



NATIONAL AUDIT OFFICE

PERFORMANCE AUDIT REPORT
SOLID WASTE MANAGEMENT
BY
BANJUL CITY COUNCIL (BCC)



OCTOBER 2015

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LIST OF ACRONYMS

BCC	Banjul City Council
CEO	Chief Executive Officer
GEAP	Gambia Environmental Action Plan
LGA	Local Government Act
NAO	National Audit Office
NAWEC	National Water and Electricity Company
NEA	National Environment Agency
NEMA	National Environment Management Act
PHA	Public Health Act
SWM	Solid Waste Management

FORWARD

I am pleased to present to you my report on performance audit. The performance audit report concerns audit of Banjul City Council on Solid Waste Management.

This report aims at providing our stakeholders (Members of Parliament, Central and Local Government Officials, Media, the Donor Community, Non-Governmental Organizations and the Civil Society etc.) with a summary of the findings arising from the performance audit conducted by my office as of the 11 September 2015. The details of the summarized matters can be read from the audit report issued to the Accounting Officer.

Section 160 (2) (a) of the 1997 constitution of the republic of The Gambia states that, The Auditor General “In the exercise of his or her functions under this Constitution or any other law, shall at all times carry out economic, efficient and effective examination to satisfy himself or herself that public funds are spent in such manner as to reduce waste, eliminate in- efficiency and maximize the benefits to be gained from the use of resources.”

In order to meet the parliamentarians’ expectations and the public at large, National Audit Office continually reviews its audit approaches to ensure that the audit coverage provides an effective and independent review of the performance and the accountability of public sector entities. Moreover, we seek to ensure that our audit coverage is well targeted and addresses priority areas so as to maximize our contribution in improving public administration. Hence, our work acts as a catalyst in improving efficient utilization of public resources.

I would like to acknowledge the professionalism and commitment of my staff in achieving our goals and undertaking the work associated in meeting our ambitious audit programs despite the fact that they have been working in very difficult conditions.

I hope that the National Assembly, the Media and the public at large will find the information in this report useful in holding the Banjul City Council for its stewardship of public funds and delivery of services to the City inhabitants.

EXECUTIVE SUMMARY

Background

This Performance Audit on the management of solid waste by Banjul City Council (BCC) was conducted in accordance with Section 160 (2) (a) of the 1997 Constitution of the Republic of The Gambia. This mandate is amplified by Chapter 75 (13) of the Finance and Audit Act, 1990 edition which requires the Auditor General to carry out audits for the purposes of establishing, economy, efficiency, and effectiveness in the operations of any Department, Ministry, Local Authority, Parastatals, and Government Sub-vented Institutions.

Banjul City Council (BCC) which is the institution charged with the responsibility of maintaining a clean environment in the city, was established by the local Government Act, 2002

The audit was conducted in accordance with INTOSAI standards. These standards require that performance 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 collection methods, such as: Document reviews, Physical Observations, analytical reviews and Interviews were used.

The scope of the study was limited to solid waste comprising of households and other commercial waste generated in the city of Banjul with special emphasis on the solid waste management cycle from the collection to final disposal at the City Council's dumpsite

Motivation

Solid waste collection is currently one of the most critical services, whose quality and coverage in the city of Banjul has triggered serious public outcry.¹ The Gambia, like many other countries in the sub-region, is grappling with the growing environmental problem of solid waste that is generated daily. The need to manage this waste effectively has become a major issue for the city dwellers and has also become a top priority for the government in recent years. Although the government has put in place an anti-littering law in the country the issue of waste collection and disposal continued to pose a big challenge to the nation.

The National Audit Office undertook an audit of the solid waste management in the City of Banjul by the Banjul City Council to establish the extent to which solid waste in the city was being managed so as to provide information for objective decision making in selecting the mode of interventions. The information generated from the audit is also

¹ National News Papers: Daily Observer and The Point

intended to guide Banjul City Council in the implementation and provision of better services to the city inhabitants.

Key Findings:

Waste collection

During the period under review, BCC did not maintain a litter free environment. It neither provided and maintained adequate receptacles nor did they regularly empty and clean the available receptacles. In addition, the Council did not have any mechanism of determining how much waste was generated in the city on a daily basis. This could have served as bases for effective budget in terms of vehicles, equipment and personnel.

Waste transportation

The Council used trucks and tractors which were not covered or structured to carry waste. During our field visits BCC vehicles were seen carrying waste without being covered; this caused some waste particles to drop along the street. This pollutes the environment causes nuisance to the public. This contradicts the Anti-littering regulation which requires that no truck or other vehicle should be used to carry waste unless the vehicle is so constructed or loaded as to prevent its litter from being blown or deposited on any road or public place.

Disposal of waste

During the period under review, Council did not place receptacles along the streets and major commercial areas for waste collection. This has led to people depositing waste illegally in most part of the city. In addition, the council did not administer the anti-littering regulations which require that litter fee charges are instituted against persons who illegally throw litter at non designated areas for dumping.

Treatment of waste

Waste deposited at the dump site was not sorted. Clinical, gaseous and other types of waste were mixed with household waste and dumped. This has made the handling of waste difficult for the council in terms of quantifying and recording of the various types of waste. In addition, the dump site is openly set ablaze which emits large clouds of smoke that pollutes the air and environment around the city including the State Central Prison where the inmates are housed, the Banjul/Serekunda High Way and Sanatorium where tuberculosis patients are housed

Administrative Gaps

The audit noted that the Council did not have a strategic and operational plan and manual. This has affected the formulation of plans for managing waste in the city. An operational manual could have guided and served as a reference material for waste management staff for dealing with waste matters. In addition, the Council did not provide training for its waste management staff which could equip them with modern waste management skills and techniques.

Conclusion

Collection

The BCC did not adequately collect all waste generated in the city. This is because the council has no figures and statistics of all waste generated and collected daily. In addition BCC did not carry out adequate awareness campaign to inform the City residents in maintaining and keeping a clean environment. Furthermore, the council did not provide and place receptacles along the streets in the city which resulted to residents and other daily city users to litter the streets and gutters.

Transportation

The council did not use compactable vehicles to collect and transport waste during the period under review. The vehicles used by the council were manually loaded and offloaded by the council labourers and these vehicles carry waste openly without the waste being properly covered to prevent the odour and waste dropping along the streets.

Disposal

The council did not administer the dictates of the Anti-littering regulations to prevent people from dumping illegally. Furthermore street receptacles were not placed along the streets and key areas and locations in the city during the period of the audit. This led to a carefree littering attitude by residents and other street users.

Treatment

The council did not employ waste treatment strategies or approaches to handle the waste collected and dumped at the dumpsite. Waste dumped at the dumpsite were burnt openly or spread. The open burning of waste pollutes the environment and the waste spread gets into the waters of the tributary it borders with, thus contaminating the water and affecting aquatic species and animals.

Recommendations

Collection

The City Council should endeavour to keep a clean city environment. In so doing, the council should acquire and place the required street receptacles along the streets and other strategic locations around the city. Furthermore, the council should acquire adequate knowledge of the waste generated and collected in the city on a daily basis to be able to plan for its handling. Going forward, the council should regularly carry out massive sensitization of the city inhabitants on proper solid waste management.

Transportation

The council should consider acquiring compatible vehicles that are well structured for carrying waste. For example carriers that can properly contain this waste to prevent waste dropping along the streets and being a nuisance to the public.

In addition management must present the 5 tractors for audit inspection or provide adequate explanations concerning their whereabouts.

Disposal

The Council must place street receptacles along the streets and at all key areas in the city. In addition, the Council must administer the dictates of the Anti-littering regulations to prevent people from dumping illegally. This will help curb illegal dumping.

Treatment

The council should consider employing waste treatment strategies or approaches to handle the waste collected and dumped. Waste collection strategies such as waste sorting promote and facilitate waste recycling. Waste burning should be done under a controlled environment using modern incinerators to prevent air pollution.

CHAPTER 1: INTRODUCTION

1.1 Background

Solid waste management continues to be a critical issue for the Gambia especially in the city of Banjul, Kanifing Municipality and the Provincial Growth Centres.

Solid waste is generated from households, offices, shops, markets, restaurants, public institutions and industrial installations.

Solid waste management processes include: generation, collection, transportation, disposal on land, and treatment.

