANNING AND BUDGETING

Planning is an important tool in general management of projects, government programmes and activities. It is essential to have plans that are based on realistic and reliable data and information. We recommend that:

6.1.1 KCC and divisions should recognize and analyze the factors contributing to the growth in waste to draw up appropriate annual strategies for waste management.

Management response
KCC prepared a strategy for waste management in 2006 to cover a period of 10 years. Due to the ever changing waste environment, KCC is now compelled to address new challenges that have emerged and this may involve preparation of another strategy before the expiry of the current one so as to capture the salient issues as they develop.

6.1.2 KCC and divisions should ensure that a database is created for all the variables on solid waste management such as the amount of garbage generated and collected, the composition of the solid waste stream, generators by geographical areas among others which should be updated regularly to enhance the appropriateness of budgets and work plans to address the challenges faced in solid waste management.

Management response
The data base exists but shall be expanded to include generators by geographical area as recommended. The work plans to address the challenges faced in solid waste management shall be incorporated in the strategies to be formulated by KCC and updated annually or more regularly where appropriate.

6.2 DISPOSAL OF SOLID WASTE

Solid waste management awareness campaign
It is very important that the public is made aware of the good practices in solid waste management system. We recommend that
6.2.1 KCC should design solid waste management awareness campaigns which should regularly be carried out to increase public awareness on matters of waste management such as sorting/separation of garbage, home composting, proper disposal practices, waste minimization and policing against illegal waste management practices.

Management response
KCC through the Government of Uganda received a credit from the International Development Association (IDA) to finance the Kampala Institutional and Infrastructure Development Project Phase I (KIIDP). Part of the credit will be applied to cover eligible payments under the contract for public relation and awareness services which is expected to cover a period of 2 years. A community sensitization strategy shall be embraced in the adopted strategy.

6.2.2 KCC should consider allocating adequate funds to solid waste management awareness campaigns during budgeting.

Management response
This shall be done as part of the budget for waste management. Added funding for servicing and operationalising of the new refuse plant needs to be harnessed from the Centre and prioritization of garbage management by Divisions needs to emphasized.

6.2.3 The programme for the translation of the KCC (Solid Waste Management), Ordinance, 2000 into local dialects should be revived to ease the dissemination of solid waste management awareness information.

Management response
This shall be done as soon as the financial situation of KCC improves and needs to be prioritized in the coming budget FY 2010/2011. It may also be carried out through the KIIDP project under the public relations services described earlier.

6.2.4 KCC should consider introducing waste management programmes to city schools.

Management response
A discussion between KCC and officials from the ministry of education and sports is necessary and shall be arranged soon. There is need to mainstream
appropriate waste handling messages and other issues of environment into the school programs especially at primary level.

6.2.5 KCC should consider sensitizing other law enforcement agencies in the City and request them to join hands in the enforcement of the solid waste management ordinance.

**Enforcement of the by-laws**

6.2.6 KCC and the divisions should operationalize the SWM ordinance including the enforcement of the provisions using the already existing enforcement department.

**Management response**
KCC needs to prioritize and adequately budget for this activity.

6.2.7 The enforcement department of KCC should be restructured to include solid waste management enforcement as its core activity and ensure that the public complies with the provisions in the SWM ordinance.

**Management response**
KCC has professionalized its enforcement department. Policing against illegal waste practices now needs to be integrated and emphasized in the day to day assignment of City Law Officers. There is need to activate village courts to reprimand illegal dumpers that are caught in the different areas of the City.

6.2.8 The public should be sensitized on the provisions in the by-law and the role of the enforcement department in solid waste management as this will increase compliance and better solid waste management practices.

**Management response**
This shall be done as part of the public relations campaign explained earlier in 5.2.1.

6.2.9 Other organs of the Council such as the local Councils and parish chiefs should also be encouraged to enforce the provisions in the SWM ordinance.

**Management response**
This is being done and shall be improved when the public relations campaigns and awareness are ongoing.
Working conditions of personnel in garbage collection

6.2.10 Management at both KCC and divisions should exercise good budgetary discipline and prioritize the procurement of protective clothing to the refuse gang members to improve their working conditions and morale.

Management response
KCC understands that it is essential to provide the necessary tools to enable employees perform their duties. KCC shall soon prioritize provision of safety ware and gear to those involved in actual implementation of projects. It shall come as a package separate from wage/salary.

6.2.11 Wages of staff involved in refuse collection and transportation should be paid in time to avoid unnecessarily staff dissatisfaction.

Management response
KCC endeavors to pay its employees on time. KCC also recognizes that it is only motivated and satisfied employees that can enable an organization to function effectively and efficiently.