The audit looks at waste management by the Banjul City Council (BCC) which is the institution charged with the responsible of maintaining a clean environment in the city. Banjul City Council is established by the local Government Act, 2002

Picture 1: Showing Map of Banjul indicating BCC's waste collection zones



Key ○ Collection zones

1.2 Purpose

The purpose of the audit is to ascertain that waste generated in the city is properly managed (collected, transported and disposed) by the city council, and to identify possible problems. The information generated from the audit is intended to guide the City council in the implementation of better waste management practices for improvements.

1.3 Objectives

The objective of the audit is to assess the measures put in place by Banjul City Council for managing waste in the City of Banjul.

1.4 Audit Questions

The audit questions are:

- Is Banjul City Council effectively collecting waste in the city of Banjul?
- How is waste collected in the city transported to the dumpsite by Banjul City Council?
- How waste collected is disposed by the City Council?
- How waste disposed is treated by Banjul City Council?

1.5 Motivation

The audit was motivated by public outcry over the years that 'the city is dirty', risks identified during area watching phase (dumpsite, street gutters and sewage), media discussions, newspaper articles and environmental reports.

The Gambia Environment Action Plan ² (GEAP) revealed that in the Greater Banjul Area and urban centres in the regions, unplanned urbanization and rapid population growth have placed considerable pressure on natural resources and on municipal and other facilities. The authorities have not been able to cope with the result that there is a shortage of proper housing, unsanitary living conditions, and inadequate health facilities, to name a few. The situation has contributed to the incidence of health hazards, including the spread of respiratory diseases, tuberculosis and other communicable diseases. Since these are only symptoms, the strategy is to attack the causes of the problems, one of the most urgent of which is urban waste management.

² Gambia Environment Action Plan phase II, Theme 8

According to the Point Newspaper³, the growing environmental problems that the country is grappling with, is the need to manage our waste properly. Even though there is an anti-littering law in the country, the issue of waste disposal is posing a big challenge to the nation. The impact of littering the environment has many facets, and includes posing a danger to human and animal health, giving a bad image of the country to tourists, and loss of value by residential property located near refuse dumps.

According to the Daily Observer Newspaper⁴, waste management remains the most pressing challenge confronting our municipal councils particularly in the urban centres. It is not uncommon to see huge waste dumps scattered around some neighbourhoods, highways and even public places like markets. Even during the monthly 'Operation clean the nation', it is disheartening to see waste gathered on the streets for days without being collected by the municipal/city authorities. If we continue in the current pattern of unhygienic and indiscriminate waste disposal and management, the next generation will have to address waste from millions of plastic containers and bags, electronics and computer parts, synthetic fabrics and apparel and the list goes on. These things are not biodegradable and as they photo-degrade over hundreds of years they release chemicals into the environment.

The Banjul City Council spent D 33,939,184.00⁵ on waste management during the period under review. Despite this huge expenditure, waste handling remains a critical issue which the council is still battling with.

³ the point newspaper of the 5 April 2013

⁴ Daily observer newspaper, 26 June, 2014, Article "on waste management "

⁵ Bcc budgets 2011,2012,2013 and 2014

CHAPTER 2: DESIGN OF THE AUDIT

2.1 Audit Scope

The audit covered Solid Waste Management by the Banjul City Council, which is the overall body responsible for waste management in the city. It covered four financial years ending 31 December 2011, 2012, 2013 and 2014.

2.2 Audit Methodology

The team conducted interviews, site visits (physical verification) and document reviews to obtain information on waste management practices and systems put in place by Banjul City Council.

2.2.1 Document review

The team reviewed documents that were deemed relevant to waste management by the Council. The purpose of reviewing such documents was to facilitate a sound understanding of the regulations governing solid waste management systems by the City Council. The following documents were reviewed to extract various data:

Table 1: Showing list of documents reviewed by the audit team

Name of Document	Reason for Review
1. Local Government Act (2002)	This act establishes the council and to greater extent spelt out the role and responsibility of the council to its people
2. Waste Management Act (2007)	Contains the rules and regulations governing waste management in the City and the Country at large.
3. National Environment Agency (NEA) Act 1994	This act spells out the regulations governing the maintenance and control of the Gambian environment.
4. National Environment Management Act (NEMA) 1994	This NEMA Act supports the implementation of the National Environment Agency Act.
5. Anti-littering Regulation 2007	This regulation sets out the ways in which the public or households should prevent the accumulation of waste (littering) in the city or at undesignated areas. It also spells out the offences relating to littering of waste

6. Budgets of the Council for the period under review.	Budgeted and actual figures for waste management for the years 2011, 2012, 2013 and 2014.
7. Banjul – Oostend Agreement	To obtain information pertaining to agreements on waste handling mechanisms in Banjul.

2.2.2. Interview

A total of forty- two (42) interviews were carried out with staff of the city council and other stakeholders to obtain first-hand information on waste handling by the City Council. The interviewees are **shown in appendices a &c**

2.2.3 Site visit (physical verification)

The team visited the main dumpsite of the city located in Mile 2.

Streets in the city such as, Tobacco road, Grant Street, Box Bar road, Mosque road and Half Die where drains have been turned to un-official dumping places were also visited.

Picture 2: Showing waste dumped in the drains at Mosque Road



Source: Captured by NAO during site visits on Wednesday 13 May, 2015

2.3 Limitations of the audit

During the audit, the team was faced with the following constraints which posed a significant challenge to the timely conduct and completion of the audit exercise:

- The Council did not keep records of tonnage of waste generated per day in the city of Banjul. These records could have been the basis for the audit to use in measuring effectiveness and efficiency of the City Council in the discharge of its functions.
- The Council did not keep records of the activities and processes of waste Management Unit and as a result, the audit found it difficult to have access to some vital information such as minutes of management meetings, supervisors and overseers field inspection reports, Agreement of Banjul –Oostend link among others.

CHAPTER 3: DESCRIPTION OF THE AUDIT AREA

3.1 Background

Banjul City Council (BCC) located in the capital city of the Gambia, is responsible for the management of waste in the city.

Solid waste has become a critical issue in the Gambia especially in the city of Banjul, which has attracted the attention of the general public. This solid waste which is not properly handled by the city council has resulted to the untidiness of the city through illegal dumping. The illegal dumping of waste in the city can have severe consequence on the environment such as pollution and can also bring about hazardous diseases such as dysentery, diarrhoea and malaria.

Waste management processes consist of generation, collection, transportation, disposal and treatment.

Solid waste is generated from households, offices, shops, markets, restaurants and public institutions in the Gambia. This waste generated are mainly in the form of garbage like left over of foods, plastic bags, rags, spoilt shoes, bags, broken bottles and worn out tyres. Other waste includes remains from fishing industries e.g. fish bones, gills and scales.

Solid waste is collected in the city, transported and dispose at the dump site, and later treated by spreading it around to make room for incoming waste.

3.1.1 Mandate

The Banjul City Council derives its mandate from section 48(1), of the Local Government Act 2002. The mandate of the council is to provide social services to the people of the city which includes Waste collection and disposal (**waste management**).

3.1.2 Vision

Banjul City Council strives to become one of the cleanest cities in the Sub-region and also strives to make Banjul a viable centre for financial and economic activity by creating a decent and conducive environment.

3.1.3 Mission

To develop Banjul as a vibrant port city that is clean, safe, well-lit and responsive to the needs of its inhabitants by providing a dynamic, effective and efficient service delivery mechanism and creating a conducive atmosphere to attract a viable business venture.

3.1.4 Banjul City Council Specific Objective

The specific objective of the City Council is to increase the level of social service provisions to the people of the city

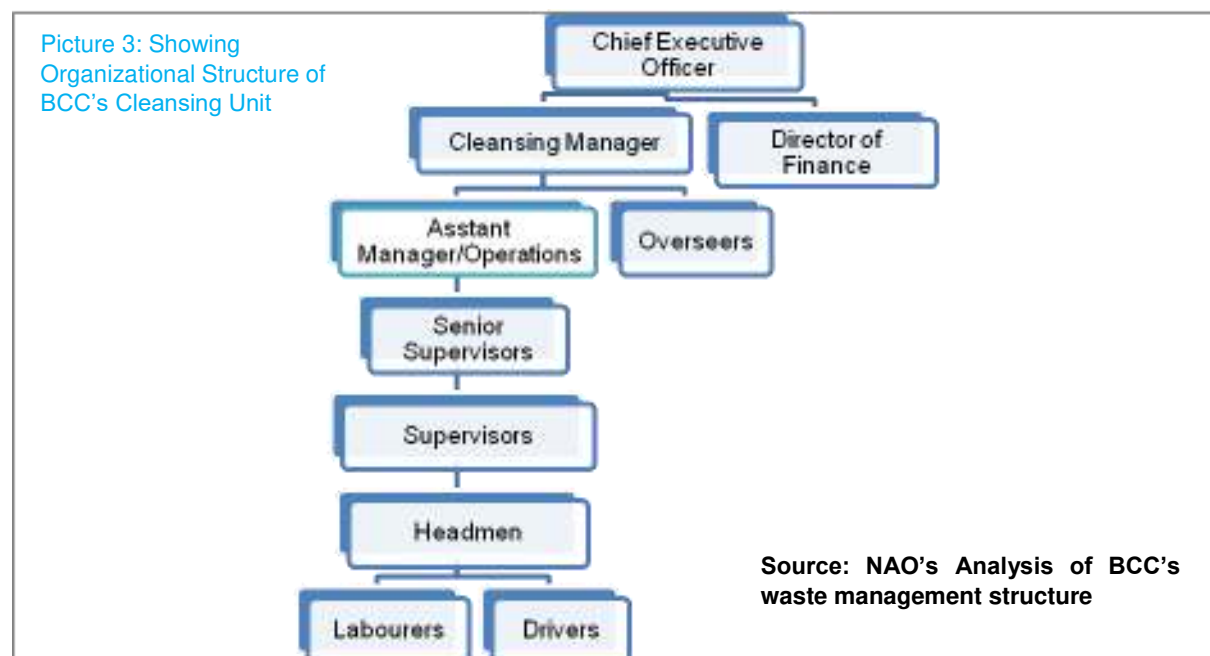
3.1.5 BCC's activities relating to waste management

The City Council carries out the following waste management activities:

- Collection
- Transportation
- Disposal
- Treatment

3.1.6 Waste Management Unit Management Structure

The diagram below shows the hierarchical order of the BCC cleansing unit including roles and responsibilities of key positions:



Roles and Responsibilities of key players

The Chief Executive Officer (CEO)

The Chief Executive Officer is the accounting officer of the Council. He is responsible for the day to day administration of the council and the implementation of all its decisions. Other functions of the CEO are stated in the Local Government Act 2002.

Finance Director

The Finance Director is responsible of the financial operations of the Council.

Cleansing Manager

The Cleansing Manager is responsible for the overall operations of the cleansing unit. He allocates work to the operations manager and reports to the Chief Executive Officer.

Assistant Manager (Operations)

He is responsible for the day-to-day operations of the unit and also maintains time sheets of workers.

Senior Supervisor

The Senior Supervisor assigns work to supervisors, monitors their operations in the field and reports to the assistant cleansing manager.

Supervisors

The supervisors are the middle managers in the field, and are responsible for supervising and monitoring the collection and transportation of waste in their respective zones or areas, and report back to their senior supervisors.

Overseers

The overseers are the middle managers who are responsible for supervising and monitoring of the collection and transportation of waste in their respective zones or areas, and report back to the CEO and cleansing manager.

Headmen

Headmen give orders to labourers/drivers and work with them to ensure that waste is collected and transported to the dump site on time.

Labourers /Drivers

The labourers and drivers take instructions from headmen who ensure that waste is properly collected from residences and streets and transported to the dump site.

Other key players

i. Oostend City

Oostend City Council, which is in Belgium, is a partner city council to the BCC. They assist the BCC with logistics in waste management.

ii. National Water and Electricity Company (NAWEC)

This is the government parastatal responsible for the supply of water and electricity in The Gambia. NAWEC works hand in hand with the city council in the handling of liquid waste.

iii. Residents

These are the city inhabitants who generate the waste collected by the City Council. The waste generated by these residents remains their responsibility until it is collected.

3.1.7 Funding (Waste Management)

The actual expenditure relating to waste management for the period under review are specified as follows:

Table 2: Showing Actual Expenditures relating to waste management for 2011-2014

FY Year	2011	2012	2013	2014	Grand Total
Source					
Expenditure	D6,521,073	D8,848,962	D9,881,722	D8,687,427	D33,939,184

Source: NAO Analysis of BCC's Budget for the periods under review

3.2 Systems and process description

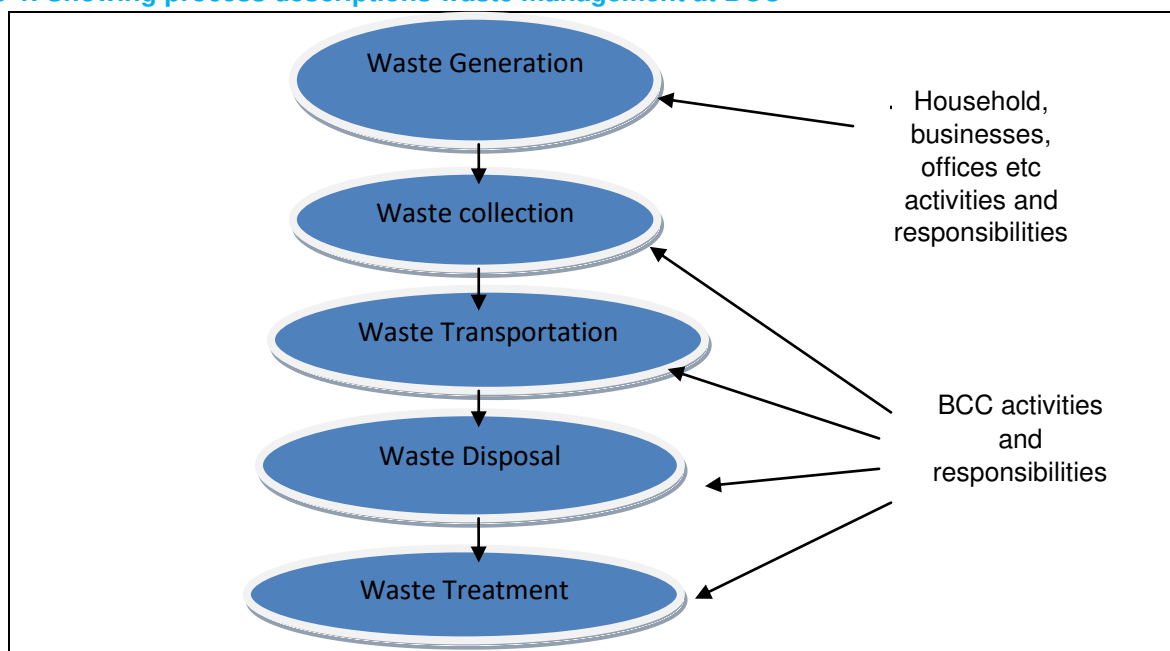
3.2.1 Process Description (waste management)

Banjul City Council (BCC) is responsible for Waste management within the City of Banjul. According to the Local Government Act 2002⁶, *“the functions and services of the Local Governments include sanitary services for the removal and disposal of night soil rubbish, carcasses of dead animals and all kinds of refuse and effluents.”*

⁶ Local government Act 2002 ,part II , section 48(2)(16) (o)

Waste management processes include: Generation, Collection, Transportation, Disposal and treatment. The whole processes of waste management are shown in Picture 4 below.