Transportation of Garbage
A good fleet management system keeps vehicles in good running condition and ready to facilitate the daily collection and transportation of refuse. We recommend that:

6.2.12 KCC should develop suitable repair and maintenance policies to allow the regular repair and maintenance of vehicles with ease and this will reduce on the frequency of vehicle breakdown and the time vehicles spend in the garages.

Management response
KCC is in the final stages of preparation of a fleet management system and expects to implement it as soon as it has been approved by Council. From late December 2009, the current fleet has been beefed up by introduction of at least 35 – 40 new trucks. KCC shall endeavor to have this fleet functional in as far as resources are available.

6.2.13 KCC should provide for adequate annual budget provisions that will allow them accumulate funds needed to replace their fleet whenever they become old and worn out in accordance with the government vehicle replacement policy.
Management response
This shall be done through prioritization of fuel apportionment for garbage collection and transportation.

6.2.14 KCC and the divisions should establish the amount of fuel required by each vehicle type per trip of refuse collected and record the vehicle movements and the number of trips made in a day. This will help in making drivers accountable for the fuel given to them and will increase their efficiency.

Management response
This is being done and has proved helpful for planning and effective truck monitoring during waste transportation operations.

6.2.15 KCC and divisions should consider hiring private trucks as a stop gap mechanism in case of total vehicle breakdown and emergency cases.

Management response
This shall be considered though it is envisaged to be overtaken by events since KCC acquired new refuse trucks, in December 2009, under the Chinese Grant.

6.3 ENGAGEMENT OF PRIVATE GARBAGE WASTE COLLECTORS

6.3.1 KCC should develop a coordination mechanism that stipulates the specific roles and responsibilities of each stakeholder in order to improve their efficiency in waste management.

Management response
KCC shall set up a mechanism in which all private collectors working in a particular Division are known and programmed. The issue of demarcation of their operational areas and giving them working programmes on a regular basis where applicable is being considered.

6.3.2 All private collectors should be registered and authorized by Council to collect, transport and dispose garbage in accordance with Sections 17 and 20 of the Solid waste management ordinance, 2000.
Management response
All private collectors shall be registered and authorized by KCC. They will all be required to obtain a trading license from KCC, in addition to other statutory requirements. KCC will develop guidelines in a bid to control private collectors from compromising Council’s efforts and roles. All unauthorized collectors shall be stopped from operating in a bid to control illegal waste management practices normally exhibited by unauthorized groups.

6.3.3 KCC and divisions should consider establishing solid waste management work groups at each administrative level that should regularly meet to review performance and develop SWM strategies that match the current trends in development.

Management response
This shall be considered and incorporated in the waste strategies to be formulated.

6.4 SUPERVISION, MONITORING AND CONTROL OF SOLID WASTE MANAGEMENT ACTIVITIES

6.4.1 KCC and divisions should develop a proper supervision, monitoring and control mechanism stipulating the specific roles and responsibilities of each stakeholder. This will enable easy supervision, monitoring and control of garbage collection, transportation and disposal.

Management response
Kampala district, just like any other districts in Uganda, is a decentralized district administered under the Local Governments Act (1997). The City Council is constituted by the Headquarter (HQ) under which are 5 administrative units (Divisions), namely: Central, Kawempe, Lubaga, Makindye and Nakawa whereby each division is a municipality with a fully fledged administrative unit. The Headquarter essentially is a policy, coordination, and supervision institute. The HQ mainly handles the waste disposal while the divisions mainly handle waste collection and transportation.

6.4.2 All authorized garbage sites in the divisions should be mapped to allow proper planning, supervision, monitoring and control of the activities at these sites.
Management response

KCC shall map all authorized waste collection centres in all Divisions to enable better planning, supervision, monitoring and control of the activities of these centres. That shall also facilitate the provision of recognized alternatives to the community/public and may check the prevailing illicit dumping that happens in several spots in Divisions.

6.4.3 A copy of the computer generated garbage collection data at the landfill should regularly be submitted to respective divisions and information therein brought to the attention of Town Clerks to help them plan and control performance.

Management response

The records at the landfill are regularly distributed to all the 5 KCC Divisions to enable them check performance vis-à-vis resources invested in waste collection and transportation.

6.4.4 Supervision, monitoring and control of garbage activities should not only be left to divisions, but also should involve other lower administrative units such as local Councils and village parishes.

Management response

KCC has embarked on involving the public and local Councils in the management of waste. KCC intends to have this as a sustainable system and to include activities therein in its future budget processes. KCC believes that the more the public is aware of the challenges in solid waste management, the more they are willing to help.

John F. S. Muwanga
AUDITOR GENERAL

KAMPALA
19TH MARCH 2010
APPENDIX I

ORGANIZATIONAL STRUCTURE (PUBLIC HEALTH DEPARTMENT)