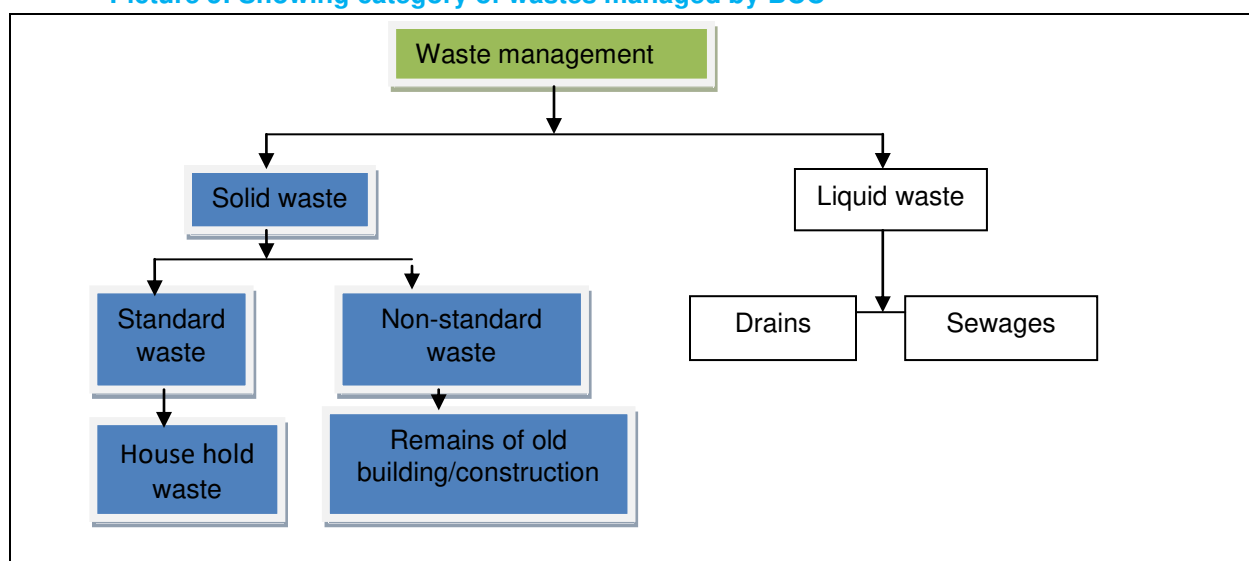
Picture 4: Showing process descriptions waste management at BCC



Source: NAO Analysis of BCC's processes for the periods under review

a. Generation

Picture 5: Showing category of wastes managed by BCC



Source: NAO Analysis of BCC waste management for the periods under review

Waste in the city is generated by households or businesses. There are two types namely; Solid or Domestic waste and Liquid waste.

Solid or domestic waste comprise of two types; namely *standard* and *non-standard waste*.

Liquid waste comprise of water in sewage tanks and drainage systems within the City. These are underground tanks which are buried at strategic locations in the city. The liquid that flows into these tanks comes from businesses and household toilets.

b. Collection

The Anti-littering regulation⁷ requires the local authority to ensure its public road or area within its jurisdiction is practically kept free of litter and takes all measures to prevent the creation of litter and also controls and ensures the disposal of litter.

In addition anti-littering regulation⁸ states;

“that where a local authority provides and maintains litter receptacles at any place, it shall make arrangements for the regular emptying and cleaning of the receptacles at such frequency as will ensure that no receptacle or its contents will become a nuisance or be the cause of litter. Furthermore a local authority shall ensure that the litter receptacles within its jurisdiction are emptied periodically”.

The solid waste generated from the households as mentioned above are placed in receptacles, plastic bags and empty bags in compounds. The council also places large waste trays at strategic locations in the city where household wastes are gathered in bulk awaiting transportation to the dumpsite. The council also places waste receptacles at some offices and commercial areas in the city for the collection of waste.

The city is divided into seven (7) waste collection zones: Tobacco road, Half Die, State House, Allen Street, Mosque road, Marina Parade Street and Dobson Street. The accumulated waste is collected twice a week for each zone. During the collection process, garbage put in receptacles, plastic bags; empty bags and other containers are placed in front of compound gates for collection by labourers who are being monitored by a field supervisor.

However, liquid waste is managed by both the BCC and NAWEC as follows:

The drainage system is managed and controlled by the City Council and the sewage system is managed and handled by the National Water and Electricity Company (NAWEC).

⁷ Anti littering regulation Part IV 12, 13.1(a)(b)

⁸ Anti-littering regulation, Part IV 13 (4) and (5)

c) Transportation

Council cleansing services vehicles collect waste gathered in the various city collection zones. These vehicles are usually trucks, mini trucks, compactors and tractors. The accumulated waste in bags and other containers are manually loaded into vehicles by council labourers. The vehicles carrying or transporting waste to the dump site are usually covered with nets to prevent the dropping of waste along the way.

d) Disposal

The Anti-littering regulation 2007, Part IV (14) states that a local authority shall designate such area as it may require for the proper disposal of litter within its jurisdiction.

Waste collected by the council are transported and dumped at the city dump site. These are either offloaded mechanically or manually. Automatic trucks are trucks with tipper that have an automated device that lifts the truck tray and empties its contents automatically with the press of a button. Manual trucks are trucks without an automatic device and offloading are done manually by labourers at the dump site using spades and forks.

e) Treatment

Waste collected from households or compounds in the city and deposited are not sorted but rather mixed. According to management of the city council, when the heap gets bigger, the city council hires a bulldozer to spread the heap. However, scavengers, who normally come in search of scrap materials such as irons, aluminium rods and other used metals, sometimes set the dumpsite ablaze.

CHAPTER 4: FINDINGS

This chapter details the issues that came to our attention during the audit.

4.1 Waste collection

Section 13.1 (a) and (b) of part IV 12 of the anti-littering regulations require the local authorities to ensure that public roads or areas within their jurisdictions are kept free of litter and that they take all measures to prevent the creation of litter, control and disposal of litter.

Section 13 (4) and (5) went further to require the authorities to provide and maintain receptacles at any place and to make arrangements for the regular emptying and cleaning of the receptacles at any given time or frequency.

The BCC neither provide and maintain adequate receptacles nor periodically emptied and cleaned the receptacles provided.

Documentary review of list of zones demarcated by the City Council revealed that, the council did not document the distribution schedule indicating how available waste receptacles ought to have been distributed within high waste concentration zones. However, according to interviews with the staff of the waste management unit, for streets that are 600m long, waste receptacles are to be placed every 50m. For streets that are 750m long, receptacles were supposed to be placed every 75m

In the absence of this distribution schedule, audit could not establish the criteria followed in the supply and distribution of waste receptacles. For instance, the audit observed through field inspections, that not all government Ministries and public places had been supplied with waste receptacles as highlighted in the table 3 below.

Table 3: Showing Distribution of receptacles within Banjul City.

SN ^o	Distribution of Receptacles	No. of Receptacles issued	Remarks
A)	Ministries		
1	Ministry of trade, regional integration and employment	0	Two (2) were found but were purchased by the ministry
2	Ministry of fisheries and water resources	0	Two(2) were found but were purchased by the ministry
3	Ministry of foreign Affairs	0	Two (2) were found but were purchased by the ministry
4	Ministry of Agriculture	3	All own by BCC
5	Ministry of Basic and Secondary Education	4	Four (4) were found but were purchased by the ministry
6	Ministry of interior	3	Three (3) were found but were purchased by the ministry
B)	STREETs		
1	Independence drive	0	Receptacles were not found along

			this street
2	Half Die street	0	Receptacles were not found along this street
3	Tobacco road	0	Receptacles were not found along this street
4	Hagan Street	0	Receptacles were not found along this street
5	Lasso wharf	0	Receptacles were not found along this street
6	Mosque road	0	Receptacles were not found along this street

Source: NAO's analysis of BCC's records

Out of the six (6) government ministries visited during audit, only one ministry had been supplied with 3 waste receptacles by BCC but none had been provided in the streets as indicated in the table above.

Furthermore, it was observed that the staff of the council lacked cleansing equipment and protective clothing to shield them from acquiring diseases and facilitate the waste collection process. To effectively carry out their work, council staff needed to have been given cleansing materials such as, forks, spades, gloves, nose mask, rain boots and overalls worn during waste handling among others.

Table 4: Showing the Distribution of Cleansing and protective equipment

SNO	Type of Cleansing and protective equipment	BCC cleansing service workers without Cleansing and protective equipment.	
		Market Cleaners, and Street Cleaners	Labourers
1	Forks	-	1 (per team)
2	Gloves	50	42
3	Nose masks	50	42
4	Rain boots	-	53
5	Overalls	80	53

For instance, a visit to eighty (80) street and market cleaners revealed that , fifty (50) were operating without nose masks and forty-two (42) labourers out of fifty-three (53) were found loading a cleansing truck without wearing protective gloves and nose masks. The audit further noted that each collection zone comprising of 5 labourers with a supervisor and an overseers, were provided with one fork for loading and offloading of waste. This implies that 4 out of the 5 in the team will have to wait as only one person can use the fork at any given time.

The management of the Council attributed the lack of cleansing and protective gears to the non-availability of funds to buy these materials Audit however noted that although the council had budgeted for funds to purchase cleansing and protective gear, it had not prioritised their purchase as illustrated in Table 5 below.

Table 5: Showing BCC's budget for protective and cleansing materials for 2011-2014

Year	Budgeted (D)		Actual (D)	
	Protective clothing	Cleansing mat.	Protective clothing	Cleansing mat.
2011	150,000.00	64,000.00	61,225.00	35,375.00
2012	200,000.00	150,000.00	124,875.00	107,350.00
2013	200,000.00	150,000.00	30,915.00	242,286.00
2014	250,000.00	200,000.00	15,800.00	191,769.00

Source: NAO analysis of the BCC budget

From the table above, it can be seen that in the year 2011, the council spent only D61, 225 out of the budgeted amount of D150, 000 (representing 40.8%) on protective clothing., It also spent D35, 375 out of the budgeted amount of D64, 000 (representing 55.27%) on cleansing materials. In 2014, the budgeted amount for protective clothing was D250, 000. Out of this amount, only D15, 800 was spent (representing 6.32%),

Similarly, the Council did not have any mechanism to determine how much waste is generated in the city on a daily basis during the period under review to be able to effectively budget for its collection. For instance, documentary review⁹ of council records on business establishments in Banjul city show an increase in the number of businesses especially in the commercial areas of the capital city. All these new businesses are potential additional sources of waste generation. During the period under review, the council registered 3,492 businesses in 2011 and 3,602 in 2013. This represents a 3.15% annual increase in registered business and an annual average increase of 47.75% as seen from table 6 below.

Table 6: Showing selected no. of registered businesses that generated waste between 2011 and 2013 in Banjul

Registered Businesses	Years		% increase
	2011	2013	
	No. of registered Businesses		
Corner shops	440	455	3.2
Fast foods	1	10	90
Local restaurants	1	25	96
Restaurants	9	12	25
Barber shops	29	33	12.1
Carpentry workshops	21	26	19.2
General traders (Turnover less than 3.5m)	1	4	75
General traders (Turnover between D3.5m-D5m)	10	14	28.6
Liquor vendors (retail)	2	16	87.5
Manufacturing businesses (small scale)	1	3	66.7
Medical clinics	1	2	50
Milling machines	7	10	30
Mini markets	5	8	37.5
Average total business registered			620.8/13 =47.75

⁹ BCC business registration of trade license register

Source: NAO analysis of the BCC Trade Licence Register

Picture 6: showing waste generated by businesses in commercial areas of the city



Source: Captured by NAO during site visits on Wednesday 13 May, 2015 at Albert Market

Other factors that hindered the effective waste collection by BCC in the midst of increasing waste generation in the city are discussed below:

4.1.1 Labour force

Establishment Register to record employee status

There is supposed to be an approved staff establishment across every government Ministry, Agency and Department to help in the proper planning of human resource needs within the government system and for future staff needs forecasts¹⁰.

The audit noted that the Council did not have a staff establishment register for the waste management function. This meant that the available staff had not been planned for and their motivation requirements could not be tracked if they were to effectively deliver on their scope of work.

¹⁰ Gambia Budget Management and Accountability Act 2004 section 43(b)

Staffing level

According to our review of Council documents¹¹, we noted that the council presently employed two hundred and twenty-seven (227) staff in the Cleansing Service Unit. This comprised of two (2) managers, six (6) officers, fifteen (15) supervisors, Seven (7) Overseers, ninety (90) Labourers , fifty-one (51) street cleaners, forty-five (45) market cleaners and eleven (11) other cleaners.

The institutional set up did not provide for the number of staff to be employed under the waste management unit. On average, the council placed seven (7) employees per zone. However, we could not establish whether all these staff were necessary because the council could not provide us with data or records of the amount of waste being collected from the city on a daily basis which would have served as the basis for the justification of the number of staff allocated to each zone.

Staff turnover and replacement

The review of Council documents also revealed that the cleansing unit had 227 staff. Out of this, 59 were established and 168 were un-established (daily paid). During the period 2011 to 2014 five (5) un-established staff left. This was attributed to them serving long period as unestablished staff. In addition, fifteen (15) staff retired, thirteen (13) died and five (5) left as a result of low remuneration. These gaps had not been filled thus having significant effects on the supply of labour. The council had failed to pay a competitive rate for its staff, as opposed to other low income earner. For instance staffs were paid D46.20 and D46.80 per day for street cleaners and labourers respectively as at 2013. This has posed a significant challenge on the waste management unit to retain some of these staff relatively for a reasonable period of time.

Cost of street receptacles

According to the CEO of the council, a street bin cost D3, 000. This was considered high by the Chief Executive Officer vis-a-vis the budget allocation to the Cleansing Service Unit.

As a result of this, the council did not purchase Street receptacles¹² for the period under review. Analysis of the council's annual budgets revealed that BCC did not have a budget line item for procurement of street receptacles. This implies that the priorities of the Council in the short run did not lie in procuring street receptacles considering that no efforts had been exhibited by its management to do so. Notwithstanding, in 2015, the council resorted to placing waste receptacles¹³ instead of the street receptacles along the streets in the City. These are smaller receptacles which are unlikely to withstand or

¹¹ Council's cleansing service zone groupings.

¹² These are larger receptacles that are placed along the streets.

¹³ These are smaller receptacles that are placed in households and shops

address the large volume of waste that would be deposited by the very many street users of the city on a daily basis. Picture 7 below depicts the differences between the two receptacles:

Picture 7: Showing the different types of waste receptacles



Consequently, the uncollected waste continued to pile up in the city centre and If not collected, could be blown away by the wind into the drains obstructing drainage as shown in Picture 8 below. This waste in the gutters can be a trigger for floods considering the heavy rains The Gambia has experienced in recent years. In addition, the stagnant water serves as a breeding home for mosquitoes and a sanctuary for rodents, vectors like flies and mosquitoes and other unwanted elements that carry diseases.

Picture 8: Showing un-collected wastes inside the gutters in Banjul



Source: Captured by NAO during site visits on Thursday 07 May, 2015

4.1.3 Sensitization campaigns on street littering

Anti-littering regulations Part IV section 13 (3) (b) requires the local authority to put in place measures to promote awareness on polluting effects of litter.

Our audit noted that BCC did not put in place measures to promote awareness on effects of littering. BCC ought to have designed various modes of information dissemination campaigns for their messages. Modes such as local drama, information flyers, billboards, Television, Radio were meant to have this message delivered to the populace.

It is worth mentioning that, although the above listed methods were never employed by the council for dissemination campaigns, at least one radio programme was held once in every 3 months on a Wednesday from 8pm to 9pm on SEN FM Radio, 90.5 FM in Mandinka and Wolof. However, considering the cosmopolitan outlook of Banjul City and the various composition of tribe's distribution from all the 8¹⁴ different tribes recognised officially by The Gambia Bureau of Statistics, one can argue that the information may not have reached all the intended targets.

Table 7: Showing information dissemination modes and frequencies used by BCC for 2011-2014

Medium	Frequency
Billboards	None
Radio	Once per quarter
Television	None
Information flyers	None
Local Drama	None

4.1.4 Lack of operational plan for the cleansing unit

Discussions with the Management of the City Council revealed that, the Waste Management unit did not have an annual operational plan for the conduct of its activities. Instructions on daily processes e.g. collection, transportation, and disposal were received and executed verbally.

During the period under review, the audit noted that there were no laid down Instructions on how waste was to be managed. Large volumes of waste were seen in the streets and compounds for a long time without being collected as reported by most of the residents we interviewed. This is due to the fact that the council or waste

¹⁴ Mandinka, Wollof, Fulla, Jola, Sarahule, Serere, Aku, manjango

management unit did not have a regular collection timetable for the various streets and zones.

4.3 Transportation

The Anti-littering Act (2007) part II (6) (1) requires that no truck or other vehicle containing litter within any road or public place may be used to carry waste unless the vehicle is so constructed or loaded as to prevent its litter from being blown or deposited on any road or public place.

The audit noted that the council used trucks and tractors which were not covered or structured to carry waste without dropping. During a field visit by the audit, 3 BCC trucks and a tractor were seen carrying waste without being covered. The trucks and the tractor are shown in picture 9 below:

Picture 9: Showing uncovered cleansing vehicles carrying waste to the dumpsite



The council management attributed the use of these carriers to inadequate funds to acquire standard cleansing vehicles. According to the Waste Manager, the Waste Management Unit should have twelve (12) vehicles, comprising five (5) tipper tractors, five (5) tipper Trucks and two (2) mini tipper trucks to collect and transport the waste

generated in the city. The City is divided into seven (7) waste collection zones and each of the zones is supposed to have a vehicle.

Review of the Fixed Assets Register of the Council revealed that the Waste Management Unit, during the period under review, has eleven (11) vehicles that were dedicated to the collection and transportation of waste generated in the city to the dump site. During the audit however, we noted that out of the eleven (11) vehicles, only Six (6) were operational and five (5) were not functioning and were parked at the council's garage awaiting maintenance.

The council did not provide the audit with data regarding the amount of waste it collects and transport per street to the dump site. The knowledge of the amount (tonnage) of waste collected on a daily basis per street or zone would have served as the basis on which the cleansing vehicles are acquired and allocated to zones. For example waste generated per street or zone may differ, therefore the even distribution of vehicle and personnel may not be appropriate. As a result of the lack of knowledge of the council about the volume of waste being collected and transported daily, we could not verify whether the council really require the number of vehicles that they claimed they needed to effectively carry out the task of waste management in the city.

In addition, interview with the cleansing manager revealed that the council did not have any maintenance plan to sustain the available vehicles. In the absence of a maintenance plan, vehicles are only taken for maintenance when they have a breakdown. As result of this, cleansing vehicles sustain major damages before they are taken to the garage for maintenance which in turn had severe consequences on their useful life. .

Despite the shortage of cleansing vehicles as claimed by the waste management unit, the following were noted by the audit:

The audit noted that the Council bought seven (7) Tractors to be used by the waste management unit to collect household waste on a daily basis. However, out of these seven Tractors, the audit was only able to verify the existence of two (2) Tractors. The audit could not establish the existence of the remaining 5 Tractors. Further inquiries with management to establish the whereabouts of these 5 Tractors also proved futile. Details of the transaction in respect of this procurement are shown in table 8 below:

Table 8: Showing procurement details of 7 Tractors acquired by BCC In 2008

Date	Bank	Cheque No	Details	Unit cost	Payee	Amount D
07.10.08	Trust Bank	2586196	Purchase of 7 Tractors	445,500	Kanilai Group International	3,118,500.00

NAO's analysis of BCC's financial records

The payment vouchers for this transaction and the good received note for these Tractors were not produced for audit verification. The audit used the bank statement

and the fixed asset register for the period to confirm the details of payments for this transaction.

Picture 10: Showing the two confirmed tractor heads at BCC



Source: Picture taken by NAO's audit team on BCC's grounds on Thursday 07 May, 2015

Stores Regulation Chapter 6 section 7 states that an officer in-charge of workshop will determine in each individual case when a vehicle or item or plant has reached the end of its effective working life, having regard to such factors as maintenance cost, age, obsolescence, the likely amount to be realized on disposal and the cost of a replacement. A Board of survey will then be convened to determine how the item is to be disposed of. All sales will be by public auction or public tender.

The audit noted that seven (7) waste collection vehicles used by the Waste Management Unit to collect waste were sold out through public auction. However, the audit could not obtain sufficient explanations as to why these vehicles were sold, as management of the Council did not provide information leading to the sale of these cleansing vehicles. Records such as the auction file containing information pertaining to the auction processes including the Mechanical Engineer's report on the status of the vehicles, the valuation report, the process followed in selecting the Valuator, and Management meeting minutes approving such sales were not produced, only receipts from the proceeds of the auctioned vehicles were provided.

These disposed vehicles were not replaced during the period. The non-replacement of these vehicles implies that only the remaining 6 operational vehicles were being used to service the city. This has exerted immense pressure on the operational life of these

vehicles, which resulted to their present poor conditions. Details of the disposed vehicles are shown in table 9 below:

Table 9: Showing details of 7 vehicles disposed by BCC in 2014

Date of Auction	Vehicle Reg. No	Vehicle Description	Amount (D) Option 1	Amount (D) Option 2	Questions remaining unanswered by BCC Management
10.02.14	Bcc 39	Tractor without tyres	25,000.00	30,000.00	Where or what happen to the tyres. Is it the case that only the tyres has a problem
	Bcc 16	Tractor without tyres	25,000.00	30,000.00	Where or what happen to the tyres. Is it the case that only the tyres has a problem
	Bcc 12	Tractor body	25,000.00	30,000.00	Where or what happen to the other parts of the tractor.
	Bcc 18	Tractor without tyres	25,000.00	30,000.00	Where or what happen to the tyres .Is it the case that only the tyres has a problem
	Bcc 35	V.M Mini truck	25,000.00	30,000.00	This was bought by the Finance Director at the 1 st option and why not the 2 nd option.
	Taiwan 2	Nissan thin Truck	15,000.00	20,000.00	
	BCC 45	Benz	35,000.00	40,000.00	

Source: NAO's analysis of BCC's financial records

Considering the two scenarios (the purchase and auction sales), the City council was not able to effectively transport the waste collected from the city with these five (5) operational vehicles during the period under review.

The above quoted store regulation (6/7) also required that vehicles and plant may not be cannibalised for spare parts without the specific approval of the Ministry of Finance. Where such cannibalisation is approved, a record of all spares removed from the boarded vehicle or plant must be kept.

We carried out verification at the store of the council where the removed tyres of these auctioned tractors were claimed to have been stored, but we could not locate the tyres in the store. According to the Waste Manager the tyres were thrown away during a cleansing exercise conducted at the council.

We also noted that the cleansing vehicles used in the transportation of the waste collected in the city were manually loaded at the collection zones and offloaded by the labourers at the dumpsite using forks. Each cleansing vehicle was allocated with only 2 forks for loading and offloading of waste.

This manual loading and offloading of waste consumes much of the labourers time. As a result of this, vehicles are limited in the number of trips of waste that could be taken to the dump site per day. This means that the vehicles were unable to collect and transport

all the waste generated in the city on a daily basis. The pictures below capture the manual loading of garbage onto waste trucks by BCC Labourers:

Picture 11: Showing Manual loading of waste on waste trucks by BCC Labourers



Source: Captured by NAO during site visits on Thursday 07 May, 2015

Picture 12: Showing manual off-loading of waste by BCC Labourers at the Dump site



Source: Captured by NAO during site visits on Thursday 07 May, 2015

Consequently, the council was unable to effectively collect and transport waste as a result of the use of these vehicles. Waste in the zones remained uncollected relatively for a longer period as evident during site visits. This uncollected waste has been a major concern to residents in the city.

4.4 Disposal of waste

According to section 13(1) (a, b) , Part IV of the Anti-Littering Regulations 2007, “*a local authority is required to take all measures to prevent the creation of litter in its jurisdiction and to control and ensure the disposal of litter*”. In addition , Anti-Littering regulations 2007, Part II (4) (1)(2) further requires the owner or occupier of a property to keep the sidewalk in front of his or her premises free of litter, in default, to pay a fine not more than five thousand Dalasi.

In addition, Anti-Littering regulations 2007, Part V (15) states that “*a local authority shall within its jurisdiction be responsible for the day to day implementation of the provisions in this Act*”.

The audit noted that the Local Authority did not take adequate measures to control and ensure proper litter disposal within its jurisdiction. This was noted during site visits to various streets and places within the city. For example, the audit visited 8 streets¹⁵ in the residential area and 3 places in the commercial area¹⁶ which were randomly selected in

¹⁵ Lasso wharf, Clarkson Street, grant street, Tobacco road, half die, mosque road, Hagan street and Primet street

¹⁶ Albert market, Leman street and Wellington Street

the city, and found waste being dumped around houses/buildings which were not designated areas for dumping of waste.

In addition, the audit did not find street receptacles and trailers for waste collection placed at these streets and collection spots in the zones for waste dumping. The picture below shows waste dumped around buildings and back streets at places we visited in the city.

Picture 13: Showing illegal dumping of waste at Tobacco Road in Banjul



Source: Picture taken by NAO during site seeing in Banjul on Thursday 07 May, 2015

Picture 14: Showing illegal dumping of waste at Half Die in Banjul



Source: Picture taken by NAO during site seeing in Banjul on Thursday 07 May, 2015

Discussions with Management revealed that, the council has identified seven (7) strategic locations¹⁷ and placed waste collection trailers therein. This was confirmed by the audit during visit, however there were other areas in the city which were densely populated and were producing larger quantities of waste but were not part of the strategic locations identified by BCC¹⁸. People in these areas therefore dump their waste anywhere and anyhow.

Furthermore, the audit noted that the Council did not administer the dictates of the regulation during the period under review. For example, the council did not keep any file of such offences reported for prosecution of offenders.

The non-implementation of this regulation has contributed to the people's carefree attitude and/or littering habits in the city. The implementation of this regulation would have curbed street littering and help keep the streets and other public places clean.

Consequently the residents and other city users dump waste freely as a result of the council's failure to place collection trailers and street receptacles along the various streets and other strategic locations in the city during the period of the audit. This has immensely contributed to the illegal dumping by the city residents. These wastes lying in streets and the city environment became a nuisance for the city residents as this emits unpleasant odour, and also becomes a home and breeding grounds for flies and other pests which are agents of disease transmission.

¹⁷ These are areas identified by the council as busiest areas of the city where people litter waste frequently, namely lasso wharf, Clarkson street, grant street, Albert market, Brikama garage, BCC office

¹⁸ Tobacco road, half die, mosque road

4.5 Treatment of waste

Best practice requires that the waste collected and deposited at the dumpsite should be separated as recyclable and non-recyclable wastes. In addition, burning is a very effective method of reducing the volume of solid waste at dumpsite. In modern incinerators the waste is burned inside a properly designed furnace under very carefully controlled conditions. This reduces the waste by burning the combustible portion and leaving behind ashes, scrap irons and other solid non-combustible items.

The audit noted that the waste deposited at the dump site was not separated by the Council. For example, a site visit to the City Council dump site revealed that clinical, wet, dry and other types of wastes were put together with household waste and deposited at the dump site. The BCC should employ appropriate methods of waste treatment techniques for the handling of its waste such as, sorting waste into recyclables and non-recyclables. The picture below shows mixed waste deposited at the BCC dumpsite.

Picture 15: Showing mixed waste deposited at the dumpsite in Banjul



Source: Captured by NAO at the Banjul dumpsite on Thursday 07 May, 2015

Similarly, we observed that the waste deposited at the dump site was openly set ablaze. Large clouds of smoke were emitted and this pollutes the environment around the dump site including State Central Prison, Banjul/Serreunda Highway and Sanatorium (a wing of the main hospital where tuberculosis patients are kept). The team, during the site visits

took photographs at the dumpsite showing instances where the waste dumped is set on fire. The pictures are shown below.

Picture 16: Showing Dump site set ablaze



Source: Captured by NAO on site visit at the Banjul dumpsite on Thursday 07 May, 2015

In addition, waste deposited at the dump site is spread out by the Council Waste Management Staff. However we noted that the dump site area was not fenced and the waste spread gets into the waters of the tributary of the ocean which it borders with. The intrusion of this waste into the water is likely to pollute it which may affect the aquatic species e.g. fishes that are likely to feed in this water. For the fact that the dump site is not fenced, light waste such as papers, nylons, and plastic deposited at this dumpsite and the odour emitted by the spread waste are blown away by the wind into the neighbourhood of the Mile 2 state prison and Sanatorium. The picture below shows spread waste intruding into the tributaries of the ocean.

Picture 17: Showing Spread waste intruding into the tributary at the Banjul dumpsite



Source: Captured by NAO at the Banjul dumpsite on Thursday 07 May, 2015

According to interviews with the Cleansing Manager, the council did not employ waste sorting measures during the period under audit. The waste collected is put together in the same containers. The council should have placed two waste collection receptacles together at any point in the streets and at its various zones and labelled according to the types of waste to be put in each of the receptacles.

The cleansing manager further stated that the dumpsite is set ablaze by scavengers, who normally go there in search of scrap materials. The council did not put in place measures to secure the dumpsite, by fencing or construction of a base office for the designated officer in-charge of the site, and to put in place strict regulations to govern the operations of the dump site.

Consequently, the council was unable to classify and quantify the various waste collected from the city, as a result it could not adequately plan for its proper handling and treatment. This uncontrolled waste spread by the council officials ends up in the tributary near the dumpsite causing water pollution which affects aquatic species and animals such as fishes, crocodiles etc. that drink and feed from these waters. This by extension affects humans who feed on these aquatic species and animals.

In addition, this uncontrolled waste management practice results in air pollution as it emits very unpleasant and gaseous odour, which affects the patients at the sanatorium,

the inmates at State Central Prison and the city environment. Polluted air can cause respiratory problems and other adverse health effects as contaminants are absorbed through the lungs into other parts of the body.

Similarly, the large clouds of smoke emitted from this open burning of waste equally pollutes the air to the inconvenience of the residents around the dumpsite, obstruct the flow of traffic and can also cause health problems.

4.6. Administrative Gaps

4.6.1 Strategic and Annual Operational Plan

The audit noted that the council did not have a strategic and operational plan during the period under review. As a result council was unable to adequately plan for its waste management activities both in the long and short term.

The failure of the council to properly plan for its waste management activities, has resulted in the poor performance of the unit

4.6.2 Waste Management Operational Manuals

The audit noted that the council did not have an Operational Manual that would describe how waste should be handled and managed. The operational manual should have guided and spelt out the responsibilities of officers in authority such as waste managers, supervisors' overseers and headmen and their roles in handling of waste and tackling of waste related issues. In the absence of this manual, clear lines of responsibility were not designed among other key officers within the waste management unit. For example the overseers and supervisors, who reports to who as they both operates in the same team.

As a result, labourers and residents find it difficult to appropriately channel their complaints about waste management for redress by the council.

4.6.3 Meetings and trainings

The audit noted that cleansing service unit did not either hold meetings during the period under review or did not prepare and file minutes of meetings. No minutes were produced for the period under review. The holding of meetings would have been the platform for making informed decisions, tackling of waste issues on matters arising and drawing of lessons for improvement.

In addition, there is no evidence that the council provide training for its key waste management staff to better equip them with modern waste management skills for effective management and handling of waste issues.

CHAPTER 5: CONCLUSION

Based on the evidences presented in this report, the audit conclude that, the performance of Banjul City Council on waste management has left much to be desired and did not meet the expectations of its stakeholders, in terms of:

a) Collection

- ❖ The council could not provide information on waste generated in the city and thus could not adequately budget for its handling.
- ❖ BCC did not carry out adequate awareness campaign to inform the City residents on how to maintain and keep the environment clean.
- ❖ The council did not provide adequate cleansing equipment and protective gears to its cleansing staff to enable them operate effectively even though financial resources were available.
- ❖ BCC did not have an institutional setup for its waste management unit to determine the optimum staff required to operate effectively, coupled with the non-maintenance of an establishment register, and as a result did not track and maintain required staff based on the waste it is supposed to handle.
- ❖ The council did not place receptacles along the streets in the city which resulted to residents and other daily city users littering streets and gutters.

a) Transportation

- ❖ The city council did not have an institutional setup to identify the number of vehicles it required for effective service delivery, coupled with the lack of knowledge of the waste it should collect and transport, and as a result the audit could not determine the optimum fleet it required to effectively carry out waste management.
- ❖ The Council did not have in place a vehicle maintenance plan and thus failed to regularly service its available vehicles which resulted to their present poor condition.

b) Disposal

- ❖ The council did not place trailers in some of the key strategic locations for temporal dumping of waste before it is collected and transported to the dump site, as a result large amount of waste were placed at non-designated areas for dumping.

- ❖ The council did not administer the dictates of the anti-littering regulations which resulted to the people's carefree attitude in littering the city.

c) Treatment

- ❖ The council did not employ modern waste treatment strategies or approaches to handle the waste collected and deposited at the dumpsite.

d) Administrative Gaps

- ❖ BCC did not develop a strategic and operational plan and as a result it could not adequately plan for the handling of waste both in the short and long term.
- ❖ BCC did not put in place a waste management operational manual to help guide its staff on their day to day operations.
- ❖ The waste management unit did not conduct meetings to deal with waste management matters. In addition, the council fail to provide training for its waste management staff on waste management techniques to improve efficiency.

CHAPTER 6: RECOMMENDATION

a) Collection

- ❖ The City council should endeavour to acquire adequate knowledge of the waste generated in the city on a daily basis. The waste generated should be quantified by weighing and recording. This should form the basis for proper waste management planning and handling.
- ❖ The city council should carry out massive sensitization of the city inhabitants on proper solid waste management. This process could involve the use of communication modes such as flyers, billboards and media houses in the dissemination of information on waste handling. In addition the council should implement the dictates of the anti-littering laws with regards to management of solid waste.
- ❖ The City Council must provide its workers with the necessary equipments to protect and help them work effectively under healthy and sound environment.
- ❖ BCC should have an institutional setup for its waste management unit to determine the required staff to operate effectively and to maintain an establishment register to help track and maintain the staff level required to handle waste.
- ❖ The council must consider placing street receptacles along the streets of the city to help accommodate litter thrown daily in streets by city users and other passers-by. In addition the management of the council should consider exploring the city with a view to identifying other locations which are densely populated and are generating lot of waste. The newly established locations identified by the city council must also be provided with trailers for the dumping of waste.

b) Transportation

- ❖ BCC should have an institutional setup for its waste management unit to determine the number of vehicle required to operate effectively in transporting waste collected.

- ❖ The Management of the City Council must explain the circumstances surrounding the accountability of the 5 (five) tractors that could not be located by the auditors.
- ❖ The BCC management must explain and produce the auction file containing Engineer's report on the status of the auctioned vehicle, the valuation report of the vehicle, the details of the Valuer, and details of the auctioneer.
- ❖ The City Council should ensure that there is a Maintenance plan in place to help sustain the fleet of cleansing vehicle and should make effort to replace the dilapidating vehicles.
- ❖ The council should consider, acquiring tipper vehicles, which will reduce the amount of time taken in the loading and offloading of waste.

c) Disposal

- ❖ The Council should consider fencing the dump site, as this will prevent the spread waste from entering the bordering tributary and polluting its waters.
- ❖ The Council should consider establishing an office at the dump site that supervises the handling of waste and also controls activities at the dumpsite.

d)Treatment

- ❖ The council should consider burning waste by using an incinerator which controls burning and prevents environmental pollution.
- ❖ The council should consider adopting the practice of sorting waste to facilitate recycling.

e) Administrative Gaps

- ❖ The council must put in place a strategic and operational plan to help in planning and handling of waste in the city. These plans would serve as a basis for directing and controlling the activities (i.e. waste management) of the council both in the short and long term.
- ❖ BCC must put in place a waste management operational manual to guide staff on their day-to-day operations and also provide clear guidelines on waste

management practices.

- ❖ The waste management unit should conduct regular meetings to deal with waste management matters. The holding of meetings would serve as a platform for discussing the progress of waste management activities and making informed decisions on waste handling. In addition, the council should provide training for its waste management staff on waste management techniques to improve efficiency.

CHAPTER 7: AREAS OF FUTURE RESEARCH

- ☐ A comprehensive audit on solid waste in other regions/municipalities in the country should be conducted in order to address the problems of waste management.
- ☐ In future the National Audit Office should consider looking into Liquid waste as it also seems to be an area of serious concern in the City.

APPENDICE

Appendix A: List of persons interviewed

Unit /Department	Designation	No. of interviewees
Admin	Chief Executive Officer	6
	Cleansing manager	
	Deputy Manager Operations	
	Finance Director	
	Procurement Officer	
	Municipal Engineer	
Cleansing	Senior Supervisor	5
	Supervisor	
	Supervisor	
	Supervisor	
	Supervisor	
	Headmen	5
	Headmen	
	Headmen	
	Headmen	
	Headmen	

	Headmen	
	Driver	4
	Driver	
	Driver	
	Driver	
	Labourer	7
	Labourer	
	Labourer	
	Labourer	
	Labourer	
	Labourer	
	Labourer	
	Cleaner	4
	Cleaner	
	Cleaner	
	Cleaner	
Total		31

Appendix B: Selected government ministries and main streets

Name of Ministry	Bin found		Remark
	Yes	No	
Ministry of Trade, Regional Integration and Employment.	Y		2 receptacles found but were bought by the ministry and not BCC.
Ministry of Water Resources and Environment	Y		2 receptacles found but were bought by the Department and not BCC.
Ministry of Foreign Affairs	Y		2 receptacles found but were bought by the ministry and not BCC.
Ministry of Basic and Secondary Education	Y		4 receptacles found but were bought by the ministry and not BCC.
Ministry of Agriculture	Y		3 receptacles found and were labelled BCC
Ministry of Interior	Y		3 receptacles were found but not provided by BCC
Main streets			
Independence Drive		X	No receptacles were found along all the streets visited by the team
Wellington street			
Box Bar street			
Mosque Road			
Hagan street			
Lasso Wharf			

Appendix C: List of Landlords interviewed

Name of Main street	Sub-Street	Remark
<i>Tobacco Road</i>	30 Masamba Ceesay street	Collections of waste are not regular now as it is done once weekly. In 2012 and 2013 collections were done twice weekly.
	Taly Dawda street	Waste collected twice weekly.
<i>Half die</i>	6 charles street	Collections are not regular in 2014 it is done once weekly.
	Blanc Street	In 2013 collection was done twice weekly but now is done once weekly this causes the accumulation of waste in the compound. The accumulation of waste in the compound brings about bad or unpleasant odour.
<i>Lasso wharf</i>	18 long street	Collection is done once weekly. This causes the accumulation of waste in the compound.
	11 Anglesea street	Collections not regular as we sit for two weeks without seeing the waste collectors. This greatly increases the accumulation of waste in the compounds.
<i>Hagan</i>	32 Hagan street	Collection is done twice weekly.
	11 Hagan Street	Collection is not regular, sometimes it is done once or twice weekly.
<i>Mosque Road</i>	47 mosque Road	Collection not done now due to breakdown of vehicle.
<i>Independence Drive</i>	Independence drive	Pay private collectors to collect his waste.
	Independence drive	Collection is not done, vehicles come and pass without stopping.

Appendix D: Management Response and Auditor's Comment

Appendix D(i) : Management Response

7th December 2015

Ref: BCC/Performance Audit/2015

The Auditor General
Auditor General's Department
Independence Drive
Banjul

Dear Sir,

RE: REQUEST FOR COMMENTS AND EXIT MEETING REGARDING THE PERFORMANCE AUDIT ON SOLID WASTE MANAGEMENT IN BANJUL

I wish to acknowledge receipt of your Draft Report on the subject matter above and I have noted the findings and recommendations highlighted therein. In light of the concerns conveyed in your report, please allow me to inform you that in the normal course of the functioning of council, we had already made our assessments and confirmed the state of Waste Management in the City much in the same light as has been portrayed in your Report. We are therefore already fully aware of all the issues and lapses featured in the Report.

In light of our internal findings and recommendations which in-fact happen to confirm the substance of your report, Dr. Abdoulie Bah, the Mayor, in consultation with Council had already directed for the Preparation of a Comprehensive Project Framework for the Up Grading and Modernization of the Waste Management System of the City of Banjul through Public Private Partnerships.

The Concept and Implementation Frame Work of this Project was developed by a local consultant with the launching of the needed Multi-Sector Project Steering Committee comprising of stakeholders and partners in the Public, Private and Civil Society Sectors was already held and the process of Project Preparation is now in progress. (Project Concept and Terms of Reference attached)

In addition to this, council has already acquired a 20 Ton Capacity Compactor and is expecting another one of the same type and capacity by March 2016 to be provided by the City of Ostend, our twining partner in Belgium. These compactors will greatly improve the technical capacity of the Cleansing Services Department of Council.

You also mentioned in your Draft Report that out of (7) tractors bought by council for waste collection, only (2) could be accounted for. We had explained in receipts submitted to Officials of the Auditor General's Department attached to council that (5) of these tractors were auctioned and the proceeds were lodged into the council's coffers.

I thank you for your continued vigilance and I wish to assure you that council will put into serious consideration all the issues raised and recommendations made in your report.

Mustapha Batchilly
Chief Executive Officer

Cc: Mayor, Banjul City Council

Appendix D(ii) : Auditor's Comment

As indicated in the report, details of these transactions were extracted from the bank statement. They were not entered in the cash book and payment vouchers for the transactions and good received note were not presented for audit. The fixed asset register also did not capture these vehicles.

There was also neither any evidence that they were auctioned nor evidence that the proceeds were lodged to the Council's account as claimed.